SUBMISSION BY BULGARIA AND THE EUROPEAN COMMISSION ON BEHALF OF THE EUROPEAN UNION AND ITS MEMBER STATES

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Subject: Views on the systematic integration of gender-sensitive and participatory education, training, public awareness, public participation and public access to information from national to local level into all mitigation and adaptation activities implemented under the Convention and the Paris Agreement, including into the implementation of NDCs and the formulation of long-term low greenhouse gas emission development strategies (GAP, activity A.2) and on the following, including sex-disaggregated data and gender analysis, where applicable: (a) Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples; (b) Integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance policies, plans and actions; (c) Policies and plans for and progress made in enhancing gender balance in national climate delegations (GAP, activity E.1)

I. Introduction

The adoption of the Gender Action Plan (GAP) was a major achievement of COP23. The EU welcomes the adoption of the GAP as an important means of advancing women’s full, equal and meaningful participation, promote gender-responsive climate policy and the mainstreaming of a gender perspective in the implementation of the Convention and the work of Parties, the secretariat, United Nations entities and all stakeholders at all levels¹. We welcome the opportunity to submit our views related to the activities A.2 and E.1 of the GAP.

¹ Gender Action Plan, §2.
II. Gender equality as an overarching policy priority in the EU

Equality between men and women features amongst the common values on which the European Union is founded\(^2\) and has been enshrined in the European Treaties from the very beginning.

EU gender equality is also an integral part of the Charter of Fundamental Rights of the European Union, which prohibits discrimination on any grounds, including sex and recognizes the right to gender equality in all areas and the necessity of positive action for its promotion\(^3\).

The *European Pact for Gender Equality 2011-2020*\(^4\) commits to reinforce governance through gender mainstreaming by integrating the gender perspective into all policy areas including external EU actions, by ensuring that gender equality effects are taken into account in impact assessments of new EU policies, and by encouraging the further development of existing statistics and indicators disaggregated by sex.

Promoting and advancing gender equality as a cross-cutting priority contributes to the empowerment of women and girls as agents of change and strengthens their resilience, also in the context of climate change.

The European Institute for Gender Equality (EIGE) was established in 2006. Data collection and gender mainstreaming are part of its focal work areas. More recently, the European Union adopted both the *Strategic engagement for gender equality 2016-2019*\(^5\) as a reference framework for increased action at all levels inside the EU, and the second EU Gender Action Plan *Gender Equality and Women’s Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020*\(^6\), including a specific objective of promoting ‘equal rights enjoyed by women to participate in and influence decision-making processes on climate

\(^\text{2}\) Art. 2, Treaty of the European Union (TEU).
\(^\text{3}\) Art. 23, Charter of Fundamental Rights of the European Union.
and environmental issues'. The implementation of both is monitored in periodic reports\(^7\), including with the use of indicators.

Overall progress is slow but steady. The 2017 Gender Equality Index score increased from 62 points in 2005 to 65 points in 2012 and 66.2 points in 2015\(^8\).

The EIGE proposed a methodology to integrate gender in all phases of the policy cycle (see graph below), and is developing practical tools for gender mainstreaming.

(Source: EIGE; 2016, Gender in Environment and Climate Change\(^9\))

- Gender mainstreaming in Finland aims to ensure that gender perspectives are included in all areas of decision-making. The authorities must ascertain in advance what the gender impact is of activities and decisions, prevent direct and indirect discrimination, actively

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promote gender equality. The Equality Act and the Government Action Plan for Gender Equality entrust the authorities with planning their own initiatives for gender mainstreaming. All ministries are charged with setting up equality working groups to plan and carry out mainstreaming. Finnish guidelines for drafting legislation stipulate that gender impacts are assessed in all such activity\textsuperscript{10}. As a tool, so called gender glasses can be used in all preparatory work, for example in matters involving legislation and decision-making, and in the preparation of broad projects, programmes and measures. This includes three steps: examining how the matter at hand affects women and men; assessing gender impacts; and taking note of the results\textsuperscript{11}.

- Ireland’s National Strategy for Women and Girls 2017-2020 represents an all of Government Strategy which will ensure that a gender perspective is integrated into decision-making on a wide range of policies. It aims to promote action on women’s equality across all areas of life, with six high-level objectives driving 139 actions\textsuperscript{12}.

- Sweden has a feminist government. This means that the government perceives differences in living conditions and the distribution of power and resources based on gender as a social problem that can and must be counteracted, among other things through political decisions. The overarching goal of Sweden’s national gender equality work is for women and men to have the same power to shape society and their own lives. This goal is separated into six sub-goals in the following areas: influence, economy, health, education, work and bodily integrity. The government’s decision on gender mainstreaming includes gender equality budgeting which is applied throughout the budget process. To achieve a state budget – the Budget Bill - that contributes to gender equality, this perspective must be considered and mainstreamed in governmental processes as early as possible. One example of a current practice is the preparation of budget proposals where all government offices are required to analyze the effects on gender equality, employment, climate and the environment. The Swedish Gender Equality Agency was established on 1 January 2018 to contribute to effective implementation of Swedish gender equality policy. Government agencies are responsible for gender mainstreaming in their own services and activities and one task of the Gender Equality Agency is to support them in that aspect of their assignment. This requires close cooperation with other government agencies, municipalities, county councils, regions as well as civil society, business and industry.

- The Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) is funding the research project \textit{The contribution of gender justice to successful climate politics: impact assessment, interdependencies with other social categories, methodological issues and options for shaping climate policy}\textsuperscript{13}. It aims at embedding gender perspectives stronger in climate policy and will develop recommendations for taking action. The project, which is implemented by three NGO’s and research institutions, deals with the question of how to integrate gender dimensions into climate policy especially in Germany. The project consists of three work packages:
  - a review of gender and climate change related literature to provide date etc. and an analysis of the relevant international agreements and mechanisms related to the gender dimension is undertaken.

\textsuperscript{10} \url{http://stm.fi/en/gender-equality/legislation}
\textsuperscript{11} \url{http://stm.fi/en/gender-equality/gender-glasses}
\textsuperscript{13} \url{http://gendercc.net/our-work/current-projects/ufoplan.html}
• the gender impact assessment (GIA), originally developed in the Netherlands, but adjusted for the German context, will be further developed. It aims at supporting Gender Mainstreaming by examining policies by a standardized assessment. The enhanced GIA will be tested by using especially German climate change mitigation and adaptation measures.
• deal with the question if gender responsiveness enhances the effectiveness of climate policy and formulate policy recommendations.
• Since not long ago Italy was ranked amongst the countries in the EU with the lowest gender equality, according to the European Gender Equality Index (EGEI). In 2006, the “National Code for equal opportunities for women and men”, was adopted. It organizes and harmonizes 11 laws on equal opportunities in a single text, with the view of regulating the promotion of equal opportunities between women and men in all areas of society. Over the last 10 year, also under the pressure of women's movement, civil society and European legislation, a lot of progress was made, in particular with regard to the level of instruction and the decision making capacity of women, and the EGEI ranking improved significantly. A recent development is that the Department for equal opportunities within the Prime minister office is setting up a gender infrastructure at central level to promote, coordinate and monitor gender-equality initiatives.

The EIGE put in place an extensive Gender Statistics Database\textsuperscript{15}, including data on participation of women and men in decision making related to climate change at the national and international level.

III. A.2 Action for Climate Empowerment

Action for Climate Empowerment (ACE) is key for effective climate policy. We refer in this context to the recent submission\textsuperscript{16} the EU submitted under the ACE agenda.

The six elements of ACE – education, training, public awareness, public participation, public access to information and international cooperation – are fundamental to enhancing the effective implementation of the Paris Agreement. Gender is an important cross-cutting element that should guide the implementation of all six elements, as stated in the Doha Work Programme on Article 6 of the Convention. Education and empowerment of women and girls can entail significant reductions of greenhouse gas emissions\textsuperscript{17}, amongst other sustainable development benefits.

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\textsuperscript{14} http://www.camera.it/parlam/leggi/delleghe/06198dl.htm
\textsuperscript{15} http://eige.europa.eu/gender-statistics/dgs
\textsuperscript{16} http://www4.unfccc.int/sites/SubmissionPortal/Documents/201802151029---BG-02-15-EU%20Submission%20on%20ACE%20post%20EGC.pdf
\textsuperscript{17} See i.a. http://www.drawdown.org/solutions/women-and-girls/educating-girls
• Many migrants in Austria come from countries that are especially vulnerable to the adverse effects of climate change. Many of the female migrants are poorly educated which in turn induces socio-economic disadvantages: unemployment or poorly paid jobs. Lack of information about the drivers and consequences of climate change and about climate-friendly consumption and behavior can thus lead to a lose-lose situation, where environmentally "unconscious" behavior is more costly than the win-win situation of environmentally-friendly behavior. The aim of the projects is to sensitize female migrants to climate protection. Since 2014 four consecutive projects were undertaken which focus on practical measures that can easily be integrated into everyday life, improving quality of life while saving money by e.g. improving on energy savings, sustainable mobility, changing consumption patterns, healthy and sustainable alimentation, etc.\textsuperscript{18}

• In 2012, in Italy, a group of around 20 women has formed a working group and has developed modules for incorporating the gender perspective into education for the environment and sustainability. There is also a focus on climate change and women, describing how women in a developed country are affected by climate change (versus how women from developing countries are differently affected) and the important role which they can play in addressing and adapting to climate change. A very useful manual has been produced as a result of this work and gathering of experiences\textsuperscript{19}.

• A roadmap for gender equality of the ministry of environment of France was published in 2016 by the interministerial committee of human rights and gender equality. Women are both the main victims and the best advocates of resilience in the fight against climate change. As part of the Paris Agreement that entered into force in November 2016, the ministry has formulated actions for women and climate:
  - Strengthen the representation of women in local, national and international climate policy and consultation processes;
  - The NDCs will constitute a framework of reference for the sustainable development of the countries and thus their action in the matter of climate change. In this context, the inclusion of gender in all NDCs would be desirable;
  - Take national incentives to promote women's participation in training programs on low-carbon technologies and in particular on renewable energies;
  - Support the training of women in the development, production, marketing and use of green technologies and conduct awareness campaigns for safe, affordable technologies adapted to the territories and needs of the population;
  - Create programmes and information centers targeting women on clean energy opportunities;
  - Set targets for the participation of girls and women in agricultural schools in Africa, with programmes integrating renewable energies and access to agro-ecological techniques;
  - Support a massive programme of supply of biogas cooking appliances, solar ovens, slow combustion fireplaces in line with the Global Alliance for Improved Stoves, which aims to enable 100 million households to benefit from improved stoves around the world by 2020;

\textsuperscript{18} \url{http://www.peregrina.at/klimaschutz-im-alltag}
\textsuperscript{19} \url{http://www.regione.emilia-romagna.it/infeas/documenti/pubblicazioni/quaderni/l2019educazione-allasostenibilita-in-una-prospettiva-di-genere}
- Advance gender parity in the still largely male-dominated energy transition sectors by feminizing education and training and countering stereotypes;
- Finance action, including by increasing the share of bilateral funding allocated to climate projects with a gender dimension, based on the OECD DAC gender indicators.

- From 2014 until 2017, Belgium supported a project implemented by UN Women in the Gaza Province of Mozambique, that targets women in districts which are especially vulnerable to food insecurity and/or adverse climate events. The goal is ‘to enhance women’s food security and climate change resilience, and to empower them and their communities in selected disaster prone districts to become change agents in local decision-making, development and implementation of women’s economic empowerment, climate change adaptation and mitigation strategies’. The project empowered rural women, as well as men, but by providing training and agricultural benefits to women, it challenged the pervasive gender stereotypes that denied women equal opportunities. The project has resulted in more women securing land tenure rights, civil registration and licenses for their businesses. As empowered, economically resilient women, they are setting better examples for girls and women in their communities and showing that early marriage is not the only way out.20

IV. E.1 monitoring and reporting

The EIGE published 2 thematic reports on the nexus between gender and climate change: Gender Equality and Climate Change21 (2012), and Gender in Environment and Climate Change22 (2016), touching upon issues related to women’s under-representation in decision-making, gender differences in adaptation and mitigation strategies and in the effects of climate change, illustrated by some indicators.

Disaggregated impacts

In its Fifth Assessment Report, the IPCC states that “Differences in vulnerability and exposure arise from non-climatic factors and from multidimensional inequalities often produced by uneven development processes. These differences shape differential risks from climate change. People who are socially, economically, culturally, politically, institutionally, or otherwise marginalized are especially vulnerable to climate change and also to some adaptation and mitigation responses. This heightened vulnerability is

rarely due to a single cause. Rather, it is the product of intersecting social processes that result in inequalities in socioeconomic status and income, as well as in exposure. Such social processes include, for example, discrimination on the basis of gender, class, ethnicity, age, and (dis)ability”. In the conclusions of its report on Gender Equality and Climate Change, the EIGE states that in that regard “Various research data show that gender differentials with regard to the impacts of climate change mean more casualties among women during extreme weather events and an increased burden from care work. There is also evidence of gender-specific consumption patterns that affect contributions to GHG emissions, and thus to climate change. For example, women spend more time at home due to care duties, and thus depend on domestic heating to a greater extent. For mobility, women depend on access to public transport to a larger degree due to lower levels of car ownership, but also because of their preferences for the use of environmentally-friendly solutions (public transport). Due to their lower average income, women are at greater risk of energy poverty than men, and have fewer options for investing in low carbon options such as energy efficiency and renewable energies. Perceptions and attitudes towards climate change and climate policy options also vary substantially according to gender. Women are, on average, more concerned about climate change than men. They feel a greater need for action in tackling climate change and are more likely to change their behavior than men. Women are more in favour of policy measures to reduce car use than men. Men generally have more trust in technological solutions than women”.

- The Netherlands recently updated the national heatwave action plan. In the action plan there are different guidelines for water intake during heatwaves for men and women, as a result of the gender analysis of effects of heat stress on men and women.
- In 2015, the Walloon Region in Belgium adopted a gender plan which includes 16 measures. One of them is to improve mobility from a gender mainstreaming perspective. One of the first challenges encountered has been the lack of gender indicators. A 2010 study from Belgium Daily Mobilit-BELDAM23 showed clear differences between men and women such as the facts that women use more public transport than men or that women tend to work closer from their home than men. A new study conducted last year at the regional level MOBWAL should help to update such data and to better identify men and woman behaviors in mobility and how they relate to social economic and work conditions. The study will also help to set indicators to monitor the future mobility measures and their impacts on gender.
- Traditional cookstoves are responsible for up to 3 percent of global CO₂ emissions and 25 percent of global black carbon emissions. They are also responsible for 4.3 mln premature death annually. Especially women and girls suffer, given their proximity to cooking fires and

23 https://mobilit.belgium.be/fr/mobilite/mobilite_en_chiffres/beldam
primary responsibility for firewood collection in many cultures. The long hours they spend in fuelwood collection keeps them from pursuing education, training and income-generating activities. With the support of the Netherlands Ministry of Foreign Affairs, SNV has introduced biodigester technology to households worldwide, providing them with a clean cooking solution and reducing the environmental pressure related to previous energy practices. In addition to biogas, the biodigester produces bioslurry, a very good organic fertilizer that improves the structure and water retention capacity of the soil and increases farmers’ resilience against the impacts of climate change.

Integration of gender considerations

Progress in mainstreaming gender in EU internal climate and energy policies is limited, and few concrete examples are available. In a recent resolution\(^{24}\), the European Parliament called for the inclusion of gender equality in a structured and systematic manner in European policies.

With regard to the external dimension, gender analysis is increasingly applied in the context of development cooperation. Some projects focus specifically on the gender/climate change nexus.

- For the Netherlands it is standard policy to integrate gender in all climate change (related) activities. In order to promote mainstreaming they have developed a number of tools, inter alia, A guide 'Integrating gender equality in climate-smart development'\(^{25}\) and a fact sheet with background on the importance of gender mainstreaming in development\(^{26}\).
- Also the Italian development and environmental cooperation is very attentive to the gender perspective. In 2010 the Ministry of foreign affairs and cooperation has adopted specific guidelines for equal opportunities and empowerment for women\(^{27}\). Concrete examples are projects on women and community forests in Myanmar, a climate change adaptation project in the Andean region of Peru, the empowerment of women (‘cultivating rights for women’) through agricultural training and awareness raising in Burkina Faso, and awareness raising about the connections between food, environment and nature in Madagascar.
- Finland is currently partnering with IUCN to further strengthen synergies between the Rio Conventions in the field of gender mainstreaming. This project aims to advance the capacity of Parties, stakeholders and Secretariats of Rio Conventions and the GEF to accelerate gender equality mainstreaming efforts to maximize the effectiveness, efficiency and equity of initiatives, programs and projects at national level. The project includes strengthened reporting and implementation of gender mandates under the UNCCD, which has strong links


with climate change mitigation and adaptation, and the development of a harmonized capacity building platform on gender and environment linkages, including a massive open online course, with the GEF Gender Partnership.

- In Sweden’s development policy, gender equality and environment and climate change are cross-cutting issues and 80 percent of the climate related financing provided by the Swedish International Development cooperation Agency (Sida) in the years 2013-2016 also promoted gender equality. In the international development banks, including the World Bank, and the multilateral environmental and climate funds, Sweden has been among the driving forces behind the development of gender responsive policies and strategies to guide the implementation of programs and projects in recipient countries as well as supported institutional reforms on gender equality at all levels of these organizations. Sweden has also supported and cooperated with women’s organizations and other actors to strengthen female journalists and human rights defenders. Sweden has helped to strengthen women’s political participation through collaboration with civil society organizations in Eastern Europe. And has also played a leading role in the International Gender Champions initiative in Geneva, which brings together more than one hundred UN ambassadors, heads of UN organizations and leaders of civil society organizations, aiming at members making commitments for strengthened gender equality.

- Because of their skills and abilities as well as their specific circumstances women are key actors for the implementation of climate-policy measures in rural areas and, in general, for the promotion of the sustainable management of natural resources. In this regard, Austria supports some specific initiatives in West-Africa and Latin-America. Participatory workshops constitute the starting-point of every project, allowing the target groups to shape and guide the initiative. In the north of Argentina, Wichi and Qom women reforested a degraded area, with a view to extract fibre from the plant “chaguar” (Bromella sp.) for their traditional handicrafts which are sold to local fairs and markets. In Paraguay, the construction of vegetable gardens aims at strengthening the food security of local and indigenous communities, of which women and their households directly benefit. In Ghana, fallow land represents a very important resource particularly for women, as they can gather in fuel wood, medicinal plants, charcoal, seeds of trees, fruit, condiments, etc. However, the rights of the farmers to the products of the fallows are not always clearly defined which consequently represents an area of potential conflicts. The project team is recording information on the management of fallow, including the rules to use these resources.

- Gender-relevant projects were funded from the beginning of the International Climate Initiative (IKI) of the German Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB). Exemplary projects are the following
  - Gender into Urban Climate Change Initiative (GUCCI) 28: Together with partner organizations in three countries (South Africa, India and Indonesia), Gender CC works on the integration of gender and social aspects into climate policies in several pilot cities. Activities include capacity building and trainings on local level and the development of gender-responsive climate-policy recommendations. Furthermore the project aimed at developing a new method to assess local policies on their ability to integrate gender aspects into adaptation and mitigation policies. The tool ‘Gender Assessment and Methodology of Adaptation and Mitigation’ (GAMMA) was developed and approved within the project.

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• Integration of Gender Aspects into Climate Change Adaptation and Low-Carbon Development. From 2010 until 2014 Gender CC implemented the project with the aim to mainstream the gender dimension in climate change adaptation and low-carbon development (LCD) measures in developing countries (Bangladesh, Kiribati, Marshall Islands, Nauru) and in national and international climate policy through training. In addition, the project developed indicators and methodologies for strengthening and monitoring gender-sensitive adaptation measures and formulated proposals for political strategies.

• In 2010, Finland commissioned a pioneering study on the potential gender benefits of climate change mitigation projects under the Kyoto Protocol's Clean Development Mechanism, including the development of a Gender Spectacles Tool for such projects.

The EU also fully supports the encouraging process of putting in place safeguards and guidelines related to human rights, including gender equality and the rights of indigenous peoples by the operating entities of the Financial Instrument of the UNFCCC.

**Gender balance in national climate delegations**

The composition of the delegations of the European Commission and the EU Member States is well documented and easy accessible at the above mentioned Gender Statistics Database. While there is still room for improvement, the composition of delegation of the EU and its Member States is rather balanced, including at senior level.

Some EU Member States actively contribute to the promotion of gender equality and gender mainstreaming under the UNFCCC, inter alia through the support for the Global Gender and Climate Alliance, and through the establishment and financing of the Women Delegates Fund, which contributes to gender balance in delegations of developing country Parties.

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• Finland has supported the Global Gender and Climate Alliance (GGCA) in strengthening the role of women and mainstreaming the gender perspective in global climate policy. The project focused on advocacy for the establishment and implementation of gender-responsive actions on climate change through a series of activities that included participating in UNFCCC formal meetings, supporting directly the Convention’s Secretariat, technical support to Parties and stakeholders, and incorporating gender equality and women’s empowerment criteria in climate finance mechanisms.

• The Women Development Fund (WDF) of WEDO (Women’s Environment and Development Organization), currently supported by the Netherlands and previously by Finland, aims at promoting the effective participation of female delegates from developing countries, in particular LDCs in the UNFCCC climate negotiations. A balanced participation is not only relevant for the effective implementation of the Paris Agreement but also for the equal participation of men and women in decision-making processes. It enables women delegates to attend important intersessional meetings of the COP and finances a capacity building programme in the margins of the COP meetings focusing on leadership, negotiation and communication skills, networking and the importance of gender responsive climate action and policy.

• Ireland supports the work to address the fact that climate impacts are not gender neutral, and to unlock the power of women in developing countries as climate agents of change. Through the support provided to the Mary Robinson Foundation - Climate Justice, Ireland has been able to support the participation of grassroots women in UNFCCC processes, ensuring their voices and perspectives are heard by negotiators and decision-makers. In 2017, Ireland was pleased to welcome a farmer from Uganda, Constance Okollet to be part of its National Delegation at COP23, which provide a powerful input into the Irish team’s work. Ireland also provides support through its partners to the training of female climate negotiators who are part of the LDC negotiating group, ensuring they have the skills and confidence to represent a gender-balanced view.