

REPORT CARD

WHERE IS GENDER EQUALITY IN NATIONAL CLIMATE PLANS (NDCS)?

JUNE 2021 UPDATE



Executive Summary

The Paris Agreement on Climate Change requires Parties to submit new or updated national climate action plans, the so-called Nationally Determined Contributions (NDCs) every five years. Five years after its adoption, many countries are now in the process of revising or updating their NDCs which should have been delivered in 2020. While climate change threatens livelihoods and human security across the board, women and girls, particularly those who are living in poverty, often face higher risks and greater burdens from climate change.ⁱ Women are agents of change, yet they are frequently viewed as passive victims that are 'vulnerable' to climate change.

This new report in partnership with CARE and CAN International is an attempt to review the new and updated NDC's in the region with an expectation to promote gender inclusion in climate action. We expect that this assessment of NDC's would communicate the gap that exists in our planning in the South Asian countries.

The NDCs aim to become a pathway towards enhanced greenhouse gas (GHG) reduction ambition and climate resilience with more equitable and better outcomes.ⁱⁱ The process of revising NDCs provided a key opportunity for governments to build in a gender-responsive approach, including through consultations and working with different stakeholders.

Climate action that is gender-responsive is needed to mitigate against the impacts of climate change on women and girls, in particular the most marginalized. It is also more effective. Women's meaningful and equal participation at different levels, from climate policy making to implementing community adaptation initiatives, is shown to yield more effective results for climate and for poverty and inequality reduction.ⁱⁱⁱ It is essential for gender-responsive policies to reflect the priorities of women themselves.

Since 2015, countries have begun to integrate gender equality into climate action, at differing levels of engagement. Analyses such as from the NDC Partnership have highlighted key barriers that countries encounter in gender mainstreaming, including with regard to the lack of awareness of the need for gender

consideration in the planning and implementation of climate actions; lack of gender-disaggregated data; inadequate technical capacity; insufficient financing for gender-responsive climate action, insufficient coordination across sectoral institutions, limited knowledge sharing, and lack of political will.^{iv}

In 2020/21, gender equality in the climate crisis overall receives much greater attention than in 2015. Thus, the 2020/21 NDCs should reflect increased ambition not only with regard to mitigation and adaptation, in order to close the huge action gap making the goals of the Paris Agreement increasingly difficult to achieve, but also with regard to countries' efforts to promote gender-equitable climate action, and address the underlying drivers of women's marginalization and discrimination. Many of the updated submissions do in fact make a specific mention to gender-sensitive consultations undertaken in the NDC revision process, or affirm a general commitment to gender equality. For those countries that had included gender in the 1st submission, many have elaborated more on the topic in their revised submission and therefore improved.^v

This report analyses the most recent NDCs (as of 31 May 2021) with regard to their gender performance with a scorecard approach and ranks countries in different groups.¹ The analysis methodology draws from WEDO's Gender Climate Tracker NDC review framework.^{vi} The actual report card ranking is based on the review of NDCs from 56 Parties. More NDCs were officially submitted but not included in this report for various reasons. For example all EU Member States submitted the official EU NDC separately, but as basically the same document so only the EU submission was assessed in representation of the Member States. A number of countries also submitted several NDC documents, or re-submitted unchanged old NDCs or INDCs. This report document is complemented by an online tool which provides more details for each NDC analyzed, based on their ranking.²

This report card is part of CARE's *#SheLeadsInCrisis* global campaign which demands gender-just humanitarian and climate action that elevates and funds women-led crisis-response to today's defining global humanitarian crises: conflict, climate,



and COVID-19. This edition is an updated version of the one first released in December 2020, following the same analytical approach but adding the analyses of many more NDCs that have been released since then, complemented by a few new case studies of civil society engagement from developing countries. This update is jointly prepared by CARE and Climate Action Network South Asia (CANSAs) as part of a project on participatory NDCs.

The two core pillars in the vision of CANSAs are 'achieving the protection of the global climate in a manner which promotes equity and social justice between peoples, sustainable development of all communities' and thus prioritizes most vulnerable i.e. women and children in the region. With 48% women population in South Asia alone, gender-equitable climate action at the ground is essential for more equitable and better outcomes of national climate action plans. Addressing issues of climate change remains flawed without addressing underlying drivers of women's marginalization and discrimination. Similar

to climate change, pandemic and disease outbreaks have differential impact on women and men. In South Asia, women live in poverty stricken, remote and fragile areas which bear the brunt of climate impacts and the pandemic recently. Existing inequalities that discriminate against women and marginalised groups mean they are already disadvantaged, and these are made worse by the impacts of crisis. Women's meaningful and equal participation is needed at many levels - from climate policy making to implementing community adaptation initiatives, to health and service workers, to deliver education services helps to deal with climate issues and to contain the pandemic. CANSAs through its programs has been working towards climate actions that are responsive to women's needs in the form of capacity building modules on Nutrition, Education and WASH that were first steps towards achieving the network's vision. Following the capacity building of policy practitioners at sub-national level, CANSAs has been reviewing many sub-national climate plans in India to frame policy recommendations with potential to address the needs of women.

¹ Most recent NDCs are available [here](#)

² Access the online tool [here](#)

This report's analysis shows that countries have taken varying approaches to integrating gender equality within their NDC Planning and Implementation Process with many of the new or updated NDC submissions reflecting cross-cutting gender inclusion and overall progress compared to 2015. Building on WEDO's Gender Climate Tracker NDC review framework, the analysis focuses on three areas:

- I. Governance: Reference to gender or women in the NDCs review and policy (incl. share of women's contribution); context for the reference, e.g. commitments to mitigation (M), adaptation (A), addressing loss and damage (L&D), capacity-building, implementation or whether the gender reference is cross-cutting; The ways in which women are positioned in the NDC. This includes positioning women as a group that is vulnerable to the impacts of climate change (WVG); as beneficiaries of projects or policies (B); as agents of change (AC); or as stakeholders i.e. as having a stake in climate change-related decision-making (S).
- II. Planning: The existence of gender-responsive budgeting in the NDC and the existence of a participatory planning process for the NDC.
- III. Implementation and Enhanced Climate Policy Instruments: The existence of a mechanism or process for monitoring or implementing the NDC.

CARE assessed these NDCs according to six gender-related indicators in the three above categories and rated them with a traffic-light system containing 56 countries (green, yellow, red). This results in a ranking of countries in five groups, from "role model" as the best to "laggards" at the bottom of the ranking. The full comprehensive ranking can be found on page 19 of this report.

Main report findings

- Gender is considered better integrated in the revised NDCs so far submitted as compared to the first submission though more countries can learn from the role model group to improve their performance.
- Only Cambodia, Honduras, Kenya, Marshall Islands, Nepal, Panama, and Papua New Guinea achieve the highest ranking as "role model group", with a full score of 6, matching all categories.
- Ten countries make it into the 2nd best group: Moldova, Dominican Republic, Norway, Jamaica, Vietnam, Iceland, Lebanon, Mexico, Republic of North Macedonia, Saint Lucia, Vanuatu NDCs have a high gender response scoring 5 out of 6 greens in the indicators used for rating.

- Aside from Norway, all the top-ranked countries are global south countries. Global north^{vii} countries tend to focus their NDCs on mitigation, indicating that gender equality continues to be sidelined as part of mitigation strategies in the global north. A country group like the EU, although providing more gender references than in its previous NDC, has missed to fully integrate gender aspects in the NDC in a way sufficient to enter the top group. NDC commitments made by global south countries for gender equality are also often conditional on financing, technology or capacity building, meaning that further work is needed to turn what policies are there into practical interventions.^{viii}
- Most of the revised NDCs do not give comprehensive references to women in the thematic areas of mitigation, adaptation, capacity building or implementation.
- Only a handful of the countries analyzed, refer to women or gender in a way that is cross-cutting or mainstreamed across one or more relevant sectors (i.e. Cambodia, France, Georgia, Iceland, Lebanon, Saint Lucia, Vanuatu, Vietnam, Rwanda, Moldova, Costa Rica, Kenya, Marshall Islands, Papua New Guinea).
- Of the 56 countries analyzed, the most common way in which the position or role of women is characterized is as a vulnerable group or as a group of stakeholders. Several NDCs also portray them as key stakeholders, for example while conducting a public consultation. And a few specific NDCs highlight the role of women as agents of change (e.g. Georgia, Honduras, Mexico, Philippines).
- There is almost a complete absence of gender-responsive budgeting in the renewed NDCs, except for those countries in the "role model group".

It is important to note that some of the NDCs are providing reference to other documents including policies and Action Plans, which might include relevant references to women and gender, but if these are absent from the NDCs they have not been considered.

Although not at the core of this analysis, it is also important to note that in particular the submissions from the developed countries remain grossly inadequate in their mitigation ambition compared to a fair approach for the 1.5°C limit. Japan's updated NDC sees no improvement, Iceland, Norway and New Zealand only slightly increase ambition, but still rank in the "insufficient/<3°C pathway" category of the Climate Action Tracker (CAT) framework applied here. EU mitigation target has increased from at least 40% to at least 55% reductions by 2030 (compared to 1990), but likely – in the absence yet of a full new assessment by CAT – to be assessed as "insufficient". Hence, many civil society groups

including CARE and CAN urge the EU to pursue at least a 65% reduction by 2030. Similarly, the USA is still assumed to show insufficient ambition despite having significantly stepped up their planned reduction, with its target of 50-52% reductions by 2030 compared to 2005.

Key recommendations

Drawing on the above analysis and consideration of other research relevant to the NDC and gender context, the report makes the following key recommendations:

- Countries should make gender referencing a priority and indicate how women are positioned in the NDCs including as a group that is vulnerable to the impacts of climate change, as beneficiaries of projects or policies; as agents of change; or as stakeholders i.e. as having a stake in climate change-related decision-making.
- There is the need to design capacity development strategies to yield equitable benefits for women and men and facilitate targeted capacity building for women and women's organizations to enable effective participation in the NDC process.
- A participatory planning process is an important task which should ensure effective participation of the groups which are particularly vulnerable due to marginalisation or discrimination, including women (such as women-led/women's rights organisations) as agents of change.
- For planning the implementation of the revised NDCs it is crucial to pursue gender-responsive budgeting, including

planning for how the gender-responsive measures will be financed.

- Countries should generate and use sex-disaggregated data, gender sensitive climate vulnerability assessments and inputs from gender experts to inform the NDC revision process.
- During the planning process, a gender and social analysis of climate change policies, programmes and actions should be undertaken to identify gaps and opportunities.
- There should be a participatory and inclusive mechanism or process for monitoring or implementing the NDCs in each country, including gender experts in M&E processes.
- Gender-specific institutional arrangements in governments, where they exist, such as gender focal points across ministries or departments, and agencies with gender-specific technical capacities and implementation authority, should be engaged.
- Inclusion of a gender specific indicator in the UNFCCC NDC reporting format could further enhance countries' attention to gender for future rounds of NDCs.
- Formulation of a gender action plan for the implementation of the NDC should become a key requirement for each country.
- Developing countries need to be supported with increased and primarily grant-based climate finance in particular from developed countries, in line with the obligations under the Paris Agreement. This will greatly enhance the chance of an ambitious and effective implementation of the NDCs, including their gender aspects.



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1. Introduction

Setting the scene: Climate ambition gap and the NDCs

The current COVID-19 crisis has demonstrated in many ways that governments and the international community are able to act quickly and cooperatively to respond to an imminent disaster, though the crisis continues into 2021 and the quick production and roll-out of vaccinations also creates its own equity challenges and concerns. Despite the significant drop in emissions caused largely by reduced economic activity due to COVID-19, and despite the postponement of the UN climate conference COP26 to November 2021, ramping up ambition to prevent disastrous climate change is more urgent than ever. While global emissions have temporarily been reduced due to COVID-19 crisis, this is unlikely to last if more progressive action is not taken as part of the recovery efforts. Countries therefore need to put forward more ambitious Nationally Determined Contributions (NDCs) if we are to prevent a crisis with even larger and more widespread implications than the pandemic we currently face. Various reports have shown that there are multiple synergies possible between measures to tackle the climate crisis (both mitigation and adaptation) and those which constitute an effective response to COVID-19 and its social and economic impacts.^{ix} Any further delay in combatting climate change makes it almost impossible to limit average global warming to 1.5° Celsius above pre-industrial levels and avoid many of the more severe climate change impacts.^x

Countries agreed in Paris in 2015 that they would update or communicate their NDCs well before the relevant COP session. The formal deadline was “at least 9 to 12 months” before COP26 induction according to a decision accompanying the Paris Agreement^{xi}, before COP26 was postponed. The reality, however, is that by far not all countries have submitted their revised NDCs so far (by late May 2021). Overall over 90 countries have submitted some sort of revised NDCs since early 2020, and the number has significantly grown compared to the first edition of this report in December 2020. But many large countries (such as from the G20 group) are still outstanding. The new submissions by countries have made some headway, as most have outlined domestic

mitigation measures which are a key instrument for achieving mitigation targets in specific priority areas. The priority areas include energy supply, transport, buildings, industry, agriculture, land-use aspects and waste, among others.^{xii} Worse still, the stated ambition in mitigation of the newest or updated NDCs is far from impressive. The Synthesis report by the UNFCCC Secretariat released on 26 February 2021, analyzing NDCs submitted by the 31 December 2020 deadline, includes new or updated NDCs by 75 Parties, covering around 30% of global emissions. While the majority of these countries increased their levels of ambition to reduce emissions, a number of developed countries did not, and the overall “level of ambition communicated through these NDCs indicates that changes in these countries’ total emissions would be small, less than -1%, in 2030 compared to 2010”.^{xiii} This reflects an alarming and unacceptable gap, given reductions in the order of 50% are needed by 2030 according to analyses by the IPCC to keep the 1.5°C limit within reach. Positively, more recent announcements, which partially have already been transferred into new NDCs (most notably the US under the new Biden administration), have brought the world closer to such a pathway. But analysis still points to a potential temperature increase this century in the order of 2.5°C, even if all those plans would be fully implemented.³

In light of this gap, pressure grows on large emitting countries to enhance their NDCs in particular in the next few months, including for developed countries who recently submitted grossly insufficient NDCs.

Raising the ambition of NDCs on paper alone is not sufficient. Effectiveness is a key complement to ambition: an increase in NDC ambition is hardly useful if this ambition cannot be achieved effectively. To ensure effective climate action, NDCs also need to be more transparent, coherent, implementable with a strong mechanism to check the progress of NDC implementation.

It is crucial for the success of the Paris Agreement that the updated NDCs build on and learn from the first round of INDCs. This will make climate action more effective.

³ Climate Action Tracker, 2021: Climate summit momentum: Paris commitments improved warming estimate to 2.4°C.

2. Why NDCs must be strong on gender and enhance gender equality

Gender Inequality and NDCs

Gender inequality is a long-standing and pervasive social injustice. Gender gaps continue to exist worldwide in education and employment opportunities; access to, use of and control over resources; and participation in decision-making between women, men, girls and boys. Not a single country has achieved gender equality. The double injustice is that gender inequalities – as far removed as they may seem from a problem that started with greenhouse gas emissions – are deeply related to the unequally distributed causes and impacts of climate change on people living in poverty. Climate change impacts are different based on one's gender.

CLIMATE CHANGE IS NOT GENDER NEUTRAL

- » In 2018, world hunger rose for the third year in a row, reaching 821 million people^{xiv}, and is particularly acute in agrarian countries that are dependent on rainfall or experience drought. When food is scarce, women and girls suffer most – often being the last to eat, and carrying an increasing burden as climate change impacts rural livelihoods.
- » On average, 26 million people are displaced by disasters such as floods and storms every year.^{xv} That's one person forced to flee every second. 80% of people displaced by climate change are women.^{xvi}
- » Women and children are 14 times more likely than men to die during a disaster.^{xvii} 96% of fatalities in the 2014 Solomon Island floods were women and children.^{xviii}
- » The average representation of women in national and global climate negotiating bodies in 2015 was below 30%^{xix}
- » Only 0.01 % of all funding worldwide supports projects that address both climate change and women's rights.^{xx}

Structural racism and systemic inequities, including gender inequality, put people of colour, women and girls, and poor people at heightened risk in the face of both the climate and COVID-19 crises. This is in particular the case where marginalized people live in hazard prone areas that are highly vulnerable to climate risks, and where the institutions tasked to protect people are insufficiently equipped or unwilling to focus their support on the most vulnerable.

From Peru to Vietnam, Mali to Vanuatu, CARE's programmatic experience has demonstrated time and time again that putting communities, particularly marginalized people such as women and indigenous communities, at the heart of climate policy and initiatives has long-lasting impacts on communities' capacity to prepare for and absorb climate shocks and brings about social justice. On the other hand, failing to include gender analysis in policies can reinforce inequalities, for example by perpetuating stereotypes.^{xxi}

The NDCs are a crucial tool for advancing progress on gender equality in the response to climate change. They set goals and targets, and set out how a country will go about achieving the necessary mitigation and adaptation. Including gender analysis in the design of these, and supporting the leadership and agency of women to implement them, is essential to ensure that they reduce gender inequality rather than make it worse. The inclusion of gender in an NDC also creates a mandate at the national level for gender-responsive implementation of climate action.^{xxii}

The development of the first round of NDCs did not strongly factor in gender inclusion. One reason is that the guidance for NDCs did not explicitly propose how gender was to be captured in the first round of NDCs. Since 2015, there have been substantial efforts and programmes of work from civil society, the UNFCCC Secretariat and UN agencies to support countries in developing and implementing gender-inclusive climate action, including on NDCs. The enhanced Lima Work Programme on Gender also provides a comprehensive overview and agreement by Parties to support the integration of gender into all aspects of climate policy. There are therefore higher expectations that this new round of NDCs will more comprehensively address gender equality.^{xxiii} In the new or updated NDCs the share of

Parties that referred to gender and consider it a cross-cutting issue has increased significantly since their previous NDCs. Many of the updated submissions do in fact, make a specific mention to gender-sensitive consultations undertaken in the NDC revision process or affirmed a general commitment to gender

equality. A few countries highlighted inclusion of national gender machineries, gender and women's groups and gender specific policies. For those countries that had included gender in the first submission, many have elaborated more on the topic in their revised submission.^{xxiv}



Lima Work Programme on Gender

The 1st Lima Work Programme and its Gender Action Plan (GAP) was agreed in 2014, and sought to address the lack of attention paid to gender in climate change policy, and the under-representation of women in climate negotiations and other levels of policy and implementation. The implementation of the GAP was reviewed by UNFCCC Parties and stakeholders during 2019, and at COP25, an Enhanced Lima Work Programme on Gender and its GAP were adopted. The renewed GAP puts forward a five year roadmap for gender-responsive climate action under the UNFCCC. It recognises the importance and role of UNFCCC Parties and stakeholders to promote gender-responsive climate action including through support for developing countries. The policy notes the need for women to have equal participation at all levels of climate action. It also upholds the centrality of indigenous, local and traditional knowledge. The enhanced GAP has a greater focus on implementation and increasing local communities, women's organisations and Indigenous People's access to finance.^{xxv}

The enhanced GAP has five priority areas, with associated activities for each:

The Five Priority Areas include:

- Capacity Building, Knowledge management and communication
- Gender Balance, Participation and Women Leadership
- Coherence
- Gender-responsive implementation and means of implementation
- Monitoring and Evaluation

Effective engagement and leadership at the local level is essential for achieving high-level ambitious NDCs. Analysis of the first NDCs submitted by Parties shows that they did not adequately incorporate solutions from communities at the grass-root level, with regards to both emissions' reduction and resilience building, thus missing out on the potential for a people-centered pathway to social justice^{xxvi}. Earlier research has suggested that in many instances, when climate action is designed at the national level, it tends to ignore the experiences of the poor and most vulnerable at the local level, thus failing to leverage the contextual knowledge of communities in putting the Paris Agreement (PA) into practice.

Examples of civil society engagement for gender-responsive NDCs

Civil society plays a crucial role in promoting ambitious NDC design and implementation on the global level and in particular in many countries. For this updated report, new case studies have been compiled which partially emerged from a joint project "Participatory NDCs for a climate-just response in COVID-19 world" carried out by CARE, CAN and other partners with financial support from the German Federal Ministry for Economic Cooperation and Development (BMZ).

Promoting NDC Discussions with Gender-lens in Tanzania

Why Gender equality matters in NDC discussion in Tanzania?

CSOs in Tanzania are promoting a gender lens in the NDC discussions because marginalized groups specifically women are both change agents and on the realization of proposed NDC actions, and particularly vulnerable to climate change impacts.

As change agents, women already dominate the work force in both NDC domains for Tanzania (i.e. adaptation and mitigation). For instance, in agriculture, which is one of the key adaptation sectors under the NDC, women dominate the sector, accounting for 54% of the labour force (Mmasa 2013).^{xxvii} That means without adaptation measures, women would suffer more due to increased climate vulnerabilities and its impacts. Similarly, the effective and meaningful engagement of marginalised groups, including women, can enhanced the effectiveness of adaptation measures.

Women are also key players in sectors proposed under the mitigation domain. Renewable energies in this regard can also become enablers of economic transformation, by empowering women through timely and reliable access to clean and affordable energy, providing practical solutions for new livelihood and business opportunities. Energy and forest sectors are equally important mitigation sectors where women are overwhelmingly dominant, playing a crucial role in conservation and management of such crucial resources. in natural resources conservation as well as energy needs and management. For instance, in conservation, women are key agents through their daily engagement in various conservation initiatives such as tree planting, erosion control and implementation of various environmentally friendly techniques including climate smart agriculture.

How are CSO and Partners engaging in the NDC discussions in Tanzania?

CSOs are key stakeholders in the NDC discussions in Tanzania. They engage actively in many different ways including

Selected other work analysing and promoting gender integration in NDCs

Women's Environment and Development Organization (WEDO)^{xxviii} conducted a rapid assessment to understand the extent to which countries have engaged on the integration and implementation of gender into their national climate and sustainable development processes and instruments since development of their INDC. Analysing 196 countries party to the UNFCCC, the review used available documents to assess whether, and to what extent, countries were taking gender into account in climate-relevant national instruments, policies, or planning, and in national policies and actions. The analysis found that:

- 51 countries are actively engaging in processes to integrate gender and climate
- 44 have initiated, or are at a nascent stage
- The remaining 101 countries have not made public any efforts or processes to integrate gender equality

The United Nations Development Programme (UNDP) NDC Support programme supports countries to integrate gender into their NDCs.^{xxix} The Programme helps 17 countries pilot the integration of gender-responsive measures into NDC planning and implementation. It has developed capacity-building products for gender-responsive NDC Action. The products include those directly produced by the programme as well as other UN/UNDP products which the team supported, building on the expertise gained from the gender work. Some of the products include: Gender Analysis and NDCs Guidance, Gender-Responsive Indicators, Gender Mainstreaming and MRV, Gender Climate and Security and Gender Recovery Toolkit.

The International Union for Conservation of Nature (IUCN) is partnering with USAID in a broader program called Advancing Gender in the Environment (AGENT)^{xxx}. AGENT enhances environmental programing in a wide range of sectors through the robust integration of gender-responsive approaches and actions focused on biodiversity, energy, land rights, urbanization, and forestry, among others.



organizing joint sensitization and awareness raising sessions with the government and conducting technical analysis and advocacy for ambitious and inclusive NDC frameworks. Examples of this include the February 2021 forums on NDC organized by the Climate Action Network (CAN TZ) and other CSOs aimed at ensuring wider consultation and input by wide range of stakeholders including private sector. This was followed by a dedicated rapid gender analysis of the first version of the NDC (2019) by CAN TZ which produced a policy brief on Gender mainstreaming in NDC. Recommendations from this policy brief were used as to inform the revised (latest) NDC (April, 2021) which has now included a dedicated section with two specific objectives: (i) to enhance gender equity in climate change adaptation action (ii) to promote reduction of negative impacts of climate change on young people, women, old and other marginalized groups including people with disabilities.

What can be achieved in terms of Gender Equality in Tanzania's NDC design and implementation?

The expected achievement is the effective implementation of gender-responsive NDC through gender-sensitive mitigation and

adaptation measures that empower all people, including women and disadvantaged groups and reporting on successful stories of women as agents of change via digital and print media. This will be achieved through:

- I. women, girls and other vulnerable and marginalized members of the communities in implementation of planned interventions;
- II. using gender lens in the analysis and implementation of planned interventions;
- III. including key recommendations from gender analysis and findings from stakeholders regarding specific gender aspects needed in climate actions toward development of implementation plans and budgeting;
- IV. including sex-disaggregated, special groups and gender-responsive indicators in investment plans and Monitoring & Evaluation frameworks, and track their progress; and ensuring that the NDC ambition is expanded to include gender equality so that Monitoring and Evaluation in addition to GhG accounts also for gender equality;
- V. building capacity for gender mainstreaming at the national, regional, sectoral and local level in climate action plans.



Promoting gender equality in Nepal's NDC implementation plan

CSOs of Nepal are prioritizing gender inclusion in climate action at national level and sub-national level. There was no meaningful explanation of gender aspects in the first NDC of Nepal (2016). Considering this, Clean Energy Nepal (CEN) together with other CSOs of Nepal have advocated for inclusion of gender in its NDC by organizing various consultations and highlighting the importance of gender. CEN organized multi stakeholders consultations after the Government of Nepal (GoN) shared the draft of the second NDC for public inputs. Thanks to these efforts from the CSOs and prioritization of gender equality by the Government of Nepal, Nepal has prioritized the following actions focusing on Gender Equality and Social Inclusion in its second NDC:

Gender Equality and Social Inclusion (GESI)

- By 2030, develop an Action Plan for integrating GESI in achieving NDC targets. Develop specific programs with dedicated resources (human and financial) to ensure full, equal and meaningful participation of women, children, youth, Indigenous Peoples and marginalized groups in

climate change-related policy development; and during the planning, monitoring and implementation processes at local, provincial and national levels.

- Promote the leadership, participation and negotiation capacity of women, Indigenous Peoples and youth in climate change forums.
- Ensure gender-disaggregated data when reporting on progress and achievements.

As Nepal has already submitted its second NDC to the UNFCCC in December 2020, CEN together with other CSOs and networks is now advocating for prioritization of gender in the NDC implementation plan that the GoN is currently drafting. CEN is also preparing a policy brief focusing on GESI among other sectors through which the analysis of gender aspects and recommendations to the GoN specific to gender mainstreaming on climate action and NDC implementation will be further communicated. The overall objective is to secure dedicated actions focusing on gender equality in NDC implementation plans and overall climate action in Nepal, ultimately contributing to building resilience and adaptive capacity of women and socially excluded groups in Nepal.

CSOs in Bangladesh demand gender responsive just-transition of the labor-intensive industries under the enhanced NDC

Although the Paris Agreement calls on countries to adopt gender-responsive approaches, there was no dedicated chapter on gender neither in the NDC Implementation Roadmap or in the Interim Enhanced NDC submitted by Bangladesh. In Bangladesh, many adaptation practices are primarily managed and nurtured by women. Similarly, women contribute to emissions reduction thanks to their pioneering role in resource conservation and management, replacing biomass based cooking practices by the clean cook stoves and biogas, replacing kerosene lanterns by solar home systems etc. Women are also at risk of loss of traditional livelihoods and cultural practices. The special role of women in addressing climate change, and their potential risk of being further marginalized under the climate policy regime essentially demands a gender responsive NDC.

For example, in Bangladesh it is clear that adopting climate friendly alternatives to fulfill Paris Agreement's objectives could seriously affect the employability of the female workforce in the long run in the various industries such as the labor intensive Ready to wear Garment industry. Therefore, CSOs and the 'Garments Workers Association' in Bangladesh are working together to promote a 'just-transition' and not just a 'green transition' to minimize the unemployment risk, create alternate opportunities, develop livelihood opportunities and build capacity building.

The CSOs are also demanding to a) include gender equality to ensure successful outcomes and avoid exclusion of women from their regular livelihood sources, b) create alternative livelihoods opportunities, for example, by enhancing knowledge on biomass, biogas, solar energy etc. and create employment opportunities in its production to create alternative opportunities and c) create awareness regarding energy conservation at household level etc.

Woman engineer demonstrating Solar Home System (Photo: Grameen Shakti). It's a conducive time for Bangladesh to recognize women's role in resilience building and emission reduction, while ensuring that any transition in the growth and development paradigm will not affect women's livelihoods and will not undermine their long struggle of empowerment.



CARE International in Vietnam jointly engaged in NDC/NAP

In Vietnam, research by CARE, OXFAM, GIZ, and UN Women found that gender inequality is an important factor in responding to climate change effectively. It was identified as one of the advocacy priorities in the NGO Climate Change Working Group (CCWG) advocacy strategy and action plans, and during the Vietnam NDC draft consultation workshop, CARE raised the absence of gender and safeguards principles based on the UNFCCC guidance. This was consolidated into comments by CCWG to the original INDC, which emphasized the importance of gender integration.

At a later phase, CCWG represented by CARE together with UN Women, GIZ and UNDP, established a Gender and Climate Change Taskforce to support the gender and inclusiveness integration into the NDC update. A crucial part of the strategy was to initiate discussions and agreement with the Ministry of Natural Resources and Environment (MONRE) through key people responsible for NDC/NAP, and their gender focal person. This ensured high level buy-in for gender mainstreaming.

This collaboration builds on previous efforts such as a Policy Brief on Gender Equality in Climate Change Adaptation and Disaster Resilience. This was developed in 2015 by CCWG represented by CARE and SNV, UN Women, GIZ and UNDP. Having previous and ongoing cooperation between MONRE and the task force helped to build trust and a good working relationship. Vietnam's updated NDC records a great step in moving beyond the traditional Government policy that totally lacks gender analysis and only regards women as a prioritized victim group. It recognizes that poor and ethnic minority women's vulnerability is due to limited access to education, information, financial sources and fewer opportunities to participate in non-farm employment. It also recognizes the differentiated impacts of climate change on women and men. The NDC emphasized unequal decision making power leads to limited adaptation capacity of women. However, these analyses have not been clearly translated into measures that will be implemented to address the inequalities. As such, the Gender Taskforce will continue to work along the NDC/NAP implementation in the years to come.

CARE's engagement in Uganda

Why is CARE Uganda promoting gender equality efforts in Uganda's NDC discussion?

This is because women are the centre of shocks and stresses compared to their counterparts. We want an explicit objective for gender transformation in the NDC so that stakeholders plan in line with this and report. As of now, gender is not reported in NDCs here in Uganda.

How are CARE and its partners engaging in the NDC discussion in Uganda?

CARE engaged in the development of the first NDC for Uganda. Together with implementing partners we continue to prepare and submit quarterly reports to the NDC partnership report to UNFCCC. CARE availed funds to the CSO partner in the Partners for Resilience (PfR) project, EMLI, to conduct trainings for CSOs and stakeholders on NDCs in 2020 with purpose of deepening their understanding and to plan and contribute to the NDC reports for

Uganda, as well as engaging in developing a CSO position paper during the upcoming review of the NDC. It is also hoped that CSOs can support the review process for the next NDCs for Uganda. CARE through EMLI also trained PfR alliance members at national level on NDCs and together, we submitted PfR contributions to NDCs. CARE's partner staff is a Country Facilitator (consultant) for NDCs in Uganda. His role is to consolidate NDC reports, review of NDCs, coordinate CSOs and stakeholders to deepen knowledge and understanding of stakeholders in NDCs.

What do you think can be achieved in terms of gender equality in Uganda's NDC design?

The launch of the review of the NDC in Uganda has been scheduled for mid-November 2020. CARE's partner EMLI has also scheduled a stakeholders meeting to initiate a process for launching consultations on NDCs and develop a CSO position for inclusion in the next NDCs.

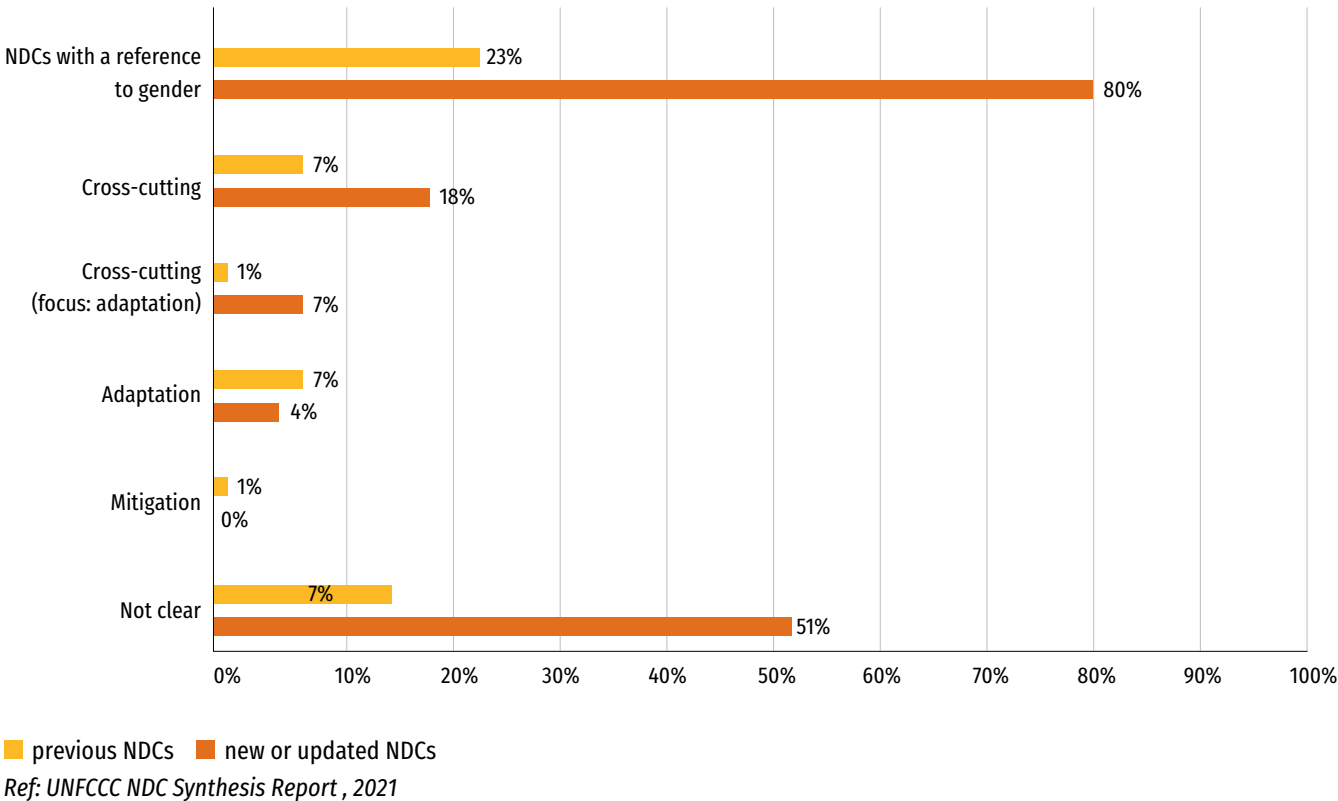
3. Review and rating of available new NDCs

Review and scoring of NDCs on addressing gender

The 2021 UNFCCC NDC Synthesis Report shows an increasing consideration of gender integration as a means of increasing the

ambition and effectiveness of their climate action. The report also states a significant increase in the reference to gender in the new or updated NDCs compared with the previous NDCs and in the share of countries considering gender as a cross-cutting issue (for submissions up to December, 2020).

Reference to gender in nationally determined contributions



These findings corroborate the findings of this report. For the review of the NDCs for this report, CARE applied the indicator framework from WEDO's Gender Climate Tracker (see box below),

as it was identified to be the most useful and appropriate set of indicators to apply.

WEDO's Gender Climate Tracker

The Gender Climate Tracker (GCT) mobile app and online platform provides experts, practitioners, decision-makers, negotiators, and advocates with easy, on-the-go access to the latest and regularly updated information on policies, mandates, research, decisions, and actions related to

gender and climate change. By reviewing, compiling, and publishing this information, the GCT empowers civil society, governments, and citizens to hold their governments accountable to their gender commitments. Visit www.genderclimatetracker.org



The gender indicators applied in this framework were classified into the main categories as follows;

a. Governance

- I. Reference to gender or women in the NDC’s review and policy (incl. share of women’s contribution);
- II. Context for the reference, e.g. commitments to mitigation (M), adaptation (A), capacity-building, implementation or whether the gender reference is cross-cutting;
- III. The ways in which women are positioned in the NDC. This includes positioning women as a group that is vulnerable to the impacts of climate change (WVG); as beneficiaries of projects or policies (B); as agents of change (AC); or as stakeholders i.e. as having a stake in climate change-related decision-making (S);

b. Planning

- IV. The existence of gender-responsive budgeting in the NDC and
- V. The existence of a participatory planning process for the NDC;

c. Implementation and Enhanced Climate Policy instruments

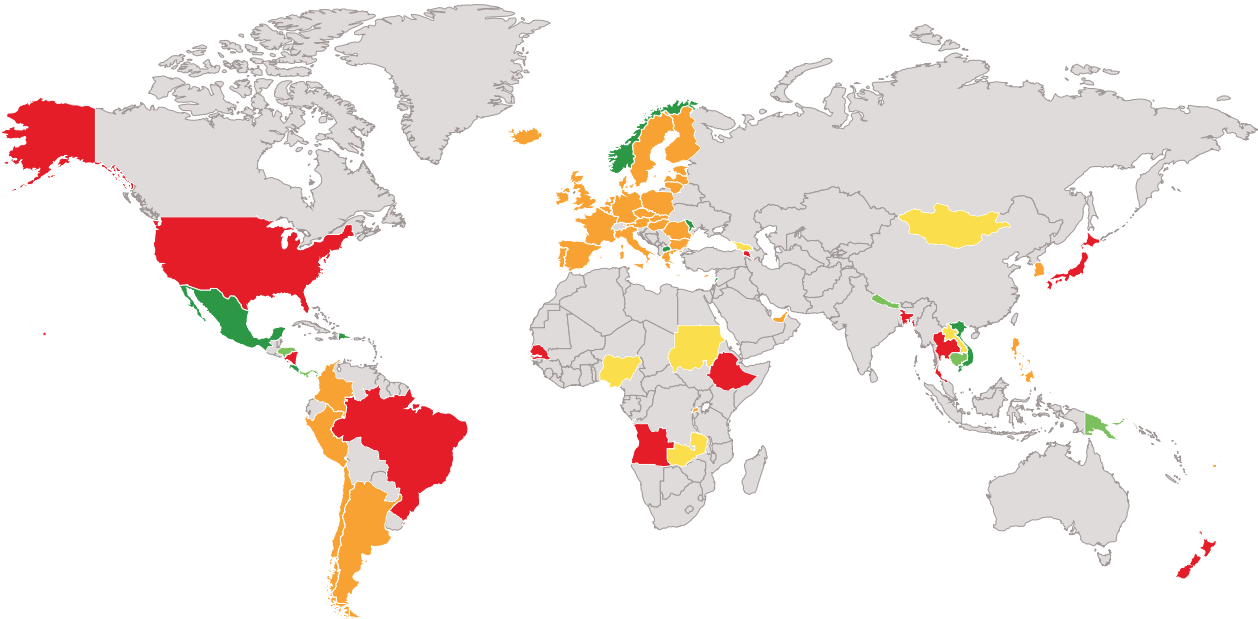
- VI. The existence of a mechanism or process for monitoring or implementing the NDC

The additional indicator 7 on mitigation ambition has been used to capture information in the revised NDC in terms of their overall ambition, as well as their trends (improvement compared

to previous NDC). This indicator has not been used in the gender performance ranking of the NDCs, but complementary information is provided to get an idea of a country’s mitigation ambition, drawing on Climate Action Tracker (www.climateactiontracker.org) where data are available. This then serves as an opportunity to call out the countries to strengthen their ambition targets, given the very large emissions gap between the current global emissions trajectory and the pathway consistent with achieving the Paris Agreement’s goals.

The revised NDCs were analyzed using the above indicators to assess whether they took gender into account and given a green (progressive), yellow (moderate) or red score (laggard) for each indicator. The countries were then ranked according to their overall scoring and attainment of green, yellow or red assessments.

1. **Light green** (Role model group)
Where all 6 indicators are green
2. **Green** (Progressive Group)
Where 5 or more indicators are green
3. **Orange** (Advanced Group)
Where 4 indicators are green
4. **Yellow** (Moderate Group)
Where 2-3 indicators are green
5. **Red** (Laggards)
Where 1 or 0 Indicators are Green



Country	Analysis (indicator scoring)			Gender trend (compared to 2015 NDC)	Group Rating	Mitigation ambition (out of ranking) ^{xxxii}
	Progressive	Moderate	Laggard			
Cambodia	6	0	0	↗	Role model group 6 greens	Improved, ranked as 2°C compatible
Marshall Islands	6	0	0	↗		
Papua New Guinea	6	0	0	↗		
Kenya	6	0	0	↗		
Honduras	6	0	0	↗		
Nepal	6	0	0	↗		
Panama	6	0	0	↗	Progressive group 5 greens	Improved but still insufficient/ <3°C pathway Critically insufficient/ 4°C pathway Ambition and transparency lowered, highly insufficient
Costa Rica	5	1	0	↗		
Dominican Rep.	5	0	1	↗		
Jamaica	5	0	1	↗		
Moldova	5	0	1	↗		
Norway	5	0	1	↗		
Vietnam	5	0	1	→		
Lebanon	5	0	1	↗		
Saint Lucia	5	0	1	↗		
Mexico	5	0	1	↗		
North Macedonia	5	0	1	↗		
Vanuatu	5	0	1	↗		
Rwanda	4	2	0	↗	Advanced Group 4 greens	Highly insufficient/ <4°C pathway Improved but still insufficient/ <3°C pathway Improved but still insufficient Improved but still insufficient Improved but still insufficient
Argentina	4	2	0	↗		
Colombia	4	1	1	↗		
Singapore	4	1	1	↗		
Chile	4	1	1	↗		
Phillipines	4	1	1	n/a		
Iceland	4	1	1	↗		
European Union	4	0	2	↗		
United Kingdom	4	1	1	↗		
France ⁴	4	0	2	↗		

⁴ France, despite being a member of the EU, has been ranked separately as it submitted a separate update NDC with complementary information, whereas the submissions by other EU countries in December 2020 were basically just resubmitting the official EU NDC.

Country	Analysis (indicator scoring)			Gender trend (compared to 2015 NDC)	Group Rating	Mitigation ambition (out of ranking) ^{xxxi}
	Progressive	Moderate	Laggard			
Republic of Korea	4	0	2	↗		Highly insufficient/ <4°C pathway
Fiji	4	0	2	↗		
UAE	4	0	2	↗		
Peru	4	0	2	→		Improved but potentially still insufficient
Laos	3	1	2	↗	Moderate group 2-3 light greens	
Zambia	3	0	3	→		
Georgia	3	1	2	↗		
Tonga	3	1	2	↗		
Nigeria ⁵	3	0	3	→		
Grenada	2	2	2	↗		Improved but still insufficient/ <3°C pathway
Brunei	2	0	4	n/a		
Sudan ⁶	2	0	4	→		
Mongolia	2	0	4	→		
Armenia	1	2	3	↗	Laggards 1 or 0 greens	
Thailand	1	1	4	→		
Brazil	1	1	4	↘		
Senegal	1	1	4	n/a		
Maldives	1	0	5	→		
Ethiopia	1	0	5	↘		
Bangladesh	1	0	5	↗		
Angola	1	0	5	→		
Nicaragua	0	3	3	↗		
N. Zealand	0	1	5	→		improved but still insufficient/ <3°C pathway
USA	0	1	5	→		Improved but potentially still insufficient / <3°C pathway
Japan	0	0	6	→		Highly insufficient/ <4°C pathway
Cuba	0	0	6	→		
Andorra	0	0	6	→		
Bosnia-Herzegovina	0	0	6	→		

⁵ Explicitly an interim updated NDC to be followed by a likely more detailed full update NDC later in 2021

⁶ Explicitly an interim updated NDC to be followed by a likely more detailed full update NDC later in 2021

Countries Not Ranked

Re-Submitted 2015 INDC Amendment	Australia, Angola, Kyrgyzstan, Vanuatu Switzerland, Zambia
1st submission	Brunei, South Sudan (but designed as INDC in 2015)

Some key observations in relation to submitted NDCs analysed include:

- The countries in the “laggards” (red) group miss references to gender and usually only “perform” with regard to the criteria of participatory processes or available implementation mechanism. The countries in the “role model” and “progressive” group reflect a much more comprehensive approach and awareness to the need to integrate gender across climate action, with those four in the best group standing out. It is important to note that some of the NDCs were giving reference to other documents including policies and Action Plans, which might include the reference to women and gender.
- 18 of the 56 countries are ranked as “role model” or “progressive”, with only Norway being a developed country. Developed countries tend to focus their NDCs on mitigation, indicating that gender continues to be sidelined as part of mitigation strategies in the global north.^{xxiii} NDC commitments made by global south countries for gender equality are also often conditional on financing, technology or capacity building, meaning that further work is needed to turn them into practical interventions.^{xxiii}
- Overall, the revised NDCs do not give comprehensive reference to women in the thematic areas mitigation, adaptation, capacity building or implementation.
- Only a few of the countries analyzed refer to women or gender in a way that is cross-cutting or mainstreamed comprehensively across one or more relevant sectors (e.g. Vietnam, Rwanda, Moldova, Costa Rica, and the countries in the “role model” group).
- Of those 56 countries analyzed, the most common way in which the position or role of women is characterized is as a vulnerable group or as a group of stakeholders. Too rarely women are portrayed as key stakeholders in the context of public participations, or essential agents of change for the required transformation.
- There is almost a complete absence of gender-responsive budgeting in the renewed NDCs. However, Rwanda’s NDC sheds light on the different sources of financing for the adaptation and mitigation measures but does not categorically integrate gender issues in the budgeting. Chile’s Revised NDC also mentions that the design and implementation of the NDC must consider fair allocation of charges, costs and benefits, with a focus on gender. The Marshall Islands mention incorporation of gender analysis in strategic planning, programming, and implementation of climate change initiatives. Cambodia also mentions the need for gender budgeting but does not mention any specific figures.
- Out of the 56 NDCs analyzed the majority suggests that there were participatory planning processes in revision of the NDCs except for Angola, Australia, Bangladesh, Cuba, Kyrgyzstan, Nigeria, Sudan which did not include the participation of different stakeholders. But the countries in the role model group often provide much more detailed descriptions of those processes, like e.g. Panama which provides a detailed list of consultation events with dates, lead agencies, number of male and female participants.
- Most of the countries have systems for monitoring or implementation, with most of them categorized under existing national plans or existing national institutions. Besides, some of them are quoting to use Biennial Update Reports (BURs) and National Communications to monitor, implement and report on the progress of implementation. Some countries even provide clear steps for the coming years (e.g. Panama with time-bound milestones, Honduras, Colombia).

4. Recommendations for how NDCs can increase their focus on gender

Different countries are now at different stages of mainstreaming gender equality within their NDC Governance, Planning and Implementation Process, and it is to be expected that gender is dealt with differently in the various NDCs. It is also to be noted that NDCs are not designed to be an all-encompassing planning instrument which spells out all aspects in detail or necessarily references all other relevant existing national plans. Judging the gender performance in the NDCs is therefore not equalling the gender-performance of a specific country's overall climate governance and policy approach. However, countries should feel encouraged to highlight their approach to gender equality in the NDC in any case. This is clearly the case with the revised NDCs that have been submitted. Countries still in the process of revising their NDCs should consider looking at how the countries classified under the role model and progressive groups have not only incorporated gender issues in their revised NDCs but also make provisions for gender responsive budgets, an approach which was conspicuously missing in most of the analyzed revised NDCs.

Recommendations for advancing gender equality more substantially in NDCs can be clustered into the three program areas as is currently done under the UNDP NDC Support Programme. These include:

(i) Governance

- ✓ The revision of NDCs should give reference to women and gender in the context of commitments to mitigation (M), adaptation (A), Loss and Damage (L&D, if addressed), capacity-building, implementation or whether the gender reference is cross-cutting.
- ✓ Countries should give gender referencing a priority and indicate how women are positioned in the NDCs including as a group that is vulnerable to the impacts of climate change, as beneficiaries of projects or policies; as agents of change; or as stakeholders i.e. as having a stake in climate change-related decision-making.
- ✓ There is need to design capacity development strategies to yield equitable benefits for women and men and facilitate targeted capacity building for women and women's organizations to enable effective participation in the NDC process.

(ii) Planning

- ✓ A participatory planning process is an important task which should ensure effective participation of the groups which are particularly vulnerable due to marginalisation or discrimination, including women (and women-led/women's rights organisations), in the NDC process.
- ✓ In some of the analyzed NDCs, positively, women are also characterized as beneficiaries of policies or projects. They are portrayed as key stakeholders within a public participation which should be undertaken in a gender-responsive manner. This should include integrating the perspectives of women and drawing on their unique adaptation, resilience and also mitigation knowledge and local coping strategies when revising the NDCs.
- ✓ While planning for implementation in the revised NDCs it is crucial to pursue gender-responsive budgeting, including planning for how the gender-responsive measures will be financed. From the analyzed NDCs there is almost a complete absence of gender-responsive budgeting. Only Chile's revised NDC mentions that the design and implementation of the NDC will consider fair allocation of charges, costs and benefits, with a focus on gender.
- ✓ Women and local minorities should not only be portrayed as victims of climate change but should also be recognized as agents of change/distinct stakeholder group in the NDC process. Countries should use sex-disaggregated data, gender sensitive climate vulnerability assessments and inputs from gender experts to inform the NDC revision process.
- ✓ During the planning process, a gender and social analysis of climate change policies, programmes and actions should be undertaken to identify gaps and opportunities in relation to integration of gender.

(iii) Implementation and enhanced climate policy instruments

- ✓ There should be a participatory and inclusive mechanism or process for monitoring or implementing the NDCs in each country. Most of the countries analyzed displayed systems for monitoring or implementation, with most of them categorized under existing national plans or existing national institutions. Besides, some of the countries analyzed proposed to use BURs and National Communications to monitor, implement and report on the progress of implementation.
- ✓ There should be engagement of the gender-specific institutional arrangements within the government, such as gender focal points across ministries, departments, and agencies with adequate technical capacity and authority for implementation and/ or inclusion of a gender task force.
- ✓ There is a need to involve gender experts in the development of M&E frameworks, building on existing systems. The experts should be able to collect, use and apply in planning, monitoring & evaluation gender- and socially differentiated data and indicators in the NDC process. Inclusion of a gender specific indicator in the NDC reporting format would further catalyze attention and proactive inclusion of gender aspects.
- ✓ Formulation of a gender based action plan for the implementation of the NDC is a tool that countries should pursue to ensure gender equality is not just promised on paper.

Other enabling factors related to successful gender mainstreaming in mitigation and adaptation ambition include:

- ✓ While some NDCs reflect an increase in mitigation ambition, a comprehensive analysis is not available for all countries; those screened with the Climate Action Tracker still show a clear lack of ambition, in particular those from developed countries.
- ✓ There is need to integrate gender equality in the criteria for prioritizing mitigation and adaptation priorities.
- ✓ Ensure that both mitigation and adaptation actions address factors which contribute to gender-related structural marginalisation and increased vulnerabilities to climate change, and build on existing knowledge and capacities of women and men.
- ✓ Developing countries need to be supported with increased and primarily grant-based climate finance in particular from developed countries, in line with the obligations under the Paris Agreement. This will greatly enhance the chance of an ambitious and effective implementation of the NDCs, including their gender aspects.

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ANNEX: Endnotes

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Founded in 1945, CARE is a leading humanitarian organization fighting global poverty and providing lifesaving assistance in emergencies. In 100 countries around the world, CARE places special focus on working alongside poor girls and women because, equipped with the proper resources, they have the power to help lift whole families and entire communities out of poverty. To learn more about CARE's work on climate change, visit www.careclimatechange.org

Climate Action Network South Asia (CANSA)

Climate Action Network South Asia (CANSA) is a coalition of over 200 civil society organisations working in 08 South Asian countries to promote government and individual action to limit human-induced climate change. It promotes equity and social justice between peoples, sustainable development of all communities and protection of the global environment.

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