



TECHNICAL PAPER ON GENDER RESPONSIVE CLIMATE ACTIONS IN SMALL ISLAND DEVELOPING STATES (SIDS) FEBRUARY, 2022

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UNDP is the leading United Nations organization fighting to end the injustice of poverty, inequality, and climate change. Working with our broad network of experts and partners in 170 countries, we help nations to build integrated, lasting solutions for people and planet. The Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project is a UNDP, USD 15.3 million project which is being implemented in nine (9) Caribbean countries with funding support provided by the Government of Canada and the UK Government. The UNDP-implemented, EU-funded “support for developing countries’ alliances on climate change” project, supports vulnerable countries to increase participation in the UNFCCC processes and build capacity to implement the Paris Agreement and build resilience to climate change.

ACRONYMS

AF	Adaptation Fund
AOSIS	Alliance of Small Island States
BGA	Bureau of Gender Affairs
CARICOM	Caribbean Community
CSO	Civil Society Organization
EnGenDER	Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean
GAB	Gender Affairs Bureau
GCF	Green Climate Fund
GDP	Gross Domestic Product
GRB	Gender Responsive Budgeting
LWPG	Lima Work Plan on Gender
NMDM	National Mechanism for Decision-Making
NAP	National Adaptation Plan
NTACCC	National Technical Advisory Committee on Climate Change
NDC	Nationally Determined Contributions
NMDM	National Mechanism for Decision Making
PWDs	Persons with Disabilities
SIDS	Small Island Developing States
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change



INTRODUCTION

Small Island Developing States (SIDS) have supported and continue to support climate actions that promote gender equality and the empowerment of women and vulnerable groups. Governments and civil society actors with support from international organizations have strengthened their national policies and institutional mechanisms, planned gender responsive climate change actions, and enhanced national-level capacities to incorporate gender equality considerations. These countries have also developed climate change and gender action plans, gender responsive Nationally Determined Contributions (NDCs), and National Adaptation Plans (NAPs). They also support gender responsive programmes related to climate-smart agriculture and energy projects.

The objective of the paper is to highlight examples of gender responsive climate actions implemented by Small Island Developing States (SIDS) that contribute to the achievement of the country's climate goals and commitments, as well as the implementation of the Paris Agreement and the Enhanced Lima Work Programme on Gender and its Gender Action Plan. Special attention is given to the role of gender considerations in enhanced NDCs, or examples of SIDS with gender responsive actions already included in their first or updated NDCs, all of which inform the analysis. The paper focuses on and highlights how countries are moving from policy to action and provides a comprehensive analysis of the enabling conditions required to implement gender responsive climate mitigation and adaptation actions on the ground. In this context, the paper identifies best practices in SIDS across regions that showcase national actions to ensure the development and implementation of gender responsive climate policies and strategies. It is expected that the case studies featured in this technical paper will inform and inspire countries in other regions to implement gender responsive climate change actions.

CASE STUDIES

The case studies were identified through a call for country experiences issued by The Alliance of Small Island States (AOSIS) and the United Nations Development Programme (UNDP). Virtual interviews with key stakeholders in the Caribbean, African, and Asia-Pacific regions complemented this call. In addition, information was obtained through a web-based scoping study followed by a desk review.

The paper includes two types of examples and good practices on:

1. How countries have strengthened the enabling conditions related to governance, planning, and policy required to implement gender responsive actions on the ground *and*
2. How countries have implemented gender responsive actions across specific sectors related to mitigation and adaptation.

The selection of the case study examples was based on the following criteria:

1. **Transformational impact:** The case study contributed to significant, sustainable, and sustained change at the policy, programme and/or institutional level.
2. **Synergy with the Sustainable Development Goals:** The case study contributed to the fulfilment of one or more Sustainable Development Goals of the 2030 Agenda.
3. **Contribution to the implementation of the Lima Work Programme on Gender and its Gender Action Plan.**
4. **National or subnational impact:** Development impact at regional or national level clearly demonstrates gender responsive impacts.
5. **Replicable approaches:** Case study examples which demonstrate unique gender responsive elements in climate change actions that can be replicated or upscaled.

SECTION 1.

INTRODUCTION: ANALYSIS OF GENDER COMMITMENTS RELEVANT TO SIDS

Our guiding path: Summary of UNFCCC gender mandates and Enhanced Lima Work Programme on Gender and Gender Action Plan.

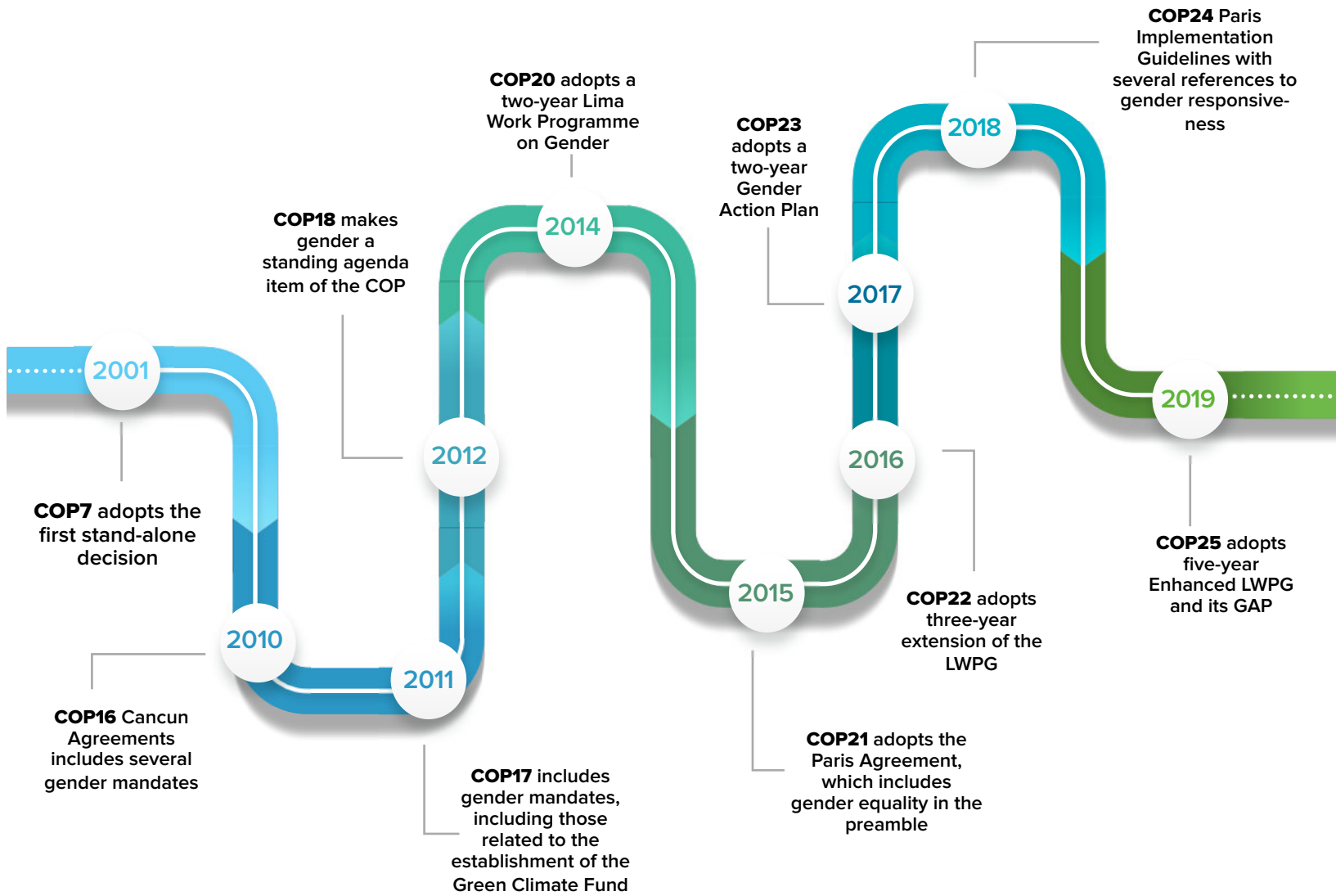
This section summarizes the most important milestones related to gender in UNFCCC decisions. The UNFCCC has made significant advances in integrating gender across all thematic areas in the negotiations. In 2015, the Paris Agreement acknowledged the need for gender equality as a preamble principle for all climate action and concerning adaptation and capacity building. One of the major milestones of the UNFCCC is the adoption of the Enhanced Lima Work Programme on Gender and its Gender Action Plan in 2019. The Lima Work Programme on Gender (LWPG) was launched in 2014. In 2016, the LWPG was extended for three years, and a two-year Gender Action Plan (GAP)¹ was adopted in 2017. In 2019, the implementation of the LWPG and GAP was reviewed, and a five-year Enhanced Lima Work Programme on Gender and its Gender Action Plan² (Decision 3/CP.25) was adopted at COP25. The enhanced Gender Action Plan sets out objectives and activities under five priority areas and the framework for gender responsive SIDS commitments in developing countries' NDCs (Figure 1).

FIGURE 1. FIVE PRIORITY AREAS OF THE ENHANCED GENDER ACTION PLAN



Gender mandates have been included in the UNFCCC decisions since 2001 and every major thematic area of the negotiation includes at least one gender mandate.³ One core element of the LWPG and the GAP is to strengthen the implementation of these existing mandates. Figure 2 summarizes gender milestones related to gender and climate change in the UNFCCC.

FIGURE 2. GENDER MILESTONES RELATED TO GENDER AND CLIMATE CHANGE⁴



¹ http://unfccc.int/files/meetings/bonn_nov_2017/application/pdf/cp23_auv_gender.pdf
² https://unfccc.int/sites/default/files/resource/cp2019_13a01E.pdf

³ https://unfccc.int/files/gender_and_climate_change/application/pdf/gcc_drc_2017_1_9may2017.pdf
⁴ Source: Pocket Guide to Gender Equality 2020 Edition, Oxford Climate Policy 2020

GENDER RESPONSIVE CLIMATE POLICY INSTRUMENTS: BRIEF ANALYSIS OF THE NEW GENERATION OF NDCs OF SIDS AND HOW THEY HAVE ADDRESSED GENDER CONSIDERATIONS

This section outlines the current trends and gender considerations in the most recent Nationally Determined Contributions. Since 2015, countries have initiated the integration of gender equality initiatives into climate action, at differing levels of engagement. The 2021 NDC Synthesis Report⁵ summarizes the 164 latest available NDCs representing all 191 Parties to the Paris Agreement. This report shows an increasing consideration of gender integration as a means of enhancing the ambition and effectiveness of their climate action. The report also highlights a significant increase in gender mandates in the new or updated NDCs compared with the previous NDCs. This is also confirmed by UNDP’s preliminary gender 2021 gender assessment of the reviewed NDCs that shows that gender is considered better integrated into the revised NDCs as compared to the first submission.

GENDER INTEGRATION IN NDCs: SIDS PAVING THE WAY

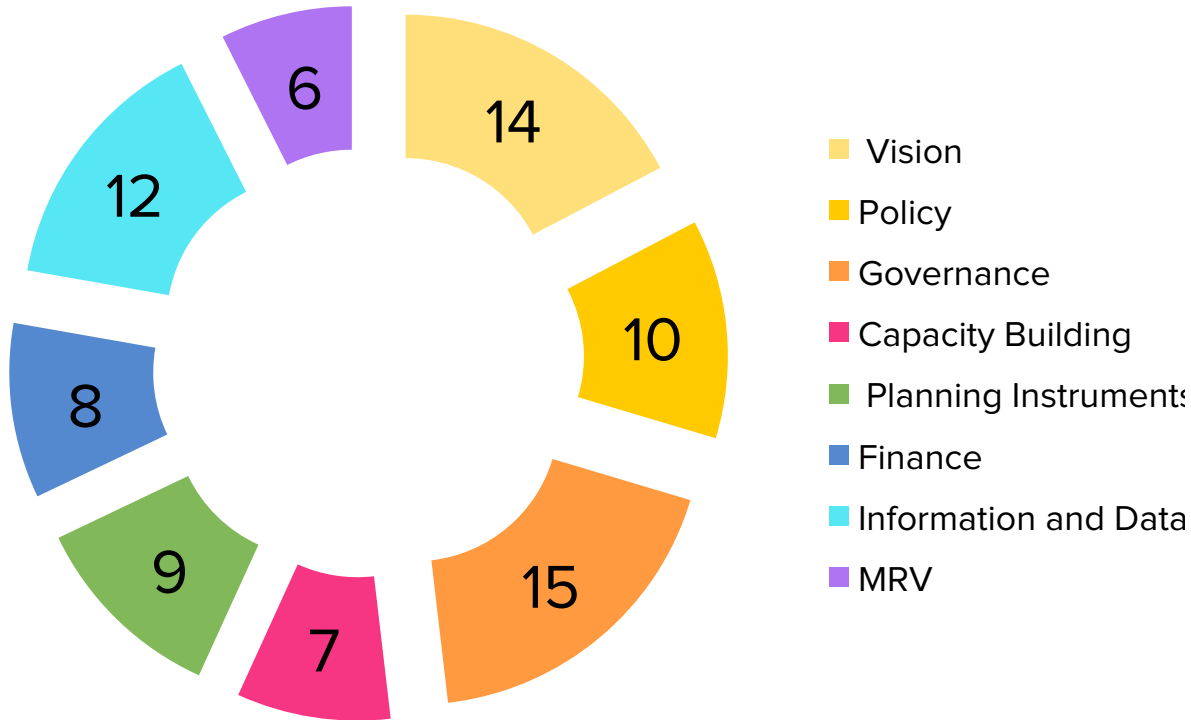
Regarding the Nationally Determined Contributions (NDCs) of SIDS and other AOSIS countries, many of the submissions have shown a positive evolution in relation to gender. An analysis conducted by UNDP in 2021 shows that 22 of the AOSIS members have submitted their updated NDCs as of Oct. 7, 2021.⁶ Most of the countries have included gender considerations (91%) and more than half of the countries have included gender considerations related to mitigation (55%) and adaptation (64%). It is interesting to note that 8 countries have also included specific actions to empower women as part of their climate agendas.

Gender considerations integrated in revised NDCs	Total number of countries	List of countries
The NDCs mention gender/women or both	20	Antigua and Barbuda, Barbados, Belize, Cabo Verde, Cuba, Dominican Republic, Fiji, Grenada, Jamaica, Maldives, Mauritius, Papua New Guinea, Samoa, Saint Lucia, Sao Tome and Principe, Seychelles, Solomon Islands, Suriname, Tonga, Vanuatu
The NDCs mention gender/women in relation to adaptation	14	Antigua and Barbuda, Barbados, Cabo Verde, Dominican Republic, Fiji, Maldives, Mauritius, Papua New Guinea, Saint Lucia, Sao Tome and Principe, Seychelles, Solomon Islands, Suriname, Vanuatu
The NDCs mention gender/women in relation to mitigation	12	Antigua and Barbuda, Barbados, Belize, Cabo Verde, Cuba, Dominican Republic, Papua New Guinea, Saint Lucia, Sao Tome and Principe, Seychelles, Solomon Islands, Vanuatu
The NDCs mention gender/women at a sectoral level	12	Antigua and Barbuda, Barbados, Cabo Verde, Dominican Republic, Fiji, Maldives, Papua New Guinea, Saint Lucia, Sao Tome and Principe, Seychelles, Solomon Islands, Vanuatu
The NDCs recognize women as vulnerable groups	9	Antigua and Barbuda, Barbados, Cabo Verde, Papua New Guinea, Mauritius, Saint Lucia, Sao Tome and Principe, Seychelles, Vanuatu
The NDCs recognize women as agents of change	3	Cabo Verde, Dominican Republic, Sao Tome and Principe
The NDCs promote women’s empowerment	8	Antigua and Barbuda, Barbados, Belize, Cabo Verde, Mauritius, Papua New Guinea, Seychelles, Vanuatu

GENDER DIMENSIONS AND ELEMENTS

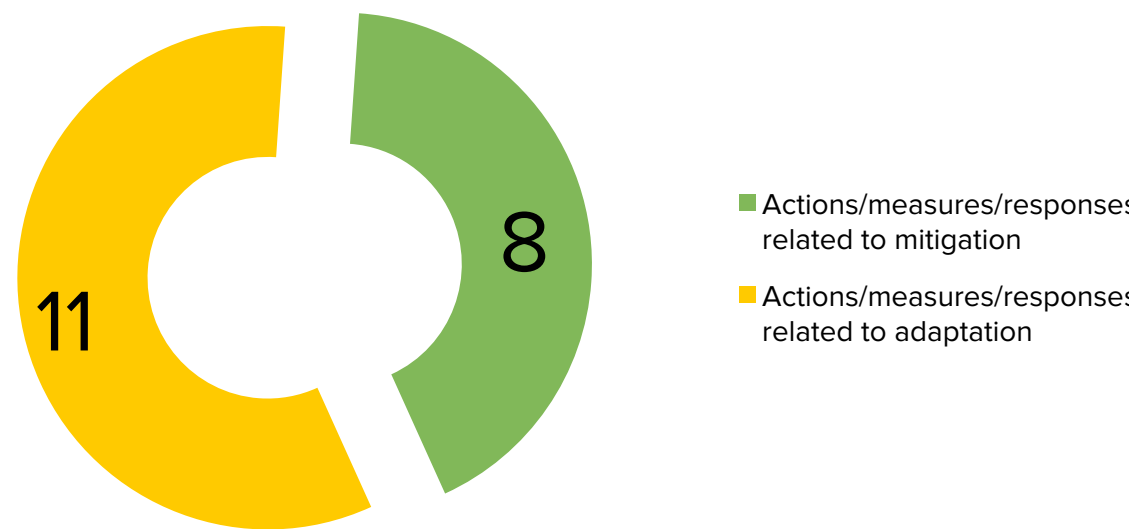
In this new generation of NDCs gender considerations are included in a more comprehensive and ambitious manner. As it can be seen in graph 1, gender issues have been addressed in multiple sections of the NDCs. This means that gender is not only considered as a principle or cross cutting issue in the vision, but these NDCs have included actions to promote gender equality in the implementation process of the NDCs (i.e., capacity building, planning, finance, and MRV). Countries are also showing greater ambition with regards to promoting gender equality as almost half of the countries have included gender responsive mitigation or adaptation actions (Graph 2). In addition, several countries have included actions to address gender differentiated vulnerabilities and promote gender differentiated contributions (Graph 3).

GRAPH 1. Number of AOSIS countries that include gender considerations in Vision, Policy, Governance, Capacity Building, Planning Instruments, Finance, Information and Data, MRV

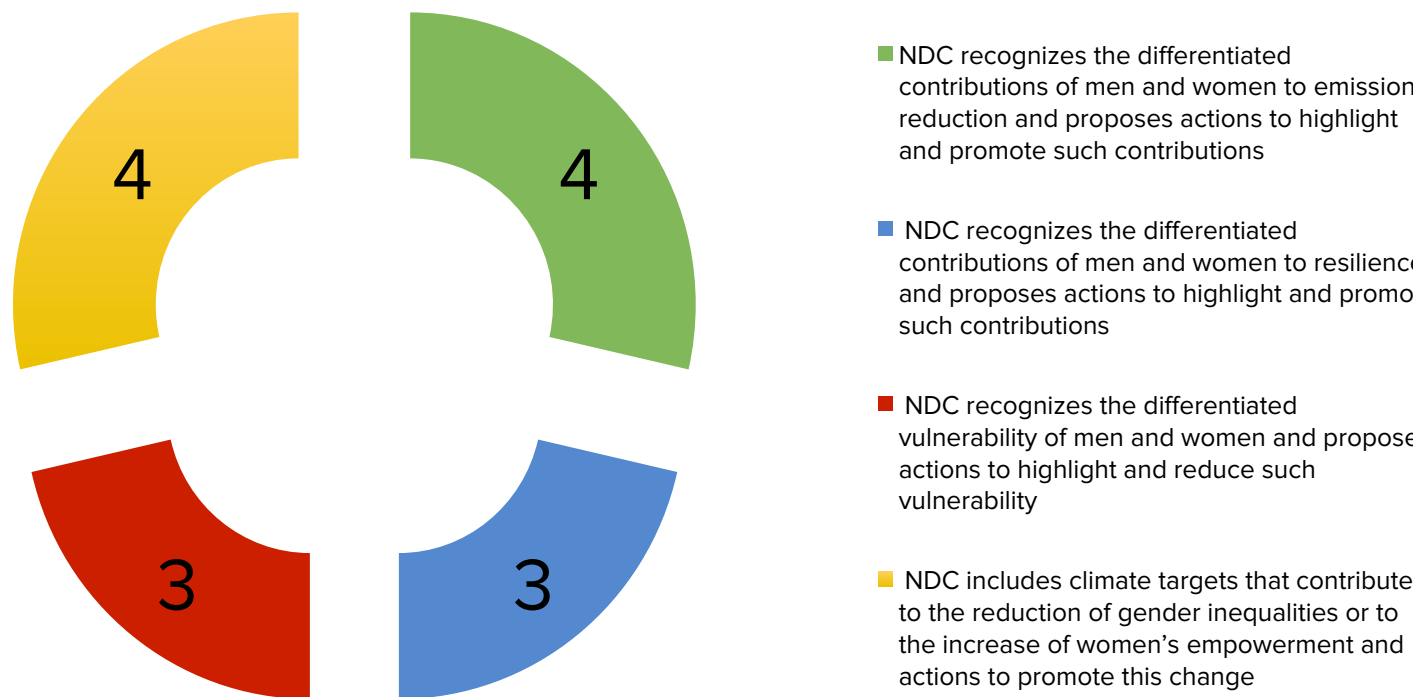


⁵ UNFCCC Synthesis report 2021, available at: https://unfccc.int/sites/default/files/resource/cma2021_08_adv_1.pdf
⁶ Total AOSIS countries that have submitted NDCs as of Oct. 7, 2021 = 22. Antigua and Barbuda; Barbados; Belize; Cabo Verde; Cuba; Dominican Republic; Fiji; Grenada; Jamaica; Maldives; Mauritius; Papua New Guinea; Republic of the Marshall Islands; Samoa; Saint Lucia; Sao Tome and Principe; Seychelles; Singapore; Solomon Islands; Suriname; Tonga; Vanuatu

GRAPH 2 Number of countries that include actions/measures/responses related to mitigation and to adaptation



GRAPH 3 Number of countries that include high gender ambition actions/measures/responses



Examples of actions to promote gender equality that were implemented during the review of the SIDS NDCs

- Grenada has undertaken a gender responsive NDCs revision process and has anchored inclusivity as a cornerstone of its development process. The inclusion of gender and youth considerations represent an expansion in scope relative to the first NDCs.⁷
- Papua New Guinea has taken a gender responsive approach in all planning, programming and implementation of its targets⁸, through integrated stakeholder engagement.
- Tonga has intended to strengthen its mitigation ambition targets and increase adaptation action for coastline protection and marine protected areas and has integrated perspectives of gender and indigenous people in the revised NDCs.⁹

GENDER RELATED TRENDS

Some interesting gender-related trends emerged as part of the analysis of the 2021 NDCs Synthesis Report. Countries that submitted their enhanced NDCs in 2020/21 highlighted:

- The importance of gender analyses or assessments, gender-disaggregated data, gender indicators, and gender responsive budgeting.
- The importance of gender responsive consultations that recognize the gender differentiated needs and perspectives of women and men and the gender-differentiated impacts and contributions to climate change and climate action.
- The importance of incorporating gender responsive climate action in the specific sectors, including energy, agriculture, health, disaster, water, land use and forestry, fisheries, and education.
- The importance of providing capacity-building, finance, and technology for gender-specific action and the means of implementation to be gender responsive.

⁷ Climate Promise. Gender Analysis of NDC Processes in Grenada. 2021
⁸ <https://pacificndc.org/articles/papua-new-guinea-submits-enhanced-ndc-unfccc>
⁹ UNDP Climate Promise Progress Report, May 2021

SECTION 2.

FROM POLICY TO ACTION: ANALYSIS OF ENABLING CONDITIONS THAT SUPPORT THE IMPLEMENTATION OF GENDER RESPONSIVE CLIMATE ACTIONS

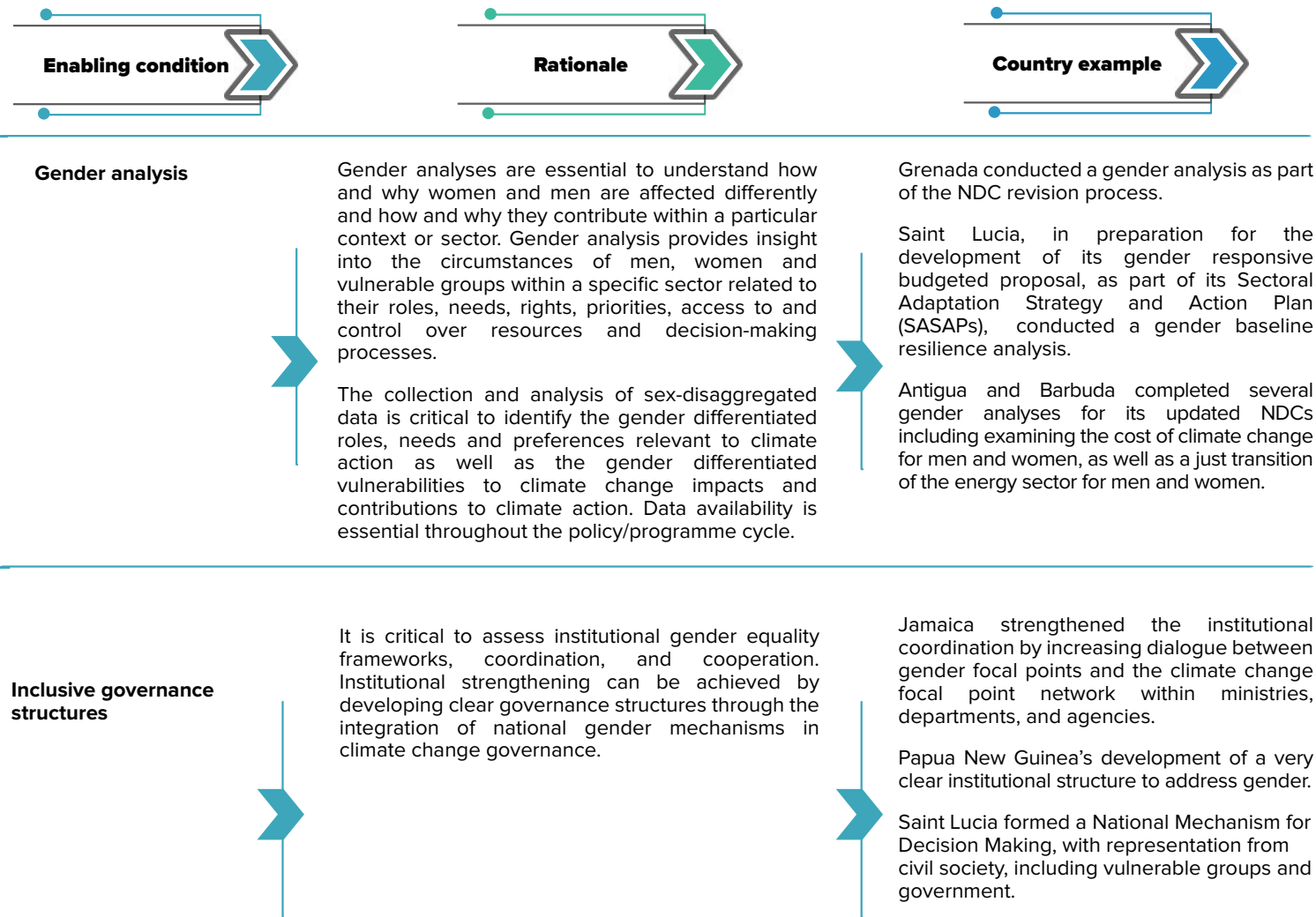
Fulfilling of gender commitments: overview of how gender equality can be mainstreamed in a systematic and comprehensive manner at different levels: governance, planning and policy

To ensure a gender responsive implementation of the national climate agenda, countries should ensure that gender equality is considered systematically and in a mutually reinforcing way. To guide this effort, UNDP has developed a three-pronged approach to ensure that gender equality is considered in the country's policy, governance, and planning processes. SIDS can complement and build upon existing efforts to systematically mainstream by using this three-pronged approach:



SETTING THE STAGE: OVERVIEW OF ENABLING CONDITIONS THAT SUPPORT THE IMPLEMENTATION OF GENDER RESPONSIVE CLIMATE ACTIONS

The implementation of gender responsive climate action requires that countries invest in several enabling conditions to ensure the effective, efficient, and long-term sustainability of these actions. A true gender responsive implementation implies a holistic approach that aims to overcome silos and gaps that impede the appropriate design, implementation, and monitoring of gender responsive climate action. When the enabling conditions for gender responsive action are accomplished effectively, each enabling condition lays the groundwork for accomplishing the next key enabling condition. For example, if a gender analysis is carried out in the initial planning stage, it generates the required information to identify gender considerations relevant to a specific sectoral intervention properly. At the same time, it allows for areas to be identified for improvement related to policies, planning instruments or governance that will be needed to ensure the proper implementation of this gender responsive sectoral initiative.



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