

Gender responsive language in the GST

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*This advice is provided in response to **Query 54/23***

Query:

- 1) Please review submissions to the GST to identify and summarise inclusion of gender (inc. LWPG).
- 2) On the basis of those submissions, please recommend how gender could be included in GST1 outputs, and where under the current headings.
- 3) Please detail other ways, if any, in which gender could be considered as part of the GST1 outputs.

Advice

1. Preliminary points

This query was received prior to the publication of the first draft of the GST1 text by the Co-Chairs. While we have referred to parties' written submissions to the GST prior to the commencement of SBSTA 59/ SBI 59 we have focussed mostly on the parties' oral interventions in response to the first draft of the proposed text (published on 1 December 2023)¹ during informal consultations, and how these have been reflected in the second draft of the proposed text (published on 5 December 2023).²

At the time of writing, the time of writing on 6 December, the first round of informal consultations on the first draft of the text have concluded and a second draft of the text has been circulated. Parties met between 5-6 December in informal consultation to finalise a new draft. Recent sessions have emphasised the limited time available and have asked Parties to be succinct with their interventions. We enclose with this advice a redline comparison between versions 1 and 2 of the draft text for your ease of reference.

The proposed texts circulated by the Co-Chairs have been formulated as 'building blocks' that include various drafting options for the Parties' consideration.

Finally, we have broadened the scope of the query to capture references to and discussion of the role of 'women' as well as 'gender'. Please note that none of the parties' submissions refer to the Enhanced Lima Work Programme on Gender (the **LPWG**).³

2. Review and summary of submissions to the GST referring to gender

Written submissions prior to COP28

Prior to the commencement of COP28, in total 16 parties (15 countries and the EU) made submissions to the Global Stocktake (**GST**) that refer to 'gender'. Written submissions referring to 'gender' were received from Australia, Pakistan on behalf of G77 and China, Iceland, Norway, Colombia on behalf of AILAC, the UK, the USA, India, Japan, the EU, Samoa on behalf of AOSIS, Guatemala, Switzerland on behalf of the EIG, New Zealand, and Cuba on behalf of G77 and China (the **Submissions**). Some parties, including the USA, UK, Australia, and Norway, raised gender in more than one submission. Lists setting out dates of, links to, and summaries the interventions is included as Annex 1 -3 to this advice.⁴ In short, the following written submissions referred to gender:

- 7 party submissions made as inputs to the technical dialogues of the GST; and
- 12 party submissions to the GST pursuant to the invitation by the Subsidiary Body for Scientific and Technological Advice (**SBSTA**) and Subsidiary Body for Implementation (**SBI**) in FCCC/SB/2023/L.3, para. 8 (a) to present views on elements for the consideration of outputs component of the first GST. For the purposes of the queries, these submissions are more salient since they are indicative of the parties' views on the elements of the GST.

¹ See SBSTA 59 agenda item 5/ SBI 59 agenda item 8, 'matters relating to the global stocktake under the Paris Agreement' version 1/12/2023 2:00 here: [Matters relating to the global stocktake under the Paris Agreement | UNFCCC](#)

² See SBSTA 59 agenda item 5/ SBI 59 agenda item 8, 'matters relating to the global stocktake under the Paris Agreement' version 5/12/2023 5:00 here: [Matters relating to the global stocktake under the Paris Agreement | UNFCCC](#)

³ See [The Enhanced Lima Work Programme on Gender | UNFCCC](#).

⁴ Based on data collected from the GST Explorer tool (<https://gst1.org/>).

The following table consolidates the submissions on the inclusion of gender-related concerns in different elements of the GST outcome.

	Element of GST Outcome (including Paris Agreement reference)	Gender mentioned by
A	Preamble	EU & Spain on behalf of EU Member States
B	Context and cross-cutting considerations	Japan, EU & Spain on behalf of EU Member States, Samoa on behalf of AOSIS, Switzerland on behalf of EIG, United Kingdom, New Zealand
C.1.	Mitigation (Art. 2.1a, 4)	EU & Spain on behalf of EU Member States, Guatemala & AILAC, Australia
C.2.	Adaptation (Art. 2.1b, 7)	India, US, EU & Spain on behalf of EU Member States, Guatemala on behalf of AILAC
C.3.	Finance flows (Art. 2.1c) and means of implementation and support (Art. 9,10,11)	EU & Spain on behalf of EU Member States, Australia, Cuba on behalf of G77 and China
C.4.	Efforts related to Loss and Damage (Art. 8)	EU & Spain on behalf of EU Member States, Switzerland on behalf of the EIG
C.5.	Efforts related to response measures (Art. 4.15)	Australia
D.	Enhancing international cooperation for climate action	-
E.	Guidance and way forward	Australia

Parties' oral and written submissions to the Co-Chairs during informal consultations have similarly raised the topic of 'gender' in almost every stream of GST1, reflecting the view that 'gender' is a cross-cutting issue.

3. Summary of submissions during CMA5/COP28 and recommendations on where gender could be included in GST1 Outputs

Many parties (representing a variety of developing and developed parties) view gender equality as an intersectional issue that may have a place in each stream of the GST1. We explore below how gender or 'women' may arise, based on parties' written and oral submissions, in the GST1 output.

Gender equality as a preambular and cross-cutting consideration in GST1

Gender equality will almost certainly feature in the preamble and as one of the cross-cutting considerations in section A of GST1. Its inclusion here was framed by a question posed by the SB Chairs for the Technical Assessment component of GST1 regarding 'Cross-cutting Guiding Questions', which asked:

"19. How is climate action respecting, promoting and considering Parties' respective obligations on human rights, the right to health, the rights of indigenous peoples, local

*communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity?*⁵

A diverse and broadly representative group of parties (Japan, EU & Spain on behalf of EU Member States, Samoa on behalf of AOSIS, Switzerland on behalf of EIG, United Kingdom, and New Zealand) included references to gender in the cross-cutting sections in their written submissions.

As such, the first draft of the GST1 text referenced ‘gender’ or ‘women’ in the preamble and cross-cutting considerations sections.⁶ The Preamble read:

“Reaffirming that climate change is a common concern of humankind and that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to a clean, healthy and sustainable environment, the right to health, the rights of Indigenous Peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.” (emphasis added).

The cross-cutting considerations section read:

“7. Re-affirms that sustainable and just solutions to the climate crisis must be founded on meaningful and effective social dialogue and participation of all stakeholders, including Indigenous peoples, local communities and governments, women, youth and children, and notes that the global transition to low emissions provides opportunities and challenges for sustainable economic development and poverty eradication.” (emphasis added).

During the first round of informal consultation on the draft text, the proposed wording in the preamble regarding “gender equality, empowerment of women and intergenerational equity” and in the cross-cutting considerations section regarding the participation of “women” was not challenged. In fact, when discussing the cross-cutting considerations section, several countries suggested various additional references to gender and intergenerational equity (as well as human rights, Indigenous Peoples, and the right to development).

The wording relating to ‘gender’ in the Preamble was not substantively amended, reading:

~~“Reaffirming~~ *Acknowledging that climate change is a common concern of humankind and that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to a clean, healthy and sustainable environment, the right to health, the rights of Indigenous Peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity”.*

The cross-cutting section had similarly few amendments to the existing provisions addressing gender or women:

⁵ Guiding questions by the SB Chairs for the Technical Assessment component of the first Global Stocktake (Revised questions), 18 February 2022, available at https://unfccc.int/sites/default/files/resource/Draft%20GST1_TA%20Guiding%20Questions.pdf.

⁶ See SBSTA 59 agenda item 5/ SBI 59 agenda item 8, ‘matters relating to the global stocktake under the Paris Agreement’ version 1/12/2023 2:00 here: [Matters relating to the global stocktake under the Paris Agreement | UNFCCC](#)

“10. *Reaffirms* that sustainable and just solutions to the climate crisis must be founded on meaningful and effective social dialogue and participation of all stakeholders, including Indigenous Peoples, local communities and governments, women, youth and children, and *notes* that the global transition to low emissions and climate resilient development provides opportunities and challenges for sustainable economic development and poverty eradication”

Gender equality in mitigation provisions of GST1

Despite the written submissions of the EU & Spain on behalf of EU Member States, Guatemala on behalf of AILAC, the UK, and Australia, the first draft of the mitigation section of the GST1 text made no reference to women or gender. We are not currently aware of any interventions during the first informal consultations on the mitigation stream of GST1 raising this point.

In the second iteration of the draft text (or “tool”), a new paragraph 21 stated:

21. *Recognizes* the important role and active engagement of non-Party stakeholders, particularly civil society, business, financial institutions, cities and other subnational authorities, Indigenous Peoples, local communities, women, youth and children, in contributing to the significant collective progress towards ~~achieving~~ the Paris Agreement temperature goal, including progress through other relevant intergovernmental processes;

Gender equality in adaptation provisions of GST1

Adaptation is a key entry point for gender-related concerns in the GST output. The addendum to the synthesis report of the technical assessment component of the GST highlights the salience attached by Parties to and the general importance of gender-sensitive and gender-inclusive approaches in Parties’ pursuance of transformational adaptation.⁷

In this context it is unsurprising that several parties objected to the omission of references to ‘gender’ or ‘women’ in the first draft of the GST1 text on adaptation. Developed and developing countries alike called for the inclusion of references to gender, human rights, Indigenous rights, and youth, with Canada calling in general for more “*gender-sensitive language*”, Norway calling for a human rights based approach to and inclusion of references to women and children into paragraph 42, and Ghana on behalf of African Group calling for the alignment of proposed paragraph 42 with Article 4.2 of the Paris Agreement, in particular its reference to ‘gender’. Proposed paragraph 42 read “Also recognizes the important role of local communities and Indigenous Peoples, in addition to Parties, in delivering locally appropriate adaptation action.”

Accordingly, in the second draft text, paragraph 42 was amended (in new paragraph 66) as follows:

66. *Also recognizes* the ~~important role of~~ importance of meaningful participation of Indigenous Peoples, local communities ~~and Indigenous Peoples,~~, migrants, women, children, persons with disabilities and people in vulnerable situations in addition to Parties, in ~~delivering~~ developing and implementing locally appropriate adaptation action;

Gender was also recognised in new paragraph 67 (formerly 43) in the context of recognising that country-driven gender-responsive adaptation can help mitigate impacts and losses:

⁷ Secretariat, Addendum to the synthesis report for the technical assessment component of the first global stocktake, 17 April 2023, available at https://unfccc.int/sites/default/files/resource/GST_SR_23b_Addendum_Final_20230417.pdf#page=7, [29]-[31].

67. *Notes* that integrated solutions, such as land-use management and nature conservation, not only reduce emissions but also offer economic, social and environmental benefits like such as improved health wellbeing, and that adaptation can mitigate impacts and losses, as exemplified by the effectiveness of early warning systems part of a country-driven gender-responsive, participatory and fully transparent approach, building on best available science as well as Indigenous knowledge and local knowledge;

Gender in Loss & Damage provisions of GST1

In the context of GST1's provisions on Loss & Damage, Norway highlighted "*deficiencies*" in the proposed text regarding the important role of stakeholders in sustainable and successful loss and damage measures and proposed a paragraph securing the participation of local communities, women, children, youth, and Indigenous people. Australia welcomed Norway's submissions on the involvement of non-party actors, including women, youth and Indigenous peoples, and the EU similarly called for an extra paragraph in the loss and damage provisions addressing gender and human rights.

The first draft wording on loss and damage made no reference to women or gender, but was mentioned in two new paragraphs in the second iteration:

135. *Also recalls* the recognition of the importance of particularly vulnerable developing countries and segments of the population that are already vulnerable owing to geography, socioeconomic status, livelihood, gender, age, indigenous or minority status, or disability, as well as the ecosystems they depend on, in responding to loss and damage associated with climate change impacts;

136. *Stresses* the importance of a human rights-based, gender-responsive and conflict-sensitive approaches to loss and damage;

Gender in response measures provisions of GST1

The first draft of the GST1 text on 'response measures' made no reference to women or gender, although it does reference cooperation with 'stakeholders' in proposed paragraph 94, which we imagine would include women.⁸ Switzerland called for an inclusion in the proposed paragraph 95 more wording on a human rights based approach to a just transition, considering the rights of minorities, gender, intergenerational equity, wellness, education opportunities and more.

Despite this, there were no additional references to gender or women in the response measures provisions in the second draft of the text.

Gender in GST1 provisions on international cooperation

The first draft of GST1 text on 'international cooperation' similarly made no reference to women or gender, but there were calls for its inclusion by developed and developing countries. Switzerland wanted the GST1 text to reflect the essential role of women in addressing climate change and, more specifically, Colombia proposed an amendment to draft paragraph 98 supporting the inclusion of language on women, youth, children and Indigenous people and their important roles. Paragraph 98

⁸ Draft paragraph 94 reads "94. *Calls on the Forum and its KCI to intensify their efforts in implementing the recommendations outlined in decisions to effectively address the effects of the implementation of response measures under the Paris Agreement by enhancing cooperation among Parties, stakeholders, external organizations, experts and institutions, by enhancing the capacity and the understanding of Parties of the impacts of mitigation actions and by enabling the exchange of information, experience and best practices among Parties to raise their resilience to these impacts*".

read: *“98. Recognizes the important role of Indigenous Peoples, local communities, cities and civil society, including youth and children, in addressing and responding to climate change and highlights the urgent need for multilevel and cooperative action in this regard”.*

Paragraph 98 was duly amended in the second iteration of the draft text (as new paragraph 177) as follows:

177. *Recognizes the important role and active engagement of non-Party stakeholders, particularly civil society, business, financial institutions, cities and subnational authorities, of Indigenous Peoples, local communities, women and ~~civil society, including youth and children,~~ in contributing to the progress on addressing and responding to climate change and enhancing ambition and highlights the urgent need for further multilevel, gender-responsive and cooperative action in this regard;*

Although there is no direct reference to women or gender, the following paragraph 178 welcomes *“the leadership and efforts of the high-level champions to support the effective participation of non-Party stakeholders in the global stocktake”.*

Gender in GST1 Provisions on ‘Guidance and way forward’

There was no reference to gender in the first draft of GST1’s final provisions regarding ‘guidance and way forward’. However, continuing the clear trend calling for the inclusion of women and other stakeholders in GST1 text, several parties, including Australia and the US, proposed amendments to initial paragraph 106. Paragraph 106 read: *“106. Acknowledges the critical role of multilateralism and encourages unity in efforts to address climate change, informed by the outcomes of the first global stocktake, to reflect on the gaps in efforts to implement the Paris Agreement and to find solutions for enhancing the delivery of climate action and support”.*

Australia proposed amending draft paragraph 106 to incorporate a more gender-responsive rights approaches based on the AR6 report.

Finally, emphasising the importance of gender and noting that there is ‘no space’ for it under the Paris Agreement, the USA in its closing submissions suggested using the GST1 outcomes to introduce a Gender Action Plan to the Paris Agreement.

There were substantial amendments and additions to ‘the way forward’ section in the second draft text. Notably, the ‘list of ideas of Parties that need further refining’ included 7 new references to ‘gender’, which are extracted below:

“Encourages Parties to:

[...]

- *Consider gender-responsive and rights-based approaches in the consideration of the global stocktake outcomes;*
- *Adopt the Enhanced Lima Work Programme on Gender and its Gender Action Plan for application mutatis mutandis to the implementation of gender-related decisions and mandates under the Paris Agreement;”*

“Invites the scientific community to:

[...]

- *Requests relevant constituted bodies, to strengthen the mainstreaming of a gender perspective and inclusiveness in their work, with a view to ensure a more efficient,*

gender-responsive and human-rights based climate action, and to provide input to the GST 2;"

"Requests the UNFCCC secretariat to:

[...]

- Add a standing item on gender and climate change as part of the sessions of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;"

4. Other ways in which gender could be considered as part of the GST1 outputs.

The topic of gender has been raised elsewhere in the context of access to finance and is closely linked to the issue of equity, including intergenerational equity. As such, there may be scope for the inclusion of gender into the section of GST1 addressing a just transition.

Gender-responsive climate finance

Several non-party stakeholder submissions to the GST highlighted the gender inequalities in relation to accessing climate finance. For example, Climate Action Network- International (CAN)⁹ submission, in relation to 'gender-responsive and human rights-based climate finance, called for recognition of the fact that "most of the current climate finance provided is *not based on comprehensive human-rights and gender assessments*, or recognizing the *intersectionality of multiple discriminations and exclusions*, and thus fails to adequately take the needs and priorities of differentially affected and often marginalised communities and people, *including women and diverse gender groups*, Indigenous Peoples, youth and people living with disability into account in the design, implementation and monitoring and evaluation of funded climate actions." (emphasis added).

The International Development Law Organization's submission¹⁰ similarly calls for "particular attention" to be "paid to addressing gender inequalities in climate finance: only 3% of climate finance from OECD Development Assistance Committee members specifically addresses gender equality as a primary target,¹¹ while women-led environmental activism only receives 3% of global philanthropic funding.¹²"

The nexus between gender and climate finance was not raised in party written submissions to the GST and has not (so far as we are aware) been raised by parties in the GST negotiation. However, in the High-level Ministerial on the GST Findings on Adaptation, Mwanahamisi Singano, Women's Environment and Development Organization, called for including references to women in the GST text and making finance accessible to women.

Importance of gender-disaggregated data

The CAN submission provided useful suggestions to parties on the role of gender, noting that: "The GST decision should:

⁹ Climate Action Network Submission: Views on the Elements for the Consideration of Outputs Component of the First Global Stocktake, September 2023, https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202309191137---CAN_GST.pdf#page=1.

¹⁰ IDLO, Submission from the International Development Law Organization (IDLO) in response to the call for inputs by the Chairs of the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation to the first Global Stocktake pursuant to Decision 19/CMA.1, paragraph 19, 6 March 2023, <https://unfccc.int/sites/default/files/resource/202303061714---IDLO%20Submission%20to%20the%20First%20GST.pdf#page=4>.

¹¹ IDLO, [Climate Justice for Women & Girls: A Rule of Law Approach to Feminist Climate Action](#) (2022), 14.

¹² G7 Gender Equality Advisory Council, [Report of the G7 Gender Equality Advisory Council](#) (2021).

- *Urge Parties to scale up the generation and use of gender-disaggregated data to adequately analyse and respond to the gender-differentiated impacts of climate change, and integrate gender disaggregated baselines, targets and approaches into countries' climate change planning, reporting and accountability frameworks. Urge Parties to recognize and protect (the role of) women and girls as agents of change in climate action by promoting their leadership and expertise, supporting their full, equal, and meaningful participation in decision-making processes, and addressing intersectional gender-based barriers that limit their contribution to climate policy and action.*
- *Urge Parties to identify gaps in gender mainstreaming in climate policies and programs, and provide recommendations for integrating gender considerations and gender indicators into all topics, including mitigation, adaptation and loss and damage, at all stages of the policy and program cycle.*
- *Ensure that the means of implementation, such as finance, technology transfer, and capacity-building, are gender-responsive (transformative?), and support the needs and priorities of women and other marginalised groups.*
- *Ensure monitoring and reporting encompasses the engagement of women and girls in the national and global GST processes, including identifying gaps and challenges, to inform the next round of the global stocktake."*

However, this has not been raised by parties during the GST informals, and the availability and quality of gender-disaggregated data in relation to each of the elements of the GST outcome might make meaningful incorporation of gender-related concerns in the GST's assessment of the collective progress difficult.

5. Summary

In summary, there have been strong calls for the inclusion of gender in most elements of GST1. It has been raised by a range of developed and developing countries, although most frequently by Norway and Canada.

It will almost certainly be included as a 'cross cutting consideration' and is likely to be retained in the 'adaptation' and 'loss and damage' sections. It remains to be seen whether gender whether the Gender Action Plan will be introduced through the GST, as these sections are still to be debated by Parties. It is more likely, based on the parties' written submissions, oral interventions and the latest draft of the text, that gender will be raised in wording addressing the wider inclusion of civil society representatives and stakeholders, typically youth, indigenous peoples, local communities and women. There will also likely be references to "gender-responsive" measures.

A new draft text of GST1 is expected soon, whereupon we would be happy to update this advice.

Annex 1 – Summary of Submissions of Parties to GST referring to ‘gender’ Submissions made as inputs to the GST technical dialogue

Submitting Party	Submission made on behalf of	Date
<u>Australia</u>	n/a	1 April 2022
<u>Pakistan</u>	Group of 77 (G77) and China	25 May 2022
<u>Iceland</u>	n/a	5 August 2022
<u>Norway</u>	n/a	18 October 2022
<u>Colombia</u>	Independent Association of Latin America and the Caribbean (AILAC)	18 October 2022
<u>United Kingdom</u>	n/a	30 November 2022*
<u>United States of America</u>	n/a	24 April 2023*

Submissions after invitation of views on elements of the GST output

Submitting Party	Submission made on behalf of	Date
<u>India</u>		15 September 2023*
<u>Japan</u>		15 September 2023
<u>United States of America</u>		16 September 2023*
<u>European Union, Spain</u>	Member States of the European Union	19 September 2023
<u>Norway</u>		19 September 2023
<u>Samoa</u>	Alliance of Small Island States (AOSIS)	19 September 2023
<u>Guatemala</u>	AILAC	20 September 2023
<u>Australia</u>		20 September 2023
<u>Switzerland</u>	Environmental Integrity Group (EIG)	21 September 2023
<u>United Kingdom</u>		22 September 2023*
<u>New Zealand</u>		25 September 2023*
<u>Cuba</u>	G77 and China	02 October 2023*

Annex 2 – Extracts of the Parties’ submissions on inputs to the technical dialogues of the GST

Australia

Date: 1 April 2022

Context: This submission was made as an input for the first Technical Dialogue of the GST. It shares Australia's experiences in implementation that supports collective progress towards achieving the goals of the Paris Agreement including those listed under Article 2.1 and the global goal on adaptation established by Article 7.1.

Extract:

Text under the section with heading- '**Adaptation**'

'Australia is also contributing to collective progress towards averting, minimising and addressing Loss and Damage. Australia is engaging with partners to identify areas for future action, to improve access to finance, technology and capacity building, and to enhance the effectiveness, quality and impact of our investments. We support efforts to enhance the alignment of the humanitarian and development systems of the UN, in order to achieve better outcomes for vulnerable people. Our work has a focus on enhancing regional approaches, and raising the profile of gender and social inclusion in our climate programs.'

Pakistan on behalf of the Group of 77 and China

Date: 25 May 2022

Context: This submission was made as a 'collective input' for the first Technical Dialogue of the GST.

Extract:

Text under the heading- '**Key issues for consideration during the GST: The science-policy interface, equity, and means of implementation**'

'In this context, as the IPCC notes, "ambitious mitigation pathways imply large and sometimes disruptive changes in economic structure, with significant distributional consequences, within and between countries. Equity remains a central element in the UN climate regime, notwithstanding shifts in differentiation between states over time and challenges in assessing fair shares. [...] Integrated policy packages can improve the ability to integrate considerations of equity, gender equality and justice.' [citing IPCC, Climate Change 2022: Mitigation of Climate Change – Summary for Policymakers (2022), para. D.3.2.]

Iceland

Date: 5 August 2022

Context: This submission was made subsequent to the first Technical Dialogue, to 'draw attention to the examples of geothermal utilisation and new CCS technology which have been developed due to national circumstances in Iceland, circumstances that can be found elsewhere in the world and have scale-up potential.'

Extract:

Text under the heading- '**Capacity building – Geothermal Training Programme**'

'In line with the gender equality policy of the Government of Iceland and the SDGs, the Geothermal Training Programme supports gender equality in its cooperation countries through a gender-based candidate selection as well as gender equality consideration in all its operations.'

Norway

Date: 18 October 2022

Context: This submission was made after the first Technical Dialogue. It recalls experiences from the first technical dialogue and provides suggestions for the future sessions.

Extract:

Text under the heading- '**Equity perspectives in the technical dialogue**'

'When it comes to how equity should be reflected in the technical dialogue, we believe we need to treat equity more broadly, and thus go beyond historical and burden sharing aspects. The following equity perspectives should be added to the discussion:

- Equal access to the opportunities that lies in a zero-emission pathway.
- Engaging and involving different stakeholders in climate policy making at local, national, regional and international levels.
- Just transition of the workforce and the creation of decent work and quality jobs.'

[...]

'On engaging and involving different stakeholders: [...] different stakeholders must be involved in the decision-making process, including, among others, civil society, children, youth and indigenous peoples. The IPCC WGII report emphasises that inclusive governance that prioritises equity and justice in adaptation planning and implementation leads to more effective and sustainable adaptation outcomes. Furthermore, that vulnerabilities and climate risks are often reduced through carefully designed and implemented laws, policies, processes, and interventions that address context specific inequities such as based on gender, ethnicity, disability, age, location and income.'

Colombia on behalf of AILAC:

Date: 18 October 2023

Context: This submission was made prior to the second technical dialogue, for consideration throughout all technical dialogues under the first GST.

Extracts (Text under various headings formatted in bold):

'A) Overall rationale and approach to the GST'

'10. To achieve such a just transition, it is essential to move towards a transformation of our societies.
[...]

11. This process of transformation should seek, through social dialogue and collective empowerment, that society becomes more resilient and equitable so it can face the social, ecological and climatic crises. The [just] transition requires that the productive sectors be innovative and sustainable and that decent work, gender equality and territorial and intergenerational equity, climate resilience and social and environmental justice be ensured. All this to achieve ecological balance and the physical, mental and social well-being of people.

12. One of the main characteristics of this vision of the just transition is to promote the mainstreaming of the ecological approach in the functioning of the State, as an overarching vision of the activities carried out by government entities, in addition to the involvement of local communities in its development. For this reason, specific institutional arrangements can be considered for the coordination of government actions across areas with competences in environmental, economic, social and gender equity matters. Similar approaches could apply at local level in a manner that allows civil society, private sector, and regional and local authorities to actively participate in the transition process.'

'D) GST messages re ADAPTATION AND LOSS AND DAMAGE'

'48. The IPCC also advanced a new framing to allow for an improved ex ante assessment of the potential contribution of a wide range of adaptation-related options to adaptation success or maladaptation, which could be very useful for decision-making. Under this framing, successful adaptation and maladaptation form the two ends of a continuum of risk management strategies and adaptation options can be assessed according to the following criteria: 1) benefits to human systems (number of people); 2) benefits to ecosystems or ecosystem services; 3) benefits to equity (marginalised ethnic groups, gender, low-income populations); 4) transformational potential; and 5) contribution to GHG emission reductions. According to an assessment made by the IPCC, no option is located at one or the other end of the continuum, showing that all options have some maladaptation potential, that is trade-offs. Among the assessed options, "coastal infrastructure" showed the highest risk for maladaptation, while the options most widely associated with successful adaptation were "natural restoration", "social safety nets", "change of farm/fishery practice" and "change of diets/reducing food waste".'

United Kingdom

Date: 30 November 2022

Context: This submission follows the call for inputs made in decision 19/CMA.1 and reiterated at SB56. It outlines the UK's approach to and experience of climate solutions both domestically and in collaboration with other parties and non-party stakeholders.

Extracts (Text under various headings formatted in bold):

UK climate governance → Mitigation

'The UK has strengthened its NDC with information on delivery of our target and by making the following updates in line with international best practice and the Paris Agreement rulebook:

[...]

- We have included more detail on the UK's approach to gender, green skills, public engagement, Just Transition and how the UK is supporting other countries with delivery of their NDCs.'

Domestic Implementation

‘We are committed to monitoring the impacts of our climate and clean energy policies, and any disparities which arise, to assess the need for targeted support for disproportionately impacted groups, in line with the UNFCCC Gender Action Plan and domestic law. Public authorities must fulfil responsibilities set out under the UK’s Equality Act (2010), which covers a range of protected characteristics. As a result, the UK’s NDC and Adaptation Communication both feature gender equality and inclusivity.’

Domestic Implementation → Sectoral Transitions → Energy

‘The United Kingdom is a strong advocate for advancing gender equality and diversity in the energy sector. We are signatories to the Clean Energy Ministerial Initiative, Equality in Energy Transitions, and the Equal by 30 Campaign, to support work to close the pay gap, improve female representation in senior roles and widen opportunity for women in the global clean energy sector by 2030.’

Domestic Implementation → Sectoral Transitions → Gender Responsive Climate Policy

‘The impacts of climate change are disproportionately felt by women, as well as girls who are set to experience more extreme weather than previous generations. We recognise that gender mainstreaming through all relevant targets and goals in activities under the Convention and the Paris Agreement will make an important contribution to increasing their effectiveness, fairness and sustainability.’

As part of our Net Zero Strategy, the UK committed to introduce inclusive climate policies, Action for Climate Empowerment and support for the UNFCCC Gender Action Plan. The UK is also driving inclusive action by championing increased gender representation across.’

International Collaboration → Sectoral Transitions → Inclusion

‘As the COP26 Presidency, the UK Government has raised ambition from other countries to enhance gender-responsive and inclusive climate action in their national contexts, and to learn from and amplify the good practices of other countries and observer organizations.’

International Collaboration → Energy

‘The UK authored International Just Transition Declaration was signed by over 30 donor countries, covering a huge proportion of global international public financing, the first ever declaration to support the conditions for a just transition internationally to create green jobs that recognise and promote the inclusion of all, such as: Indigenous Peoples, gender and disability inclusion, intergenerational equity, young people and workforce in carbon-intensive industries.’

We support others enhancing gender-responsive climate action in their national contexts and encourage countries to engage with initiatives that promote this action. This could include the Equality in Energy Transitions initiative and the Equal by 30 Campaign.’

International Collaboration → Finance → Responding to challenges faced by the most vulnerable

‘Embedding principles of inclusivity in finance. We will strengthen socially and disability-inclusive climate action within the UK’s ICF portfolio, and increase the proportion of our ICF that has gender equality as a principle or significant objective (as defined by the OECD Dac Gender Equality Policy Marker).’

United States of America**Date:** April 2023**Context:** This submission contains the US' views to the third and final Technical Dialogue.**Extract** (Text under headings formatted in bold):**Key Messages to be reflected in the GST outputs → Adaptation → Collective progress towards achieving Article 2.1(b) and Article 7.1**

'[Parties' and stakeholders' progress towards enhancing adaptive capacity, strengthening resilience, and reducing vulnerability since the adoption of the Paris Agreement] has come through a variety of context-specific national and local level actions to increase resilience to a changing climate. We have seen improvements to planning processes and enhancements of adaptation action, including through the development and implementation of national adaptation plans, adaptation communications, and other strategies by many Parties. For example, according to the 2022 UNEP Adaptation Gap Report, at least 84 percent of Parties have established national adaptation plans, strategies, laws and policies, while 50 percent of Parties have two or more planning instruments in place [citing [2022 UN Environment Programme Adaptation Gap Report](#)]. This same report also identifies that countries are making good progress toward improving the implementation of adaptation policies, including by: defining clear visions, goals and objectives to guide actions and to serve as the basis for assessing achievement of outcomes; clearly articulating trends in climate changes to strengthen the climate science basis of adaptation interventions; clearly prioritizing adaptation actions with indicative time frames; and building capacity and the partnerships needed to ensure effective implementation. The report also identified that 90 percent of adaptation laws and policies studied included gender and other disadvantaged group considerations.'

Annex 3 – Party submissions to the GST in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first GST

India

Date: 15 September 2023 (date of publication mentioned on GST explorer tool)

Extracts (Text under headings formatted in bold):

**C. Collective progress towards achieving the purpose and long-term goals of the Paris Agreement, including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science, and informing Parties in updating and enhancing, in a nationally determined manner, action and support
→ (b) Adaptation**

'In context of;

[...]

• efforts to eradicate poverty, food security, job creation, gender-responsiveness;'

Japan

Date: 15 September 2023 (date of publication mentioned on GST explorer tool)

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first GST.

Extract:

II. CMA Decision → B. Context and cross-cutting considerations → B-3. Equity

'It is important to recognize the unequal burden exacerbated by climate change and to ensure equity, so that all people, regardless of gender, age, ability, income, generation, can live in safe, healthy and fair communities.'

United States of America

Date: September 2023

Context: This submission was made after the third and final technical dialogue, and contains US' views on the elements for consideration of the first GST

Extract:

Elements for the consideration of outputs component of the GST → C.2. Adaptation → Collective progress towards achieving Article 2.1(b) and Article 7.1

'[Parties and stakeholders'] progress towards enhancing adaptive capacity, strengthening resilience, and reducing vulnerability since the adoption of the Paris Agreement.

This progress has come through a variety of context-specific national and local-level actions to increase resilience to a changing climate. [...]

o For example, according to the 2022 UNEP Adaptation Gap Report, at least 84 percent of Parties have established national adaptation plans, strategies, laws and policies, while 50 percent of Parties have two or more planning instruments in place.²⁰ This same report also identifies that countries are making good progress toward improving the implementation of adaptation policies, including by:

[...]

- Building capacity and the partnerships needed to ensure effective implementation. The report also identified that 90 percent of adaptation laws and policies studied included gender and other disadvantaged group considerations.'

European Union (EU) and Spain on behalf of EU Member States

Date: 19 September 2023

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extracts:

Under the heading- '**The EU vision for the outcome of the Global Stocktake**'

'[T]he outcome of the GST should:

[...]

- demonstrate how our actions to address climate change respect, promote and consider equity as an enabler of enhanced action, advancing transformative climate action in the context of sustainable development; promote human rights, just and inclusive societies, gender equality, and highlight opportunities for just transition;'

In the Annex to the submission, the authors propose that the '**CMA 5 Decision on GST**':

A.Preamble

'10. Mindful that climate action and policies must be ambitious, comprehensive and inclusive, guided by binding climate goals, and they must support sustainable development, promote human rights, protect and restore nature including biodiversity conservation and restoration on land and in the ocean, halt deforestation and forest degradation, implement sustainable land and forest management, eliminate pollution, contribute to food security, eradicate poverty, create just and inclusive societies, embed gender equality, offer opportunities for cooperation and just transition. These are critical enablers for transformative action.'

B. Context and Cross-cutting considerations:

'27. Recognize that equity is an enabler of ambitious climate action and policies, and note the complexity and multidimensionality of equity:

a) Aspects of equity include distributive equity between different people, places and countries; gender equality; and intergenerational equity.

d) Equity should be addressed at all governance levels, from local to global scale. Gender must be mainstreamed throughout all actions that Parties take to tackle climate change, and include rights holders and NPS, in order to ensure vulnerability to climate change is not further exacerbated, as well as to promote more effective climate action and policy.'

C. Collective progress towards achieving the purpose and long-term goals of the Paris Agreement, including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science, and informing Parties in updating and enhancing, in a nationally determined manner, action and support → C.2. Updating and enhancing, in a nationally determined manner, systems-wide enhanced action and related support towards achieving the purpose and long-term goals of the Paris Agreement, including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science → C.2.a Mitigation, including response measures

'74. Resolve to implement solutions for sustainable agriculture and food systems that contribute to mitigation and adaptation, and to incentivize the transition to sustainable agriculture and food systems, especially with regard to small scale farmers, through inter alia an increase in agroecology, agroforestry, and organic agriculture that reduce emissions and enhance soil organic carbon, a reduction of food loss and waste and a promotion of sustainable, healthy diets and gender equality.'

'79. Resolve to maintain social cohesion and support gender equality in order to increase acceptance and success of ambitious climate policies, by a meaningful and effective social dialogue and instruments related to social solidarity and protection.'

C. Collective progress towards achieving the purpose and long-term goals of the Paris Agreement, including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science, and informing Parties in updating and enhancing, in a nationally determined manner, action and support → C.2. Updating and enhancing, in a nationally determined manner, systems-wide enhanced action and related support towards achieving the purpose and long-term goals of the Paris Agreement, including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science → C.2.b Adaptation, including loss and damage

'84. Urge Parties to enhance adaptation action and actions to avert, minimize and address loss and damage based on improved understanding, collective ambition, action and support at all levels, on a cooperative and facilitative basis, and cooperation by sub-national, national, regional and international actors, as well as NPS and private sector actors, including (sub) national governments, MDBs, private sector, NGOs, and academia. Recognize the need for those efforts to contribute to social justice and to be gender-responsive.'

'85. [Adaptation policy processes]: b) Enhance the quality of planning, including implementation strategies, which addresses and responds to short, medium and long-term climate risks, to enable the many synergies between adaptation and mitigation and the multiple benefits for human health, socio-economic and overall sustainable development. Support inclusive, gender-responsive and transparent national adaptation planning processes and mainstreaming of adaptation into all relevant policies, programmes and activities, in particular development planning processes and strategies.'

C. Collective progress towards achieving the purpose and long-term goals of the Paris Agreement, including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science, and informing Parties in updating and enhancing, in a nationally determined manner, action and support → C.2. Updating and enhancing, in a nationally determined manner, systems-wide enhanced action and related support towards achieving the purpose and long-term goals of the Paris Agreement,

**including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science →
C.2.c Finance flows and means of implementation and support**

‘108. Reinforce the existing tools for adaptation finance, as well as finance relevant for averting, minimising and addressing loss and damage associated with the adverse effects of climate change, especially multilateral funds. Improve accessibility as well as transparent, gender-responsive and efficient use of climate finance.’

Samoa on behalf of AOSIS

Date: 20 September 2023

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extract:

In the context of key findings 1, 2, 10 and 4 in the Synthesis Report of the Technical Dialogues (FCCC/SB/2023/9) and in response to the question ‘**What are the opportunities for and challenges in enhancing action for collective progress in relation to the above-mentioned thematic areas, as well as possible measures, good practices and examples of international cooperation in this regard? How should contextual elements be considered in these?**’, the submission notes:

‘Parties’ response to the GST outcome will be nationally determined, however, coming out of the technical assessment phase, a number of contextual elements arose that should inform nationally determined actions. These include, but are not limited to, human rights considerations, people-centred approaches, youth and gender.’

Guatemala on behalf of AILAC

Date: September 2023

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extracts:

Context and crosscutting considerations → Climate Change and Society

‘Addressing Consequences of Climate Action: The shift towards low-emission development will have distributional effects, including income and employment changes. Integrating broader considerations into policy development and implementation, can enhance efforts to promote gender equity and equality.’

Climate Change Mitigation → Opportunities for and challenges in enhancing action and support for collective progress towards 2.1 (a) and 4.1. → Considerations to address response measures:

‘Cross-Cutting Issues: It’s pivotal to integrate concerns like gender equality, climate justice, human rights, and insights from the local communities and indigenous people into the discourse and actions.’

Moreover, integrating findings from reputable sources like the IPCC ensures that the measures undertaken are rooted in the latest scientific knowledge and global best practices. Likewise, might be reflected in the efforts of Parties to address and arise the impacts of implementation of response.’
measures

Climate Change Adaptation → Opportunities for and challenges in enhancing action and support for collective progress towards 2.1 (b) and 7.1.

‘Social Equity & Ecological Vulnerabilities: Adaptation strategies should address social disparities, ecological vulnerabilities, and promote justice, with an emphasis on gender, Indigenous people, and local knowledge.’

Australia

Date: 20 September 2023

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extracts:

B) Context and Cross-cutting Considerations → iii. Welcoming the diverse experiences and perspectives of women and girls, children, youth, older persons, persons with disabilities, Indigenous Peoples, migrants, and others in vulnerable situations as critical inputs to securing ambitious, inclusive and equitable outcomes under the Global Stocktake.

‘The inclusion of Indigenous science, knowledge and practices formed over many millennia is key to designing a sustainable future for all and achieving climate change solutions. Alongside Indigenous Peoples, women and girls, gender diverse people, children and youth, and people with disabilities are often disproportionately and negatively affected by the impacts of climate change. Prevailing inequalities may also limit their agency and ability to mobilise resources to shape decisions and influence policy. Enabling the full, equal and meaningful participation and leadership of people living in vulnerable situations requires their action and decision-making at all levels, and is therefore key to securing an inclusive and equitable outcome under the first Global Stocktake.’ (page 4)

C.1) Mitigation → b) Priorities for action → vi. Encourage Parties to consult with diverse groups in the development of their NDC, including Indigenous Peoples, youth, and women and girls.

‘Indigenous knowledge, science and practices are crucial in meeting emission reduction goals, particularly given Indigenous Peoples manage 80 per cent of the world’s remaining biodiversity. Consultation with women and youth when developing NDCs should also be encouraged, reflecting actions that ensure tackling climate change is well-aligned with promoting gender equality and intergenerational equity.’

C.3bis) Means of implementation and support → Technology → i) Developing countries require increased access to cleaner technologies, supported by appropriate enabling frameworks and international cooperation, in pursuit of sustainable development.

‘As noted in the third Technical Dialogue, international cooperation on technological development and transfer should be ‘people-centred, human rights-based, and gender-responsive’, with a focus on enhancing Parties’ ‘endogenous capacities, enabling environments, and national systems of

innovation'. This requires working with local communities to develop approaches to technological assistance that will benefit local value chains and are tailored to a country's institutional environment and capacity constraints.'

C.3bis) Means of implementation and support → Finance → i. Climate finance ambition and delivery have lifted since the adoption of the Paris Agreement.

'The Global Stocktake should consider the extent to which reporting on climate finance reflects the quality of interventions. This is particularly relevant when arbitrary distinctions are placed on thematic markers for climate finance, when in practice good development is wholistic, addressing both mitigation and adaptation, loss and damage; gender equity; disability inclusion; biodiversity; and others. Creating reporting mechanisms that disincentivise wholistic approaches are counterproductive, and can result in poor quality, maladaptive programming.'

6) Efforts related to response measures → ii. Increasing consideration of communities likely to be impacted by the net zero transition can enable greater ambition in mitigation, with tailored approaches necessary to addressing different contexts.

'Using participatory decision-making processes and integrated policy packages is an effective way to address equity, gender equality and justice and integrate them into climate policies.'

8) Guidance and the way forward → iv. Commitment to enhanced quality, effectiveness and transparency of finance.

'The Global Stocktake should also commit to improving the quality of finance, including through the continued efforts to ensure support also pursues environmental, social, economic and development co-benefits and to ensure climate finance is gender responsive and regionally, locally and culturally informed and responsive.'

[...]

'Australia further recognises the needs for effective monitoring, evaluation and learning for measuring results and to ensure innovation and reflect best practice. Australia is working to facilitate increased flows of climate finance into the region through official and non-official channels. This includes through policy advocacy at the development banks, supporting governments with climate finance advisers and through expanding access to financing instruments that aim to catalyse greater flows of private finance towards development outcomes, including climate and gender, in the Indo-Pacific.'

Switzerland on behalf of EIG

Date: 21 September 2023 (date of publication mentioned on GST explorer tool)

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extracts:

B. Context and Cross-cutting considerations

'1. Recall that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable

situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity;'

'm. Recognizing the need to protect human rights, enhance a gender and intersectional perspective and intergeneration equity for the implementation of the Paris Agreement;'

C. Collective progress towards achieving the purpose and long-term goals of the Paris Agreement, including under Article 2, paragraph 1 (a-c), in the light of equity and the best available science, and informing Parties in updating and enhancing, in a nationally determined manner, action and support → C.4. Efforts related to Loss and Damage:

'4.2 Reinforce efforts to avert, minimize, and address loss and damage, including through comprehensive risk management and harnessing synergies between adaptation, disaster risk management, emergency assistance, reconstruction, rehabilitation and other relevant approaches

[...]

b. Key recommendations: It is fundamental to step up mitigation efforts to avert loss and damage, keeping the 1.5°C temperature limit alive, and to act preventively to minimize loss and damage to the extent possible by deploying comprehensive risk management approaches. This includes, notably, disaster risk reduction (incl. amongst other early warning), mainstreaming risk management and climate resilience, adaptation, anticipatory action as well as broader risk-informed resilient sustainable development that reduces exposure and vulnerabilities (through poverty eradication, education, biodiversity protection, etc). As much loss and damage can't be averted, different approaches to address both economic and non-economic loss and damage need also to be intensified, including through post-disaster rehabilitation and reconstruction and by building back better. Efforts need not only to increase in volume but also their quality should be improved. In this regards, solid environmental and social risk management, gender-responsiveness as well as conflict-sensitivity are required. It is key that the most vulnerable groups, including in conflict-affected areas, are being reached and empowered.'

United Kingdom

Date: 22 September 2023 (date of publication mentioned on GST explorer tool)

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extract:

Elements for GST Outcome → B. Context and cross-cutting considerations

'Acknowledgement that climate change is a common concern of humankind and that, in delivering GST outcomes, Parties should respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.'

New Zealand

Date: September 2023

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extracts:

Under the heading **‘Section A: A successful outcome - strengthening the global response to the threat of climate change’**

‘15. New Zealand emphasises that human rights, including the rights of Indigenous Peoples, the rights of persons with disabilities, gender equality and women’s empowerment are cross cutting concerns for climate action, including the GST outcome. These rights should inform consideration, and operationalisation, of the GST outcome. We also need to actively recognise and empower the contributions of Indigenous Peoples, as kaitiaki (stewards) of biodiversity, in the implementation of nature-based solutions.’

Cuba on behalf of G77 and China

Date: 02 October 2023

Context: This submission was made in response to the invitation made by the SBSTA and the SBI in FCCC/SB/2023/L.3, para. 8 (a), to present views on elements for the consideration of outputs component of the first Global Stocktake.

Extract:

Under the heading **‘Means of Implementation and Support’**

‘Capacity Building -There should be paragraphs under this element that reflect a collective assessment of both implementation progress and gaps with respect to the conduct and scaling up of effective capacity building actions under the Convention and its Paris Agreement to support developing countries in undertaking climate actions. There should be a clear indication of the capacity building needs of developing countries that need to be addressed via direct linkage with finance, and which would constitute significant opportunities for enhanced international cooperation on climate change capacity building. Capacity-building should be guided by lessons learned, including those from capacity-building activities under the Convention, highlighting it should be an effective, iterative process that is participatory, cross-cutting and gender-responsive.’