




# Gender Responsiveness Index for Climate Action

LWF Contribution in Engaging Faith-Based Organizations



THE  
LUTHERAN  
WORLD  
FEDERATION

A Communion  
of Churches



*Cover Photo:  
Observing “Gender Day”  
theme at COP 27 in Egypt,  
in 2022, LWF delegates join  
faith-based organizations  
standing up for gender  
justice in climate emergency  
response.*

*Photo: LWF/Albin Hillert*

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# Preface

**The intersection of gender and climate change has gained increasing attention in global policy discussions, particularly under the United Nations Framework Convention on Climate Change (UNFCCC). This focus arises from the recognition that climate change not only exacerbates existing gender inequalities, but it also affects the key role of women in managing resources that enable them to adapt their livelihoods accordingly. Women’s extensive knowledge and experience make them effective actors and agents of change. Addressing these inequalities and ensuring equitable participation in decision-making processes is fundamental in both advancing gender equality and achieving climate justice.**

This research explores the crucial role that faith-based organizations (FBOs) can play in advancing the implementation of the Gender Action Plan (GAP) under the Paris Agreement and the UNFCCC. Due to their inherent influence FBOs play a critical role in shaping values and behaviors, and promoting policies that advance justice, equity and inclusive climate action. They can mobilize advocacy for the integration of gender perspectives into climate policy at the national and international levels.

The scope of this research includes a detailed analysis of the GAP, its implementation with a focus on 20 countries in Africa, Asia-Pacific, Latin America and the Caribbean, and an overview of their performance in implementing gender-responsive climate action. It also proposes the development of an index to measure GAP implementation and offers policy recommendations to improve gender-responsive climate policies.

The Lutheran World Federation strongly believes that FBOs have a key role to play in advancing the GAP implementation, especially in advocating for policies that address the disproportionate impacts of climate change on women and girls, especially in vulnerable communities. Persistent gender inequalities, cultural norms and power imbalances continue to limit women's participation in climate policy and decision-making processes, thereby increasing their vulnerability. Through this engagement, FBOs can help to ensure that gender perspectives are meaningfully integrated into climate solutions.

Through climate policy recommendations grounded in a faith-based perspective, this research aims to contribute to implementation of the GAP, which will not only strengthen climate justice, but also support broader efforts toward sustainable development, building resilience, and social equity. This approach ensures that marginalized voices, especially those of women and girls, are central to climate solutions, paving the way for a more just and sustainable future.

Elena Cedillo Vargas  
Program Executive for Climate Justice

# Executive summary

**In December 2019, at COP25 in Madrid, the Enhanced Lima Work Program on Gender (LWPG) and its Gender Action Plan (GAP) were adopted, acknowledging the need for gender mainstreaming in climate policies and actions, given the fact that climate change impacts differ largely due to gender inequalities. Addressing inequalities in and by climate action as well as due participation in decision-making is essential to achieving gender equality and climate justice.**

Therefore, building up respective capacities; enhancing gender responsiveness in climate policies, plans, and actions; ensuring coherence and monitoring; and improving women's participation in decision-making processes and institutions are at the center of the Gender Action Plan (GAP) of the United Nations Framework Convention on Climate Change (UNFCCC). It aims at guiding international, national, and subnational climate action and has been subject of a five-year work program, ending at COP29. However, it had long been apparent that most countries had made far too little progress in shaping climate policy in a gender-equitable way. Therefore, The Lutheran World Federation (LWF) has decided to undertake its own GAP performance analysis in order to advance the discussion on successful ways and hurdles of a gender-responsive implementation of the Paris Agreement.

The GAP Performance Index measures the performance of countries in the implementation of the UNFCCC Gender Action Framework (GAP) in a comparative way. So far, it has been applied to twenty countries, but it can be extended to any other country. It can also be used to measure how far a country has made progress in implementing the GAP if the index is calculated again after a certain time. Furthermore, the assessment shows, in a comparative way, how well the five GAP priorities are addressed.

The assessment was conducted for seven African countries, seven from Latin America, and six from Asia-Pacific. The first rank goes to Colombia, followed by Peru and Fiji. The laggards are Papua New Guinea, Brazil, and

Cuba. The best quarter of our sample of twenty achieved good scoring results, the second-best quarter was above average, the third quarter showed a medium performance, and the worst quarter achieved poor to medium results. Comparing the five GAP priority areas, the highest performance was achieved in the category of gender capacity development, the second-best in gender implementation, the third-best performance in gender coherence, the second lowest in gender balance, and the lowest performance was in the category of gender monitoring.

Interestingly, according to our correlation analysis, the results achieved by the countries surveyed in implementing the GAP are relatively independent of the overall level of gender equality in a country: this means that countries can implement the GAP well even if they perform poorly in terms of overall gender equality. However, the reverse is also true.

Altogether, the index reveals that the performance of most sample countries in implementing the GAP at the national level is not yet adequate. However, despite many shortcomings, there are also good practices to learn from. The most important drivers for gender-responsive climate action are a strong representation of women in leadership positions, collaborations between different stakeholders, international exchange, and a culture of cooperation that appreciates the involvement of otherwise often marginalized women from rural or Indigenous backgrounds.

**The greatest obstacles to gender-sensitive climate policy are the still prevalent discrimination against women in many countries, the lack of political will to overcome power structures that are unfavorable to women, the lack of strong institutional structures for implementing targets and plans, and the lack of gender-disaggregated data and monitoring tools. The study concludes with eighteen policy recommendations on how to improve country performance in GAP implementation, grouped according to the five priority areas of the GAP:**

### **A. Capacity building, knowledge management and communication**

- A.1 Collect gender-disaggregated data, analyze climate impacts in a gender-disaggregated way, and understand the hurdles and opportunities of different genders to become change agents in terms of climate action.
- A.2 Undertake a national stocktaking process on gender-responsive climate action, co-organized by faith-based organizations (FBOs) as a first step, it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action.
- A.3 Develop capacity and use social media and web resources to create innovative communication tools to share gender-responsive climate change initiatives.
- A.4 Raise awareness on gender and climate change issues at all levels, especially among rural women and the youth. Also target men in awareness raising and capacity building on gender.
- A.5 Avoid stereotypes and take an empowerment approach: women should not only be seen as victims of climate change but also as effective agents of change.

### **B. Gender balance, participation, and women's leadership**

- B.1 Promote women's leadership in climate governance, including through a quota system.
- B.2 Assign full-time gender and climate focal persons and build their capacity, particularly on the gender impact of climate change and climate-focused gender analysis.
- B.3 Strengthen the knowledge and skills of women leaders, candidates, and elected authorities for their participation in decision-making spaces. Also incorporate a gender climate perspective in the self-government systems of Indigenous autonomies.

### **C. Coherent integration of gender considerations toward the consistent implementation of gender-related mandates and activities**

- C.1 Build and/or strengthen institutional capacities for gender mainstreaming in local, national, and regional climate change actions. Understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy.
- C.2 Consequently mainstream the gender approach across all relevant climate policies, programs, and actions; use synergies with biodiversity-related work and networks; build up collaboration and coordination with CSOs working on these issues.
- C.3 Mainstream gender into emerging frameworks under the UNFCCC regime, such as the just transition work program (decision 3/CMA.5) and the Global Goal on Adaptation framework (decision 2/CMA.5).

### **D. Gender-responsive implementation and means of implementation**

- D.1 Update the GAP and mainstream its key components in the NDC and NAP in order to make them more gender-responsive and ultimately gender-transformative. Align gender-sensitized NDC and NAP with the country's development planning in a way that is coherent with national pathways leading to the achievement of the SDGs and the goals of the Paris Agreement.
- D.2 Allocate climate finance in a gender-responsive way by using gender budgeting and microfinancing approaches. Specifically invest in the design and implementation of gender-responsive climate adaptation, climate disaster preparedness and response, and climate mitigation programs.
- D.3 Use Brazil's G20 presidency (2024) and COP presidency (2025) should be used as an opportunity to focus on financing for gender-responsive climate action, highlighting the specific resilience-building potential of Indigenous people.
- D.4 Use synergies with regional and international initiatives on gender and climate change.

### **E. Monitoring and reporting on the implementation of gender-related actions**

- E.1 Define gender-related key performance indicators for climate action.
- E.2 Develop a results-based indicator system for the monitoring and evaluation of gender-relevant climate programs.
- E.3 Introduce a system of gender-responsive climate action budgeting.

# Why gender responsiveness matters in climate action



*In Colombia, it is expected that the different needs, roles, skills and expectations of women and men are integrated in all climate change mitigation and adaptation actions. In this photo, women advocates for the protection of the Atrato River.*

*Photo: LWF/Colombia*



YO SOY  
GUARDIAN  
DEL  
BIÓ ATRATO

A LA  
RESTAURACIÓN

A LA  
PROTECCIÓN

A LA  
CONSERVACIÓN

A EL  
MANTENIMIENTO

MEMORIA  
SOLIDARIDAD  
con las víctimas del  
conflicto armado.  
Jorge Eliecer Maturana Usuga  
Alcalde de Murindo  
2016-2019

# Why gender responsiveness matters in climate action

Just as gender equality is a fundamental pillar of the inalienability of human dignity, women's rights are human rights. However, their realization is further endangered by climate change, which is a "threat multiplier that amplifies and multiplies existing vulnerabilities."<sup>1</sup> According to UN Women, by 2050 climate change may push up to 158 million more women and girls into poverty, and 236 million more may face food insecurity.<sup>2</sup> While the particular vulnerability of women and girls before, during, and after climate-related extreme events is generally recognized, far too few concrete actions follow. This applies in particular to girls, whose already disproportionate disadvantage in many places is further increased by climate change: "Where climate risks are high, girls are more likely to drop out of school, more likely to experience violence, more likely to be subjected to human trafficking and more likely to experience child marriage. Climate impacts such as extreme heat, drought or floods also disproportionately affect girls' health, nutrition and livelihoods."<sup>3</sup> Although these circumstances are known, this leads far too rarely to an adaptation of climate policy: only 2% of all Nationally Determined Contributions (NDCs, the climate pledges of state members of the Paris Agreement) refer specifically to girls, as UNICEF found in a study.<sup>4</sup>

Women suffer disproportionately from adverse climate impacts, especially due to their lack of control over resources, because of cultural norms and a lack of decision-making power. Yet it would be wrong to portray women only as victims, rather than recognizing differences between women and the potential for women to use their agency and informal networks to negotiate their situations,

as the Intergovernmental Panel on Climate Change (IPCC) – the most authoritative scientific voice on climate change – stresses in its Sixth Assessment Report.<sup>5</sup>

According to the IPCC, addressing inequalities in access to resources, assets, and services as well as participation in decision-making is essential to achieving gender equality and climate justice: women are underrepresented in climate negotiations and, at the same time, are often the ones with the least formal protection against climate and other risks.<sup>6</sup> To address these inequities is a matter of procedural and distributive justice. Gender-responsive social protection measures, early warning, and disaster risk reduction are required, as well as explicit attention to procedural justice, for example through balanced participation of women in decision-making.

Issues of unequal power and agency need to be addressed. Experience shows that ensuring a gender-responsive focus in climate adaptation and mitigation planning and implementation can lead to positive equity outcomes, especially for the most vulnerable and marginalized. We also know that gender responsiveness has greater effects when it is a central rather than one of many goals and that commitments need to translate into actions and financial flows: gender responsiveness also needs to be tracked in climate finance, as DanChurchAid, in collaboration with Act Church of Sweden, Finnish Evangelical Lutheran Mission (Felm), Finn Church Aid, and Norwegian Church Aid showed.<sup>7</sup>

1 <https://theconversation.com/advancing-the-rights-of-girls-and-women-promotes-justice-and-is-also-effective-climate-action-225766>.

2 <https://www.unwomen.org/en/digital-library/publications/2023/11/feminist-climate-justice-a-framework-for-action>

3 <https://theconversation.com/advancing-the-rights-of-girls-and-women-promotes-justice-and-is-also-effective-climate-action-225766>

4 <https://www.unicef.org/media/118691/file/Bring%20In%20the%20Girls!.pdf>

5 <https://www.ipcc.ch/report/sixth-assessment-report-working-group-ii/>

6 Ibid.

7 DCA et al., 2021, From Words to Actions: Lessons from Nordic Efforts to Integrate Gender Equality in Climate Finance.

Climate change affects men and women differently due to existing social, economic, and cultural inequalities. Women often bear the brunt of climate impacts, particularly in developing countries where they are more reliant on natural resources for their livelihoods and have less access to resources like land, credit, and technology. Gender-responsive strategies take these differences into account and can thus contribute to ensuring that all members of a community contribute to and benefit from climate adaptation and mitigation efforts. Thus, gender responsiveness is essential for effective climate action.

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**Considering the unique needs and perspectives of all genders leads not only to more effective but also to more equitable climate solutions. Women's knowledge and experience, especially in managing natural resources, can contribute significantly to sustainable practices and resilience building. Addressing gender in climate action, at the same time, empowers women, which, ultimately, not only benefits them but also strengthens communities and entire societies, as gender equality is linked to improved social and economic outcomes.**

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Finally, promoting and ensuring a better-balanced participation of women in climate decision-making processes leads to more comprehensive and inclusive policies, as diverse leadership results in better governance and more innovative solutions to climate challenges. Overall, integrating gender considerations in climate action is essential for achieving more equity, inclusiveness, sustainability, and effectiveness.

To firmly anchor gender aspects in climate action requires enabling framework conditions, especially with regard to climate policies, laws, budgets, strategies, and programs. Therefore, systematically mainstreaming gender across all these fields and improving women's participation in decision-making processes and institutions are at the center of the Gender Action Plan (GAP) of the United Nations Framework Convention on Climate Change (UNFCCC). In the following chapters, we will first look at and analyze the GAP a little bit further. In a second step, we will introduce our GAP Performance Index, a tool that assesses, compares, and scores how well countries are implementing the GAP at home. Then, we will apply this new approach to a sample of twenty countries. Based on these assessment results, we will formulate our conclusions and policy recommendations.

We are thankful to the members of the LWF steering group who have accompanied the process that led to this report. Their valuable feedback helped us tremendously. We would particularly like to thank the external experts who critically reviewed and commented on our policy recommendations. We would also like to thank everyone else who provided us with important input. The contents of this study are the sole responsibility of the authors and the LWF as the client.



*In Burundi, Immaculée Manirambona is a member of an LWF-supported cooperative through which small-scale farmers gain skills to increase food security at family and community level.*

*Photo: LWF Burundi / L. Gillibert*

# The Gender Action Plan (GAP)

The Lima Work Program on Gender (LWPG) was originally established in 2014 to advance gender balance and to better integrate gender considerations in climate actions and policies.<sup>8</sup> In December 2019, at COP25 in Madrid, the Enhanced Lima Work Program on Gender and its Gender Action Plan (GAP) were adopted in Decision 3/CP.25,<sup>9</sup> acknowledging the need for gender mainstreaming through all relevant targets in activities under the Convention in recognition of the fact that climate change impacts on women and men can differ due to gender inequalities. Special emphasis is put on developing countries, especially local communities and Indigenous peoples.<sup>10</sup> The enhanced LWPG also emphasizes, as an important context factor of gender responsiveness, the “imperatives of a just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities,”<sup>11</sup> a nexus that was taken up four years later at COP28 in Dubai and led to the establishment of the COP28 Gender-Responsive Just Transitions and Climate Action Partnership.<sup>12</sup>

The 5-years enhanced LWPG and its GAP call on parties to enhance efforts in gender mainstreaming through all targets and goals in climate action. Special attention should be paid to five priority areas of action, as set out by the GAP. For each of them, specific objectives and activities are defined:

**1. Capacity-building, knowledge management, and communication** to enhance the systematic integration of gender considerations into climate policy and action and the application of understanding and expertise to the actions called for under the LWPG, and facilitation of outreach, knowledge-sharing, and the communication of activities undertaken to enhance gender-responsive climate action.

**2. Gender balance, participation, and women’s leadership** to achieve and sustain the full, equal, and meaningful participation of women in the UNFCCC process.

**3. Coherence** to strengthen the integration of gender considerations within the work of UNFCCC constituted bodies, the secretariat, and other United Nations entities and stakeholders toward the consistent implementation of gender-related mandates and activities.

**4. Gender-responsive implementation and means of implementation** to ensure the respect, promotion, and consideration of gender equality and the empowerment of women in the implementation of the Convention and the Paris Agreement.

**5. Monitoring and reporting** to improve tracking of the implementation of and reporting on gender-related mandates under the enhanced LWPG and its GAP.

Furthermore, it was decided to undertake an intermediate review of the implementation of the enhanced LWPG and the GAP. In order to facilitate implementation, Parties were encouraged to appoint national gender and climate change focal points and to regularly submit information on steps taken.

8 [https://www4.unfccc.int/sites/NWPStaging/Pages/Lima-Work-Programme-on-Gender.aspx#:~:text=The%20Lima%20Work%20Programme%20on%20Gender%20\(LWPG\)%20was%20established%20in,responsive%20climate%20policy%20and%20action](https://www4.unfccc.int/sites/NWPStaging/Pages/Lima-Work-Programme-on-Gender.aspx#:~:text=The%20Lima%20Work%20Programme%20on%20Gender%20(LWPG)%20was%20established%20in,responsive%20climate%20policy%20and%20action)

9 <https://unfccc.int/documents/210472>

10 Ibid.

11 Ibid.

12 <https://www.cop28.com/en/cop28-gender-responsive-just-transitions-and-climate-action-partnership>

In June 2022, a synthesis report<sup>13</sup> from the UNFCCC secretariat on the implementation of activities under the GAP opened the intermediate review that was concluded at COP27 in Egypt with some amendments to the GAP.<sup>14</sup> At COP28, it was decided to undertake the final review of the enhanced LWPG and the GAP at the 60th session of the Subsidiary Body for Implementation (SBI) in June 2024 and to conclude it at COP29 in Baku.<sup>15</sup> On 27 May 2024, another synthesis report by the UNFCCC secretariat on the progress and challenges in the implementation of the enhanced LWPG and the GAP was launched with a view to inform its final review.<sup>16</sup> Apart from summarizing the inputs received from Parties on the progress and challenges in implementing the GAP, the report also includes proposals for a new work program on gender. Altogether, the UNFCCC received forty-eight submissions from Parties, groups of Parties, UN organizations, and accredited observer organizations, including one from ACT – Action of Churches Together, to which the LWF is an affiliated member. As with regard to the progress achieved in gender-responsive action, the synthesis report concluded that it was impossible to present a systematic picture given the fact that the submissions received varied substantially with regard to their scope and nature. Regarding the main challenges in GAP implementation, the synthesis report emphasized that many of the challenges described in the submissions received were crosscutting and multidimensional, spanning financial, technical, institutional, and societal aspects. It became clear that many of them are linked to persistent gaps in the effective integration of gender considerations in climate policies and actions. Special attention was paid to financial constraints.<sup>17</sup>

In other words, there seems to be little progress in gender responsiveness, despite a five-year work program and many more attempts undertaken by a variety of actors. With a view to future work that could be undertaken in relation to gender and climate change, there seems to be interest among Parties in setting up a new work program.<sup>18</sup>

However, this raises the question of what can be done to ensure that a new Gender Action Plan leads to better and, above all, more concrete results. Some of the submissions to which the Synthesis Report refers to comment on this. Among other things, they suggest strengthening existing activities such as developing indicators to better monitor progress, strengthening the focus on implementation, strengthening gender-responsive means of implementation and means to implement GAP activities, and exploring ways to strengthen consideration of intersectionality.<sup>19</sup>

The synthesis report contains a detailed list of measures taken by the Parties and other stakeholders and assigns them to the five priority areas and sub-targets of the GAP. However, the report does not contain a real analysis of the measures or even strategic conclusions. This is due to the limited mandate of the UNFCCC secretariat in preparing such synthesis reports: they are usually limited to a value-neutral, summarized presentation and largely abstain from an assessment. However, this limits their usefulness.

In view of the politically intended, narrow limits of the synthesis reports, and the resulting gap in a real assessment of the progress but also of the weaknesses in the implementation of the GAP by the Parties, The Lutheran World Federation (LWF) has decided to prepare itself a GAP performance analysis in order to advance the discussion on successful ways and hurdles of a gender-responsive implementation of the Paris Agreement and the UNFCCC.

In the following chapter we present our approach.

13 [https://unfccc.int/sites/default/files/resource/sbi2022\\_8.pdf](https://unfccc.int/sites/default/files/resource/sbi2022_8.pdf)

14 <https://unfccc.int/documents/626560>

15 [https://unfccc.int/sites/default/files/resource/cop28\\_auv\\_13\\_gender.pdf](https://unfccc.int/sites/default/files/resource/cop28_auv_13_gender.pdf)

16 <https://unfccc.int/documents/638589>

17 Ibid.

18 Ibid.

19 Ibid.

# GAP Performance Index 2024

The GAP Performance Index as the first of its kind measures the performance of countries in the domestic implementation of the UNFCCC Gender Action Framework (GAP) in a comparative way. Thus, it facilitates statements about the importance of gender aspects in climate action. So far, it has been applied to twenty countries, but it can be extended to any other country. It can also be used to measure a country's progress in implementing the GAP if the index is calculated again after a certain time. The comparative assessment also enables statements to be made about which GAP priorities are better and which are less well addressed.

The GAP Performance Index was developed by the think tank on Climate and Development Advice, on behalf of the LWF. In this way, the LWF aims to contribute to a more gender-equitable and gender-responsive climate policy practice. The assessment results should help countries to better assess their own strengths and weaknesses and to learn from international comparisons. The index and the

country-specific evaluation also provide LWF members with a tool to enter into dialogue with the national focal point on gender and climate change and other relevant stakeholders with the aim of improving the gender responsiveness of the most important national climate laws, policies, and programs.

The GAP Performance Index shows the screening results of the implementation of the Gender Action Plan in each of the five areas defined as priority fields of action. To measure performance, a total of fifteen criteria have been defined across the five priority areas. For each country, a performance score is calculated for each of the five priority areas and an overall performance score is calculated as an average of the partial results. In addition, the individual focus areas were weighted in such a way that they contribute to the overall result to varying degrees, with the respective weighting resulting from the relevance we attach to the focus areas. The focus areas and their weights are spelled out as follows:

## What the GAP Performance Indicator evaluates

	PRIORITY AREA
<b>GENDER CAPACITY</b>	A: Capacity building, knowledge management and communication to enhance the systematic integration of gender considerations into climate policy and action (20% weight of the GAP Performance Index value).
<b>GENDER BALANCE</b>	B: Gender balance, participation, and women's leadership (30% weight of the GAP Performance Index value).
<b>GENDER COHERENCE</b>	C: Coherence to strengthen the integration of gender consideration within the national climate policy frameworks (10% weight of the GAP Performance Index value).
<b>GENDER IMPLEMENTATION</b>	D: Gender-responsive implementation and means of implementation to ensure the respect, promotion, and consideration of gender equality and empowerment of women in the implementation of the Convention and the Paris Agreement at the national level (30% weight of the GAP Performance Index value).
<b>GENDER MONITORING</b>	E: Monitoring and reporting to improve the tracking of the implementation of and reporting on gender-related mandates and climate actions (10% weight of the GAP Performance Index value).

The assessment criteria and the uniform evaluation grid are explained in more detail in the next chapter. A score between 0 and 3 can be achieved in each of the five fields of action and is detailed as follows:

#### CLASSIFICATION OF THE INDEX VALUES

**Poor performance:** score of less than 1.5

**Medium performance:** score between 1.5 and less than 2

**Good performance:** score between 2 and less than 2.5

**Very good performance:** score between 2.5 and 3

When assessing the performance of individual countries, the main focus is on the efforts that have been made since the GAP was adopted at COP23 (2017), particularly in the last three years. To a certain extent, however, efforts made before 2017 are also included in the assessment, provided they were steps that comply with the GAP recommendations. A certain difficulty arises in the evaluation if a country's policy shows a high degree of discontinuity with regard to gender aspects, for example as a result of government change. This is the case in some of the countries surveyed.

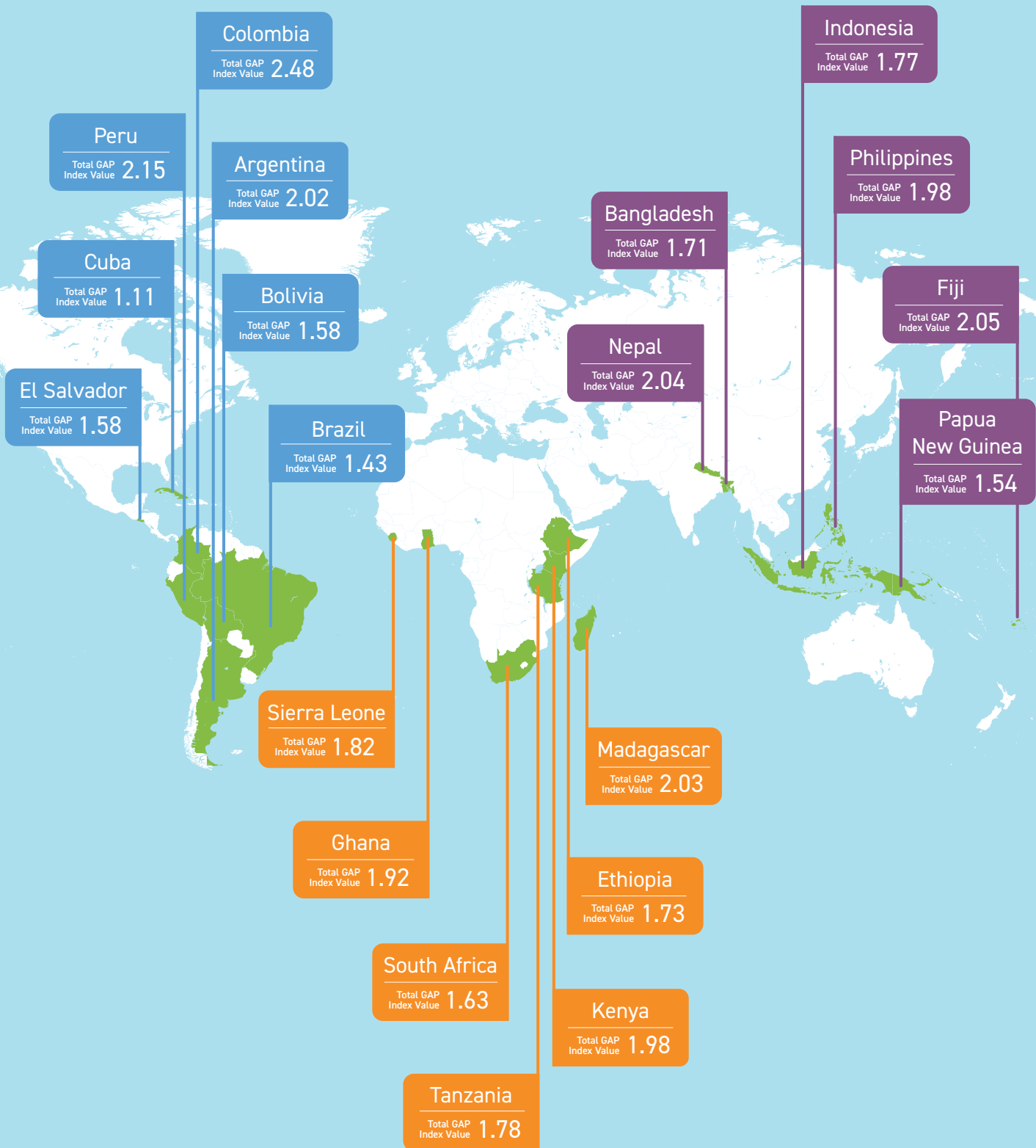
Even if, due to the limited research mandate, we have not carried out in-depth country analyses that go into technical detail, but only a screening, the results nevertheless allow us to make comparative statements about the countries' performances to date in implementing the GAP that are sufficiently validly substantiated, as the country-specific chapters in this study show, in which the results for each country are summarized in short form together with an extensive reference to sources.

The assessment was conducted for seven countries from Africa, seven from Latin America, and six from Asia-Pacific. The countries were selected because LWF members there are involved in a joint project supported by Bread for the World to combat climate change and promote climate justice, or because they offer particularly inspiring examples. Figure 1 shows the twenty assessed countries on a map.



Figure 1:

# Countries rated by the GAP Performance Index



The average of all twenty countries amounted to an index value of 1.80. The average values for all three world regions are relatively similar: Asia-Pacific is slightly ahead (1.85), immediately behind comes Africa (1.84), and Latin America follows at a slightly greater distance (1.76). If you look at all twenty countries separately, however, the gaps between them are significantly greater than between the continents. In the overall ranking, there is a clear winner and an equally clear laggard: the first rank goes to Colombia by a wide margin (2.48), followed by Peru (2.15), and Fiji (2.05). The laggards are Papua New Guinea (1.54), Brazil (1.43), and Cuba in the last place (1.11).

The best quarter of our sample of twenty achieved good scoring results of between 2.03 and 2.48, the second-best quarter was above average with scoring results between 1.82 and 2.02, the third quarter showed a medium performance of between 1.63 and 1.78, and the worst quarter achieved poor to medium results of between 1.11 and 1.58.

Table 1 contains the ranking list, which includes the overall results for all twenty countries as well as the partial results in the five categories.

**Table 1: GAP Performance Index – Ranking of the countries**

RANK	COUNTRY	TOTAL GAP INDEX VALUE	GENDER CAPACITY INDEX VALUE	GENDER BALANCE INDEX VALUE	GENDER COHERENCE INDEX VALUE	GENDER IMPLEMENTATION INDEX VALUE	GENDER MONITORING INDEX VALUE
1	Colombia	2.48	3.00	2.25	2.50	2.50	2.00
2	Peru	2.15	2.00	2.50	2.00	2.00	2.00
3	Fiji	2.05	3.00	1.50	2.00	2.00	2.00
4	Nepal	2.04	2.33	1.25	2.50	2.50	2.00
5	Madagascar	2.03	1.00	2.75	2.50	2.50	0.00
6	Argentina	2.02	2.33	2.50	1.50	1.50	2.00
7	Kenya	1.98	2.00	2.25	2.00	2.00	1.00
8	Philippines	1.98	2.00	2.25	2.00	2.00	1.00
9	Ghana	1.92	2.33	1.50	1.50	2.50	1.00
10	Sierra Leone	1.82	1.33	1.50	2.00	2.00	3.00
11	Tanzania	1.78	2.00	1.25	2.50	2.50	0.00
12	Indonesia	1.77	2.33	2.00	1.50	1.50	1.00
13	Ethiopia	1.73	1.67	2.00	1.50	1.50	2.00
14	Bangladesh	1.71	1.67	1.25	2.00	2.00	2.00
15	South Africa	1.63	2.00	1.75	1.50	1.50	1.00
16	Bolivia	1.58	0.67	1.50	2.50	2.50	0.00
17	El Salvador	1.58	2.67	1.50	1.50	1.50	0.00
18	Papua New Guinea	1.54	1.33	1.25	2.00	2.00	1.00
19	Brazil	1.43	2.00	1.75	1.00	1.00	1.00
20	Cuba	1.11	1.67	1.25	1.00	1.00	0.00
AVERAGE VALUES		1.82	1.97	1.79	1.88	1.93	1.20

Comparing the five scored GAP focus areas, the lowest performance was achieved in gender monitoring (1.20), the second lowest in gender balance (1.79), the third best in gender coherence (1.88), the second best in gender implementation (1.93), and the highest in gender capacity development (1.97). However, the appropriate participation of women in the political negotiation process and good impact measurement, the two fields of action that have performed the weakest, are particularly relevant in order to ensure real transparency and accountability with regard to gender equality and responsiveness in climate action. Rapid progress is therefore needed here.

Are there any significant factors that can explain the country ranking?

Based on the hypothesis that the degree of gender equality in a country could have an impact on its performance in terms of GAP implementation, we first correlated the results achieved in the GAP Performance Index with the countries' performances in the Gender Inequality Index (GII).<sup>20</sup> However, this resulted in a very weak positive relationship (correlation coefficient 0.063, according to Spearman analysis; for more details see the next chapter), which is not significant. This means that, at least for our twenty countries examined, GAP performance is relatively independent of the respective level of gender equality. Thus, our initial hypothesis that countries with high gender inequality tend to perform poorly with regard to their GAP

implementation has not been confirmed, which leads us to the conclusion that countries can implement the GAP well even if they perform poorly in terms of general gender equality. In our comparative analysis, Madagascar and Nepal appeared as the greatest outperformers in GAP implementation vis-a-vis gender equality. However, the reverse is also true, as the examples of Brazil, El Salvador, and, above all, Cuba show. Altogether, nine countries performed better in the GAP Index compared to the GII (five of them from Africa), five performed similarly (four of them from Asia), and five worse (four of them from Latin America).

We also examined whether the income level of a country (according to the World Bank classification<sup>21</sup>) or the country-specific climate risk (determined by using a modification of the EU Risk Inform Index<sup>22 23</sup>) has a recognizable relationship with GAP performance. However, these analyses did not reveal any strong correlations either. Such dependencies, which initially seemed plausible to us, cannot be proven. We therefore conclude that GAP performance is not a variable that is strongly dependent on any of the aforementioned variables. This means that countries can successfully implement the GAP recommendations for gender-responsive climate policies and actions even under adverse framework conditions, that is, when there is a high degree of gender inequality in the country, when the country is exposed to high climate risks, and when the financial scope for action is low.

20 <https://hdr.undp.org/data-center/thematic-composite-indices/gender-inequality-index#/indicies/GII>

21 See <https://blogs.worldbank.org/en/opendata/new-world-bank-group-country-classifications-income-level-fy24#:~:text=The%20World%20Bank%20Group%20assigns%20the%20world's%20economies,GNI%20per%20capita%20of%20the%20previous%20calendar%20year.>

22 For the EU Risk Inform, see <https://drmkc.jrc.ec.europa.eu/inform-index#:~:text=INFORM%20Risk%20Index%20The%20INFORM%20Risk%20Index%20is,can%20support%20decisions%20about%20prevention%2C%20preparedness%20and%20response.>

23 For the modification, see [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate\\_Adaption\\_Finance\\_Index\\_2023.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate_Adaption_Finance_Index_2023.pdf).

Table 2: Correlation analysis to determine possible drivers for the GAP Performance Index

COUNTRY	GAP PERFORMANCE INDEX RESULTS	GII RESULTS (RANK WITHIN THIS SAMPLE GROUP AND VALUE)	INCOME GROUP	CLIMATE RISK LEVEL
Colombia	1 (2.48)	7 (0.392)	UMIC	High risk
Peru	2 (2.15)	5 (0.380)	UMIC	High risk
Fiji	3 (2.05)	3 (0.332)	UMIC	Moderate risk
Nepal	4 (2.04)	12 (0.452)	LMIC	Medium-high risk
Madagascar	5 (2.03)	17 (0.556)	LIC	High risk
Argentina	6 (2.02)	1 (0.287)	UMIC	Medium-high risk
Kenya	7 (1.98)	13 (0.507)	LMIC	Medium-high risk
Philippines	7 (1.98)	10 (0.419)	LMIC	High risk
Ghana	9 (1.92)	15 (0.529)	LMIC	Medium-high risk
Sierra Leone	10 (1.82)	19 (0.633)	LIC	Medium-high risk
Tanzania	11 (1.78)	18 (0.560)	LMIC	High risk
Indonesia	12 (1.77)	11 (0.444)	UMIC	Medium-high risk
Ethiopia	13 (1.73)	14 (0.520)	LIC	Very high risk
Bangladesh	14 (1.71)	16 (0.530)	LMIC	High risk
South Africa	15 (1.63)	8 (0.405)	UMIC	Medium-high risk
Bolivia	16 (1.58)	9 (0.418)	LMIC	High risk
El Salvador	16 (1.58)	4 (0.376)	UMIC	Medium-high risk
Papua New Guinea	18 (1.54)	20 (0.725)	LMIC	High risk
Brazil	19 (1.43)	6 (0.390)	UMIC	Low risk
Cuba	20 (1.11)	2 (0.303)	UMIC	Medium high-risk

## Methodology, data sources, and correlation coefficient

To calculate the index value, the following formula is used:

$$\text{Index value} = ((I_1 * 20) + (I_2 * 30) + (I_3 * 10) + (I_4 * 30) + (I_5 * 10)) / 100$$

Where:  $(I_1 = ((C_1 + C_2 + C_3) / 3))$  and  $(I_2 = ((C_4 + C_5 + C_6 + C_7) / 4))$  and  $(I_3 = ((C_8 + C_9) / 2))$   
and  $(I_4 = (C_{10} + C_{11} + C_{12} + C_{13} + C_{14}) / 4)$  and  $(I_5 = C_{15})$

**Table 3: Definition of all variables and the evaluation matrix of how they are to be scored**

INDEX VALUES	CRITERIA	EVALUATION MATRIX
I <sub>1</sub> : Gender capacity	C <sub>1</sub> : Capacity-building measures on gender and climate change	Score 0: no/not clear. Score 1: not yet but planned. Score 2: yes, at the level of single events. Score 3: yes, in a systematic way, with revolving capacity-building measures on gender-responsive climate action.
	C <sub>2</sub> : Research on gender and climate change and UNFCCC submissions on gender	Score 0: no research products. Score 1: single research products. Score 2: research products and/or UNFCCC submissions of the country on the topic are regularly published. Score 3: constant stream of research products / UNFCCC submissions indicating that gender-responsive climate action is being seen as a priority topic.
	C <sub>3</sub> : Media coverage of gender and climate change	Score 0: not an issue. Score 1: only single/very few articles. Score 2: articles on the topic are regularly published. Score 3: constant stream of quality articles indicating that gender-responsive climate action is being seen as an important topic.
I <sub>2</sub> : Gender balance	C <sub>4</sub> : Female delegates at COP25 and COP28	Score 0: <10% females. Score 1: 10–25%. Score 2: 25.1–50%. Score 3: >50%.
	C <sub>5</sub> : Gender balance trend COP25–COP28	Score 0: decrease. Score 1: similar percentage or up to 10% increase. Score 2: increase of 11–25%. Score 3: Increase >25% or female quota >50%.
	C <sub>6</sub> : Appointment of national climate change and gender focal point	Score 0: no/not clear. Score 1: not yet but discussed. Score 2: not yet, but announced. Score 3: yes.
	C <sub>7</sub> : Female head of delegation at COP28	Score 0: no. Score 3: yes.
I <sub>3</sub> : Gender coherence	C <sub>8</sub> : GAP and/or gender reference of national climate policies/ strategies	Score 0: no reference to gender. Score 1: reference to gender but in a generic way; not describing impact chains and/or action to be taken. Score 2: reference is made and impact chains and/or actions to be taken are described. Score 3: UNFCCC GAP as such is referred to and impact chains and/or gender-responsive actions are systematically included.
	C <sub>9</sub> : Sharing of international climate finance projects with Rio gender marker	Score 0: <20% of projects have a gender component. Score 1: 20–35% have a gender component. Score 2: >35–50% have a gender component. Score 3: >50% have a gender component
I <sub>4</sub> : Gender implementation	C <sub>10</sub> : Availability of national gender and climate change strategy/reference to GAP	Score 0: no/not clear. Score 1: not yet but planned. Score 2: yes. Score 3: yes, in high quality, reflecting recommendations from the GAP process, and with ambitious objectives.
	C <sub>11</sub> : Sharing of international climate finance projects with gender as the principal objective (according to the Rio gender marker)	Score 0: <3% of projects have gender as main component. Score 1: 3.1–6% have gender as main component. Score 2: 6.1–9% have gender as main component. Score 3: >9% have gender as main component.
	C <sub>12</sub> : Gender/GAP reference in NDC	Score 0: no. Score 1: yes, but not in a systematic way. Score 2: yes, in a systematic way. Score 3: yes, in high quality and with ambitious objectives.
	C <sub>13</sub> : Gender/GAP reference in NAP/adaptation plans	Score 0: no. Score 1: yes, but not in a systematic way. Score 2: yes, in a systematic way. Score 3: yes, in high quality and with ambitious objectives.
	C <sub>14</sub> : Membership in gender-related international climate partnership	Score 0: no/not clear. Score 1: not yet but discussed. Score 2: not yet, but announced. Score 3: yes.
I <sub>5</sub> : Gender monitoring	C <sub>15</sub> : Gender-related reporting at the national level or to UNFCCC	Score 0: no. Score 1: yes, but not in a systematic way. Score 2: yes, in a systematic way. Score 3: yes, in high quality and with ambitious objectives.

Only officially accessible sources are used as the data basis for determining the results. These are broken down in detail in the following country assessments. Table 4 provides an overview of the most important data sources.

**Table 4: Overview of important data sources applicable to all countries**

CRITERIA	SOURCE
C <sub>1</sub> : Capacity-building on gender and climate	Diverse sources
C <sub>2</sub> : UNFCCC submissions on gender	<a href="https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx">https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx</a>
C <sub>4</sub> /C <sub>5</sub> : Female delegates at COP25 and COP28	<a href="https://unfccc.int/documents/634503">https://unfccc.int/documents/634503</a>
C <sub>6</sub> : Appointment of national climate change and gender focal point	<a href="https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc">https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc</a>
C <sub>7</sub> : Female head of delegation at COP28	<a href="https://unfccc.int/documents/634503">https://unfccc.int/documents/634503</a>
C <sub>8</sub> : GAP and/or gender reference of national climate policies/strategies	Diverse sources
C <sub>9</sub> /C <sub>11</sub> : Sharing of international climate finance projects with Rio gender marker	<a href="https://web-archive.oecd.org">https://web-archive.oecd.org</a>
C <sub>12</sub> : Gender/GAP reference in NDC	<a href="https://unfccc.int/NDCREG">https://unfccc.int/NDCREG</a>
C <sub>13</sub> : Gender/GAP reference in NAP	<a href="https://napcentral.org/submitted-naps">https://napcentral.org/submitted-naps</a>
C <sub>14</sub> : Membership in gender-related international climate partnership	<a href="https://www.cop28.com/en/news/2023/12/COP28-launches-partnership-to-support-women-economic-empowerment">https://www.cop28.com/en/news/2023/12/COP28-launches-partnership-to-support-women-economic-empowerment</a>
C <sub>15</sub> : Gender-related reporting to UNFCCC	<a href="https://unfccc.int/non-annex-I-NCs">https://unfccc.int/non-annex-I-NCs</a>  <a href="https://unfccc.int/process-and-meetings/parties-non-party-stakeholders/non-party-stakeholders/submissions/submission-portal">https://unfccc.int/process-and-meetings/parties-non-party-stakeholders/non-party-stakeholders/submissions/submission-portal</a>

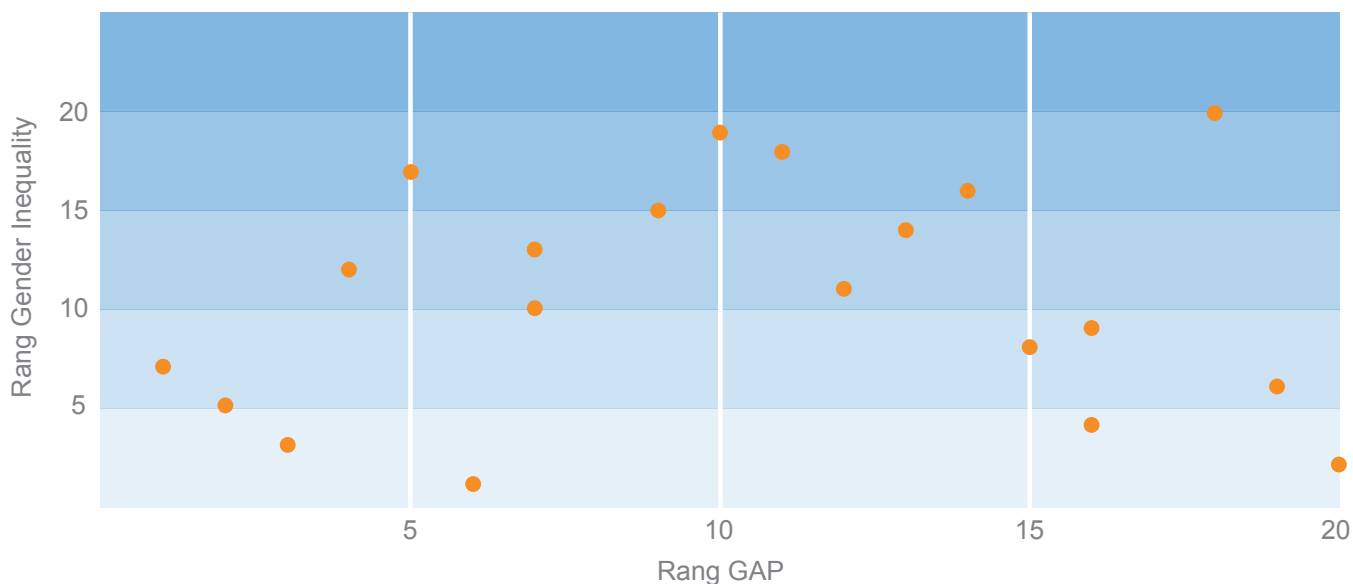
The significance of the country-specific results cannot be transferred to the countries as a whole since the selection of countries was not made on the basis of representativeness, but rather, as explained above, because the LWF is carrying out a climate project in these countries.

For the correlation analysis between the ranking in the GAP Performance and the Gender Inequality Index, a Spearman analysis was applied, leading to the conclusion that the GAP Performance Index results correlate only very

weakly with the Gender Inequality Index values: the rank correlation coefficient is 0.063205435 in a range between -1 and +1, with the value +1 meaning that there is a strong positive correlation and the value -1 meaning that there is a strong negative correlation. The value 0 means that there is no correlation. The calculation underpins the observation from the scatter diagram, which also shows no correlation between the characteristics. The p-value is 0.7912, meaning that the analysis would most likely also apply if we were to look at a sample of other countries.

**Figure 2: Scatter diagram - GAP Performance Index and GII**

Results				
Correlation coefficient (Spearman)	t-value	p-value	H0	H1
0.063205435	0.2686952	0.7912	no correlation	correlation





Plenary of the UN Climate Conference SB60. Photo: UNFCCC/Amira Grotendiek



# Results of the country evaluation

**In the following, we will present the analysis and evaluation results for the 20 countries examined in the form of brief country profiles. The order of the countries corresponds to the rank they achieved in the country comparison.**

For each country, the implementation of the GAP priorities is described and assessed using the same evaluation scale. This results in the overall assessment. In addition, country-specific strengths, weaknesses, potential that has not yet been fully exploited, good practice examples, and possible hurdles are briefly highlighted. The report concludes with a number of country-specific recommendations that can be derived from the assessment.

The result achieved by the individual continents in our comparison is somewhat interesting.

Asia performs best with an average score of 1.85, followed very closely by Africa (1.84). In the case of Asia, the range of individual results is relatively broad, ranging from 3rd place (Fiji) to 18th place (Papua New Guinea), but with a clear concentration in the midfield.

Africa, on the other hand, has a relatively narrow bandwidth and a very strong concentration in the midfield, with no front-runners and no tail-runners.

Latin America ranks last with a significantly worse mean score of 1.76 and has the most pronounced spread: no country ranks in the middle of the field, but the first two and last two places in the ranking go to Latin America.

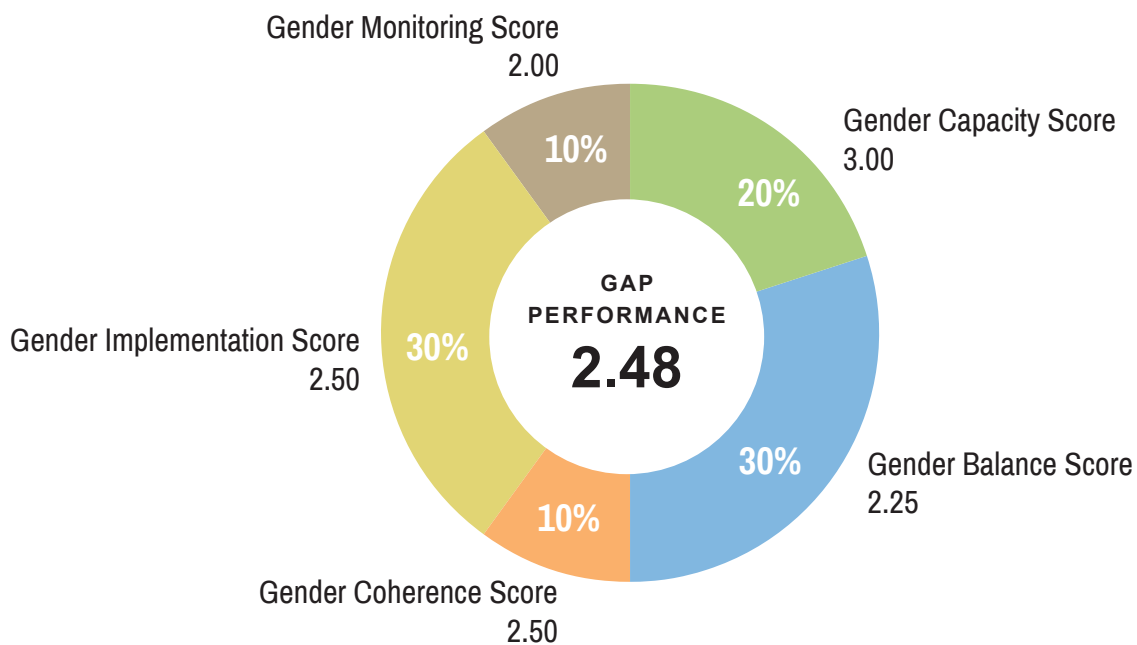


RANK 1

# Republic of Colombia

Colombia is an upper-middle-income country of 1,141,748 square kilometers and a population of 53 million located in the northern part of Latin America. It has a tropical climate with a wide range of ecological zones, including tropical rainforests, savannas, steppes, deserts, and high mountains. Colombia’s latest actualized NDC is dated 10 December 2020, and its National Adaptation Plan (NAP) 27 February 2018. According to the Climate Adaptation Finance Index 2023, the country faces a high climate risk.<sup>24</sup> Its level of climate policies and actions is rated “insufficient” by the Climate Action Tracker.<sup>25</sup> The gender inequality is high, as indicated by a Gender Inequality Index (GII) equivalent to rank 95 globally, or rank 7 among our sampled countries.

With a GAP Performance Index score of 2.48, Colombia takes the 1st rank among all 20 countries assessed and performs considerably better compared to its GII ranking.<sup>26</sup>



24 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate\\_Adaption\\_Finance\\_Index\\_2023.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate_Adaption_Finance_Index_2023.pdf)

25 <https://climateactiontracker.org/countries/colombia/>

26 <https://hdr.undp.org/data-center/thematic-composite-indices/gender-inequality-index#/indicies/GII>



## RANK 1 Republic of Colombia

### GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 3.00 score

*Capacity building:* In Colombia, multiple organizations have taken capacity-building measures to enhance gender responsiveness in climate action in a structured and strategic way, for instance Herramientas de Género y Cambio Climático.<sup>27</sup>

*UNFCCC submissions and research on gender and climate change:* Significant research has been undertaken and only recently a notable submission on GAP (30 March 2024) was presented by Colombia, proposing, inter alia, to set up a new GAP, with concrete suggestions on priorities.<sup>28</sup>

*Media coverage of gender and climate change:* High visibility.<sup>29</sup>

### GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.48 score

*Percentage of female party delegates at COPs:*<sup>30</sup> 63% of the Colombian party delegates at COP25 were women. While this proportion fell sharply to 39% at COP28, it still amounts to a good average representation of women of 51%.

*National Climate Change and Gender Focal Point:* Colombia appointed Mr Juan Andrés Casas Monsegny (Ministry of Environment and Sustainable Development), Ms Jessica Pinilla Orozco, and Ms Linda Lucía Gil Gracia as national climate change and gender focal points.<sup>31</sup>

*Female leadership at COPs:* Colombia's delegation at COP29 was led by a female head of delegation, the Minister for the Environment and Sustainable Development, Ms Susana Muhamad.

### GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.50 score

*Reference level of national climate strategies and action plans for gender considerations:* High. In 2019, the Ministry of Environment and Sustainable Development through its Directorate of Climate Change and Risk Management (DCCGR), began to advance gender mainstreaming. DCCGR, with the support of UNDP, supports the mainstreaming of the gender approach in policies and implementation instruments to ensure that the different needs, roles, skills, and expectations of women and men are integrated into all climate change mitigation and adaptation actions.<sup>32</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In 36% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Colombia, a gender-related component is either the principal objective or at least a significant objective.

27 <https://www.minambiente.gov.co/cambio-climatico-y-gestion-del-riesgo/herramientas-de-genero-y-cambio-climatico/>

28 [https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202403301245---Colombia\\_Gender%20Submission\\_snt.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202403301245---Colombia_Gender%20Submission_snt.pdf)

29 [https://www.google.com/search?client=safari&sca\\_](https://www.google.com/search?client=safari&sca_)

esv=369bb2d90aa2509e&rls=en&q=cambio+climatico+mujeres+colombia&tbn=ns&source=lnms&prmd=invbz&sa=X&ved=2ahUKEwifsJC5odWFAxWp7LslHYu0BK4Q0pQJegQlDRAB&biw=1694&bih=964&dpr=2

30 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

31 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>

32 <https://www.minambiente.gov.co/cambio-climatico-y-gestion-del-riesgo/herramientas-de-genero-y-cambio-climatico/#:~:text=La%20DCCGR%2C%20desde%20su%20Estrategia%20Colombiana%20de%20Desarrollo,hacia%20la%20mitigaci%C3%B3n%20y%20adaptaci%C3%B3n%20al%20cambio%20clim%C3%A1tico>


**RANK 1** Republic of Colombia
 

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**GAP priority area D: Gender-responsive implementation and means of implementation:****2.50 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* Such a strategy has been published in 2022, including a detailed Action Plan.<sup>33</sup>

*Gender responsiveness in the NDC:* Gender equality and women's empowerment are addressed: "In recognition of the differentiated impact that climate change has on women and men, and the central role that women play in aspects such as agricultural production, food security and resilience in communities, Colombia is committed to mainstreaming a gender perspective in the country's public policy. This includes the National Public Policy on Gender Equity, which will be deepened over the next five years to explicitly include climate change considerations, under the objectives and priority areas of the Enhanced Version of the Lima Work Program and its Gender Action Plan." Inter alia, outreach activities are foreseen, especially on gender aspects.<sup>34</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* The NAP, which is rather old and was developed under the previous government, has no specific gender focus. Gender is addressed in a somewhat generic way under "vulnerability."

*Proportion of international climate financing projects with gender components as the principal component:* In 5.9% of all projects recorded in the OECD-DAC database for climate finance in Colombia (until 2021) gender is the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* Yes.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 2.00 score**

*Inclusion of information on progress made with regard to gender considerations in their regular national and/or international reporting:* Monitoring and evaluation is an integral part of the national strategy on gender and climate change. Monitoring is not (yet) strong in international reporting.

33 [https://www.minambiente.gov.co/wp-content/uploads/2023/03/GIZ\\_Genero\\_Hoja-de-Ruta\\_Final-2023-Baja.pdf](https://www.minambiente.gov.co/wp-content/uploads/2023/03/GIZ_Genero_Hoja-de-Ruta_Final-2023-Baja.pdf)

34 Updated NDC, [https://unfccc.int/sites/default/files/NDC/2022-06/NDC%20actualizada%20de%](https://unfccc.int/sites/default/files/NDC/2022-06/NDC%20actualizada%20de%20)

 **RANK 1** Republic of Colombia

## Concluding observations

Colombia is 1st rank in the GAP Performance Index, and therefore a good practice example that can inspire other countries. This high performance is, among other things, the result of the political will to enroll a strong gender focus in climate action, which was introduced by the previous government and further reinforced by the current one. This results in policies, strategies, and implementation plans, reflecting a twin-track approach of gender mainstreaming and dedicated affirmative action. However, there is still significant room for improvement. Gender responsiveness should get more attention in the NDC in terms of action priorities and needs to be much better anchored in the NAP and many other climate policies. Enhancing the dialogue between CSOs, Indigenous people, and the government has a high potential to bundle resources and create further synergies.

### **Resulting policy recommendations to the Government of Colombia:**

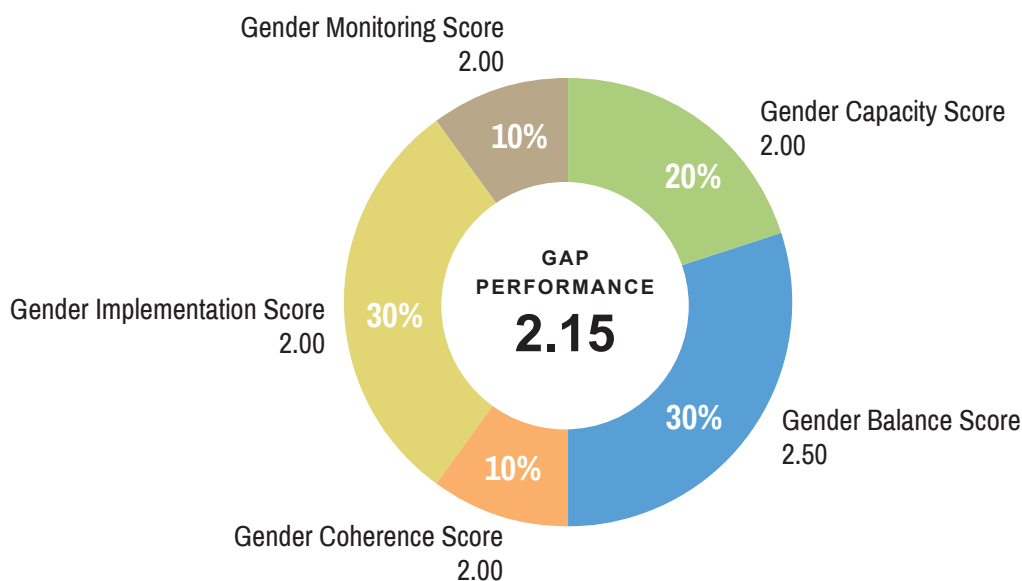
- To consequently mainstream the gender approach across all relevant climate policies, programs, and actions
- To use synergies with the relatively strong biodiversity-related work and networks
- To further enhance the collaboration and coordination with CSOs working on the GAP and other gender-related considerations, aiming at further enhancing the level of gender responsiveness across all governmental and non-governmental actions

## RANK 2

# Republic of Peru

Peru is an upper-middle-income country (UMIC) with a very diverse geography and a wide range of climatic zones, amounting to a total land area of 1,285,216 square kilometers and a population of almost 35 million, located in western South America. It consists of a very dry coastal desert, tropical mountain zones with grasslands (Paramo and Puna) and tropical glaciers, as well as tropical rainforests and wetlands in its part of the Amazon basin. Peru's updated NDC was submitted in December 2020.<sup>35</sup> A National Adaptation Plan (NAP) was launched in 2021.<sup>36</sup> According to the Climate Adaptation Finance Index 2023, Peru faces a medium climate risk.<sup>37</sup> Its level of climate policies and actions has been rated “insufficient” by the Climate Action Tracker.<sup>38</sup> The gender inequality is high, as indicated by a Gender Inequality Index (GII) equivalent to rank 90 globally, or rank 5 among our sampled countries.

With a GAP Performance Index score of 2.15, Peru ranks second of the 20 countries assessed and performs better than in the GII.



35 <https://unfccc.int/node/499570>

36 <https://unfccc.int/sites/default/files/resource/NAP-Peru-2021.pdf>.

37 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate\\_Adaption\\_Finance\\_Index\\_2023.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate_Adaption_Finance_Index_2023.pdf).

38 <https://climateactiontracker.org/countries/peru/>.

## RANK 2 Republic of Peru

### GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.00 score

*Capacity building:* Medium to high level of capacity building activities on gender and climate change, organized by national and international institutions and organizations, including by the Ministry for the Environment, which, for instance, organized a capacity building on climate change and gender for communicators, for example journalists, with the support of the NAP Global Network, a NAP support initiative.<sup>39</sup>

*UNFCCC submissions and research on gender and climate change:* Overall, research on gender-related aspects of climate change is ongoing in Peru but there is no evidence of a systematic debate and uptake of gender-related research findings in decision-making at policy levels. Peru has not made any submissions to the UNFCCC on gender.

*Media coverage of gender and climate change:* Medium to high visibility in Peruvian media.<sup>40</sup>

### GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.50 score

*Percentage of female party delegates at COPs:*<sup>41</sup> 49% of the Peruvian party delegates at COP25 were women. This proportion increased to 58% at COP28, leading to a very good average representation of women of 53.5%.

*National Climate Change and Gender Focal Point:* Ms Jessica Noemi Foncesca Martinez, Ministry of Foreign Affairs, was appointed as national climate change and gender focal point.<sup>42</sup>

*Female Leadership at COPs:* Peru's delegation at COP29 was led by the Minister of the Environment, H. E. Ms Albina Ruiz.

### GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.00 score

*Reference level of national climate strategies and action plans to gender considerations:* In cooperation with IUCN, a Climate Change Gender Action Plan was developed and respective mainstreaming of gender considerations in national climate policies and strategies has taken place.<sup>43</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In 44.5% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Peru, a gender-related component is either the principal objective or at least a significant objective.

39 <https://napglobalnetwork.org/2018/09/perus-ministry-of-environment-trains-regional-journalists-on-climate-change/>

40 [https://www.google.com/search?client=safari&sca\\_esv=75ce3f1a0c12c434&sxsrf=ADLYWJUQeY-dOwmM9NDQo bhDoUXEuIVBA:1716231125631&q=Peru+asuntos+de+genero+cambio+climatico&tbn=nws&source=lnms&prmd=in-vbz&sa=X&ved=2ahUKEwiCxeGU85yGAxUPgv0HHSnwBlwQ0pQJegQIBxAB&biw=1728&bih=1000&dpr=2](https://www.google.com/search?client=safari&sca_esv=75ce3f1a0c12c434&sxsrf=ADLYWJUQeY-dOwmM9NDQo bhDoUXEuIVBA:1716231125631&q=Peru+asuntos+de+genero+cambio+climatico&tbn=nws&source=lnms&prmd=in-vbz&sa=X&ved=2ahUKEwiCxeGU85yGAxUPgv0HHSnwBlwQ0pQJegQIBxAB&biw=1728&bih=1000&dpr=2)

41 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

42 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>

43 <https://genderandenvironment.org/ccgaps/>

## RANK 2 Republic of Peru

### GAP priority area D: Gender-responsive implementation and means of implementation: 2.00 score

*National Gender and Climate Change Strategy and linkages to the GAP process:* The development of the Peru ccGAP was led by the International Union for Conservation of Nature's (IUCN) Global Gender Office through the Gender Equality for Climate Change Opportunities (GECCO) initiative in collaboration with USAID's mission in Peru, and other donors.<sup>44</sup>

*Gender responsiveness in the NDC:* Gender is briefly mentioned in Peru's updated NDC. Adaptation and mitigation measures in the NDC consider the incorporation of gender, intercultural, and intergenerational approaches to ensure equity and inclusion.<sup>45</sup> Gender workshops/trainings are planned for public officials from the NDC's implementing sectors.

*Gender responsiveness in the NAP or other adaptation policies and programs:* The NAP incorporated gender considerations through gender mainstreaming and tackling gender as a crosscutting issue. Women are explicitly considered in the NAP as a particularly vulnerable group and also as change agents.<sup>46</sup>

*Proportion of international climate financing projects with gender components as the principal component:* Only 4.1% of all projects recorded in the OECD-DAC database for climate finance in Peru (until 2021) have gender as the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* Yes.

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 2.00 score

*Inclusion of information on progress made with regard to gender considerations in their regular national and/or international reporting:* Gender considerations in monitoring and reporting documents are not very strong. In Peru's latest 3rd Biennial Updated Report to the UNFCCC, submitted in June 2023, gender is weekly addressed, inter alia in the section about progress in achieving the Sustainable Development Goals (SDGs). However, The Ministry for Women is part of the High-Level Commission on Climate Change.<sup>47</sup>

44 <https://genderandenvironment.org/resource/peru-climate-change-gender-action-plan-ccgap-report/>

45 <https://climatepromise.undp.org/what-we-do/where-we-work/peru>

46 [https://genderclimatetracker.org/sites/default/files/Resources/peru\\_gender\\_review\\_nap\\_documents.pdf](https://genderclimatetracker.org/sites/default/files/Resources/peru_gender_review_nap_documents.pdf)

47 <https://unfccc.int/documents/630374>



## ■ ■ RANK 2 Republic of Peru

### Concluding observations

Peru ranks 2nd in the GAP Performance Index, which is mainly due to the necessary political will at the highest level to include gender considerations in climate policies, strategies, programs, and actions. This political will has materialized in a relatively strong and ongoing coordination between national governmental and intergovernmental bodies and institutions, including international institutions and development partners. In addition, relatively wide-ranging participatory consultations on the ccGAP led to the inclusion of views and needs of vulnerable populations, including rural and Indigenous women's organizations. This has helped women to become agents of change in Peru's climate arena. Among other achievements at the institutional level, the involvement of the Ministry of Women and Vulnerable Populations in the Multisectoral Working Group in charge of the NDC should be highlighted. A gender focus is also incorporated into the elaboration of the Framework Law on Climate Change Regulation. The extra attempts to include Indigenous women in consultations and dialogues can also be considered as good practice.

Still, however, there is further room for improvement in order to really systematically include gender considerations in climate policies, strategies, programs, and actions. Important barriers to be addressed include the lack of specialists in many sectors to effectively integrate gender into their programs, attitudes among some ministries that gender policy is limited to "women's issues" and not relevant to them, and a lack of budget allocations for climate programs and projects with gender considerations as the principal objective.

#### Resulting policy recommendations to the Government of Peru:

- To more systematically and specifically mainstream the gender approach across all relevant climate policies, strategies, programs, and actions
- To build up gender-specific capacities in all relevant fields of Peru's climate arena
- To further enhance the collaboration and coordination with Indigenous Peoples, CSOs, and international organizations working on the GAP and other gender-related considerations, aiming at further enhancing the level of gender responsiveness and gender-balanced participation across all governmental and non-governmental actions
- To significantly scale up the proportion of climate finance earmarked for actions with a dedicated gender focus

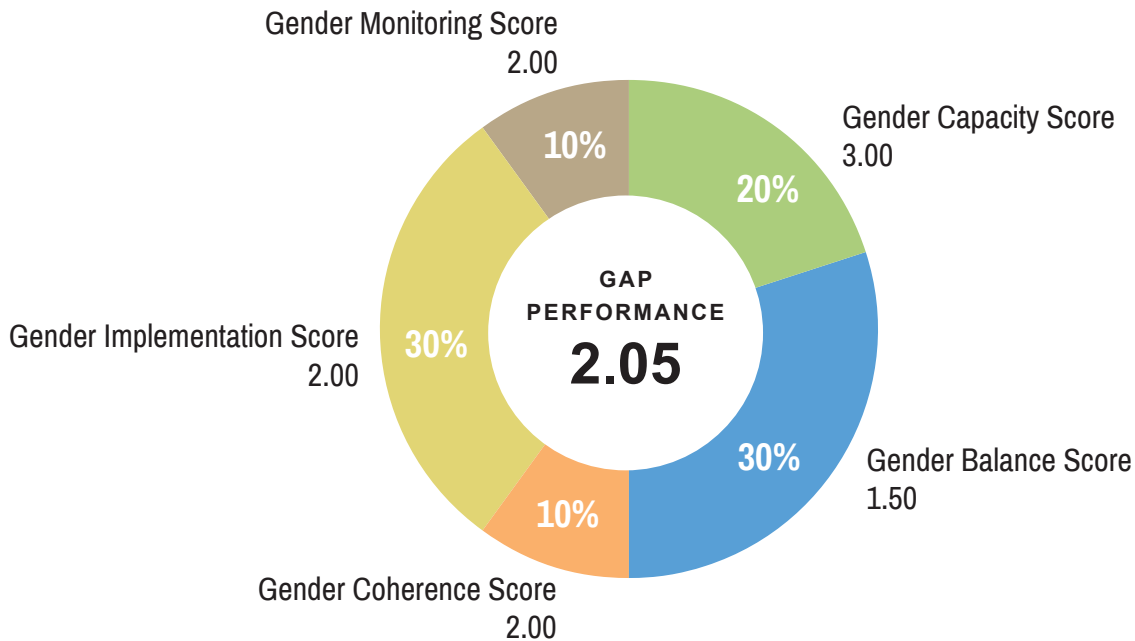


RANK 3

# Republic of Fiji

Fiji is a small island developing state (SIDS) and an upper-middle-income country (UMIC) of more than 330 islands, amounting to a total land area of 18,300 square kilometers and a population of almost 1 million located in the South Pacific. It has a tropical maritime climate and maritime, coastal, and mountain ecological zones. Fiji’s latest updated NDC was submitted on 31 December 2020, and its National Adaptation Plan (NAP) was published in 2018. According to the Climate Adaptation Finance Index 2023, the country faces a moderate climate risk.<sup>48</sup> Its level of climate policies and actions has not yet been rated by the Climate Action Tracker.<sup>49</sup> The gender inequality is medium-high, as indicated by a Gender Inequality Index (GII) equivalent to rank 73 globally, or rank 3 among our sampled countries.

With a GAP Performance Index score of 2.05, Fiji takes the 3rd rank among all 20 countries assessed and performs equally well compared to its GII ranking.



48 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate\\_Adaption\\_Finance\\_Index\\_2023.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate_Adaption_Finance_Index_2023.pdf)

49 <https://climateactiontracker.org/cat-data-explorer/country-ratings/>


**RANK 3 Republic of Fiji**
**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 3.00 score**

*Capacity building:* In Fiji, capacity-building measures have been implemented by the government, international organizations, faith-based institutions, and national networks to enhance gender responsiveness in climate action. Special focus has been given to gender considerations in climate-induced relocation, for instance in *Culture-Gender-Relocation Nexus in iTaukei Villages*.<sup>50</sup>

*UNFCCC submissions and research on gender and climate change:* Systematic research on gender considerations in climate policies and actions has been undertaken, for example *Women's Resilience in Fiji: How Laws and Policies Promote Gender Equality in Climate Change and Disaster Risk Management* (Asian Development Bank, 2022), and *Curui: Weaving Climate Justice and Gender Equality into Fijian Educational Policies and Practices* (Rosiana Lagi et al., 2023).

*Media coverage of gender and climate change:* High visibility.<sup>51</sup>

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.50 score**

*Percentage of female party delegates at COPs*<sup>52</sup>: 37% of the Fijian party delegates at COP25 were women. This proportion increased modestly to 43% at COP28, leading to a relatively good average representation of women at 40%.

*National Climate Change and Gender Focal Point:* Fiji appointed Hon. Lynda Disero Tabuya, Minister for Women, Children and Social Protection, as national climate change and gender focal point.<sup>53</sup>

*Female Leadership at COPs:* Fiji's delegation at COP29 was led by a man, Dr Sivendra Michael, Permanent Secretary for Climate Change and the Environment under the Prime Minister.

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* High. Fiji adopted a Gender Equity and Social Inclusion Policy 2021–2024 and an Action Plan 2021–2022. Furthermore, almost all relevant climate policies include gender considerations.<sup>54</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In a modest 27% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Fiji, a gender-related component is either the principal objective or at least a significant objective.


50 These and many other resources can be found at the Fiji Climate Change Portal, <https://fijiclimatchangeportal.gov.fj>.

51 <https://tinyurl.com/bdfj3hh5>

52 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

53 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>

54 All documents can be found in the Fiji Climate Change Portal, referenced to above.


**RANK 3** Republic of Fiji

**GAP priority area D: Gender-responsive implementation and means of implementation:  
2.00 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* The National Climate Change Policy 2018–2030 refers to gender justice as a building principle, which is explained in depth.<sup>55</sup>

*Gender responsiveness in the NDC:* Gender responsiveness is highlighted as a building principle for the NDC and its implementation.<sup>56</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* The promotion of a gender-responsive approach is one of the guiding principles of the NAP. However, operationalization remains rather unclear, and guidance is missing, for instance in the monitoring and evaluation framework for adaptation.<sup>57</sup>

*Proportion of international climate financing projects with gender components as the principal component:* In only a marginal 2.5% of all projects recorded in the OECD-DAC database for climate finance in Fiji (until 2021), gender is the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* Yes.


**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 2.00 score**

*Inclusion of information on progress made with regard to gender considerations in their regular national and/or international reporting:* Monitoring and evaluation are an integral part of the national strategy on gender and climate change. Monitoring is not (yet) strong in international reporting.

55 <https://fijiclimatchangeportal.gov.fj/ppss/republic-of-fiji-national-climate-change-policy-2018-2030/>

56 <https://unfccc.int/sites/default/files/NDC/2022-06/Republic%20of%20Fiji%27s%20Updated%20NDC%2020201.pdf>

57 [https://www4.unfccc.int/sites/NAPC/Documents/Parties/National%20Adaptation%20Plan\\_Fiji.pdf](https://www4.unfccc.int/sites/NAPC/Documents/Parties/National%20Adaptation%20Plan_Fiji.pdf)

 **RANK 3** Republic of Fiji

## Concluding observations

Fiji takes the 3rd rank in the GAP Performance Index and thus serves as a good practice example that can inspire other countries. What can be highlighted in particular are the facts that gender mainstreaming has been applied to almost all climate policies, programs, and actions in a systematic manner and that the government has set up a digital National Climate Change Portal to ensure access to all relevant documents. Room for improvement, however, exists with regard to the operationalization of gender considerations and gender justice principles, especially with regard to the NAP. Furthermore, the gender balance in the COP delegation could be further enhanced. Most importantly, the gender dimension in projects funded with international climate finance could be improved significantly.

### Resulting policy recommendations to the Government of Fiji:

- To continue to systematically ensure gender responsiveness in climate programs, projects, and actions in a form that can be operationalized
- Further enhance the already well-established dialogue between faith-based organizations, Indigenous people, and the government to create further synergies
- Apply to international donors for more climate projects with gender-related aspects as the principal objective

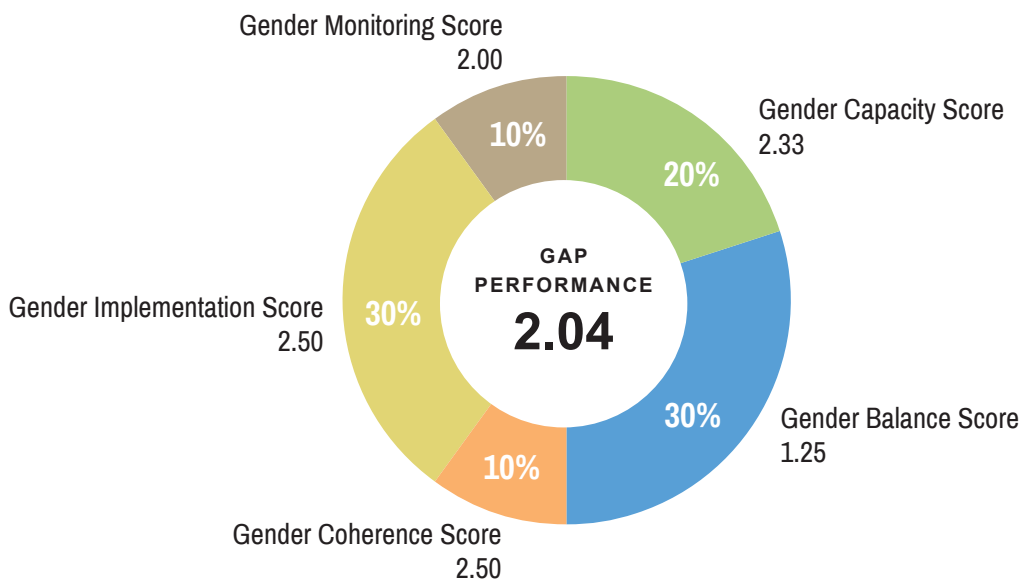


# Federal Democratic Republic of Nepal

Nepal is a landlocked country in South Asia of some 150,000 square kilometers, located in the Himalayas between India and China. About 80% of the country’s 30 million inhabitants (2024) live in rural areas. Due to a combination of political, geographic, and social factors, Nepal is recognized as vulnerable to climate change impacts, ranked 128th out of 181 countries in the 2020 ND-GAIN Index.<sup>58</sup> Recent studies by the Asian Development Bank suggest that Nepal may face an annual GDP loss of 2.2% due to climate change by 2050. Nepal also experiences significant disaster risks, ranked 31st on the 2019 INFORM Risk Index.<sup>59</sup> Nepal submitted its Second Nationally Determined Contribution (NDC) in 2020.<sup>60</sup>

Gender inequality is very high, as indicated by a Gender Inequality Index (GII) equivalent to rank 113 globally, or rank 12 compared to our sampled countries.

With a GAP performance of 2.04, Nepal takes the 4th rank of the 20 countries assessed and performs considerably much better compared to its GII ranking.



58 University of Notre Dame (2020), Notre Dame Global Adaptation Initiative, <https://gain.nd.edu/our-work/country-index/>.

59 INFORM Index for Risk Management, Nepal Country Profile, European Commission (2019), <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk/Country-Risk-Profil>

60 Second Nationally Determined Contributions, Government of Nepal (2020), [https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Nepal%20Second/Second%20Nationally%20Determined%20Contribution%20\(NDC\)%20-%202020.pdf](https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Nepal%20Second/Second%20Nationally%20Determined%20Contribution%20(NDC)%20-%202020.pdf).



## RANK 4 Federal Democratic Republic of Nepal

### **GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.33 score**

*Capacity building:* In Nepal, multiple organizations, including governmental (for gender mainstreaming in the NAPA, LAPA, and NAP)<sup>61</sup> and non-governmental agencies,<sup>62</sup> have organized capacity-building measures to enhance gender responsiveness in climate action since 2013. However, this has not been done in a coherent and structured way.

*UNFCCC submissions and research on gender and climate change:* There is a steady stream of research articles and submissions on gender-responsive climate action. Nepal's 3rd National Communication to UNFCCC in June 2021<sup>63</sup> recognizes that women are most vulnerable to climate change with references to climate change policies, adaptation plans, and planned mitigation strategies.

*Media coverage of gender and climate change:* Several articles in English and Nepali have been reported in the Nepali media on aspects of gender and climate change. The British Council's efforts in local media have helped to reach out to rural households. Overall, the issue seems to have better coverage in the media compared to its geographically closest Asian country in the present study – Bangladesh.

### **GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.25 score**

*Percentage of female party delegates at COPs:*<sup>64</sup> 17% of the Nepali party delegates at COP25 were women. This proportion increased to 24% (58 out of 241 delegates) at COP28, a still very low percentage.

*National Climate Change and Gender Focal Point:* Nepal has appointed Ms Binita Guragain, Ministry of Forests and Environment, as national climate change and gender focal point.<sup>65</sup>

*Female leadership at COPs:* Nepal's delegation at COP29 was led by H. E. Mr Birendra Prasad Mahato.

61 <https://jvs-nwp.org.np/wp-content/uploads/2018/07/Report-of-Training-Workshop-on-NAPALAPA-NAP.pdf>

62 British Council Workshop for 26 women journalists and mentoring of 10 women journalists and compilation of articles, TV shows and documents related to gender and Climate change for general public in 2022, <https://www.britishcouncil.org.np/workshop-and-grant-opportunity-women-reporters-climate-change-0>

63 Third National Communication to UN Framework Convention on Climate Change, [https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/986542371\\_Nepal-NC3-1-Nepal\\_TNC\\_Final.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/986542371_Nepal-NC3-1-Nepal_TNC_Final.pdf).

64 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

65 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.



## RANK 4 Federal Democratic Republic of Nepal

### **GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.50 score**

*Reference level of national climate strategies and action plans to gender considerations:* High. To address climate change and integrate gender concerns across its programs, the Government of Nepal developed the National Adaptation Program of Action (NAPA, 2010)<sup>66</sup>, identifying gender as a crosscutting issue. In 2012, the National Climate Change Gender Action Plan operationalized gender concerns in climate change efforts to enhance implementation and promote gender equality. This also led to the introduction of a climate budget code to track public expenditure on climate action. The Nepal Climate Change Policy 2019<sup>67</sup> is considered a significant milestone in integrating gender equality and social inclusion within climate action and across the development sector.

*Proportion of international climate financing projects in which gender components play an important role:* In 49.3% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Nepal, a gender-related component is either the principal objective or at least a significant objective.

### **GAP priority area D: Gender-responsive implementation and means of implementation: 2.50 score**

*Gender responsiveness in the NDC:* Gender equality and women's empowerment are addressed in detail and granularity. The summary of NDC references includes detailed gender-related considerations. Inter alia, by 2030, all 753 local governments are called to prepare and implement climate-resilient and gender-responsive adaptation plans. Furthermore, gender-responsive budgeting shall take place in all relevant climate strategies and action plans. Cooperative for Assistance and Relief Everywhere (CARE) rated the level of the NDC's gender responsiveness as the highest compared to all other assessed countries.<sup>68</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* Nepal's NAP (2021–2050) contains a prioritized adaptation program on “gender equality and social inclusion, livelihoods and governance” that aims to address the increased vulnerability of women and other marginalized groups to climate change through capacity building and specific actions for improving livelihoods. The Ministry of Women, Children and Social Welfare should serve as the coordinating ministry for gender equality, social inclusion, livelihoods, and good governance. The NAP stresses the need to enhance access to capacity building and training to reduce the climate vulnerability of women.<sup>69</sup> Nepal's national adaptation planning process (2018) specifically focused on a gender-transformative approach to improve gender responsiveness.

*Proportion of international climate financing projects with gender components as the principal component:* In 6.1% of all projects recorded in the OECD-DAC database for climate finance in Nepal (until 2021), gender is the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

66 Government of Nepal 2010, National Adaptation Plan for Climate Change, <https://unfccc.int/resource/docs/napa/npl01.pdf>.

67 Nepal Climate Change Policy (2019), [https://www.icimod.org/wp-content/uploads/2021/07/National-Climate-Change-Policy\\_english\\_2019\\_compressed.pdf](https://www.icimod.org/wp-content/uploads/2021/07/National-Climate-Change-Policy_english_2019_compressed.pdf).

68 CARE Climate and Gender Tracker, <https://www.care.h5mag.com>.

69 Government of Nepal – National Adaptation Plan (2021–2050), [https://unfccc.int/sites/default/files/resource/NAP\\_Nepal.pdf](https://unfccc.int/sites/default/files/resource/NAP_Nepal.pdf).





## RANK 4 Federal Democratic Republic of Nepal

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 2.00 score

*Inclusion of information on progress made with regard to gender considerations in their regular national and/or international reporting:* Monitoring and evaluation is an integral part of the national strategy on gender and climate change. Nepal's Third National Communication to the UNFCCC (2021) reflects on the high climate vulnerability of women, stressing the need to include gender considerations in decision-making on adaptation action.

## Concluding Observations

Nepal is at the 4th rank in the GAP Performance Index, despite a very high Gender Inequality Index (113) and thus a good practice example that can inspire other countries. This high performance is, among other things, a result of highly gender-responsive policies and strategies, for instance the NAP and the gender-transformative NDC. Several governmental and NGO programs such as the Solar Sisters program (empowering women in rural Nepal to become clean-energy entrepreneurs) and Women's Farmer co-operatives are making efforts to also promote women as change agents. However, gender-specific policies so far have not managed to bring down existing barriers such as lack of access to information and decision-making, and bureaucratic administrative procedures that still discourage equal participation of women. Thus, further efforts are required to mainstream gender considerations at all levels, including by seeking due representation, that is, by fully considering women from all ethnicities, age groups, and educational backgrounds. Overcoming the very gender-imbalanced representation of Nepal at COPs should be another top priority to be properly addressed.

### Resulting policy recommendations to the Government of Nepal:

- Collection of gender-disaggregated data to shed more light on women's vulnerability and coping mechanisms
- Improving women's balanced participation in decision-making, planning, and implementation of climate action locally, nationally, and internationally, including due consideration of different ethnicities, age groups, and educational backgrounds
- Including issues related to gender that are still unaddressed in climate policies, strategies, and actions step by step, setting gender-sensitive benchmarks and monitoring achievements, and introducing practical tools to enhance attention for gender perspectives at national and subnational, including local levels, where climate change, its gender dimensions, and gender-responsive budgeting for climate action are by and large unknown concepts



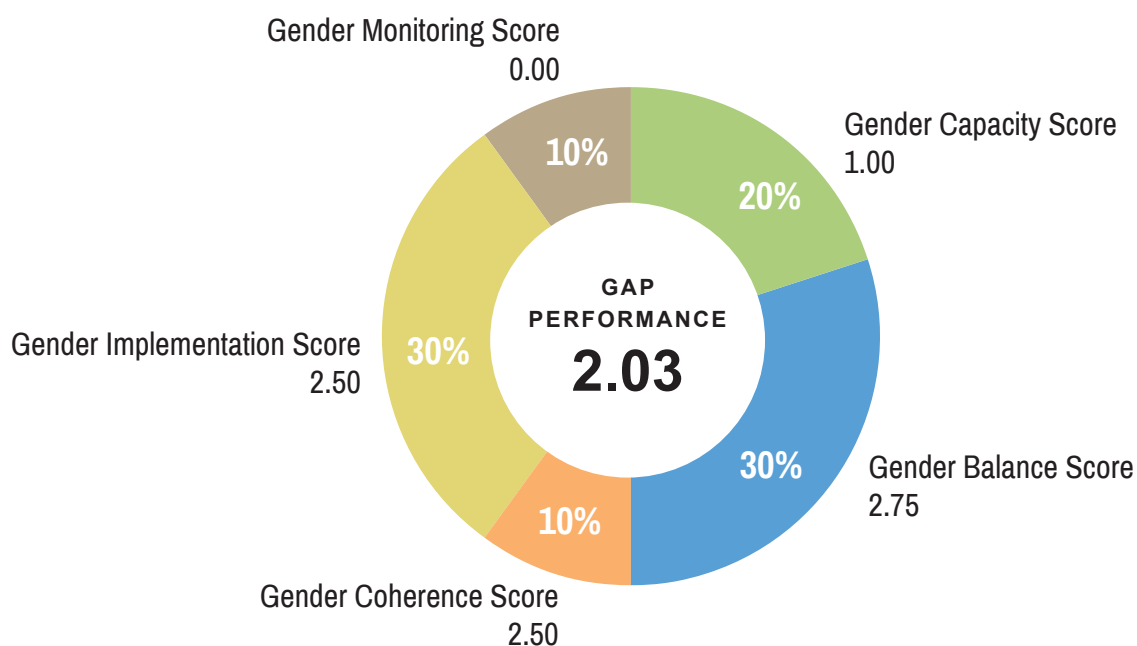
RANK 5

# Republic of Madagascar

Madagascar is an island in the Indian Ocean, off the southeast coast of Africa. The closest neighbor to the east is Mozambique. Madagascar covers a surface of about 590,000 square kilometers and has a population of about 28.8 million. Madagascar's climate is tropical and rainy along the east coast, arid in the south-west, and temperate in the mountains.

Madagascar's second NDC was published on 29 January 2024, and its National Adaptation Plan (NAP) in May 2022. According to the Climate Adaptation Finance Index 2023, Madagascar is at high climate risk and highly underfinanced with regard to adaptation.<sup>70</sup> The Climate Action Tracker has not assessed Madagascar. The gender inequality index (GII) is very high, putting Madagascar at rank 145 with a score of 0.574 (1 being extremely unequal).

With a GAP Performance Index score of 2.03, Madagascar takes the 5th rank among all 20 countries assessed and performs considerably better compared to its GII ranking within this study sample (ranked 17 in the 20 countries of this study).



70 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).


**RANK 5 Republic of Madagascar**
**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 1.00 score**

*Capacity building:* In Madagascar, the national focal point on gender and climate change regularly attends international training courses. However, there have been only very few or even no capacity-building measures in the country so far.

*UNFCCC submissions and research on gender and climate change:* So far, Madagascar has released one UNFCCC submission on gender and climate change, addressing the necessity to receive international financial support to implement the GAP.<sup>71</sup> A national platform to share or receive national climate policy data is not available.

*Media coverage of gender and climate change:* UN institutions, such as UNICEF, publish climate-related blog posts in local Malagasy, however there is no gender focus.

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.75 score**

*Percentage of female party delegates at COPs:*<sup>72</sup> 21% of the Madagascar's party delegates at COP25 were women. This proportion increased sharply to 74% at COP28, leading to an average of 34%, which can be considered medium.

*National Climate Change and Gender Focal Point:* Madagascar appointed Ms Antonine Clara Raharisoa from the National Climate Change Coordination Office as national climate change and gender focal point.

*Female leadership at COPs:* Madagascar's delegation at COP28 was led by a woman, H. E. Ms Marie-Orléa Vina, Minister of Environment and Sustainable Development.

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.50 score**

*Reference level of national climate strategies and action plans to gender considerations:* Madagascar's strategies refer to the Global Plan of Action and/or include gender-mainstreaming elements.

*Proportion of international climate financing projects in which gender components play an important role:* In slightly less, 44.4%, than half of the projects recorded in the OECD-DAC database for climate finance (until 2021) in Madagascar, a gender-related component is either the principal objective or at least a significant objective.

71 <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202404081155---PROGRES%20ET%20DEFIS%20PAG%20MADAGASCAR.pdf>.

72 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

 **RANK 5** Republic of Madagascar**GAP priority area D: Gender-responsive implementation and means of implementation:****2.50 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* Madagascar's national gender and climate change strategy reflects recommendations from the GAP process.

*Gender responsiveness in the NDC:* Madagascar does not make much reference to gender aspects in its NDC, and if so, it is very general.

*Gender responsiveness in the NAP or other adaptation policies and programs:* Madagascar's NAP mentions the inclusion of women as a guiding principle, referring specifically to the consideration of gender issues. The NAP emphasizes the need to strengthen women-specific capacities.

*Proportion of international climate financing projects with gender components as the principal component:* 6.6% of all projects recorded in the OECD-DAC database for climate finance in Madagascar (until 2021) have gender as their principal component, which is considered medium in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 0.00 score**

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* Gender aspects have not been included in Madagascar's climate reporting.



## RANK 5 Republic of Madagascar

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### Concluding observations

Madagascar takes the 5th rank in the GAP Performance Index which is relatively good. It can be highlighted that Madagascar's national focal point on gender participates regularly in international trainings. Furthermore, Madagascar's national climate strategies also take up GAP recommendations.

#### Resulting policy recommendations to the Government of Madagascar:

- Undertake a national stocktaking process on gender-responsive climate action, organized in cooperation with FBOs, as a first step; it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action
- Build and strengthen institutional capacities for gender mainstreaming in local, national, and regional climate change actions. Understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy
- Mainstream the gender approach across all relevant climate policies, programs, and actions; use synergies; build up collaboration and coordination with CSOs working on these issues
- Update the GAP and mainstream its key components in the NDC and NAP to make them more gender-responsive and ultimately gender-transformative. Align gender-sensitized NDC and NAP with the country's development planning in a way that is coherent with national pathways leading to the achievement of the SDGs and the goals of the Paris Agreement
- Continue sending female staff to climate conferences and increasing their share to at least 50%. Provide capacity training and briefings to relevant staff, especially on the gender-climate nexus
- Monitor progress on climate and gender in a more detailed way and start also reporting on the gender-climate nexus

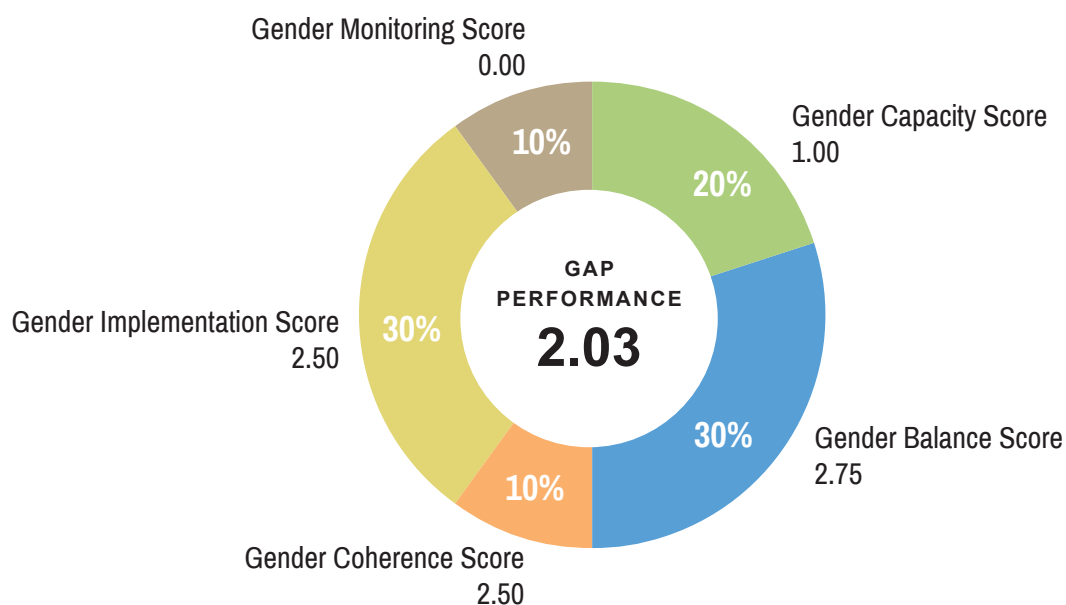


# Argentine Republic

Argentina is situated in the southern part of Latin America, on the Atlantic coast, bordering Chile in the west, Bolivia and Paraguay in the north, and Uruguay in the northeast. Argentina, the second-largest country of the continent, covers a surface of about 2,780,400 square kilometers and is an upper-middle-income country with a population estimated at almost 48 million. The country has a humid subtropical climate in the northwest, a moderate humid subtropical climate in the northeast, semi-arid and arid climates in the central, west, and east parts of the country, and a cold climate in the south.

Argentina's updated second NDC was submitted in November 2021. A National Adaptation Plan (NAP) has not yet been submitted. According to the Climate Adaptation Finance Index 2023, Argentina is at medium-high climate risk and relatively fairly financed with regard to adaptation.<sup>73</sup> The Climate Action Tracker has rated Argentina's climate actions as "critically insufficient."<sup>74</sup> The gender inequality index (GII) is at medium level, putting Argentina at rank 69 with a score of 0.287 (1 being extremely unequal).

With a GAP Performance Index score of 2.02, Argentina takes the 6th rank among all 20 countries assessed and performs slightly worse compared to its GII top ranking within this study sample (ranked 1st in the 20 countries of this study).



73 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).

74 <https://climateactiontracker.org/countries/argentina/>.



## RANK 6 Argentine Republic

### **GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.33 score**

*Capacity building:* During 2020–2021, gender and climate change training courses were conducted for more than 400 officials and technicians in a unified and systematic approach. Likewise, training sessions were also held at the provincial and municipality levels.<sup>75</sup>

*UNFCCC submissions and research on gender and climate change:* There are numerous studies available, and Argentina also contributed to the COP process on gender topics.<sup>76</sup>

*Media coverage of gender and climate change:* online search engines show that there are numerous articles in the media available, reflecting the relevance of the topic.<sup>77</sup>

### **GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.50 score**

*Percentage of female party delegates at COPs:*<sup>78</sup> 29% of the Argentinian party delegates at COP25 were women. This proportion increased to 42% at COP28, leading to an average of 35.5%.

*National Climate Change and Gender Focal Point:* Argentina appointed Ms Cecilia Nicolini, Ministry of the Environment and Sustainable Development, as national climate change and gender focal point.

*Female leadership at COPs:* Argentina's delegation at COP28 was led by Ms Corina Beatriz Lehmann.

### **GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.50 score**

*Reference level of national climate strategies and action plans to gender considerations:* Gender is mentioned as a crosscutting issue several times.

*Proportion of international climate financing projects in which gender components play an important role:* In 31.8% of the projects recorded in the OECD-DAC database for climate finance (until 2021) in Argentina, a gender-related component is either the principal objective or at least a significant objective.

75 See, e.g., <https://youtu.be/CrzKrc1fMhU>/<https://youtu.be/iA6L4uswSz4>.

76 See, e.g., [https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202204200652---Argentina\\_Implementation%20of%20the%20GAP\\_ENG.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202204200652---Argentina_Implementation%20of%20the%20GAP_ENG.pdf).

77 <https://tinyurl.com/2cymadd8>

78 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.  
<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.


**RANK 6 Argentine Republic**
**GAP priority area D: Gender-responsive implementation and means of implementation: 1.50 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* A gender and climate change strategy is currently under development.<sup>79</sup>

*Gender responsiveness in the NDC:* Argentina's NDC puts a strong emphasis on gender mainstreaming responsiveness, which is also highlighted by CARE in its gender assessment of NDCs.<sup>80</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* Argentina has no NAP but refers to gender aspects in its adaptation policies and programs to a certain extent.<sup>81</sup>

*Proportion of international climate financing projects with gender components as the principal component:* A marginal 1.3% of all projects recorded in the OECD-DAC database for climate finance in Argentina have gender as a principal objective (until 2021).

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 2.00 score**

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* Yes. Argentina's latest 5th Biennial Updated Report (2023) stresses the need for gender mainstreaming in climate action and calls for international support in this regard.<sup>82</sup>

79 <https://www.argentina.gob.ar/ambiente/cambio-climatico/gabinete-nacional-de-cambio-climatico/generos-y-diversidad>.

80 [https://care.h5mag.com/climate\\_ndc\\_and\\_gender\\_scorecard\\_2021/argentina](https://care.h5mag.com/climate_ndc_and_gender_scorecard_2021/argentina) (referred to as an advanced country in the analysis).

81 See, e.g., <https://www.argentina.gob.ar/ambiente/cambio-climatico/plan-nacional#:~:text=El%20Plan%20Nacional%20de%20Adaptaci%C3%B3n%20y%20Mitigaci%C3%B3n%20al,vulnerables%20frente%20a%20los%20impactos%20del%20cambio%20clim%C3%A1tico>.

82 <https://unfccc.int/sites/default/files/resource/5to%20Informe%20Bienal%20de%20Actualizaci%C3%B3n%20de%20la%20Rep%C3%BAblica%20Argentina.pdf>.





## RANK 6 Argentine Republic

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### Concluding observations

Argentina achieves a 6th rank in the GAP Performance Index.

This positive result is based on a relatively strong legal and institutional framework and a strong civil society that takes gender equality as an important issue. The Ministry of Foreign Relations, International Trade and Worship with its Gender Directorate has been serving as a focal point within the government, counting on specialized personnel that could support the Climate Unit within the government.

However, there is still a lot of room for improvement, and it will be seen if the current, relatively new government, is willing and capable of further improving gender responsiveness in climate action, or if the contrary happens. Important gaps to be addressed are the missing gender budgeting, earmarking of climate finance for projects with a strong gender focus, and more detailed planning on how to implement gender responsiveness.

#### **Resulting policy recommendations to the Government of Argentina:**

- Strengthen institutional capacities for gender mainstreaming in local, national, and regional climate change actions
- Understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy
- Finalize the gender and climate change action plan and mainstream its key components in the NDC and adaptation planning in order to make them more gender-responsive and ultimately gender-transformative
- Continue to use synergies with regional and international initiatives on gender and climate change
- Allocate climate finance in a gender-responsive way by using gender budgeting



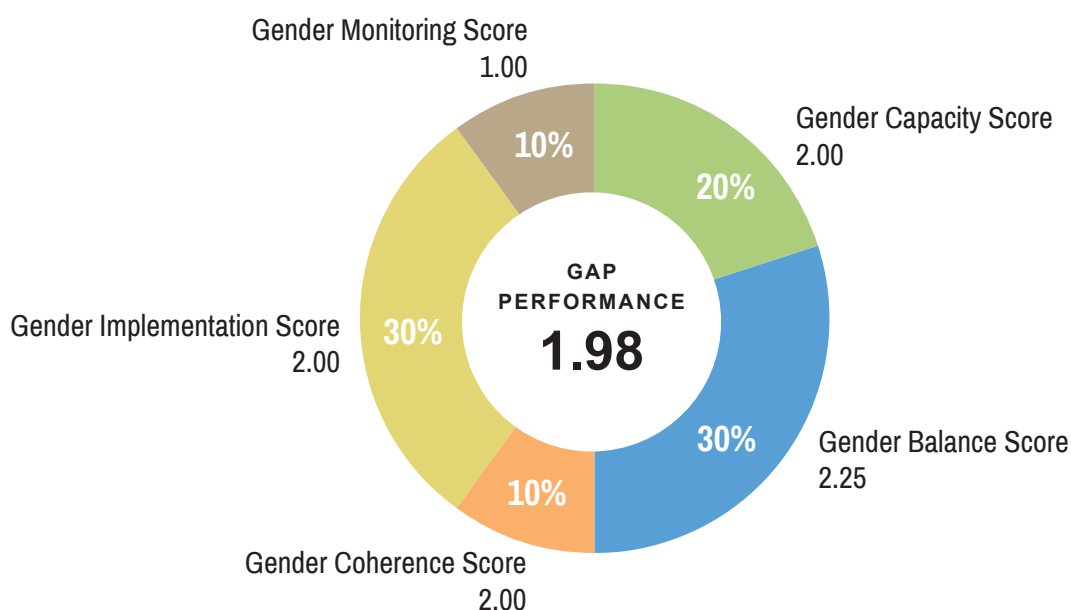
RANK 7

# Republic of Kenya

Kenya is a country in East Africa with coast access to the Indian Ocean on its east side. Its neighbors are Uganda to the west, South Sudan and Ethiopia to the north, Somalia to the east, and Tanzania to the south. Kenya also has access to Lake Victoria, which it shares with Tanzania and Uganda. Kenya covers a surface of about 580,000 square kilometers and has a population of about 52 million. Kenya's climate ranges from tropical hot and humid along the coastline to tropical-temperate in the west and southwest and tropical-dry in the northeast.

Kenya's updated NDC was published on 28 December 2020, and its National Adaptation Plan (NAP) in July 2016. According to the Climate Adaptation Finance Index 2023, Kenya has a high climate risk and is highly underfinanced with regard to adaptation.<sup>83</sup> The Climate Action Tracker rates Kenya's overall activities as almost sufficient.<sup>84</sup> The gender inequality index (GII) is very high, putting Kenya at rank 139 with a score of 0.533 (1 being extremely unequal).

With a GAP Performance Index score of 1.98, Kenya takes the 7th rank among all 20 countries assessed and performs better compared to its GII ranking within this study sample (rank 13 in the 20 countries of this study).



<sup>83</sup> [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).

<sup>84</sup> <https://climateactiontracker.org/countries/kenya/>.


**RANK 7** Republic of Kenya

**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.00 score**

*Capacity building:* In Kenya, capacity-building measures are lacking and aren't sufficiently implemented as mainstreaming is not prevalent and a significant understanding of the climate-gender nexus is lacking.<sup>85</sup>

*UNFCCC submissions and research on gender and climate change:* Kenya has made submissions to the UNFCCC process related to climate and gender on a regular basis, including, inter alia, incorporation of gender into technology needs assessments during the gender day,<sup>86</sup> a submission to SBI 48 on gender and climate change on capacity building and monitoring and evaluation,<sup>87</sup> and a submission on possible elements of the Gender Action Plan under the Lima Work Program on Gender.<sup>88</sup>

*Media coverage of gender and climate change:* In Kenya's media, there is a high occurrence of articles and content pieces on climate-related topics, and also in combination with gender-related aspects.

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.25 score**

*Percentage of female party delegates at COPs:*<sup>89</sup> 41% of the Kenya's party delegates at COP25 were women. This proportion increased to 44% at COP28, leading to an average of 42.5%. As such, Kenya is doing relatively well, compared to other countries.

*National Climate Change and Gender Focal Point:* Kenya appointed Mr Michael Ochieng' Okumu and Ms Jackline Nekesa Makokha (alternate) from the Ministry of Environment and Forestry as national climate change and gender focal points.<sup>90</sup>

*Female leadership at COPs:* Kenya's delegation at COP28 was led by a woman, H. E. Ms Roselinda Soipan Tuyu, Cabinet Secretary Ministry of Environment, Climate Change and Forestry.

85 <https://www.undp.org/publications/resource-guide-mainstreaming-gender-water-management>.

86 <https://genderclimatetracker.org/sites/default/files/Resources/201811121328---Kenya%20Submission%20on%20Gender%20and%20Technology.pdf>.

87 [https://genderclimatetracker.org/sites/default/files/Resources/201805051028---Kenya%20Submission%20on%20Gender%20and%20Climate%20Change\\_25th\\_April\\_2018.pdf](https://genderclimatetracker.org/sites/default/files/Resources/201805051028---Kenya%20Submission%20on%20Gender%20and%20Climate%20Change_25th_April_2018.pdf).

88 [https://genderclimatetracker.org/sites/default/files/Resources/257\\_302\\_131316357348239313-Kenya\\_Submission%20on%20Gender%20and%20Climate%20Change.pdf](https://genderclimatetracker.org/sites/default/files/Resources/257_302_131316357348239313-Kenya_Submission%20on%20Gender%20and%20Climate%20Change.pdf).

89 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

90 Ibid.


**RANK 7** Republic of Kenya

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* Kenya's climate change and health strategy focuses, among other topics, on gender.<sup>91</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In about half of the projects, 49.2%, recorded in the OECD-DAC database for climate finance (until 2021) in Kenya, a gender-related component is either the principal objective or at least a significant objective.

**GAP priority area D: Gender-responsive implementation and means of implementation: 2.00 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* Kenya has a gender-responsive Climate Change Act.

*Gender responsiveness in the NDC:* Kenya developed gender-responsive actions in the six NDC priority areas of forestry, water, transport, waste, energy, and agriculture.<sup>92</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* Kenya aims to achieve gender equity or equality through the NAP process. Gender was identified as a specific priority that the NAP will address through action on adaptation.<sup>93</sup>

*Proportion of international climate financing projects with gender components as the principal component:* 6.3% of all projects recorded in the OECD-DAC database for climate finance in Kenya (until 2021), have gender as their principal component, which is considered medium in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 1.00 score**

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* Gender aspects have been included in Kenya's reporting but not in a systematic way.<sup>94</sup>

91 <https://www.health.go.ke/index.php/kenya-climate-change-and-health-strategy-2023-2027-unveiled-cop28uae>

92 <https://unfccc.int/sites/default/files/NDC/2022-06/Kenya%27s%20First%20%20NDC%20%28updated%20version%29.pdf>.

93 [https://unfccc.int/sites/default/files/resource/NAP\\_Kenya\\_2017.pdf](https://unfccc.int/sites/default/files/resource/NAP_Kenya_2017.pdf).

94 <https://unfccc.int/sites/default/files/resource/Kennc2.pdf?download>.

 **RANK 7** Republic of Kenya

## Concluding observations

Kenya takes the 7th rank in the GAP Performance Index, which is a significant achievement.

It can be highlighted that Kenya communicates gender and climate-related aspects well in national media. Furthermore, Kenya is including gender aspects in its climate strategies, analyses, and reports. Moreover, Kenya is active in making submissions to the UNFCCC process.

### **Resulting policy recommendations to the Government of Kenya:**

- Continue sending female staff to climate conferences and increasing their share to at least 50%. Provide capacity training and briefings to relevant staff, especially on the gender-climate nexus
- Kenya could join relevant gender-climate networks and form partnerships, and for a start, join the COP28 Gender-Responsive Just Transitions and Climate Action Partnership
- Kenya should monitor progress on climate and gender in a more detailed way



RANK 8

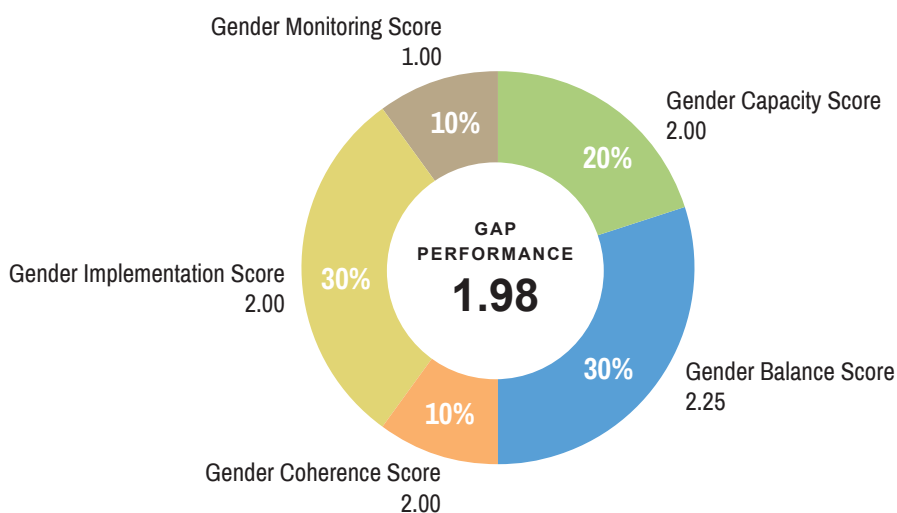
# Republic of the Philippines

The Philippines is an archipelago consisting of over 7,000 islands (1,000 of which are inhabited), with a humid climate and a topography characterized by mountainous terrain bordered by narrow coastal plains. Considered one of the most biologically rich and diverse countries in the world, the Philippines also has one of the world’s longest coastlines. Due to a combination of political, geographic, and social factors, the Philippines is recognized as vulnerable to climate change impacts, ranked 114th out of 181 countries in the 2020 ND-GAIN Index.<sup>95</sup>

The Philippines’ Climate Change Act was passed in 2009, creating the Climate Change Commission (CCC) tasked to coordinate, monitor, and evaluate the programs and action plans of the government relating to climate change. It was amended in 2012, establishing the Peoples Survival Fund (PSF) for the financing of adaptation programs and projects. Important strategy documents include the National Framework Strategy on Climate Change (2010–2022) and the National Climate Change Action Plan (2011–2028). The Philippines submitted its Second National Communication (SNC) in 2021.<sup>96</sup>

Gender inequality is very high, as indicated by a Gender Inequality Index (GII) equivalent to rank 101 globally, or rank 10 among our sampled countries.

With a GAP performance of 1.98, the Philippines takes the 7th rank of the 20 countries (second best quarter) assessed and the GAP performance can be rated as “average” compared to the general level of gender responsiveness in the country.



95 University of Notre Dame (2020), Notre Dame Global Adaptation Initiative, <https://gain.nd.edu/our-work/country-index/>.

96 Philippines (2014), Second National Communication to the UNFCCC, <https://unfccc.int/sites/default/files/resource/phInc2.pdf>.


**RANK 8 Republic of the Philippines**
**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.00 score**

*Capacity building:* The Climate Change Commission, the National Focal Point to the UNFCCC, undertakes capacity-building programs for national government agencies, higher educational institutions, and local government units. It has been claimed that gender balance has been ensured for all workshops. In 2018, the Climate-resiliency Field Schools (CrFS) piloted by the Rice Watch Action Network (R1) gained the recognition of the women and gender constituency of the UNFCCC for engaging women and youth, promoting diversification of income sources, and building the capacities of women on activities traditionally dominated by men. A GIZ workshop on gender and climate change for the Philippines and Pacific held in March 2015 was one of the earliest women-focused climate change workshops organized in the country.<sup>97</sup> In 2018, the Philippines, together with the Asian Development Bank, the Government of Palau, and United Nations Environment Program, Secretariat of the Asia Pacific Adaptation Network (APAN), organized the 6th Asia Pacific Climate Change Adaptation Forum in Manila with gender as one of the key focus areas.

*UNFCCC submissions and research on gender and climate change:* The Philippines 2nd National Communication to the UNFCCC (2014)<sup>98</sup> stresses that one of the main goals of the National Climate Change Action Plan (NCCAP, 2011) was to build the adaptive capacity of women. Further, a People's Survival Fund was created with the Chairperson of the Philippines Commission for Women as one of the statutory members. A gender and climate submission<sup>99</sup> was made to the UNFCCC on 23 April 2019, highlighting the efforts/progress made by the country on gender-mainstreaming issues in climate policymaking and adaptation measures. Only a few research/scholarly articles on the subject were found in the open domain.

*Media coverage of gender and climate change:* The issues with regard to gender and climate change seem to have limited coverage in the local media in the country.

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.25 score**

*Percentage of female party delegates at COPs:*<sup>100</sup> 62% (8 out of 13) of the Philippine party delegates at COP25 were women. At COP28, 146 of the 342 delegates (43%) were women. The party delegation composition of women showed a decline of 13% over the last three years. However, even with this reported decline, the country performs much better compared to other countries in this sample study. The average percentage of women delegates for COPs stands at 52.5%.

*National Climate Change and Gender Focal Point:* The Philippines appointed Ms Rachel Anne S. Herrera from the Climate Change Commission as national climate change and gender focal point.<sup>101</sup>

*Female leadership at COPs:* The Philippines delegation at COP28 was led by a woman, H. E. Ms Maria Antonia Yulo Lozada.

97 GIZ Workshop on Gender and Climate Change in the Philippines – 2015, <https://gender-works.giz.de/events/philippines-pacific-islands-training-on-gender-climate-change/>.

98 Philippines NC 2 (2014), <https://unfccc.int/sites/default/files/resource/phInc2.pdf?download>.

99 Philippines Gender and Climate submission to UNFCCC, <https://niccdies.climate.gov.ph/files/documents/6.%20Philippine%20position%20on%20Gender%20and%20Climate%20Change.pdf>.

100 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

101 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.


**RANK 8 Republic of the Philippines**
**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* No Climate Change Gender Action Plan (ccGAP) has been formulated so far. However, laws that incorporate gender and climate change issues include the Climate Change Act 2009,<sup>102</sup> the Philippines Disaster Risk Reduction Management Act,<sup>103</sup> the People's Survival Act 2012,<sup>104</sup> and Commission Resolution No. 2019-002<sup>105</sup> on climate change and gender. The National Climate Change Action Plan (2011–2028) recognizes the enhanced impact of climate change on women and lists activities required to mitigate its effects. The Philippines Climate Change Commission works closely with the Commission for Women to ensure gender mainstreaming in climate adaptation and mitigation actions.

*Proportion of international climate financing projects in which gender components play an important role:* In 42.3% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in the Philippines, a gender-related component is either the principal objective or at least a significant objective.

**GAP priority area D: Gender-responsive implementation and means of implementation: 2.00 score**

*Gender responsiveness in the NDC:* On 15 April 2021, the Philippines submitted a gender-responsive NDC to the UNFCCC. CARE's gender review of NDCs categorizes it as "advanced" (4 out of 6 indicators marked as green).<sup>106</sup> The NDC Gender Action Plan includes gendered adaptation priorities and mitigation options, gender-responsive climate finance mechanisms including climate budget tracking, and a toolkit for gender-related monitoring.

*Gender responsiveness in the NAP or other adaptation policies and programs:* The National Climate Change Action Plan 2011–2028 (NCCAP)<sup>107</sup> has 67 references to women/gender, recognizes the enhanced impact of climate change on women, and includes activities required to mitigate the effects of climate change on women. Within the NCCAP, gender is a crosscutting issue and has been acknowledged in planning and policymaking, knowledge and capacity development, enhancing women's participation in climate adaptation and research and development. The main goals of the NCCAP are to build the adaptive capacities of women and men in their communities, increase the resilience of vulnerable sectors and natural ecosystems to climate change, and optimize mitigation opportunities toward a gender-responsive and rights-based sustainable development.

102 Philippines Climate Change Act 2009, <https://niccdies.climate.gov.ph/files/documents/1.%20Climate%20Change%20Act%20of%202009.pdf>.

103 Philippines Disaster Risk Reduction Management Act, 2010, <https://niccdies.climate.gov.ph/files/documents/3.%20Philippine%20Disaster%20Risk%20Reduction%20and%20Management%20Act%20of%202010.pdf>.

104 People's Survival Act 2012, <https://niccdies.climate.gov.ph/files/documents/2.%20People-s%20Survival%20Fund%20of%202012.pdf>.

105 Commission Resolution No. 2019-002, <https://niccdies.climate.gov.ph/files/documents/3.%20Commission%20Resolution%20No.%202019-002.pdf>.

106 CARE Gender and Climate NDC Tracker, <https://careclimatechange.org/wp-content/uploads/2021/06/CARE-Gender-Quality-and-NDCs-v1.4.pdf>.

107 Philippines NCCAP 2011–2028, <https://climate.emb.gov.ph/wp-content/uploads/2016/06/NCCAP-1.pdf>





## RANK 8 Republic of the Philippines

*Proportion of international climate financing projects with gender components as the principal component:* In 5.6% of all projects recorded in the OECD-DAC database for climate finance in the Philippines (until 2021), gender is the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

### **GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 1.00 score**

*Inclusion of information on progress made with regard to gender considerations in their regular national and/or international reporting:* Monitoring and evaluation is part of the national strategy on gender and climate change but seems to be weak.

## Concluding Observations

The Philippines is at the 7th rank (out of 20 countries) (second best quarter) in the GAP Performance Index and performs reasonably well despite a high Gender Inequality Index (101). The Government of the Philippines has made continuous legislative efforts to mainstream gender into the climate discourse since 2009. The country's budget has a 5% allocation for Gender and Development (GAD) since 1995, which is laudable. The Local Adaptation Fund – People's Survival Fund (2012) takes into account the local projects' responsiveness to gender-differentiated vulnerabilities. Further, a gender-responsive NDC (2021) shows the country's continued policy intent toward gender-responsive climate action. However, the country has not yet formulated a Climate Change Gender Adaptation Plan.

### **Resulting policy recommendations to the Government of the Philippines:**

- Institutionalize a centralized gender-disaggregated database to support gender-responsive climate actions, including a database on the impacts of both extreme weather and slow-onset events
- Develop a GAP



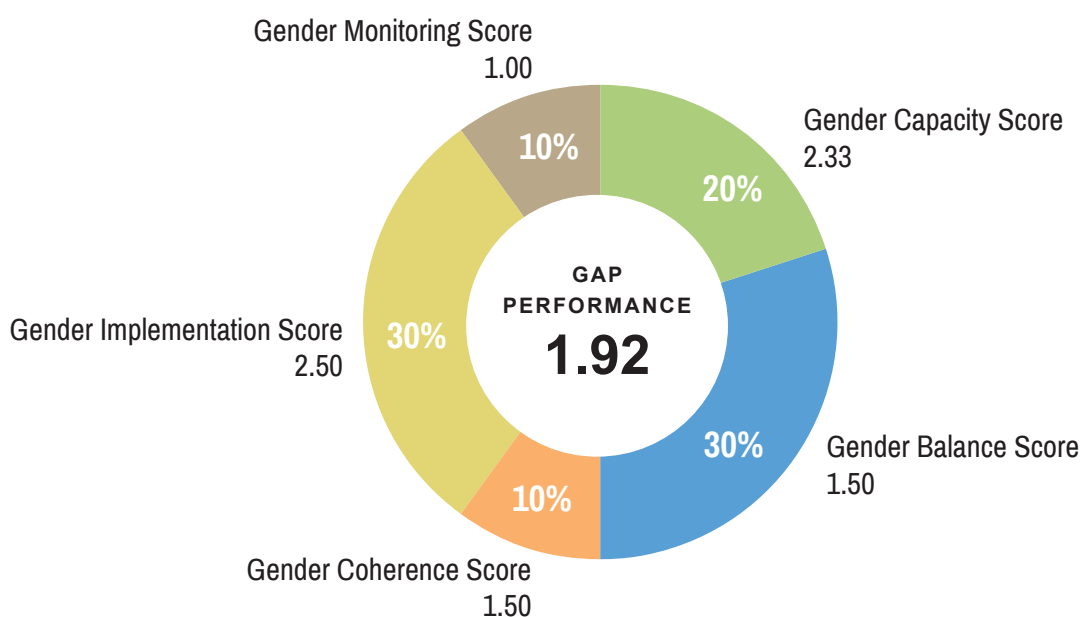
RANK 9

# Republic of Ghana

Ghana is a country in West Africa with coast access to the Gulf of Guinea on its south side. Its neighbors are the Côte d'Ivoire to the west, Burkina Faso to the north, and Togo to the west. It covers a surface of about 230,000 square kilometers and has a population of about 34 million. Ghana's climate ranges from tropical and warm-dry on the southeast coast to hot and humid in the southwest and hot and arid in the north.

Ghana's updated NDC was published on 4 November 2021, and its National Adaptation Plan (NAP) in October 2018. According to the Climate Adaptation Finance Index 2023, Ghana is highly underfinanced, with a medium-high climate risk.<sup>108</sup> The Climate Action Tracker criticizes the fact that Ghana has no long-term decarbonization target or strategy.<sup>109</sup> The gender inequality index (GII) is very high, putting Ghana at rank 130 with a score of 0.512 (1 being very unequal).

With a GAP Performance Index score of 1.92, Ghana takes the 9th rank among all 20 countries assessed and performs better compared to its GII ranking within this study sample (rank 15 in the 20 countries of this study).



108 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).

109 <https://climateactiontracker.org/publications/climate-governance-in-ghana/>.


**RANK 9** Republic of Ghana

**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.33 score**

*Capacity building:* In Ghana, capacity-building measures have been taken at the level of single events among staff members. The trainings have a climate component but do not always relate to gender-responsive climate action. Capacity-building material for civil society organizations in Ghana regarding the implementation of Nationally Determined Contributions (NDCs) is available.<sup>110</sup>

*UNFCCC submissions and research on gender and climate change:* Ghana has made many submissions to the UNFCCC process related to climate and gender, including, inter alia, submissions on Lessons Learned in Integrating Gender and Climate Change into National Policies, Plans and Strategies or on the elements of the Gender Action Plan.<sup>111</sup>

*Media coverage of gender and climate change:* In Ghana's media, there is a high occurrence of articles and content pieces on climate-related topics, also in combination with gender-related aspects, for example women in the green economy<sup>112</sup> or women in climate action.<sup>113</sup>

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.50 score**

*Percentage of female party delegates at COPs:*<sup>114</sup> 26% of the Ghanaian party delegates at COP25 were women. This proportion increased to 35% at COP28, leading to an average of 30.5%.

*National Climate Change and Gender Focal Point:* Ghana appointed Ms Lydia Obenewa Essuah from the Ministry of Environment, Science, Technology and Innovation (MESTI) as national climate change and gender focal point.<sup>115</sup>

*Female leadership at COPs:* Ghana's delegation at COP28 was led by H. E. Mr Mohammed Amin Adam.

110 <https://www.greenclimate.fund/document/capacity-building-and-knowledge-management-climate-change-civil-society-organizations-csos>.

111 <https://genderclimatetracker.org/resource/23239/?s>.

112 <https://www.myjoyonline.com/ghana-climate-innovation-centre-hosts-policy-roundtable-to-advance-womens-participation-in-green-economy/>.

113 <https://www.ghanaiantimes.com.gh/include-women-children-in-climate-change-action/>.

114 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

115 Ibid.



## RANK 9 Republic of Ghana

### GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.50 score

*Reference level of national climate strategies and action plans to gender considerations:* Medium. In Ghana's Roadmap for Resilient Infrastructure in a Changing Climate, there is an emphasis on gender-related topics.<sup>116</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In about half of the projects, 48.5%, recorded in the OECD-DAC database for climate finance (until 2021) in Ghana, a gender-related component is either the principal objective or at least a significant objective.

### GAP priority area D: Gender-responsive implementation and means of implementation: 2.50 score

*National Gender and Climate Change Strategy and linkages to the GAP process:* Ghana wrote, in collaboration with UNDP, a gender analysis, taking up many aspects from its NDC and its respective sectors, for example in agriculture and energy.<sup>117</sup>

*Gender responsiveness in the NDC:* The NDC recognizes women as a vulnerable group and beneficiaries of support measures.<sup>118</sup> A comprehensive gender analysis preceded the development of the revised NDC.

*Gender responsiveness in the NAP or other adaptation policies and programs:* Ghana's NAP focuses on gender and climate in a specific section, "Gender Issues in Climate Change."<sup>119</sup> A detailed strategy was developed beforehand to formulate a NAP that is inclusive and gender-responsive.

*Proportion of international climate financing projects with gender components as the principal component:* 7% of all projects recorded in the OECD-DAC database for climate finance in Ghana (until 2021) have gender as their principal component, which is considered medium in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 1.00 score

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* Gender has its own budgeting code in Ghana's financial reporting.<sup>120</sup>

116 <https://ghana.un.org/sites/default/files/2022-03/4b.%20Copy%20of%20Ghana-roadmap-web.pdf>.

117 [https://climatepromise.undp.org/sites/default/files/research\\_report\\_document/undp-ndcsp-ghana-gender-analysis-final2.pdf](https://climatepromise.undp.org/sites/default/files/research_report_document/undp-ndcsp-ghana-gender-analysis-final2.pdf).

118 [https://unfccc.int/sites/default/files/NDC/2022-06/Ghana%27s%20Updated%20Nationally%20Determined%20Contribution%20to%20the%20UNFCCC\\_2021.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Ghana%27s%20Updated%20Nationally%20Determined%20Contribution%20to%20the%20UNFCCC_2021.pdf).

119 [https://unfccc.int/sites/default/files/resource/Ghana\\_AdCom%20to%20the%20UNFCCC\\_November%202021\\_Final%20with%20foreword.pdf](https://unfccc.int/sites/default/files/resource/Ghana_AdCom%20to%20the%20UNFCCC_November%202021_Final%20with%20foreword.pdf).

120 [https://unfccc.int/sites/default/files/resource/gh\\_BUR4\\_UNFCCC\\_submission\\_02032024.pdf?download](https://unfccc.int/sites/default/files/resource/gh_BUR4_UNFCCC_submission_02032024.pdf?download).

 **RANK 9** Republic of Ghana

## Concluding observations

Ghana takes the 9th rank in the GAP Performance Index and is thus already doing relatively well.

It can be highlighted that Ghana sends an acceptable share of women to climate conferences (30%). Ghana does well in having introduced a specific budgeting indicator for gender-related expenses.

Ghana is doing well in reporting on climate and gender-related topics in national media.

### Resulting policy recommendations to the Government of Ghana:

- Further strengthen institutional capacities for gender mainstreaming in local, national, and regional climate change actions. Understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy
- Systematically mainstream the gender approach across all relevant climate policies, programs, and actions to build up collaboration and coordination with CSOs working on these issues
- Continue sending female staff to climate conferences and increasing their proportion to at least 50%. Provide capacity training and briefings to relevant staff, especially on the gender-climate nexus
- Join relevant gender-climate networks and form partnerships, and, as an initial step, join the COP28 Gender-Responsive Just Transitions and Climate Action Partnership

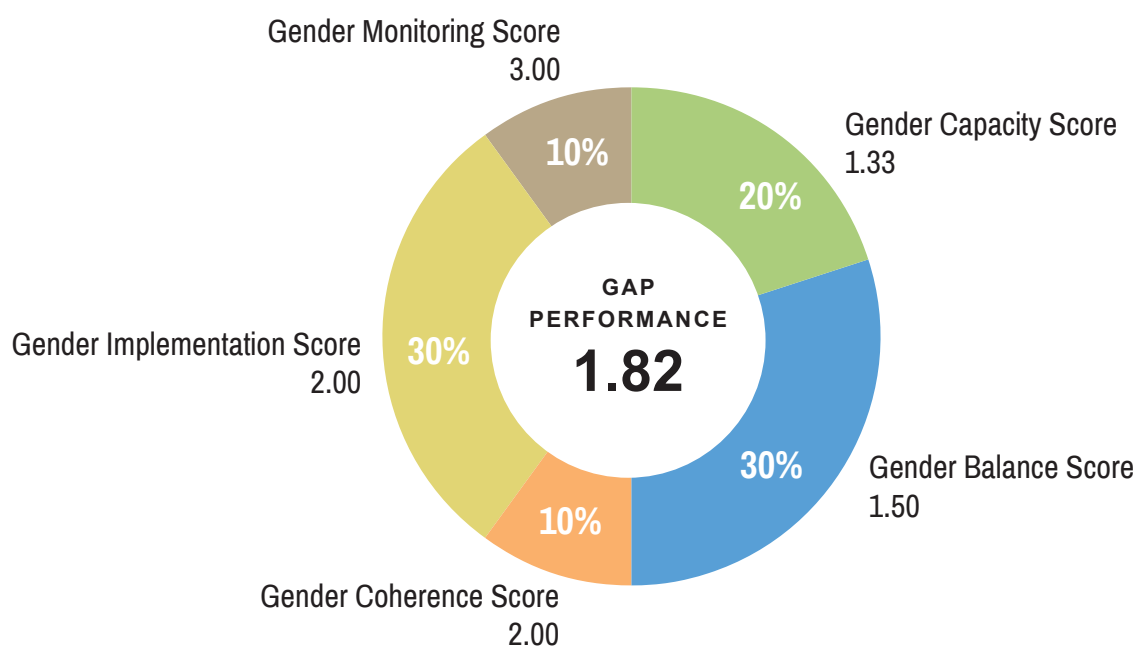
**RANK 10**

# Republic of Sierra Leone

Sierra Leone is a West African country, on the southwest coast. The neighboring countries are Guinea to the north and east, and Liberia to the southeast. Sierra Leone covers a surface of about 72,000 square kilometers and has a population of about 9 million. Sierra Leone's climate is tropical, with a rainy and a dry season.

Sierra Leone's updated NDC was published on 31 July 2021, and its National Adaptation Plan (NAP) on 8 February 2022. According to the Climate Adaptation Finance Index 2023, Sierra Leone is at medium-high climate risk and highly underfinanced with regard to adaptation action.<sup>121</sup> The Climate Action Tracker has not assessed Sierra Leone. The gender inequality index (GII) is extremely high, putting Sierra Leone at rank 157 with a score of 0.613 (1 being extremely unequal).

With a GAP Performance Index score of 1.82, Sierra Leone takes the 10th rank among all 20 countries assessed and therefore performs better compared to its GII ranking within this study sample (ranked 19 in the 20 countries of this study).



121 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).

## RANK 10 Republic of Sierra Leone

### **GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 1.33 score**

*Capacity building:* In Sierra Leone, the implementation of national strategies is limited due to a lack of gender-sensitive training. Therefore, more capacity building is required.<sup>122</sup>

*UNFCCC submissions and research on gender and climate change:* Sierra Leone has not made relevant submissions to the UNFCCC regarding gender and climate change. Also, there are not many available research products on the gender-climate nexus with a focus on the country.

*Media coverage of gender and climate change:* National media covers climate-related stories and sometimes makes a link to gender issues, for example on women's empowerment in climate action<sup>123</sup> or on women in green jobs.<sup>124</sup>

### **GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.50 score**

*Percentage of female party delegates at COPs:*<sup>125</sup> Only 11% of the Sierra Leonean party delegates at COP25 were women. This proportion increased to 30% at COP28, leading to an average of 20.5%, which can be considered as low.

*National Climate Change and Gender Focal Point:* Sierra Leone appointed Ms Marilyn Hannah Godwin from the Sierra Leone Meteorological Agency, Ministry of Transport and Aviation as national climate change and gender focal point.

*Female leadership at COPs:* Sierra Leone's delegation at COP28 was led by H. E. Mr Jiwoh Emmanuel Abdulai, Minister of Environment and Climate Change.

### **GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* Sierra Leone's Medium-Term National Development Plan 2019–2023 has its own chapter on women, but no specific mention of GAP.<sup>126</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In almost half of the projects, 48.1%, recorded in the OECD-DAC database for climate finance (until 2021) in Sierra Leone, a gender-related component is either the principal objective or at least a significant objective.

122 [https://unfccc.int/sites/default/files/resource/SierraLeone\\_iNAP\\_Final.pdf](https://unfccc.int/sites/default/files/resource/SierraLeone_iNAP_Final.pdf).

123 <https://www.thesierraleonetelegraph.com/empower-women-to-help-save-africa-from-climate-change/>.

124 <https://www.thesierraleonetelegraph.com/can-women-benefit-from-green-jobs-yes-but-says-report-by-un-women-african-development-bank>.

125 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

126 <https://leap.unep.org/en/countries/sl/national-legislation/sierra-leones-medium-term-national-development-plan-2019-2023>.

## RANK 10 Republic of Sierra Leone

### GAP priority area D: Gender-responsive implementation and means of implementation: 2.00 score

*National Gender and Climate Change Strategy and linkages to the GAP process:* Sierra Leone has good gender language in the national climate strategy but no specific gender and climate strategy.<sup>127</sup>

*Gender responsiveness in the NDC:* Sierra Leone's NDC has many references to gender,<sup>128</sup> for example chapters on gender and social inclusion.<sup>129</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* The NAP highly references gender aspects.<sup>130</sup> Gender equality and social inclusion are mainstreamed in the NAP.<sup>131</sup>

*Proportion of international climate financing projects with gender components as the principal component:* 9.8% of all projects recorded in the OECD-DAC database for climate finance in Sierra Leone (until 2021) have gender as their principal component, which is considered high in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* Yes.

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 3.00 score

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* Gender aspects are mainstreamed in Sierra Leone's communication<sup>132</sup> or mentioned in COP opening speeches.<sup>133</sup>

127 <https://www.epa.gov.sl/wp-content/uploads/2021/12/NATIONAL-CLIMATE-CHANGE-STRATEGY-AND-ACTION-PLAN-OF-SIERRA-LEONE.pdf>

128 <https://genderclimatetracker.org/country-profile/sierra-leone>.

129 <https://www.epa.gov.sl/wp-content/uploads/2021/12/NATIONAL-CLIMATE-CHANGE-STRATEGY-AND-ACTION-PLAN-OF-SIERRA-LEONE.pdf>

130 [https://genderclimatetracker.org/sites/default/files/Resources/sierra-leone\\_gender\\_review\\_nap\\_documents.pdf](https://genderclimatetracker.org/sites/default/files/Resources/sierra-leone_gender_review_nap_documents.pdf).

131 [https://unfccc.int/sites/default/files/resource/SierraLeone\\_iNAP\\_Final.pdf](https://unfccc.int/sites/default/files/resource/SierraLeone_iNAP_Final.pdf).

132 <https://unfccc.int/sites/default/files/resource/FinalThird%20Nat.%20Com.%20document%20111.pdf?download>.

133 [https://unfccc.int/sites/default/files/resource/SIERRALEONE\\_cop24cmp14cma1-3.pdf?download](https://unfccc.int/sites/default/files/resource/SIERRALEONE_cop24cmp14cma1-3.pdf?download).



## RANK 10 Republic of Sierra Leone

### Concluding observations

Sierra Leone takes the 10th rank in the GAP Performance Index and is doing relatively well in taking up gender aspects in its NDC and NAP.

It can be highlighted that Sierra Leone has increased its share of female participants at climate conferences; however, there is space for improvement since the baseline level was very low.

Overall, Sierra Leone shows commitment to mainstream gender aspects in its climate policies.

It is well noted that Sierra Leone has joined the COP28 Gender-Responsive Just Transitions and Climate Action Partnership.

#### **Resulting policy recommendations to the Government of Sierra Leone:**

- Undertake a national stocktaking process on gender-responsive climate action, organized in collaboration with FBOs, as a first step; it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action
- Build and/or strengthen institutional capacities for gender mainstreaming in local, national, and regional climate change actions
- Understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy
- Develop capacity and use social media and web resources, and create innovative communication tools to share gender-responsive climate change initiatives
- Raise awareness on gender and climate change issues at all levels, especially among rural women and the youth, but also target men in awareness raising and capacity building on gender
- Continue sending female staff to climate conferences and increasing their share to at least 50%. Provide capacity training and briefings to relevant staff, especially on the gender-climate nexus
- Sierra Leone could make more submissions to the UNFCCC on gender- and climate-related topics where applicable and increase the visibility of respective research products



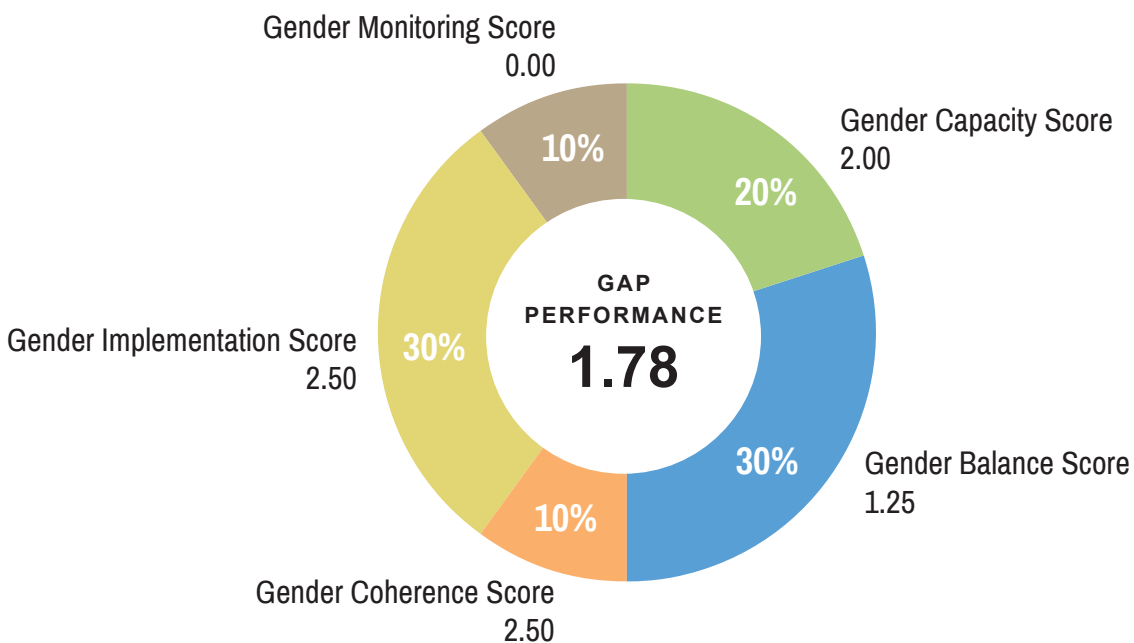
RANK 11

# United Republic of Tanzania

Tanzania, an East African country, is situated on the Indian Ocean. The neighboring countries are Kenya and Uganda to the north, Ruanda, Burundi and the DRC to the west, Zambia to the southwest, and Mozambique to the south. Tanzania covers a surface of about 947,300 square kilometers and has a population of about 70 million. Tanzania’s climate is subtropical or tropical, slightly cooler on the mountainous plateau and hot and humid on the coastline.

Tanzania’s updated NDC was published on the 30 July 2021. According to the Climate Adaptation Finance Index 2023, Tanzania is at high climate risk and highly underfinanced with regard to adaptation.<sup>134</sup> The Climate Action Tracker has not rated Tanzania. The Gender Inequality Index (GII) value is high, putting Tanzania at rank 131 with a score of 0.513 (1 being extremely unequal).

With a GAP Performance Index score of 1.78, Tanzania takes the 11th rank among all 20 countries assessed and therefore performs better compared to its GII ranking within this study sample (ranked 18 in the 20 countries of this study).



134 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).


**RANK 11 United Republic of Tanzania**
**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.00 score**

*Capacity building:* Capacity-building measures have been implemented at the level of single events. As an example, there was a capacity training on gender mainstreaming for members of parliament.<sup>135</sup>

*UNFCCC submissions and research on gender and climate change:* Tanzania's academic sector regularly publishes academic pieces on the topic of gender-responsive climate action. There are no recently released UNFCCC submissions on gender and climate change.

*Media coverage of gender and climate change:* National media covers stories related to gender-responsive climate action on a regular basis.

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.25 score**

*Percentage of female party delegates at COPs:*<sup>136</sup> 38% of the Tanzanian party delegates at COP25 were women. This proportion decreased to 35% at COP28, leading to an average of 36.5%, which can be considered as medium.

*National Climate Change and Gender Focal Point:* Tanzania appointed Ms Evansia Athanas Shirima as national climate change and gender focal point.<sup>137</sup>

*Female leadership at COPs:* Tanzania's delegation at COP28 was led by H. E. Mr Jumaa Hamidu Aweso, Minister of Water.

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.50 score**

*Reference level of national climate strategies and action plans to gender considerations:* Tanzania's National Climate Change Response Strategy has a chapter dedicated specifically to gender mainstreaming.<sup>138</sup> However, the UNFCCC Gender Action Plan is not mentioned.

*Proportion of international climate financing projects in which gender components play an important role:* In more than half of the projects, 51.2%, recorded in the OECD-DAC database for climate finance (until 2021) in Tanzania, a gender-related component is either the principal objective or at least a significant objective.

135 <https://wrd.unwomen.org/explore/insights/tanzanias-female-parliamentarians-mainstream-gender-climate-adaptation>.

136 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.  
<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

137 Ibid.

138 <https://tzdpg.or.tz/storage/2022/09/National-Climate-Change-Strategy-2021-2026.pdf>.


**RANK 11 United Republic of Tanzania**
**GAP priority area D: Gender-responsive implementation and means of implementation: 2.50 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* Tanzania has a gender strategy from 2013, which also has one chapter on climate.<sup>139</sup>

*Gender responsiveness in the NDC:* Gender is briefly mentioned in Tanzania's NDC.<sup>140</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* Tanzania has mainstreamed gender aspects in its policies, and as such also in adaptation.<sup>141</sup>

*Proportion of international climate financing projects with gender components as the principal component:* 9.1% of all projects recorded in the OECD-DAC database for climate finance in Tanzania (until 2021) have gender as their principal component, which is considered high in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 0.00 score**

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* Gender aspects are not significantly mentioned in Tanzania's communication.

139 <https://genderandenvironment.org/tanzania-ccgap/>.

140 [https://unfccc.int/sites/default/files/NDC/2022-06/TANZANIA\\_NDC\\_SUBMISSION\\_30%20JULY%202021.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/TANZANIA_NDC_SUBMISSION_30%20JULY%202021.pdf)

141 <https://climhealthafrica.org/wp-content/uploads/2021/10/HNAP-FINAL-CLEAN-1-1.pdf>.



## RANK 11 United Republic of Tanzania

### Concluding observations

Tanzania takes the 11th rank in the GAP Performance Index and is taking the first steps to include gender in its climate action policies. A lot of projects (9.1%) have gender as their main funding objective, and 51.2% at least as a side objective, which is relatively high in this context. This is to be welcomed.

#### Resulting policy recommendations to the Government of Tanzania:

- Undertake a national stocktaking process on gender-responsive climate action organized by FBOs, as a first step; it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action
- Assign full-time gender and climate focal persons and build their capacity, particularly on the gender impact of climate change and climate-focused gender analysis
- Develop capacity and use social media and web resources to create innovative communication tools to share gender-responsive climate change initiatives; raise awareness on gender and climate change issues at all levels, especially among rural women and the youth; also target men by awareness raising and capacity building on gender
- Build and/or strengthen institutional capacities for gender mainstreaming in local, national, and regional climate-change actions; understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy
- Mainstream the gender approach across all relevant climate policies, programs, and actions; use synergies with biodiversity-related work and networks; build up collaboration and coordination with CSOs working on these issues
- Use synergies with regional and international initiatives on gender and climate change
- Consider increasing the share of female staff within the negotiation delegation



RANK 12

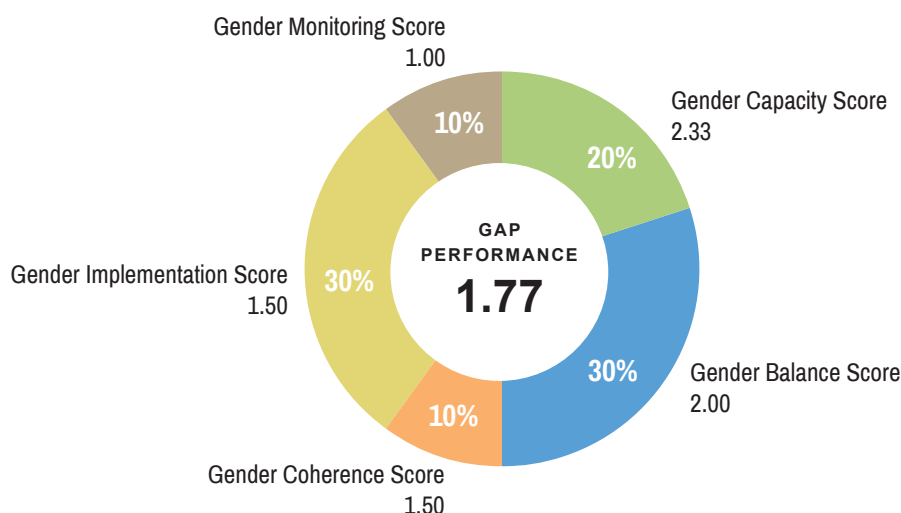
# Republic of Indonesia

The Republic of Indonesia is the world's largest archipelagic state, consisting of more than 17,500 islands with over 80,000 kilometers of coastline, a population of 270.6 million as of 2019, and the largest economy in Southeast Asia.<sup>142</sup> The country's islands are home to an extremely varied geography, topography, and climate, ranging from sea and coastal systems to peat swamps and mountain forests.<sup>143</sup> Indonesia is highly vulnerable to climate change impacts, ranking 97th out of 181 countries in the 2020 ND-GAIN Country Index.<sup>144</sup> The Asian Development Bank (ADB) estimates that by 2100, the impacts of climate change could cost between 2.5 and 7% of the country's gross domestic product (GDP).<sup>145</sup>

Indonesia's first national strategy on climate change was developed by the Ministry of Environment in 2007. Indonesia submitted an enhanced NDC in 2022. Indonesia completed its Third National Communication (NC3) in 2017 and its Third Biennial Update Report (BUR) in 2021.

Gender inequality is very high, as indicated by the Gender Inequality Index (GII), ranking Indonesia 110th globally, or rank 11 among our sampled countries.

With a GAP performance of 1.77, Indonesia ranks 12th of the 20 countries (second worst quarter) assessed.



142 World Bank (2020), Indonesia – Overview, <https://www.worldbank.org/en/country/indonesia/overview>.

143 Rosamond L. Naylor, et al., "Assessing Risks of Climate Variability and Climate Change for Indonesian Rice Agriculture," Proceedings of the National Academy of Sciences of the United States of America 104, no. 19 (8 May 2007): 7752–57, <https://www.pnas.org/content/pnas/104/19/7752.full.pdf>.

144 University of Notre Dame (2020), Notre Dame Global Adaptation Initiative, <https://gain.nd.edu/our-work/country-index/>.

145 David A. Raitzer, et al., Southeast Asia and the Economics of Global Climate Stabilization (Manila: Asian Development Bank, 2015), <https://www.adb.org/publications/southeast-asia-economics-global-climate-stabilization>


**RANK 12** Republic of Indonesia

**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.33 score**

*Capacity building:* The Government of Indonesia, both at the local and national levels, has conducted numerous capacity-building efforts, knowledge and communication sharing. It collaborated with UN agencies such as UNFPA, UNDP,<sup>146</sup> and UN Women in improving gender-responsive climate action, especially gender-responsive climate budgeting.<sup>147</sup>

*UNFCCC submissions and research on gender and climate change:* Several scholarly articles,<sup>148</sup> blogs, and reports are available, partly elaborated in collaboration with international organizations like GIZ, the World Bank, UN Women, UNDP, and UN University.<sup>149</sup>

*Media coverage of gender and climate change:* The issue has moderate media coverage. For instance, Antara<sup>150</sup> covered the development and gaps in the Climate and Gender Action Plan.

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.00 score**

*Percentage of female party delegates at COPs:*<sup>151</sup> 36% (52 out of 143) of the Indonesian party delegates at COP25 were women. The percentage of women delegates declined by 3% (401 out of 1,229 delegates) at COP28.

*National Climate Change and Gender Focal Point:* Indonesia has appointed Ms Augustina Eni, Ministry of Women Empowerment and Child Protection, as national climate change and gender focal point.<sup>152</sup>

*Female leadership at COPs:* Indonesia's delegation at COP28 was led by H. E. Ms Siti Nurbaya.

146 UNDP Annual Report Indonesia (2022), <https://www.undp.org/indonesia/publications/annual-report-2022>.

147 Submission by the government of Indonesia to UNFCCC.

[https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202204151129---Indonesia%20Submission%20on%20Gender%20Action%20Plan%202022\\_FINAL.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202204151129---Indonesia%20Submission%20on%20Gender%20Action%20Plan%202022_FINAL.pdf)

148 [https://www.jstor.org/stable/10.2307/resrep18050.7?searchText=&searchUri=&ab\\_segments=&searchKey=&refreqid=fastly-default%3Aeb10d5e7d874d1fe502bd10fbf02d7d0](https://www.jstor.org/stable/10.2307/resrep18050.7?searchText=&searchUri=&ab_segments=&searchKey=&refreqid=fastly-default%3Aeb10d5e7d874d1fe502bd10fbf02d7d0).

149 UNDP Report, <https://www.undp.org/indonesia/news/climate-crisis-affected-communities-indonesia-benefiting-gender-sensitive-budgeting>.

150 Antara News Agency, <https://en.antaranews.com/news/309492/govt-launches-gender-and-climate-change-action-plan-for-social-justice>.

151 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

152 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.


**RANK 12** Republic of Indonesia

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.50 score**

*Reference level of national climate strategies and action plans to gender considerations:* The Ministry of Women Empowerment and Child Protection launched the Gender and Climate Change National Action Plan (RAN GPI) in March 2024<sup>153</sup> as part of Indonesia's implementation of Law Number 16 of 2016 on the Ratification of the Paris Agreement and the 2022 ENDC (Enhanced Nationally Determined Contribution).

*Proportion of international climate financing projects in which gender components play an important role:* In 32% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Indonesia, a gender-related component is either the principal objective or at least a significant objective.

**GAP priority area D: Gender-responsive implementation and means of implementation: 1.50 score**

*Gender responsiveness in the NDC:* The enhanced NDC (2022)<sup>154</sup> makes four references to gender, indicating that women's capacities and leadership in climate action will be continuously strengthened as part of NDC implementation and the development of a 2050 Long-Term Low Carbon and Climate Resilience Strategy (LTS-LCCR).<sup>155</sup> It also stresses that gender-responsive climate budgeting has been carried out in collaboration between the Ministry of Finance and the Ministry of Women Empowerment and Child Protection, with UNDP support.

*Gender responsiveness in the NAP or other adaptation policies and programs:* Indonesia has not yet submitted a NAP to the UNFCCC. The Ministry of Environment and Forests and the Ministry of Women Empowerment and Child Protection signed a Memorandum of Understanding (No. 22A/-KPP-PA/ROREN/XII/2016)<sup>156</sup> concerning the acceleration of gender mainstreaming in climate action in 2016 and respective guidelines were issued through MoEF Regulation No. 31/2017. The Ministry of Women Empowerment and Child Protection also published General and Technical Guidelines for Gender-Responsive Climate Change Adaptation (2015).

*Proportion of international climate financing projects with gender components as the principal component:* In only 3% of all projects recorded in the OECD-DAC database for climate finance in Indonesia (until 2021) gender is the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

153 Antara Indonesian News Agency Report, [https://en.antaranews.com/news/309492/govt-launches-gender-and-climate-change-action-plan-for-social-justice#:~:text=Jakarta%20\(ANTARA\)%20%2D%20The%20Ministry,against%20disasters%20and%20climate%20change](https://en.antaranews.com/news/309492/govt-launches-gender-and-climate-change-action-plan-for-social-justice#:~:text=Jakarta%20(ANTARA)%20%2D%20The%20Ministry,against%20disasters%20and%20climate%20change).

154 Indonesia NDC 2022, [https://unfccc.int/sites/default/files/NDC/2022-09/23.09.2022\\_Enhanced%20NDC%20Indonesia.pdf](https://unfccc.int/sites/default/files/NDC/2022-09/23.09.2022_Enhanced%20NDC%20Indonesia.pdf)

155 Indonesia LTS – LCCR 2050, <https://www.icctf.or.id/wp-content/uploads/2023/02/Indonesia-Long-term-Strategy-for-Low-Carbon-and-Climate-Resilience-LTS-LCCR-2050.pdf>.

156 Indonesia's Adaptation Communication to UNFCCC, <https://unfccc.int/sites/default/files/ACR/2022-11/221119%20Indonesia%20Adaptation%20Communication.pdf>.





## RANK 12 Republic of Indonesia

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 1.00 score

*Inclusion of information on progress made regarding gender considerations in their regular national and or international reporting:* Indonesia's 3rd Biennial Update report to the UNFCCC (2021)<sup>157</sup> covers gender considerations only in a very generic way while its Third National Communication to the UNFCCC (2017) does not mention gender at all.

## Concluding Observations

Indonesia has been assessed to be at the 12th rank (out of 20 countries) in the GAP Performance Index, which is relatively aligned with its ranking in the GII, indicating a very high level of gender inequality. However, the country is making slow but steady progress in improving the level of gender responsiveness in its climate policies, programs, and actions. Only recently, in April 2024, the country launched its Gender and Climate Change National Action Plan (RAN GPI).

### Resulting policy recommendations to the Government of Indonesia:

- Use the RAN GPI to update the NDC in order to improve the level of gender responsiveness in climate mitigation and adaptation strategies, targets, and actions
- Develop and implement a structured awareness-raising and capacity-building approach and conduct programs at all levels to mainstream gender considerations regarding climate change
- Strengthen regional cooperation to enhance gender equality in climate action in crucial sectors such as agriculture, renewable energy, and disaster risk reduction, building on the conclusions of the report "State of Gender Equality and Climate Change in ASEAN"<sup>158</sup>

157 Indonesia BUR – 3 to UNFCCC, [https://unfccc.int/sites/default/files/resource/IndonesiaBUR%203\\_FINAL%20REPORT\\_2.pdf](https://unfccc.int/sites/default/files/resource/IndonesiaBUR%203_FINAL%20REPORT_2.pdf).

158 <https://asiapacific.unwomen.org/en/digital-library/publications/2022/08/state-of-gender-equality-and-climate-change-in-asean>.



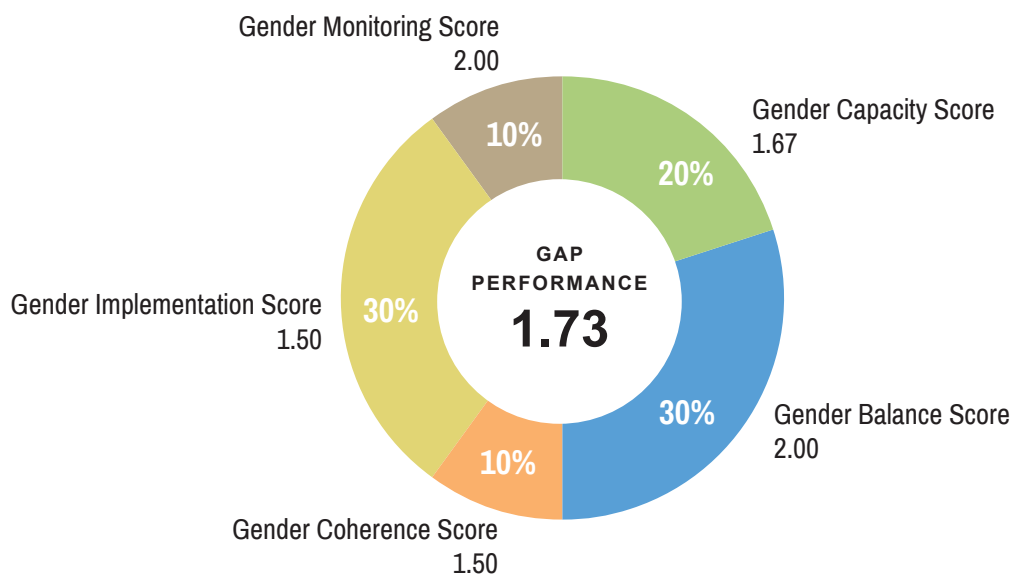
RANK 13

# Federal Democratic Republic of Ethiopia

Ethiopia is a land-locked country in the Horn of Africa, in East Africa. Its neighboring countries are Eritrea to the north, Djibouti, and Somalia to the east, Sudan and South Sudan to the west, and Kenya to the south. Ethiopia is a populous country with about 107 million inhabitants and constantly growing. The country covers an area of about 1.1 million square kilometers. The climate ranges from rainforests with high humidity and rain over desert-like conditions to mountainous and cooler regions.

Ethiopia submitted its updated Nationally Determined Contribution (NDC) in July 2021 and its National Adaptation Plan (NAP) in May 2019. According to the Climate Adaptation Finance Index 2023, Ethiopia is at very high climate risk and extremely underfinanced in terms of adaptation.<sup>159</sup> Its level of climate policies and actions has been rated as “almost sufficient” by the Climate Action Tracker.<sup>160</sup> The Gender Inequality Index (GII) rates Ethiopia at rank 125 globally with an index of 0.494

With a GAP Performance Index score of 1.73, Ethiopia takes the 13th rank among all 20 countries assessed and performs about the same as in the GII ranking, rank 14, compared with the countries analyzed in this study.



159 <https://www.brot-fuer-die-welt.de/themen/anpassungsindex/>.

160 <https://climateactiontracker.org/countries/ethiopia/>.



## RANK 13 Federal Democratic Republic of Ethiopia

### **GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 1.70 score**

Capacity building: In Ethiopia, capacity-building measures have been taken, but overall knowledge of gender and climate change is still limited. Some training activities were organized by NGOs.<sup>161</sup>

UNFCCC submissions and research on gender and climate change: Ethiopia has made several submissions to the UNFCCC process, including, inter alia, submissions on the elements for the Gender Action Plan under the Lima Work Program on Gender on behalf of the Least Developed Countries Group or the submission on Gender and Climate Change (2019).<sup>162</sup>

Media coverage of gender and climate change: Potential for high visibility and awareness raising not utilized as relevant social media platforms or other communication channels are not made use of. Thus, the chance for broad awareness-raising, mainstreaming, and capacity building is partly missed.<sup>163</sup>

### **GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 2.00 score**

Percentage of female party delegates at COPs:<sup>164</sup> Only 19% of the Ethiopian party delegates at COP25 were women. This proportion increased slightly to 26% at COP28, leading to a relatively low average of 22.5%.

National Climate Change and Gender Focal Point: Ethiopia appointed Ms Tayech Ourgicho Didemo from the Ministry of Environment Forest and Climate Change as national climate change and gender focal point.<sup>165</sup>

Female leadership at COPs: Ethiopia's delegation at COP28 was led by a woman, H. E. Ms Fitsum Assefa Adela, Minister of Planning and Development.

161 [https://www.svenskakyrkan.se/filer/578537/Ethiopia\\_policy%20recommendations\\_final.pdf](https://www.svenskakyrkan.se/filer/578537/Ethiopia_policy%20recommendations_final.pdf).

162 [https://www4.unfccc.int/sites/SubmissionsStaging/Documents/786\\_302\\_131300347833617944-Submission%20on%20Gender%20Action%20Plan%20by%20Ethiopia%20on%20behalf%20of%20the%20LDC%20Group.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/786_302_131300347833617944-Submission%20on%20Gender%20Action%20Plan%20by%20Ethiopia%20on%20behalf%20of%20the%20LDC%20Group.pdf).

163 [https://www.svenskakyrkan.se/filer/578537/Ethiopia\\_policy%20recommendations\\_final.pdf](https://www.svenskakyrkan.se/filer/578537/Ethiopia_policy%20recommendations_final.pdf).

164 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

165 Ibid.



## RANK 13 Federal Democratic Republic of Ethiopia

### **GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.50 score**

Reference level of national climate strategies and action plans to gender considerations: Low. Ethiopia mentions gender aspects in a very marginal way in national climate strategies.<sup>166</sup>

Proportion of international climate financing projects in which gender components play an important role: In more than half of the projects, 57.2%, recorded in the OECD-DAC database for climate finance (until 2021) in Ethiopia, a gender-related component is either the principal objective or at least a significant objective.

### **GAP priority area D: Gender-responsive implementation and means of implementation: 1.50 score**

National Gender and Climate Change Strategy and linkages to the GAP process: At the moment, a scoping report is available and a comprehensive strategy is planned.<sup>167</sup> Different analyses scrutinize gender and climate policies, but not always with a specific reference to the GAP process.

Gender responsiveness in the NDC: Gender aspects were considered. A gender-responsive approach is taken for various programs.<sup>168</sup> A thorough gender analysis is required for each sector, even though some already have gender mainstreaming guidelines. Additional sector-level gender analysis is necessary. Moreover, certain interventions need to be gender-disaggregated, and it is important to incorporate women-specific goals into mitigation and adaptation efforts. The update involved a wide-ranging participatory process with extensive stakeholder involvement. Specifically, preparing the NDC included significant contributions from various line ministries and stakeholders. The development process was supported by a technical working group that included representatives from line ministries.<sup>169</sup>

Gender responsiveness in the NAP or other adaptation policies and programs: In-depth gender and institutional capacity gap analyses were conducted before updating relevant policy documents.<sup>170 171</sup> In Ethiopia's NAP process, targeted gender analysis identified gender differences in adaptation needs, participation, and access to resources, resulting in specific recommendations for each adaptation priority. The CRGE Facility Gender Mainstreaming Strategy aims to improve livelihoods and resilience to climate change for both men and women by ensuring equal opportunities and integrating gender equality into its core operations.<sup>172</sup>

Proportion of international climate financing projects with gender components as the principal component: In as much as 9.7% of all projects recorded in the OECD-DAC database for climate finance in Ethiopia (until 2021), gender is the principal component. In this context, 9.7% is considered high.

Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership: No.

166 [https://www.mofed.gov.et/media/filer\\_public/9e/23/9e23b2bc-0f3f-4035-ac8a-f0009b5b704a/crge\\_strategy.pdf](https://www.mofed.gov.et/media/filer_public/9e/23/9e23b2bc-0f3f-4035-ac8a-f0009b5b704a/crge_strategy.pdf).

167 <https://reliefweb.int/report/ethiopia/scoping-report-ethiopia-s-response-climate-change-and-gender>.

168 [https://unfccc.int/sites/default/files/NDC/2022-06/Ethiopia%27s%20updated%20NDC%20JULY%202021%20Submission\\_.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Ethiopia%27s%20updated%20NDC%20JULY%202021%20Submission_.pdf).

169 <https://genderclimatetracker.org/country-profile/ethiopia>.

170 Ibid.

171 <https://unfccc.int/documents/302820>.

172 <https://unfccc.int/sites/default/files/resource/TNC%20Ethiopia%20Submission%20V5.pdf?download>.



## RANK 13 Federal Democratic Republic of Ethiopia

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 2.00 score

Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting: The gender perspective is partly included: inter alia, the Third National Communication has its chapter on gender mainstreaming, recommending the strengthening of women empowerment and the integration of gender equality in national policies.<sup>173</sup>

## Concluding observations

Ethiopia takes the 13th rank in the GAP Performance Index and thus has room to improve its performance and apply more gender-related measures in its policies and communications.

What can be highlighted is that more than half of the projects (57.2%) recorded in the OECD-DAC database for climate finance have a gender-related component, and 9.7% have gender as its principal component.

Room for improvement, however, lies especially in capacity-building: Capacity-building measures are key to sensitizing more staff and a precondition to mainstream gender even more in national planning and reporting.

### Resulting policy recommendations to the Government of Ethiopia:

- Undertake a national stocktaking process on gender-responsive climate action, maybe organized in collaboration with FBOs, as a first step; it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action
- Assign full-time gender and climate focal persons and build their capacity, particularly on the gender impact of climate change and climate-focused gender analysis
- Mainstream the gender approach across all relevant climate policies, programs, and actions
- Continue sending female staff to climate conferences and increasing their share
- Use the media more to communicate progress made on gender and climate
- Join relevant gender-focused climate networks and form partnerships, and for a start, join the COP28 Gender-Responsive Just Transitions and Climate Action Partnership

173 <https://unfccc.int/documents/624790>.



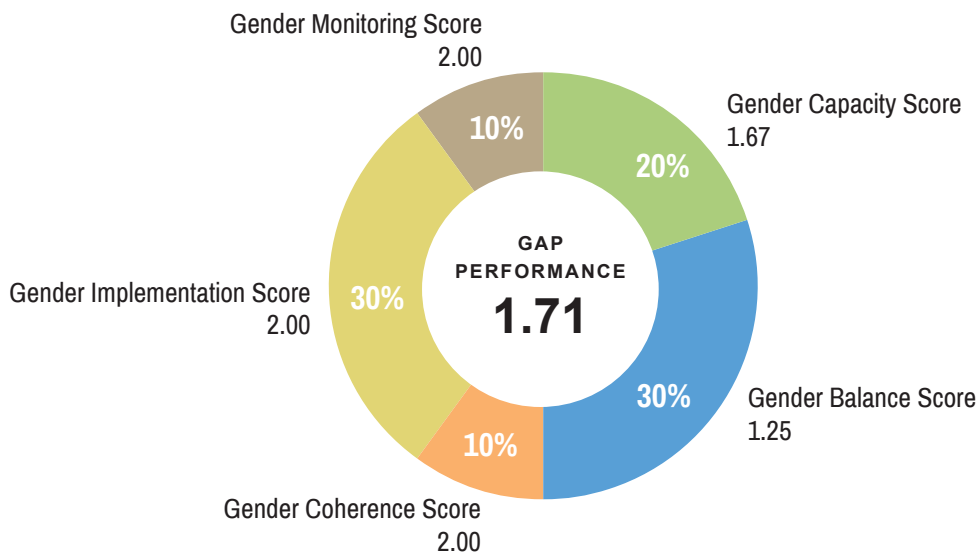
# People’s Republic of Bangladesh

Bangladesh, located in South Asia, is one of the most densely populated countries in the world. Most of Bangladesh’s 148,460 square-kilometer land area between the Himalayan Mountains and the Bay of Bengal consists of low-lying deltaic floodplains less than 15 meters above sea level. Bangladesh has an estimated population of 170 million (2022) and is the 30th most climate-vulnerable country, according to the NG-GAIN Index.<sup>174</sup> By mid of the century, climate impacts are likely to cost Bangladesh 2% of its GDP.<sup>175</sup>

Bangladesh released its Updated Nationally Determined Contribution in 2021<sup>176</sup> and its NAP in 2023.<sup>177</sup> The Ministry of Environment, Forest, and Climate Change (MoEFCC) is coordinating climate policies.

Gender inequality is extremely high, as indicated by a Gender Inequality Index (GII) equivalent to rank 131 globally, or rank 16 among our sampled countries.

With a GAP performance of 1.71, Bangladesh takes the 14th rank of the 20 countries (second worst quarter) assessed.



174 INFORM Country Risk Profile, Bangladesh, European Commission (2023), <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk/Country-Risk-Profile>.

175 M. Ahmed, and S. Suphachalasai, Assessing the Costs of Climate Change and Adaptation in South Asia (Metro Manila: Asian Development Bank, 2014), <https://www.adb.org/publications/assessing-costs-climate-change-and-adaptation-south-asia>.

176 Climate Risk Country Profile: Bangladesh (Washington, DC: World Bank Group, 2024), [https://climateknowledgeportal.worldbank.org/sites/default/files/country-profiles/16813-WB\\_Bangladesh%20Country%20Profile-WEB.pdf](https://climateknowledgeportal.worldbank.org/sites/default/files/country-profiles/16813-WB_Bangladesh%20Country%20Profile-WEB.pdf).

177 <https://unfccc.int/sites/default/files/resource/NAP-Bangladesh-2023.pdf>.


**RANK 14** People's Republic of Bangladesh

**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 1.67 score**

*Capacity building:* In Bangladesh, stakeholder consultations and workshops have been organized since 2014 by governmental and non-governmental agencies (IUCN, IRADe,<sup>178</sup> WEDO, WOCAN<sup>179</sup>), ADB,<sup>180</sup> UNDP, and others. However, there is no coherent and structured approach to capacity-building measures. In the process of NAP development, gender issues were taken into consideration for capacity development, inter alia through expert interviews and consultations.

*UNFCCC submissions and research on gender and climate change:* A steady stream of articles and research papers on gender and climate change has been published since 2012. Bangladesh's Third National Communication (2018)<sup>181</sup> includes a subchapter on national policies addressing gender issues with regard to climate change.

*Media coverage of gender and climate change:* Medium, with higher coverage in English compared to Bangladeshi media.

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.25 score**

*Percentage of female party delegates at COPs:*<sup>182</sup> 13% (15 out of 115) of the Bangladeshi party delegates at COP25 were women. The same percentage of women delegates were reported (19 out of 148 delegates) at COP28, with no increase over a three-year period.

*National Climate Change and Gender Focal Point:* Bangladesh has appointed Ms Jesmin Nahar, Ministry of Environment, Forests and Climate Change (MoEFCC), as national climate change and gender focal point.<sup>183</sup>

*Female leadership at COPs:* Bangladesh's delegation at COP29 was led by H. E. Mr Md Shahab Uddin.

178 Stakeholder Consultation Workshop Proceedings: Developing Gender-Sensitive Heat Action Plan Rajshahi (New Delhi: IRADe, 2022), <https://www.apn-gcr.org/wp-content/uploads/2023/05/IRADe-Workshop-Proceedings-Rajshahi-CBA2021-07SY-Magotra.pdf>.

179 Gender and Climate Finance Workshop – WOCAN, UNDP Bangladesh, 23–24 February 2021.

180 Gender and Social Dimension of CC – MoEF and ADB, Dhaka, 18 February 2014.

181 [https://unfccc.int/sites/default/files/resource/TNC%20Report%20%28Low%20Resolution%29%2003\\_01\\_2019.pdf](https://unfccc.int/sites/default/files/resource/TNC%20Report%20%28Low%20Resolution%29%2003_01_2019.pdf)

182 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

183 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

## RANK 14 People's Republic of Bangladesh

### **GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* Bangladesh's Climate Change Gender Action Plan (ccGAP)<sup>184</sup> was developed in 2013, with a focus on mainstreaming climate-related considerations into national women development policy.

Proportion of international climate financing projects in which gender components play an important role: In 47.8% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Bangladesh, a gender-related component is either the principal objective or at least a significant objective.

### **GAP priority area D: Gender-responsive implementation and means of implementation: 2.00 score**

Gender responsiveness in the NDC: The Updated NDC submitted to UNFCCC in 2021<sup>185</sup> does not include structured gender considerations in its adaptation or mitigation strategies and actions. It highlights Bangladesh's Country Action Plan for Clean Cookstoves 2013 (CAP 2013)<sup>186</sup> as an important instrument that leveraged public funds for women-led businesses and led to the distribution of 4.5 million improved cookstoves. Furthermore, it stresses that the planning of how to implement the NDC targets took place in a gender-responsive manner. However, there are no governance and planning mechanisms with specific reference to gender mentioned in the NDC. According to the gender assessment of NDCs undertaken by CARE,<sup>187</sup> Bangladesh is rated with the lowest grading for gender responsiveness.

Gender responsiveness in the NAP or other adaptation policies and programs: The NAP (2023–2050) has 105 references to women and four references to the ccGAP. Adaptation strategies and measures are outlined with specific references to women and diverse genders. In the NAP, the mandate of District Development Committees was revised to include women.

Proportion of international climate financing projects with gender components as the principal component: In 7% of all projects recorded in the OECD-DAC database for climate finance in Bangladesh (until 2021), gender is the principal component.

Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership: Yes.<sup>188</sup>

184 Bangladesh Climate Change and Gender Action Plan, <https://faolex.fao.org/docs/pdf/bgd208348.pdf>.

185 Bangladesh NDC (Updated) 2021, [https://unfccc.int/sites/default/files/NDC/2022-06/NDC\\_submission\\_20210826revised.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/NDC_submission_20210826revised.pdf).

186 Country Action Plan For Clean Cookstoves, <https://cleancooking.org/wp-content/uploads/2021/07/235-1.pdf>.

187 CARE Climate NDC and Gender Reportcard, [https://care.h5mag.com/climate\\_ndc\\_and\\_gender\\_scorecard\\_2021/contents](https://care.h5mag.com/climate_ndc_and_gender_scorecard_2021/contents).

188 COP28 Gender Responsive Just Transitions and Climate Action Partnership, <https://www.cop28.com/en/cop28-gender-responsive-just-transitions-and-climate-action-partnership>.



## RANK 14 People's Republic of Bangladesh

### **GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 2.00 score**

Inclusion of information on progress made regarding gender considerations in their regular national and/or international reporting: Monitoring and evaluation is a part of the national strategy on gender and climate change. Bangladesh's First Biennial Updated Report to the UNFCCC (2023)<sup>189</sup> refers to gender and has a section on the gender dimensions of climate change, including a reference to gender-responsive actions, foreseen in the NAP.

## Concluding Observations

Bangladesh is at the 14th rank (out of 20 countries) (second last quarter) in the GAP Performance Index. This rather low performance is aligned with the low rank in the GII. The low participation of women in decision-making processes can be attributed to sociocultural factors of Bangladesh society. However, the early launch of the ccGAP in 2013 may be taken as an indicator of a political will to undertake more efforts toward gender mainstreaming. The Cyclone Preparedness Program (CPP),<sup>190</sup> with 50% of female volunteers for disaster risk reduction, may be taken as another indicator that the important role of women in preventing and reducing climate disaster risks is understood and accepted. However, there seems to be a lack of coordination among different ministries. This is also reflected by the fact that the most relevant planning instruments, namely, the Five-Year Plans and other sectoral policies, don't reflect gender responsiveness in climate action adequately.

### **Resulting policy recommendations to the Government of Bangladesh:**

- To communicate the elements of gender responsiveness in the national adaptation plan to all stakeholders for effective implementation
- To set up structured awareness programs at the grassroots level to raise awareness on gender and climate change
- To develop a capacity-building program, an outreach strategy, and a learning platform to support policymakers and civil society in designing and implementing gender-responsive policies and actions
- To update the ccGAP (formulated in 2013) and align it with the NAP
- To ensure the gender sensitivity of the Five-Year Plans

189 Bangladesh First Biennial Update Report to UNFCCC, [https://unfccc.int/sites/default/files/resource/Updated%20BUR1%20Report\\_15\\_11\\_2023.pdf](https://unfccc.int/sites/default/files/resource/Updated%20BUR1%20Report_15_11_2023.pdf).

190 Cyclone Preparedness Program, Government of Bangladesh and Bangladesh Red Crescent Society, <https://bdrccs.org/cyclone-preparedness-programm-cpp/>.

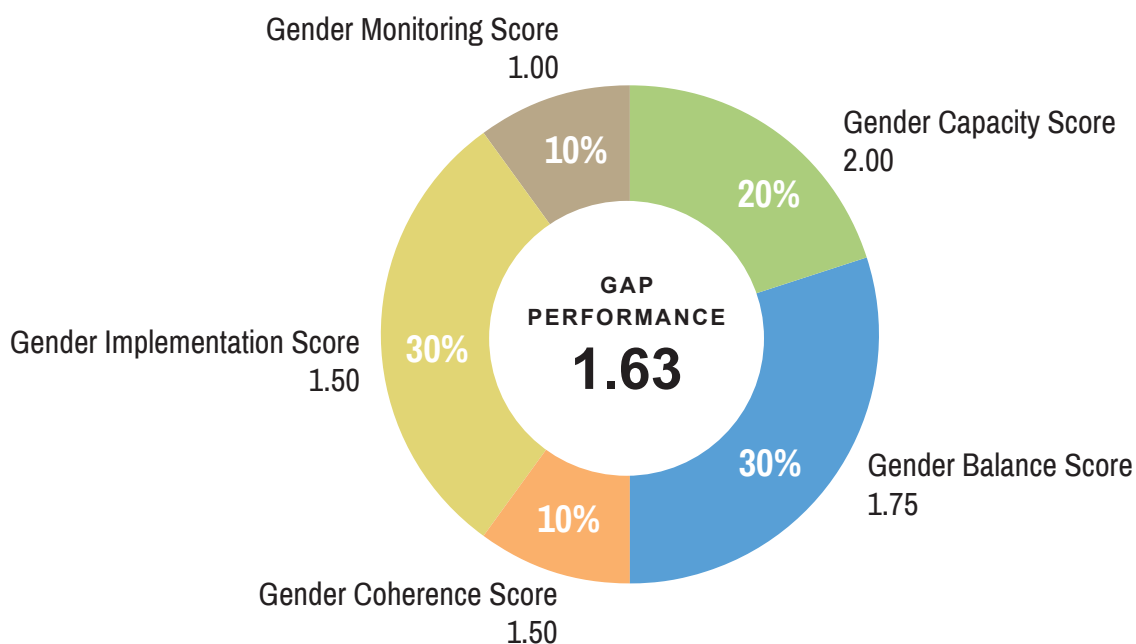


# Republic of South Africa

South Africa is located at the southern end of Africa. The neighboring countries are to the north, namely, Namibia, Botswana, Zimbabwe, Mozambique, and Eswatini. South Africa also encloses the country Lesotho, which is an enclave. South Africa covers a surface of about 1,221,037 square kilometers and has a population of about 62 million. South Africa’s climate is subtropical, with dry sunny winters and hot summers.

South Africa’s updated NDC was published on 27 September 2021, and its National Adaptation Plan (NAP) on 29 September 2021. According to the Climate Adaptation Finance Index 2023, South Africa is at medium-high climate risk and highly underfinanced with regard to adaptation.<sup>191</sup> The Climate Action Tracker has rated South Africa’s climate policies as insufficient. The gender inequality index (GII) is high, putting South Africa at rank 99 with a score of 0.401 (1 being extremely unequal).

With a GAP Performance Index score of 1.63, South Africa takes the 15th rank among all 20 countries assessed and therefore performs worse compared to its GII ranking within this study sample (ranked 8 of the 20 countries of this study). As such, according to this GAP index, South Africa underperforms.



191 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).


**RANK 15 Republic of South Africa**
**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.00 score**

*Capacity building:* Within the context of the Climate Promise initiative, a training program was held in South Africa, teaching gender-disaggregated indicators and how to track progress related to gender mainstreaming.<sup>192</sup>

*UNFCCC submissions and research on gender and climate change:* South Africa has made relevant submissions to the UNFCCC with regard to gender and climate change, for example on the priority area E on monitoring and reporting under the Gender Action Plan<sup>193</sup> or on possible elements of the gender action plan to be developed under the Lima Work Program on Gender.<sup>194</sup>

*Media coverage of gender and climate change:* National media covers climate-related stories and sometimes makes a link to gender issues, for example on female mentoring in climate activism<sup>195</sup> or on gender stereotypes in energy.<sup>196</sup>

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.75 score**

*Percentage of female party delegates at COPs:*<sup>197</sup> 35% of the South African party delegates at COP25 were women. This proportion increased to 46% at COP28, leading to an average of 40.5%, which can be considered as medium.

*National Climate Change and Gender Focal Point:* South Africa appointed Ms Funanani Muremi, Department of Environmental Affairs, as national climate change and gender focal point.<sup>198</sup>

*Female leadership at COPs:* South Africa's delegation at COP28 was led by Mr Maesela John Kekana, Deputy Director General, Climate Change and Air Quality.

192 [https://unfccc.int/sites/default/files/resource/sbi2022\\_8.pdf](https://unfccc.int/sites/default/files/resource/sbi2022_8.pdf).

193 [https://www4.unfccc.int/sites/SubmissionsStaging/Documents/201905091021---SUBMISSION%20BY%20SOUTH%20AFRICA%20ON%20GENDER%20AND%20CLIMATE%20CHANGE%20E1%20\(2\).pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/201905091021---SUBMISSION%20BY%20SOUTH%20AFRICA%20ON%20GENDER%20AND%20CLIMATE%20CHANGE%20E1%20(2).pdf).

194 [https://genderclimatetracker.org/sites/default/files/Resources/219\\_302\\_131360445536854361-Submission%20docx%20Gender%20Action%20Plan%20docx1.pdf](https://genderclimatetracker.org/sites/default/files/Resources/219_302_131360445536854361-Submission%20docx%20Gender%20Action%20Plan%20docx1.pdf).

195 [https://www.news24.com/fin24/climate\\_future/solutions/black-girls-rising-mentoring-project-behind-new-wave-of-young-climate-advocates-in-sa-20230611](https://www.news24.com/fin24/climate_future/solutions/black-girls-rising-mentoring-project-behind-new-wave-of-young-climate-advocates-in-sa-20230611).

196 [https://www.news24.com/fin24/climate\\_future/energy/when-you-go-into-tender-meetings-they-think-you-are-a-secretary-women-in-energy-20230321](https://www.news24.com/fin24/climate_future/energy/when-you-go-into-tender-meetings-they-think-you-are-a-secretary-women-in-energy-20230321).

197 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

198 Ibid.


**RANK 15** Republic of South Africa

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.50 score**

*Reference level of national climate strategies and action plans to gender considerations:* South Africa's climate strategy mentions women as a vulnerable group that should be consulted.<sup>199 200</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In less than half of the projects, 33.1%, recorded in the OECD-DAC database for climate finance (until 2021) in South Africa, a gender-related component is either the principal objective or at least a significant objective.

**GAP priority area D: Gender-responsive implementation and means of implementation: 1.50 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* South Africa conducted stakeholder workshops in January 2024 for a national climate change gender action plan.<sup>201</sup>

*Gender responsiveness in the NDC:* South Africa's NDC has many references to gender.<sup>202 203</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* The NAP was preceded by a gender analysis.<sup>204</sup>

*Proportion of international climate financing projects with gender components as the principal component:* 3% of all projects recorded in the OECD-DAC database for climate finance in South Africa (until 2021) have gender as their principal component, which is considered very low in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 1.00 score**

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* Gender aspects are only marginally mentioned in South Africa's communications.<sup>205 206 207</sup>

199 [https://www.dffe.gov.za/sites/default/files/docs/nationalclimatechange\\_adaptationstrategy\\_ue10november2019.pdf](https://www.dffe.gov.za/sites/default/files/docs/nationalclimatechange_adaptationstrategy_ue10november2019.pdf).

200 [https://www.dffe.gov.za/sites/default/files/legislations/national\\_climatechange\\_response\\_whitepaper.pdf](https://www.dffe.gov.za/sites/default/files/legislations/national_climatechange_response_whitepaper.pdf).

201 <https://www.dffe.gov.za/event/stakeholderengagement/draft.ccgap>.

202 <https://genderclimatetracker.org/country-profile/south-africa>.

203 <https://unfccc.int/sites/default/files/NDC/2022-06/South%20Africa%20updated%20first%20NDC%20September%202021.pdf>.

204 <https://genderclimatetracker.org/resource/23743/?s>.

205 <https://unfccc.int/documents/181851>.

206 <https://unfccc.int/documents/634958>.

207 <https://unfccc.int/documents/634954>.

 **RANK 15** Republic of South Africa

## Concluding observations

South Africa takes the 15th rank in the GAP Performance Index. It is to be welcomed that South Africa organized a comprehensive stakeholder consultation to inform about the new gender and climate action plan. South Africa is including gender aspects both in its NDC and in the NAP. South Africa has appointed a woman focal point; the share of female delegates at COPs could be increased but is already at an acceptable level. South Africa is contributing on a regular basis with gender and climate-related submissions to the UNFCCC processes. However, there are many areas in climate policies and strategies that should take a more structured and solution-oriented approach. In terms of gender-responsive financing, there are also significant gaps.

### **Resulting policy recommendations to the Government of South Africa:**

- Strengthen institutional capacities for gender mainstreaming in local, national, and regional climate change actions. Understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy.
- South Africa should increase its gender financing, both the funding of projects with gender as a sub-component as well as for projects with gender as the main component
- South Africa could put more emphasis on communication, reporting, and sharing of information on the gender-climate nexus in popular and scientific media
- South Africa could consider appointing a female head of delegation



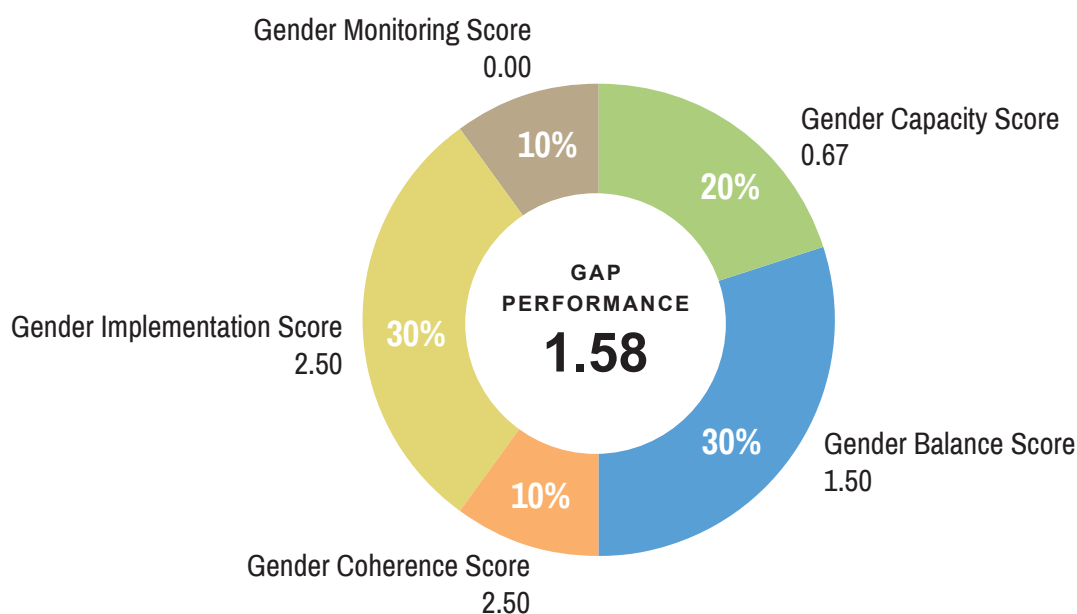
RANK 16

## Plurinational State of Bolivia

Bolivia is a landlocked country in western-central South America, bordered by Chile to the west, Peru to the north, Brazil to the east, Paraguay to the southwest, and Argentina to the south. Bolivia covers some 1,098,600 square kilometers, one-third of land within the Andean mountains and two-thirds consisting of lowlands, most of them part of the Amazon basin. Bolivia is a lower-middle income country, has a multiethnic population of about 12.2 million and a wide range of climates, ranging from humid tropical to subtropical semi-arid climates in the lowlands, and humid to arid and even polar climates in the Andes.

Bolivia's updated NDC was released in April 2021. A National Adaptation Plan (NAP) has not been submitted yet. According to the Climate Adaptation Finance Index 2023, Bolivia has a medium to high climate risk and is underfinanced with regard to adaptation.<sup>208</sup> The Climate Action Tracker has not assessed Bolivia. The Gender Inequality Index (GII) value is high, putting Bolivia at rank 99 with a score of 0.418 (1 being extremely unequal).

With a GAP Performance Index score of 1.58, Bolivia takes the 16th rank among all 20 countries assessed and performs considerably worse compared to its GII ranking within this study sample (ranked 9 in the 20 countries of this study).



208 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).



## RANK 16 Plurinational State of Bolivia

### **GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 0.67 score**

**Capacity building:** In Bolivia, there is no strategic capacity-building approach but single trainings on gender, especially organized by NGOs, have taken place in the context of climate change.

**UNFCCC submissions and research on gender and climate change:** Bolivia shared its experiences and needs in promoting gender equality in climate action in a UNFCCC submission, stressing, inter alia, language barriers in international negotiations as an important challenge, especially for Indigenous women.<sup>209</sup> Research in Bolivia on gender in climate action is limited.

**Media coverage of gender and climate change:** Climate change is frequently tackled in Bolivian media, and gender equality is sometimes mentioned in this context, but mostly in a generic way.

### **GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.50 score**

**Percentage of female party delegates at COPs:**<sup>210</sup> 67% of the Bolivian party delegates at COP25 were women. This proportion dropped to 37% at COP28, leading to an average of 55%.

**National Climate Change and Gender Focal Point:** Bolivia appointed Ms Angélica Ponce Chambi as national climate change and gender focal point.

**Female leadership at COPs:** Bolivia's delegation at COP28 was led by a man, H. E. Mr Rubén Alejandro Méndez Estrada, Minister of Environment and Water.

### **GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.50 score**

**Reference level of national climate strategies and action plans to gender considerations:** Gender equality is anchored as a principle in the national climate change policy, Política Plurinacional de Cambio Climático (PPCC).<sup>211</sup>

**Proportion of international climate financing projects in which gender components play an important role:** In 54.5% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Bolivia, a gender-related component is either the principal objective or at least a significant objective.

209 [https://unfccc.int/sites/default/files/20131111\\_gender\\_bolivian.pdf?download](https://unfccc.int/sites/default/files/20131111_gender_bolivian.pdf?download).

210 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.  
<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

211 [https://andesresilientes.org/wp-content/uploads/2023/11/Politica-Cambio-Climatico-revision7\\_compressed.pdf](https://andesresilientes.org/wp-content/uploads/2023/11/Politica-Cambio-Climatico-revision7_compressed.pdf).


**RANK 16** Plurinational State of Bolivia
**GAP priority area D: Gender-responsive implementation and means of implementation:****2.50 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* Bolivia has no national gender or climate change strategy. Gender is addressed in the national climate change policy and in many climate-related strategies and programs.

*Gender responsiveness in the NDC:* In Bolivia's NDC, women, especially rural and Indigenous, are considered a climate-vulnerable group, for example in the context of food security, access to land, and health, and it is stressed that Bolivia takes a gender equality perspective in climate action.<sup>212</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* Bolivia has no NAP but a number of regional adaptation programs, designed and implemented in cooperation with development partners, for instance development banks and international NGOs.<sup>213</sup> These programs, many of them technical, tackle gender equality, if at all, at the level of principles and stress the specific climate vulnerability of (rural) women, but lack measures to reduce it.

*Proportion of international climate financing projects with gender components as the principal component:* 7.4% of all projects recorded in the OECD-DAC database for climate finance in Bolivia (until 2021) have gender as their principal component, which is considered medium in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 0.00 score**

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* The latest reports of Bolivia to the UNFCCC do not include gender or national reports on the results of gender-related climate actions.<sup>214</sup>

212 [https://unfccc.int/sites/default/files/NDC/2022-06/NDC\\_Bolivia-2021-2030\\_UNFCCC\\_en.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/NDC_Bolivia-2021-2030_UNFCCC_en.pdf).

213 See, e.g., <https://www.iadb.org/es/whats-our-impact/BO-L1188>.

214 <https://unfccc.int/sites/default/files/resource/Executive%20Summary%20TNC%20Bolivia.pdf?download>.



## RANK 16 Plurinational State of Bolivia

### Concluding observations

Bolivia takes the 16th rank in the GAP Performance Index. Despite Bolivia's significant progress in the recognition of women's human rights in its national legal framework, women in Bolivia, especially in rural areas, are still discriminated against in many ways. Therefore, highlighting gender equality as a key principle for climate policies, programs, and actions, as it is stressed in many Bolivian policy documents, is an important starting point. However, much more effort is still required to translate this principle into implementation action and concrete solutions.

#### Resulting policy recommendations to the Government of Bolivia:

- Undertake a national stocktaking process on gender-responsive climate action, organized together with FBOs, as a first step; it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action
- Assign full-time gender and climate focal persons and build their capacity, particularly on the gender impact of climate change and climate-focused gender analysis
- Raise awareness on gender and climate change issues at all levels, especially among rural women and the youth. Also target men in awareness raising and capacity building on gender
- Strengthen women leaders' knowledge and skills to participate in decision-making spaces. Also incorporate a gender-climate perspective in Indigenous autonomies' self-government systems
- Avoid stereotypes and take an empowerment approach: women should not only be seen as victims of climate change but also as effective agents of change
- Mainstream the gender approach across all relevant climate policies, programs, and actions; use synergies with biodiversity-related work and networks; build up collaboration and coordination with CSOs working on these issues
- Develop a GAP and mainstream its key components in the NDC and adaptation programs and align them with the country's development planning
- Use synergies with regional and international initiatives on gender and climate change

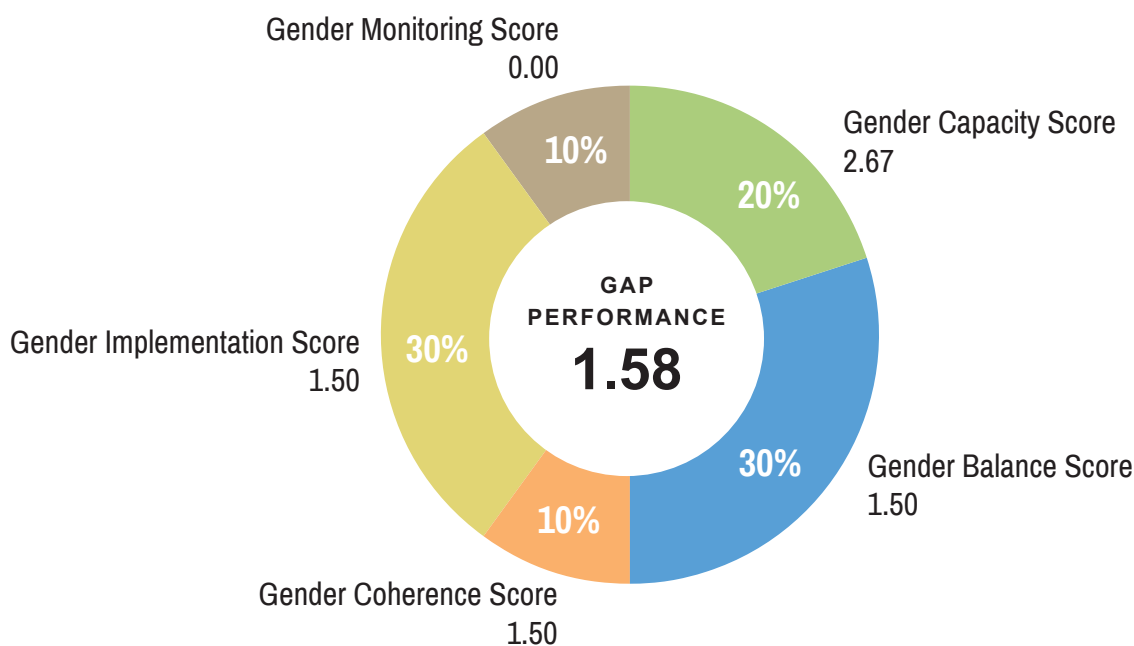


# Republic of El Salvador

El Salvador is located in Central America on the Pacific coast, bordering Guatemala and Honduras. El Salvador covers a surface of about 21,000 square kilometers, is an upper-middle-income country with a population estimated at 6.6 million. The country has a tropical climate, hot in the lowlands and more moderate in the mountains, with wet and dry seasons.

El Salvador's updated First NDC was published in January 2022. A National Adaptation Plan (NAP) has not been submitted yet. According to the Climate Adaptation Finance Index 2023, El Salvador is at medium-high climate risk and underfinanced with regard to adaptation.<sup>215</sup> The Climate Action Tracker has not assessed El Salvador. The gender inequality index (GII) is at medium-high level, putting El Salvador at rank 88 with a score of 0.376 (1 being extremely unequal).

With a GAP Performance Index score of 1.58, El Salvador takes the 16th rank of all 20 countries assessed and performs considerably worse compared to its GII ranking within this study sample (ranked 4th of the 20 countries of this study).



<sup>215</sup> [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20\\_Unsere-Themen/Anpassungsindex/Weitere\\_Dateien/Web\\_Rangliste.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/20_Unsere-Themen/Anpassungsindex/Weitere_Dateien/Web_Rangliste.pdf).


**RANK 17** Republic of El Salvador

**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.67 score**

*Capacity building:* In El Salvador, apart from CSOs, the Ministry for the Environment and Natural Resources initiated a series of workshops on how to incorporate gender aspects in climate action, inter alia in cooperation with UNDP.<sup>216</sup> Other organizations, for instance Plan International, FAO, and UN Women, have been doing the same.<sup>217</sup>

*UNFCCC submissions and research on gender and climate change:* There is a good number of studies available, engaging a broad variety of actors.<sup>218</sup> On the other hand, El Salvador submitted nothing on gender and climate action to the UNFCCC in recent years.

*Media coverage of gender and climate change:* online search engines show that there are numerous articles in the media available, reflecting a high relevance of the topic.<sup>219</sup>

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.50 score**

*Percentage of female party delegates at COPs:*<sup>220</sup> 42% of the Salvadorian party delegates at COP25 were women. This proportion increased to 50% at COP28, leading to an average of 46%, which can be considered relatively high.

*National Climate Change and Gender Focal Point:* El Salvador appointed Ms Mayra Lourdes Argueta de Ardón, Ministry for the Environment and Natural Resources, as national climate change and gender focal point.

*Female leadership at COPs:* El Salvador's delegation at COP28 was led by H. E. Mr Fernando Andrés López Larreynaga, Primary Minister of Environment and Natural Resources (MARN).

216 <https://www.undp.org/es/el-salvador/news/fortalecen-capacidades-sobre-genero-y-cambio-climatico>.

217 <https://elsalvador.unwomen.org/es/stories/noticia/2023/04/coalicion-de-mujeres-y-cambio-climatico>.

218 See, for instance, [https://plan-international.org/uploads/sites/65/2022/02/slv\\_impactos\\_del\\_cambio\\_climatico\\_diferenciados\\_por\\_genero\\_final-spa-oi-nov20\\_1.pdf](https://plan-international.org/uploads/sites/65/2022/02/slv_impactos_del_cambio_climatico_diferenciados_por_genero_final-spa-oi-nov20_1.pdf).

219 See, for instance, <https://www.elsalvador.com/noticias/negocios/mujeres-rurales-cambio-climatico-retos/1104122/2023/>.

220 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.  
<https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.


**RANK 17** Republic of El Salvador

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.50 score**

*Reference level of national climate strategies and action plans to gender considerations:* No reference is made to gender in the Plan Nacional de Cambio Climático, despite the fact that the document is well structured and detailed.<sup>221</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In over half of the projects, 53.5%, recorded in the OECD-DAC database for climate finance (until 2021) in El Salvador, a gender-related component is either the principal objective or at least a significant objective.

**GAP priority area D: Gender-responsive implementation and means of implementation: 1.50 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* No such strategy is available or planned; however, the MARN at least refers to gender in climate action, for example on World Women's Day,<sup>222</sup> and is supporting some activities in this regard initiated by civil society.<sup>223</sup>

*Gender responsiveness in the NDC:* El Salvador's updated First NDC is neither gender-responsive nor does it refer to the GAP.<sup>224</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* El Salvador has just applied for GCF funding to develop a NAP (2023–2026); in this application, gender is not mentioned at the outcome or output level but it is referred to as a crosscutting aspect: "Promoting a gender-sensitive and fully participatory approach mainstreamed in institutional arrangements (ensuring equitable representation in PMUs), knowledge management and capacity development (considering equal access to communication and information sharing strategies), monitoring (collecting sex-disaggregated data) and planning (including gender-sensitive vulnerability assessment in planning instruments at the local and national levels)."<sup>225</sup>

*Proportion of international climate financing projects with gender components as the principal component:* 13.4% of all projects recorded in the OECD-DAC database for climate finance in El Salvador (until 2021) have gender as their principal component, which is considered high in this context.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

221 <http://ndc.marn.gob.sv/ndc>.

222 <https://www.ambiente.gob.sv/impulsamos-la-igualdad-de-genero-en-la-adaptacion-y-mitigacion-del-cambio-climatico/>.

223 <https://www.fao.org/elsalvador/noticias/detail-events/en/c/1638471/>.

224 <https://unfccc.int/sites/default/files/NDC/2022-06/EI%20Salvador%20NDC-%20Updated%20Dic.2021.pdf>.

225 <https://www.greenclimate.fund/sites/default/files/document/el-salvador-unep-nap-readiness.pdf>.



## RANK 17 Republic of El Salvador

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 0.00 score

*Inclusion of information on progress made concerning gender considerations in their regular national and/or international reporting:* The National Communications to the UNFCCC do not refer to gender apart from one short mention in the 3rd National Communication (2018).

## Concluding observations

El Salvador only takes the 16th rank in the GAP Performance Index which is relatively bad.

The most important climate policies and programs offer very few entry points for a stronger role of gender considerations. The government is not very visible at COPs and in international climate policy discourses and cooperations. Its capacity is very limited and the delegation at COPs is extremely small. This narrows horizons and leads to a high risk of a somewhat isolated policy development, despite a relatively strong focus on gender aspects in projects financed by international donors. El Salvador has developed a large number of climate policies and instruments, got significant financial support for them, and has a long list of additional financial needs identified in its updated NDC; still, gender considerations do not play a role therein and the current NAP process is not being used to significantly address gender aspects in adaptation. This is even more surprising given that there are many gender-sensitized CSOs and there has been a long tradition of cooperation between the government and CSOs, media, churches, academia, farmers, and others, which would offer a solid base to catch up and bring the currently rather disconnected gender and climate discourses together again.

### Resulting policy recommendations to the Government of El Salvador:

- Undertake a national stocktaking process on gender-responsive climate action, co-organized by FBOs, as a first step; it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action
- Assign full-time gender and climate focal persons and build their capacity, particularly on the gender impact of climate change and climate-focused gender analysis
- Build institutional capacities for gender mainstreaming in local, national, and regional climate change actions; understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy
- Mainstream the gender approach across all relevant climate policies, programs, and actions
- Mainstream gender aspects in the NDC and NAP in order to make them more gender-responsive and ultimately gender-transformative
- Use synergies with regional and international initiatives on gender and climate change



RANK 18

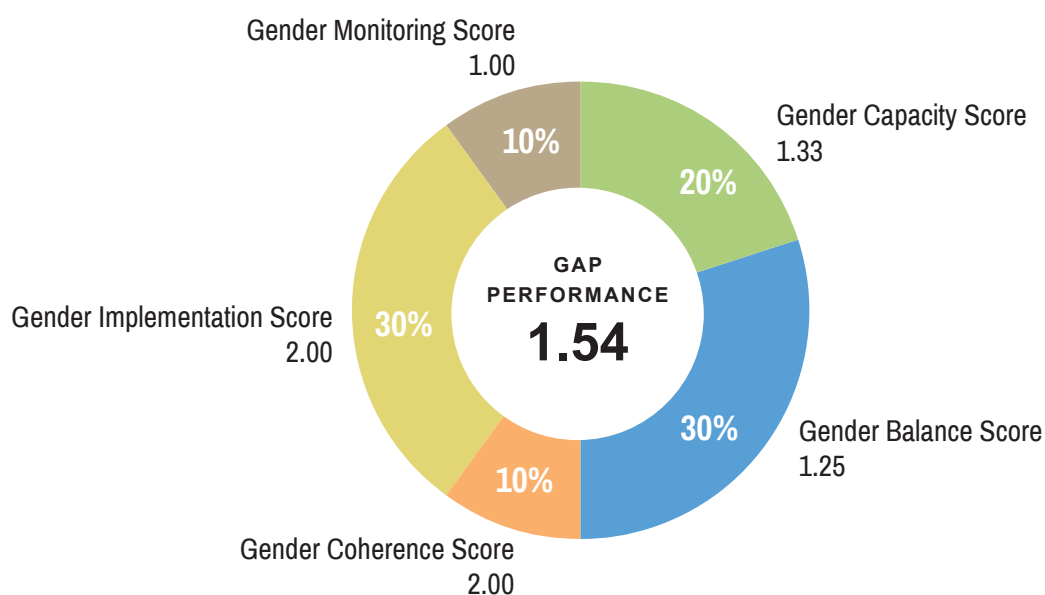
# Independent State of Papua New Guinea

Located in the Southwest Pacific, Papua New Guinea consists of more than 600 islands, islets, and atolls amounting to a land area of some 462,000 square kilometers, and with a population of about 12.5 million. Papua New Guinea is home to a diverse range of ecosystems, including mountain glaciers, humid tropical rainforests, swampy wetlands, and coral reefs. Papua New Guinea belongs to the countries most at risk with regard to climate change and natural disasters, which is reflected in its INFORM Risk Index<sup>226</sup> ranking of 28th out of 191 countries.

The Climate Change and Development Authority (CCDA)<sup>227</sup> is the coordinating body for all climate change-related policies. Papua New Guinea submitted its Enhanced Nationally Determined Contribution in 2020.

Gender inequality is very high, as indicated by a Gender Inequality Index (GII) equivalent to rank 131 globally, or rank 16 among our sample countries.

With a GAP performance of 1.71, Papua New Guinea takes the 14th rank of the 20 countries (second worst quarter) assessed.



226 INFORM Index for Risk Management, [Papua New Guinea] Country Profile, European Commission (2019), <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk/Country-Profile/moduleId/1767/id/386/controller/Admin/action/CountryProfile>.

227 CCDA replaced the Office of Climate Change and Development (OCCD) in January 2016.



## RANK 18 Independent State of Papua New Guinea

### **GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 1.33 score**

*Capacity building:* In Papua New Guinea, there are 839 languages spoken by a reported 9.4 million people, making it the most linguistically diverse country<sup>228</sup> in the world. Therefore, capacity-building materials in local languages would be important but very difficult to provide. There have been some isolated efforts toward capacity building of stakeholders by the World Bank and non-governmental organizations which include the GEDSI Transformation training (2019) by the Water for Women Fund, youth engagement at the Sustainable Ocean Alliance, supported by the World Bank (2022) and the Pacific Women Climate Leaders Fellowship Program by Asia Foundation (2024).

*UNFCCC submissions and research on gender and climate change:* Only six scholarly articles and research papers have been reported from 2011 onwards.

*Media coverage of gender and climate change:* There seem to be very few or even no local news articles on gender-responsive climate action. This could be primarily due to the unique island geography and linguistic diversity of the country.

### **GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.25 score**

*Percentage of female party delegates at COPs:*<sup>229</sup> 45% (13 out of 29) of the Papua New Guinean party delegates at COP25 were women. The percentage of women delegates declined by 13% to 32% (40 out of 126 delegates) at COP28.

*National Climate Change and Gender Focal Point:* Papua New Guinea has appointed Ms Eunice Dus, Climate Change Development Authority, as national climate change and gender focal point.<sup>230</sup>

*Female leadership at COPs:* Papua New Guinea's delegation at COP29 was led by H. E. Mr Md Simo Kilepa.

### **GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 2.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* The Climate Change (Management) Act<sup>231</sup> that was passed in 2015 does not reflect gender and needs updating.

*Proportion of international climate financing projects in which gender components play an important role:* In 36.4% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Papua New Guinea, a gender-related component is either the principal objective or at least a significant objective.

228 [https://en.wikipedia.org/wiki/Papua\\_New\\_Guinea](https://en.wikipedia.org/wiki/Papua_New_Guinea).

229 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

230 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

231 Papua New Guinea Climate Management Act 2015, <https://www.parliament.gov.pg/uploads/acts/15A-19.pdf>.



## RANK 18 Independent State of Papua New Guinea

### GAP priority area D: Gender-responsive implementation and means of implementation: 2.00 score

*Gender responsiveness in the NDC:* The 2020 NDC of Papua New Guinea has a strong gender lens: It mainstreams gender consideration across relevant sectors. Therefore, Papua New Guinea was ranked by CARE<sup>232</sup> among the top seven countries (with a full score of 6) and promoted as a role model.

*Gender responsiveness in the NAP or other adaptation policies and programs:* The National Adaptation Plan (2023)<sup>233</sup> refers to gender, covering gender equity and equality, gender responsiveness and sensitivity. Adaptation options are defined in a gender-responsive way and recognize women as important stakeholders with change-agent potential in adaptation. The NAP defines a series of six crosscutting strategies, including one for gender responsiveness to support the equal participation of men and women in adaptation processes. Several measures are included in the plan, such as sector-specific gender gap assessments for sectoral adaptation plans and the promotion of women's representation and participation in decision-making.

*Proportion of international climate financing projects with gender components as the principal component:* Only 1.3% of all projects recorded in the OECD-DAC database for climate finance in Papua New Guinea (until 2021) have gender as a principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

### GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 1.00 score

*Inclusion of information on progress made regarding gender considerations in their regular national and/or international reporting:* Both the 2nd National Communication to UNFCCC (Apr 2014)<sup>234</sup> and the Second Biennial Update Report to UNFCCC (2022)<sup>235</sup> do not take gender into consideration. Despite the formulation of a gender-transformative NDC in 2020, the lack of reporting on the progress made thereafter with regard to gender-specific aspects does not bode well for the country.

232 CARE Gender Climate NDC Tracker, <https://careclimatechange.org/wp-content/uploads/2021/06/CARE-Gender-Quality-and-NDCs-v1.4.pdf>.

233 Papua New Guinea National Adaptation Plan (2023), [https://unfccc.int/sites/default/files/resource/NAP-Papua New Guinea-Finale-2023.pdf](https://unfccc.int/sites/default/files/resource/NAP-Papua%20New%20Guinea-Finale-2023.pdf).

234 Papua New Guinea Second National Communication to UNFCCC, 2014, <https://unfccc.int/sites/default/files/resource/Pngnc2.pdf>.

235 Papua New Guinea 2nd Biennial Update Report to UNFCCC, [https://unfccc.int/sites/default/files/resource/PNG\\_BUR2\\_including%20REDD%20%20TA.pdf](https://unfccc.int/sites/default/files/resource/PNG_BUR2_including%20REDD%20%20TA.pdf).





## RANK 18 Independent State of Papua New Guinea

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### Concluding Observations

Papua New Guinea is ranked eighteenth (last quarter) in the GAP Performance Index and has the highest Gender Inequality Index (169) of the 20 countries sampled in the present study. Nevertheless, the country has submitted one of the most gender-transformative NDCs in 2020. These very contradictory trends raise questions concerning the seriousness of political will regarding gender responsiveness to climate action. The low level of female representation in politics (only 9 women in the national parliament), low financial support to implement gender-responsive climate action, and the very high diversity of languages are further factors that hinder progress.

#### **Resulting policy recommendations to the Government of Papua New Guinea:**

- To undertake a national stocktaking on gender-responsive climate action, co-organized by FBOs, as a first step; it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action
- To revise the Climate Change (Management) Act and align it with the more gender-sensitive NDC and NAP

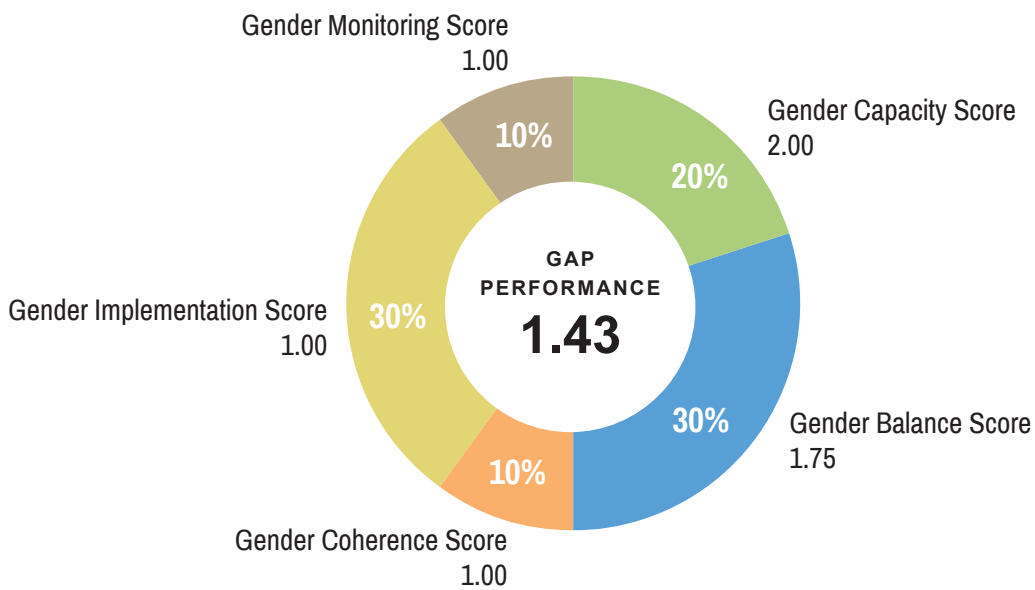


RANK 19

# Federative Republic of Brazil

Brazil, the largest country in Latin America and the seventh most populous in the world, is categorized as an upper-middle-income country (UMIC) with a low to moderate climate risk, according to the Climate Adaptation Finance Index.<sup>236</sup> With a total area of 8.5 million square kilometers, 7,500 km of coastline, the world’s largest rainforest in the Amazon basin, and six terrestrial and one marine biomes, Brazil is a country with great biodiversity and an equally great ethnic diversity. Climatically, Brazil comprises a wide range of mostly tropical, partly subtropical, and to a lesser extent maritime climatic zones, with tropical rainforests, monsoon, and savanna zones as the largest ones. Brazil’s first NDC was adjusted and submitted in November 2023.<sup>237</sup> A National Adaptation Plan (NAP) was submitted in August 2021.<sup>238</sup> Brazil’s level of ambition in climate policies and actions has been rated “insufficient” by the Climate Action Tracker.<sup>239</sup> The gender inequality is high, as indicated by a Gender Inequality Index (GII) equivalent to rank 96 globally, or rank 6 among our sampled countries.

With a GAP Performance Index score of only 1.43, Brazil ranks 19th of the 20 countries assessed and performs significantly worse than in the GII.



236 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate\\_Adaption\\_Finance\\_Index\\_2023.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate_Adaption_Finance_Index_2023.pdf).

237 <https://unfccc.int/documents/633022>.

238 <https://unfccc.int/documents/302142>.

239 <https://climateactiontracker.org/countries/brazil/>.

**RANK 19 Federative Republic of Brazil****GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 2.00 score**

*Capacity building:* The level of capacity-building activities on gender and climate change has been rather low under the previous government, but increased under the recent one and is expected to further gain momentum during this and next year. The Ministry of Women, for instance, promoted a “National Seminar on Women and Climate Justice,” with representatives from several women’s organizations, followed by a series of dialogues with women’s organizations, taking place during 2024.<sup>240</sup> These activities are directly related to the GAP.

*UNFCCC submissions and research on gender and climate change:* Research on gender-related aspects of climate change is ongoing in Brazil, for instance by UN WOMEN, the CGIAR gender platform, and SciELO – Brazil.<sup>241</sup>

Only recently have there been attempts to undertake more systematic research and a more strategic debate aimed at leading to the uptake of gender-related research findings in policymaking, as indicated in Brazil’s submission to the UNFCCC on gender.<sup>242</sup>

*Media coverage of gender and climate change:* Medium to high visibility in Brazilian media.<sup>243</sup>

**GAP priority area B: Gender balance, participation, and women’s leadership in UNFCCC processes: 1.75 score**

*Percentage of female party delegates at COPs:*<sup>244</sup> 25% of the Brazilian party delegates at COP25 were women. This proportion increased significantly to 46% at COP28, leading to an average representation of women of 35.5%.

*National Climate Change and Gender Focal Point:* Ms Bruna Verissimo Lima Santos, Ministry of Foreign Affairs, was appointed as national climate change and gender focal point.<sup>245</sup>

*Female Leadership at COPs:* Brazil’s delegation at COP28 was led by H. E. President Luiz Inácio Lula da Silva.

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* While gender responsiveness in national climate strategies and action plans is still rather generic, that is, referencing by and large to general principles only, Brazil has recently shown efforts to address these gaps through national and even international action: at the inauguration of the G20 Working Group on Women’s Empowerment, Brazil proposed climate and gender justice as one of three priorities under the Brazilian G20 presidency.<sup>246</sup>

*Proportion of international climate financing projects in which gender components play an important role:* In 28.8% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Brazil, a gender-related component is either the principal objective or at least a significant objective.

240 [https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202404081343---Brazil\\_LWP%20and%20GAP\\_review.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202404081343---Brazil_LWP%20and%20GAP_review.pdf).

241 Katiani Lucia Zape, “A Gender Perspective on Brazilian State Laws Addressing Climate Change,” *Brazilian Political Science Review* 17, no. 3 (December 2023), <https://doi.org/10.1590/1981-3821202300030004>.

242 [https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202404081343---Brazil\\_LWP%20and%20GAP\\_review.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202404081343---Brazil_LWP%20and%20GAP_review.pdf).

243 <https://tinyurl.com/4hn57yxx>

244 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

245 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.

246 <https://www.cnnbrasil.com.br/politica/igualdade-de-genero-fim-da-violencia-e-justica-climatica-sao-foco-do-brasil-em-grupo-de-trabalho-de-mulheres-do-g20/>.

**RANK 19 Federative Republic of Brazil****GAP priority area D: Gender-responsive implementation and means of implementation: 1.00 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* Gender considerations are addressed, but so far at a rather generic level. An analysis undertaken by researchers showed that implementation is still weak.<sup>247</sup>

*Gender responsiveness in the NDC:* Gender responsiveness is not yet anchored deeply in Brazil's NDC. Reference to women is made insofar as it links to the Brazilian Constitution, which takes into consideration the special needs of women and Indigenous people. The GAP is not mentioned. Accordingly, Care scores the level of gender responsiveness of the NDC as low.<sup>248</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* The NAP mentions gender sensitivity as a guiding principle for climate adaptation, identifies women as a climate-vulnerable group, and makes the linkage between climate and gender justice, calling for inclusion. These principles, however, are not operationalized further in the NAP.<sup>249</sup>

*Proportion of international climate financing projects with gender components as the principal component:* Only 3% of all projects recorded in the OECD-DAC database for climate finance in Brazil (until 2021) have gender as the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 1.00 score**

*Inclusion of information on progress made with regard to gender considerations in their regular national and/or international reporting:* Gender considerations in monitoring and reporting documents are very weak. In Brazil's latest 4th Biennial Updated Report to the UNFCCC, submitted in 2020, gender is not referred to.<sup>250</sup> The 4th National Communication to the UNFCCC (2020) mentions gender in a very superficial way by references to its marginalization in quotations of secondary literature.<sup>251</sup> Meanwhile, in the Belém Declaration (2023),<sup>252</sup> signed under the Amazon Cooperation Treaty, gender equality in the context of climate change and deforestation plays a role as a crosscutting theme calling for active participation and the promotion of women's rights, leadership and participation of women, including Indigenous women and women of African descent. This can be taken as another sign of the need for a more gender-focused approach in addressing climate change under the current government than under the previous one.

247 <https://www.cepal.org/en/news/new-report-points-pathways-transformative-recovery-sustainability-and-gender-equality-brazil>.

248 [https://care.h5mag.com/climate\\_ndc\\_and\\_gender\\_scorecard\\_2021/brazil](https://care.h5mag.com/climate_ndc_and_gender_scorecard_2021/brazil).

249 [https://genderclimatetracker.org/sites/default/files/Resources/brazil\\_gender\\_review\\_nap\\_documents.pdf](https://genderclimatetracker.org/sites/default/files/Resources/brazil_gender_review_nap_documents.pdf).

250 [https://genderclimatetracker.org/sites/default/files/Resources/brazil\\_gender\\_review\\_nap\\_documents.pdf](https://genderclimatetracker.org/sites/default/files/Resources/brazil_gender_review_nap_documents.pdf).

251 <https://unfccc.int/sites/default/files/resource/4a%20Comunicacao%20Nacional.pdf>.

252 <https://otca.org/en/wp-content/uploads/2023/10/Declaration-of-Belem.pdf>.



## RANK 19 Federative Republic of Brazil

### Concluding observations

Brazil ranks only 19th out of 20 in the GAP Performance Index, which is far below the country's potential.

The prevailing perception of women in Brazil's climate policy is one of vulnerability, but not of women's potential as drivers of change. This is a significant difference compared to the more progressive views of those countries that perform better in the GAP Performance Index.

Accordingly, in Brazil, a country with so many opportunities, there is a lot of catching up to do in order to make climate policy gender-responsive. One important barrier to be removed is the attitude that gender policy is limited to "women's issues" and is not really relevant. Closely related to that, gender-responsive budgeting and earmarking of funds would be very relevant.

However, there are also strengths to build on: the significantly improved gender balance in Brazil's delegation at COP28 reflects the country's commitment to extend the diversity of its delegation, Brazil's gender and climate focus under its G20 presidency is laudable, and the Brazilian model of periodic regional dialogues among women from all Brazilian biomes is another good practice.

#### Resulting policy recommendations to the Government of Brazil:

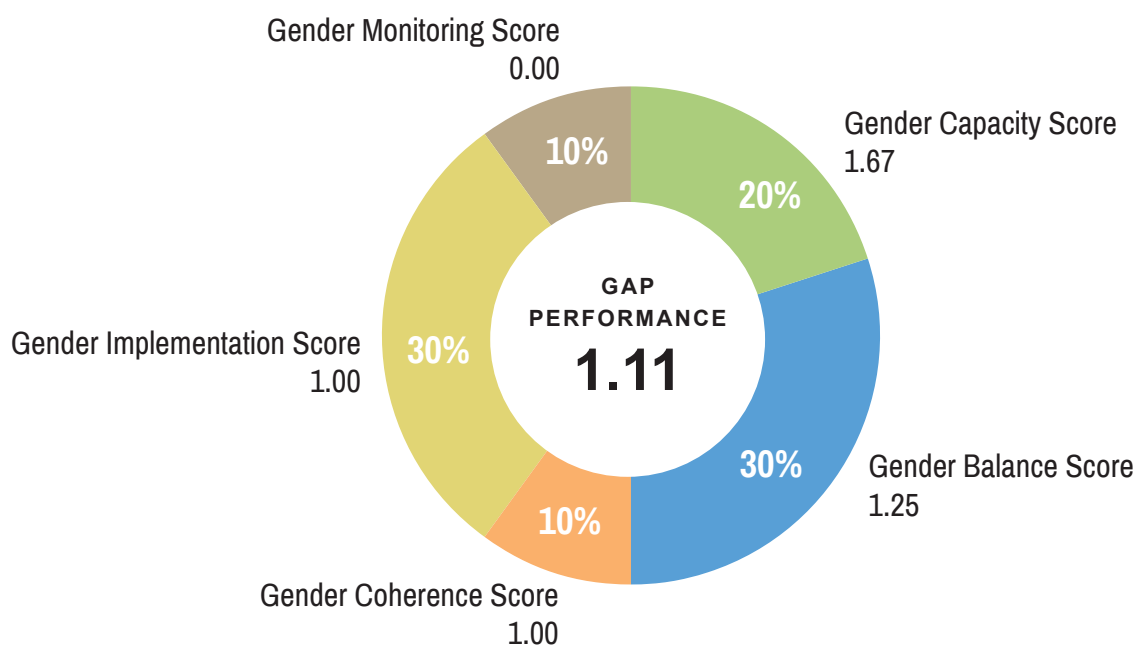
- Use the G20 presidency (2024) and COP presidency (2025) as an opportunity to focus on financing for gender-responsive climate action, highlighting the specific resilience-building potential of Indigenous people
- Mainstream the gender approach across all relevant climate policies, programs, and actions; use synergies with biodiversity-related work and networks; build up collaboration and coordination with CSOs working on these issues
- Mainstream key GAP components in the NDC and NAP in order to make them more gender-responsive and ultimately gender-transformative
- Develop capacity and use social media and web resources to create innovative communication tools to share gender-responsive climate change initiatives
- Raise awareness on gender and climate change issues at all levels, especially among rural women and the youth. Also target men in awareness raising and capacity building on gender
- Avoid stereotypes and take an empowerment approach: women should not only be seen as victims of climate change but also as effective agents of change



# Republic of Cuba

Cuba is a small island developing state (SIDS) and an upper-middle-income country (UMIC) with one main island, surrounded by many small islands and cays, amounting to a total land area of 110,860 square kilometers and a population of around 11 million, located in the Caribbean. It has a tropical maritime climate and different types of humid, semi-dry and dry tropical forests, grasslands, coastlines, and marine ecosystems. Cuba's updated NDC was submitted in September 2020.<sup>253</sup> A National Adaptation Plan (NAP) is not available. According to the Climate Adaptation Finance Index 2023, Cuba faces a medium climate risk.<sup>254</sup> Its level of climate policies and actions has not yet been rated by the Climate Action Tracker.<sup>255</sup> The gender inequality is medium-high, as indicated by a Gender Inequality Index (GII) equivalent to rank 78 globally, or rank 3 among our sampled countries.

With a GAP Performance Index score of 1.11, Cuba ranks last of the 20 countries assessed and performs worse than in the GII.



253 <https://unfccc.int/sites/default/files/NDC/2022-06/Cuban%20First%20NDC%20%28Updated%20submission%291.pdf>.

254 [https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate\\_Adaption\\_Finance\\_Index\\_2023.pdf](https://www.brot-fuer-die-welt.de/fileadmin/mediapool/downloads/fachpublikationen/Anpassungsindex/Climate_Adaption_Finance_Index_2023.pdf).

255 <https://climateactiontracker.org/cat-data-explorer/country-ratings/>.


**RANK 20 Republic of Cuba**
**GAP priority area A: Capacity building, knowledge management and communication to enhance gender-responsive climate action: 1.67 score**

*Capacity building:* While IUCN organized a national workshop on Gender-sensitive Strategies for Climate Change Policies in Cuba already in 2014, there was unfortunately no structured follow-up process. Thus, a great opportunity was missed to build on the results that were commonly agreed on at the initial workshop by 102 representatives from various ministries, government institutions, civil society, academic institutions, research centers, foundations, and international organizations, which opened the possibility to discuss and formulate actions to integrate the gender issue in the policies to address climate change.<sup>256</sup>

*UNFCCC submissions and research on gender and climate change:* As a result of the aforementioned workshop, a Gender and Climate Change Action Plan was developed by local partners and IUCN.<sup>257</sup> Overall, however, such or similar publications and projects remained isolated cases. There is no evidence of a systematic debate or even of research findings being taken up by the government. Cuba has also not made any submissions to the UNFCCC on gender.

*Media coverage of gender and climate change:* Moderate to low visibility. Prior to 2015, the mass media seemed altogether to cover more aspects associated with climate change, for didactic and informative purposes. This has decreased. Gender considerations in the context of climate change, however, never played a relevant role, apart from a few isolated cases.<sup>258</sup>

**GAP priority area B: Gender balance, participation, and women's leadership in UNFCCC processes: 1.25 score**

*Percentage of female party delegates at COPs:*<sup>259</sup> 38% of the Cuban party delegates at COP25 were women. This proportion decreased to 30% at COP28, leading to a relatively low average representation of women of 34%.

*National Climate Change and Gender Focal Point:* Cuba has no appointed national climate change and gender focal points.<sup>260</sup>

*Female Leadership at COPs:* Cuba's delegation at COP29 was led by the Minister of Science, Technology and Environment (Citma), Ms Elba Rosa Pérez.

256 <https://genderandenvironment.org/es/cuba-ccgap/>.

257 [https://www.climatelinks.org/sites/default/files/asset/document/2014\\_IUCN\\_Climate-Change-Gender-Action-Plan-Cuba.pdf](https://www.climatelinks.org/sites/default/files/asset/document/2014_IUCN_Climate-Change-Gender-Action-Plan-Cuba.pdf).

258 See, e.g., the respective chapter about media and communication in Cuba's Second National Communication to the UNFCCC, 2015, <https://unfccc.int/resource/docs/natc/cubnc2.pdf>.

259 Including party and party overflow badges at COP28, <https://unfccc.int/documents/634503>.

260 <https://unfccc.int/topics/gender/resources/list-of-gender-focal-points-under-the-unfccc>.


**RANK 20** Republic of Cuba

**GAP priority area C: Coherence to strengthen the integration of gender considerations toward the consistent national implementation of gender-related mandates and activities: 1.00 score**

*Reference level of national climate strategies and action plans to gender considerations:* Reference to gender considerations is completely missing in the national climate strategies and action plans.

*Proportion of international climate financing projects in which gender components play an important role:* In 36% of all projects recorded in the OECD-DAC database for climate finance (until 2021) in Cuba, a gender-related component is either the principal objective or at least a significant objective.

**GAP priority area D: Gender-responsive implementation and means of implementation: 1.00 score**

*National Gender and Climate Change Strategy and linkages to the GAP process:* No such strategy was approved by the government; however, facilitated by IUCN, recommendations and action points for a Gender and Climate Change Action Plan were developed at a national workshop in 2014.<sup>261</sup>

*Gender responsiveness in the NDC:* Gender responsiveness is not mentioned at all in Cuba's Updated NDC (2020–2030).<sup>262</sup>

*Gender responsiveness in the NAP or other adaptation policies and programs:* Cuba has no National Adaptation Plan (NAP). There is a long-term adaptation plan for Cuba's coastlines, Tarea Vida, but without reference to gender.<sup>263</sup> Other adaptation-related documents are older than eight years and usually do not take gender into consideration.

*Proportion of international climate financing projects with gender components as the principal component:* Only a marginal 2.6% of all projects recorded in the OECD-DAC database for climate finance in Cuba (until 2021) have gender as the principal component.

*Membership of the country in the COP28 Gender-Responsive Just Transitions and Climate Action Partnership:* No.

**GAP priority area E: Monitoring and reporting on the implementation of gender-related actions: 0.00 score**

*Inclusion of information on progress made with regard to gender considerations in their regular national and/or international reporting:* Gender considerations in monitoring and reporting documents are completely missing.

261 <https://genderandenvironment.org/cuba-ccgap/>.

262 <https://unfccc.int/sites/default/files/NDC/2022-06/Cuban%20First%20NDC%20%28Updated%20submission%291.pdf>.

263 <https://www.adaptation-undp.org/projects/naps-gcf-cuba>




**RANK 20 Republic of Cuba**

## Concluding observations

Cuba takes the bottom place in the GAP Performance Index (Rank 20). This indicates an enormous need to catch up in order to anchor gender equality in the country's climate policy, where it has obviously played no role to date. This is regrettable and surprising, as Cuba is one of the best performers in the General Index of Gender Equality (GII) of all the countries we considered for the GAP analysis. This shows that much more is possible in Cuba. Our assessment results also indicate that Cuba not only has no systematic approach to addressing gender in climate action: it lacks a systematic approach in addressing climate change altogether. Not having a national adaptation strategy nor sectoral climate programs, policies, and regular progress reporting is not what one would expect, given the level of climate vulnerability and the tremendous potential for renewable energies, which by and large remains untapped.

### Resulting policy recommendations to the Government of Cuba:

- In order to close the significant gaps in gender-responsive climate policies and actions, it is recommended that all relevant stakeholders, namely, government (from local to national level), civil society, academia, faith-based organizations, and international organizations coordinate and collaborate more to enhance capacity and the understanding of gender-sensitive and responsive climate action
- A national stocktaking process on gender-responsive climate action, cohosted by the government, an international organization, and a faith-based institution, would be an appropriate first step; the recommendations from the abovementioned draft Gender and Climate Change Action Plan (2014) could be reviewed in light of the developments that have occurred since then, taking this as a new point of departure and with a clear view to getting a process started in which the government lives up to its responsibility in this field of action, implementing gender mainstreaming across the entire climate policy, defining targets and milestones, and taking the first steps toward implementation. Civil society can support this and set its own priorities

## Conclusions

**The index reveals that the performance of most sampled countries in implementing the GAP at the national level is not yet adequate and leaves a lot of room for improvement, especially regarding adequate gender representation in international processes and decision-making, but also regarding monitoring and implementation.**

However, despite many shortcomings, there are good practices to learn from. There are particularly two countries to learn from, Colombia and Peru, but there is also a group of other countries from all continents that perform relatively well, some of them despite the severe financial constraints and climate risks they face. This group includes Fiji, Nepal, Madagascar, and Argentina.

Are there overarching approaches and factors that can explain why some countries are better at planning, deciding, and implementing their climate policies and programs in a gender-responsive way than others? Or are there factors that could in turn explain why certain countries are particularly bad at implementing the GAP? We conducted several correlation analyses between GAP performance and the Gender Inequality Index, national income levels, and climate-risk exposure of countries, but could not find significant correlations. Thus, it can be concluded that gender-responsive climate policies and actions can principally take place successfully under very different framework conditions and that a higher level of gender equality does not automatically lead to gender responsiveness in climate action.

Even if we were unable to find any such superordinate impact chains and interrelationships, we were still able to identify some typical obstacles but also drivers of gender-responsive climate action in the course of the country analyses that ultimately led to the assessment of GAP performance.

The greatest obstacles to gender-sensitive climate policy in most countries are the still prevalent, often culturally deeply rooted discrimination against women (especially with regard to land and property rights), the lack of political will to overcome power structures that are unfavorable for women, the lack of strong institutional structures for implementing targets and plans, and the lack of gender-disaggregated data and monitoring tools.

A combination of these factors generally leads to poor implementation, financial underfunding, weak or absent monitoring, and, in many cases, to NDCs, NAPs, and other climate policies and programs which, although they do include gender aspects at an abstract level and sometimes in an ambitious form, contain hardly any implementation elements. When evaluating gender policies, it is therefore important to consider not only their objectives, but also their institutional and financial resources, implementation instruments, monitoring, and, last but not least, the participation of women in decision-making processes and their representation in leadership positions.

Conversely, the most important drivers for gender-responsive climate action that we were able to identify are a strong representation of women in leadership positions, a lively atmosphere of cooperation with diverse collaborations between different stakeholders from government and civil society, openness and interest in international exchange, as well as an inclusive and participatory culture of cooperation that also appreciates the involvement of otherwise often marginalized women from rural or Indigenous backgrounds.

When a combination of these factors occurs – and this can be the case in both more traditional and more modern societies – it is more likely that gender responsiveness, in addition to overcoming specific gender-related vulnerabilities in climate adaptation, also aims to mobilize particular gender-specific potentials for successful climate action, promote innovation and transformation, build and strengthen institutional capacities, and provide significant financial resources for this purpose.

There is a wide range of good practices that have a strong potential for replication and scaling up. But there is still a long way to go, especially in countries with limited space for civil society.

## Policy recommendations

### The study concludes with policy recommendations on how to improve country performance in GAP implementation.

On the one hand, the policy recommendations are derived from the results of the GAP Performance Index, including the more detailed recommendations from the 20 country chapters of this publication.

Secondly, they build on recommendations and comments from gender experts and from participants at our side event in June 2024 in Bonn, Germany, with whom we discussed our interim results.

We hope that they will inform the final evaluation of the enhanced LWPG and the GAP at COP29 in Baku, Azerbaijan, as well as a new Gender Action Plan, and above all, to advance gender responsiveness in climate action at national and subnational levels in the countries we assessed, and even beyond them.

We have grouped 18 recommendations under the five priority areas of the Gender Action Plan.

#### A. Capacity building, knowledge management and communication

- A.1 Collect gender-disaggregated data, analyze climate impacts in a gender-disaggregated way, and understand the hurdles and opportunities of different genders to become change agents in terms of climate action.
- A.2 Undertake a national stocktaking process on gender-responsive climate action, co-organized by faith-based organizations (FBOs) as a first step, it should bring together CSOs, FBOs, government, academia, and international organizations and lead to a permanent dialogue and ultimately to a common roadmap for gender-responsive climate action.
- A.3 Develop capacity and use social media and web resources to create innovative communication tools to share gender-responsive climate change initiatives.
- A.4 Raise awareness on gender and climate change issues at all levels, especially among rural women and the youth. Also target men in awareness raising and capacity building on gender.
- A.5 Avoid stereotypes and take an empowerment approach: women should not only be seen as victims of climate change but also as effective agents of change.

#### B. Gender balance, participation, and women's leadership

- B.1 Promote women's leadership in climate governance, including through a quota system.
- B.2 Assign full-time gender and climate focal persons and build their capacity, particularly on the gender impact of climate change and climate-focused gender analysis.
- B.3 Strengthen the knowledge and skills of women leaders, candidates, and elected authorities for their participation in decision-making spaces. Also incorporate a gender climate perspective in the self-government systems of Indigenous autonomies.

### **C. Coherent integration of gender considerations toward the consistent implementation of gender-related mandates and activities**

- C.1 Build and/or strengthen institutional capacities for gender mainstreaming in local, national, and regional climate change actions. Understand gender-based vulnerability drivers and barriers to gender-sensitive approaches in legislation across various sectors, specifically in climate legislation and policy.
- C.2 Consequently mainstream the gender approach across all relevant climate policies, programs, and actions; use synergies with biodiversity-related work and networks; build up collaboration and coordination with CSOs working on these issues.
- C.3 Mainstream gender into emerging frameworks under the UNFCCC regime, such as the just transition work program (decision 3/CMA.5) and the Global Goal on Adaptation framework (decision 2/CMA.5).

### **D. Gender-responsive implementation and means of implementation**

- D.1 Update the GAP and mainstream its key components in the NDC and NAP in order to make them more gender-responsive and ultimately gender-transformative. Align gender-sensitized NDC and NAP with the country's development planning in a way that is coherent with national pathways leading to the achievement of the SDGs and the goals of the Paris Agreement.
- D.2 Allocate climate finance in a gender-responsive way by using gender budgeting and microfinancing approaches. Specifically invest in the design and implementation of gender-responsive climate adaptation, climate disaster preparedness and response, and climate mitigation programs.
- D.3 Use Brazil's G20 presidency (2024) and COP presidency (2025) should be used as an opportunity to focus on financing for gender-responsive climate action, highlighting the specific resilience-building potential of Indigenous people.
- D.4 Use synergies with regional and international initiatives on gender and climate change.

### **E. Monitoring and reporting on the implementation of gender-related actions**

- E.1 Define gender-related key performance indicators for climate action.
- E.2 Develop a results-based indicator system for the monitoring and evaluation of gender-relevant climate programs.
- E.3 Introduce a system of gender-responsive climate action budgeting.

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Fig. 2: Scatter diagram – GAP Performance Index and GII

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Table 2: Correlation analysis to determine possible drivers for the GAP Performance Index

Table 3: Definition of all variables and the evaluation matrix of how they are to be scored

Table 4: Overview of important data sources applicable to all countries

## Abbreviations

ACT	Action by Churches Together
ccGAP	Climate Change Gender Action Plan
CSO	Civil society organization
COP	Conference of the Parties
FBO	Faith-based organization
GAP	Gender Action Plan (of the enhanced LWPG)
GII	Gender Inequality Index
IPCC	Inter-Governmental Panel on Climate Change
LIC	Low-income country
LMIC	Lower middle-income country
LWF	The Lutheran World Federation
LWPG	Lima Work Program on Gender (under the UNFCCC)
NAP	National Adaptation Plan
NDC	Nationally Determined Contribution
SBI	Subsidiary Body of Implementation (under the UNFCCC)
SIDS	Small island developing states
UMIC	Upper middle-income country
UNDP	United Nations Development Program
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund

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