

Enhancing Synergies to Advance Gender-Responsive Approaches Under the Convention on Biological Diversity and UN Framework Convention on Climate Change



THEMATIC PAPER

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Thematic Paper 9

Enhancing Synergies to Advance Gender-Responsive Approaches Under the Convention on Biological Diversity and UN Framework Convention on Climate Change

Author: Calais Caswell, Nicole Jang, Anika Terton, Jeffrey Qi (International Institute for Sustainable Development [IISD])

Reviewers: Angie Dazé (IISD), Kirstin Huecking, Simon Conze, Nele Baumgaertner (Deutsche Gesellschaft für Internationale Zusammenarbeit [GIZ])

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Key Messages

- **Gender equality is foundational to effective biodiversity and climate action.** Climate change and biodiversity loss deepen existing inequalities, while inclusive governance leads to more ambitious, lasting, and equitable outcomes.
- **The United Nations Framework Convention on Climate Change and the Convention on Biological Diversity have established complementary gender mandates that create a strong foundation for synergistic action.** This presents a significant opportunity for parties to advance gender equality across climate and biodiversity commitments.
- **Integrating gender-responsive approaches across nationally determined contributions, national adaptation plans, and national biodiversity strategies and action plans is the most effective entry point for advancing synergies.** Gender-responsive nature-based solutions offer a particularly promising vehicle for joint implementation of both conventions.
- **Gender-responsive approaches are a moral imperative and prerequisite for sound policy-making.** Policies must account for gender and social inequalities that influence outcomes, while leveraging the knowledge that women and underrepresented groups can contribute to inform policy.
- **Gender inequality intersects with other systems of inequity, such as racism, ableism, and ageism, among others.** While the CBD Gender Plan of Action and the UNFCCC Gender Action Plan highlight gendered inequities, they also recognize other systemic forms of discrimination and marginalization that influence vulnerability to biodiversity loss and climate change.





1 Introduction



Climate change and biodiversity loss impact people to varying degrees as a result of systemic forms of marginalization such as racism, ableism, and discrimination on the basis of gender identity (Adaptation Fund, 2022; Caswell & Jang, 2024; Dekens et al., 2026; Intergovernmental Panel on Climate Change [IPCC], 2022). As mutually reinforcing crises, they can exacerbate existing gender and social inequalities. In many contexts, women, particularly those from marginalized groups, face disproportionate impacts (Helfand et al., 2024).

The critical nexus of gender equality, biodiversity, and climate is mirrored in two key frameworks that guide international commitments and policy directions on these issues: the Gender Plan of Action (GPA) under the Convention on Biological

Diversity (CBD) and the Lima Work Programme on Gender and its associated Belém Gender Action Plan (GAP) under the United Nations Framework Convention on Climate Change (UNFCCC). The commitments to advance gender-equitable biodiversity and climate action within the CBD and the UNFCCC present an opportunity for policy-makers and implementers to adopt a coordinated, gender-responsive approach that fosters collaboration and draws from shared expertise (Arreguín Prado et al., 2026). More information on the evolution of these gender frameworks and mandates is outlined in Section 3.

Alignment between national biodiversity and climate change commitments and strategies allows for their mutual reinforcement, with signifi-



cant risks of maladaptation, fragmentation, and duplication of work if these processes remain siloed (Qi et al., 2024). Creating linkages between stakeholders that are designing and implementing gender-responsive mitigation, adaptation, and biodiversity policy instruments will enable teams to integrate their knowledge systems and share practical strategies to advance the gender equality commitments of the parties under the CBD and the UNFCCC (UN Women, 2024). Ultimately, this will improve the capacity of parties to deliver just and equitable benefits from biodiversity and climate action to all stakeholders, particularly those who experience higher vulnerability to the impacts of climate change and biodiversity loss due to gender and social inequalities.

This paper examines the rationale for undertaking a synergistic, gender-responsive¹ approach to the development and implementation of national biodiversity and climate change commitments and strategies, outlining the evolution of these policy instruments to date. It also provides key takeaways for national-level policy-makers to adopt a coordinated approach to the design and delivery of gender-responsive biodiversity and climate action, along with sample case studies that exemplify gender-responsive policy-making processes. It is part of a broader series of thematic papers² that aims to provide an evidence-based overview with inspirational case studies and examples that demonstrate synergies between biodiversity and climate change commitments.



- 1 This brief focuses on gender responsiveness but acknowledges that a socially inclusive – and ideally an intersectional – approach is critical for equitable biodiversity and climate action.
- 2 For more information on how biodiversity and climate policy-making can effectively engage with, and address the needs of other rights holders, [Thematic Paper 4: Good Governance for Integrated Climate and Biodiversity Policy-Making](#) and the forthcoming [Thematic Paper 8: The Role of Indigenous Peoples and Local Communities in Contributing to the Achievement of Global Climate and Biodiversity Goals](#).



2 What Are Gender-Responsive Approaches for Climate Resilience and Biodiversity Protection?"

Gender-responsive approaches go beyond sensitivity to gender differences—they actively seek to promote gender equality (CARE & International Center for Research on Women, 2007; World Health Organization, 2009). This often requires targeted actions for women and/or people of underrepresented gender identities, but it is more than this: a gender-responsive approach involves actions that address gendered roles, social norms, and systemic discrimination. Three fundamental elements form a gender-responsive approach: acknowledging differential needs and capacities; supporting inclusive and equitable participation in decision-making processes; and ensuring equitable access to finance and benefits from actions taken (Caswell & Jang, 2024; Dazé & Church, 2019; Dazé & Terton, 2021).

Gender and social norms, roles, and behaviours shape the ability of different people to address climate change and biodiversity loss. Gender-responsive approaches are grounded in gender analysis, which helps us to understand gender differences in decision-making power, access to and control over resources and services, and realization of rights, among other issues. Importantly, the analysis helps explain why these differences exist and how they affect risks and opportunities related to climate change and biodiversity action. This provides a basis for meaningfully considering and integrating gender and social differences into planning, decision-making, and implementation to address barriers and imbalances (Caswell & Jang, 2024; Dazé & Church, 2019; Dazé & Terton, 2021).

The need for inclusive participation in decision making is evidenced by the systematic exclusion of women and other marginalized groups in climate and biodiversity governance. Although these groups hold invaluable knowledge about their local ecosystems and community needs and priorities, they remain significantly underrepresented in decision-making processes and leadership roles (Helfand et al., 2024; UN Economic and Social Council, 2022; UN Office of the High Commissioner for Human Rights [UNHCHR], 2019). This issue spans from the local level, where women comprise approximately 35% of local government actors (UN Women and Department of Economic and Social Affairs, 2025), to the national level, where only 15% of environmental ministers are women (International Union for Conservation of Nature, 2021), to the international level, where men outnumber women as national focal points across all three of the Rio Conventions (Oluwasanya et al., 2025). Gender-responsive approaches recognize and address these gaps, creating the conditions for equitable representation and influence in decision-making structures and processes.

Gender differences in access to resources and opportunities are perpetuated by problematic gender and social norms, roles, and inequitable power dynamics. If climate and biodiversity initiatives are implemented without proper social safeguards, they risk increasing the exposure of women to gender-based violence, particularly in contexts where women's ownership, management, and use of land and natural resources is contested due to perceived gender norms, roles,



and responsibilities (Castañeda Camey et al., 2020). The lack of recognition of women's leadership in climate and biodiversity action is evident in national planning documents, where women continue to be framed primarily as a vulnerable group rather than agents of change in national adaptation plans (NAPs,) and only 25% of countries that submitted an updated or revised NBSAP meaningfully engaged women in the development process (CBD, 2026b; NAP Global Network, 2026). Together, these barriers limit the ability of women and other underrepresented groups to benefit from climate and biodiversity action (Helfand et al., 2024; International Union for Conservation of Nature, 2020; UNHCHR, 2019). A gender-responsive approach addresses these barriers to equitable access to financing, land, and other natural resources, as well as capacity-strengthening opportunities related to climate adaptation and biodiversity protection.

2.1

Why Do Gender-Responsive Approaches Matter for Climate Resilience and Biodiversity Protection?

A growing evidence base supports the mainstreaming of gender-responsive approaches across climate and biodiversity initiatives to achieve more effective and sustainable outcomes (Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services, 2024; IPCC, 2022). At the local level, forest management groups that sought to achieve gender parity demonstrated improved conservation outcomes, more effective natural resource decision-making, and more equitable distributions of benefits from climate and biodiversity actions, such as nature-based solutions (NbS) (see Box 1) (Cook et al., 2019; Leisher et al., 2016). At the national level, countries with a higher percentage of women in parliament have adopted more ambitious climate policies

and, as a result, been more successful at lowering emissions (Mavisakalyan & Tarverdi, 2019). Biodiversity and climate actions built on a diversity of knowledge and that incorporate inclusive, rights-based approaches are ultimately more effective and help to avoid maladaptation, as they are grounded in the lived realities of those most impacted by climate change and biodiversity loss (IPCC, 2022; UNHCHR, 2019, p. 9, para. 28).

On the other hand, climate and biodiversity policies and actions that do not account for gender and social differences in needs, priorities, and capacities to implement risk producing maladaptive outcomes that increase, rather than decrease, the vulnerability of women and other underrepresented groups to climate change and biodiversity loss (IPCC, 2022). Additionally, policies that fail to address gender and social power imbalances may exacerbate existing inequalities (UN Office of the High Commissioner for Human Rights, 2019). Overall, conservation and adaptation actions hinge on gender-equitable and inclusive measures to ensure they are successful (Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services, 2024; IPCC, 2022).

There is also an increasing policy imperative for gender-responsive climate and biodiversity action. As described in Section 3, the CBD GPA and the UNFCCC GAP set the direction for synergistic, gender-responsive action on climate change and biodiversity loss. While efforts remain fragmented, national planning documents reflect a growing commitment to gender mainstreaming. An analysis by the NAP Global Network (2026) shows that as of April 2026, 72% of NAPs mention gender in their adaptation priorities or in specific actions. At the same time, 53% of countries' second nationally determined contributions (NDCs)



(NDC 2.0) reference gender equality in their adaptation actions and 27% in their mitigation actions ([United Nations Development Programme \[UNDP\], 2024a](#)), and 144 of the 196 parties to the CBD included at least one national target on ensuring gender equality and employing a gen-

der-responsive approach for biodiversity actions ([CBD, 2026b](#)). These documents establish national priorities and guide allocation of resources, so commitments to gender are an important signal to all actors involved in implementation.

BOX 1

WHY AND HOW NBS CAN PROVIDE A SYNERGISTIC APPROACH TO CLIMATE AND BIODIVERSITY ACTION

NbS represent a promising tool for bridging climate and biodiversity actions, addressing both crises simultaneously rather than in isolation (Terton, 2022; see [Thematic Paper 3: Nature-Based Solutions: An Approach for Joint Implementation of Climate and Biodiversity Commitments](#)). As the climate and biodiversity emergencies are deeply interconnected, solutions that target one without considering the other risk undermining long-term progress on both fronts. NbS offer a way to generate meaningful co-benefits across both agendas, while also advancing gender equality when implemented using a gender-responsive approach.

By protecting, restoring, or sustainably managing ecosystems such as forests, wetlands, and mangroves, countries can advance their NDC mitigation and NAP adaptation targets while simultaneously fulfilling NBSAP commitments to halt and reverse biodiversity loss. This makes NbS a natural shared entry point across these plans and commitments. Their multi-functionality makes NbS uniquely efficient. Restoring a degraded watershed, for example, improves water security, sequesters carbon, and enhances ecosystem integrity all at once, allowing governments to

achieve more with limited resources by avoiding siloed, single-objective interventions.

NbS can also support social inclusion and resilience, particularly where Indigenous and local communities serve as stewards of biodiversity-rich landscapes. Efforts to protect biodiversity can advance gender equality if imbalances in decision-making power and access to and control over resources are addressed. Embedding NbS into national planning processes is therefore a strategic imperative for coherent and lasting responses to both crises.

With NbS and related concepts increasingly being integrated into NAPs, NDCs, and NBSAPs ([CBD, 2026a](#); [Terton et al., 2024](#); [NbS Initiative, 2022](#)), there is an opportunity to address climate change, biodiversity loss, and gender inequality in an integrated approach. However, the inclusion of NbS in NAPs, NDCs, and NBSAPs alone does not guarantee that gender inequalities will be addressed; this requires an intentional effort, expertise, and resources. NbS should instead be viewed as an entry point for applying gender-responsive approaches to actions already embedded in these plans and processes.



3 Gender-Responsive Approaches Within the CBD and UNFCCC Frameworks

At the international level, it has taken more than three decades of sustained advocacy, negotiation, and institution-building to arrive at the gender mandates that exist today under the CBD and the UNFCCC processes (Helfand et al., 2024). This section traces the evolution of the gender frameworks and mandates under the CBD and the UNFCCC and examines their structural similarities and differences, as well as identifies opportunities for synergies.³

While the CBD GPA and UNFCCC GAP are focused on addressing gender inequality, they also recognize that gender is not the only social factor that influences how people are affected by biodiversity loss and climate change: other systemic forms of marginalization, such as racism, ableism, and ageism, among others, also influence people's rights and opportunities. Integration of gender considerations should be addressed alongside existing human rights commitments and other mandates, including those concerning the rights, knowledge, and participation of Indigenous Peoples and local communities (see forthcoming **Thematic Paper 8: The Role of Indigenous Peoples and Local Communities in Contributing to the Achievement of Global Climate and Biodiversity Goals**).

3.1

Gender and Biodiversity Under the CBD Process

The CBD secretariat developed the first GPA in 2008, which mainly focused on the secretariat's own operations (CBD, 2008a, 2008b). Decision X/19 at COP10 in 2010 marked a turning point, inviting countries to treat gender as a cross-cutting issue in the implementation of biodiversity actions and to mainstream gender considerations into their NBSAPs (CBD, 2010a), shifting gender equality from an operational concern of the secretariat to a party responsibility in national planning and implementation. The subsequent 2015–2020 GPA built on this by focusing on integrating a gender perspective into Convention implementation, promoting gender equality, and increasing implementation effectiveness (CBD, 2014).

At the 15th Conference of the Parties, in 2022 parties to the CBD adopted the Kunming-Montreal Global Biodiversity Framework (GBF) with a stand-alone gender equality target (see Box 2) along with a new GPA for 2023–2030. The new GPA recognizes the role of all women and girls as agents of change in achieving the long-term biodiversity goals and provides a roadmap for advancing gender mainstreaming and the gender-responsive implementation of the Kunming-GBF (CBD, 2022a).

³ Although this paper focuses on the gender frameworks and mandates of the CBD and the UNFCCC processes, it is worth noting that the UN Convention to Combat Desertification (UNCCD) has also adopted a Gender Action Plan that supports the implementation of the UNCCD's 2018–2030 Strategic Framework (UNCCD, 2018). It has subsequently adopted an implementation roadmap to accelerate the implementation of the Gender Action Plan and gender-responsive approaches within the UNCCD processes (UNCCD, 2025).



Five cross-cutting modalities guide the GPA's implementation: 1) maximizing synergies between gender equality and the CBD objectives; 2) ensuring coherence with the 2030 Agenda; 3) applying a human rights-based approach; 4) addressing intersecting inequalities through an intersection

al approach; and 5) ensuring meaningful engagement of Indigenous women and girls (CBD, 2022a, para. 2). It also invites countries to consider synergies with gender plans or strategies developed under other relevant multilateral environmental agreements or related multilateral processes.

BOX 2

GENDER IN THE GLOBAL BIODIVERSITY FRAMEWORK

Adopted in 2022, the GBF succeeds the Strategic Plan for Biodiversity (2011–2020) and its Aichi Targets and is the global plan for halting and reversing biodiversity loss by 2030. It serves as the guiding framework for countries' updates to their NBSAPs worldwide, setting four global goals for 2050 and 23 global targets for 2030.

Target 23 focuses on gender equality:

“Ensure gender equality in the implementation of the Framework through a gender-responsive approach, where all women and girls have equal opportunity and capacity to contribute to the three objectives of the Convention, including by recognizing their equal rights and access to land and natural resources and their full, equitable, meaningful and informed participation and leadership at all levels of action, engagement, policy and decision-making related to biodiversity” (CBD, 2022b).

The GBF's monitoring framework includes

Binary Indicator 23.b, which tracks:

“The number of countries with legal, administrative or policy frameworks to implement the Gender Plan of Action (2023–2030) to ensure that all women and girls have equal opportunity and capacity to contribute to the three objectives of the Convention, including by ensuring women's equal rights and access to land and natural resources” (CBD, 2025).

Target 22 complements Target 23 by requiring “the full, equitable, inclusive, effective and gender-responsive representation and participation” in biodiversity decision making and access to justice and information related to biodiversity by Indigenous Peoples and local communities, women and girls, children and youth, and persons with disabilities (CBD, 2022b).

Source: CBD, 2022b, 2025



Although the GBF and the new GPA represent a step forward for advancing gender mainstreaming and gender-responsive approaches within the CBD process, their implementation is uneven, and gender considerations are not yet sufficiently reflected in countries' targets and national actions. In the most recent analysis by the CBD secretariat, a review of the updated NBSAPs showed that only a third of countries had national targets fully addressing the full, equitable, inclusive, effective and gender-responsive representation and participation in decision making, and only 19% of countries have set national targets that fully address all elements of Target 23 on gender equality, while 58% failed to address any elements of Target 23 (CBD, 2026a, paras. 269, 277–278). And less than half of the countries included information on means of implementation related to implementing Target 23 (CBD, 2026a, para. 279).

More work is needed at the national level to ensure the full implementation of the GPA and Target 23 of the GBF, including mainstreaming an intersectional approach across different sectors, further strengthening the capacity of women and women's groups to engage in biodiversity governance and decision making, improving the collection and analysis of gender-disaggregated data, and enhancing access to gender-responsive funding (CBD, 2026b, paras. 20–25).

3.2

Gender and Climate Change Under the UNFCCC Process

Gender first entered the UNFCCC process at the 7th United Nations Climate Change Conference (COP 7) in 2001, where Decision 36/CP.7 focused narrowly on women's participation in

the UNFCCC process and the gender composition of delegations (UNFCCC, 2001). The transformative step came over a decade later at COP 20 in 2014, where Decision 18/CP.20 established the Lima Work Programme on Gender (LWPG), providing the first structured framework for promoting gender-responsive climate policy and action (UNFCCC, 2014). The 2015 Paris Agreement reinforced this trajectory by calling on countries to consider their obligations on gender equality and the empowerment of women when taking climate action, introducing gender-responsive language (UNFCCC, 2015), and COP 23 adopted the first GAP to operationalize the LWPG (UNFCCC, 2017).

At COP 25 in 2019, countries agreed to a 5-year enhanced LWPG and GAP (UNFCCC, 2019). COP 29 extended the LWPG for 10 years through to 2035 (UNFCCC, 2024a). The 9-year Belém GAP was subsequently adopted at COP 30 (UNFCCC, 2025a). It operates within the enhanced LWPG and retains the five priority areas that have structured the UNFCCC's gender architecture since 2017: capacity building, knowledge management, and communication; gender balance, participation, and women's leadership; coherence; gender-responsive implementation and means of implementation; and monitoring and reporting.

The plan's activity-based structure includes 27 activities and assigns specific responsibilities to parties, the UNFCCC secretariat, constituted bodies, and other relevant organizations, with designated timelines and specified outputs and implementation levels ranging from international to local. A mid-term review is mandated for 2029 (UNFCCC, 2025a).



For the first time, the plan recognizes specific constituencies, including Indigenous women, women of African descent, migrant women, women with disabilities, women smallholder farmers, and women environmental defenders, as well as how vulnerabilities are shaped by multi-dimensional factors. It also strengthens the role of national gender and climate change ministries, advances gender-responsive budgeting and climate finance, and promotes coherence across the Rio Conventions through the Joint Liaison Group.

Despite progress over the past two decades, however, the implementation of these mandates at the international and national levels remains uneven. Across the UNFCCC process, over 100 decisions with references to gender and/or women have been adopted by countries since 2001, establishing over 130 gender mandates ([Gender Climate Tracker, 2026](#)). While there have been more sustained efforts by the different UNFCCC constituted bodies and the secretariat in integrating a gender perspective into their processes and substantive work and more countries integrating gender considerations in their national climate policies, plans, strategies and actions – particularly in their NAP processes – more needs to be done to overcome a variety of challenges faced in implementing the previous GAPs and the gender mandates from various decisions ([Dazé & Hunter, 2024](#); [UNFCCC, 2024b, 2025b](#)).

The identified challenges spanned financial, technical, institutional, and societal aspects, often linked to gaps in gender-responsive climate policy-making and governance, and in inclusive decision-making processes that incorporate diverse perspectives. The outcome of the first global stocktake encouraged countries to strengthen

the implementation of climate policy and actions that are gender-responsive ([UNFCCC, 2023](#)). And the review of the enhanced LWPG emphasized the need for “more coherence between climate and socioeconomic policies, increased financing, improved data collection and more inclusive consultation processes” ([UNFCCC, 2024b](#), para. 16).

3.3

A Comparative Analysis

Through a comparative analysis of the respective gender frameworks under the CBD and the UNFCCC (see [Table 1](#)), there are ample opportunities for linkages and complementarities between the CBD GPA and the UNFCCC GAP (see also [Helfand et al., 2024](#)):

- Both gender plans recognize the importance of coherence and synergies with the implementation of other multilateral environmental processes’ gender programming, including through strong coordination and cooperation with the Joint Liaison Group of the secretariats of the Rio Conventions, as well as conducting joint capacity-building and development and peer exchange opportunities between national gender focal points of the CBD and the UNFCCC. At the national level, there is also an opportunity for gender focal points and responsible teams to enhance synergies and coherence in the respective national implementation of the two gender plans.
- At the national level, mainstreaming gender-responsive approaches into national biodiversity and climate change processes and policy instruments supports the implementation of the gender plans. An opportunity exists for the alignment, or the joint planning, implemen-



tation, and monitoring, of gender-responsive biodiversity and climate actions through the NBSAP, NDC, and NAP processes, as well as aligned reporting through the national reports, the national communications, and Biennial Transparency Reports (BTRs). There is also an opportunity to harmonize the data and indicator architecture and build capacity for gender-responsive monitoring, evaluation, and reporting of biodiversity and climate actions.

→ Both gender plans have incorporated intersectionality considerations, albeit with different language. The CBD GPA articulates an “intersectional approach” with specific factors included for consideration, while the UNFCCC GAP calls on countries to consider multidimen-

sional factors that shape differentiated impacts. There is an opportunity for policy-makers and practitioners to consider how to reconcile the two framings of intersectionality in the national implementation of the two gender plans, thereby ensuring coherence.

→ Both gender plans converge on the need for gender-responsive budgeting and on the availability and accessibility of finance. At the multi-lateral level, there are opportunities to engage financing mechanisms to enable synergies and gender-responsive action and enhance access to finance for grassroots organizations; as well as conducting capacity building for national gender focal points and relevant stakeholders on gender-responsive budgeting.

Table 1. Comparative analysis of the CBD Gender Plan of Action (GPA) and the UNFCCC’s Belém Gender Action Plan (GAPS)ou

	CBD GPA	The Belém GAP
Purpose	Support and promote the gender-responsive implementation of the GBF and a gender-responsive approach to applying its implementation mechanisms.	Advance knowledge and understanding of gender-responsive climate action and its coherent mainstreaming in the implementation of the UNFCCC and the work of parties, the secretariat, UN entities, and all stakeholders at all levels, as well as women’s full, equal, and meaningful participation in the UNFCCC process.
Architecture	Outcome-based: Structured around three expected outcomes, with objectives, indicative actions, possible deliverables, timelines, and responsible actors elaborated.	Activity-based: Organized into five priority areas, with activities, sub-deliverables, timelines, outputs, responsible actors, and specified levels of implementation.



	CBD GPA	The Belém GAP
Time frame	Outcome-based: Structured around three expected outcomes, with objectives, indicative actions, possible deliverables, timelines, and responsible actors elaborated.	Activity-based: Organized into five priority areas, with activities, sub-deliverables, timelines, outputs, responsible actors, and specified levels of implementation.
National instruments	NBSAPs	NDCs, NAPs, national communications, BTRs, and sectoral plans
Incorporation of intersectionality	Articulates “intersectional approach,” naming ethnicity, social status, caste, age, and environment as intersecting factors.	Acknowledges differentiated impacts shaped by “multidimensional factors” and the phrase “taking into account multidimensional factors” recurs throughout.
Examples of areas of synergy in the activities under each plan		
Gender-responsive implementation	→ Building national capacity to produce and use gender and environment data. → Strengthening the evidence base on gender-related impacts of GBF implementation and women’s role in achieving its goals. → Substantive rights-based implementation on women’s land rights, equal access to resources and technologies, gender-equitable benefit-sharing, women’s entrepreneurship, and the elimination of gender-based violence.	→ Systemic integration of gender into climate policy and action. → Promoting information exchange among parties on integrating gender into national instruments. → Addressing gender-responsive technological solutions, including Indigenous knowledge and NbS.



CBD GPA

The Belém GAP

Examples of areas of synergy in the activities under each plan

Data-related activities

- Developing national capacity for the systematic collection and usage of gender and biodiversity data, including relevant data disaggregation (e.g., sex, age, ethnicity and other demographic factors) in the development of indicators.
 - Compile and report on data and information on women's participation and leadership in biodiversity-related governance bodies at the national and international levels.
- Enhancing capacity building for governments and other relevant stakeholders in collecting, analyzing and applying gender- and age-disaggregated data and conducting gender analysis to help shape gender-responsive policies, including an expert dialogue on relevant issues in gender and age-disaggregated data and gender analysis.
 - Voluntary reporting of the gender composition of national delegations and technical teams supporting the COP Presidency and high-level champions.

Capacity strengthening

- Capacity building on gender-responsive NBSAP development, implementation, budgeting, monitoring, evaluation, and reporting.
 - Increasing opportunities and strengthening the meaningful and effective participation of women at all levels of action, engagement, and decision making, including the leadership of women within the CBD processes.
- Capacity strengthening to mainstream gender across the formulation, implementation, monitoring, and review of national climate policies, plans, strategies, and actions, along with women's participation in these processes.
 - Strengthening capacity, tools, and resources for Gender and Climate Change National Focal Points, and promoting capacity building and leadership of women delegates.





	CBD GPA	The Belém GAP
Examples of areas of synergy in the activities under each plan		
Means of implementation	Allocate adequate human and financial resources for rights-based, gender-responsive implementation, including tracking and reporting of resource allocations, raising awareness of available financial and technical support, applying gender-responsive budgeting, and establishing targeted funding programs or budget lines.	Capacity building on gender-responsive budgeting, awareness raising of available support and access to finance for grassroots organizations, advancing gender-responsive climate finance methods, and dialogues with the financial mechanisms of the UNFCCC.
Monitoring and reporting	Requiring national reports to include information on implementation, gender-specific indicators, sex-disaggregated data, and women's contributions to biodiversity outcomes. Building data capacity in national statistical offices and sharing sample indicators and best practices. The GBF monitoring framework includes a dedicated Indicator 23.b.	Includes an annual gender composition report with case studies, compilation and synthesis reports on gender-responsive policies, guidelines for voluntary party reporting, voluntary national reporting aligned with the BTR cycle, training on monitoring and reporting, and synergies with the IPCC on gender- and age-disaggregated data to inform the global stocktake.
Coherence	Promoting gender-biodiversity linkages and synergies with other gender plans under the related UN and Rio Conventions processes.	Strengthening cooperation with other Rio Conventions, through the Joint Liaison Group and gender focal points.

Source: Authors; Helfand et al., 2024.



4 Opportunities for Mainstreaming Gender-Responsive Approaches Into National Biodiversity and Climate Change Processes

The following section explores common entry points at the national level for parties to incorporate a synergistic gender-responsive approach to the planning and implementation of their NDCs, NAPs, and NBSAPs. The phases outlined below build on the *Effectively Delivering on Climate and Nature Checklist* developed by the GIZ, IISD, and World Wildlife Fund (Qi et al., 2024) with an explicit focus on gender-responsive actions.

4.1

Pre-Planning and High-Level Mandate

Before governments commit to an NDC or develop plans such as NAPs and NBSAPs, there is generally a preparatory phase in which a high-level mandate is established to move the process forward. This mandate sets the overall direction for the synergistic planning and implementation of the NDC, NAP, and NBSAP, and should explicitly state a commitment to gender responsiveness and inclusive governance. Establishing a high-level political commitment to a gender-responsive process is critical to ensuring that all three resulting policy instruments will have gender equality as a stated objective, and that gender responsiveness will be a guiding principle throughout their planning and implementation (Dazé & Church, 2019; Qi et al., 2024).

This is also a key opportunity to identify and engage the actors who should be involved in the process—ensuring that gender actors are included from the outset. The mandate should reflect a willingness to incorporate diverse voices and knowledge systems, including Indigenous and

Traditional Knowledge, to ensure the planning process is inclusive and reflective of the needs of those most affected by climate change and biodiversity loss (Qi et al., 2024). The mandate should align with the objectives of the GAP and the Belém GAP, as well as national commitments to gender equality (UNFCCC, 2025c).

During this phase, recommended actions that support a gender-responsive approach include the following:

- reviewing the national gender policy landscape—including gender policies, sectoral gender strategies, and relevant institutional mandates—to ensure alignment of the NDC, NAP, and NBSAP with existing gender equality commitments (UNFCCC, 2025c);
- engaging senior management and leadership in dialogue on the importance of gender equality for the success of climate and biodiversity action, to generate buy-in and commitment to dedicate capacity, staff, and time to a gender-responsive process (Dazé & Church, 2019; Helfand et al., 2024);
- identifying existing gender equality allies and experts who can champion a gender-responsive approach at various levels within government and share their expertise during the development and implementation process (Dazé & Church, 2019);



- establishing or strengthening existing coordination mechanisms that bring together adaptation, mitigation, and biodiversity planning teams alongside relevant gender and social departments or ministries (UNDP, 2024b; UNFCCC, 2025c);
- creating or strengthening platforms for engagement of non-governmental actors, including representatives from women's groups, Indigenous Peoples, local communities, and other underrepresented groups (UNDP, 2024b; UNFCCC, 2025c);
- ensuring that terms of reference for consultants include stated gender equality aims and objectives, and that key documents (roadmaps, frameworks, etc.) reference gender issues to guide the process (CBD, 2010b; Dazé & Church, 2019);
- strengthening institutional capacities and allocating sufficient human and financial resources for gender mainstreaming across the collaborative planning and implementation of the NDC, NAP, and NBSAP (CBD, 2010b; UNDP, 2024b).

4.2

Assessment

The planning and design of any NAP, NDC, or NBSAP begins with an assessment phase that reviews existing data, scientific knowledge, and current conditions to better understand the drivers of climate change and biodiversity loss. It examines who and what is most exposed, identifies key stakeholders and governance structures, and compares existing capacity against what is needed through a gap analysis. The overall goal is to produce a clear, evidence-based picture of existing greenhouse gas emissions, climate risks, drivers of biodiversity loss, vulnerable populations, and current capacity, forming the foundation for all subsequent planning and implementation.

It is critical that this assessment phase involves conducting a comprehensive gender analysis of biodiversity and climate issues, informed by gender experts and supported by adequate human and financial resources to inform the development of national commitments and strategies. Applying a gender-responsive approach during this phase aims to ensure that biodiversity and climate policies are grounded in an accurate understanding of differentiated impacts, needs, and opportunities. This enables decision-makers to identify and address inequalities, strengthen inclusive participation, and design interventions that promote equitable outcomes and gender equality. It also ensures that the knowledge, capacities, and lived experiences of underrepresented groups, including Indigenous Peoples and local communities, are meaningfully integrated into policy development.



During this phase, recommended actions that support a gender-responsive approach include the following:

- undertaking a gender-responsive stocktaking exercise to identify and review existing gender analyses, policies, and datasets across national, subnational, and sectoral levels;
- compiling and analyzing quantitative and qualitative data, including gender-disaggregated data from national statistics, time-use surveys, and research studies across relevant social markers (e.g., age, ethnicity, ability) and identifying any gaps and conducting additional gender-responsive vulnerability and risk assessments as needed;
- applying participatory and inclusive methodologies that actively engage underrepresented groups, including grassroots women, Indigenous women, and women in diverse local contexts, while strengthening their capacity to contribute;
- integrating Free, Prior, and Informed Consent processes where relevant, particularly when working with Indigenous Peoples and local communities;
- recognizing, valuing, and incorporating Indigenous and Traditional Knowledge systems into the assessment process;
- assessing key gender dimensions, including barriers to participation and leadership, gender division of labour, decision-making power, access to and control over resources, education

and health status, economic participation, and gaps in capacities and skills;

- using assessment findings to inform priority setting and goal development, ensuring that biodiversity and climate strategies promote equitable participation, benefits, and outcomes for people of all genders and social groups.

4.3

Goal Setting

This phase focuses on defining the goals, targets, and priorities of national biodiversity and climate policy instruments, including NDCs, NAPs, and NBSAPs. A gender-responsive approach in this phase involves embedding gender considerations into these frameworks by establishing clear, aligned, and integrated objectives that guide planning, implementation, and monitoring processes. This includes ensuring coherence across biodiversity and climate commitments, as well as alignment with national and international policy frameworks.

The aim is to ensure that gender equality is positioned as a core principle within policy design and priority setting. This supports the development of commitments that address gender-specific needs and contributions, strengthen policy coherence, and advance progress toward national and international gender equality objectives, including relevant Sustainable Development Goals and multilateral commitments. It also reinforces institutional accountability and leadership in advancing gender equality across biodiversity and climate action.



During this phase, recommended actions that support a gender-responsive approach include

- establishing gender responsiveness as a guiding principle across the goals, targets, and priorities of NDCs, NAPs, and NBSAPs;
- developing and integrating gender-specific commitments throughout policy frameworks, aligned with instruments such as the GPA and the Belém GAP;
- aligning gender-related goals and targets with the Sustainable Development Goals, particularly those related to gender equality, as well as other relevant international commitments;
- ensuring coherence with existing national, subnational, and sectoral gender equality policies and plans;
- promoting strong institutional leadership to champion the integration of gender-specific goals, targets, and priorities;
- harmonizing language and objectives across biodiversity and climate policy instruments to support a coordinated and synergized approach to advancing gender equality.

4.4

Identification of Strategies, Policies, and Activities

This phase focuses on translating goals into concrete strategies, policies, and activities within NDCs, NAPs, and NBSAPs. It also includes participatory consultations, transparent documentation of decision-making processes, and alignment across national, subnational, and sectoral planning efforts. A gender-responsive approach involves designing and prioritizing actions based on the findings of gender analyses, ensuring that selected options are evidence-based, inclusive, and responsive to differentiated needs and capacities.

During this phase, the aim is to ensure that biodiversity and climate actions actively contribute to gender equality, avoid maladaptation and unintended negative impacts, and generate broader social co-benefits. A gender-responsive approach strengthens inclusivity, accountability, and transparency in decision making, while ensuring that underrepresented groups meaningfully influence priorities and outcomes. It also supports the integration of gender considerations across all components of policy design, implementation planning, and monitoring frameworks.

During this phase, recommended actions that support a gender-responsive approach include the following:

- designing strategies, policies, and activities based on findings from gender analyses to ensure actions are data driven and representative;
- prioritizing and selecting biodiversity and climate actions based on their contribution to gender equality and potential to generate gender co-benefits;



- conducting participatory and inclusive stakeholder consultations, including
- diverse representation across genders, underrepresented groups, Indigenous Peoples, local communities, and both rural and urban contexts;
- ensuring ongoing access to technical gender expertise and engaging gender-focused institutions and stakeholders, including government agencies, civil society, private sector actors, and academic experts;
- applying gender-responsive facilitation techniques and allocating resources (e.g., budget, training) to strengthen stakeholder capacity to participate effectively;
- Establish clear and transparent documentation of selected priorities, decision-making processes, and stakeholder engagement, including mechanisms to track and respond to gender-related feedback;
- developing and including gender-responsive monitoring, evaluation, and learning (MEL) frameworks, with associated budgets, key performance indicators, and gender-disaggregated data collection;
- using inclusive and accessible language and communication strategies that reach people of different genders and social groups;
- align subnational and sectoral strategies with gender priorities identified in NDCs, NAPs, and NBSAPs.

4.5

Financing and Implementation

This phase focuses on establishing and operationalizing the financial and institutional arrangements required to implement biodiversity and climate actions outlined in NDCs, NAPs, and NBSAPs. It includes allocating resources, strengthening institutional coordination, mobilizing financing, and ensuring that implementation processes are inclusive and participatory. This phase also emphasizes ongoing engagement with stakeholders and continuous refinement of actions based on implementation experience.

Applying a gender-responsive approach during this phase aims to ensure that financial resources and implementation mechanisms contribute to equitable outcomes and actively support gender equality. It enables meaningful participation of women and underrepresented groups as agents of change, strengthens institutional capacity, and ensures that actions address structural inequalities and diverse needs. It also supports accountability, transparency, and sustained impact by embedding gender considerations across financing, implementation, and capacity-development efforts.

During this phase, recommended actions that support a gender-responsive approach include the following:

- applying gender-responsive budgeting approaches to ensure adequate, targeted, and sustained allocation of resources for gender-specific and gender-integrated actions;



- ensuring sustained engagement of gender experts and allocating resources for inclusive engagement processes throughout implementation;
- investing in institutional coordination mechanisms that facilitate collaboration among biodiversity, climate, and gender stakeholders across government and non-government actors;
- strengthening the capacity of local actors, including women and underrepresented groups, through targeted training and capacity-development initiatives, recognizing their role as leaders and agents of change in implementation;
- exploring and mobilizing international and domestic financing aligned with gender equality objectives, including relevant gender action plans;
- ensuring implementation approaches address social and cultural norms that perpetuate gender inequalities, and are responsive to gender differences in time use, access to and control over resources, services, and decision-making power;
- Allocating funding for implementation, monitoring, reporting, stocktaking, and continuous improvement of gender-responsive biodiversity and climate strategies.

4.6

Monitoring, Reporting, and Stocktaking

This phase focuses on establishing and implementing a MEL system to track progress, assess outcomes, and inform continuous improvement of biodiversity and climate actions under NDCs, NAPs, and NBSAPs. In a gender-responsive approach, it includes developing common gender-responsive indicators, collecting and analyzing gender-disaggregated and gender-relevant data, and ensuring inclusive and participatory monitoring and reporting processes. This phase also supports iterative learning and updating of policies and actions based on evidence and stakeholder feedback.

The aim with a gender-responsive approach is to ensure that progress toward gender equality is systematically measured, understood, and strengthened over time. It enables the identification of gaps, inequalities, and unintended impacts, while supporting transparency, accountability, and inclusive decision making. It also ensures that the perspectives, knowledge, and experiences of women, Indigenous Peoples, and local communities are integrated into monitoring, reporting, and review processes, strengthening the effectiveness and equity of biodiversity and climate actions.

During this phase, recommended actions that support a gender-responsive approach include the following:

- developing a gender-responsive MEL framework with clear key performance indicators aligned with gender equality principles, objectives, and targets across NDCs, NAPs, and NBSAPs;



- ensuring indicators are harmonized across policy instruments to support integrated and synergistic assessment of gender outcomes;
- allocating sufficient time and resources to enable participatory monitoring and evaluation processes, particularly at the local level;
- designing and implementing data collection methods and tools that support the systematic collection of gender-disaggregated and gender-relevant data;
- conducting gender analysis of collected data to assess equity in decision making, access to benefits, and differentiated impacts of biodiversity and climate actions;
- engaging a wide range of stakeholders in monitoring and reporting processes, including government actors, gender experts, planning teams, and relevant national platforms or clearinghouses;
- involving women, Indigenous Peoples, and local communities in monitoring and reporting activities, ensuring the integration of Indigenous and Traditional Knowledge systems;
- ensuring data collection teams are inclusive and gender-balanced, and apply gender-responsive facilitation approaches to support equitable participation and contributions from all stakeholder groups;
- use findings from monitoring and evaluation to inform updates and revisions of NDCs, NAPs, and NBSAPs, including scaling, adjusting, or introducing actions to address persistent gender inequalities or unintended negative impacts.





5 Country Case Studies: Gender-responsive biodiversity and climate policy-making in action

The following case studies exemplify how three countries, Fiji, Peru, and Indonesia, have integrated gender-responsive approaches into their biodi-

versity and climate policy development processes in complementary and meaningful ways.



Mainstreaming gender equality across Fiji's key climate and biodiversity strategies

CASE STUDY 1

The Government of Fiji has emerged as a regional leader in integrating gender equality across its core environmental and climate policy frameworks. Through its NDC, NAP, and NBSAP, Fiji seeks to institutionalize a whole of government approach that embeds gender responsiveness into climate and biodiversity action.

Reflecting on the steps of the checklist, Fiji was able to approach Phase 1: Pre-Planning and High-Level Mandate with a solid basis, as Fiji's environmental strategies are grounded in a national gender policy. The Ministry of Economy's [GESI Policy \(2021–2024\)](#) serves as the central mechanism for main



streaming gender across all planning and budgeting processes in line with Fiji's international, regional, and national gender equality commitments. This foundation is reinforced by the **Climate Change Act 2021**, the **National Climate Change Policy 2018–2030**, the **National Gender Policy 2014**, and constitutional protections against gender discrimination. Complementary tools, such as the **Gender-Responsive Planning and Budgeting Manual (2024)** and the **Fiji Development Bank's Gender Equity & Social Inclusion Policy and Action Plan**, seek to further institutionalize gender-responsive climate finance and public sector planning. These complementary financial policies also provide excellent examples for establishing gender-responsive financial mechanisms within Fiji's climate and biodiversity strategies, as per Phase 5: Financing and Implementation.

Among Fiji's three environmental frameworks, the **National Adaptation Plan (2018)** demonstrates the most advanced and explicit integration of gender equity and social inclusion. In accordance with Phase 2: Assessment, the NAP was developed through a highly inclusive process involving civil society, faith-based organizations, private sector actors, and representatives of vulnerable groups, including women, people with disabilities, the elderly, children, and LGBTQ communities. The NAP acknowledges that "climate change is not gender neutral" and that adaptation planning must address differentiated impacts. It contains a specific objective on gender equality and the empowerment of women, which aims to increase women's participation in climate change decision-making processes, ensure gender-responsive adaptation actions, and promote women's access to climate finance (**Government of Fiji, 2018**, pp. 14–15).

Fiji's updated **NDC (2020)** integrates gender considerations primarily through its strong linkage to the NAP. Fiji's first NDC adaptation-related information was derived directly from the gender-informed NAP, ensuring that gender equity and the needs of vulnerable groups were embedded in adaptation priorities, as per Step 4: Identification of Strategies, Policies, and Activities (**Government of Fiji, 2020**). Fiji's NDC was most recently updated in November 2025 (**NDC 3.0**) and represents a substantial



improvement over the 2020 NDC. Gender is elevated to one of four governing principles for all of Fiji's climate action. In line with Phase 3: Goal Setting, the "Social Inclusion, Equity, and Gender Responsive Approaches" principle states that climate policies and programs are designed to be gender-responsive and inclusive and compatible with the unique capacities of all groups in society, with explicit focus on protecting women, children, persons with disabilities, and those in remote and maritime communities, recognizing their distinct and differentiated vulnerabilities to climate change. Corresponding to this, gender is woven into multiple sectoral commitments rather than siloed in a stand-alone section. The most concrete and ambitious gender-specific commitments appear among the adaptation objectives, which integrate implementation of the Women's Economic Empowerment National Action Plan 2025–2030 directly into the NDC framework. As part of this, the NDC sets gender-responsive, measurable indicators in alignment with Phase 6: Monitoring, Reporting, and Stocktaking. The NDC also references an "NBSAP GEDSI Plan" as an indicator under the adaptation target related to biodiversity and ecosystems, explicitly creating a formal cross-document gender mainstreaming link between the NDC 3.0 and the National Biodiversity Strategy and Action Plan (**Ministry of Environment and Climate Change of Fiji, 2025**).

The **NBSAP 2020–2025** embeds gender equality across biodiversity management and conservation, and gender mainstreaming mandates extend to all programs of the country's NBSAP. The NBSAP's development process involved extensive consultations with government, non-governmental organizations, resource owners, and academia, which is critical in a context where women are primary users of biodiversity resources, especially in fisheries and agroforestry (**Department of Environment, 2020**).

Fiji's integration of gender across its NAP, NDC, and NBSAP demonstrates a good practice example of a coherent, system-wide approach to inclusive climate and biodiversity governance. While challenges remain, such as limited disaggregated data, underrepresentation of women in decision making, and structural gender inequalities, the country's policy frameworks, institutional enablers, and commitment to gender equality position Fiji as a regional leader in inclusive environmental action.



CASE STUDY 2

Integrating intercultural and intergenerational gender equity into biodiversity and climate action in Peru

Peru has successfully mainstreamed gender-responsive considerations across its NDC, NAP, and NBSAP frameworks and, more importantly, has been able to utilize a gender-responsive consultative process to inform policy-making that furthers its mutually reinforcing goals of equitable climate resilience and biodiversity conservation.

In consideration for Phase 1: Pre-Planning and High-Level Mandate, the pathway for this work was laid through Peru's **Gender and Climate Change Action Plan**, which provided guidance to government entities on how to address the impacts of climate change while redressing existing gender inequalities (**NAP Global Network, 2022**). The plan was developed through a consultative process that engaged a variety of actors within the climate and gender equality space, including sectoral representatives, as well as civil society and women's organizations, bolstered by the political will and collaborative efforts of the Ministry of Environment and the Ministry of Women and Vulnerable Populations (**NAP Global Network, 2022**). This process laid the foundation for the integration of gender-responsive considerations across different sectors, actors, and levels of government within other key biodiversity and climate commitments and plans.

Of the three policy instruments, the **National Adaptation Plan (2021)** is the most progressive and thorough in terms of gender integration, the implementation of which is facilitated by training and tools to enable different actors to mainstream gender into national climate action (**NAP Global Network, 2022**). Within the NAP as per Phase 3: Goal Setting, a rights-based "gender approach" is explicitly framed as a cross-cutting focus area, recognizing the "differentiated impacts of climate change on women and men" (**Gobierno del Perú, 2021**, p. 41). Additional cross-cutting priorities include intercultural and intergenerational equity in inclusive adaptation actions (**Dazé & Hunter, 2024**). In accordance with Phase 4: Identification of Strategies, Policies, and Activities, NAP actions seek to address existing gender gaps in equity and access to resources (**Gobierno del Perú, 2021**, p. 57). More importantly, women are framed not only as vulnerable victims of the impacts of climate change, but as agents of change, where adaptation measures will promote their participation and leadership while strengthening their capacities in this regard (p. 96). Gender concepts are embedded across the full policy cycle of the NAP, from the principles to sectoral actions, governance and capacity-building approaches, and finally, in sex-disaggregated data collection as per Phase 6: Monitoring, Reporting, and Stocktaking.





Similarly, Peru's **Updated Nationally Determined Contribution 3.0 (2025)** also includes the cross-cutting themes of gender equality, intercultural and intergenerational approaches, and specifically, the importance of gender-responsive climate planning (**Gobierno del Perú, 2025**, p. 12), and the inclusion of women in decision making (p. 9). It emphasizes a just and equitable energy transition that leaves no one behind with recognition for the traditional knowledge and key role of Indigenous Peoples (pp. 23–24). In terms of synergies with biodiversity action, the commitment recognizes the interdependence of climate and biodiversity and prioritizes nature-based climate solutions (pp. 24–25). Critically, in alignment with Phase 2: Assessment, the NDC reflects the commitment by the Peruvian government to gender-equitable participation that informed the policy instrument, specifically the hosting of several multistakeholder workshops with a high degree of women's, Indigenous Peoples', and civil society participation, where women specifically represented more than half (63%) of total participants (p. 60).

In a further demonstration of collaboration between biodiversity and climate planning teams, Peru's Ministry of Environment, with support from the UNDP, hosted a learning session in May 2024 on gender integration into biodiversity decision making (**UNDP, 2024b**). As evidenced, the NDC revision process helped Peru to “make great strides to promote gender equality in efforts toward the Paris Agreement” (p. 12), and there was a desire to translate these promising practices during the most recent review of the country's NBSAP.

The Government of Peru hosted a workshop where national biodiversity experts, alongside gender experts and other stakeholders from the National Biodiversity Committee, learned about gender mainstreaming in NBSAP policy-making, particularly the inclusion of Afro-Peruvians, Indigenous Peoples, and youth, from those involved in the NDC revision process (**UNDP, 2024b**). This dialogue paved the way for future discussions at subnational levels, facilitating improved collaboration between climate and biodiversity sectors with gender equality as a focus area (**UNDP, 2024b**). As a result, the country's **NBSAP (2025)** demonstrates the intentional integration of gender issues through a gender-responsive and intercultural approach that fosters the equitable participation of women and men in biodiversity management (**Ministerio del Ambiente (Perú), 2025**, p. 9).

Peru has made great gains in ensuring the integration of gender-responsive actions across the NDC, NAP, and NBSAP processes. The text of these integral documents showcases how gender has been meaningfully mainstreamed, while the review and revision methods also considered gender equity by promoting the active participation of women and other underrepresented groups. Moreover, Peru has gone beyond gender to also consider how intercultural and intergenerational gender equity should be considered within all three policy instruments. As a result, Peru has set an impressive precedent for gender-responsive biodiversity and climate policy-making in the region.

CASE STUDY **3****Integrating gender considerations into Indonesia's climate and biodiversity frameworks**

The Government of Indonesia has integrated gender considerations to a varying degree across its NAP, NDC, and NBSAP. In accordance with Phase 1: Pre-Planning and High-Level Mandate, the basis for gender mainstreaming across Indonesia's environmental frameworks stems from the **National Medium-Term Development Plan (2025–2029)**, which lists gender equality and women's empowerment as key aims, and the **National Action Plan on Gender and Climate Change (2024–2030)**, which provides a framework for integrating gender-responsive approaches, aligned with the UNFCCC Gender Plan of Action, across several areas, including ecosystem conservation and restoration, disaster risk management, and agriculture. The Ministry of Women's Empowerment and Child Protection plays a key role in ensuring that gender is mainstreamed across national policy processes from development to implementation.

In alignment with Phase 4: Identification of Strategies, Policies, and Activities, gender is most comprehensively mainstreamed in Indonesia's **National Adaptation Plan (2026–2030)**, with “gender responsiveness and social equity” serving as guiding principles across adaptation planning, implementation, financing, and monitoring (p. 29). The document acknowledges the disproportionate impacts from climate change that women and other underrepresented groups face due to systems of inequity.

However, it does not position them merely as vulnerable groups or passive beneficiaries, but rather as active agents of change whose knowledge and leadership can strengthen adaptation actions. To enable this, the NAP, as per Phase 2: Assessment, identifies the meaningful engagement of women and other underrepresented groups as a cross-cutting priority, with community consultations, open communication channels, capacity-strengthening sessions, and women's leadership development as key mechanisms to ensure that diverse voices, needs, and priorities are reflected in adaptation governance. In accordance with Phase 5: Financing and Implementation, gender-responsive climate budgeting is also institutionalized, requiring ministries to identify specific adaptation activities in their work plans that apply gender-responsive approaches to demonstrate that they are meeting their gender commitments. Additionally, the NAP establishes a set of criteria, including gender responsiveness, to ensure that adaptation financing is accessible and equitably distributed. Progress is tracked through a MEL system in which the Ministry of Women's





Empowerment and Child Protection is responsible for embedding gender into indicators, including gender equity scores for adaptation projects and programs, and for mainstreaming gender throughout reporting, evaluation, and learning processes as per Phase 6: Monitoring, Reporting, and Stocktaking. Moreover, the NAP recognizes the interconnections between climate and biodiversity, as well as the integral role that gender-responsive and socially inclusive approaches play in climate and biodiversity action, underscoring the importance of synergistic action across the UNFCCC and CBD ([Ministry of Environment of Indonesia, 2025](#)).

Indonesia's [Second Nationally Determined Contribution \(2025\)](#) reflects much of the gender mainstreaming found in the NAP, acknowledging the importance of women's leadership and participation in climate action. Gender-responsive approaches, including considerations around gender participation, equity, and balance, are repeatedly mentioned in adaptation strategies across several ecosystems, including forest management, coastal and marine ecosystem protection, and urban climate resilience. The just transition section also underscores the importance of considering differentiated impacts, needs, and capacities to participate in mitigation initiatives. Furthermore, the NDC recognizes women as key agents of change in reducing deforestation and emissions from the forestry sector. The NDC also highlights the Government of Indonesia's commitment to providing equal opportunities for women institutionally, with women comprising more than half of the participants engaged in capacity-strengthening sessions on the Paris Agreement ([Government of the Republic of Indonesia, 2025](#)).

In alignment with Phase 3: Goal Setting, the [Indonesian Biodiversity Strategy and Action Plan \(2025–2045\)](#) integrates gender considerations primarily through National Target 17, which aims to ensure that women and other underrepresented groups, including youth, people with disabilities, and local and traditional communities, are equitably represented and able to participate in biodiversity governance. Actions under this target include enhancing women's engagement in biodiversity decision making, strengthening women's capacities to participate in biodiversity action, creating accessible learning platforms, and establishing networks for women to discuss biodiversity challenges and opportunities. It is important to note that mentions of the term “gender” are limited; however, Indonesia's NBSAP acknowledges the importance of women's empowerment and highlights the critical role of women in sustainable resource management ([Ministry of National Development Planning of Indonesia, 2024](#)).

It is evident that Indonesia's Ministry of Women's Empowerment and Child Protection has played a critical role in mainstreaming gender across the NAP, NDC, and NBSAP, as all three documents position women as key actors in climate and biodiversity action. Additionally, the National Action Plan on Gender and Climate Change serves as an integral framework for mainstreaming gender-responsive approaches in climate policy—though its scope does not appear to extend to biodiversity policy. This highlights a key gap and opportunity to share knowledge across climate and biodiversity teams to enhance synergies. Nevertheless, Indonesia's case demonstrates a meaningful commitment to mainstreaming gender across national environmental frameworks.



6 Conclusion: Key Takeaways for Policy-makers



The following takeaways provide practical recommendations aimed at national and international policy-makers working at the intersection of biodiversity and climate policy who seek to advance synergistic, just, and gender-responsive actions. They draw on best practices for integrating gender equality into the planning and implementation of NDCs, NAPs, and NBSAPs.

1. Mandate Gender Responsiveness From the Top

The case studies demonstrate the importance of establishing a high-level mandate at the national level that explicitly commits to gender-responsive approaches to guide the synergistic planning and implementation of NDCs, NAPs, and NBSAPs with the support of senior leadership, a dedicated budget, and appropriate human and operational resources.

2. Build or Strengthen Coordination Mechanisms That Include Gender Experts

Whether through existing forums or newly established multistakeholder bodies, national policy-makers should ensure gender expertise is embedded in the collaborative planning and implementation of biodiversity and climate policy and action.

3. Use the Joint Liaison Group to Drive Gender Alignment Internationally

At the international level, parties should utilize the Joint Liaison Group between Rio Convention Secretariates to coordinate gender programming, share tools and case studies, and align capacity-strengthening efforts.



4. Ensure Women and Underrepresented Groups Are Meaningfully Engaged

Full and meaningful participation in all phases of the NDC, NAP, and NBSAP life cycle requires more than just representation—it demands processes that allow for influence, targeted resourcing, and capacity strengthening so that those most affected by biodiversity loss and climate change can actively shape the policies that impact them.

5. Close Gender Data Gaps to Build Evidence-Based Policies

National biodiversity and climate policy instruments should be data driven and informed by the collection and analysis of gender-related data. Parties should embed gender analyses and stocktaking exercises into NDC, NAP, and NBSAP review cycles to collect, update, and assess sex-disaggregated and other relevant data.

6. Use Gender-Responsive NbS as a Cross-Cutting Policy Tool

NbS offer a practical way to simultaneously address biodiversity loss, climate vulnerability, and gender inequality, particularly for women and underrepresented groups who disproportionately bear the impacts of environmental degradation and climate change.

7. Track Progress With Shared, Gender-Specific Metrics

To promote greater synergy, establish a gender-responsive MEL system with common, gender-specific key performance indicators across NDC, NAP, and NBSAP processes. This should be supported by gender-disaggregated data collection and inclusive stakeholder feedback mechanisms, the latter of which requires resourcing and ongoing support from policy-making teams.



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T +49 228 4460 – 1791
E info@giz.de
I www.giz.de



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Responsible:

Mathias Bertram
E mathias.bertram@giz.de

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