

CLIMATE CHANGE DIRECTORATE

March 28th, 2024.

ENGLISH VERSION

Submission by the Republic of Panama

Title: Information on the progress, challenges, gaps and priorities in implementing the gender action plan (GAP) and future work to be undertaken on gender and climate change

Mandate: Decision 15/CP.28, para. 2

1. Panama welcomes Decision 15/CP.25 of the Conference of the Parties, and the opportunity to provide information on the on the progress, challenges, gaps and priorities in implementing the gender action plan (GAP) and future work to be undertaken on gender and climate change.
2. Panama recognizes the valuable progress that has been made within the framework of the Convention to improve gender integration in climate policies, gender balance and the empowerment of women. In addition, AILAC also recognizes that at present, most efforts to incorporate gender equality in responses to climate change (both mitigation and adaptation) are limited to interventions that, in their implementation, have failed to break unequal power structures, to have a structural impact to close gender gaps and to promote the enjoyment of women and girls rights, including indigenous peoples and people with disabilities rights.
3. Panama recognizes that the negative impacts and damage caused by climate change are also the result of social and political processes and the existing structural knots of inequality. Climate change encompasses unequally distributed impacts on women, youth, the elderly, people of different ethnic groups, the urban poor, and socially excluded groups, exacerbated by unequal distribution and poor access to resources. Structurally disadvantaged people, who are subject to social, economic and political inequalities, historically resulting from discrimination, marginalization or disenfranchisement, are disproportionately vulnerable to the negative impacts of the hazards associated with climate change¹.

According to the IPCC conclusions, women are not just victims of climate change, they are change agents with valuable knowledge and skills, and therefore powerful leaders in the fight against climate change. However, it should be noted that women are not a homogeneous group and local gender roles are not immutable or generalizable².

Inclusive governance that prioritizes equity and justice in both planning and implementing responses linked to climate change mitigation and adaptation leads to more effective and sustainable outcomes. Climate-resilient development is made possible when governments, civil society and the private sector make inclusive development decisions through the careful design and implementation of laws, policies, processes and interventions that address context-specific inequalities (such as those based on gender, ethnicity, disability, age, location, and income) and when decision-making processes, finances, and actions are integrated across all levels of governance and sectors³.

4. Progress in the GAP

¹ IPCC AR6 Report.

² <https://genderandenvironment.org/es/gender-considerations-in-the-ipcc-sixth-assessment-report-ar6/>

³ <https://genderandenvironment.org/es/gender-considerations-in-the-ipcc-sixth-assessment-report-ar6/>

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Within the framework of the implementation of the Lima Enhanced Work Programme on Gender and the Gender Action Plan of the United Nations Framework Convention on Climate Change, Panama, with a view to meeting international gender commitments, has achieved:

- Develop its first Gender and Climate Change National Plan⁴, which in turn was aligned with the 10 prioritized sectors of Panama's CRC1 (updated).
- In the National Strategy for Action for Climate Empowerment, within its pillars and transversal to the entire Strategy, the gender perspective is contemplated as one of the fundamental axes that guided its development. The Strategy is expected to be published in the first half of 2024.
- It should be noted that projects developed from Panama, with some link or component of climate change, must include a gender component, either transversally or specifically, so that the gender perspective can be contemplated when executing adaptation and mitigation projects. This also transcends policies, programs and plans such as the National Climate Change Policy 2050, Blue Gender Action Plan.
- In addition, the gender approach is included in the Implementation Mechanisms of the Biennial Transparency Report, such as the Nationally Determined Contribution (NDC2) and the Long-Term Strategy.
- Currently, the construction of the National Adaptation Plan (NAP) is beginning and the inclusion of the gender component in a transversal manner within the actions is planned.

Panama has also developed activities under the priority areas of the Gap, and they are detailed below:

A. Capacity-building, knowledge management and communication

In the area of strengthening and increasing institutional capacities and other stakeholders on gender and climate change, the following achievements stand out:

1. The technical capacity of the Climate Change Directorate of the Ministry of Environment in the gender component has been strengthened, starting this process on January 8, 2023, with the participation of 14 women.
2. The dissemination of the Gender and Climate Change National Plan has been carried out in coordination with multiple relevant actors from the public and institutional sectors. This dissemination was carried out nationwide from March 12, 2023 to July 20, 2023, in different strategic points of the country, achieving a participation of 511 people, of which 320 were women and 191 men, belonging to 14 regions of the Republic of Panama.
3. The participation of various technicians from Panama in gender clinics organized by international organizations has been promoted, with the participation of 6 technicians, 4 women and 2 men.
4. A gender capacity-building programme has been implemented for technicians from the 14 regions and staff of the central office of the Climate Change Directorate of the Ministry of the Environment, through the "Gender and Project Implementation Workshop", with the support of the World Bank. 41 people participated in this workshop, 10 men and 31 women.

⁴ <https://online.fliphtml5.com/eebm/mlcd/>

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5. The National Gender and Climate Change Plan has been disseminated and raised awareness with the private sector, young people, academies and non-governmental organizations at the national level, from March 12, 2023 to July 20, 2023, in different strategic points of the country.

6. Through the "Climate Change Academy for Young Leaders" programme, the participants have been instructed on the importance of the gender perspective in climate change projects and how it affects men and women differently.

7. Currently, Panama has developed its Blue Gender Action Plan, which serves as a strategic tool to guide, coordinate, and promote specific actions that contribute to achieving the objectives of the Government of Panama related to gender equity in the sectors of the blue economy. This plan helps establish inclusive policies, fosters collaboration, and facilitates monitoring and evaluation of progress, allowing strategies to be adjusted as needed to eliminate identified gender gaps.

Also noteworthy is the participation of national focal points and negotiators on Gender and Climate Change in different regional and global events under the UNFCCC.

- With the support of the International Union for Conservation (IUCN) Human Rights in Conservation Team (HRCT) and Binghamton University's Kaschak Institute for Social Justice for Women and Girls, a "Gender Negotiators Workshop for UNFCCC Updates" was held during July 2023 at Binghamton University. This workshop aimed to enhance the capacities of NGCCFPs and gender negotiators. Panama's gender negotiator participated in this activity.
- During Latin American and Caribbean Climate Week, the Government of Panama sponsored the "Workshop to Discuss Latin America and the Caribbean's Contributions to the UNFCCC Gender Action Plan III" with the support of IUCN, the Kaschak Institute, ECLAC, UN Women, UNDP and UNEP. The Gender Focal Points and AILAC negotiators from Chile, Colombia, Guatemala and Panama, as well as Mexico, the Dominican Republic and Uruguay participated in this activity. As a result of these working sessions, there is a preliminary proposal of ideas for a new Gender Action Plan (Annex I), which has been shared with the NGCCFP in the framework of COP28.

In terms of communication and outreach to promote gender-responsive climate action, Panama has stood out for its continuous efforts.

- On the one hand, constant communication was maintained on the development of the Gender and Climate Change National Plan through public and participatory consultations with the whole of society. These actions included awareness-raising workshops and explanations of the nature and objectives of the plan. These workshops were attended by a wide range of social actors, such as the public sector, indigenous communities, academics, youth, private companies, agrarian groups, grassroots community organizations, NGOs, among others. In addition, a detailed record was kept of attendance disaggregated by age and sex in each workshop.
- On the other hand, since 2022, Panama has been part of the Regional Group on Gender and Climate Change for Latin America and the Caribbean. This membership has facilitated the exchange of experiences and knowledge at the regional level, allowing the exploration of possible joint strategies to address this problem more effectively.

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Regarding the strengthening of capacities for the collection, analysis and use disaggregated by sex, and gender analysis in the context of climate change, we can highlight:

- Through the Climate Change Directorate of the Ministry of Environment, techniques have been implemented to collect sex-disaggregated participation data in various workshops related to climate change and gender.
- In Panama, a Technical Committee on Environmental Statistics has been established to collect data at the national level on aspects relevant to the environment. Within this committee, a specific table dedicated to climate change has been set up, where indicators with a breakdown by sex are developed.
- Strategic partnerships have also been established with the Ministry of Women's Affairs and other related entities to coordinate joint actions, plans and programmes. In addition, the Directorate of Climate Change has strengthened synergies with Panama's System of Indicators with a Gender Focus (SIEGPA), the entity in charge of developing gender indicators.

With regard to activities aimed at increasing and strengthening understanding of the differentiated impacts of climate change on men and women, the following are highlighted:

- The Climate Change Directorate of the Ministry of Environment of Panama has collaborated closely with various community-based organizations in the implementation of several climate change projects. In these projects, the importance of gender mainstreaming in all initiatives has been emphasized, given that climate change affects men and women differently.
- On the other hand, through the Climate Change Academy for Young Leaders, the empowerment of women has been promoted, with the percentage of female participation being remarkably high. From 2018 to 2023, the capacities of 196 young people have been strengthened, of which 134 are women and 62 are men.
- Finally, in terms of the use of innovative communication tools for communication on gender and climate change, Panama has the Knowledge Hub on the National Platform for Climate Transparency⁵ that is open to the public, regardless of gender. In this Knowledge Hub you can find two courses: General Concepts of Climate Change and Climate Change in Environmental Impact Studies.
- The Climate Change Academy for Young Leaders is promoted through social networks, obtaining greater female participation. In addition, the use of digital resources for climate empowerment is promoted.

B. Gender Balance, Women's Participation and Leadership

In terms of gender balance and women's leadership, the following points stand out:

- Although Panama does not have an internal policy or regulation specifically dedicated to the selection of delegates to the United Nations Framework Convention on Climate Change (UNFCCC), negotiators are chosen based on their technical skills and knowledge. However, it is notable that the Panamanian delegation has been mostly composed of women, which has been recognized and commended by the UNFCCC secretariat for its female representation.

⁵ <https://transparencia-climatica.miambiente.gob.pa>

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- The average age of Panamanian negotiators is 33, and within this group, a higher percentage are women, including indigenous women, youth, and women from local communities.
- Within the Panamanian delegation, the fundamental role of indigenous peoples in building resilience to climate change and in the formulation of inclusive policies has been recognized. For this reason, priority has been given to the participation of various indigenous groups through representatives of the National Coordination of Indigenous Peoples of Panama.
- Through programs such as The Climate Reality Project's "Operation COP, Youth Ambassadors for Climate" and the "Climate Youth Negotiator Programme," Panama's women negotiators have received comprehensive training on international negotiations and processes within the UNFCCC, reaffirming the country's commitment to gender equality and female representation.
- In 2017, a roadmap for the REDD+ process (Reducing Emissions from Deforestation and Forest Degradation in Panama) was developed, which allowed the gradual incorporation of the gender equality perspective and women's empowerment in the actions, outputs and results of the project. The participatory workshops were developed using active listening methodologies with the groups involved.

C. Coherence

The Gender and Climate Change National Plan is the fundamental document for the cross-cutting integration of gender in projects and programmes related to climate change. Through this Plan, it is guaranteed that the climate commitments established in Panama's Updated Nationally Determined Contribution (NDC1) are mainstreamed with the gender perspective.

During the period between 2022 and 2023, a total of 20 workshops were held, including 4 at the national level and 16 at the regional level. These workshops were attended by various sectors and actors with the purpose of disseminating the Gender and Climate Change Plan, and highlighting its importance in influencing the country's actions.

In addition, at the end of 2022, a meeting of gender focal points was held in government institutions in Panama, in which representatives of various institutions participated. The objective of this meeting was to socialize and ensure the participation and contribution of institutions to achieve work synergies aimed at addressing some of the country's indicators on gender and climate change. Among the institutions participating in the workshop were representatives of the National Institute for Women (INAMU), the Ministry of Education (MEDUCA), the Association of Municipalities of Panama (AMUPA), the Ministry of Economy and Finance (MEF), the Ministry of Foreign Affairs (MIRE), the Public Prosecutor's Office – Attorney General's Office, the Ministry of Commerce and Industry (MICI), the Nutrition Board, as well as different directorates of the Ministry of Environment (MiAMBIENTE).

D. Gender-responsive implementation and means of implementation

To ensure gender-responsive funding, the gender approach is mainstreamed in programmes, projects and plans, ensuring that a specific budget is allocated to support their implementation. It is important to note that all projects with international organizations include sections dedicated to the development of action plans with a gender perspective.

On the other hand, through active listening processes, it is possible to integrate the gender approach in various activities, as evidenced in the REDD+ project.

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It is important to note that in terms of promoting the use of gender-responsive technological solutions to address climate change, the National Gender Policy (STI 2040⁶) covers all scientific and technological disciplines, from basic research to applied innovation, with the aim of improving women's access to and participation in these areas. In addition, the National Secretariat of Energy has the Solar Champions program⁷, which focuses on training indigenous women in the installation and use of solar panels.

E. Monitoring and reporting.

In terms of monitoring and reporting, Panama's Fourth National Communication⁸ contains information on gender action and climate change. Panama is working on the development of its Biennial Transparency Report, one of its components of which considers the report on the implementation of the gender perspective.

5. Challenges

- Ensure the participation of Gender Coordinators and Gender Negotiators, as well as mainstream gender issues in other negotiation channels and other areas, such as the COP Bureau, the CMP and the WFS organization.
- Allocate resources to have specialists who dynamize institutional action and accompany the process of implementation, monitoring and evaluation of the results obtained in the achievement of the proposed results, all this will help us to contribute to reducing the existing gaps, motivating to generate processes of change, of course considering the differences of women and men and promoting the development of proposals, inclusive, egalitarian and fair.
- In terms of monitoring and evaluation, there is the challenge of developing advanced tools in gender dimensions for the development of measures that allow us to know indicators for both adaptation and mitigation in order to close gender gaps.

6. Gaps

There are needs to move forward, such as gender and climate change financing, which allows us to comply with the development of actions by promoting programs and projects with gender perspectives, thus ensuring that men and women participate and access the benefits of development initiatives that contribute to the development of public policies that affect their lives.

7. Reflection on Future work to be undertaken on gender and climate change

LAC countries have been actively working on the climate change and gender agenda in recent years. As a result, Annex I presents a proposal for Priority Areas and Activities for a new Gender Action Plan (GAP III). This GAP builds upon the successful framework of the GAP 2019-2024, while incorporating the latest decisions on gender and climate change from the UNFCCC and WCCSW. It strategically maintains core priority areas while ensuring alignment with the evolving global landscape.

The priority area proposed are the following:

| Priority area proposed | Objective | Comments/Fundaments |
|------------------------|-----------|---------------------|
|------------------------|-----------|---------------------|

⁶ https://www.senacyt.gob.pa/wp-content/uploads/2021/06/PGCTI_20230703.pdf

⁷ <https://mujer.gob.pa/35-mujeres-en-la-comarca-ngabe-bugle-participan-del-programa-campeonas-solares/>

⁸ https://transparencia-climatica.miambiente.gob.pa/wp-content/uploads/2023/08/4CNCC_2023_L.pdf

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|--|--|--|
| <p>A. Gender-responsive climate action</p> | <p>To enhance the systematic integration of gender considerations in the design and implementation of policies, programmes, and actions, including in mitigation, adaptation, and resilience.</p> | <p>This proposal intended to stress the Gender-responsive implementation, of Priority Area D. This activity looks to move forward to the implementation of gender-transformative climate actions, with focus on local and community level.</p> |
| <p>B. Gender-responsive capacity building, finance, and technology transfer</p> | <p>Ensure the development of gender-responsive means of implementation related to mitigation, adaptation, and resilience.</p> | <p>This proposal puts together all activities associated to means of implementation, related to capacity building, finance, and technology transfer, following Priority Area A and D.</p> |
| <p>C. Gender balance, inclusive participation, people's safety, and women's leadership</p> | <p>To achieve and sustain the full, equal, meaningful, and safe participation of women in the UNFCCC process, recognizing that women in different contexts have particular needs and priorities, requiring appropriate responses.</p> | <p>It based on Priority Area B. Gender balance, participation and women's leadership, integrating "inclusive and safety participation" to connect with WCCSW</p> |
| <p>D. Coherence and gender mainstreaming</p> | <p>To strengthen the integration of gender considerations within the work of UNFCCC constituted bodies, the secretariat, and other United Nations entities and stakeholders towards the consistent implementation of gender-related mandates and activities.</p> | <p>It based on Priority Area C. Coherence, and it integrates gender mainstreaming, that its main tool to advance in gender considerations within the work of UNFCCC</p> |
| <p>E. Transparency, monitoring and reporting</p> | <p>To improve the monitoring of the implementation and reporting of gender-related mandates under the enhanced Lima work programme on gender and its gender action plan.</p> | <p>It based on Priority Area E. Monitoring and reporting and it is integrate "Transparency", to be in line with Paris Agreement and its reports.</p> |

**CLIMATE CHANGE DIRECTORATE
ANNEX I**

Initial Draft for UNFCCC Gender Action Plan

Priority Areas

A. Gender-responsive climate action

To enhance the systematic integration of gender considerations in the design and implementation of policies, programmes, and actions, including in mitigation, adaptation, and resilience.

B. Gender-responsive capacity building, finance, and technology transfer

Ensure the development of gender-responsive means of implementation related to mitigation, adaptation, and resilience.

C. Gender balance, inclusive participation, people's safety, and women's leadership

To achieve and sustain the full, equal, meaningful, and safe participation of women in the UNFCCC process, recognizing that women in different contexts have particular needs and priorities, requiring appropriate responses.

D. Coherence and gender mainstreaming

To strengthen the integration of gender considerations within the work of UNFCCC constituted bodies, the secretariat, and other United Nations entities and stakeholders towards the consistent implementation of gender-related mandates and activities.

E. Transparency, monitoring and reporting

To improve the monitoring of the implementation and reporting of gender-related mandates under the enhanced Lima work programme on gender and its gender action plan.

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Priority Area A: Gender-responsive climate action

| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/outputs</i> | <i>Level of Implementation</i> |
|---|-------------------------|-----------------|----------------------------|--------------------------------|
| A.1 Encourage Parties to develop guidelines and tools that incorporate criteria to design and implement gender-responsive climate actions (i.e., to address existing structural barriers, negative social norms, and gender stereotypes) | | | | |
| A.2 Encourage Parties to present annual submissions on the following topics: <ul style="list-style-type: none"> a. Implementation of gender-responsive mitigation and adaptation actions at local level that create opportunities for women and women's grassroots organizations (with special attention to small-scale food producers, indigenous peoples, and local communities), recognizing that women in different contexts have particular needs and priorities, requiring appropriate responses b. Implementation of comprehensive and intersectoral protocols, with an intersectional, intercultural, gender, and human rights-based approach | | | | |
| A.3 Request the secretariat to prepare a synthesis report on the submissions received under activity A.2 | | | | |
| A.4 Encourage Parties to design and implement gender-responsive programmes, policies, and plans, with the support of UN agencies and other observer organizations | | | | |
| A.5 Request the secretariat to develop and maintain a user-friendly platform to collect, inform, and share data related to implemented gender-responsive climate actions | | | | |

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| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/outputs</i> | <i>Level of Implementation</i> |
|--|---|-----------------|----------------------------|--------------------------------|
| A.6 Exhort Parties to integrate a gender perspective into the design, implementation, monitoring, and evaluation of mitigation, adaptation, and resilience policies, projects, and programmes | | | | |
| A.7 At SBI XX hold a dialogue, in coordination with UN Women, other UN agencies and observer organizations on the linkages between care and climate change | | | | |
| A.8. Request the secretariat to hold an annual dialogue with women's grassroots organizations to advance in the GAP implementation, within the framework of the Regional Climate Weeks, and to present a consolidated report with its conclusions at the COP | regional workshops to exchange good practices on GAP implementation | | | |
| A.9 Strengthen the evidence base and understanding of the differentiated impacts of climate change on men and women and the role of women as agents of change and on opportunities for women | | | | |

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Priority Area B: Gender-responsive capacity building, finance, and technology transfer

| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/Outputs</i> | <i>Level of Implementation</i> |
|--|-------------------------|-----------------|----------------------------|--------------------------------|
| B.1 Strengthen the capacities of the Parties at all administrative levels in mainstreaming gender in formulating, monitoring, implementing, and reviewing, as appropriate, national climate change policies, plans, strategies, and actions, including Biennial Transparency Reports (BTR), Long-Term Strategies (LTS), Nationally Determined Contributions, National Adaptation Plans, and National Communications. | | | | |
| B.2 Enhance capacity-building for governments and other relevant stakeholders to collect, analyze and apply sex and/or gender-disaggregated data, and gender analysis in the context of climate change | | | | |
| B.3 Promote the use of online, offline, and innovative communication tools to the public, in particular for reaching out to women in different contexts, on the implementation of the enhanced Lima work programme on gender and its gender action plan | | | | |
| B.4 Promote capacity-building in leadership, negotiation, and facilitation of negotiation for women through webinars and in-session trainings to enhance women's participation in the UNFCCC process, recognizing that women in different contexts have particular needs and priorities, requiring appropriate responses | | | | |
| B.5 Inform Parties on financial and technical support available to enhance gender integration into climate policies, projects, plans, strategies, and actions, including good practices to facilitate access to climate finance to grassroots women's organizations, indigenous peoples, local communities and | | | | |

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| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/Outputs</i> | <i>Level of Implementation</i> |
|---|---------------------------|-----------------|----------------------------|--------------------------------|
| people with disabilities | | | | |
| B.6 Invite the financing mechanisms to host a dialogue on how they are supporting and can support the implementation of the enhanced Lima work programme on gender and its gender action plan | | | | |
| B.7 Promote the implementation of gender-responsive technological and nature-based solutions to address climate change, including the protection and preservation of local, indigenous, and traditional knowledge and practices, and for improving climate resilience, and by fostering the full participation and leadership of women and girls in science, technology, research and development; recognizing that women and girls in different contexts have particular needs and priorities, requiring appropriate responses | | | | |
| B 8. Strengthen and ensure women’s full participation in technology transfer activities such as training, workshops, and peer-to-peer exchange, among others; recognizing that women in different contexts have particular needs and priorities, requiring appropriate responses | | | | |
| B 9. Enhance the capacity of Parties, negotiation teams, heads of delegations, and gender and climate change focal points on gender and climate change. | Open-access short courses | | | |
| B.10 Continue strengthening the role and the work of the national gender and climate change focal points, including through providing capacity-building, tools, and resources, sharing experiences and best practices, workshops, knowledge exchange, peer-to-peer learning, mentoring, and coaching | | | | |

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| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/Outputs</i> | <i>Level of Implementation</i> |
|---|-------------------------|-----------------|----------------------------|--------------------------------|
| B.11 Provide technical and financial support for the implementation of planned actions and activities included in the gender actions plans submitted by the Parties | | | | |

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Priority Area C: Gender balance, inclusive participation, people's safety, and women's leadership

| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/Outputs</i> | <i>Level of Implementation</i> |
|--|--|-----------------|--|--------------------------------|
| C 1. Request the secretariat to support the attendance of national gender and climate change focal points, ensuring a regional balance, at relevant mandated UNFCCC meetings | | | | |
| C.2 Promote travel funds, managed by regional groups, as a means to support women's equal participation in all national delegations at UNFCCC sessions, as well as funds to support the participation of grassroots organizations and indigenous communities from developing countries | | | | |
| C.3 Encourage Financial Entities and Parties to take into consideration the importance of supporting gender balance and gender focal points/gender negotiators in all national delegations at UNFCCC sessions | | | Gender focal points/gender negotiators balance, participation balance, negotiators balance | |
| C.4 Promote initiatives for capacity-building in leadership, negotiation and facilitation for women, recognizing that women in different contexts have particular needs and priorities, requiring appropriate responses, to promote their full, equal, and meaningful participation | In-session webinars and trainings to enhance women's participation in the UNFCCC process | | | |
| C.5 Request the secretariat: <ul style="list-style-type: none"> a. To conduct a survey for the participants on perceptions of safety in the context of UNFCCC COPs, and Subsidiary Bodies (SBs) b. Elaborate a diagnostic report on the safety of all people who attend COPs, in particular women, recognizing that women in different | | | | |

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| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/Outputs</i> | <i>Level of Implementation</i> |
|--|-------------------------|-----------------|----------------------------|--------------------------------|
| <p>contexts have particular needs and priorities, requiring appropriate responses; and ensure inclusive facilities for all people during COPs</p> <p>c. Enhance/create comprehensive security protocols that include intersectional and intercultural perspectives.</p> | | | | |
| <p>C.6 Require the secretariat to define a protocol to facilitate the full and effective participation of people with care responsibilities in UNFCCC meetings</p> | | | | |
| <p>C.7 Exhort Parties to:</p> <ul style="list-style-type: none"> a. Include the Mechanism for the Advancement of Women (MAW) as part of climate change governance b. Create national gender and climate change working groups c. Ensure that women’s groups and civil society organizations (CSO) are involved in the design, implementation, and revision of national and sectoral climate policies, strategies, and actions d. Promote a multi-stakeholder, consultative and inclusive approach that includes gender in NDC implementation and policy development processes e. Promote initiatives for capacity-building in leadership and negotiation for national women representatives of women’s groups | | | | |

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Priority Area D: Coherence and gender mainstreaming

| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/Outputs</i> | <i>Level of Implementation</i> |
|--|-------------------------|-----------------|----------------------------|--------------------------------|
| D.1 Request the secretariat to take actions to ensure that members of constituted bodies are introduced to gender-related mandates and the relevance of consistently and systematically mainstreaming gender in their work | | | Tools and trainings | |
| D.2 Encourage Parties and relevant UNFCCC constituted bodies, in line with their respective mandates, to support action and implementation of the enhanced Lima work programme on gender and its gender action plan | | | | |
| D.3 Request SBI and SBSTA chairs to regularly report on gender-responsive mitigation and adaptation decisions and measures implemented | | | | |
| D.4 Request SBI and SBSTA chairs to promote gender mainstreaming to ensure coherence across negotiation tracks or bodies | | | | |
| D.5 Encourage Parties to keep the nomination of gender and climate change focal points updated | | | | |

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Priority Area E: Transparency, monitoring, and reporting

| <i>Activities</i> | <i>Responsibilities</i> | <i>Timeline</i> | <i>Deliverable/outputs</i> | <i>Level of Implementation</i> |
|---|-------------------------|-----------------|----------------------------|--------------------------------|
| E.1 Continue monitoring and reporting on women in leadership positions within the UNFCCC process in the context of the gender composition report, including the measurement of intervention time | | | | |
| E.2 Enhance monitoring and reporting of the implementation of gender-responsive climate policies, plans, projects, initiatives, strategies, and action, by encouraging: <ul style="list-style-type: none"> a. Parties to report on the implementation of the enhanced Lima work programme on gender and its gender action plan. b. The secretariat, UN Agencies, and observers to socialize monitoring and reporting systems and tools to support UNFCCC gender monitoring and reporting c. Communication & reporting instruments under the Convention, including Biennial Transparency Reports (BTR), Biennial Update Report (BURs), and National Communications to include <i>[a section]</i> to report on progress in advancing gender and climate change considerations d. Parties in regular reports and communications under the UNFCCC process | | | | |
| E.3 Conduct at least one expert workshop in alliance with IPCC to identify gender and climate indicators to measure the impacts of climate change and gender-differentiated contributions to GHG reduction | | | | |
| E.4 Encourage Parties to include gender indicators, collect sex-disaggregated data and/or conduct gender analysis in MRV and Transparency Frameworks | | | | |

SPANISH VERSION

Contribución de la República de Panamá

Información sobre los avances, los desafíos, las brechas y las prioridades en la implementación del Plan de Acción de Género (GAP) y el trabajo futuro que se emprenderá sobre género y cambio climático

Mandato: Decisión 15/CP.28, párr. 2

1. Panamá acoge con beneplácito la Decisión 15/CP.25 de la Conferencia de las Partes y la oportunidad de proporcionar información sobre los avances, desafíos, brechas y prioridades en la implementación del Plan de Acción de Género (GAP) y el trabajo futuro que se emprenderá en materia de género y cambio climático.

2. Panamá reconoce los valiosos avances que se han logrado en el marco de la Convención para mejorar la integración de género en las políticas climáticas, el equilibrio de género y el empoderamiento de las mujeres. Además, AILAC también reconoce que, en la actualidad, la mayoría de los esfuerzos para incorporar la igualdad de género en las respuestas al cambio climático (tanto de mitigación como de adaptación) se limitan a intervenciones que, en su implementación, no han logrado romper las estructuras de poder desiguales, tener un impacto estructural para cerrar las brechas de género y promover el disfrute de los derechos de las mujeres y las niñas, incluidos los derechos de los pueblos indígenas y las personas con discapacidad.

3. Panamá reconoce que los impactos negativos y los daños causados por el cambio climático son también el resultado de los procesos sociales y políticos y de los nudos estructurales de desigualdad existentes. El cambio climático abarca impactos distribuidos de manera desigual en las mujeres, los jóvenes, los ancianos, las personas de diferentes grupos étnicos, los pobres urbanos y los grupos socialmente excluidos, exacerbados por la distribución desigual y el acceso deficiente a los recursos. Las personas estructuralmente desfavorecidas, que están sujetas a desigualdades sociales, económicas y políticas, históricamente resultantes de la discriminación, la marginación o la privación de derechos, son desproporcionadamente vulnerables a los efectos negativos de los peligros asociados con el cambio climático⁹.

Según las conclusiones del IPCC, las mujeres no son solo víctimas del cambio climático, sino que son agentes de cambio con valiosos conocimientos y habilidades y, por lo tanto, poderosas líderes en la lucha contra el cambio climático. Sin embargo, cabe señalar que las mujeres no son un grupo homogéneo y que los roles de género locales no son inmutables ni generalizables¹⁰.

Una gobernanza inclusiva que priorice la equidad y la justicia tanto en la planificación como en la implementación de respuestas vinculadas a la mitigación y adaptación al cambio climático conduce a resultados más eficaces y sostenibles. El desarrollo resiliente al clima es posible cuando los gobiernos, la sociedad civil y el sector privado toman decisiones de desarrollo inclusivo a través del diseño cuidadoso y la implementación de leyes, políticas, procesos e intervenciones que abordan las desigualdades específicas del contexto (como las basadas en el género, la etnia, la discapacidad, la edad, la ubicación y los ingresos) y cuando los procesos de toma de decisiones, las finanzas y las acciones se integran en todos los niveles de gobernanza y sectores¹¹.

⁹ IPCC AR6 Report.

¹⁰ <https://genderandenvironment.org/es/gender-considerations-in-the-ipcc-sixth-assessment-report-ar6/>

¹¹ <https://genderandenvironment.org/es/gender-considerations-in-the-ipcc-sixth-assessment-report-ar6/>

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4. Progreso en el GAP

En el marco de la aplicación del Programa de Trabajo mejorado de Lima sobre género y el Plan de Acción sobre Género de la Convención Marco de las Naciones Unidas sobre el Cambio Climático, Panamá en miras a cumplir con los compromisos internacionales de género ha logrado:

- Desarrollar su primer Plan Nacional de Género y Cambio Climático¹², que a su vez fue alineado con los 10 sectores priorizados de la CDN1 (actualizada) de Panamá.
- En la Estrategia Nacional de Acción por el Empoderamiento Climático, dentro de sus pilares y forma transversal a toda la Estrategia se contempla la perspectiva de género como uno de los ejes fundamentales que guiaron su desarrollo. Se espera la publicación de la Estrategia en el primer semestre del 2024.
- Se destaca que los proyectos desarrollados desde Panamá, con alguna vinculación o componente de cambio climático debe incluir un componente de género, sea transversal o de manera específica, de modo que se pueda contemplar la perspectiva de género al momento de ejecutar los proyectos de adaptación y mitigación. Esto también trasciende a las políticas, programas y planes como por ejemplo, la Política Nacional de Cambio Climático 2050, Plan de Acción Género Azul.
- Adicionalmente, se incluye el enfoque de género en los Mecanismos de Implementación del Informe Bienal de Transparencia, como en la Contribución Determinada Nacional (CDN2) y la Estrategia de Largo Plazo.
- Actualmente, se está iniciando la construcción del Plan Nacional de Adaptación (NAP) y se tiene previsto la inclusión del componente de género de manera transversal dentro de las acciones.

Panamá también ha desarrollado actividades bajo las áreas prioritarias del Gap, y de detallan a continuación:

A. Fomento de la capacidad, gestión de los conocimientos y comunicación

En el ámbito de fortalecer e incrementar las capacidades institucionales y de otras partes interesadas en género y cambio climático, se destacan los siguientes logros:

1. Se ha fortalecido la capacidad técnica de la Dirección de Cambio Climático del Ministerio de Ambiente en el componente de género, iniciando este proceso desde el 8 de enero de 2023, con la participación de 14 mujeres.
2. Se ha llevado a cabo la divulgación del Plan Nacional de Género y Cambio Climático en coordinación con múltiples actores relevantes del sector público e institucional. Esta divulgación se realizó a nivel nacional desde el 12 de marzo de 2023 hasta el 20 de julio de 2023, en distintos puntos estratégicos del país, logrando una participación de 511 personas, de las cuales 320 fueron mujeres y 191 hombres, pertenecientes a 14 regiones de la República de Panamá.
3. Se ha promovido la participación de diversos técnicos de Panamá en clínicas de género organizadas por Organismos Internacionales, con la participación de 6 técnicos, 4 mujeres y 2 hombres.
4. Se ha ejecutado un programa de fortalecimiento de capacidades en género para técnicos de las 14 regionales y personal de la oficina central de la Dirección de Cambio Climático del Ministerio de Ambiente, a través del "Taller Género e Implementación de

¹² <https://online.fliphtml5.com/eebm/mlcd/>

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Proyecto", con el apoyo del Banco Mundial. En este taller participaron 41 personas, 10 hombres y 31 mujeres.

5. Se ha realizado la divulgación y sensibilización del Plan Nacional de Género y Cambio Climático con el sector privado, jóvenes, academias y organizaciones no gubernamentales a nivel nacional, desde el 12 de marzo de 2023 hasta el 20 de julio de 2023, en distintos puntos estratégicos del país.

6. A través del programa "Academia sobre Cambio Climático para Jóvenes Líderes", se ha instruido sobre la importancia de la perspectiva de género en los proyectos de cambio climático y cómo afecta de manera diferenciada a hombres y mujeres, a los jóvenes participantes.

7. Actualmente, Panamá ha desarrollado su Plan de Acción Género Azul, el cual sirve como una herramienta estratégica para guiar, coordinar y promover acciones específicas que contribuyan a alcanzar los objetivos del Gobierno de Panamá relacionados con la equidad de género en los sectores de la economía azul. Este plan ayuda a establecer políticas inclusivas, fomenta la colaboración y facilita el monitoreo y la evaluación de los avances, lo que permite ajustar las estrategias según sea necesario para eliminar las brechas de género identificadas.

También se destaca la participación de los puntos focales nacionales y negociadores de Género y Cambio Climático en distintos eventos regionales y globales bajo la CMUNCCC.

- Con el apoyo del Equipo de Derechos Humanos en la Conservación (HRCT) de la Unión Internacional para la Conservación de la Naturaleza (UICN) y el Instituto Kaschak para la Justicia Social para Mujeres y Niñas de la Universidad de Binghamton, se realizó un "Taller de Negociadores de Género para las actualizaciones de la CMNUCC", durante julio de 2023 en la Universidad de Binghamton. Este taller tuvo como objetivo mejorar las capacidades de los NGCCFP y de los negociadores de género. En esta actividad participó la negociadora en Género de Panamá.
- Durante la Semana del Clima de América Latina y el Caribe, el gobierno de Panamá patrocinó el "Taller para discutir los aportes de América Latina y el Caribe al Plan de Acción de Género III de la CMNUCC" con el apoyo de la UICN, el Instituto Kaschak, la CEPAL, ONU Mujeres, el PNUD y el PNUMA. En esta actividad participaron los Puntos Focales de Género y negociadores de AILAC de Chile, Colombia, Guatemala y Panamá, así como de México, República Dominicana y Uruguay. Como resultado de estas sesiones de trabajo, existe una propuesta preliminar de ideas de un nuevo Plan de Acción de Género (Anexo I), que ha sido compartida con el NGCCFP en el marco de la COP28.

En materia de comunicación y divulgación para promover una acción climática sensible al género, Panamá ha destacado por sus esfuerzos continuos.

- Por un lado, se mantuvo una comunicación constante sobre el desarrollo del Plan Nacional de Género y Cambio Climático (PNGCC) a través de consultas públicas y participativas con toda la sociedad. Estas acciones incluyeron la realización de talleres de sensibilización y explicación sobre la naturaleza y los objetivos del plan. Estos talleres contaron con la participación de una amplia gama de actores sociales, como el sector público, comunidades indígenas, académicos, jóvenes, empresas privadas, grupos agrarios, organizaciones comunitarias de base, ONG, entre otros. Además, se llevó un registro detallado de la asistencia desagregada por edad y sexo en cada taller.

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- Por otro lado, desde el año 2022, Panamá forma parte del Grupo Regional de Género y Cambio Climático para América Latina y el Caribe. Esta membresía ha facilitado el intercambio de experiencias y conocimientos a nivel regional, permitiendo la exploración de posibles estrategias conjuntas para abordar esta problemática de manera más efectiva.

En cuanto al fortalecimiento de capacidades para la colecta, análisis y uso desagregados por sexo, y análisis de género en el contexto del cambio climático, podemos resaltar:

- A través de la Dirección de Cambio Climático del Ministerio de Ambiente, se han implementado técnicas para recopilar datos de participación desagregados por sexo en diversos talleres relacionados con cambio climático y género.
- En Panamá, se ha establecido un Comité Técnico de Estadísticas Ambientales encargado de recopilar datos a nivel nacional sobre aspectos relevantes para el medio ambiente. Dentro de este comité, se ha constituido una mesa específica dedicada al cambio climático, donde se desarrollan indicadores con desglose por sexo.
- Asimismo, se han establecido colaboraciones estratégicas con el Ministerio de la Mujer y otras entidades afines para coordinar acciones, planes y programas de manera conjunta. Además, desde la Dirección de Cambio Climático, se han fortalecido las sinergias con el Sistema de Indicadores con Enfoque de Género de Panamá (SIEGPA), entidad encargada del desarrollo de indicadores de género.

En relación con las actividades destinadas a aumentar y fortalecer la comprensión de los impactos diferenciados del cambio climático en hombres y mujeres, destaca lo siguiente:

- Desde la Dirección de Cambio Climático del Ministerio de Ambiente de Panamá, se ha colaborado estrechamente con diversas organizaciones de base comunitaria en la implementación de varios proyectos de cambio climático. En estos proyectos, se ha enfatizado la importancia de la inclusión de la perspectiva de género en todas las iniciativas, dado que el cambio climático afecta de manera dispar a hombres y mujeres.
- Por otro lado, a través de la Academia sobre Cambio Climático para Jóvenes Líderes, se ha promovido el empoderamiento de la figura femenina, siendo el porcentaje de participación femenina notablemente alto. Del 2018 al 2023, se han fortalecido las capacidades de 196 jóvenes, de los cuales 134 son mujeres y 62 son hombres.
- Por último, en materia de uso de herramientas de comunicación innovadoras para la comunicación sobre género y cambio climático, Panamá cuenta con el Hub de Conocimiento en la Plataforma Nacional de Transparencia Climática¹³ de acceso libre sin importar el género. En este Hub de Conocimiento se pueden encontrar dos cursos: Conceptos Generales de Cambio Climático y Cambio Climático en Estudios de Impacto Ambiental.
- La Academia sobre Cambio Climático para Jóvenes Líderes se promueve a través de las redes sociales, obteniendo mayor participación femenina. Además, se impulsa el uso de recursos digitales para el empoderamiento climático.

¹³ <https://transparencia-climatica.miambiente.gob.pa>

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B. Equilibrio de género, participación y liderazgo de las mujeres

En cuanto al equilibrio de género y el liderazgo de las mujeres, se destacan los siguientes puntos:

- Aunque Panamá no cuenta con una política o normativa interna específicamente dedicada a la selección de delegados para la Convención Marco de las Naciones Unidas sobre el Cambio Climático (CMNUCC), los negociadores son elegidos en base a sus habilidades técnicas y conocimientos. Sin embargo, es notable que la delegación panameña ha estado mayoritariamente compuesta por mujeres, lo que ha sido reconocido y elogiado por la secretaria de la CMNUCC por su representación femenina.
- La edad promedio de los negociadores panameños es de 33 años, y dentro de este grupo, un mayor porcentaje son mujeres, incluidas mujeres indígenas, jóvenes y mujeres de comunidades locales.
- Dentro de la delegación panameña, se ha reconocido el papel fundamental de los pueblos indígenas en el desarrollo de la resiliencia al cambio climático y en la formulación de políticas inclusivas. Por esta razón, se ha priorizado la participación de diversos grupos indígenas a través de representaciones de la Coordinadora Nacional de Pueblos Indígenas de Panamá (CONAPIP).
- Mediante programas como "Operación COP, juventudes embajadoras por el clima" de The Climate Reality Project y el "Climate Youth Negotiator Programme", las mujeres negociadoras de Panamá han recibido un completo entrenamiento sobre las negociaciones internacionales y los procesos dentro de la CMNUCC, lo que reafirma el compromiso del país con la equidad de género y la representación femenina.
- En el año 2017, se elaboró una hoja de ruta para el proceso REDD+ (Reducción de Emisiones por Deforestación y Degradación de los bosques en Panamá), que permitió incorporar gradualmente la perspectiva de igualdad de género y el empoderamiento de las mujeres en las acciones, productos y resultados del proyecto. Los talleres participativos se desarrollaron utilizando metodologías de escucha activa con los grupos involucrados.

C. Coherencia

El Plan Nacional de Género y Cambio Climático constituye el documento fundamental para la integración transversal del género en proyectos y programas relacionados con el cambio climático. A través de este Plan, se garantiza que los compromisos climáticos establecidos en la Contribución Nacional Determinada Actualizada (CDN1) de Panamá se transversalice la perspectiva de género.

Durante el período comprendido entre 2022 y 2023, se llevaron a cabo un total de 20 talleres, incluyendo 4 a nivel nacional y 16 a nivel regional. Estos talleres contaron con la participación de diversos sectores y actores con el propósito de difundir el Plan de Género y Cambio Climático, y resaltar su importancia en la influencia de las acciones del país.

Además, a finales de 2022 se llevó a cabo una reunión de puntos focales de género en instituciones gubernamentales de Panamá, en la que participaron representantes de diversas instituciones. El objetivo de esta reunión fue socializar y asegurar la participación y contribución de las instituciones para lograr sinergias de trabajo destinadas a abordar algunos indicadores del país en materia de género y cambio climático. Entre las instituciones participantes en el taller se encontraban representantes del Instituto Nacional de la Mujer (INAMU), el Ministerio de Educación (MEDUCA), la Asociación de Municipios de Panamá (AMUPA), el Ministerio de Economía y Finanzas (MEF), el Ministerio de Relaciones Exteriores (MIRE), el Ministerio Público – Procuraduría General de la Nación, el Ministerio de Comercio e Industrias (MICI), el Patronato de Nutrición, así como diferentes direcciones del Ministerio de Ambiente (MiAMBIENTE).

D. Aplicación y medios de aplicación con perspectiva de género

Para garantizar una financiación sensible al género, se incorpora de manera transversal el enfoque de género en programas, proyectos y planes, asegurando la asignación de un presupuesto específico para respaldar su implementación. Es relevante destacar que todos los proyectos con organismos internacionales incluyen secciones dedicadas al desarrollo de planes de acción con enfoque de género.

Por otro lado, a través de procesos de escucha activa, se logra integrar el enfoque de género en diversas actividades, como se evidencia en el proyecto REDD+.

Es importante señalar que en materia de la promoción del uso de soluciones tecnológicas género responsivas para abordar el cambio climático, se cuenta con la Política Nacional de Género-CTI 2040¹⁴ abarca todas las disciplinas científicas y tecnológicas, desde la investigación básica hasta la innovación aplicada, con el objetivo de mejorar el acceso y la participación de las mujeres en estos ámbitos. Además, la Secretaría Nacional de Energía cuenta con el programa Campeonas Solares¹⁵, que se enfoca en capacitar a mujeres indígenas en la instalación y uso de paneles solares.

E. Seguimiento y presentación de informes.

En cuanto al monitoreo y reporte, en la Cuarta Comunicación Nacional de Panamá¹⁶ se cuenta con información sobre las acción de género y cambio climático. Panamá está trabajando en el desarrollo de su Informe Bienal de Transparencia donde uno de sus componentes considera el reporte de la implementación de la perspectiva de género.

5. Desafíos

- Asegurar la participación de los Coordinadores de Género y los Negociadores de Género, así como incorporar las cuestiones de género en otras vías de negociación y otras áreas, como la Mesa de la COP, la CMP y la organización CMA.
- Asignar recursos para contar con especialistas que dinamicen el accionar institucional y acompañen el proceso de implementación, seguimiento y evaluación de los resultados obtenidos en el logro de los resultados propuestos todo esto nos ayudara a contribuir a reducir las brechas existentes, motivando a generar procesos de cambios, por supuesto considerando las diferencias de mujeres y hombres y promoviendo el desarrollo de propuestas, inclusivas, igualitarias y justa.
- En cuanto a monitoreo y evaluación, se tiene el desafío de desarrollar herramientas avanzadas en dimensiones de género para el desarrollo de medidas que nos permitan conocer indicadores tanto para adaptación como mitigación en aras de cerrar las brechas de género.

6. Brechas

¹⁴ https://www.senacyt.gob.pa/wp-content/uploads/2021/06/PGCTI_20230703.pdf

¹⁵ <https://mujer.gob.pa/35-mujeres-en-la-comarca-ngabe-bugle-participan-del-programa-campeonas-solares/>

¹⁶ https://transparencia-climatica.miambiente.gob.pa/wp-content/uploads/2023/08/4CNCC_2023_L.pdf

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Existen necesidades para avanzar como es el financiamiento de género y cambio climático, que nos permita cumplir con el desarrollo de acciones impulsando programas y proyectos con perspectivas de género, asegurando así que hombres y mujeres participen y accedan a los beneficios de las iniciativas de desarrollo que aporten en el desarrollo de políticas públicas que afectan su vida.