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Data2X Submission to the UNFCCC: Progress, challenges, gaps and priorities in implementing the gender action plan (GAP) and future work to be undertaken on gender and climate change

Data2X is a civil society organization and gender data alliance working to improve the production and use of gender data through strategic partnerships, research, advocacy, and communications. Data2X envisions a future where gender data guides smart policymaking for greater gender equality. This includes policies for gender-responsive climate action.

Data2X is grateful for the opportunity to provide inputs for the final review process of the Enhanced Lima Work Programme on Gender and its Gender Action Plan (GAP). This submission advocates for using gender data to advance gender-responsive climate action under the GAP, with a focus on future work to be undertaken.

“Gender data” is data that captures information on the different lived experiences of women, men, and gender-diverse people. It includes data that is disaggregated by sex or gender; data that pertains to women, girls, and gender-diverse people exclusively or primarily; and data that reflects gender issues, including roles, relations, and inequalities. It can be both quantitative and qualitative, with collection methods that account for stereotypes, social norms, and other factors that may introduce gender biases.

This submission builds on relevant information and evidence from Data2X’s work at the intersection of gender data and climate change, namely:

- [Data2X. \(2023\). Mapping Gender Data Gaps in the Environment and Climate Change: A 2023 Update.](#)
- [Data2X, IISD, IUCN & WEDO. \(2023\). Gender Data for Climate Action: COP 28 and Beyond.](#)
- [Data2X. \(2022\). Resilient Communities Need Gender Data.](#)
- [Data2X, IISD & WEDO. \(2022\). Gender Data Must Be the Bedrock of Climate Justice.](#)
- [Data2X. \(2020\). Mapping Gender Data Gaps in Environment.](#)

More information about Data2X’s work related to gender data and climate change can be found at data2x.org. For inquiries, please contact Natalie Cleveland at ncleveland@data2x.org.

Inputs to the review of the enhanced Lima work programme on gender and its GAP, including on further work to be undertaken on gender and climate change

WHY IS GENDER DATA ESSENTIAL TO ADVANCE GENDER-RESPONSIVE CLIMATE ACTION?

Gender data is essential to advance gender-responsive climate action under the Paris Agreement.¹ It enables Parties to understand and respond to the unequal gendered impacts of climate change by:

- Illuminating the unique and often disproportionate effects of climate change for women, girls, and gender-diverse people;
- Documenting their contributions within climate change initiatives; and
- Pinpointing solutions to strengthen gender-responsive climate change mitigation, adaptation, and resilience efforts.

Gender data is also a critical accountability tool, driving evidence-based climate policies, programmes, and decision-making. When gender data is integrated within UNFCCC processes and mechanisms, it can highlight gender imbalances in participation and power in climate change-related decision-making processes.² It can further inform the gender-responsive design, implementation, and monitoring, evaluation, and learning (MEL) components of Parties' national climate change commitments, like National Adaptation Plans (NAPs)³ and Nationally Determined Contributions (NDCs),⁴ as well as global climate change frameworks.

Conversely, without detailed and timely gender data, the impacts of climate policies and programmes cannot be measured. At worst, policies and programmes not rooted in evidence might unintentionally perpetuate existing inequalities, leaving women, girls, and gender-diverse people more vulnerable and exacerbating the social and economic impacts of climate change. To address this, Parties and negotiators must ensure that gender data is firmly anchored in all UNFCCC processes and mechanisms, including the Lima Work Programme and its GAP.

WHAT IS THE CURRENT STATE OF GENDER DATA ON CLIMATE CHANGE AND THE ENVIRONMENT?

Unfortunately, efforts to collect and use gender data to inform national and global climate policies and commitments have been slow, and high-quality, regularly collected, and internationally comparable gender data remains widely unavailable for many environment and

1 The preamble of the Paris Agreement highlights that Parties must respect, promote, and consider their obligations on human rights, the rights of Indigenous peoples, local communities, gender equality, empowerment of women, and the rights of people in vulnerable situations when taking action to address climate change. Further, it includes language on ensuring gender-responsive approaches to adaptation (article 7.5) and capacity building (article 11.2).

2 UNFCCC. (2023). COP Gender Composition Report. https://unfccc.int/sites/default/files/resource/cp2023_04_adv.pdf

3 NAP Global Network. (2022). Submission by the NAP Global Network to the First Global Stocktake: Enhancing Gender-Responsive Adaptation Action. <https://unfccc.int/documents/574281>

4 IUCN. (2021). New Research Reveals Global Progress on Including Gender in Nationally Determined Contributions (NDCs). <https://iucn.org/news/gender/202111/new-research-reveals-global-progress-including-gender-nationally-determined-contributions-ndcs>

climate change issues.⁵ Only 10 of the 92 Sustainable Development Goals with environment-related indicators have a gender lens and, among those, data are only available for two.⁶ Similarly, data on the handful of gender indicators in other global monitoring frameworks—such as the Sendai Framework for Disaster Risk Reduction, the Global Set of Climate Change Indicators, and the Kunming-Montreal Global Biodiversity Monitoring Framework—are almost completely unavailable for most countries.⁷

A [recent mapping exercise conducted by Data2X](#) highlights significant global gaps in gender data for many aspects of the environment and climate change, including: access to and control over environmental resources, responses to climate change, and the gendered impacts of climate change.

Gender Data Gaps in the Area of Environment and Climate Change		
Access to and control over environmental resources	Responses to climate change	Gendered impacts of climate change
<ul style="list-style-type: none"> ▪ Land ownership and security ▪ Natural resource management ▪ Water, sanitation, and hygiene (WASH) ▪ Clean energy 	<ul style="list-style-type: none"> ▪ Environmental decision-making ▪ Disaster risk management 	<ul style="list-style-type: none"> ▪ Disaster-related mortality and morbidity ▪ Climate migration and displacement ▪ Sexual and reproductive health and rights (SRHR) ▪ Gender-based violence (GBV) ▪ Unpaid care work

Ultimately, a lack of high-quality, regularly collected gender data prevents a full understanding of the gendered impacts of climate change; the contributions of women, girls, and gender-diverse people within climate change initiatives; and the adequacy of climate change mitigation, adaptation, and resilience efforts.

HOW IS GENDER DATA INTEGRATED WITHIN THE GAP?

The GAP reflects an awareness of the necessity of gender data for gender-responsive climate action, with references to gender data across multiple activities and deliverables/outputs. For example, activity D.7 focuses on enhancing the availability of sex-disaggregated data for gender analysis to better inform gender-responsive climate policies, plans, strategies, and action; and activity A.3 calls for enhanced capacity-building for governments and other relevant stakeholders on the same. While activities E.1 and E.2 do not explicitly mention data, they call on the UNFCCC Secretariat to monitor and report on women in leadership positions within UNFCCC process, and the implementation of gender-responsive climate policies, plans, strategies, and actions, as reported by Parties.

⁵ Data2X and FemDev. (2023). Mapping Gender Data Gaps In Environment And Climate Change: A 2023 Update. Data2X. <https://data2x.org/resource-center/2023-mapping-gender-data-gaps-environment-and-climate-change/>

⁶ UN Women. (2023). Call to Action: Counting on a Sustainable Future for All through Gender and Environment Data. <https://data.unwomen.org/sites/default/files/documents/Publications/2023/Call-to-action-gender-environment-data.pdf>

⁷ Ibid.

WHAT HAS WORKED WELL AND COULD BE CONTINUED?

The inclusion of gender data within activity E.1 under the GAP has generated important evidence about women's participation and leadership within the UNFCCC process. Per this activity, the UNFCCC Secretariat regularly collects and publishes data on the gender and age composition of COP Party delegations and constituted bodies in its annual Gender Composition Report.⁸ Having this gender data is useful to assist Parties in tracking their progress towards the goal of gender balance in climate change governance, and has helped to make the case for more equal participation of women.

The COP26 Gender Composition Report further included an analysis of women's speaking time during plenaries and meetings, which was also disaggregated by age.⁹ While this additional case study did not enable analysis of the quality of women's participation, it did provide significant new data on the gendered nature and level of participation in the meetings studied. Repeating this case study in the future, and disaggregating data beyond a female/male binary, would enable deeper intersectional gender analysis—particularly of the participation of gender-diverse people.

WHAT HAS NOT WORKED WELL AND WHY?

The current GAP fails to integrate gender data in a meaningful, comprehensive, or robust way. Apart from activities A.3, D.7, E.1, and E.2, gender data collection and reporting are not referenced in any other GAP activities. This failure to reference gender data is not a reflection of its relevance or importance, but instead stems from a broader issue around the lack of corresponding targets or indicators for any of the activities under the GAP, which in turn prevents the Secretariat, Parties, and other relevant organizations from being able to monitor its implementation effectively. Instead, the GAP framework includes only corresponding outputs/deliverables for each activity, which are too vague in most cases to be measurable.

Overall, the GAP framework is exceedingly broad, leaving Parties with little direction on priority areas for increased gender data collection and analysis, and failing to hold Parties accountable for using gender data to inform national climate action plans, strategies, and policies.

WHAT ELSE MAY BE NEEDED TO FACILITATE GREATER GENDER INTEGRATION IN CLIMATE POLICIES, PLANS, STRATEGIES AND ACTION?

Looking beyond 2024, **Parties must recommend the development of a renewed Lima Work Programme and GAP.** A negotiated GAP that is both targeted and well-resourced is critical to advancing gender-responsive climate action. The current Lima Work Programme and GAP have been reasonably successful at ensuring that UNFCCC processes, decisions, and actions include gender considerations. This important work must be continued in order to support the overall goal of advancing gender equality and women's empowerment in the context of climate change.

A new GAP does not necessarily need to be more complex or more detailed, but it should include the addition of specific targets and indicators in order to enable more effective monitoring and evaluation, hold stakeholders accountable, and ultimately make the plan actionable. In addition to integrating gender data throughout the GAP framework, a new GAP should champion more and better gender data collection by Parties at the national level (e.g., within NAPs and NDCs).

⁸ UNFCCC. (2023). COP Gender Composition Report. https://unfccc.int/sites/default/files/resource/cp2023_04_adv.pdf

⁹ UNFCCC. (2022). COP Gender Composition Report. https://unfccc.int/sites/default/files/resource/cp2022_03E.pdf

A new negotiated GAP should further adopt the following recommendations:

- **Ensure that gender data is firmly anchored throughout the GAP framework:** Any future iteration of the GAP must be strengthened by establishing a more robust and specific gender-responsive indicator framework. Gender data should be treated as a pillar of the GAP itself, with a new section—in addition to responsibilities, timeline, deliverables/outputs, and level of implementation—that outlines clear targets and indicators for each activity under the GAP. Having well-defined targets and indicators in place will make the GAP more ambitious and enable more effective monitoring of its implementation. This can be accomplished with a few straightforward additions to the existing GAP framework, building on what already exists.
- **Identify priority areas for action to increase gender data collection:** The current GAP offers Parties little direction on priority areas for increased gender data collection, both in relation to UNFCCC processes and mechanisms and as related to improving the availability of quality gender-environment data worldwide. A future GAP can include additional guidance for Parties and an expanded set of priority areas to focus on—within NAPs, NDCs, etc.—as relevant to their national context. As a starting point, Data2X's [recent mapping exercise](#) identifies key gender data gaps and priorities for the environment and climate change, including land ownership and security; natural resource management; WASH; clean energy; environmental decision-making; disaster risk management; disaster-related mortality and morbidity; climate migration and displacement; SRHR; GBV; and unpaid care work.
- **Promote an intersectional approach to gender data disaggregation and analysis:** Some women, girls, and gender-diverse people are more vulnerable and affected by climate change than others because of poverty, disability, or other factors. This is why, wherever possible, a future GAP should encourage Parties to adopt an intersectional approach to gender data collection and analysis – for example, by disaggregating data by multiple dimensions to capture differences based on income, age, race, ethnicity, location (urban/rural), indigenous status, migration status, disability, and other relevant characteristics.
- **Ensure inclusive practices for gender data collection:** To ensure that a new GAP is as effective, equitable, and inclusive as possible, women, girls, and gender-diverse people must be directly involved in decision-making about the specific measures and indicators included in a new GAP framework. Data collection processes for indicators under each GAP activity should also be participatory and gender-inclusive. Further, a future GAP should move away from data collection and analysis focused exclusively on a male/female binary to also include gender-diverse people.
- **Make use of non-conventional data sources:** A new GAP can promote the use of non-conventional sources for the collection of gender data, including big data, geospatial information, citizen-generated data, and feminist participatory action research. These data sources hold enormous potential to help close gender data gaps,¹⁰ but are not recognized or leveraged in the current GAP framework.

¹⁰ Data2X. (2021). The Landscape of Big Data and Gender: A Data2X Update. <https://data2x.org/resource-center/the-landscape-of-big-data-and-gender-a-data2x-update/>

WHAT LINKAGES TO OTHER UNFCCC PROCESSES, MILESTONES OR TIMELINES MAY BE RELEVANT?

While the Enhanced Lima Work Programme and GAP took an important step toward advancing gender-responsive and human rights-based climate policy and action, the current monitoring framework is siloed from other UNFCCC procedures and milestones. **A renewed Lima Work Programme and GAP should include explicit references and links to other UNFCCC processes and mechanisms within its activities in order to better mainstream gender, and gender data, across relevant frameworks.** For example, a future GAP could include an activity supporting the development of voluntary guidance on gender data for reporting on Biennial Transparency Reports (BTRs) under the Paris Agreement.¹¹

In turn, **gender data must be directly incorporated to UNFCCC monitoring frameworks beyond the GAP.** This can involve establishing gender indicators within the UAE Framework for Global Climate Resilience (formerly the Global Goal on Adaptation) to track progress on adaptation, and taking action to enhance the measurement and reporting of gender equality metrics in the second Global Stocktake (GST).¹² It can also involve incorporating gender indicators in monitoring frameworks of key environmental conventions, declarations, and agreements, such as the Sendai Framework for Disaster Risk Reduction and its new Gender Action Plan,¹³ the UN Convention to Combat Desertification, and the Kunming-Montreal Global Biodiversity Framework and its Gender Plan of Action.

By establishing clear and explicit connections to these other UNFCCC processes and mechanisms within the GAP framework, a future GAP can serve as a more robust and holistic tool for monitoring the advancement of gender equality in the context of climate change.

11 In previous instances, Parties have supported a consortium of organizations to develop voluntary guidance for other UNFCCC reporting processes. See UNDP et. al, (2015). Gender Responsive National Communications Toolkit. <https://www.undp.org/sites/g/files/zskgke326/files/publications/UNDP%20Gender%20Responsive%20National%20Communications%20Toolkit.pdf>

12 Data2X. (2023). Gender Data for Climate Action: COP28 and Beyond. <https://data2x.org/resource-center/gender-data-for-climate-action-cop28/>

13 UNDRR. (2024). Gender Action Plan to Support Implementation of the Sendai Framework for Disaster Risk Reduction. <https://www.preventionweb.net/media/94610/download?startDownload=true>