

Data2X Submission to the UNFCCC:

Format and scope of the technical workshop to facilitate the design of gender action plan (GAP) activities, under the extension of the enhanced Lima work programme on gender

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. Our vision is a future where gender data guides smart policymaking for greater gender equality—including policies that support gender-responsive climate action.

Data2X welcomes the ten-year extension of the enhanced Lima Work Programme on Gender and looks forward to a productive technical workshop at SB 62 to facilitate the design of activities in a new Gender Action Plan (GAP). The workshop presents a key opportunity to shape the development of a new GAP that addresses the challenges, gaps, and priorities identified during the final review process.

Data2X is grateful for the opportunity to provide input on the format and scope of the technical workshop. Building on our [March 2024 submission](#) to the final review process, this submission advocates for using gender data to advance gender-responsive climate action under the new GAP. Specifically, we recommend that the workshop scope include dedicated sessions or discussions on designing a more robust approach to gender data collection, analysis, and reporting within GAP activities.

“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. \(2024\). Gender Data Must Strengthen UNFCCC’s Gender Action Plan at COP29 and Beyond.](#)
- [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: COP28 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 the 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.

Setting the stage for a new GAP: Unpacking the role of gender data in gender-responsive climate action

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

Gender data is essential to advance gender-responsive climate action under the Paris Agreement¹ because 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 Nationally Determined Contributions (NDCs),⁴ and long-term low-emission development strategies (LT-LEDs), 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 enhanced Lima Work Programme extension and its new 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 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

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 in regards 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>

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>

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 magnitude of 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 available 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. It also curtails opportunities to design interventions that apply to the whole of society.

GENDER DATA COLLECTION IN OTHER UNFCCC PROCESSES AND MECHANISMS

Despite these persistent gaps in knowledge—which stem from chronic underinvestment, low political will, and challenges with institutional coordination at the national level⁸—existing global policy frameworks provide a strong foundation to support and sustain gender data efforts, and have long established the importance of collecting gender data for gender-responsive climate action. For example:

- The monitoring framework for the [Sendai Framework for Disaster Risk Reduction](#) includes 13 indicators for which countries are recommended—but not required—to disaggregate data by sex, age, and disability, particularly those related to disaster impacts on people, livelihoods, and essential services.
- For 8 of the 33 indicators in the [Global Set of Climate Change Indicators](#), sex disaggregation is either explicitly recommended or strongly encouraged, including, for example, those tracking impacts on livelihoods and health, disaster-related displacement and mortality, and access to climate finance and technologies.
- The [Kunming-Montreal Global Biodiversity Monitoring Framework](#) Gender Plan of Action includes one headline gender indicator monitoring women’s participation in conservation leadership and access to land and resources, and seven complementary indicators on gender integration in biodiversity policies, women’s access to benefits and resources, and participation in Indigenous and local governance.

⁷ Ibid.

⁸ Data2X, FemDev and Local Development Research Institute. (2023). Building Political Will for Gender Data: Findings from 30 Countries. <https://data2x.org/resource-center/building-political-will-for-gender-data-findings-from-30-countries/>

- The [United Nations Convention to Combat Desertification](#) encourages countries to report on a gender-specific indicator measuring the proportion of women among land tenure rights holders.

While UNFCCC processes and mechanisms—such as National Adaptation Plans (NAPs), Nationally Determined Contributions (NDCs), and Long-Term Low Emission Development Strategies (LT-LEDs)—do not require countries to collect or report gender data, a range of voluntary guidance and technical support is available to support gender integration. Many countries are increasingly using these resources to voluntarily collect and report gender data on their climate change mitigation and adaptation efforts. For instance, the [Toolkit for a Gender-Responsive Process to Formulate and Implement NAPs](#), developed by the UNFCCC and NAP Global Network, emphasizes the use of sex-disaggregated data and gender-responsive indicators tailored to national contexts. These may include indicators tracking women’s participation in NAP processes or assessing the gender-differentiated impacts of adaptation actions. The [Gender Responsive Indicators](#) resource by the NDC Partnership offers practical guidance on assessing and developing gender indicators across sectors such as energy, transport, forestry, agriculture, water, and climate information services. Although gender considerations are not commonly included in LT-LEDs, there is growing recognition of the need for gender data to support inclusive long-term climate strategies, particularly in relation to just transitions and equitable access to low-carbon opportunities.

Where possible, the new GAP should build on and align with gender data already being collected under these global frameworks and UNFCCC processes and mechanisms, to enhance coherence, reduce duplication, and strengthen impact.

Input on the scope of the technical workshop to facilitate the design of activities in the new GAP

The technical workshop should incorporate reflections on how gender data has been integrated into existing GAP activities and its effectiveness, as well as new activities and mechanisms to better monitor progress and impact under the new GAP. This can include dedicated sessions or discussions focused on designing a more robust approach to gender data collection, analysis, and reporting.

The new GAP does not need to be more complex or more detailed, but it should include specific indicators to enable more effective monitoring and reporting of activities, hold stakeholders accountable, and ultimately make the plan more actionable and impactful. In addition to integrating data throughout the GAP framework, a new GAP should include dedicated activities that build capacity for more and better gender data collection at the national level, supporting more effective delivery of Parties’ other nationally agreed commitments (e.g., to aid gender mainstreaming within NAPs, NDCs, and LT-LEDs).

The following guiding questions and focus areas should be covered during the workshop:

HOW IS GENDER DATA INTEGRATED IN EXISTING GAP ACTIVITIES?

The existing 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 the UNFCCC process, and the implementation of gender-responsive climate policies, plans, strategies, and actions, as reported by Parties.

WHAT HAS WORKED WELL AND SHOULD BE CONTINUED?

The inclusion of gender data within activity E.1 under the existing GAP has generated consistent 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.⁹ 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 (versus men's) speaking time during plenaries and meetings, which was also disaggregated by age.¹⁰ 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 the 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 existing 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 existing GAP, which in turn prevents the Secretariat, Parties, and other relevant organizations from being able to monitor its implementation effectively. Instead, the existing GAP framework includes only corresponding outputs/deliverables for each activity, which are too vague in most cases to be measurable.

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

WHAT NEW ACTIVITIES COULD ENHANCE IMPLEMENTATION AND PROGRESS?

Enhance Parties' capacity to collect gender-environment data through in-session workshops

The existing GAP offers Parties little direction on priority areas for increased gender data collection, both in relation to UNFCCC processes and mechanisms and in improving the availability of gender-environment data globally. To address this, the new GAP should build upon existing activities A.3 and D.7 and recommend a new activity establishing a Party-led capacity-strengthening workshop series, to be held at regular intervals throughout the ten-year timeframe. These workshops could provide an opportunity for Parties to share knowledge, experience, and best practices in strengthening the collection and use of gender-environment data—both within the scope of UNFCCC processes and mechanisms and across national systems.¹¹

9 UNFCCC. (2024). COP Gender Composition Report. <https://unfccc.int/documents/640697>

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

11 As a starting point, Parties might consider the following priority areas outlined in Data2X's recent publication on Mapping Gender Data Gaps in the Environment and Climate Change: 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.

Strengthen monitoring and reporting through voluntary annual progress reports

To strengthen monitoring and reporting under the GAP, a new activity under Priority Area E could encourage Parties to voluntarily submit annual progress reports on activities and indicators. This process could be supported by the Secretariat through the development of voluntary reporting guidance and templates. Modeled after the Voluntary National Reviews at the annual UN High-Level Political Forum on Sustainable Development, this approach would allow for regular, flexible, and Party-driven contributions, enhancing transparency, peer learning, and momentum for implementation. Over time, the accumulation of these reports could provide a rich evidence base to inform intermediate reviews of GAP implementation and broader gender-responsive climate action.

HOW CAN WE BETTER MONITOR THE PROGRESS AND IMPACT OF ACTIVITIES UNDER THE NEW GAP?

Create a gender-responsive indicator framework

The new GAP must be strengthened by creating a 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 indicators for each activity under the GAP. Having well-defined indicators in place will make the new GAP more ambitious and enable more effective monitoring of progress over time. This can be accomplished with a few straightforward additions to the existing GAP framework, building on what exists and leveraging data already collected under other global frameworks and UNFCCC processes and mechanisms, such as those mentioned above.

Embed review processes and align reporting timelines

Under the new 10-year work programme, GAP activities and indicators should be tracked regularly. This can include a comprehensive intermediate review at the five-year mark to assess progress, challenges, and areas for improvement. To enhance coherence and efficiency, reporting timelines under the new GAP could be aligned with existing reporting processes under the Paris Agreement—such as NAPs, NDCs, LT-LEDs, and Biennial Transparency Reports (BTRs)—and broader stocktaking exercises, including the Global Stocktake (GST). For example, the midpoint review could take place in 2029, drawing on GST-2 and the information contained in countries' third BTRs, and the final review could occur in conjunction with GST-3.

Establish a technical committee

Given the importance of systematically monitoring GAP activities, a technical committee should be established to lead the development of the gender-responsive indicator framework and support the implementation of the intermediate and final review processes. To be meaningful and inclusive, this committee or body would need to be carefully designed to incorporate diverse perspectives, including Parties, national gender and climate change focal points, civil society, and ideally, women, girls, and gender-diverse people from communities affected by climate change.

HOW CAN WE PROMOTE GENDER-RESPONSIVE AND INCLUSIVE APPROACHES FOR DATA COLLECTION IN THE NEW GAP?

Ensure a participatory and intersectional approach to gender data collection and analysis

To ensure the new GAP is effective, equitable, and inclusive, women, girls, and gender-diverse people must be directly involved in decision-making about the specific indicators included in its framework. Data collection processes for indicators under each GAP activity should also be participatory and gender-inclusive. This includes moving beyond a male/female binary in data collection and analysis to explicitly include gender-diverse people.

Further, 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, the new 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.

Make use of non-conventional data sources

The new GAP can promote the use of non-conventional sources for the collection of gender data, including big data, geospatial information, community (citizen)-generated data, and feminist participatory action research. These data sources hold enormous potential to help close gender data gaps, but are not recognized or leveraged in the existing GAP framework.

Conclusion

This submission recommends the use of gender data to advance gender-responsive climate action under the new GAP. Specifically, we suggest that the SB 62 technical workshop include reflections on how gender data has been integrated into existing GAP activities and its effectiveness, along with the design of new activities and mechanisms to better monitor progress and impact. This could include dedicated sessions on strengthening gender data collection, analysis, and reporting.

The following activities are highlighted as priorities:

- Enhancing Parties' capacity to collect gender-environment data through regular in-session workshops throughout the ten-year timeframe;
- Strengthening monitoring and reporting through voluntary annual progress reports, supported by Secretariat-issued guidance or templates;
- Creating a robust, gender-responsive indicator framework to systematically track GAP activities, leveraging data already collected under other global frameworks and UNFCCC processes and mechanisms;
- Embedding intermediate and final review processes aligned with other UNFCCC reporting timelines; and
- Establishing a technical committee to develop and oversee the indicator framework and review processes.

These actions are critical to ensuring that the new GAP is effective, measurable, and inclusive.