



THE FULL VIEW

SECOND EDITION

Ensuring a comprehensive approach to achieve the goal
of gender balance in the UNFCCC process



RESEARCH REPORT BY
UN WOMEN AND THE MARY ROBINSON FOUNDATION – CLIMATE JUSTICE | NOVEMBER 2016



**Mary Robinson
Foundation**
Climate Justice

This research report builds on an earlier report published in May 2013 entitled, 'The Full View: Advancing the goal of gender balance in multilateral and intergovernmental processes', which highlighted best practices and lessons learned from various sectors to promote women's voice and agency and proposed a set of recommendations on ways to advance the goal of gender balance by Parties and observers to the UNFCCC. This second edition examines developments in the equal participation and representation of women in decision-making processes and seeks to expand on the lessons learned for the achievement of positive outcomes to promote women's voice and agency.



UN Women is the UN organisation dedicated to gender equality and the empowerment of women. UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

The Mary Robinson Foundation – Climate Justice is a centre for thought-leadership, education and advocacy on the struggle to secure global justice for people vulnerable to the impacts of climate change who are usually forgotten – the poor, the disempowered and the marginalised across the world. It is a platform for solidarity, partnership and shared engagement for all who care about global justice, whether as individuals and communities suffering injustice or as advocates for fairness in resource-rich countries. The Foundation provides a space for facilitating action on climate justice to empower the poorest people and countries in their efforts to achieve sustainable and people-centred development.

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Foreword



Phumzile
Mlambo-Ngcuka



Mary Robinson

In 2015, world leaders agreed to take unprecedented action on sustainable development and climate change with the ultimate objective of securing a safe future for all.

As women leaders, we realise that without gender equality and the empowerment of women and girls, we cannot achieve the vision laid out in the 2030 Agenda for Sustainable Development and the Paris Agreement. Successful implementation urgently demands greater engagement of women in decision-making, and solutions that respond to the needs of the most marginalised, including women from rural and indigenous communities.

This second edition of the Full View focuses on new opportunities to enhance women's participation in the decision-making processes of the UN Framework Convention on Climate Change. We must enable *all* people to be part of the fight against climate change and, in doing so, secure climate justice for all. Climate justice integrates human rights and sustainable development and promotes people-centred approaches to climate action.

Many inspiring women are already leading as powerful agents of change in communities, countries and international agencies working on climate action, but they remain underrepresented in national and global decision-making. This is a damaging deficit.

It is significant that the Paris Agreement calls for climate action that respects and promotes gender equality and women's empowerment. Achieving an equal voice for women in the UNFCCC process, including those living in communities on the front lines of climate change, requires steadfast commitment from Parties, the Secretariat and civil society organisations. We must act to secure equal voice for women now.

A stylized, cursive signature in black ink.

Phumzile Mlambo-Ngcuka
Executive Director
UN Women

A cursive signature in black ink that reads "Mary Robinson".

Mary Robinson
President
Mary Robinson Foundation – Climate Justice

Executive Summary

The full and equal participation of women in decision-making processes in all spheres of life is fundamental to achieve gender equality and the empowerment of women. Key intergovernmental outcomes that uphold women's right to participate in decision-making include the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action, as well as several resolutions of the United Nations General Assembly, the Security Council, the Economic and Social Council and Commission on the Status of Women (CSW). These important norms have laid the foundation for several international commitments made in 2015, including the 2030 Agenda for Sustainable Development and the Paris Agreement, to assert that gender equality and the empowerment of women are crucial and indispensable to realising sustainable development and effective climate responses.

Indeed, as the Preamble of the Paris Agreement and a number of decisions by Parties to the United Nations Framework Convention on Climate Change (UNFCCC) have affirmed, women's leadership and participation in decision-making processes is imperative to ensure that climate policies and programmes are gender-responsive and just. Within the UNFCCC process, progress in the participation of women in the bodies and delegations has remained slow despite the adoption of landmark gender mandates under Decision 23/CP.18 titled 'Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol' (2012) and the Lima Work Programme on Gender (LWPG) adopted in 2014.

To achieve gender balance and gender-responsive climate policy, comprehensive strategies must be taken to overcome structural barriers women face and enhance participation of women in the composition of national delegations and in the membership of the bureaux and constituted bodies established under the UNFCCC. Relevant measures employed by other processes at the international, regional and national levels can help inform efforts to achieve the goal of gender balance within the UNFCCC process.

Research for this report reviewed policies and practices of intergovernmental bodies, national governments, regional mechanisms and other related initiatives, to draw lessons for the UNFCCC Parties, secretariat and other stakeholders in advancing the goal of gender balance, and to enhance gender-responsive climate policy. To realise the goal of gender balance, the research points to key recommendations for actions to be taken by Parties to the UNFCCC, Parties at the national level and the UNFCCC secretariat.

THESE INCLUDE ACTIONS:

FOR PARTIES TO THE UNFCCC

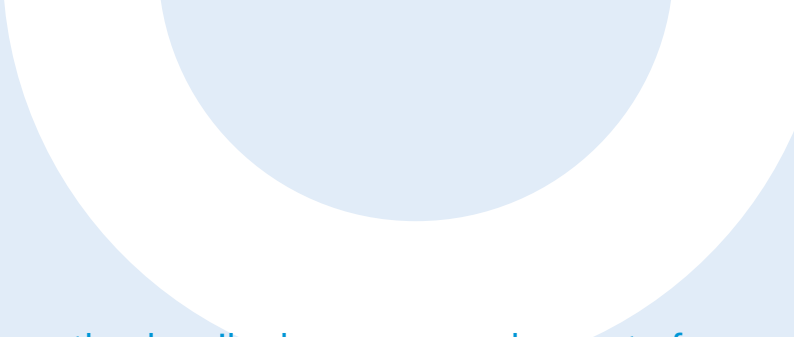
- Include incremental targets with specific timeframes for the participation of women in any decision and institute temporary special measures, including the use of quotas, for existing and new bodies
 - Expand opportunities for leadership positions by a commitment to co-leadership or rotating leadership and commit to gender balance among speakers when constituting panels
 - Mandate the preparation of a technical report and the holding of a workshop on structural impediments to women's participation in the UNFCCC process
 - Allocate a certain percentage from the UNFCCC Trust Fund for Participation to fund participation of women delegates, and commit to creating a separate, targeted trust fund for women delegates from least developed countries and small-island developing states.
-

FOR PARTIES AT THE NATIONAL LEVEL

- Set an initial quota of 30 per cent for women in Party delegations to UNFCCC meetings and progressively increase to 50 per cent at the end of a six year period
 - Allocate dedicated travel and capacity-building funding for women delegates to ensure their full and equal participation in the UNFCCC process and promote awareness training on gender balance and gender-responsive climate action for all delegates
 - Include representatives of civil society and grassroots organisations on Party delegations and encourage the inclusion of grassroots women on the NGO delegations
 - Develop a national gender-responsive climate change action plan.
-

FOR THE UNFCCC SECRETARIAT

- Maintain and regularly update its online platform for sharing all pertinent information on women's participation and gender-responsive climate policy
- Collect and analyse data on women's participation in the UNFCCC process including membership and chairing of informal bodies and groups; disaggregate data on the composition of bodies by sex and regional representation and regularly report such data to UNFCCC bodies
- Provide information to Parties when they are constituting bodies and informal contact groups, or when they are appointing facilitators and chairs, on available measures to promote gender balance
- Formalise a dedicated gender equality networking platform to allow women delegates to discuss strategies, network and collaborate with civil society representatives.



To reinforce the described measures and as part of a comprehensive set of actions to achieve gender equality and ensure the systematic integration of a gender perspective in all thematic areas of work of the UNFCCC, the following complementary measures are strongly recommended:

- Parties should mandate the development of a gender policy that lays down the principles and the over-all framework to implement the gender-related mandates of the UNFCCC decisions and the Paris Agreement
- The policy should mandate the elaboration of a Gender Action Plan (GAP) which would include priority result areas, key activities, indicators of success, timelines and responsible actors, and resource requirements for each area. Result or action areas should include:
 - Key entry points for the integration of a gender perspective in all relevant areas of work of the UNFCCC and the Paris Agreement
 - Research and analysis on gender-responsive climate policy and actions
 - Capacity-building on gender mainstreaming and gender-responsive climate policy for women and men participating at COPs
 - Identification of partnerships and resources to support the mainstreaming of a gender perspective in the areas of work of the UNFCCC
 - Mechanisms for monitoring, reporting and evaluation of the GAP.
- The GAP should be complemented by a work programme, to be reviewed and updated every three years.

Acronyms and Abbreviations

AAAA	Addis Ababa Action Agenda
2030 Agenda	2030 Agenda for Sustainable Development
ADP	Ad Hoc Working Group on the Durban Platform for Enhanced Action
AU	African Union
BPfA	Beijing Platform for Action
CBA	Community Based Adaptation
CBD	Convention on Biological Diversity
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CMP	Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol
COP	Conference of the Parties
CSW	Commission on the Status of Women
ECOSOC	United Nations Economic and Social Council
EIGE	European Institute for Gender Equality
GCF	Green Climate Fund
GEF	Global Environment Facility
GGC	International Geneva Gender Champions
GGCA	Global Gender Climate Alliance
GPoA	Gender Plan of Action
HLPF	High Level Political Forum for Sustainable Development
INDCs	Intended Nationally Determined Contributions
IPU	Inter-Parliamentary Union
LDCs	Least Developed Countries
NCs	National Communications
NDCs	Nationally Determined Contributions
NGO	Non-governmental organisation
PI	Performance Indicator
SADC	Southern African Development Community
SBI	Subsidiary Body for Implementation
SBSTA	Subsidiary Body for Scientific and Technological Advice
TNAs	Technology Needs Assessments
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNGBS	United Nations Governing Bodies Secretariat
UNSCR	United Nations Security Council resolution
UN-SWAP	United Nations System-wide Action Plan
WDF	Women's Development Fund
WECF	Women in Europe for a Common Future
WEDO	Women's Environment and Development Organization

1 Introduction

“Women and girls must enjoy equal access to... political participation as well as equal opportunities with men and boys for... decision-making at all levels”

2030 Agenda For Sustainable Development

“Acknowledging climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider gender equality [and the] empowerment of women”

The Paris Agreement



Credit: UN Photo

The United Nations General Assembly adopted the Universal Declaration of Human Rights on December 10, 1948. Eleanor Roosevelt, pictured, chaired the United Nations Commission on Human Rights which drafted the Declaration. The Preamble of the Declaration explicitly recognises the equal rights of men and women.

The Universal Declaration of Human Rights begins '*All human beings are born free and equal in dignity and rights*'.¹ It follows that equality of women and men in voice and leadership in decision-making processes is an issue of human rights and underpins democracy and gender justice. Evidence demonstrates that the participation of women in decision-making processes and management roles leads to legal and policy reforms that advance the interests, rights and well-being of women and girls as well as gender equality in general.² As countries around the world step up their efforts to attain sustainable development and combat climate change, the promotion and realisation of the full and equal participation and leadership of women takes on a new urgency. The full and effective implementation of global commitments to sustainable development, climate action, peace and human rights is only possible with gender equality at the centre of all efforts.

The year 2015 witnessed a number of intergovernmental processes with commitments by governments that are pivotal to achieving gender equality, the empowerment of women and girls and the realisation of their human rights. These intergovernmental outcomes further called for the full, effective and equal participation of women in decision-making processes at all levels.

At the commemoration of the 20th anniversary of the Fourth World Conference on Women, Member States to the United Nations reaffirmed their commitment to the Beijing Declaration and Platform for Action and recognised the need for its accelerated implementation, including in the area of women's participation in decision-making processes.

The centrality of advancing gender equality and women's empowerment for a truly transformative development path is strongly reflected in the 2030 Agenda for Sustainable Development (2030 Agenda) and the Addis Ababa Action Agenda (AAAA). The 2030 Agenda reaffirms this through a stand-alone goal (Sustainable Development Goal 5) to achieve gender equality and the empowerment of all women and girls, grounded in human rights and targeting unequal power relations. The AAAA adds a strong foundation to hold all stakeholders accountable for integrating women's empowerment and gender issues into financing for development.

The Paris Agreement, the universal climate agreement adopted in December 2015, sets out a goal to keep global temperature rise well below 2 degrees Celsius above pre-industrial levels and pursue efforts to limit temperature increase to 1.5 degrees Celsius. The agreement includes the important link to women's agency and leadership in climate action in its Preamble and in the sections on Adaptation and Capacity-building.³

In the context of the United Nations Framework Convention on Climate Change (UNFCCC) in particular, the importance of women's voices and their engagement in decision-making and negotiations on climate policy, action and responses was first acknowledged and mandated through Decision 36/CP.7 on 'Improving the participation of women in the representation of Parties in bodies established under the UNFCCC or the Kyoto Protocol', and Decision 23/CP.18, on 'Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol'.

Fifteen years after the adoption of the first UNFCCC decision reflecting a gender perspective,⁴ Parties to the UNFCCC, through the active engagement and advocacy of other stakeholders, have made significant strides in promoting women's participation and reflecting gender perspectives in their decisions within the various thematic areas of their work.⁵ However, more ambitious commitments, concrete action and stronger accountability are necessary for further

¹ UN (1948) 'Universal Declaration of Human Rights'. Art. 1.

² World Bank (2015) '*Women, Business and the Law 2016: Getting to Equal*'. Washington, DC: World Bank Group; Overseas Development Index (ODI) (2016) '*Women and power: overcoming barriers to leadership and influence*'. London: ODI.

³ UNFCCC (2015) Decision 1/CP.21: 'Adoption of the Paris Agreement' FCCC/CP/2015/10/Add.1, Preamble para. 11, Art. 7 para. 5, and Art. 11 para. 2.

⁴ The United Nations Framework Convention on Climate Change, adopted in 1992, was gender blind. The first reference to a gender perspective was in Decision 36/CP.7.

⁵ UNFCCC (2015) 'Draft compilation of decisions, subsidiary body reports and adopted conclusions related to gender and climate change'. GCC/DRC/2015/1

progress in the participation of women in decision-making at all levels, including in formulating gender-responsive climate policy and in the systematic consideration of gender perspectives across the various thematic areas of the UNFCCC. A definition of gender-responsive climate policy was provided by the first workshop held under the Lima Work Programme. Participants defined gender-responsive as the process of *'identifying, reflecting on and implementing interventions needed to address gender gaps and overcome historical gender biases in policies and interventions'*.⁶

The full realisation of human rights and equal opportunities for women, for their effective leadership and participation, is crucial to ensure that climate policies and programmes are responsive to the differential needs and challenges of women and men. The impacts of climate change – such as droughts, sea-level rise, heat waves and flooding – differentially and often disproportionately affect women and girls, who are likely to bear the greater burden, particularly in situations of poverty. Climate change and its impacts exacerbate existing inequalities, such as unequal power relations and discriminatory cultural and social norms, which put women in vulnerable situations by limiting their ability to act and respond to disasters. Estimates by Oxfam suggest that around three times as many women as men perished in the Asian tsunamis.⁷ Typhoon Haiyan, which displaced four million people in the central island regions of the Philippines, resulted in a death toll of 6,300 persons, 64 per cent of whom were women.⁸

The Principle of Climate Justice⁹ dealing with gender equality states that women's voices must be heard and their priorities supported as part of climate justice. Women, who are at the forefront of living with the reality of the injustices caused by climate change, can play a vital role as agents of change within their communities. Often the caretakers of children, the sick and the elderly, women are the first responders in disasters. They are also active in climate action within their communities in a broad range of areas, such as clean energy technology, disaster risk reduction, and agricultural resilience. Local and indigenous women possess valuable knowledge and experience in natural resource and land management that are essential to informing climate policy and action.¹⁰

This research report builds on an earlier report published in May 2013 entitled, 'The Full View: Advancing the goal of gender balance in multilateral and intergovernmental processes'.¹¹ Section 1 of this updated report outlines recent developments in international norm-setting that reflect important gains for gender equality and the empowerment of women and girls. Section 2 provides an overview of the global normative frameworks for women's full and equal participation, including within the decision-making processes to achieve sustainable development. Section 3 analyses trends in gender balance within the UNFCCC process, while Section 4 examines good practices in other international policy-making spheres. Section 5 further discusses regional and national measures and mechanisms to enable the participation of women in decision-making. Section 6 outlines the ways in which civil society organisations have enabled women to have a voice in international decision-making and considers potential entry points for participation of women, particularly local and grassroots women, in climate decision-making. Lastly, Section 7 provides key recommendations for Parties, the secretariat and other relevant stakeholders to the UNFCCC to consider in their efforts to ensure the full and equal participation of women in international climate change decision-making, including in the composition of Party delegations and bodies established under the UNFCCC.

⁶ UNFCCC (2015) 'Report on the in-session workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer'. FCCC/SBI/2015/12

⁷ Oxfam International (2005) *'The tsunami's impact on women'*, Briefing note. Oxford: Oxfam International. Oxford, UK (Available at: <http://policy-practice.oxfam.org.uk/publications/the-tsunamis-impact-on-women-115038>) [Accessed 14 October 2016]

⁸ Ibid.

⁹ See the Mary Robinson Foundation – Climate Justice website, *'Principles of Climate Justice'* (Available at: <http://www.mrfcj.org/pdf/Principles-of-Climate-Justice.pdf>) [Accessed 7 October 2016]

¹⁰ Nellemann C., Verma R. and Hislop L. (eds) (2011) *'Women at the frontline of climate change: Gender risks and hopes'*. Birkeland: United Nations Environment Programme/GRID-Arendal.

¹¹ UN Women and the Mary Robinson Foundation – Climate Justice (2013), *'The Full View: Advancing the goal of gender balance in multilateral and intergovernmental processes'* (Available at: <http://www.mrfcj.org/pdf/2013-06-13-The-Full-View.pdf>) [Accessed 14 October 2016]

2 Overview of the international frameworks for women's full and equal participation

Following the adoption of the United Nations Charter in 1945, women delegates and civil society representatives were instrumental in developing and enhancing an international frameworks for the full and equal participation of women. The Commission on the Status of Women (CSW) was created in 1946 to promote the rights of women and make recommendations on priority themes in the field of women's rights. The Commission was instrumental in the adoption of two significant international agreements, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action. These documents underscore the importance of eliminating barriers to women's participation and provide critical guidance for work on achieving gender equality and the empowerment of women. In particular, they laid the foundation for addressing structural discrimination and creating pathways to achieving gender balance in decision-making bodies, including by building the capacity of women, allocating adequate resources for gender equality, and eliminating structural and institutional discrimination against women. Notably, the achievements of intergovernmental processes in 2015 build upon the commitments of CEDAW and the Beijing Declaration and Platform for Action and give new impetus for action at all levels to achieve gender equality and gender balance.

2.1 CEDAW: participation enshrined in the 'women's international bill of rights'

Adopted in 1979, CEDAW acknowledges that 'the full and complete development of a country, the welfare of the world and the cause of peace require the maximum participation of women on equal terms with men in all fields'.¹² Known as the 'women's international bill of rights', CEDAW is a legally binding instrument and has been ratified by 189 countries.

CEDAW recognises that discrimination against women is an obstacle to the participation of women on equal terms with men and provides a comprehensive agenda for national action to end discrimination against women within all spheres of life – political, civil, cultural, economic, and social as well as within the family. Discrimination against women is defined in CEDAW as,

...any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.¹³

¹² *Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Preamble.*

¹³ *CEDAW, Art. 1.*

In complying with this definition in their national context, States Parties to CEDAW are obligated to eliminate direct and indirect discrimination against women in all laws, regulations, customs and practices; address gender-based stereotypes perpetuated by individuals, in law and institutions; and improve the *de facto* position of women through policies and programmes.¹⁴ States Parties must take all appropriate measures to eliminate discrimination against women in order to ensure their participation in both national and international spheres. According to Article 7 of CEDAW, States Parties must eliminate discrimination against women in the political and public life of the country, and ensure to women the right to vote and be elected, to participate in policy-making and implementation, to hold public office and perform all public functions at all levels of government, and to participate in non-governmental organisations. Article 8 urges States Parties to ‘take all appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organisations’.¹⁵

Recognising the many economic, social and cultural barriers to the equal participation of women, CEDAW requires actions that ensure the *practical* realisation of the equality of outcomes for women. To accelerate *de facto* equality between men and women and give full effect to Articles 7 and 8, CEDAW calls for the use of ‘temporary special measures’ in order to ensure the equal representation of women in all fields.¹⁶ These measures can encompass ‘a wide variety of legislative, executive, administrative and other regulatory instruments, policies and practices, such as outreach or support programmes; allocation and/or reallocation of resources; preferential treatment; targeted recruitment, hiring and promotion; numerical goals connected with time frames; and quota systems’.¹⁷ The expert body that monitors the implementation of CEDAW, the Committee on the Elimination of Discrimination against Women, further recommends that temporary special measures be adopted to accelerate access to equal participation, power and resources and change discriminatory cultural practices and stereotypical attitudes, and be directed at women subject to multiple forms of discrimination, including rural women, when necessary.¹⁸

2.2 Beijing Declaration and Platform for Action: women’s empowerment, participation and environmental decision-making processes

Adopted unanimously by 189 countries in 1995 at the conclusion of the Fourth World Conference on Women, the Beijing Declaration and Platform for Action provides a wide-ranging global policy framework to guide actions at all levels to achieve gender equality and the empowerment of women. The Beijing Declaration acknowledges that ‘Women’s empowerment and their full participation on the basis of equality in all spheres of society, including in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace’.¹⁹ The Beijing Platform for Action (BPfA) covers 12 critical areas of concern, including ‘women in power and decision-making’ as well as ‘women and the environment’, and identifies strategic objectives and actions for each critical area.

In the area of women and the environment, the BPfA notes that environmental degradation, resource depletion and polluting substances have led to worsening conditions, including the

¹⁴ Committee on the Elimination of Discrimination Against Women (2004) ‘General recommendation No. 25: Article 4, para. 1, of the Convention (temporary special measures)’.

¹⁵ CEDAW, Art. 8.

¹⁶ CEDAW, Art. 4; see Committee on the Elimination of Discrimination Against Women (1997) ‘General recommendation No. 23: Political and public life’; General recommendation No. 25.

¹⁷ Committee on the Elimination of Discrimination Against Women (2004) General recommendation No. 25, para.22

¹⁸ Committee on the Elimination of Discrimination Against Women (2004) General recommendation No. 25

¹⁹ Commission on the Status of Women (CSW) (1995) ‘Report of the Fourth World Conference on Women’, Beijing, 4-15 September 1995 (Beijing Declaration and Platform for Action, para. 13). A/CONF.177/20/Rev.1

destruction of ecosystems and displacement of communities, which especially impact the health and livelihoods of women and girls.²⁰ The BPfA is concerned about the absence of women and the marginalisation of their experience and skills in environmental policy formation and decision-making at all levels.²¹ The participation and leadership of women is essential to the development of sustainable consumption and production patterns as well as holistic, multi-disciplinary and intersectoral approaches to natural resource and environmental management. Therefore, to actively involve women in environmental decision-making, the BPfA calls on governments and other stakeholders to take various measures, including facilitating access to information, education and technology, as well as protecting and integrating the knowledge, innovations and practices of local and indigenous women.²²

In order to improve the role of women in power and decision-making at all levels, the BPfA calls on governmental bodies to commit to establishing the goal of gender balance, including through setting specific targets and implementing measures to substantially increase the number of women to achieve equal representation. Governments are called upon to review electoral systems and their impact on women's participation, take measures to encourage political parties to include women in public positions and address discriminatory barriers and threats against women. The BPfA makes concrete action recommendations to enhance women's capacity to participate in decision-making and leadership through the provision of skills and leadership training and mentoring support, particularly to women with disabilities and belonging to racial and ethnic minorities.²³

2.3 Beijing+20: taking stock of progress

In 2015, the CSW undertook a 20-year review and appraisal of the implementation of the Beijing Declaration and Platform for Action (Beijing+20), including challenges to the implementation of the BPfA and opportunities to integrate a gender perspective in the 2030 Agenda. The findings of the review report showed that progress for women remained 'unacceptably slow', with areas of stagnation and even regression, with women significantly under-represented at the highest levels of political participation as well as across public and private sectors.²⁴ As of May 2016, the global average percentage of women in national parliaments was 22.7 per cent.²⁵ The Beijing+20 findings also showed that despite a steady increase in women's participation over the last two decades, factors such as gender-based discrimination and bias and the threat of violence in political institutions continued to contribute to low levels of participation.

During the Beijing+20 review,²⁶ a few countries reported women's participation in environmental activities and sustainable development policies to be among their greatest achievements, while other countries considered the limited participation of women in environmental policy, management, decision-making and governance to be one of their greatest challenges.²⁷ The review report draws the conclusion that *'Ensuring women's access to and control over land and productive resources and their voice and agency in environmental and sustainable development decision-making and action at all levels is critical'*. It further underscores that the challenges and opportunities for empowerment *'entail significant investment in women's capacity-building and*

²⁰ Ibid., para. 246.

²¹ Ibid., para. 249.

²² Ibid., para. 253.

²³ Ibid., para. 195.

²⁴ UN Economic and Social Council (2014) 'Review and appraisal of the implementation of the Beijing Declaration and Platform for Action and the outcomes of the twenty-third special session of the General Assembly, Report of the Secretary-General', para. 14. E/CN.6/2015/3

²⁵ Inter-Parliamentary Union (IPU), 'Women in National Parliaments' database (<http://www.ipu.org/wmn-e/world.htm>) (Accessed 12 July 2016).

²⁶ All references to the Beijing+20 report in this para. is contained in: E/CN.6/2015/3.

²⁷ Ibid., para. 330.

training'.²⁸ To accelerate implementation of the BPfA, the review report emphasises that *'The full and equal participation of women at all levels of decision-making to influence the planning, implementation and monitoring of policies is essential'*.²⁹ In this regard, it calls for an expansion of the use of temporary special measures as a proven strategy as well as greater efforts to address the barriers to women's full and equal participation in decision-making, including the discriminatory culture of political institutions, financial constraints, the lack of family-friendly provisions and threats of violence and intimidation.³⁰

The examples that follow highlight a set of good practices undertaken by countries to promote women's participation in environmental decision-making as called for in the BPfA. The various practices include ensuring representation of women in environmental committees and councils, developing indicators to measure women's participation in all levels of climate change decision-making and providing systematic funding of women's participation in international processes.

²⁸ Ibid., para. 335.

²⁹ Ibid., para. 397.

³⁰ Ibid.

³¹ Denmark, Ministry of Gender Equality (2014) 'Report by Denmark on the application of the Beijing Declaration and Platform for Action (1995) and the results of the 23rd special session of the UN General Assembly (2000) – Beijing +20' (Available at: (https://www.unece.org/fileadmin/DAM/Gender/publication/Denmark_national_report_on_the_implementation_of_the_Beijing_Declaration_and_Platform_for_Action.pdf) [Accessed 14 October 2016].

³² Council of the European Union (2012) 'Council Conclusions on Gender equality and the environment: enhanced decision-making, qualifications and competitiveness in the field of climate change mitigation policy in the EU' (Available at: http://ec.europa.eu/justice/gender-equality/files/statistics_indicators/120614_council_conclusions_climate_change_en.pdf) [Accessed 14 October 2016].

³³ Ibid., para. 13.

³⁴ Ibid.

³⁵ Malawi, Ministry of Gender, Children, Disability and Social Welfare (2014) 'Malawi Country Report: Implementation of the Beijing Declaration and Platform for Action (1995) and the outcomes of the Twenty-third Special Session of the General Assembly (2000) in the context of the twentieth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action 2015' (http://www2.unwomen.org/-/media/headquarters/attachments/sections/csw/59/national_reviews/malawi_review_beijing20.ashx?v=1&d=20140917T100716) (Accessed 14 October 2016).

³⁶ Bangladesh, Ministry of Women and Children Affairs (2014) 'Bangladesh Report: The Implementation of the Beijing Declaration and Platform for Action (1995) and the outcomes of the Twenty-third Special Session of the General Assembly (2000)', p. 48 (Available at: http://www.unescapsdd.org/files/documents/Beijing20_national_review_Bangladesh.pdf) [Accessed 14 October 2016].

³⁷ Ibid., pp. 48-50.

³⁸ Ibid., p. 49.

³⁹ Germany, Permanent Mission of the Federal Republic of Germany to the United Nations (2014) 'Response of the Government of the Federal Republic of Germany to the UNECE Questionnaire on the Implementation of the Beijing Declaration and Platform for Action (1995) and the Outcome Document of the 23rd Special Session of the General Assembly (2000)', pp. 48-49 (http://www2.unwomen.org/-/media/headquarters/attachments/sections/csw/59/national_reviews/germany_review_beijing20.ashx?v=2&d=20140917T100721) (Accessed 14 October 2016).

⁴⁰ Iran, The Vice Presidency for Women and Family Affairs (2014) 'National Review on Women's Status in the Islamic Republic of Iran (Beijing+20)', pp. 51-53 (http://www2.unwomen.org/-/media/headquarters/attachments/sections/csw/59/national_reviews/islamic_republic_of_iran_review_beijing20.ashx?v=1&d=20140917T100722) (Accessed 14 October 2016).

EXAMPLES FROM NATIONAL REPORTS SUBMITTED TO THE 20-YEAR REVIEW OF THE BEIJING DECLARATION AND PLATFORM FOR ACTION ON PROMOTING WOMEN'S PARTICIPATION IN ENVIRONMENTAL DECISION-MAKING PROCESSES

DENMARK

As part of the follow up to the BPfA, Denmark focused on the area of 'women and the environment' during its EU presidency in 2012.³¹ A report in collaboration with the European Institute for Gender Equality (EIGE) was developed on the situation of women in climate change decision-making. The report included data on the percentages of women and men in a range of high-level positions dealing with climate change in national ministries. Denmark also drafted a set of Council of the European Union conclusions on women and climate change which were adopted in 2012.³² The conclusions emphasised that women and men affect and are affected by climate change differently and that women are under-represented in climate change decision-making. They called on Member States and the Commission to 'Take active and specific measures aimed at achieving a balanced representation of women and men in decision-making in the field of climate change mitigation at all levels, including the EU level'.³³ They further call for the monitoring of progress by building on the set of indicators proposed by the EIGE:

- 1) Proportion of women in climate change decision-making bodies at the national level in EU Member States;
- 2) Proportion of women in climate change decision-making bodies at the EU level;
- 3) Proportion of women in climate change decision-making bodies at the international level;
- 4) Proportion of female tertiary graduates of all graduates in natural sciences and technologies at EU and Member States level.³⁴

BANGLADESH

In order to address climate change in a gender-responsive manner, Bangladesh has incorporated gender equality principles into relevant environment, forestry and water policies and regulations as well as developed in 2013 a Climate Change and Gender Action Plan. The Plan integrates 'women's role in cost-effective adaptation, enhancement of adaptive capacity in terms of skills and capabilities at community and national level, roles in mitigation and alignment with the national and sectoral plans and programs'.³⁶ In climate change adaptation, women participate in the areas of water and forest management, food security, infrastructure and disaster preparedness, while in mitigation, participation is mainly through low carbon-generating activities such as solar power, improved cooking stoves, bio-gas and waste management.³⁷ Notably, a community-based approach provides for 40 per cent women's participation in Co-management Committees for protected forest areas, establishes women's rights and access to natural resources management and improves the rural ecology through forestation.³⁸

MALAWI

The Ministry of Natural Resources and Climate Change Management has been implementing 50/50 gender parity in its Village Natural Resources Management Committees throughout the country. Women participate as committee members in activities concerning natural resources, water resources and sanitation and conservation agriculture.³⁵

IRAN

The ministries and municipalities that work on issues of women and the environment focus their activities on women's participation in decision-making, training and facilitating access to information, and strategies for sustainable development. Examples include the appointment of women as members of the council on environment conservation, national and subnational seminars on the role of women in environment, and support for women's organisations that work to protect the environment.⁴⁰

GERMANY

Germany has promoted the participation of women in environmental decision-making processes through the systematic funding of associations and projects. From 2011-2012, the Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety funded the 'Green Economy' project, which aimed to actively involve women and women's organisations in the country in the process of shaping a green economy. The ministry has also provided support for women's start-up businesses as models for a green economy as well as the participation of international women's organisations in United Nations processes. The Development Policy Plan on Gender Action (2009-2012) of the Federal Ministry for Economic Cooperation and Development also included gender-specific challenges and responses to climate change as one of its key topics and encouraged the integration of gender aspects in relevant programmes and measures.³⁹

2.4 Enhancing the frameworks: intergovernmental advances in women's participation in decision-making processes

The comprehensive frameworks provided under CEDAW and the BPfA has been supplemented by other intergovernmental outcomes that reinforce the high priority of achieving gender equality and the empowerment of women, including the importance of the full and equal participation of women at all levels. These instruments and outcome documents, including resolutions of the United Nations General Assembly and the 2030 Agenda, call for the promotion and achievement of gender balance in all decision-making processes through the determination of clear targets and means of implementation, including capacity-building and resource allocation, as well as mechanisms for monitoring and review of progress.

The importance of establishing concrete goals, targets and timelines to achieve gender balance has been underlined by different United Nations processes. Economic and Social Council resolution 1990/15 called on governments and other political actors to each aim at targets of at least 30 per cent women in leadership positions by 1995, with a view to achieving equal representation by the year 2000.⁴¹ Twenty-one years after the target deadline, the global average of women in parliaments remains less than 30 per cent and only 46 countries have achieved the target of 30 per cent women in single or lower houses of parliament. Two countries, Rwanda and Bolivia, have over 50 per cent women in parliament.⁴²

In 2003, the UN General Assembly urged States to promote gender balance in their delegations to the United Nations and other international meetings and conferences,⁴³ and in 2011, reiterated the goal of gender balance in government bodies and committees and called for setting specific targets and implementing measures to achieve equal participation, including through positive action.⁴⁴ The use of special measures was also encouraged by the CSW in its agreed conclusions of the 50th session (2006).⁴⁵ Subsequent CSW resolutions extended the call for States to ensure equal participation of women in decision-making in the context of climate change policies and disaster risk reduction.⁴⁶ The outcome of the Rio+20 Conference on Sustainable Development (2012), *The Future We Want*, further emphasised the need for setting specific targets and implementing temporary measures to increase the number of women in leadership positions in order to achieve gender parity.⁴⁷

Adopted in 2015, the 2030 Agenda which includes the 17 Sustainable Development Goals (SDGs), includes a stand-alone goal on achieving gender equality and empowering all women and girls – Goal 5. Many targets across the SDGs recognise women's equality and empowerment as both an objective and part of the solution to overcome poverty and achieve sustainable development. Target 5.5 is specifically dedicated to '*Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life*'. The indicators to measure progress for the target include the proportion of seats held by women in national parliaments and local governments and the proportion of women in managerial positions.⁴⁸ Target 16.7 seeks to '*Ensure responsive, inclusive, participatory and representative decision-making at all levels*'.

⁴¹ UN Economic and Social Council (1990) E/RES/1990/15, Annex, para. 7.

⁴² IPU, 'Women in National Parliaments' database (Available at: <http://www.ipu.org/wmn-e/classif.htm>) [Accessed 23 September 2016].

⁴³ UN General Assembly (2004) 'Women and political participation', A/RES/58/142, para. 1(j).

⁴⁴ UN General Assembly (2012) 'Women and political participation', A/RES/66/130, para. 9.

⁴⁵ CSW (2006) '*Report of the fiftieth session, 22 March 2005, 27 February-10 March and 16 March 2006*', Sect. I(D), para. 17(b) - (c) E/CN.6/2006/11

⁴⁶ CSW (2014) '*Mainstreaming gender equality and promoting empowerment of women in climate change policies and strategies*', E/CN.6/2011/12; see also Commission on the Status of Women (2014) '*Gender equality and the empowerment of women in natural disasters*', E/CN.6/2014/15 .

⁴⁷ UN General Assembly (2012) '*The future we want*', A/RES/66/288, para 237.

⁴⁸ United Nations Statistical Division, 'SDG Indicators' Global Database (Available at: <http://unstats.un.org/sdgs/indicators/database/>) [Accessed 23 September 2016].



In the final months of negotiations on the 2030 Agenda for Sustainable Development, the campaign “Planet 50-50 by 2030: Step It Up for Gender Equality” called on governments to make national commitments to address the challenges that are holding women and girls back from reaching their full potential. On International Women’s Day 2015 supporters took to the streets of New York and rallied for gender equality.

Credit: UN Women/Ryan Brown

Intergovernmental outcomes have frequently highlighted capacity-building and resource allocation as means of implementation for the participation of women and achievement of gender equality. Under the SDGs, Target 13.b encourages the development of mechanisms to facilitate capacity-building for women, especially in least developed countries and small-island developing States, in order to engage in both the climate and development agendas. The Paris Agreement calls for capacity-building to be gender-responsive, and for the promotion of gender equality and women's empowerment and gender-responsive adaptation action.⁴⁹ The need for adequate capacity-building measures to empower women and build their capacity to prepare for and respond to disasters is a key call to action in the Sendai Framework for Disaster Risk Reduction.⁵⁰ These recent commitments thus build on the foundation laid by the Economic and Social Council in 1990 (E/RES/1990/15) which called on States to institute recruitment and training programmes to prepare women for leadership positions.⁵¹

The urgency of adequate resources to ensure women's participation, including in environmental decision-making, was made strongly in the outcome of the Third International Conference on Financing for Development, the AAAA, which commits to resource allocation as well as gender-responsive budgeting and tracking.⁵² The Conference benefitted from the work done by CSW in 2011 which had called upon Governments to strengthen mechanisms and provide adequate resources to ensure women's participation in environmental decision-making at all levels.⁵³

Mechanisms for the review of progress made in achieving gender balance need to be in place and complement the processes highlighted above. The need for such mechanisms is made clearly in the 2030 Agenda framework for follow up and review which sets out review processes at the national, regional and global levels. Governments and other stakeholders are expected to regularly report on specific actions taken to achieve the SDGs and their targets. The High Level Political Forum for Sustainable Development (HLPF) oversees the global review, with annual sessions and thematic reviews every four years.

⁴⁹ UNFCCC (2015) Decision 1/CP.21, FCCC/CP/2015/10/Add.1, Preamble (gender equality), Art. 7(5) (adaptation), and Art. 11(2) (capacity-building).

⁵⁰ UN General Assembly (2015) Sendai Framework for Disaster Risk Reduction 2015-2030, para. 36(a)(i) A/RES/69/283.

⁵¹ UN Economic and Social Council (1990) E/RES/1990/15, Annex, para. 7.

⁵² UN General Assembly (2015) 'Addis Ababa Action Agenda', para. 30, 41, 53 A/69/L.82 .

⁵³ CSW (2011) Resolution 55/1, E/2011/27.

3 The UNFCCC process: improving women's participation

3.1 The UNFCCC began as a 'gender-blind' convention

The UNFCCC is one of the three Conventions that emanated from the United Nations Conference on Environment and Development held in Rio de Janeiro in 1992 (Rio Earth Summit). Of the three Conventions, the text of the UNFCCC was gender-blind, while the two other Conventions – the United Nations Convention to Combat Desertification (UNCCD) and the Convention on Biological Diversity (CBD) – included language recognising the role of women in their respective fields. As a consequence, attention to gender perspectives and the participation of women remained absent from UNFCCC discussions until the adoption of Decision 36/CP.7, 'Improving the participation of women in the representation of Parties in bodies established under the United Nations Framework Convention on Climate Change or the Kyoto Protocol', in 2001.⁵⁴

A turning point in the substantive discussions and across-the-board consideration of gender issues in the UNFCCC came with the adoption of the Cancun Agreements (Decision 1/CP.16), in December 2010⁵⁵. Among others, the Cancun Agreements affirmed that climate change adaptation should *'follow a country-driven, gender sensitive, participatory and fully transparent approach'* and that mitigation *'responses to climate change should . . . take fully into account the consequences for vulnerable groups, in particular women and children'*. These calls gave various stakeholders the needed impetus to position gender equality perspectives prominently and strategically in climate work and advocate for improving women's participation in the UNFCCC process. Subsequently, Parties adopted two important decisions pertinent to gender equality: Decision 23/CP.18⁵⁶ in 2012, termed the Doha Miracle, and Decision 18/CP.20⁵⁷ in 2014 which began the Lima Work Programme on Gender.

⁵⁴ UNFCCC (2001) Decision 36/CP.7, FCCC/CP/2001/13/Add.4.

⁵⁵ UNFCCC (2010) Decision 1/CP.16 FCCC/CP/2010/7/Add.1.

⁵⁶ UNFCCC (2012) Decision 23/CP.18 FCCC/CP/2012/8/Add.3.

⁵⁷ UNFCCC (2014) Decision 18/CP.20 FCCC/CP/2014/10/Add.3

The Doha Miracle: adopting the goal of gender balance

Decision 23/CP.18 titled 'Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol', adopted the goal of gender balance as a means to advance gender-responsive climate policy. The decision calls for gender balance in the UNFCCC process by encouraging greater participation of women in bodies under the Convention, informal negotiating groups and consultation mechanisms, as well as in Party delegations. Notably, no specific numerical targets were set by the Parties. Decision 23/CP.18 also requested the UNFCCC secretariat to maintain and report information on the gender composition of constituted bodies and delegations, to be considered by the Conference of the Parties (COP) annually.

An important contribution of Decision 23/CP.18 was to institutionalise the inclusion of 'gender and climate change' as a standing item on the agenda of the COP.

The Lima Work Programme on Gender: enhancing understandings of the linkages between gender and climate change

The standing COP agenda item on gender led to a more systematic consideration of gender equality and women's participation in climate change discussions. It also paved the way for the adoption of the two-year Lima Work Programme on Gender (LWPG - Decision 18/CP.20) in 2014. The LWPG encouraged the sharing of information, best practices and tools and further discussions on the application of gender lens and gender-responsive implementation of climate policies. It includes submissions from Parties and other stakeholders, contributions to in-session workshops on mitigation and technology transfer as well as adaptation and capacity-building. It further encourages Parties to support training and awareness-raising of all delegates on gender balance and gender-responsive climate policy, as well as building the skills and capacity of women delegates.

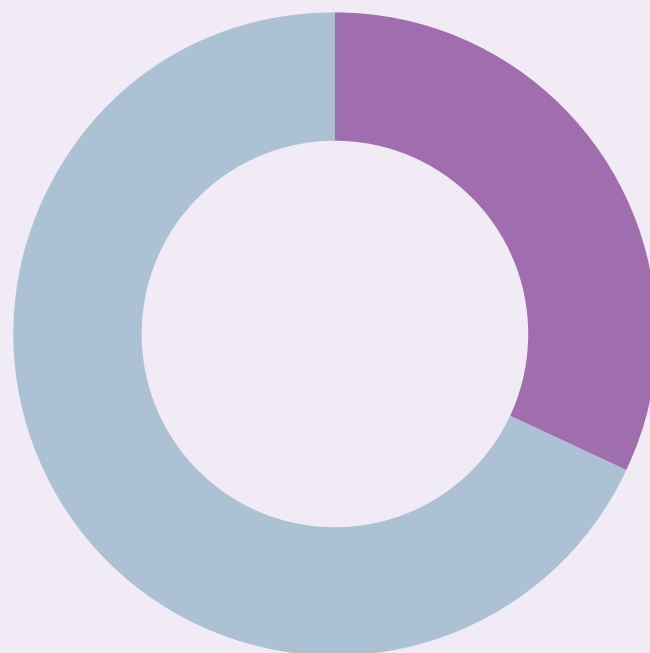
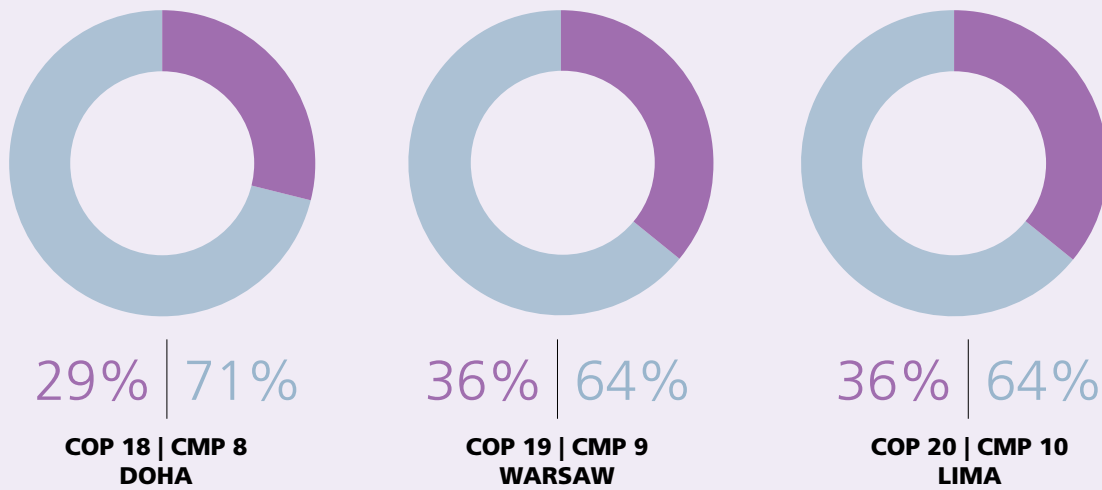
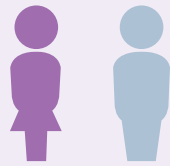
3.2 Looking at the numbers: progress in women's participation in the UNFCCC

The participation of women as delegates in the COPs and other meetings under the UNFCCC⁵⁸ falls short of the aim of gender balance. In the period from 2012 to 2016, participation of women delegates reached between 29 and 42 per cent in the sessions of the COP, the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP), the Subsidiary Body for Implementation (SBI) and the Subsidiary Body for Scientific and Technological Advice (SBSTA). Representation of women delegates was highest in meetings of the ADP, as compared to their representation in COPs and in meetings of the subsidiary bodies. The proportion of women in the composition of Party delegations declined from 36 per cent during both COP 19 and COP 20 to 32 per cent⁵⁹ during COP 21.

⁵⁸ Within the UNFCCC process, the Conference of the Parties (COP) is the supreme decision-making body of the Convention. It also serves as the meeting of the Parties to the Kyoto Protocol, known as the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP). The work of the COP and CMP is supported by the subsidiary bodies, the Subsidiary Body for Implementation (SBI) and the Subsidiary Body for Scientific and Technological Advice (SBSTA). The UNFCCC bodies also include the Bureau, who are elected from representatives of Parties, and the constituted bodies established under the Convention and Kyoto Protocol. Parties to the Convention and its Kyoto Protocol as well as organisations with observer status send delegations to each meeting. Meanwhile, the UNFCCC secretariat provides organisational and technical support to the negotiations and institutions and facilitates information flow on the implementation of the Convention and its Kyoto Protocol. For more information on the bodies, please visit the UNFCCC website (Available at: <http://unfccc.int/bodies/items/6241.php>) [Accessed 14 October 2016].

⁵⁹ Provided by the UNFCCC secretariat.

FIGURE 1: Participation of women delegates at COP since the adoption of Decision 23/CP.18 (the Doha Miracle)



32% | **68%**

**COP 21 | CMP11
PARIS**

Source: Figures taken from the UNFCCC secretariat's reports on gender composition for the years 2013, 2014, 2015 and 2016

TABLE 1: Participation of women in Party delegations to intersessional meetings of the governing bodies of the Convention and its Kyoto Protocol

SESSION	% OF WOMEN	SESSION	% OF WOMEN	SESSION	% OF WOMEN	SESSION	% OF WOMEN
ADP 2	35.4%	ADP 2.4	37%	ADP 2.6 / ADP 2.8	41% / 40%	ADP 2.10 / ADP 2.11	41% / 41%
SBI 38 / SBSTA 38	37.2%	SBI 40 / SBSTA 40	38%	SBI 42 / SBSTA 42	40%	SBI 44 / SBSTA 44	42%

Source: Ibid

The picture for women as heads of delegations is not very encouraging. Only 26 per cent of delegations were headed by women at COP 20,⁶⁰ the highest on record as of 2016.⁶¹ Participation regressed for COP 21, with 20 per cent⁶² women as heads of delegations.

The low participation of women in Party delegations and especially as heads of delegation may be linked to the lack of women in senior positions in environment and climate ministries. A 2006 study of 17 environmental ministries in the African region showed that women composed of 41 per cent of the entire staff but only 27 per cent of managerial positions.⁶³ Heads of delegations are usually at senior leadership, often ministerial level, yet women composed merely 12 per cent of environment ministers globally in 2015. Gender balance and tracking the composition of delegations are often not considered in the selection process for country delegations.

As seen in Table 2, the gender distribution of most constituted bodies declined or had no change from 2013 to 2016, although a few bodies saw a positive trend during this period. A quarter of the bodies have continued to be composed of less than 15 per cent women, the lowest being 6 per cent in 2015. Nearly half of the bodies have less than 30 per cent women.

⁶⁰ Ibid.

⁶¹ See Women's Environment & Development Organization (WEDO) (2014) 'Ensuring Women's Access and Influence on Climate Change Policy', p. 12.

⁶² Provided by the UNFCCC secretariat.

⁶³ United Nations Economic Commission for Africa (2014) 'Twenty-Year Review of the Implementation of the Beijing Declaration and Platform for Action (BPfA) + 20: Africa Regional Review Summary Report 1995-2014', para. 113.

TABLE 2: Gender distribution of constituted bodies established under the Convention and its Kyoto Protocol for the period from 2013 to 2016

BODY	TOTAL NUMBER OF MEMBERS	NUMBER OF FEMALE MEMBERS (%) IN 2013	NUMBER OF FEMALE MEMBERS (%) IN 2014	NUMBER OF FEMALE MEMBERS (%) IN 2015	NUMBER OF FEMALE MEMBERS (%) IN 2016
Executive Board of the clean development mechanism	10	2 (20%)	2 (20%)	1 (10%)	1 (10%)
Joint Implementation Supervisory Committee	10	4 (40%)	4 (40%)	4 (40%)	4 (40%)
Compliance Committee facilitative branch	10	1 (11%)*	4 (40%)	4 (40%)	4 (40%)
Compliance Committee enforcement branch	10	2 (20%)	1 (10%)	1 (10%)	1 (10%)
Least Developed Countries Expert Group	13	2 (15%)	2 (15%)	2 (15%)	2 (15%)
Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention	21**	11 (52%)	9 (43%)	7 (33%)	11 (52%)
Adaptation Fund Board	16	5 (31%)	5 (31%)	4 (28%)*	4 (25%)
Technology Executive Committee	20	2 (11%)*	3 (15%)	5 (25%)	7 (35%)
Adaptation Committee	16	3 (20%)*	4 (25%)	4 (25%)	6 (40%)*
Standing Committee on Finance	20	5 (25%)	7 (35%)	7 (35%)	6 (32%)*
Advisory Board of the Climate Technology Centre and Network	16	2 (13%)	2 (13%)	1 (6%)	4 (25%)
Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts	20	N/A	3 of 10 interim members (30%)	7 (35%)	6 (30%)

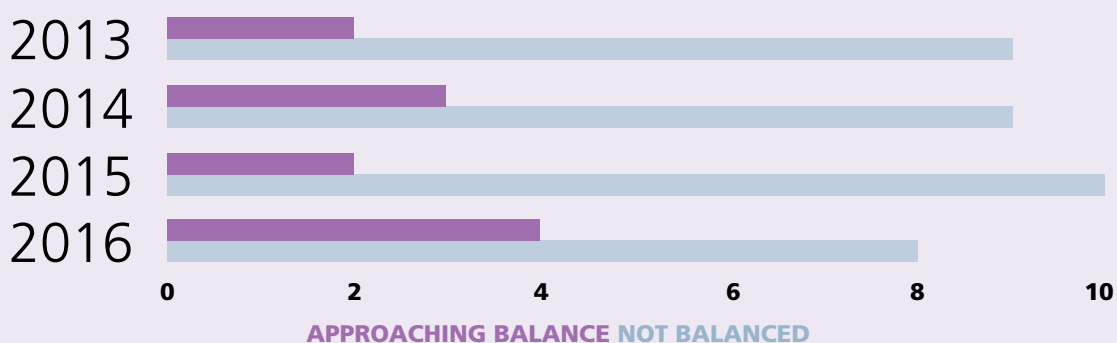
Abbreviation: NA = not applicable.

* Percentages are calculated based on the actual positions filled (not the total number of positions). Any discrepancies in percentages may be due to the resignation of members affecting total members.

**The Consultative Group of Experts is comprised of 24 members, including 21 government representatives. The data in the table, however, relate to the government representatives only.

Source: Figures taken from the UNFCCC secretariat's reports on gender composition for the years 2013, 2014, 2015 and 2016

FIGURE 2: Since Decision 23/CP.18 in Doha adopted the goal of gender balance on constituted bodies, little progress has been made towards realising the goal. In 2016, only 4 of the constituted bodies could be categorised as close to or at gender balance. (Bodies classed as "approaching gender balance" have passed a threshold of 40% of women members)





Negotiator 'huddles' occur when delegates to the UNFCCC need to address issues that remain unresolved in formal negotiations. Equal representation of men and women can contribute positively to the development of gender-responsive climate policy, however women are underrepresented on delegations to the UNFCCC. Available data indicates that the issue of underrepresentation of women is most acute at the more significant meetings such as the COP. While women's participation at COPs increased between COP 18 and COP 20, this trend reversed at COP 21, where only 32 per cent of delegates were women.

Credit: IISD/ENB
(<http://www.iisd.ca/climate/cop18/enb/8dec.html>)

From 2013 to 2016, the participation of women on both the Bureau of the COP and the CMP and the Bureau of the SBI and the SBSTA has seen a declining or stagnant trend. Participation of women on the ADP in the same period also saw no progress.⁶⁴ Notably, as of 2016, women compose all three members of the newly established bureau of the Ad Hoc Working Group on the Paris Agreement (APA)⁶⁵, while none of the six members on the Bureaux of the SBI and SBSTA are women⁶⁶ (see Table 3). The number of women in leadership positions in the bureaux and bodies saw a steady decline from 2013 to 2015, but upturned in 2016, partly due to the all women membership of the newly established APA (See Table 4).

TABLE 3: Gender distribution of the bureaux established under the Convention and its Kyoto Protocol from the period from 2013 to 2016

BUREAU	TOTAL NUMBER OF MEMBERS	NUMBER OF FEMALE MEMBERS (%) IN 2013	NUMBER OF FEMALE MEMBERS (%) IN 2014	NUMBER OF FEMALE MEMBERS (%) IN 2015	NUMBER OF FEMALE MEMBERS (%) IN 2016
Bureau of the COP and the CMP	11	4 (36%)	3 (27%)	3 (27%)	2 (18%)
Bureau of the SBI and the SBSTA	6	2 (33%)	2 (33%)	2 (33%)	0 (0%)
Bureau of the ADP	3	1 (33%)	1 (33%)	1 (33%)	N/A
Bureau of the APA	3	N/A	N/A	N/A	3 (100%)

Source: Figures taken from the UNFCCC secretariat's reports on gender composition for the years 2013, 2014, 2015 and 2016

TABLE 4: Gender distribution of the bureaux and constituted bodies established under the Convention and its Kyoto Protocol for the period from 2013 to 2016

	2013	2014	2015	2016
Bureaux (% women)	33 – 36 %	27 – 33 %	27 – 33 %	0 – 100 %
Roles of women	3 Vice Presidents, 4 Rapporteurs	2 Vice Presidents, 4 Rapporteurs	1 Vice President, 2 Rapporteurs	1 President, 1 Vice President, 2 Co-Chairs, 1 Rapporteur*
Constituted bodies (% women)	11 – 52 %	10 – 43 %	6 – 40 %	10 – 52 %
Roles of women	3 Chairs/Co-Chairs, 1 Vice Chairs	3 Chairs/Co-Chairs, 2 Vice Chairs	4 Chairs/Co-Chairs, 0 Vice Chairs	6 Chairs/Co-Chairs, 3 Vice Chairs

Source: Figures taken from the UNFCCC secretariat's reports on gender composition for the years 2013, 2014, 2015 and 2016

⁶⁴ UNFCCC (2014) 'Report on gender composition', Note by the secretariat. FCCC/CP/2014/7

⁶⁵ The Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) concluded its final session in December 2015, and the Ad Hoc Working Group on the Paris Agreement (APA) commenced its first session in May 2016.

⁶⁶ UNFCCC (2016) 'Gender composition', Report by the secretariat. FCCC/CP/2016/4 (<http://unfccc.int/resource/docs/2015/cop21/eng/06.pdf>) (Accessed 14 October 2016).

The participation of women in the governance of climate finance mechanisms can contribute positively to the gender-responsive design, funding and implementation of climate actions.⁶⁷ However, women remain significantly underrepresented in climate finance decision-making. On average, women make up only 24 per cent of the boards of major multilateral climate finance mechanisms (15 per cent in the Green Climate Fund, 25 per cent on the Global Environment Facility, 26 per cent in Climate Investment Funds and 35 per cent in the Adaptation Fund).⁶⁸

Parties have established certain criteria for the membership composition of the UNFCCC bureaux and bodies, including by Parties' status as Annex I or Non-Annex I Parties⁶⁹ as well as by designation within UN Regional Groups and as Least Developed Countries (LDCs) or Small Island Developing States (SIDS). For example, the Adaptation Committee is comprised of 16 members: two from each UN Regional Group (Africa, Asia-Pacific, Latin America and Caribbean, Eastern Europe, Western Europe and other groups), one from SIDS, one from LDCs, two from Annex I Parties, and two from Non-Annex I Parties.⁷⁰ Although previous COP decisions pertaining to several individual bodies have given specific directives for Parties to take into account the need to achieve gender balance in nominating members, the election and appointment procedures of the membership of the UNFCCC bodies currently do not include any concrete targets or temporary measures to promote the goal of gender balance.

3.3 Views from inside the process: learning from the perspectives of Party delegates⁷¹

In an effort to gauge how delegates perceived the challenges to gender balance in the UNFCCC, a survey was conducted as part of this research. Parties suggested various options and methods to improve women's participation in the process. Respondents to the survey were of the view that the participation of women in the UNFCCC process is impeded by several structural and institutional barriers across all levels. Although the Trust Fund for Participation in the Convention process supports the participation of eligible representatives from developing countries in the COP and its subsidiary bodies, one Party observed that the Fund tends to support the participation of male delegates. Heads of delegations are usually selected based on seniority and men compose most of the senior positions in ministries. It was also observed that increases in the number of women delegates does not necessarily result in greater nominations or selection of women as chairs or vice-chairs of constituted bodies, as women may not be filling senior roles in their delegations.

Measures identified by respondents to improve the participation of women in delegations and in UNFCCC bodies and informal groups include the following:

- Instituting affirmative actions, such as temporary special measures
- Analysing and addressing the root causes of underrepresentation of women
- Developing a national gender policy and strategy to strengthen implementation of gender equality mandates
- Ensuring greater allocation of financial resources, particularly in the form of targeted funding, to support women delegates from developing and least developed countries

⁶⁷ Schalatek, L & Nakhooda, S (2014) 'Gender and Climate Finance' Overseas Development Institute, London

⁶⁸ IUCN (2015) 'Environment and Gender Information (EGI): Gender and Climate Finance: New Data on Women in Decision-Making Positions'.

⁶⁹ Annex I Parties (43) are classified as industrialized or developed countries and "economies in transition" (EITs). Non-Annex I Parties are not listed in Annex I of the UNFCCC and are mostly comprised of developing countries.

⁷⁰ UNFCCC (2016) 'Membership of bodies under the Convention and the Kyoto Protocol' (Available at: http://unfccc.int/files/bodies/election_and_membership/application/pdf/membership_rules_of_convention_and_kp_bodies.pdf [Accessed 14 October 2016].

⁷¹ The content of this section is based on responses by Party delegations (Belgium, Canada, Gambia, Malawi, Sudan, Switzerland, Viet Nam and Zimbabwe) to a questionnaire disseminated by UN Women.

- Enhancing capacity-building for women, including training on leadership skills and on UNFCCC procedures
- As part of capacity-building and learning, creating space and opportunity for interested women to attend meetings of constituted bodies as observers
- Creating opportunities for women and men heads of delegation to exchange views with other stakeholders on ways to support women delegates to take up leadership positions
- Promoting regional collaboration on women's empowerment in climate action.

The importance of information sharing, such as the collection and dissemination of more data on indicators related to representation by gender was also proposed by some respondents. An easily accessible and regularly updated online platform that would enable the tracking of good practices on women's participation as well as on grassroots women's work to support gender-responsive climate action was also proposed.

3.4 Learning from the experience of the Green Climate Fund's Gender Policy and Action Plan

The work undertaken by the Green Climate Fund (GCF) in order to develop its Gender Policy and Action Plan also provides important lessons to consider in the formulation of a strategic framework or plan on gender equality by the UNFCCC secretariat. In March 2015, the GCF Gender Policy and Action Plan came into effect for the years 2015–2017. In preparing the document, the GCF secretariat conducted a review of previous discussions of the GCF board and the gender policies and action plans of several climate change funds, as well as a series of consultations with civil society and other stakeholders. It also drew from lessons learned from development and monitoring and evaluation; including the value of creating a reference group of gender, climate and other experts from all sectors to help develop the gender policy and action plan, as well as the need to tap existing tools and processes and ensure continuous knowledge generation and information sharing. The most relevant institutional lessons learned from development institutions included 1) clear policy guidance on mainstreaming gender sensitivity in the finance institution, 2) clear baselines on gender sensitivity for accreditation of implementing entities, 3) clear accountability mechanisms, 4) gender-sensitive complaint mechanisms, 5) sex-disaggregated data and relevant gender-specific indicators in the results and portfolio monitoring frameworks, 6) periodic auditing of gender-sensitive results, 7) operational procedures and tools, 8) gender competencies among core staff, and 9) dedicated budgets for gender-related activities.⁷²

The principles of the Gender Policy include country ownership, resource allocation and 'competencies', the last highlighting gender balance in advisory and decision-making bodies, including Board appointments and secretariat management. An entity's capacity to fulfill the Gender Policy is a mandatory condition for GCF accreditation, and the assessment of capacity will include whether the entity has its own gender policy or action plan. The Gender Action Plan consists of six priority areas: a) governance and institutional structure, b) operational guidelines, c) capacity-building, d) outcomes, impacts and paradigm-shift objectives used for monitoring, reporting and evaluation, e) resource allocation and budgeting, and f) knowledge generation and communications.⁷³ It also identifies actions, indicators, responsible parties and timelines for each priority area.⁷⁴ Although the GCF's Governing Instruments calls for the consideration of gender balance in the composition of board members and secretariat staff, at this stage, the Gender Action Plan does not outline specific actions to improve the participation of women in the decision-making process of the GCF in order to achieve gender balance.

⁷² Green Climate Fund (GCF) (2015) 'Gender Policy and Action Plan' (Available at: http://www.greenclimate.fund/documents/20182/24949/GCF_B.09_10_-_Gender_Policy_and_Action_Plan.pdf/fb4d0d6c-3e78-4111-01-e5488f9ed167?version=1.1) [Accessed 14 October 2016].

⁷³ Ibid., pp. 12-14.

⁷⁴ Ibid., pp. 15-16.

SUMMARY: STEPS TO ENHANCE PROGRESS TOWARDS GENDER BALANCE UNDER THE UNFCCC

It is clear that to achieve gender balance, systematic steps must be taken to overcome persistent challenges such as the lack of political will, insufficient targeted funding, weak or non-existent enforcement and monitoring, and limited awareness and understanding of gender stereotypes and other barriers to participation. Of utmost importance, Parties should prioritise the participation of women in the membership of the bureaux and constituted bodies. The number of members range from 3 to 11 per bureau, and 10 to 24 per constituted body. For those bodies that allow for two or more representatives per group (including Annex I or non-Annex I and geographic representation), Parties should be encouraged to nominate at least one woman. Parties can also consider expanding the membership of certain bodies and informal groups to provide more opportunities for women candidates to be selected.

Parties should be consistently reminded and urged to make greater efforts to ensure gender balance by identifying and supporting women candidates for election or appointment as well as facilitating the capacity-building of delegates to widen the pool of qualified women candidates. The UNFCCC secretariat has a role to play in supporting such efforts, as do civil society and other stakeholders through sustained advocacy. The institution of the practice of rotation on the basis of gender in leadership positions should also be considered, similar to the current practice of geographic rotation in the appointment of bureaux heads and chairs of constituted bodies

or facilitators of key negotiating bodies. Such a step would help ensure women's leadership of these bodies and at the same time encourage Parties to identify and train women in their delegations for these leadership positions.

Currently no gender-related criteria exist for delegates who apply for and receive funding for participation through the UNFCCC Trust Fund for Participation in the Convention process. This Fund supports the participation of eligible representatives of developing country Parties and Parties with economies in transition in the sessions of the COP and the CMP and their subsidiary bodies, using voluntary contributions. Eligibility for funding is based on the per capita gross domestic product income of Parties,⁷⁵ and Parties can select the delegate who will receive financial support. Adding a gender balance criterion to the Trust Fund for Participation, so that Parties are encouraged to select women delegates to receive financial support, would help to increase women's representation in delegations. The creation of a new, separate trust fund dedicated to supporting the participation of women delegates from LDCs and SIDS is also essential. Delegations from LDCs and SIDs tend to have smaller delegations due to constraints in funding and achieving gender balance in their delegations could be a challenge. Between COP 19 and COP 20, the secretariat included a notification to Parties and observers reminding them of the goal of gender balance and encouraging the nomination of women participants to attend meetings; however, no notable change was observed and further measures are needed.

⁷⁵ UNFCCC (2015) 'Budget performance for the biennium 2014–2015 as at 30 June 2015' FCCC/SBI/2015/13

4 Learning from women's participation in decision-making processes in other international fora

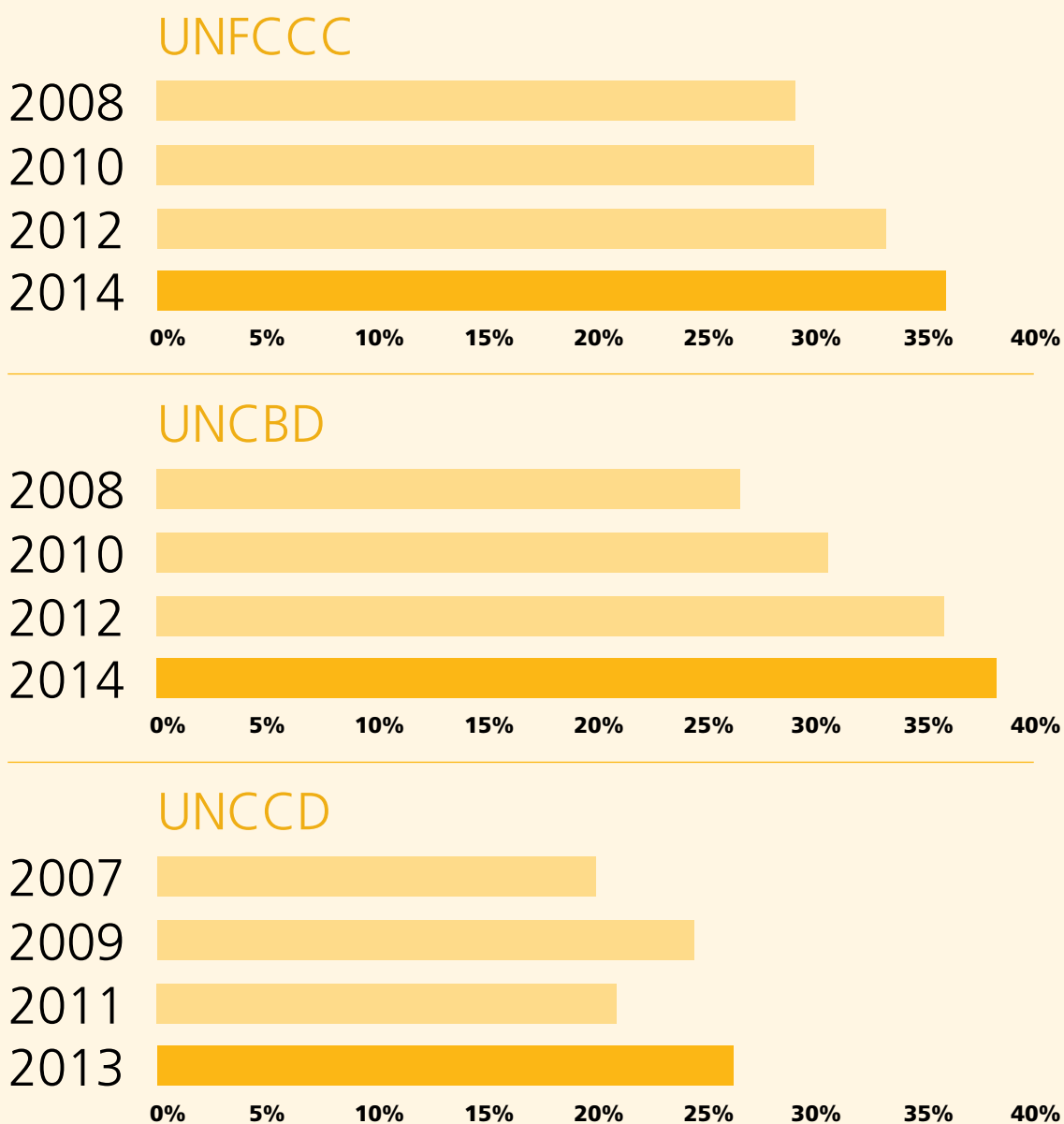
Other international processes have undertaken various strategies to promote participation of women within their respective fields. The lessons learned from these other fora can contribute to and inform efforts to achieve the goal of gender balance within the UNFCCC process. The following sections provide a range of measures based on other Rio Conventions and Security Council Resolution 1325, as well as from international networks such as the Inter-Parliamentary Union (IPU) and the International Geneva Gender Champions. The accountability framework on gender equality within the United Nations System, called the UN-SWAP, also provides good practices that are directly relevant to the UNFCCC process.

4.1 The other Rio Conventions: the UN Convention on Biological Diversity and the UN Convention to Combat Desertification

The policies and actions promoted within the processes under the Convention on Biological Diversity (CBD) and Convention to Combat Desertification (UNCCD) can provide relevant examples of ways to advance gender balance within the UNFCCC process. Of the three Rio Conventions, the CBD process has had the highest rate of participation of women. At the CBD COP in 2014, the participation of women party delegates reached 38 per cent, while the proportion of women among the bureau members was 45 per cent (the UNFCCC COP 20 in 2014 had 36 per cent and 27 per cent, respectively).⁷⁶

⁷⁶ International Union for Conservation of Nature (IUCN) and UN-Women (2015) 'Environment and Gender Information (EGI): Women's Participation in Global Environmental Decision Making'.

FIGURE 3: Average participation of women delegates to recent COPs



Source: Figures for the years 2007-2012 taken from IUCN (2013) 'The Environment and Gender Index (EGI) 2013 Pilot'; Figures for the years 2013-2014 taken from IUCN and UN Women (2015) 'Environment and Gender Information (EGI): Women's Participation in Global Environmental Decision Making'.

TABLE 5: Examples of gender-specific mechanisms within the processes of the three Rio Conventions

	GENDER TARGETS	GENDER ACTION PLAN	GENDER MAINSTREAMING IN WORK	GUIDELINES	PREPARATORY MEETINGS, TRAININGS OR WORKSHOPS	REPORTING ON GENDER DISTRIBUTION	TARGETED FUNDING
UNFCCC	X	X	X	✓	✓	✓	X
UNCBD	X	✓	✓	✓	✓	X	X
UNCCD	X	X	✓	✓	✓	X	X

The preamble of the CBD recognises 'the vital role that women play in the conservation and sustainable use of biological diversity and affirming the need for the full participation of women at all levels of policy making and implementation for biological diversity conservation'.⁷⁷ Based on this recognition, the secretariat of the CBD formulated several strategies to promote gender equality. Of particular importance is the CBD Gender Plan of Action.

THE CONVENTION ON BIOLOGICAL DIVERSITY'S GENDER PLAN OF ACTION

In 2008, the CBD developed a Gender Plan of Action (GPoA) to integrate gender in all areas of work by setting 16 targets for Parties and the secretariat in the policy, organisational, and delivery spheres and identifying relevant instruments and strategies to implement the GPoA.⁷⁸ The GPoA was updated in 2014 to cover the years 2015 to 2020. The GPoA includes the proposed objective to 'gain the full and effective participation of both men and women in the implementation of the Convention on Biological Diversity and the Strategic Plan for Biodiversity 2011-2020' and identifies possible actions for Parties. These actions include ensuring gender balance in capacity-building to enable effective participation (such as providing dedicated capacity-building for women's groups), developing and disseminating information material in accessible languages and forms, and monitoring and reporting on the participation of men and women in implementation processes.⁷⁹ Within the framework for actions by the secretariat, the GPoA emphasises the objective to 'Build capacity of women, particularly indigenous women, to participate in CBD processes and decision-making', and calls for a needs assessment, preparatory meetings and trainings prior to each COP, as well as enhanced support for capacity-building by indigenous women's alliances and other organisations.

⁷⁷ *United Nations (1992) Convention on Biological Diversity (CBD)*, para. 13.

⁷⁸ CBD (2008) 'The Gender Plan of Action under the Convention of Biological Diversity' (<https://www.cbd.int/programmes/cross-cutting/gender/cop-09-inf-12-rev1-en.pdf>) (Accessed 14 October 2016).

⁷⁹ CBD (2014) '2015-2020 Gender Plan of Action under the Convention on Biological Diversity', Annex, Sect. I(C), para. 6.

The UNCCD stresses the important role of women in regions affected by desertification as well as the need to ensure the full participation of both men and women at all levels in relevant programmes.⁸⁰ Parties commit to ‘promote awareness and facilitate the participation of local populations, particularly women and youth, with the support of non-governmental organisations, in efforts to combat desertification and mitigate the effects of drought’⁸¹. Several decisions adopted under the UNCCD have recognised the need to ensure better gender balance and representation in all relevant disciplines, including in groups of experts (Decision 17/CP.1).

Based on these commitments, in 2011, the secretariat drafted an advocacy policy framework on gender, which identifies targets for mainstreaming gender issues into the ten year strategy (2008-2018) to enhance the implementation of the UNCCD. The advocacy policy framework on gender includes a specific target to ‘Enable continuous, coordinated and effective input from women to decision-making under the UNCCD at the global and national levels’, which outlines strategies such as holding preparatory meetings and training for women prior to each COP and all regional meetings, establishing an efficient UNCCD women’s caucus, and ensuring gender balance as eligibility criteria for participation of civil society representatives. The framework supports establishing a special fund for promoting women’s participation and explicitly identifies the Women Delegates Fund (WDF) within the UNFCCC process as an example to follow.⁸² Following the adoption of the strategy in 2008 and the shift to a results-based management approach, at least fifty-two parties reported on their work with women.⁸³ This self-reporting is significant as there was no specific indicator in the reporting framework in this regard. Also of notable importance, the number of parties self-reporting declined progressively in each reporting period, suggesting the need for gender-sensitive indicators in national reporting to sustain action.⁸⁴

⁸⁰ *United Nations (1992) Convention to Combat Desertification (UNCCD)*, para. 20.

⁸¹ *Ibid.*, Art. 5(d).

⁸² Committee for the Review of the Implementation of the Convention (2011) ‘Draft advocacy policy framework on gender’, p. 11 (http://www.unccd.int/en/programmes/Thematic-Priorities/gender/Documents/CRIC10_20_Gender_DraftAdvocacyPolicyFramework.pdf) [Accessed 14 October 2016].

⁸³ Provided by the UNCCD secretariat.

⁸⁴ *Ibid.*

LESSONS FOR THE UNFCCC FROM THE OTHER RIO CONVENTIONS

Key lessons learned from the CBD and UNCCD examples on elements for improving women's participation and realising gender balance include:

i) Enhance capacity-building, training and awareness-raising:

- a. Build the substantive knowledge of women delegates on the technical issues discussed within the UNFCCC context; build their leadership and networking skills
- b. Raise awareness of and inform heads of delegations on the mandate to achieve gender balance in delegations and in the composition of bodies, including in the positions of chair/head of these bodies; encourage them to consider the appointment/nomination of women candidates to achieve gender balance
- c. Raise awareness amongst Parties of the need to champion and support the achievement of the goal of gender balance
- d. Ensure gender balance in all capacity-building efforts and provide dedicated capacity-building for women's groups, grassroots women and indigenous women
- e. Consider holding preparatory meetings and training for women, including those representing women's organisations, a few days before each COP (at the COP venue) or at the regional or sub-regional levels to allow for cross-ministerial interaction (especially the environment, finance and women ministries), if possible

ii) Create a platform for information exchange and to serve as depository of information on practices, tools, approaches and methodologies that contribute to advancing gender balance and the effective participation of women in decision-making processes. This could be managed and maintained by the UNFCCC secretariat.

iii) Ensure sustained and regular monitoring and reporting on the participation of women and men in meetings and representation in bodies. To ensure progress, targets and indicators measuring efforts by Parties in advancing the goal of gender balance should be set, with specific timelines, and reporting should be mandated. This is an action that Parties should commit themselves to do in the form of a decision. An aspirational goal such as gender balance is hard to realise without any specific target and timeframe to achieve it, as was the case in the UNCCD process, which saw the number of Parties self-reporting on their work on promoting women's participation decline progressively over time.

4.2 Beyond environmental decision-making processes: learning lessons from UN peace processes, the IPU, UN-SWAP and Geneva Gender Champions

United Nations peace processes

The landmark resolution on women, peace and security, United Nations Security Council resolution (UNSCR) 1325 (2000)⁸⁵, acknowledges the importance of participation of women in conflict resolution and peacebuilding and urges all actors to increase women's participation and incorporate gender perspectives in all United Nations peace and security efforts. Subsequent resolutions deepen the commitments under UNSCR 1325 to improve women's participation in all peace processes. UNSCR 1889 (2009) focuses on enhancing early engagement of women in political and economic decision-making, through promoting women's leadership and capacity, supporting women's organisations and countering negative societal attitudes regarding women's capacity.⁸⁶ UNSCR 2122 (2013) further calls for stronger measures to consult and include women in peace talks, including through the use of dedicated funding mechanisms toward capacity-building.⁸⁷ UNSCR 2242 (2015) encourages greater numbers of women peacekeepers and senior leaders in all levels of decision-making and also highlights the need to address the critical funding gap for women's organisations.⁸⁸

The efforts made at the international level to include women in formal peace processes and politics in conflict-affected countries present a notable example of an enhanced framework of targets, indicators and dedicated funding. UNSCR 1889 requested the development of a set of global indicators to track implementation of the four goals of UNSCR 1325: prevention, participation, protection, and relief and recovery. Seven indicators specific to monitoring progress of the goal of participation were proposed, including indicators to track women's participation in politics, peacekeeping, informal peace negotiations, peacebuilding processes and UN leadership.⁸⁹ A strategic results framework that aligned with the set of indicators was developed to guide implementation of UNSCR 1325, identifying outcomes, outputs and targets for each of the four goals. Each output had an intermediate target for 2014, to allow for an assessment for the High-level Review by the Security Council in 2015, and a longer term target for 2020. For example, to increase women in senior positions in relevant UN entities, the framework set a target of 30 per cent by 2014, and 40 per cent by 2020. To increase appointments of women as chief mediator/special envoy to UN-led peace processes, the 2014 target is at least one woman appointed while the 2020 target is at least one third of new appointments being women.⁹⁰ Procedures for selection of participants can include invitations, nominations, elections, open-access and public advertisement within key entities. The selection processes that are more successful in inclusivity are transparent and carried out by constituents along with quotas and other temporary special measures for women.⁹¹

⁸⁶ UN Security Council (2000) Resolution 1325 S/RES/1325.

⁸⁷ UN Security Council (2009) Resolution 1889 S/RES/1889, para. 1.

⁸⁸ UN Security Council (2013) Resolution 2122 S/RES/2122, para. 7.

⁸⁹ UN Security Council (2015) Resolution 2242 S/RES/2242, para. 1, 13.

⁹⁰ The seven indicators on participation: 1) Indicator 8: Number and percentage of peace agreements with specific provisions to improve the security and status of women and girls; 2) Indicator 9: Number and percentage of women in senior United Nations decision-making positions in conflict-affected countries; 3) Indicator 10: Level of gender expertise in United Nations decision-making in conflict-affected countries; 4) Indicator 11 (a): Level of participation of women in formal peace negotiations; 5) Indicator 11 (b): Presence of women in a formal observer or consultative status at the beginning and the end of peace negotiations; 6) Indicator 12: Level of women's political participation in conflict-affected countries; 7) Indicator 13: Number and percentage of Security Council missions that address specific issues affecting women and girls in their terms of reference and the mission reports.

⁹¹ UN Security Council (2015) Resolution 2242 S/RES/2242.

Women's participation in peace processes has gradually improved over the years, but progress remains too slow. A 2008 study of 33 peace negotiations found that women composed of only four per cent of participants. A 2012 study of 31 major peace processes between 1992 – 2011 found that women composed of only four per cent of signatories, two per cent of chief mediators and 9 per cent of negotiators.⁹² In 2014, all 12 (i.e. 100 per cent) UN-led or co-led formal peace processes included at least one woman, up from 86% in 2011.⁹³ Also, from 2011 to 2014, the percentage of UN peace processes that included women in senior positions increased from 36 to 75 per cent.⁹⁴

An analysis of 40 peace processes shows that in cases of women's participation and strong influence in negotiations, an agreement was more likely to be reached than in cases of their weak or no influence. Women's strong influence also correlated with a greater likelihood of implementation and sustainability of agreements.⁹⁵ Indeed, research shows that the inclusion of women at the peace table results in a shift in dynamics towards effective consensus-building, not necessarily on issues, but on the need to conclude talks and implement agreements.⁹⁶ Women's participation further enhances civil society influence on negotiation outcomes as well as ensures broader social acceptance and commitment to agreements from communities and affected parties. Moreover, since UNSCR 1325, there has been an appreciable increase in the number of gender-specific references in peace agreements.⁹⁷

LESSONS FOR THE UNFCCC FROM UN PEACE PROCESSES

The above experience in UN peace processes point to a number of key lessons for the UNFCCC process. First, the follow-up to UNSCR 1325 deepened and helped operationalise the provisions of the resolution. Within the UNFCCC process, subsequent decisions must build upon previous commitments to gender equality, including Decision 23/CP.18. They should include specific mandates promoting women's leadership and capacity through supporting women's organisations (including addressing funding gaps to these organisations) and putting in place stronger measures to consult and include women in climate change meetings, including through the use of dedicated funding mechanisms toward capacity-building of women negotiators in all levels of decision-making.

Second, the development of the seven indicators specific to monitoring progress on women's participation in different areas, including UN leadership, was key. At the direction of Parties, the UNFCCC secretariat (and/or a newly formed technical working group) should identify outcomes, outputs and targets as part of a strategic results framework, as was done to guide the implementation of UNSCR 1325. In the 1325 process, the two targets set – one intermediate and another long-term – allowed for the monitoring and review of progress from the intermediate to the long-term target. A similar framework within the UNFCCC process can also provide for an assessment of realising the targets through a high-level review.

⁹¹ UN Women (2015) *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study of the Implementation of United Nations Security Council resolution 1325*, p. 45.

⁹² UN Security Council (2015) *S/2015/716*, para. 18.

⁹³ *Ibid.*

⁹⁴ UN Women (2015) *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study of the Implementation of United Nations Security Council resolution 1325*, p. 45.

⁹⁵ *Ibid.*

⁹⁶ *Ibid.*, pp. 42, 44.

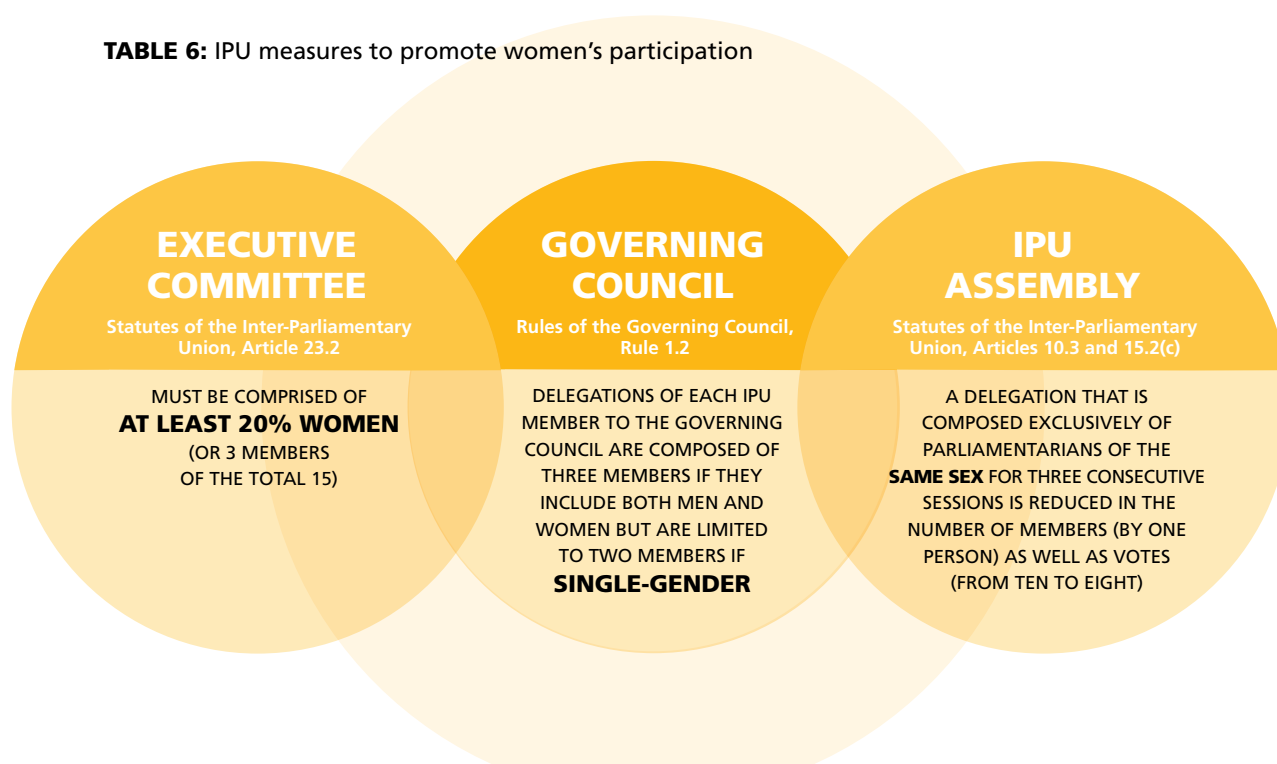
⁹⁷ *Ibid.*

The Inter-Parliamentary Union

The Inter-Parliamentary Union (IPU) has been a key actor in promoting the participation of women parliamentarians in order to strengthen representative democracy throughout worldwide parliamentary dialogue.⁹⁸ The IPU was one of the first organisations to promote an enabling environment for women's participation within its own structures in order to generate best practices for national parliaments. The IPU has also for many years maintained an online database that reflects the proportion of seats held by women in national parliaments and publishes annual reports on 'Women in Parliament'. The database has served as an effective monitoring tool for governments, civil society and other actors.

To improve the participation of women within its own process, the IPU has adopted a series of measures, such as quotas, targets and sanctions, to apply across its three main bodies (See Table 6).

TABLE 6: IPU measures to promote women's participation



IPU Statutes state that 'Members shall include men and women parliamentarians in their delegations and shall strive to ensure their equal representation'.⁹⁹ The rules of the Standing Committees call for the selection of rapporteurs and the drafting committee members to take into account gender equality and gender balance, respectively.¹⁰⁰ The measures outlined above are partly attributable to the establishment and results of the IPU Meeting of Women Parliamentarians, a whole-day gathering held on the eve of each session of the IPU Assembly.

In 2012, the IPU created a 'Plan of Action for Gender-sensitive Parliaments', which includes action areas to 'increase the number of women in parliament and achieve equality in participation' and 'mainstream gender equality throughout all parliamentary work'.¹⁰¹ To improve the participation of women in leadership positions, the Plan of Action recommends adopting affirmative action measures and amending internal rules to give preference to women with equal qualifications as men, rotating positions or introducing dual leadership, encouraging equitable distribution of women across all committees, and broadening criteria used to evaluate the relevance of prior experience.¹⁰²

⁹⁸ IPU, 'Women in National Parliaments' database (Available at: <http://www.ipu.org/wmn-e/world.htm>) [Accessed 23 September 2016].

⁹⁹ IPU (2011) Statutes of the Inter-Parliamentary Union, Art. 10.1.

¹⁰⁰ IPU (2010) Rules of the Standing Committees, Rules 13(3), 16(2)..

¹⁰¹ IPU (2012) 'Plan of Action for Gender-sensitive Parliaments' (Available at: <http://www.ipu.org/pdf/publications/action-gender-e.pdf>) [Accessed 23 September 2016].

¹⁰² Ibid., p. 15.

LESSONS FOR THE UNFCCC FROM THE INTER-PARLIAMENTARY UNION

Actions from the IPU that could inform Parties of the UNFCCC and other stakeholders in further advancing the goal of gender balance include:

- the establishment of the IPU Meeting of Women Parliamentarians on the eve of each session of the IPU Assembly
- the IPU's Plan of Action for Gender-sensitive Parliaments, specifically the action areas to increase the number of women in parliament and achieve equality in participation

For women delegates participating in UNFCCC meetings, the formal establishment and convening of a Women Delegates' Meeting within the UNFCCC process, with dedicated funding and support from the UNFCCC secretariat, would serve multiple purposes and make significant impacts in improving women's participation.

Such dedicated meetings could serve as a platform: i) to facilitate capacity-building, awareness-raising, sharing of information and practices; ii) to offer opportunities for mentorship and networking, encouraging interaction between women heads of delegations and other women delegates; iii) to enable dialogue and sharing of best practices from women of different backgrounds and representing views from different levels – community to global; iv) to develop strategies and raise visibility or profile key messages on women's representation in the UNFCCC process and beyond.

To improve participation of women in leadership positions, a number of measures in the IPU's Plan of Action are worth considering or piloting in the UNFCCC process, including:

- i) Introducing a rule of dual- or co-leadership in the selection of chairs and facilitators, and the 'co-leaders' should represent gender balance
- ii) Enforcing gender as a criterion with respect to rotating leadership (i.e., there should be no consecutive terms where the position is held by persons of the same gender; a man should be followed by a woman and vice versa)
- iii) Realising equal representation of women and men across all committees by broadening the criteria used to evaluate the relevance of prior experience or expertise, giving preference to women with equal qualifications as men, and encouraging regional groups to adopt a policy of 'rotation by gender'. For example, in considering their next nomination to assume the seat reserved for their group, a regional group should give priority to a person who is not of the same gender as the one being replaced.

The UN System-wide Action Plan on gender equality and women's empowerment

For the United Nations System, the UN System-wide Action Plan (UN-SWAP)¹⁰³ on gender equality and women's empowerment provides an overarching accountability framework to accelerate mainstreaming of gender equality and the empowerment of women in all institutional functions of UN entities. The UN-SWAP constitutes a response to the Economic and Social Council (ECOSOC) agreed conclusions 1997/2, which called upon the UN System to mainstream a gender perspective throughout its work.

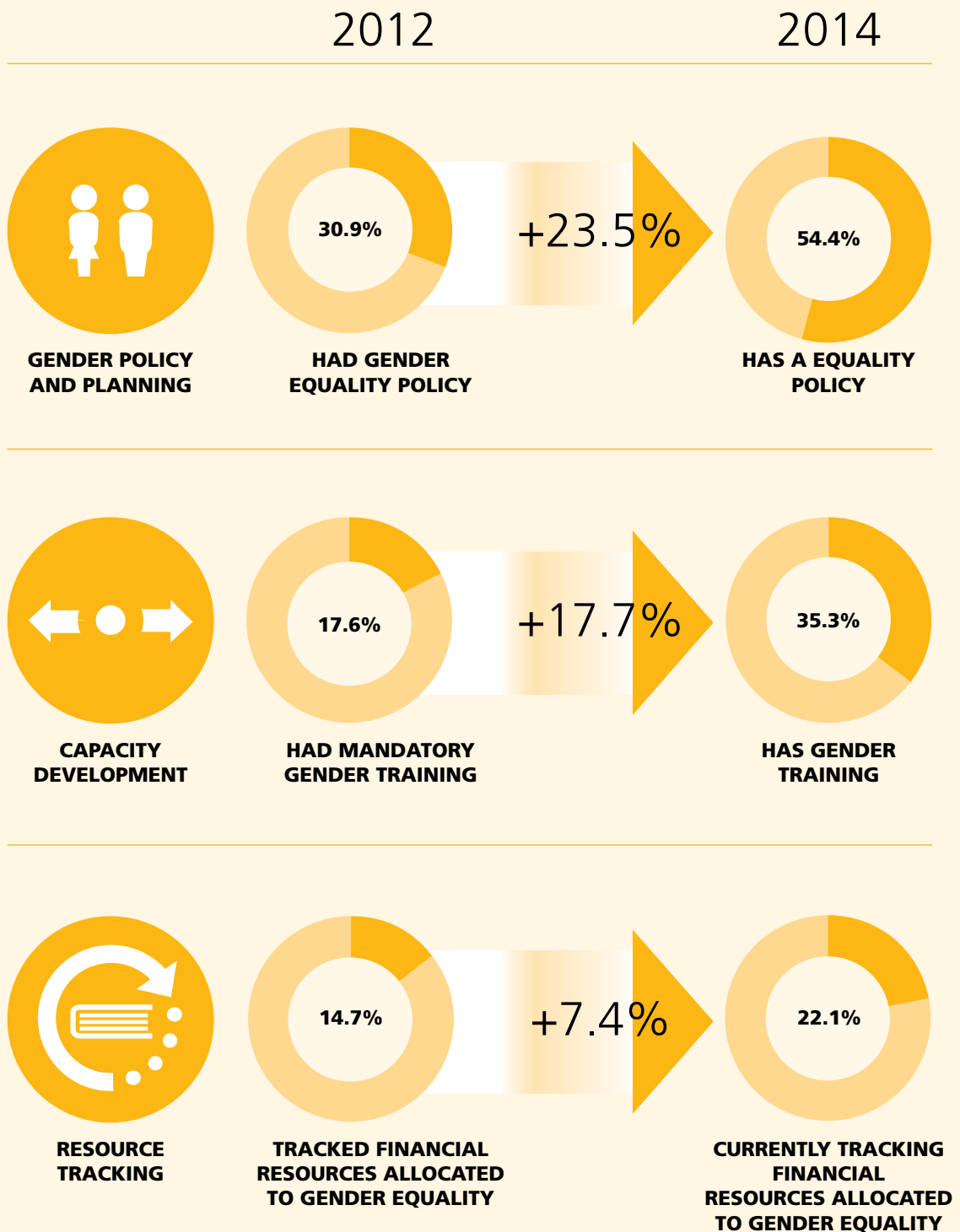
The UN-SWAP brings systematic change by establishing (a) a common understanding of gender equality and the empowerment of women, (b) a common method to achieve this goal, and (c) a common and progressive sliding scale of performance standards against which to monitor progress and further set aspirational goals. The UN-SWAP includes 15 common Performance Indicators (PIs) against which entities report. The PIs include:

- i) a policy plan on gender mainstreaming and equal representation of women
- ii) a central strategic planning document with a specific outcome and indicator on gender equality and women's empowerment
- iii) a reporting and data analysis with all key entity data sex-disaggregated
- iv) financial benchmarks for resource allocation for gender equality and women's empowerment mandate and financial resource tracking mechanism to quantify disbursement of funds that promote gender equality and women's empowerment
- v) a capacity assessment of staff in gender equality and women's empowerment
- vi) public sharing and documentation of knowledge on gender equality and women's empowerment.

¹⁰³ See UN Women website, 'Promoting UN Accountability (UN-SWAP)' (Available at: <http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability>) [Accessed 14 October 2016].

The UN-SWAP has proven to be an effective tool in mainstreaming gender perspectives in the UN System. Figure 4 below illustrates that significant strides were made between 2012, when UN-SWAP began, and 2014, in key areas related to gender mainstreaming across UN entities. Increases are seen in the proportion of UN entities with gender equality policies, gender training for employees, and measures in place to track resources allocated to gender equality.

FIGURE 4: Progress in gender mainstreaming in the UN System



 **COMPLIANT UN ENTITIES**

LESSONS FOR THE UNFCCC FROM THE UN-SWAP

The UNFCCC secretariat, as a reporting entity to the UN-SWAP, could use the UN-SWAP indicators – in particular, those relating to resource tracking and allocation, policy plan and capacity-building – to enhance its mandate and work towards a better integration of gender equality and the systemic mainstreaming of gender perspectives in the work of the UNFCCC secretariat technical teams.

The UNFCCC secretariat, for example, could work on a gender policy and action plan for the secretariat (which does not exist at the moment), or advocate for the allocation of specific resources from its regular budget to meet its mandate on gender equality and women's empowerment. Some agencies reporting to the UN-SWAP have allocated

15 per cent of their programme budget to carry out gender equality and women's empowerment work related to their activities. The UN-SWAP could also be a justification for a fully-resourced gender unit or department that is funded from the regular budget.

For Parties to the UNFCCC, the experience with the UN-SWAP within the UN System could provide some important lessons, including regular monitoring mechanisms. In drawing up an enhanced work programme on gender, Parties may wish to consider setting specific benchmarks, targets and indicators to improve women's participation in the UNFCCC process, realise the goal of gender balance in delegations and bodies, and ensure the mainstreaming of a gender perspective across the thematic work of the UNFCCC.

The International Geneva Gender Champions

The International Geneva Gender Champions (GGC) is a network of senior leaders based in Geneva, including Permanent Representatives, Permanent Observers, heads of United Nations agencies and other international organisations, and leaders from civil society organisations and the private sector. They are committed to breaking down gender barriers and promoting gender equality through leadership, public advocacy and accountability in the offices, organisations or companies they lead.

A requirement for all Geneva Gender Champions is to sign the GGC 'Panel Parity Pledge' and commit to strive for gender parity in all panels and discussions. The pledge is a tool to address unconscious bias that leads to women being vastly underrepresented in positions of leadership and influence. Participation in panel discussions as an expert is often an entry point into the professional pipeline and a critical mechanism to develop peer recognition. The GGC are also expected to make two additional 'SMART' (specific, measurable, achievable, realistic and results-based, and time-bound) commitments focused on advancing gender equality, either in the executive management or in programmatic work of the organisation. The GGC are to profile the initiative on their organisation's website and report results at the end of each year.¹⁰⁴

The GGC initiative has been very successful in raising awareness on the importance of gender parity, not only in panel discussions and in senior positions in the secretariats of UN agencies, but also in the composition of delegations attending governing bodies of UN System entities in Geneva. As a result of discussions within the GGC Impact Groups, gender balance in governing bodies of international organisations is now on the agenda of the Annual Meeting of the United Nations Governing Bodies Secretariat (UNGBS). At the 2016 meeting, participants endorsed

¹⁰⁴ See International Geneva Gender Champions website (Available at: <http://genevagenderchampions.com/>) [Accessed 14 October 2016].

a number of recommended actions for governing bodies, including: awareness-raising and information dissemination on the importance of women's participation in governing bodies' meetings; organisation of training sessions for women delegates; exploring ways to track the number of women participating in governing body meetings, including as Chairs; and publishing information on women's participation in governing bodies of United Nations entities as well as in major conferences.

Another concrete outcome of a GGC commitment was the launch of the Gender Policy for the United Nations Office in Geneva (UNOG), a commitment made by the UNOG Director-General as a Gender Champion. The Gender Policy's action areas include: gender parity, gender-responsive performance management, resource allocation and tracking, monitoring and evaluation, knowledge generation and communications.

LESSONS FOR THE UNFCCC FROM THE INTERNATIONAL GENEVA GENDER CHAMPIONS

The GGC initiative's key achievements point to a number of lessons for the UNFCCC process:

- i) First and most important is the commitment and engagement of both women and men gender champions at the highest level, by heads of offices
- ii) The formulation of simple but very concrete actions that the GGC have to commit to
- iii) The requirement to profile the GGC initiative on their respective websites and to report each year on results.

The Executive Secretary of the UNFCCC secretariat, together with some leaders from governments (e.g. the Global Climate Champions, or heads of delegations), could launch a similar initiative, whereby 'gender equality and climate change champions' commit to one required action, such as ensuring that their delegations will be headed by a woman or that the composition of their delegation will include at least 40 per cent women. In addition, they could be asked to make two other commitments that contribute to gender-responsive climate action.

THE FULL VIEW

More than 100 women living in oases in the south-eastern province of Errachidia, Morocco have found a unique way to mitigate the effects of climate change on their environment by producing medicinal and aromatic plants (MAPs). UN Women in Morocco, with the support of the UNDP Tafilalet Oasis Programme and the Swiss Cooperation, organized workshops on how to cultivate MAPs using renewable energy, while promoting the work of women. Read More: <http://www.unwomen.org/en/news/stories/2015/9/moroccan-oases-women-watch-plants-and-incomes-grow>

Credit: UN Women Morocco



5 Women's participation at the regional and national levels

Despite the gains made in the number of women in political positions, women are still significantly underrepresented at the highest levels of government in every country. As of October 2016, in only 16 countries does a woman serve as Head of State or Head of Government.¹⁰⁵ In government ministries, women are more likely to lead sectors that are stereotypically associated with 'women's concerns', such as education, health, family, gender and culture, rather than finance, defence or foreign affairs.¹⁰⁶ In 2015, a mere 7 per cent of finance ministers and 12 per cent of environmental ministers were women.¹⁰⁷

Various actions undertaken at the regional and national levels to improve participation of women in decision-making can provide important lessons and good practices that are applicable to the UNFCCC process. The three major trends at the national level include implementing temporary special measures, addressing gender bias in political institutions and supporting women's participation more broadly in all spheres of life, including the private sector.¹⁰⁸ Regional initiatives reinforce national commitments through gender action plans and monitoring frameworks as well as the promotion of measures such as quotas.¹⁰⁹ Women's participation in the UNFCCC process can also benefit from the introduction of temporary special measures within the selection procedures of Party delegations and UNFCCC bodies.

5.1 The impacts of quotas and targets

Where political participation of women has increased significantly from 1995 to 2015, progress has frequently been linked to temporary special measures, notably quotas, which have been implemented and properly adapted to specific electoral systems.

The regions with the highest rates of electoral quota implementation have also seen substantial progress in women's political participation, such as Sub-Saharan Africa (which has several countries among those with the highest proportion of women in parliaments) and Latin America and the Caribbean (which is part of the Americas which have the highest regional average of women in parliament).¹¹⁰ Eight of the top ten countries with the highest participation of women

¹⁰⁵ UN Women calculation based on information provided by Permanent Missions to the United Nations.

¹⁰⁶ ODI (2016) *Women and power: overcoming barriers to leadership and influence*, p. 20.

¹⁰⁷ IUCN and UN Women (2015) 'Environment and Gender Information (EGI): Women's Participation in Global Environmental Decision Making'; IUCN (2015) 'Environment and Gender Information (EGI): Gender and Climate Finance: New Data on Women in Decision-Making Positions'.

¹⁰⁸ UN Economic and Social Council (2014) E/CN.6/2015/3, para. 210.

¹⁰⁹ See Annex I for examples of various regional initiatives on women's participation.

¹¹⁰ General Assembly (2013) 'Measures taken and progress achieved in the promotion of women and political participation, Report of the Secretary General', para. 37 A/68/184

in parliaments are located within these two regions (four each), as of May 2016.¹¹¹ Whereas the countries with over 30 per cent women have become more diverse in geography over the past 20 years, the countries with less than 10 per cent women continues to be predominantly from the Pacific region and Arab States, where quotas have not been implemented in most of the countries in these regions.¹¹²

Among the countries with at least 30 per cent women in single or lower houses, a vast majority has implemented some type of gender quota.¹¹³ In 2015, parliamentary elections were held in 58 countries. In the 28 countries which used some form of electoral gender quota, women represented 28.3 per cent of the seats in the 34 chambers where elections were held. However, in the 30 countries where no quota was used, women only represented 13.5 per cent of the 36 chambers where elections were held.¹¹⁴

Countries have adopted different types of quotas to increase the political participation of women. Mandatory quotas, which are enacted in legislation and may be accompanied by an enforcement mechanism, require a minimum number of women, either in terms of nominations on candidate lists (known as candidate quotas), or in terms of results (including reserved seats). In many countries, political parties also voluntarily implement quotas in forming their candidate lists and internal structures.¹¹⁵

Latin American countries lead the way with legislated candidate quotas, which are used in 16 countries. The quotas in several of these countries have increased over time from 30 per cent in the 1990s and early 2000s to 50 per cent in 2008. Rwanda, which has the highest participation of women in the world with 63.8 per cent women in their lower house, uses legislated quotas in the form of both reserved seats and candidate quotas.¹¹⁶ In Algeria, women's participation in parliament jumped from 8 to 31.6 per cent in 2012, when a new quota law was introduced requiring that women comprise between 20 and 50 per cent of parliamentary candidates based on total district seats. Parties also receive state funding based on the number of women candidates elected.

Of the 20 countries that use reserved seats, eleven are in sub-Saharan Africa,¹¹⁷ which has witnessed substantial progress in women's representation in parliament, increasing from 9.7 per cent to 24 per cent between 1995 and 2014. Twelve countries in the region have more than 30 per cent women parliamentarians to their single or lower houses, and five countries have over 40 per cent. Progress in the region may also be attributable to the 50 per cent gender targets set by the African Union 50/50 Parity Principle (2002) and the Southern African Development Community (SADC) *Protocol on Gender and Development (2008)*.¹¹⁸

Voluntary party quotas are the most common form of quota used by Member States of the European Union, with 23 countries using voluntary quotas and nine countries using both legislated and voluntary quotas in 2014.¹¹⁹ In the United Kingdom, the voluntary quota of 50 per cent helped the Labour Party increase women's participation in parliament, despite its loss in total seats during the 2015 elections. Australia has also seen positive results from the use of voluntary quotas over time. In 1994, the Australia Labour Party committed to pre-select women for 35 per cent of winnable seats at all parliamentary elections by 2002, and within just two years,

¹¹¹ The other two of the top ten are Nordic countries, as of May 2016.

¹¹² IPU (2015) 'Women in Parliament in 2015: The year in review', p. 2 (<http://www.ipu.org/pdf/publications/WIP2015-e.pdf>) (Accessed 14 October 2016).

¹¹³ United Nations Statistics Division (2015) 'World's Women 2015', p. 123.

¹¹⁴ IPU (2015) 'Women in Parliament in 2015: The year in review', p. 1.

¹¹⁵ UN Economic and Social Council (2014) E/CN.6/2015/3, para. 212.

¹¹⁶ United Nations Statistics Division (2015) 'World's Women 2015', p. 123.

¹¹⁷ *Ibid.*, para. 203.

¹¹⁸ See Annex I for examples of various regional initiatives on women's participation.

¹¹⁹ European Institute for Gender Equality (EIGE) (2015) 'The Review of the implementation of the Beijing Platform for Action in the EU Member States: Gender Equality in Power and Decision-Making', p. 13 (Available at: <http://data.consilium.europa.eu/doc/document/ST-13532-2015-ADD-1/en/pdf>) [Accessed 14 October 2016].

the voluntary quota doubled the proportion of women in the lower house to 15.5 per cent in 1996.¹²⁰ In 2002, the quota was raised to 40 per cent.

The European Commission, in its Strategic Engagement for Gender Equality 2016-2019, pledged to increase the proportion of women in its senior and middle management to 40 per cent by the end of 2019.¹²¹ To support the realisation of this goal, the Commission will consider measures to improve the gender balance in political decision-making and continue to encourage Member States and support national authorities' activities promoting gender balance in political and public decision-making positions.

National quotas have been most effective when accompanied by sanctions and closely monitored by gender-responsive independent bodies.¹²² 'Clear rules for enforcement, political will on the part of leaders to implement them, sustained support from political parties and pressure from, and monitoring by, women's organisations' are factors that have contributed to the successful implementation of quotas.

The most common enforcement measure for national quotas for parliamentary elections is the rejection of candidate lists that do not meet targets, usually with the chance to revise the lists within a specific timeframe. Meanwhile, the most common form of legislation on political financing is the use of public funding as penalties or incentives to ensure compliance with quota regulations. At least eleven countries use financial penalties and/or incentives in this regard. In Burkina Faso, France, Ireland and Portugal, up to half of public funding can be cut if quotas are not met. In Togo, the candidate nomination fee is reduced if women candidates are included in party lists. Additionally, many countries require political parties to earmark public funds received toward training and other actions to enhance women's participation or toward funding women's wings.¹²³ The case of Bolivia and the Democratic Republic of Congo (DRC) is an example of the importance of additional measures to ensure the effectiveness of quotas. Although both countries have candidate list quotas of 50 per cent, the former has 53 per cent participation of women while the latter has just 9 per cent. This drastic difference in participation is attributable to the differences in implementation and enforcement: Bolivia requires parties to alternate genders on candidate lists, and failure to comply results in rejection of the list, but the DRC's law provides for no sanctions.¹²⁴

¹²⁰ IPU (2015) 'Women in Parliament: 20 years in review', p. 8.

¹²¹ European Union (2015) 'Strategic Engagement for Gender Equality 2016-2019', p. 14: (Available at: https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/strategic_engagement_for_gender_equality_en.pdf) [Accessed 14 October 2016].

¹²² General Assembly (2013) 'Report of the Working Group on the issue of discrimination against women in law and in practice', para. 39 A/HRC/23/50.

¹²³ General Assembly (2013) A/68/184, para. 43-44.

¹²⁴ World Bank (2015) *Women, Business and the Law 2016: Getting to Equal*, p. 11.

LESSONS FOR THE UNFCCC FROM EXPERIENCES IMPLEMENTING QUOTAS AND TARGETS

The policies and actions undertaken at the regional and national levels demonstrate that in order to accelerate commitments to achieve gender balance, it is necessary to employ simultaneously a range of measures. Temporary special measures, such as quotas, and targeted funding need to be part of a comprehensive approach. Efforts must also be made to identify and invest in women for leadership positions, provide capacity-building and networking opportunities for women, as well as engage both women and men, especially at the highest levels, to champion gender equality. These actions can enhance women's leadership skills and institutional knowledge as well as enable women delegates to work together with men in their delegations to develop strategies on common issues and collaborate with civil society organisations.

Given the positive effect of quotas in improving women's participation, Parties to the UNFCCC could consider setting a quota or target for women's participation in the composition of Party delegations and of the bureaux and constituted bodies. As the gateway to the UNFCCC process, Parties are encouraged to set voluntary quotas within their own delegations similar to political parties in many countries, which has proven

successful in increasing the number of women candidates and parliamentarians. For example, governments could consider adopting a voluntary quota of 30 per cent women in Party delegations to UNFCCC meetings. Parties could be requested to communicate to the UNFCCC secretariat any voluntary measures they are undertaking, including voluntary quotas, which the secretariat will compile and make available publicly, such as through the UNFCCC website.

In particular, national examples show that various measures for enforcement and accountability, with the strong support of political leaders and civil society, contribute to the successful implementation of quotas. While the use of sanctions and penalties has proven effective in increasing women's participation in regional and national contexts, it may be more challenging in the intergovernmental context of the UNFCCC. To be effective, any quotas used within the UNFCCC process would need to be complemented with enabling measures such as reporting mechanisms and financial support for women's participation in meetings. Parties should consider allocating a certain percentage from the UNFCCC Trust Fund for Participation to fund participation of women delegates from least developed countries and small-island developing states.

5.2 Addressing structural discrimination

The unequal participation of women in politics is largely the consequence of various obstacles in the form of direct and indirect discrimination in laws, regulations, customs and practices as well as gender-based stereotypes perpetuated by individuals, in law and institutions. Women face multiple hurdles to participation, including lack of information and educational opportunities, threats of violence and intimidation, financial constraints, disproportionate responsibility of unpaid care work as well as discriminatory social norms and gender stereotypes. Inherent gender bias in political institutions can include incumbency, old boys' networks, and the lack of family-friendly provisions.¹²⁵ Organisations also often lack comprehensive policies to address the areas of family planning and child care, work-life balance, and organisational culture. Women's limited access to and control over land, natural resources and financing further impede their participation in environmental and climate decision-making and action.

Various innovative measures have been undertaken within political parties to increase women's participation, including waiving party fees or registration costs, establishing women's wings to discuss and address gender issues, and introducing gender units to monitor and advocate for gender-responsive policies. They have also offered targeted training for women and used awareness-raising campaigns to improve access for women and educate party members and constituents on gender responsiveness.¹²⁶

Many countries have allocated additional funding for women candidates and implemented capacity-building initiatives, including providing peer support and training for new office holders, promoting networking opportunities and leadership programmes, and training parties to mainstream gender perspectives more effectively into activities. In addition to quotas and gender-balanced, alternating electoral lists, the European Parliament proposes both a female and male candidate for high-level EU positions and encourages the creation of incentives for more balanced political representation from municipal to regional levels.¹²⁷

Countries have also provided dedicated gender equality structures, such as cross-party women's caucuses, to provide opportunities for discussion, lobbying and networking. At the regional level, the Regional Conference on Women in Latin America and the Caribbean meets once every three years and adopts regional instruments that advocate for gender equality. The Association of Southeast Asian Nations (ASEAN) Ministerial Meeting on Women convenes different regional workshops, training sessions and consultative meetings to provide a platform for governments, civil society organisations and other stakeholders to share experiences and build commitments on various gender issues.¹²⁸

¹²⁵ UN Economic and Social Council (2014) E/CN.6/2015/3, para. 216.

¹²⁶ General Assembly (2013) A/68/184, para. 45-47.

¹²⁷ European Parliament (2015) 'Resolution of 9 June 2015 on the EU Strategy for equality between women and men post 2015', pp. 40-41 (Available at: <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+TA+P8-TA-2015-0218+0+DOC+PDF+V0//EN>) [Accessed 14 October 2016].

¹²⁸ See ASEAN website, 'ASEAN Ministerial Meeting on Women (AMMW)' (<http://asean.org/asean-socio-cultural/asean-ministerial-meeting-on-women-ammw/>).

LESSONS FOR THE UNFCCC FROM EFFORTS TO ADDRESS STRUCTURAL DISCRIMINATION

To address structural discrimination, a dedicated gender equality mechanism should be formalised within the UNFCCC process, such as a cross-delegation women's caucus, in order to allow women delegates to discuss strategies, network with each other, and collaborate with civil society representatives. Underpinning all these should be sustained capacity-building and training for women negotiators on the substantive discussions in UNFCCC bodies as well as on negotiating

skills. In parallel, men negotiators should also be targeted to raise awareness on integrating a gender perspective in the various thematic areas of the UNFCCC. As the institutional barriers to women's participation have not yet been studied in detail, Parties could consider mandating a technical report to identify structural impediments to women's participation in the UNFCCC process and measures to overcome these.

5.3 Mechanisms for monitoring and reporting

In addition to the elements of the monitoring frameworks established under the UN-SWAP and other processes, the UNFCCC process can learn from national and regional mechanisms for regular monitoring and reporting in order to measure progress and analyse trends to address gender gaps.¹²⁹

A requirement to report can be effective in ensuring regulatory compliance. In Canada, the Ontario government introduced 'comply or explain' disclosure requirements for certain companies to report publicly on the representation of women on boards and executive officer positions, which was one of the measures that led to 15 per cent of companies adding one or more women to their boards. Since 2003, the European Commission has maintained a Database on Women and Men in Decision Making to monitor progress and presents results annually (or quarterly for data on political decision-making at European and national levels) in the 'Report on Progress on Equality between Women and Men'. At the regional level in Latin America and the Caribbean, the *Quito Consensus* (2007) instructs Presiding Officers of the Conference to devote a meeting each year to the evaluation of the progress of the consensus's commitments,¹³⁰ and requested the establishment of the Gender Equality Observatory to monitor the fulfilment of international commitments to gender equality and annual reporting on progress of women's access to decision-making at various levels.¹³¹ The *Brasilia Consensus* (2010) further calls for contributing to the empowerment of indigenous women's leaderships and strengthening citizens' mechanisms for oversight.¹³²

¹²⁹ UN Economic and Social Council (2014) E/CN.6/2015/3, para. 218-22.

¹³⁰ United Nations Economic Commission for Latin America and the Caribbean (ECLAC) (2007) *Quito Consensus*, para. 2.

¹³¹ ECLAC, 'Gender Equality Observatory' database

(Available at: <http://oig.cepal.org/en/autonomies/autonomy-decision-making>) [Accessed 14 October 2016].

¹³² ECLAC (2010) *Brasilia Consensus*, para. 3.

WOMEN IN CLIMATE CHANGE DECISION-MAKING PROCESSES IN EUROPE

To promote women's participation in climate change decision-making, the European Parliament 'Resolution of 20 April 2012 on women and climate change' supports the use of 40 per cent gender quotas. The resolution stresses 'the need to see concrete action to include women, in EU climate diplomacy, at all levels of decision-making and especially in climate change negotiations, by means of measures such as introducing 40 per cent + quotas in the delegations'¹³³. It also explicitly urges the Commission and member States 'to act on its commitment to 'strive for female representation of at least 40 per cent in all relevant bodies' for climate financing', and 'underlines the need to apply this principle to technology transfer and adaptation bodies as well'¹³⁴. The European Council Conclusions on European climate diplomacy after COP21 (2016) reinforces the 'importance of ensuring women's full, equal and effective participation and equal opportunities for leadership at all levels of decision-making,' emphasising that 'Evidence shows that gender equality, women's empowerment and women's full and equal participation and leadership in economy are vital to achieve sustainable development, including climate change adaptation and mitigation'.¹³⁵

The significant focus on the area of climate change within regional instruments in the EU, including policies addressing women in climate change decision-making, correlates to substantial participation of women in the UNFCCC process. From 2008 to 2015, the highest participation of women delegates to the meetings of the UNFCCC have been from Eastern and Western Europe, with 40 per cent or higher from either region nearly every year.¹³⁶ Specifically, the EU delegation to the UNFCCC COP was comprised of 39 per cent women in 2012 and 40 per cent women in 2013 and 2014; however, the proportion dropped to 35 per cent in 2015. (See Table 7 below) Also of notable importance, the EU is the only region to explicitly promote a gender quota within climate change processes and make publicly available data on participation of women in its delegations to UNFCCC meetings in the EU website.¹³⁷

TABLE 7: Examples of gender-specific mechanisms within the processes of the three Rio Conventions

YEAR	2012	2013	2014	2015
Women (%) in EU Delegation to the COPs	39%	40%	40%	35%
Women (%) in EU Delegation to the SBs	44%	40%	48%	43%

Source: Figures taken from European Commission website, 'United Nations Framework Convention on Climate Change (UNFCCC)' (http://ec.europa.eu/justice/gender-equality/gender-decision-making/database/environment/international_level/index_en.htm) (Accessed 20 July 2016).

¹³⁴ European Parliament (2012) 'Resolution of 20 April 2012 on women and climate change', para. 6 (Available at: <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+TA+P7-TA-2012-0145+0+DOC+PDF+V0//EN>) [Accessed 14 October 2016].

¹³⁴ Ibid., para. 7.

¹³⁵ Council of the European Union (2016) 'Council conclusions on European climate diplomacy after COP21', para. 12 (Available at: <http://data.consilium.europa.eu/doc/document/ST-6061-2016-INIT/en/pdf>) [Accessed 14 October 2016].

¹³⁶ Women's Environment & Development Organization (WEDO) (2014) 'Ensuring Women's Access and Influence on Climate Change Policy', p. 11.

¹³⁷ See European Commission website, 'United Nations Framework Convention on Climate Change (UNFCCC)' (http://ec.europa.eu/justice/gender-equality/gender-decision-making/database/environment/international_level/index_en.htm) (Accessed 14 October 2016).



More than 300 women leaders gathered in Santiago, Chile, on the 27th and 28th of February 2015 to take part in the high level conference titled “Women in Power and Decision Making: Building a Different World” as part of UN Women’s global Beijing+20 campaign. The meeting aimed to galvanize political support to achieve gender equality and honour commitments made by 189 governments to uphold the Beijing Declaration and Platform for Action. The conference was attended by present and former women Heads of State and Government, parliamentarians, UN and government representatives, the private sector, activists and a Nobel Laureate. In her speech Ms. Mlambo-Ngcuka, Executive Director of UN Women, urged participants to take concrete action, saying that “both climate justice and gender justice are a precondition for the success of the development agenda and humanity’s survival.”

Credit: UN Women/Mario Ruiz

LESSONS FOR THE UNFCCC ON MONITORING AND REPORTING

Within the UNFCCC process and in the context of an enhanced work programme on gender, the UNFCCC secretariat's efforts at tracking gender balance in delegations to UNFCCC meetings and in the composition of constituted bodies could be supported and strengthened. Chairs of constituted bureaux and constituted bodies, for example, could be mandated to include a section in their report on the work of their bureaux and constituted bodies on how they are advancing the goal of gender balance and integrating gender perspectives in their work.



In collaboration with Barefoot College and its NGO partners, UN Women is supporting a programme to empower marginalized women across the world, and help them start to drive their local green economies. During a training session which ran from September 2011 to the following March, women travelled from across Africa, from countries like Uganda Liberia and South Sudan, to take part in training to become solar engineers.

Each was selected or nominated by her local community and supported by a variety of local and international organisations, and in some cases, their governments. Their trainers, who mostly speak Hindi, had to cut across linguistic and cultural barriers using gestures and signs.

Credit: UN Women/Gaganjit Singh



6 Enabling the participation of civil society in climate change decision-making processes

The involvement of civil society¹³⁸ in environmental governance helps governments reach more effective and democratic agreements by providing information and legitimacy.¹³⁹ Research indicates that increased civil society involvement in climate policy-making could contribute to enhancing public support for climate policy.¹⁴⁰

The importance of civil society in environmental decision-making was recognised in the Rio Declaration on Environment and Development from the Earth Summit in 1992. Principle 10 of the Declaration states that 'Environmental issues are best handled with participation of all concerned citizens, at the relevant level' and that each individual should have an 'opportunity to participate in decision-making processes'. Principle 20 adds that 'Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development'.¹⁴¹

Agenda 21, also adopted at the Earth Summit, formalised nine sectors of society as Major Groups,¹⁴² including the Women's Major Group, as the main channels through which broad participation would be facilitated in United Nations activities related to sustainable development.¹⁴³ The 2012 Rio+20 Conference outcome document, *The Future We Want*, recognises that action on sustainable development can only be achieved with a broad alliance of people, governments, civil society and private sector, all working together.¹⁴⁴

Civil society organisations play an important role in promoting the participation of women and advocating for gender perspectives across all areas and sectors. Indeed, in a comparative study of 70 countries over 40 years, the role of independent feminist organizations was recognised as the most critical factor in the implementation of gender equality policies and in advancing

¹³⁸ According to the United Nations, civil society is the "third sector" of society, along with government and business. It comprises formal civil society organizations (CSOs) and non-governmental organizations (NGOs), as well as traditional and indigenous organisations, voluntary associations and community based organisations.

¹³⁹ Bernauer, T. and Betzold, C. (2012) 'Civil Society in Global Environmental Governance', *The Journal of Environment & Development*, 21, 1.

¹⁴⁰ Bernauer, T., et al. (2016) 'Could more civil society involvement increase public support for climate policy-making? Evidence from a survey experiment in China', *Global Environmental Change*, 40.

¹⁴¹ United Nations (1992) *Rio Declaration on Environment and Development*.

¹⁴² The Major Groups are as follows: Women; Children and Youth; Indigenous Peoples; Non-Governmental Organizations; Local Authorities; Workers and Trade Unions; Business and Industry; Scientific and Technological Community; and Farmers.

¹⁴³ See United Nations Department of Economic and Social Affairs (DESA) website, 'Sustainable Development Knowledge Platform: About Major Groups and other stakeholders' (<https://sustainabledevelopment.un.org/aboutmajorgroups.html>) (Accessed 14 October 2016).

¹⁴⁴ UN General Assembly (2012) 'The future we want', A/RES/66/288.

women's rights.¹⁴⁵ Women's organisations have provided platforms to build capacity, network and share tools and knowledge, thereby enabling women to advocate for policies and actions at the local, national, regional or global levels. Women's participation in the design, planning and implementation of climate action can lead to improved environmental and development outcomes for all¹⁴⁶ while enhancing the gender responsiveness of climate policies.

6.1 The role of women's civil society organisations in climate decision-making processes

The role and engagement of civil society in intergovernmental processes can be instrumental in bringing to the fore the voices and experiences of women working on the ground as well as highlighting the good practices employed by local communities in the face of climate change. These platforms have provided civil society with avenues for direct participation in decision-making, including through physical attendance in meetings, where representatives can often make oral statements, as well as through stakeholder consultations and written submissions.

During the intergovernmental negotiations for the 2030 Agenda, the Women's Major Group helped to ensure that the new global agenda for sustainable development addressed pathways to achieving gender equality and the empowerment of women. The advocacy efforts of members of the Group included attending meetings and negotiations, making statements on the floor, reaching out to delegations, drafting position papers and promoting communication campaigns. These efforts helped to ensure the incorporation of gender equality and women's empowerment as central tenants of the 2030 Agenda, including through a dedicated gender equality goal, gender-specific targets and gender mainstreaming in the implementation of the 2030 Agenda.

Women's civil society organisations and the UNFCCC

Within the UNFCCC process, civil society organisations can obtain observer status and participate in sessions of the UNFCCC bodies. As of 2015, over 1,900 civil society organisations have been admitted as observers.¹⁴⁷ Many have grouped themselves by the types of organisations they represent, and there are currently nine constituencies¹⁴⁸.

The platform for women's organisations within the UNFCCC process is the Women and Gender Constituency (WGC). The WGC serves as a focal point to facilitate engagement with the UNFCCC secretariat and Parties during the intergovernmental process. Members include civil society and non-governmental organisations (NGOs) that work for women's rights and gender justice and/or environmental protection. The WGC is a platform to exchange information, develop strategies and work collectively to ensure that gender issues are considered in the various work areas of the UNFCCC. It also ensures that meetings, workshops and conferences include the participation and representation of women's civil society and NGOs which otherwise would not be able to attend.¹⁴⁹ With its broad membership, the WGC serves as a platform to bring women's voices from different geographies and experiences, including those from the grassroots, to the intergovernmental

¹⁴⁵ UN Economic and Social Council (2014) E/CN.6/2015/3, para. 20, referencing Htun M. and Weldon L. (2012) 'The civic origins of progressive policy change: combating violence against women in global perspectives 1975-2005', *American Political Science Review*, 106, 3.

¹⁴⁶ Mary Robinson Foundation – Climate Justice (2015) 'Women's Participation: An Enabler of Climate Justice' (Available at: http://www.mrfcj.org/wp-content/uploads/2015/11/MRFCC- Womens-Participation-An-Enabler-of-Climate-Justice_2015.pdf) [Accessed 14 October 2016].

¹⁴⁷ See UNFCCC website, 'Observer organizations' (Available at: http://unfccc.int/parties_and_observers/observer_organizations/items/9524.php) [Accessed 14 October 2016].

¹⁴⁸ UNFCCC (2011) 'Non-governmental organization constituencies' (Available at: https://unfccc.int/files/parties_and_observers/ngo/application/pdf/constituency_2011_english.pdf) [Accessed 14 October 2016].

¹⁴⁹ See Women and Gender Constituency website (Available at: <http://womensgenderclimate.org/our-background/>) [Accessed 14 October 2016].

Climate Justice ensures that the voices of those people most vulnerable to climate change are heard in decision making processes. Representatives of local community groups, like Myriam Vergara, Cabrerías de Tabolango (left), and Nieves Barcalcer, Neighbourhood Council El Manzanito (right) and high-level women leaders on climate change met in Santiago de Chile in February 2015. The high-level women listened to the local leaders' concerns and experiences in order to carry their message into a meeting on "Women and Power: Building a Different World", that was co-hosted by President Michelle Bachelet and UN Women in Santiago de Chile in February 2015 the following day. Santiago de Chile, February 2015. Read More <http://www.mrfcj.org/resources/womens-participation-an-enabler-of-climate-justice/>

Credit: Mary Robinson Foundation – Climate Justice



process. Members are also instrumental in bringing the decisions taken by Parties to the UNFCCC back to the national level and their local communities to inform and empower them to advocate for follow-up to and implementation of global agreements.

For example, during the drafting of the Paris Agreement, the WGC played a crucial role in advocating for the inclusion of gender equality, human rights and climate justice. During COP 21, women's groups met in caucuses to develop strategies on effective lobbying of Party delegations in order to ensure a gender-responsive climate agenda. WGC members also monitored key meetings during the COP and shared information at the caucus meetings. During the negotiations, the WGC engaged in public outreach by highlighting local best practices on climate action and programmes in the exhibition space.¹⁵⁰

Civil society organisations have effectively mobilised support to increase the direct participation of women from the least developed countries (LDCs) in the negotiations. The Women Delegates Fund (WDF) was launched by the Global Gender Climate Alliance (GGCA) in 2009, and has been coordinated by the Women's Environment and Development Organization (WEDO) and supported by the Government of Finland. Since its creation, the WDF has supported over 200 trips for more than 50 women to attend 25 sessions of the UNFCCC.¹⁵¹ Recognising that true transformation requires more than just 'seats at the table', the WDF, which began as a travel fund, has evolved into a comprehensive leadership programme with innovative actions in the form of mentorship and networking opportunities in addition to financial support, as well as capacity building through skills modules and pre-session 'night schools'. Comprehensive projects, such as the WDF, which specifically aim to enhance the quality and quantity of women's participation has contributed greatly to the progress in the participation of women over the years in the UNFCCC process.

Women have also advocated for climate justice and monitored gender balance in the UNFCCC process through WEDO, with the mission to promote human rights, gender equality and the environment. Women from all regions are mobilised through active campaigns and programmes to pledge actions, consult with groups regionally and influence the UNFCCC negotiations. Through WEDO, women are able to build partnerships to development toolkits for implementation of gender-responsive actions and support women environmental activists, such as the joint initiative with the Women in Europe for a Common Future (WECF) to empower women in low-income countries politically and economically.¹⁵²

¹⁵⁰ See Women's Major Group website (Available at: <http://www.womenmajorgroup.org/womens-major-group-activity-in-paris-at-cop21/>) [Accessed 14 October 2016].

¹⁵¹ WEDO (2014) 'Ensuring Women's Access and Influence on Climate Change Policy'.

¹⁵² See Women and Gender Constituency website (Available at: <http://womengenderclimate.org/our-background/>) [Accessed 14 October 2016].

6.2 Avenues for enhanced participation by civil society in climate action

There are numerous ways in which civil society can engage in climate action at the national level and promote gender-responsive approaches. Some examples are presented below.

- **Nationally Determined Contributions**

Nationally determined contributions (NDCs) under the Paris Agreement outline how, and by how much, countries will reduce their emissions, and the actions they will undertake to strengthen climate resilience. Each Party to the Paris Agreement is required to communicate NDCs that it intends to achieve every five years.

Prior to the adoption of the Paris Agreement, Parties submitted intended nationally determined contributions (INDCs). Of the 160 INDCs reviewed for gender responsiveness, only '37.5 per cent explicitly mentioned "women" or "gender" in the context of national ambitions, 31 referenced a gender dimension both for the mitigation and adaptation components of their commitments and four specifically addressed gender in mitigation actions'.¹⁵³

The level of consultation and stakeholder participation in the preparation of INDCs varied from country to country and was not a requirement specified by the UNFCCC. For example, in Uganda, two large stakeholder consultation workshops informed the development of the INDC submitted before COP 21. The first consultation was on the outline INDC and baseline report (conducted in May 2015), and the second on the draft INDC (held in July 2015). Key stakeholders, from both inside and outside the Government and at national and sub-national levels, were engaged throughout the entire INDC development process. This example from Uganda offers a template for other countries to follow.

There is considerable room for improvement both in terms of civil society participation and gender mainstreaming in the next round of NDCs, expected by 2020. Parties to the UNFCCC can provide for formal and informal mechanisms to enable civil society and women's organisations in the preparation of NDCs.¹⁵⁴

- **Technology Needs Assessments**

Mapping stakeholders, experiences, and good practices in incorporating gender equality considerations in climate adaptation and mitigation technologies can also provide information on the participation of women's groups and organisations. Technology Needs Assessments (TNAs) assist developing country Parties to determine their technology priorities for the mitigation of greenhouse gas emissions and adaptation to climate change. In order to facilitate women's engagement, technology transfer and development should ensure greater skill-sharing and knowledge opportunities for all women. This also requires greater recognition and integration of the traditional knowledge, innovations and practices of women in mitigation and adaptation actions and policies¹⁵⁵. The participation of women in TNAs and in every stage of the technology cycle can contribute to the development of gender-responsive climate technologies.¹⁵⁶ The updated guidelines on TNA prepared by the United Nations Environment Programme (UNEP) and Global Environment Facility (GEF) suggests the holding of gender-sensitive stakeholder consultations in order to consider the different viewpoints and needs of women.¹⁵⁷

¹⁵³ UNFCCC (2016) 'Guidelines or other tools for integrating gender considerations into climate change related activities under the Convention', technical paper, para. 104-05 FCCC/TP/2016/2.

¹⁵⁴ Dodwell, C., et al. (2015) 'Supporting ambitious Intended Nationally Determined Contributions: Lessons learned from developing countries', Climate and Development Knowledge Network (CDKN) working paper (Available at: http://cdkn.org/wp-content/uploads/2015/07/CDKN_INDCS_Working_Paper_final_web3.pdf) [Accessed 14 October 2016].

¹⁵⁵ Women and Gender Constituency (WGC) (2015) 'Position Paper on the 2015 New Climate Agreement' (Available at: http://womensgenderclimate.org/wp-content/uploads/2015/06/WGC_FINAL_1June.pdf) [Accessed 4 October 2016].

¹⁵⁶ United Nations Environment Programme (UNEP) and Global Environment Facility (GEF) (2015) 'Identification and Engagement of Stakeholders in the TNA Process', Stakeholders guide note, p. 23.

¹⁵⁷ Ibid.

- **National Communications**

Parties submit national reports called National Communications (NCs) on the implementation of the UNFCCC to the COP. In order to facilitate stakeholder engagement and the full and equal participation of women in the process of preparing a NC, UNDP has prepared the 'Gender Responsive National Communications Toolkit.' This toolkit provides guidance to enhance gender responsiveness at various entry points in NCs. It specifically recommends the inclusion of 'budgeting for the stakeholder engagement process, to be guided by a dedicated manager with knowledge of social- and gender-inclusive criteria, in order to engage with a cross section of stakeholders.... This will, in turn, facilitate the participation of women and allow for the inclusion of their interest, needs and concerns.'¹⁵⁸

6.3 Listening to and learning from local communities and grassroots women in climate decision-making processes

Grassroots women's participation is about having access to and control over resources and giving voice to those who are disadvantaged and excluded. It stresses the *right* to engage in decision-making processes,¹⁵⁹ from the local to the global. Participation by local communities in sustainable development has been a focus of development practice since the late 1970s.¹⁶⁰ Tools like Rapid Rural Appraisal and Participatory Rural Appraisal were designed to collect first-hand information from local people about their perceptions of their environments and living conditions. Participatory approaches in development cooperation show that integrating grassroots level planning and action with local and regional planning approaches leads to more sustainable and better coordinated development.¹⁶¹ Participatory approaches came to inform climate policy through Community Based Adaptation (CBA), a community-driven, empowering approach to building resilience that strengthens local capacity,¹⁶² integrates local and scientific information and values local knowledge about climate change and climate solutions.

The knowledge and skills of local and indigenous women are especially important in adaptation to climate change and sustainable management of natural resources. Grassroots women in particular are important for the sustainability and scalability of effective community knowledge and practices and multi-stakeholder initiatives can help to build the capacity of women at the local level and enable their participation in decision-making. Research by the Huairou Commission has found that 'living and working in areas of poverty and marginalized from decision-making processes, women have been addressing water and sanitation issues, upgrading infrastructure, and seeking sustainable energy resources because conditions of the built environment directly affect their ability to improve their lives and their families.'¹⁶³ In fact, grassroots women have developed strategies for strengthening women's organisation and leadership, building coalitions and influencing public policy processes.¹⁶⁴ Community led partnerships also foster innovation by creating new mechanisms for engagement and partnership, as well as opportunities to generate and share knowledge and good practices.¹⁶⁵

¹⁵⁸ UNFCCC (2016) 'Guidelines or other tools for integrating gender considerations into climate change related activities under the Convention', Technical paper, para. 104-05 FCCC/TP/2016/2.

¹⁵⁹ See International Institute for Environment and Development (IIED) website, 'Participatory Learning and Action' (Available at: <http://www.iied.org/participatory-learning-action>) [Accessed 4 October 2016].

¹⁶⁰ IIED (2004) 'Participatory Learning and Action 50: Critical reflections, future directions, for an overview of participatory approaches' (Available at: <http://www.iied.org/pla-50-critical-reflections-future-directions>) [Accessed 14 October 2016].

¹⁶¹ Chatty, D., et al. (2003) 'Participatory Processes towards Co-Management of Natural Resources in Pastoral areas of the Middle East: A Training of Trainers Source Book Based on the Principles of Participatory Methods and Approaches'. Rome & Palmyra: FAO.

¹⁶² Reid, H., et al. (2009) 'Participatory Learning and Action 60: Community-based adaptation to climate change' (Available at: <http://www.iied.org/pla-60-community-based-adaptation-climate-change>) [Accessed 4 October 2016].

¹⁶³ Huairou Commission (2015) 'Community resilience at scale: grassroots women demonstrating successful practices', p. 4.

¹⁶⁴ *Ibid.*, pp. 4-5.

¹⁶⁵ World Bank (2015) 'Community-led partnerships for resilience', p. 11.

“In my experience, women are the key to building a community. When we invest in women’s participation, we have an ally who wants a stable community and roots for her family. Each woman is not only a worker, but also a provider, a caretaker, an educator, a networker and a vital forger of bonds in a community. Moreover, women’s participation brings constructive, creative and sustainable solutions to the community. I consider women’s participation and representation an integral part of building stable, peaceful communities.”

Ela Bhatt speaking at the UNDP Sustainable Lifestyles event at COP 21 in Paris
December 11, 2015

There is increasing recognition in the climate and development communities of the need to listen to and learn from people living on the frontlines of climate change in order to design actions that are both supported by local communities and effective.¹⁶⁶ The Principles of Climate Justice state that the opportunity to participate in decision-making processes which are fair, accountable, open and corruption-free is essential to the growth of a culture of climate justice. The participation of women, and in particular local or grassroots women, in decisions that impact their lives is central to this principle.

Grassroots women's participation in climate decision-making processes at the national level

Climate solutions benefit from the knowledge, skills, perspectives and resources that women bring to the table. Women's leadership is key to the implementation of more effective, sustainable strategies, including in the use of natural resources, economic growth and technology development and transfer.

The following case studies detail how the participation of grassroots women has led to positive outcomes for communities and climate action.

¹⁶⁶ Mary Robinson Foundation – Climate Justice and the Irish Government (2013) 'Report of the Hunger- Nutrition-Climate Justice Conference' (Available at: <http://www.mrfcj.org/media/pdf/HNCJ-Conference-Report.pdf>) [Accessed 14 October 2016].

¹⁶⁷ See the Mary Robinson Foundation – Climate Justice website, 'Principles of Climate Justice' (Available at: <http://www.mrfcj.org/pdf/Principles-of-Climate-Justice.pdf>) [Accessed 7 October 2016].

¹⁶⁸ World Bank (2015) 'Community-led partnerships for resilience', p. 19.

¹⁶⁹ Huairou Commission (2015) 'Community resilience at scale: grassroots women demonstrating successful practices'.

¹⁷⁰ For further information see the UN Women website (Available at: <http://gate.unwomen.org/Evaluation/Details?evaluationId=4749>) [Accessed 7 October 2016].

¹⁷¹ For further information see the UN Women website (Available at: <http://asiapacific.unwomen.org/en/countries/fiji/increasing-community-resilience>) [Accessed 7 October 2016].

SUCCESSSES OF GRASSROOTS WOMEN IN CLIMATE ACTION AROUND THE WORLD

INDIA

In India, a four-day training on adaptive farming practices for 20 grassroots women has reached over 2,000 women across two states. After the training, the 20 women were able to train 1,230 women farmers in 41 villages and peer learning exchange further led to awareness raising and practice transfers across states.¹⁶⁸ A meeting of 9 self-help groups organised by a women's federation led grassroots women to undertake a community risk mapping in 2011, where they identified priorities to address: water scarcity, drought and impact on livelihoods.

A women farmer group was formed to lead the design and implementation of solutions to declining farm production. Needing more training and technical knowledge, they partnered with a government agency, university and training centres.

The participatory process and community organising resulted in the development of two replicable practices: organic agriculture and water sources revival.

KENYA

In response to forest depletion from human activity, grassroots women in the central highlands of Kenya developed a biogas project as an alternative source of energy in order to help restore the ecosystem. The project began in 2012, after 30 grassroots women leaders from five self-help groups conducted a risk-mapping exercise and identified the risks and possible solutions. The women received training by leveraging external opportunities promoted by the Ministry of Agriculture and other programs. Through active mobilisation, they identified households where biogas tanks could be constructed and helped broader communities to accept biogas in risk reduction.

The women also found an alternative solution to large cement domes by utilising plastic polythene tents, which could be installed in a shorter period with less cost. The local availability of resources also allowed scalability. With the time previously spent collecting firewood, the women were able to dedicate more time towards income generation and public participation.¹⁶⁹

VIET NAM¹⁷⁰

'Strengthening women's capacity in disaster risk reduction to cope with climate change', a UN Women programme in Viet Nam, demonstrated how through training and awareness-raising on disaster risk reduction and management activities, local women acquired the knowledge and skills needed to help them better prepare for natural disasters, thereby reducing the negative consequences of climate change and natural disasters to them, their families and their community.

As these women gained more knowledge on disaster risk reduction (DRR), they have also articulated their specific concerns as women and girls. Organizing themselves within the Viet Nam Women's Union, they obtained a seat and a voice in the Central Committee for Natural Disaster Prevention and Control, the country's inter-Ministry committee for all disaster management policies and activities. From being mere recipients of the country's plans and programmes on disaster management, local women assumed their place in decision-making and planning for disasters where they now also bring in their specific concerns as women and their contributions to solutions from a gender perspective. The programme also developed a number of practical tools: Gender Equality and Disaster Risk Reduction training manuals for Viet Nam Women's Union staff and a Policy Brief on Gender and DRR which included policy advice for decision-makers.

PACIFIC ISLAND COUNTRIES¹⁷¹

UN Women's Pacific Multi-Country Office's Climate Change and Disaster Risk Reduction programme, which covers 14 Pacific Island Countries, is a good example of how capacity-building efforts help to ensure that climate change programmes reflect gender perspectives. The Programme supports Pacific women to become full and equal partners and leaders and beneficiaries of disaster risk reduction and climate change adaptation efforts and overall sustainable development. Towards this end, UN Women works with local women's groups, governments, regional development partners and NGOs to ensure that the needs and priorities of women are centrally considered in all stages of climate policy development and project or programme implementation.

6.4 Participation by local communities and grassroots women in international processes

Whilst improvements in participation by civil society in international processes have been documented over time, the quality and effectiveness of this participation has been variable. The tendency has been for more emphasis on participation by civil society organisations than on participation by grassroots actors.¹⁷² The climate regime lags behind some other international processes in terms of participation by local communities and grassroots women. The CBD, for example, includes local communities and indigenous peoples as one of the major stakeholders in its work. Article 8(j) of the CBD recognised the contribution of traditional knowledge to the conservation and sustainable use of biological diversity. Several mechanisms have been established to facilitate the participation of indigenous and local communities, including indigenous women, in meetings of the CBD, including through the ad hoc open-ended Working Group on the implementation of Article 8(j).

The mechanisms that have been developed within the CBD include financial and logistical support to enable indigenous and local communities to attend meetings as well as participate in formal and informal groups (such as contact groups and Friends of the Chair groups) and capacity-building efforts. The work of the CBD secretariat to engage indigenous peoples and local communities is seen as a good practice model for the rest of the United Nations System.¹⁷³ Indigenous and local community representatives who attend CBD meetings form a caucus which is referred to as the International Indigenous Forum on Biodiversity (IIFB).

The Parties to the CBD also established a voluntary funding mechanism known as the Voluntary Trust Fund for Facilitating Participation of Indigenous and Local Communities. The fund gives special priority to supporting the participation of representatives from developing countries, countries with economies in transition and small-island developing states. To facilitate dialogue and exchange information among indigenous and local communities, the CBD secretariat also developed the web-based Traditional Knowledge Information Portal, which incorporates many communication and interactive components, including an electronic conferencing platform.¹⁷⁴

Participation by local communities and grassroots women in the UNFCCC

Indigenous and grassroots women have made valuable contributions to the CBD process, and the UNFCCC process would benefit from creating similar platforms and funds to enable participation and information sharing. The report of the second Lima Work Programme In-Session Workshop¹⁷⁵ recognises that 'giving a voice to grass-roots community leaders in the planning and implementation of climate change policies and programmes helps to ensure that local needs and knowledge are incorporated, thereby increasing the effectiveness of these policies and programmes'.

Enabling the participation of local and grassroots women in the UNFCCC would increase awareness among decision makers of the value of traditional and local knowledge. In 2014, participants in a meeting organised by the Adaptation Committee and the Nairobi Work

¹⁷² Shine, T. and McCabe, S. (2014) 'Listening and Learning: A case study on engaging active participation by grassroots practitioners at an international conference', Conference paper from the 3rd UNITAR-Yale Conference on Environmental Governance and Democracy, New Haven, USA, 5-7 September 2014.

¹⁷³ Secretariat of the CBD (2009) 'Contribution to the study on "Indigenous peoples and the right to participate in decision-making"', undertaken by the Expert Mechanism on the Rights of Indigenous Peoples, Human Rights Council'.

¹⁷⁴ See CBD website, 'Article 8(j) – Traditional Knowledge, Innovations and Practices' (Available at: <https://www.cbd.int/traditional/>) [Accessed 21 September 2016].

¹⁷⁵ FCCC/SBI/2016/10.

Programme, identified tools and good practices for the use of indigenous and traditional knowledge and practices for adaptation, as well as tools for gender-responsive adaptation. The report of the meeting highlights the value of participatory rural appraisal tools, multi-stakeholder dialogues and supportive institutional structures at national and local levels, as well as knowledge exchange platforms.¹⁷⁶ To enable the recognition and participation of local communities, participants recommended the mainstreaming of indigenous and traditional knowledge and practices into national adaptation plans process from the outset, through a national dialogue among all stakeholders.

The report also recommends the establishment of a group of experts to support the application of local, indigenous and traditional knowledge and practices in adaptation and to assess and report on the role of local, indigenous and traditional knowledge and practices in adaptation.¹⁷⁷ Furthermore, Paragraph 135 of Decision 1/CP.21¹⁷⁸ establishes a platform for the exchange of experiences and sharing of best practices on mitigation and adaptation in a holistic and integrated manner, focused on local and indigenous peoples. To ensure that this platform is responsive to the needs of women and men, the platform should be guided by the pursuit of gender-responsive climate action and the empowerment of women.

As highlighted earlier in this section, work is already underway by the WGC to facilitate the engagement of grassroots women in UNFCCC fora while also advocating on behalf of local communities. Building on this foundation, Parties can create the space for a broad range of actors to participate in the development of gender-responsive climate policy at the local, national and international levels.

¹⁷⁶ UNFCCC (2014) 'Report on the meeting on available tools for the use of indigenous and traditional knowledge and practices for adaptation, needs of local and indigenous communities and the application of gender-sensitive approaches and tools for adaptation' FCCC/SBSTA/2014/INF.11.

¹⁷⁷ Ibid., para. 28.

¹⁷⁸ UNFCCC (2015) Decision 1/CP.21 FCCC/CP/2015/10/Add.1

LESSONS FOR THE UNFCCC IN ENABLING THE PARTICIPATION OF CIVIL SOCIETY AND GRASSROOTS WOMEN

The UNFCCC secretariat and Parties should continue, in a more systematic and regular manner, to promote the participation of civil society, women's organisations, local communities and grassroots women in climate decision-making.

Measures to enable the participation of women from civil society, in particular grassroots women, can include:

- i) Enabling regular consultations between women's organisations / grassroots women and Party delegations at national level and in the context of the UNFCCC to inform climate policy
- ii) Establishing an online platform under the UNFCCC to share views, knowledge and experiences related to local and traditional knowledge, needs and concerns
- iii) Requesting the secretariat to maintain a roster of representatives of local women's organisations, including grassroots and indigenous women, which is periodically updated and used to facilitate grassroots women's participation
- iv) Organising dedicated events to allow for the exchange of information, best practices and experiences in local and grassroots participation in and gender-responsive approaches (co-organised, for example, by the Women and Gender Constituency (WGC), the Global Gender Climate Change Alliance (GGCA) and the UNFCCC secretariat)
- v) Establishing a voluntary fund to facilitate participation and capacity building for local and grassroots women to engage in the UNFCCC.

The experiences presented above point to the importance of dedicated financial resources to

facilitate the engagement of civil society and representatives of local women's organisations in the UNFCCC process. The availability of funding for capacity-building, training and travel is always a constraint, however, the UNFCCC secretariat has done very well in working with partners from the United Nations, intergovernmental organisations, women's organisations and other donors to facilitate the engagement of civil society and women's organisations and their attendance in UNFCCC meetings and conferences. The next step is to facilitate greater participation by women working at the local level to bring their perspectives, knowledge and solutions to international climate policy-making.

As the UNFCCC secretariat does not have presence at country level, partners with country programmes should provide the secretariat with information on: i) how they are engaging civil society, women's organisations and grassroots women in their work; ii) opportunities for engaging civil society, women's organisations and grassroots women in climate policy-making, for example, in the drafting of NDCs, NAPs and National Communications. The UNFCCC secretariat could then analyse this information and use the results to encourage Parties to undertake multi-stakeholder consultations involving women's groups, local communities and grassroots women.

Parties should, where appropriate, include grassroots women from climate impacted communities as part of their delegations to COP and Subsidiary Body meetings of the UNFCCC. This would serve a dual function of sensitising negotiators to the needs of communities in their country while also empowering the grassroots participants to participate in discussions.

7 Conclusions and Recommendations

The equality of women and men in voice and leadership in climate decision-making processes is an issue of human rights and climate justice. The impacts of climate change are different for women and men, with women likely to bear the greater burden in situations of poverty. Climate change exacerbates existing social inequalities, leaving women disproportionately vulnerable to climate impacts. Acknowledging that men and women are impacted differently by climate change and enabling equal participation in the design, planning and implementation of climate policy can contribute to the development of gender-responsive climate policies and outcomes which are ultimately better for people and planet.

The need to enable women to fulfil their role as agents of change through meaningful participation in decision-making has been recognised in international spheres for decades. In particular, the CEDAW urges States to 'take all appropriate measures' to ensure women the equal opportunity to represent their Governments at the international level and participate in the work of international organisations, and the Beijing Declaration and Platform for Action further call for gender balance through setting specific targets and implementing measures to enhance participation of women. In the context of the UNFCCC, Decision 23/CP.18 and the Lima Work Programme on Gender called on Parties, among other actions, to support training and awareness-raising of all delegates on gender balance and climate change issues as well as building the skills and capacity of women delegates.

Despite this recognition and call to action, progress towards gender balance under the UNFCCC has been slow. Monitoring of gender composition by the secretariat mandated in Decision 23/CP.18 indicates some improvement in the gender composition of Party delegations but little discernible progress in most bodies. Between 2012 and 2016, women delegates accounted for 29 to 42 per cent of Party delegations to the sessions of the COP, the ADP and the subsidiary bodies. The proportion of women in the composition of delegations actually declined from 36 per cent at both COP 19 and COP 20 to 32 per cent at COP 21. For heads of delegation, the picture is even less encouraging with only 26 per cent of delegations headed by women in COP 20 (2014), declining to 20 per cent in COP 21 (2015). It is clear that further measures are required to realise the goal of gender balance agreed by Parties in Decision 23/CP.18.

THE FULL VIEW

Research for this report reviewed policies and practices of intergovernmental bodies, national governments, regional mechanisms and other related initiatives, to draw lessons for the UNFCCC Parties, secretariat and other stakeholders in advancing the goal of gender balance, and to enhance gender-responsive climate policy.

While achieving the important goal of gender balance is a critical component in realising a gender-responsive climate policy and responses, only through comprehensive and complementary actions and measures aimed at making a difference in the lives of women and girls on the ground can substantive gender equality be realised.

The recommendations below address specific actions to realise the goal of gender balance as well as the systemic integration of a gender perspective in the UNFCCC process.



TO REALISE

THE GOAL OF GENDER BALANCE, PARTIES TO THE UNFCCC SHOULD CONSIDER THE FOLLOWING ACTIONS:

- Include **incremental targets** with **specific timeframes** for the participation of women in any decision mandating the establishment of bodies to support the work of the Convention and the Paris Agreement, aiming for starting point of 30 per cent of women at their initial establishment, tailored to the bodies' specificities (e.g., criteria for selection of its members and number of years of operation). Within a period of six years after its establishment, a gradual increase from 40 per cent and then 50 per cent should be realised
- Mandate newly constituted bodies to review, every six years, how it is realising the targets on gender balance as mandated and discuss further ways and measures to reach the goal of gender balance in their specific bodies. These bodies could be mandated to include in their report on the progress of their work how they are contributing to realising gender balance and how they are planning to further advance this goal
- Institute **temporary special measures** – including the use of quotas – for existing bodies with less than 30 per cent women, particularly for those bodies with no or few women. For constituted bodies that allow for two or more representatives per group (i.e., Annex I or non-Annex I or based on regional grouping), Parties should be encouraged to nominate at least one woman
- Expand opportunities for leadership positions through “for example” **co-leadership** of one woman and one man; **rotating leadership** to ensure that there are no consecutive terms held by persons of the same gender (i.e., a man should be followed by a woman and vice versa); **providing for alternate chairs** and for facilitators who are not of the same gender as the chair/facilitator
- Commit to gender balance among speakers when constituting panels, and integrate gender issues in panel agendas, in-session workshops and roundtables
- Mandate the organisation of a workshop under the UNFCCC to review good practices in increasing gender balance and to identify barriers to achieving the goal of gender balance and the means to overcome these
- Mandate the preparation of a technical report on structural impediments to women's participation and possible remedies, to serve as input to the workshop on gender balance
- Allocate a certain percentage from the UNFCCC Trust Fund for Participation to fund participation of women delegates, with a priority to create a separate, targeted trust fund to support participation of women delegates from least developed countries and small-island developing states. This would complement other affirmative actions (e.g. giving preference to equally-qualified women as beneficiaries of travel funds) to support women's participation in meetings and participate as delegates to UNFCCC meetings.

TO ACCELERATE

THE REALISATION OF GENDER BALANCE IN THE COMPOSITION OF NATIONAL DELEGATIONS AND IMPROVE PARTICIPATION OF WOMEN IN THE UNFCCC PROCESS, PARTIES AT THE NATIONAL LEVEL SHOULD CONSIDER THE FOLLOWING ACTIONS:

- Set an initial **quota of 30 per cent** women in Party delegations to subsidiary body meetings and at COPs. The quota should be increased progressively to 40 per cent, with the aim of reaching 50 per cent at the end of a six-year period following the institution of the quota
- Allocate **dedicated travel and capacity-building funding** for women delegates with the aim to ensure their full and equal participation in the UNFCCC process
- Include representatives of **civil society and grassroots organisations** on Party delegations and encourage the inclusion of grassroots women on the delegations of civil society organisations to the UNFCCC
- Mobilise resources and partnership opportunities for **technical and skills training and capacity-building** for women delegates and ensure that women are guaranteed space in trainings offered for everyone
- Promote regular **awareness-raising trainings for all delegates** on gender balance and its contribution to gender-responsive climate action
- Put in place policies and mechanisms “including through a national **gender-responsive climate change action plan**” to ensure effective implementation of gender-specific mandates from UNFCCC decisions and the Paris agreement
- Demonstrate leadership and accountability from the highest level of Government to the goal of gender balance
- Create and support opportunities for **discussions, networking and collaboration** among women delegates as well as between women delegates and representatives from women’s organisations, including grassroots and indigenous organisations most affected by climate change impacts, with the aim of enhancing participation and gender-responsive climate policy and action
- Identify and strengthen **leadership of women’s organisations at the local level** to encourage a participatory and consultative approach for informing climate-related policy-making
- Build capacity of grassroots women to participate in national, regional and international climate change-related processes
- Provide **adequate resources** and create formal platforms¹⁷⁹ such as workshops, roundtables and dialogues for women’s organisations, including grassroots women, to build their capacity for their meaningful participation and engagements in regional or global processes, serving as crucial conduits of local knowledge and experience to inform global normative-setting and decision-making processes and the design, planning and implementation of gender-responsive climate action.

¹⁷⁹ See for example the platform for the exchange of experiences from local communities and indigenous people in Para 135 of Decision 1/CP.21

TO CONTRIBUTE

TO ADVANCING THE GOAL OF GENDER BALANCE AND IMPROVE WOMEN'S PARTICIPATION IN THE UNFCCC PROCESS, THE UNFCCC SECRETARIAT, WITH THE SUPPORT OF PARTIES, CIVIL SOCIETY AND OTHER STAKEHOLDERS, WHERE APPROPRIATE, IS REQUESTED TO:

- Maintain and regularly update its **online platform** for sharing information on women's participation and gender-responsive climate policy. The platform should enable Parties and other stakeholders that have country programmes to share information with the UNFCCC secretariat on work related to: a) how they are engaging civil society, women's organisations and grassroots women in their work and key insights from those engagements for integrating a gender perspective in various thematic areas; b) needs and/or opportunities for increasing the participation of civil society and women's organisations in, for example, the drafting of NDCs, NAPs, National Communications and in accessing funds from the Green Climate Fund and the Global Environment Facility
- Collect and analyse data on women's participation in the UNFCCC process including membership and chairing of **informal bodies and groups**; disaggregate data on the composition of bodies by sex and regional representation and regularly report such data to UNFCCC bodies
- **Provide information, regularly and systematically**, to Parties when they are constituting bodies and informal contact groups, or when they are appointing facilitators and chairs, on available measures to be taken to promote the goal of gender balance
- Formalise a **dedicated gender equality networking platform** within the UNFCCC process, to allow women delegates to discuss strategies, network with each other, and collaborate with civil society representatives.

TO REINFORCE

THE ABOVE MEASURES AND AS PART OF A COMPREHENSIVE SET OF ACTIONS TO ACHIEVE GENDER EQUALITY AND ENSURE THE SYSTEMATIC INTEGRATION OF A GENDER PERSPECTIVE IN ALL THEMATIC AREAS OF WORK OF THE UNFCCC, THE FOLLOWING COMPLEMENTARY MEASURES ARE STRONGLY RECOMMENDED:

- Parties should mandate the **development of a gender policy** to guide Parties, the UNFCCC secretariat and other stakeholders in all climate policy and actions. The gender policy should lay down the principles and the over-all framework to guide the formulation and implementation of gender-related mandates of the UNFCCC decisions and the Paris Agreement, and the achievement of gender equality
- The policy should mandate the elaboration of a **Gender Action Plan (GAP)** which would include priority result areas, key activities, indicators of success for each identified result area, as well as specific timelines and responsible actors (including Parties, UNFCCC secretariat, specific bodies and other stakeholders) and resource requirements for each area. Result or action areas should include:
 - Identification of key entry points for the integration of a gender perspective in all relevant thematic work areas of the UNFCCC and in the implementation of the Paris Agreement
 - Research and analysis on gender-responsive climate policy and actions and gender balance
 - Capacity-building on gender mainstreaming and gender-responsive climate policy for women and men participating at COPs, as well as targeted preparatory meetings and trainings for women participants prior to each COP
 - Identification of partnerships and resources to complement and enhance the secretariat's capacity in carrying out its gender-related mandates and support the mainstreaming of a gender perspective in the thematic work areas of the UNFCCC
 - Mechanisms for monitoring, reporting and evaluation of the GAP and realising the goal of gender balance in national party delegations and UNFCCC bodies
- The GAP should be complemented by a **work programme**, to be reviewed and updated every three years, which will provide specifics on the implementation of the action or results areas of the GAP. The work programme should continue to mandate the organisation of targeted in-session workshops and the preparation of submissions to inform these workshops. The workshops and submissions should be organised around the following:
 - Review of the implementation of selected gender-related mandates by Parties reflected in more than 50 decisions across the various thematic work areas of the UNFCCC
 - Entry points for the integration of a gender perspective across the various thematic work areas of the UNFCCC and the Paris Agreement
 - Policies, measures and other enabling conditions at the national level and in the UNFCCC secretariat to ensure progress in developing and implementing gender-responsive climate policy
 - Ways and means to ensure the effective participation of grassroots, indigenous and other women most affected by climate change impacts in the UNFCCC process
 - Mobilisation and allocation of resources to strengthen the capacity of the UNFCCC secretariat to carry out its work in advancing gender equality issues in the various thematic areas of work of the UNFCCC
 - Review of good practices in achieving the goal of gender balance
- A consultative process and the participation of gender experts, women's organisations, grassroots and indigenous women should be built into all stages of the development, implementation and monitoring of the gender policy, the GAP and the work programme
- In developing the GAP and the work programme, the experience of the UN-SWAP within the UN System could provide some important lessons, including on setting benchmarks, targets and indicators and regular reporting.

Annex I: Compilation of special measures adopted at regional level to promote gender equality and gender balance

Several instruments and mechanisms have been adopted at the regional level to promote principles of gender equality, including the achievement of gender balance in decision-making processes. This Annex highlights a range of measures from various regional processes in Latin America and the Caribbean, Africa and Europe.

AMERICAS

(OUTCOMES OF THE REGIONAL CONFERENCE ON WOMEN IN LATIN AMERICA AND THE CARIBBEAN)

QUITO CONSENSUS (2007)

- Recognises gender parity as one of the key driving forces of democracy and agrees to adopt 'all necessary affirmative action measures and mechanisms . . . to ensure the full participation of women in public office and in political representative positions with a view to achieving parity in the institutional structure of the State . . . and at the national and local levels'¹⁸⁰
- Instructs Presiding Officers of the Conference to devote a meeting each year to the evaluation of the progress of the consensus commitments¹⁸¹
- Requests the UN Economic Commission for Latin America and the Caribbean (ECLAC) to establish the Gender Equality Observatory to monitor the fulfilment of international commitments to gender equality, provide technical support and training to national statistical mechanisms as well as provide annual reports on key areas, including women's access to decision-making.¹⁸²

BRASILIA CONSENSUS (2010)

- Expands on the commitments to improve the participation of women in decision-making, including contributing to the empowerment of indigenous women's leaderships, promoting parity-based representation in regional parliaments and strengthening citizens' mechanisms for oversight.¹⁸³

SANTO DOMINGO CONSENSUS (2013)

- Agrees to use 'specific economic and technical measures to strengthen regional gender machineries for political training and education in support of women's leadership, and promote the participation of the region's women in such mechanisms'.¹⁸⁴

¹⁸⁰ Quito Consensus, para. 1(ii).

¹⁸¹ Quito Consensus, para. 2.

¹⁸² ECLAC, 'Gender Equality Observatory' database (Available at: <http://www.cepal.org/oig/default.asp?idioma=IN>) [Accessed 14 October 2016]

¹⁸³ Brasília Consensus, para. 3.

¹⁸⁴ Santo Domingo Consensus, para. 106.

AFRICA

AFRICAN UNION (AU)

50/50 PARITY PRINCIPLE (2002)

- To be enforced in all its structures, operational policies and practices

PROTOCOL TO THE AFRICAN CHARTER ON HUMAN RIGHTS AND PEOPLES' RIGHTS ON THE RIGHT OF WOMEN IN AFRICA ('MAPUTO PROTOCOL') (2003)

- Both underpin the commitment to advance gender equality
- Maputo Protocol includes an article on the right to participation in the political and decision-making process

SOLEMN DECLARATION ON GENDER EQUALITY IN AFRICA (2004)

- Solemn Declaration on Gender Equality in Africa refers to the gender parity principle
- Includes commitments to promote the participation of women in peacekeeping and security and to create regular platforms for civil society engagement¹⁸⁵

AU'S AGENDA 2063 (2013)

- Declares that 'Africa of 2063 will have full gender parity, with women occupying at least 50% of elected public offices at all levels and half of managerial positions in the public and the private sectors'.¹⁸⁶

¹⁸⁵ African Union (AU) (2009) 'Gender Policy', pp. 15-17, 19-20

(Available at: http://www.un.org/en/africa/osaa/pdf/au/gender_policy_2009.pdf) [Accessed 14 October 2016].

¹⁸⁶ AU (2013) 'Agenda 2063', para. 52 (Available at: <http://www.un.org/en/africa/osaa/pdf/au/agenda2063.pdf>) [Accessed 14 October 2016].

AFRICA

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

DECLARATION ON GENDER AND DEVELOPMENT (1997)

- Heads of States committed to ensure 'the equal representation of women and men in the decision-making of member states and SADC structures at all levels, and the achievement of at least 30 per cent target of women in political and decision-making structures by the year 2005'¹⁸⁷
- In 2005, the target was raised to 50%.

PROTOCOL ON GENDER AND DEVELOPMENT (2008)

- Explicitly calls for States to 'put in place affirmative action measures with particular reference to women in order to eliminate all barriers which prevent them from participating meaningfully in all spheres of life and create a conducive environment for such participation'¹⁸⁸
- Article 12 of the Protocol set a clear, time-bound target for States: 'by 2015, at least 50 per cent of decision-making positions in the public and private sectors are held by women including the use of affirmative action measures'¹⁸⁹
- Article 13, the Protocol called for States to 'adopt specific legislative measures and other strategies' to ensure women have equal opportunities with men to participate in all electoral processes, as well as put in place policies, strategies and programmes for building capacity, providing support structures, enhancing gender mainstreaming and changing discriminatory attitudes and norms.¹⁹⁰

FRAMEWORK FOR ACHIEVING GENDER PARITY IN POLITICAL AND DECISION MAKING POSITIONS BY 2015 (2009)

- Proposes strategies to directly address Articles 12 and 13 of the Protocol on Gender and Development in order to ensure by 2015 at least 50% of all decision-making positions are held by women
- For each commitment, the guidelines identify key actions to be undertaken by Governments, political parties, the private sector and civil society organisations and provided a timeframe to achieve these actions
- The proposed actions for Governments to implement the 50% target include providing incentives such as funding for political parties in compliance with the 50% quota, developing equal representation guidelines for all boards and committees in both public and private sectors, as well as locating accountability for equal representation at the highest structure of government and providing the requisite resources
- To enable equal opportunities, the guidelines also propose Governments address institutionalised patriarchal structures with laws and policies that protect women, carry out continued audit and appraisal of barriers and obstacles to women's participation as well as strengthen the capacity of women and women's wings in political parties.

¹⁸⁷ Southern African Development Community (SADC) (1997) 'Declaration on Gender and Development', Preamble, H(ii) (http://www.sadc.int/files/7613/5292/8380/Declaration_on_Gender_Development_1997.pdf) [Accessed 14 October 2016].

¹⁸⁸ SADC (2008) 'Protocol on Gender and Development', Art. 5 (http://www.sadc.int/files/8713/5292/8364/Protocol_on_Gender_and_Development_2008.pdf) [Accessed 14 October 2016].

¹⁸⁹ Ibid., Art. 12(1).

¹⁹⁰ Ibid., Art. 13(1)-(2).

EUROPE

EUROPEAN COUNCIL 'CONCLUSIONS ON CLIMATE CHANGE AND DEVELOPMENT' (2009)

- Calls for special attention to gender equality and women's empowerment in the support of programmes that contribute to low-carbon, climate-resilient development and adaptation.

EUROPEAN COMMISSION 'STRATEGY FOR EQUALITY BETWEEN WOMEN AND MEN 2010-2015' (2010)

- Calls for targeted initiatives to improve the gender balance in decision-making, the monitoring of the 25% target for women in top level decision-making positions in research as well as the 40% target in committees and expert groups established by the Commission, and support for efforts to promote greater participation in European Parliament elections including as candidates.¹⁹¹

EUROPEAN COUNCIL 'CONCLUSIONS ON GENDER EQUALITY AND THE ENVIRONMENT' (2012)

- Focuses on the Beijing Platform for Action's critical area 'women and the environment'
- Stresses that, 'There is an urgent need to improve gender equality in decision-making in the field of climate change mitigation, especially the transport and energy sectors, and to increase the number of women with relevant qualifications in scientific and technological fields as well as the number of women participating in relevant scientific bodies at the highest level'¹⁹²
- Calls on Member States and the Commission to 'Take active and specific measures aimed at achieving a balanced representation of women and men in decision-making in the field of climate change mitigation at all levels, including the EU level'¹⁹³
- Calls for the monitoring of progress by building on the set of indicators proposed by the European Institute for Gender Equality (EIGE): 1) Proportion of women in climate change decision-making bodies at the national level in EU Member States; 2) Proportion of women in climate change decision-making bodies at the EU level; 3) Proportion of women in climate change decision-making bodies at the international level; 4) Proportion of female tertiary graduates of all graduates in natural sciences and technologies at EU and Member States level.¹⁹⁴

EUROPEAN PARLIAMENT 'RESOLUTION OF 20 APRIL 2012 ON WOMEN AND CLIMATE CHANGE'

- Stresses 'the need to see concrete action to include women, in EU climate diplomacy, at all levels of decision-making and especially in climate change negotiations, by means of measures such as introducing 40 %+ quotas in the delegations'¹⁹⁵
- Urges the Commission and member States 'to act on its commitment to 'strive for female representation of at least 40 % in all relevant bodies' for climate financing', and 'underlines the need to apply this principle to technology transfer and adaptation bodies as well.'¹⁹⁶

¹⁹¹ European Commission (2010) 'Strategy for Equality between Women and Men', pp. 7-8.

¹⁹² Council of the European Union (2012) 'Council Conclusions on Gender equality and the environment: enhanced decision-making, qualifications and competitiveness in the field of climate change mitigation policy in the EU', para. 5, 9.

¹⁹³ Ibid., para. 13.

¹⁹⁴ Ibid., para. 21.

¹⁹⁵ European Parliament (2012) 'Resolution of 20 April 2012 on women and climate change', para. 6.

¹⁹⁶ Ibid., para. 7.

EUROPE

EUROPEAN PARLIAMENT 'RESOLUTION OF 11 SEPTEMBER 2012 ON WOMEN AND THE GREEN ECONOMY'

- Calls on member States 'to ensure that women are equally represented in political decision-making bodies as well as in government-appointed bodies and institutions dealing with defining, planning and implementing environmental, energy and green jobs policies', stressing that 'if it is not possible to achieve this through voluntary means, targeted initiatives, such as the establishment of quotas or other methods, must be used to strengthen equality and democracy'¹⁹⁷
- Calls for more supportive policies on social security, family planning and child care, in order to enable women to participate in the green economy on an equal basis as men.¹⁹⁸

DATABASE ON WOMEN AND MEN IN DECISION MAKING (SINCE 2013)

- Monitors progress and presents results annually (or quarterly for data on political decision-making at European and national levels) in the *Report on Progress on Equality between Women and Men*.¹⁹⁹

EUROPEAN PARLIAMENT 'RESOLUTION OF 9 JUNE 2015 ON THE EU STRATEGY FOR EQUALITY BETWEEN WOMEN AND MEN POST 2015' (2015)

- Calls on the Commission 'to include specific measures to promote the equal representation of women and men in leadership positions in the strategy'²⁰⁰
- Calls for creation of incentives for more balanced representation in municipal councils, regional and national parliaments and the European Parliament, highlighting gender-balanced and alternating electoral lists as well as quotas and proposing both a female and male candidate for high-level EU positions.²⁰¹

EUROPEAN PARLIAMENT 'RESOLUTION OF 14 OCTOBER 2015 ON TOWARDS A NEW INTERNATIONAL CLIMATE AGREEMENT IN PARIS'

- Calls on the Commission and the EU Member States 'to ensure that the Paris Agreement recognises that respect for, and protection and promotion of, human rights, encompassing gender equality, full and equal participation of women, and the active promotion of a just transition for the workforce to create decent work and quality jobs for all, are a prerequisite for effective global climate action'.²⁰²

EUROPEAN COMMISSION 'STRATEGIC ENGAGEMENT FOR GENDER EQUALITY 2016-2019' (2015)

- Replaced the Strategy for Equality between Women and Men
- Reconfirmed the goal of a better gender balance in leadership positions
- Pledged to increase the proportion of women in the European Commission's senior and middle management to 40% by the end of 2019
- Committed to 'integrate a gender equality perspective into all human resource practices and policies'.²⁰³

¹⁹⁷ European Parliament (2012) 'Resolution of 11 September 2012 on the role of women in the green economy', para. 35.

¹⁹⁸ *Ibid.*, para. 41.

¹⁹⁹ European Commission, 'Women and men in decision-making' database (http://ec.europa.eu/justice/gender-equality/gender-decision-making/database/index_en.htm) [Accessed 14 October 2016].

²⁰⁰ European Parliament (2015) 'Resolution of 9 June 2015 on the EU Strategy for equality between women and men post 2015', para. 40.

²⁰¹ *Ibid.*, para. 41.

²⁰² European Parliament (2015) 'Resolution of 14 October 2015 on Towards a new international climate agreement in Paris', para. 18.

²⁰³ European Union (2015) 'Strategic Engagement for Gender Equality 2016-2019', Annex 3.

EUROPE

EUROPEAN COUNCIL GENDER ACTION PLAN (GAP) 2016-2020, 'GENDER EQUALITY AND WOMEN'S EMPOWERMENT: TRANSFORMING THE LIVES OF GIRLS AND WOMEN THROUGH EU EXTERNAL RELATIONS (2016-2020)' (2015)

- Underscores the women's participation as one of its four key priorities
- Outlines indicators and strategies to achieve the objectives of 'Equal rights and ability for women to participate in policy and governance processes at all levels' as well as 'Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues'.²⁰⁴

EUROPEAN COUNCIL 'CONCLUSIONS ON EUROPEAN CLIMATE DIPLOMACY AFTER COP21' (2016)

- Recognises the 'importance of ensuring women's full, equal and effective participation and equal opportunities for leadership at all levels of decision-making. Evidence shows that gender equality, women's empowerment and women's full and equal participation and leadership in economy are vital to achieve sustainable development, including climate change adaptation and mitigation'.

²⁰⁴ Council of the European Union (2015) 'Council Conclusions on Gender Action Plan 2016-2020', pp. 26-28; see also Joint Staff Working Document (2015) 'Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations (2016-2020)', working paper (<http://data.consilium.europa.eu/doc/document/ST-12249-2015-INIT/en/pdf>) [Accessed 14 October 2016].



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