



Submission by Poland and the European Commission on behalf of the European Union and its Member States

Warsaw, 13/03/2025

Subject: Views on the format and scope of the in-session technical workshop to be held at the sixty-second session of the SBI, to facilitate the design of gender action plan activities

Summary of Key points:

The in-session technical workshop at SB62 provides the opportunity to discuss the potential contents of the new Gender Action Plan (GAP) under the 10-year extended Enhanced Lima Work Programme on Gender.

Building on the experiences from the past work programme and GAP, the EU suggests maintaining the structure of five priority areas and updating the activities. We want the GAP to facilitate long-term structural change to enhance gender equality as a key tool for effective climate action and for building resilience through strengthening institutional mechanisms such as gender mainstreaming, gender budgeting, capacity building, education and intersectionality. We see merit in including new areas where gender equality and climate action connects; also including care work, sexual and reproductive health and rights, and gender-based violence. Prioritisation of activities and deliverables will be important in order to make the best use of the available time and resources.

These aspects should be discussed in an inclusive workshop which allows for transparent exchanges on the GAP priorities, updates to previous activities and potential new elements, as well as on their sequencing and prioritisation in light of the 10-year work programme.

INTRODUCTION/BACKGROUND:

The EU and its MS look forward to developing a new Gender Action Plan (GAP) as a part of the newly extended Enhanced Lima Work Programme on gender. The EU is committed to promoting a gender perspective in climate policies both domestically and internationally, and to supporting women's empowerment and gender equality in international negotiations under the United Nations Framework Convention on Climate Change (UNFCCC). We will continue to demonstrate our commitment not only through our daily work within the EU and active engagement in the UNFCCC, but also through our unified stance, as reflected in our joint statement at COP29¹ where the EU alongside Australia, Canada, Chile, Colombia, Costa Rica, Guatemala, Honduras, Iceland, Japan, Mexico, New Zealand, Norway, Panama, Peru, Switzerland, the United Kingdom and the United States reaffirmed the need to strengthen gender-responsive climate action. This high-level statement underscored the commitment to

¹ https://climate.ec.europa.eu/news-your-voice/news/cop29-european-union-commits-ambitious-climate-action-gender-and-climate-change-2024-11-11_en

enhancing women's leadership in climate governance, mainstreaming gender considerations across all areas of climate policy, and promoting financial support for gender-responsive initiatives. The statement also called for a more inclusive approach to gender and climate policymaking, recognizing intersectional vulnerabilities and the importance of integrating gender considerations when implementing climate policies, plans, strategies and action.

This submission is based on the decision 7/CP.29, paragraph 15, inviting Parties and observers to submit views on the format and scope of the in-session technical workshop at SBI 62 via the submission portal by 31 March 2025. The submission aims to answer the call from COP29 and tries to identify areas of progress, areas for improvement and further work to be undertaken in future gender action plans, with a view to start considerations of a new gender action plan at SBI 62 and adopting a decision at COP30.

1. EU PRIORITIES

For the EU, the next Gender Action Plan should focus on facilitating long-term structural change to enhance gender equality as a key tool for effective climate action and in building resilience. Therefore, the EU priorities focus on establishing ***institutional mechanisms, such as gender mainstreaming, gender budgeting, capacity building, education and intersectionality***.

The next GAP should provide a clear, actionable, and outcome-oriented framework while maintaining flexibility for Parties to tailor activities to their national contexts. The EU recognizes the importance of ***maintaining and strengthening the five priority areas and elements from the current GAP to ensure continuity and impact, while keeping the GAP implementable, ensuring that activities are reformulated to improve measurability, tracking, and implementation***. At the same time, the EU sees an added value in enhancing the sequencing of activities, making sure they build more on each other. The new GAP should also align with the extension of the Enhanced Lima Work Programme (ELWP) adopted at COP29. The new GAP could span over 9 years, aligning timeframes with the ELWP, and be included in the ELWP's mid-term review after 4 years. Prioritisation of activities and their deliverables will be important in order to make the best use of the available time and resources for implementation.

In April 2024, the EU and its MS made a [submission](#) on the review of the progress and challenges in implementing the Gender Action Plan (GAP) under the UNFCCC. The submission reflects our ongoing commitment to promoting a gender-responsive approach to climate action, recognizing the integral role of gender equality in achieving effective and inclusive climate policies.

Our previous submission highlighted advancements under the ELWP on Gender and its GAP, while noting delays attributed to the COVID-19 pandemic. Appointing National Gender and Climate Change Focal Points (NGCCFPs) was acknowledged as beneficial for mainstreaming efforts while also posing challenges due to the cumulation of tasks. Lack of explicitly dedicated institutional frameworks or legal bases for gender and climate change, absence of specific budgets for climate change/environment and gender issues, and insufficient monitoring and evaluation mechanisms were highlighted as obstacles. We underscored the need for

mainstreaming of gender equality throughout the UNFCCC; exploring linkages to other work programmes and strengthening the evidence base on gendered impacts of climate change.

The EU remains strongly committed to integrating gender equality into climate action and ensuring that gender-responsive policies are prioritized under the UNFCCC process and will continue to build political momentum as it works towards securing an ambitious and action-oriented GAP at COP30.

2. CONTENT OF THE NEW GENDER ACTION PLAN

a) Priority areas and elements of the current GAP to maintain and evolve

The EU recognizes the importance of continuity with the previous GAP and advocates for strengthening the existing five priority areas and elements to ensure progress in regard to measurability, tracking, sequencing and implementation, while making the best use of available time and resources.

(1) In regard to Priority Area A “**capacity-building, knowledge management and communication**”, the EU believes that Parties can build on activity A.1 and further strengthen the efforts on capacity building and develop guidelines for governments and stakeholders to systematically integrate gender considerations into all climate-related programming at local, national, and international levels. As reflected in the review, in the EU we see the need to enhance the assessment frameworks for national socio-economic impact assessments, which is a key tool to include gender considerations when developing new climate policies. In regard to activity A.2, the EU supports continuation of the work of the national gender and climate change and focal points. We would also see merit in continuing A.3 and A.4 which both relate to enhancing capacity to collect, analyse and apply sex-disaggregated data and gender analysis in the context of climate change, as well as strengthening the evidence base. Overall, it is crucial that also men and boys participate in capacity building activities to strengthen their role as active promoters of gender equality.

(2) Priority Area B with a focus on “**gender balance, participation and women’s leadership**” to ensure women’s full, equal, and meaningful participation remains an important priority area for the EU and its MS. The EU supports the continuation of activities under area B.1 to promote initiatives for capacity-building in leadership, negotiation and facilitation of negotiation for women delegates. Ensuring women’s full, equal, and meaningful participation in the UNFCCC process remains a priority for the EU. Promoting leadership and negotiation training for women delegates, including young women, Indigenous women, and women from local communities, is key to addressing structural barriers to participation. We are also committed to continuing our support to women delegates to the UNFCCC, as per activity B.2.

The work undertaken under activity B.3 should also be continued, as dedicated exchanges with the Local Communities and Indigenous Peoples Platform (LCIPP) and other relevant UNFCCC bodies ensure that traditional knowledge is integrated into gender-responsive climate policies. To enhance activity B.3, the EU proposes to organize a dedicated dialogue on Indigenous Knowledge and Intersectionality to bridge gaps between scientific, policy, and indigenous

perspectives on climate action. This dialogue could be developed in coordination with the Local Communities and Indigenous Peoples Platform (LCIPP) and other relevant UNFCCC bodies, and feature indigenous knowledge holders as key speakers, ensuring that traditional knowledge is integrated into gender-responsive climate policies.

(3) The EU considers Priority Area C on “**coherence**” an important work area to be continued and strengthened under the next Gender Action Plan. The EU and its MS have consistently advocated for more gender mainstreaming within the UNFCCC process, including among constituted bodies and between work programmes. While progress has been made, the Secretariat’s 2024 synthesis report on implementation (FCCC/CP/2024/5) highlighted persistent challenges in this area. We would also like to reiterate that the implementation of the GAP is a shared responsibility between Parties, the secretariat, and all UNFCCC bodies and entities. This is particularly important to acknowledge given funding constraints faced by the secretariat. To carry out its important work, predictable and stable funding for the permanent work of the Secretariat related to gender and climate change should be guaranteed to a larger extent through the core budget.

We also have previously highlighted the need for clear links between the Enhanced Lima Work Programme and GAP and different work programmes, including on mitigation, adaptation, just transition and agriculture. For example, recognising that equity in climate policies requires an intersectional lens, the EU emphasizes the need to fully integrate intersectionality into just transition strategies and advocates for gender-responsive and intersectional approaches in Just Transition negotiations under the UNFCCC. The synthesis report also highlighted possible linkages between activities under the GAP and relevant work and processes in the UNFCCC, including the Global Stocktake, work on climate finance, Global Goal on Adaptation, and Enhanced Transparency Framework.

(4) The work undertaken under Priority Area D “**gender-responsive implementation and means of implementation**” played a key role in the previous Gender Action Plan and should be continued under the next GAP.

Activity D.1 on gender budgeting can be repeated as gender budgeting becomes a more common practice and more parties may want to exchange and share their experiences via both submissions and other interactions on the topic. In this context, the EU and its MS welcome the inclusion of paragraph 23 in the decision by COP29 on extending the ELWP and suggest that the GAP follow up on the progress made by the Secretariat on making sure all budget proposals have considered effects on gender equality in its own organisational structure and how they have appointed gender focal points in their departments. The Secretariat should report quantitatively and qualitatively on its progress made, starting in 2026 and then consecutively in connection to its regular reporting on its budget.

The EU and its MS strive for the advancement of gender equality in all climate action, and this includes climate finance. The GAP could continue to increase awareness of the financial and technical support available for enhancing gender integration in climate policies, plans, strategies, and actions (D.2). We have also advocated for the integration of gender considerations in different negotiation tracks pertaining to climate finance, including the New Collective Quantified Goal (NCQG), and have expressed our disappointment in the opposition

to such gender-mainstreaming. While the gender language in the NCQG decision could have been stronger, we will continue to advocate for gender-responsive and gender-transformative considerations in climate finance negotiations under the UNFCCC, to ensure funding mechanisms are effective and target those who need them most. We also welcome continued work on activity D.3 and D.4.

Women's groups and national women and gender institutions are continuously important in the process of developing, implementing and updating climate policies, plans, strategies and action, as per activity D.5. The EU and its MS support building on activity D.6 covering the exchange of information among Parties on lessons learned on gender mainstreaming and its integration into national policy documents. This can be enhanced with a stronger focus on the results achieved and challenges faced by Parties in developing, implementing and reporting of climate policies, plans, strategies and actions. New activities in the next GAP should build on the GST outcome and focus on further developing gender-responsive NAPs and on enhancing gender equality when elaborating and implementing the next round of NDCs, for example through an exchange on best practices on how to include gender equality in NAPs, NDCs and LTSs.

As the new BTR-reporting has started, an early activity in the GAP could be a capacity-building session on how to report on gender mainstreaming of climate activities in the reporting. This session could also include examples from the first round of BTRs and result in a report or recommendations ahead of the update of the modalities, procedures and guidelines (MPGs) in 2028.

The EU and its MS also highlight the importance of furthering the work on activity D.7. Parties should continue enhancing gender and age-disaggregated data collection and analysis including of the impacts of extreme weather and slow onset events, while ensuring that intersectional factors such as age, disability, and socio-economic status are incorporated to provide a more comprehensive understanding of gender-differentiated climate impacts.

(5) In the final Priority Area E on “**monitoring and reporting**”, the EU and its MS support the further strengthening of accountability and monitoring mechanism under activity E.1 on monitoring and reporting on women in leadership positions within the UNFCCC. To ensure transparency, accountability, and measurable progress toward gender equality in climate governance, the gender composition report should be strengthened to provide deeper insights, by including additional data for a multi-year period. The EU and its MS also believe that activity E.2 has the opportunity to facilitate valuable exchanges to collect data and summarize good practices of reporting on the contributions of women and girls to climate actions, as well as the integration of gender considerations into NDCs and NAPs, and in the implementation of national climate policies, and reporting.

b) Areas to enhance the work on gender and climate change

The new GAP should also align with the extension of the Enhanced Lima Work Programme adopted at COP29. It is an opportunity to incorporate selected new thematic areas to enhance the effectiveness of gender-responsive climate action in areas that need further work:

(1) Intersectionality



The EU and its MS believe intersectionality must be a foundational principle of the new GAP, ensuring that gender-responsive climate action reflects the diverse needs and experiences of different social groups, considering multiple forms of discrimination. Intersectionality hence relates to all priority areas. Climate change affects individuals differently based on multiple intersecting factors. Recognizing that gender inequalities intersect with factors such as ethnicity, race, geography, poverty, age, sexual orientation and gender identity, indigenous or minority status, socio-economic or health situation, national or social origin, birth or other status as well as disability. Efforts to enhance inclusivity in climate action must address structural barriers and power imbalances. Current climate policies often fail to fully integrate intersectionality, lacking explicit recognition of how climate change affects individuals differently based on these intersecting factors.

A key activity to advance this discussion would be the organization of a dedicated workshop at the beginning of the new GAP to enhance knowledge on the concept of intersectionality to establish a common knowledge base. The EU and its MS also suggest exchanging on guidelines and tools to equip policymakers with practical tools for applying intersectional approaches in climate policy. The EU and its MS further encourage Parties to include intersectionality as a core principle in their climate policies including NDCs, NAPs, and climate finance strategies. UN structures related to statistics and data could be invited to map existing indicators and consider complementing these to better monitor progress and exploring ways to apply an intersectional approach in developing and implementing climate policies, plans, strategies and action. Statistical institutions could be invited to global exchanges on gender and climate/environment data.

Midway through the new GAP's implementation (2029), the EU and its MS propose launching a call for submissions from Parties on their work related to intersectionality in climate action. This process would:

- Encourage Parties to document their progress, share best practices, and challenges in applying intersectionality within climate policies, adaptation, mitigation, and finance strategies.
- Inform the next phase of implementation and adjustments needed for the remainder of the GAP's cycle.

(2) Education

The EU and its MS recognize education as a fundamental enabler of gender-responsive climate action, providing individuals with the knowledge, skills, and critical thinking abilities needed to contribute effectively to climate action, and policymaking, which must be included in the next GAP, and could be part of priority area A.

A well-educated population, particularly women and girls in STEM (Science, Technology, Engineering, and Mathematics), green jobs, and climate decision-making, enhances the effectiveness of climate strategies. EU Member States already incorporate climate education in national and international efforts and have reaffirmed their commitment to including education in the development and implementation of the EU's NDC.

A comprehensive approach to climate education must address three key areas:



- Ensure that climate change is integrated into formal education curricula at primary and secondary levels, equipping future generations with a foundational understanding of climate science, sustainability, and their own societal impact.
- Make higher education accessible for all women and girls. The gender gap in STEM fields is a persistent challenge, and targeted efforts are needed to increase women's access to climate-related higher education and research opportunities. The EU proposes that the new GAP explicitly promote women's participation in STEM fields, addressing both educational access and societal attitudes that discourage girls from pursuing these careers.
- Engage men and boys as agents and beneficiaries of change in achieving gender equality in the context of climate change (7/CP.29, paragraph 25). Challenging masculinity norms and the systemic reinforcement of gender roles that contribute to environmental degradation and limit men's engagement in sustainability efforts is an important component of transformative gender policies. The EU supports a strategic approach to educating and mobilizing men and boys in gender-responsive climate action.

To advance this agenda, the new GAP could include a series of activities to:

- Encourage Parties to incorporate education focused on climate change in the development and implementation of climate policies and actions, including NDCs and NAPs.
- Ensure a whole-institution approach, including greening teaching and learning, climate-ready school facilities and operations, inclusive governance, and community engagement ()
- Encourage Parties to allocate national budget funding for STEM scholarships and vocational training for women in climate-related fields. The UNFCCC secretariat could be requested to organize an online workshop / information session with experts (which could be done in partnership with UNESCO) on removing barriers for women in STEM and green jobs.
- Organise a workshop on masculinity norms and climate, as it is a growing research field pointing out how masculinity norms affect both men and women and our attitudes and actions for a transition to a sustainable society.

The EU and its MS also strongly support strengthening education focused on climate change as a strategic tool to combat misinformation and disinformation, particularly targeting youth. The rise of misinformation and disinformation in online media presents a growing challenge to gender-responsive climate action.

Women and girls in all their diversity are disproportionately exposed to harmful narratives and targeted disinformation campaigns, which undermine their role in climate leadership and limit their access to accurate climate-related information.

Additionally, we recognise the contribution of environmental human rights defenders, including journalists, who are facing unprecedented levels of threats and attacks. UNESCO has reported that environmental journalists, including women, face increasing threats and attacks, which can hinder the dissemination of accurate climate information. This environment of intimidation can

contribute to the spread of disinformation, indirectly affecting women's access to reliable climate-related information.

The next GAP should:

- Address the intersection of misinformation, disinformation, and gender, particularly in online and social media spaces where climate-related gender narratives are shaped. Building on the ACE Glasgow Work Programme priority of public access to information (18/CP.26 Glasgow work programme on Action for Climate Empowerment, paragraph 21), the EU supports measures to combat climate misinformation by enhancing gender-responsive media literacy programmes and promoting the role of women journalists and communicators in climate discourse.
- Encourage research on the impact of digital disinformation on gender and climate activism, including how disinformation campaigns influence policy decisions. In that context, the UNFCCC secretariat could be requested to Publish an annual Climate & Gender Misinformation Report, tracking misinformation trends and their impact on gender-inclusive climate action (this could be done in collaboration with UNESCO, Brazil and the UN Secretariat as part of the Global Initiative for Information Integrity on Climate Change and its Global Fund).
- Encourage Parties to adopt legal frameworks protecting environmental journalists and activists from harassment, criminalization, and violence, and ensure equitable access to justice and protection mechanisms for women environmental defenders.

(3) Care work

The EU and its MS recognize the critical intersection between climate change and unpaid care work, particularly its disproportionate impact on women and girls in all their diversity. As it affects implementation of climate change policies and activities, we suggest it to be part of priority area D. Care work entails the fundamental labor of caring for people and the planet, which is essential to survive and thrive and thus underpins our economies. This type of work, both paid and unpaid, is rising due to climate-induced resource scarcity ([UN Women Report, 2023](#)). For example, the periods and intensity of care work increase due to the effects of climate change, as during droughts, floods, and disasters which impacts women and girls in all their diversity disproportionately as they take on most care responsibilities. Recognizing this is a key step in integrating women's and girls' concerns into efficient climate policies.

We acknowledge that environmental degradation and climate-related events can exacerbate the burden of unpaid care work, thereby hindering women's economic empowerment and social participation, especially as local leaders of change. To promote a just and inclusive transition, the EU and its MS advocate for policies that reduce and redistribute unpaid care work, ensuring that climate actions do not inadvertently reinforce existing gender inequalities. Here, too, intersectionality is an important element as care responsibilities affect people differently depending on factors such as gender, race, class, age, sexual orientation and gender identity, disability, marital status and migration status (UN Women Report, 2023).

- Encourage Parties to recognize and address the link between unpaid care work and climate resilience in the development and implementation of climate policies and actions, encouraging policies that reduce and redistribute care burdens (e.g., public childcare services, community care infrastructure).
- Organize an expert-led webinar on mainstreaming care work considerations in national climate policies / (regional dialogue on care)
- Invite the secretariat to define a protocol to facilitate the full and effective participation of people with care responsibilities in UNFCCC meetings

(4) Sexual and Reproductive Health and Rights (SRHR)

The EU and its MS encourage the recognition of the links between climate change, gender equality, and SRHR. Climate change has big consequences for women and girls' SRHR, for example linkages between increased risk of preterm birth and extreme heat, climate crisis and rise in sexual-and gender-based violence, and reduced access to family planning and sexual and reproductive health services. This work could be included partially in the capacity-building efforts, priority area A., and be partially addressed under gender-responsive implementation, priority area D. as it also affects the effectiveness of implementation of climate policies and actions:

- Parties, relevant organisations, national gender and climate change focal points and the UNFCCC secretariat should consider and strengthen their capacity for linking SRHR, gender equality, and climate change planning, and include SRHR in the mainstreaming of gender across climate change policies, plans, strategies and actions.
- The EU and its MS also urge Parties to integrate SRHR-considerations into climate policies, gender-responsive financing, programming and implementation, including clear indicators and mechanisms/structures for follow-up and monitoring.

(5) Gender-based violence

The EU and its MS also encourage the recognition of the intersections between climate change and gender-based violence, and also welcome work on this topic under priority area D. While the root cause of gender-based violence is gender inequality and unequal power dynamics, climate change contributes to drivers and mediating factors which exacerbate gender-based violence. Women and girls in all their diversity facing multiple, intersecting forms of discrimination are particularly at risk. It is important for Parties to recognise this and strive to address this in national climate policies and programmes through an intersectional and gender mainstreaming approach. A specific activity on this could be convening a dialogue or workshop on the intersections between climate change and gender-based violence, along with relevant UN partners, such as the UN Trust Fund to Eliminate Violence Against Women and UNFPA, to raise awareness and encourage further work to address these interlinkages.

3. STRUCTURE OF THE SB62 WORKSHOP



The EU and its MS welcome the opportunity to use a workshop at the beginning of SBI62 to further elaborate on the suggested elements for a new GAP and begin developing it together with our international partners, building on the discussions that took place last year on the review of the enhanced Lima Work Programme as well as on the decision of the new 10-year work programme on Gender and moving forward: Time is of the essence to achieve an ambitious, inclusive and impactful GAP at COP30 in Belem.

In this context, the mandated workshop would benefit from a concise format that is inclusive and produces results that can feed directly into the following negotiations at SBI62. A fit-for-purpose workshop should in our view contain the following elements:

- Inclusive exchange of Parties and observers on the (continuation of) priorities of the new Gender Action Plan;
- Development of activity ideas for each of the priority areas;
- Discussing the sequencing of activities over the 9-year duration of the new GAP to leverage synergies between the activities and increase efficiency of the GAP's implementation.

The workshop could include four sessions to cover these elements. Throughout, the workshop should prioritize active and meaningful participation and co-creation through small, focused discussion groups, interactive plenary sessions, and opportunities for direct input from all participants.

To allow for sufficient time for discussions as well as additional exchanges in the margins of the workshops, the programme could be split between the first three days of SBI62, e.g. one session on Monday afternoon, two sessions on Tuesday and a final session on Wednesday morning.

- The first session would set the scene with selected plenary inputs on potential GAP priorities based on successful examples of activities that have had an impact and of areas that would need further work. The session could split participants into breakout groups to begin the deeper exchange on potential needs to update the activities of the new GAP.
- The second session could begin with an overview of the feedback from the breakout groups from the first session and use the world café format to gather ideas for specific activities under the priority areas. In this session, participants would be able to discuss the priority areas at parallel tables to share their ideas for activities under them, moving around freely between tables and building on each other's ideas through the session. Permanent moderators for the different tables would take note of the discussions and ideas and report back to the plenary (in the next session).
- The third session would use the input from the world café and build on an overview of the ideas gathered under the priority areas in the previous session. The participants could use a second round of breakout groups to cluster activities around similar topics/themes and discuss their sequencing and prioritisation throughout the 10-year work programme. Some activities could become short-term (2026-2027) to mid-term activities (2028-2029), some could be useful to include in a next GAP (after the work programme review from 2029 on up until 2034). Particularly on coherence, the



exchange could identify connections to other work streams and work programmes that would allow for a broader and more efficient implementation.

- The fourth session would bring back the discussions to the plenary, giving an overview of the overall progress of discussions on priorities, potential activities and their timeline. This overview could directly inform the cofacilitators of the negotiation item to form a foundation for the following negotiations at SBI62.

For the workshop, we suggest a diverse and gender-balanced moderation. This could include also different moderators for the different sessions. We also encourage to involve experts from observer organizations to support in moderating breakout groups.

Overall, the workshop should ensure active and meaningful participation from a broad and diverse range of stakeholders from the whole world. This is to ensure that the process is inclusive and reflective of a wide range of perspectives and factors such as geography, poverty, age, sexual orientation, indigenous or minority status, socio-economic or health situation, national or social origin, birth or other status as well as disability, which all should be reflected in discussions around the new GAP.

Specific attention should be given to amplifying voices from feminist organizations and marginalized groups among the admitted UNFCCC observers, ensuring their views are equitably represented and taken into consideration when designing the new GAP. For this, aiming for a gender-balanced composition of participants is important. The participation of men and boys is also crucial to strengthen their role as gender equality champions. Further, simultaneous interpretation should be provided to reduce language barriers.

To enable all stakeholders to prepare for their participation, the timely publication of the detailed agenda, relevant preparatory documents and information on the formats that will be used to produce results are essential.
