

Recommendations for strengthening the implementation of the Draft Action Plan on Gender and Climate Change

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November, 2019



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The document has been prepared in the framework of the project "Fourth National Plan and Third Biennial Climate Change Report", which is implemented with technical and financial support from the United Nations Development Program (UNDP) and the Global Environment Facility (GEF).

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I. Introduction

As part of climate change projects implemented by the Ministry of Environment and Physical Planning with the support of the United Nations Development Program (UNDP), a Draft Action Plan for Gender Mainstreaming in Climate Change has been prepared. It foresees concrete steps by which, through increasing the knowledge and awareness of all relevant gender and climate change stakeholders, will build institutional capacity for specific actions in this area, both at policy and implementation level. The Ministry of Labor and Social Policy actively participates in and supports all these activities.

For that purpose, in September-October 2019, an Analysis on the inclusion of the gender perspective into the national climate change policies was conducted, with a view to international standards, national institutional set-up, an overview and analysis of the gender based roles, needs, challenge and barriers of women and men in 4 sectors: Energy use in households, Transport, Agriculture and ICT (information and computer technologies). The research also provides a plan to strengthen the implementation of the Draft Action Plan on Gender and Climate Change. (Fourth National Climate Change Plan / Third Biennial Report. Hereinafter: Draft Plan).

For the purpose of supporting the implementation of the Draft Action Plan on Gender and Climate Change, in order to identify the obstacles and the needs for its implementation, in the period September-October 2019, in addition to the above-mentioned research, a qualitative analysis was conducted with a view to on the following:

- Gender and climate change intersection in the existing and planned national strategic and legal framework in both areas (gender and climate change)
- The degree of institutional (inter/intra) cooperation on gender mainstreaming in climate change planning processes;

The analysis was conducted by targeting the following stakeholder groups, at the decision-making and administrative levels through the following methods:

- **A questionnaire** to support the implementation of the Gender and Climate Change Draft Action Plan was submitted to the **Coordinators for Equal Opportunities in the Public Administration Bodies** relevant to the area of climate change¹. The purpose of this questionnaire was to gain insight into the level of (1) Coordinators' awareness on existing climate change policies of their institutions, (non) inclusion of a gender perspective, (2) insights into the level of Coordinators' awareness of gender-based differences of the climate change negative impacts, the different opportunities, obstacles, needs and roles in climate-related sectors, as well as (3) identifying the needs of Coordinators in order to effectively implement the Plan and create a Training Module.

- **Interviews** with the **State Secretary and State Counselor for Equal Opportunities at the Ministry of Labor and Social Policy (MLSP)**, **State Counselor for Climate Change at the Ministry of Environment and Physical Planning (MoEPP)**, Consultation with the **State Secretary at the MoEPP**, Interview with Inter

¹ Responses received from: Food and Veterinary Agency, Agency for Youth and Sport, Agency for Space Planning, Ministry of Economy, Agency for Youth and Sport, Agency for Public Health, Agency for Promotion and Support of Tourism, Ministry of Education and Science, Ministry of Transport and Communications, Ministry of Health, General Secretariat of the Government of the Republic of Macedonia, Ministry of Agriculture, Forestry and Water Economy

Coordinator of the Inter- Departmental consultative and advisory group on equal opportunities (h.a. Inter-Departmental group).

- **Questionnaire** submitted to the **National Committee on Climate Change** (NCCC) for the purpose of (1) inspecting the extent to which the NCCP incorporates gender into their work for purpose of undertaking for further action aimed at the effective integration of a gender perspective into climate change policies as well as at an effective level of implementation², and

- **Questionnaire** submitted to the members of the **Inter-Departmental Group** on Equal Opportunities. The purpose of this questionnaire was to (1) review the group's work on gender and climate change as well as (2) identify methods for involving the group in supporting the implementation of the Plan³.

Based on the results of the analysis, recommendations were created on the following:

- Recommendations for strengthening the implementation of the Gender and Climate Change Draft Action Plan and incorporating a gender perspective into climate change policies,
- Proposed model for establishing a body responsible for coordinating the implementation of the Action Plan.

1. Gender and climate change intersection in the existing and planned national strategic and legal framework in both areas

Although in the Republic of Northern Macedonia there is an institutional gender machinery at central and local level on one hand, as well as a legal framework for gender equality and gender non-discrimination on the other hand, however, climate change and its negative impacts, more precisely measures for equitable and gender responsive inclusion of both sexes in the adaptation and mitigation areas have not been introduced into the institutional, legal and strategic framework.

At the central level, climate change is not foreseen in any of the existing strategic documents and relevant operational and action plans in the field of gender equality on the one hand. On the other hand, the national strategic framework for environment and climate change is gender blind, with the exception of the draft Action Plan on Gender and Climate Change as part of the Biennial Climate Change Reports⁴, but it has not been put into operation, ie its not being implemented. Climate change is not included in existing gender equality policies at the national level.

2. Level of institutional (inter/intra) cooperation on gender mainstreaming in climate change planning processes

There is no continuous cooperation between gender mechanisms and different sectors related to climate change (environment, spatial planning, etc.) in the field of climate change policy making.

The only cooperation noted is the one during the implementation of climate change projects which are implemented in cooperation with UNDP, in particular in the preparation of the Draft Action Plan on

² Answers received from: Secretariat for European Affairs, Ministry of Defense

³ Responses received from: Macedonian Women`s Lobby, Ministry of Economy, Center for Change Management, ZELS

⁴ NCCC

Gender and Climate Change as well as within the project Strengthening Institutional and Technical Capacities to Improve Climate Transparency changes under the Paris Agreement (CBIT project)⁵.

No climate change and gender training for public and state administration of institutions working on climate change has been registered on the one hand, and no climate change training on gender machinery on the other.

In 2017, the Macedonian government introduced an e-learning system, which set up two gender equality trainings, one basic and one advanced. Civil servants are obliged to undergo these trainings. These trainings are focused on gender equality issues and do not have a specific section on climate change or the environment and gender.

Coordinators for Equal Opportunities on Women and Men in Public Administration Bodies are not familiar, nor informed with the text of the Draft Action plan on Gender and Climate Change, nor are familiar with the dependence on the gender based vulnerability to the climate change negative impacts (how and does gender relates to the mitigation and adaptation capacities), although some have participated in workshops on climate change policy-making.

They have no information on whether men and women have equal access to mitigation and adaptation resources / services and whether climate change is increasing existing gender disparities and vulnerability. Also, the coordinators have no knowledge of the reasons for the different positions of women and men in mitigating and adapting to climate change.

At the time of this analysis, no inter-institutional or intra-institutional collaboration on the link between climate change and gender perspective was observed, ie for the latter Equal Opportunities Coordinators were most often not involved in activities (workshops, consultations, working groups) and are not consulted on a gender perspective when creating climate change policies within their institution.

There is no data on the involvement of the Inter-Departmental Group on Equal Opportunities in the processes of climate change policy-making, while the National Committee on Climate Change in the field of gender mainstreaming as an example exemplifies the Draft Action Plan on Gender and Climate Change. On the other hand, NCCC members consider that this committee is not operational and that its work should be strengthened above all, after which steps should be taken to actively address gender and climate change issues into it`s work.

The Inter-Departmental Group has not considered the draft Action Plan on Gender and Climate Change and has not put forward a proposal for gender mainstreaming in climate change policies, nor has the line ministry asked for an opinion, but considers the issue important and should be addressed, first of all by identifying the barriers to include the gender perspective into the climate change policies. Periodic reports from institutions have no gender perspective in the area of climate change due to the absence of a formal requirement to report on this issue⁶.

Members of this group are not informed about certain events related to climate change policy making.

A major challenge or impediment to the work of the group on gender mainstreaming is that at the policy level, gender perspective is lacking in climate change policies, as well as due to the fact that climate change has not been introduced into gender equality policies.

It is therefore recommended that members of this group to be included in gender and climate change training in order to strengthen their capacities⁷.

⁵ Interview. State Advisor on Equal Opportunities, MLSP

⁶ It is not required in the Unified Gender Equality Report nor in the Gender Budget Statement

⁷ Interview, Coordinator of the Inter-Departmental Group on Equal Opportunities

II. Recommendations to strengthen the implementation of the Draft Action Plan on Gender and Climate Change

1. Gender and climate change policy intersections

The existing central and local strategic documents, actions and operational plans for gender equality on the one hand and climate change on the other have to be revised and upgraded. Namely, this should be done using the Open Method of Coordination or the Multi-Stakeholders Method, which means that multi-level inter-sectoral, inter-institutional, inter-sectoral and inter-institutional cooperation must be established at both administrative and decision-making levels.

The institutional machinery must consult the civil sector, the business sector and the academic community in order to provide comprehensive information on the basics, barriers, needs and opportunities for introducing gender intersection and climate change.

The revision and upgrading of existing gender equality strategic documents can be done through the establishment of working groups or other formal inter-institutional bodies (committees, working bodies) composed of representatives from all relevant institutions, CSOs, academia and the business sector working in the field. On the other hand, the existing strategic documents related to the environment and climate change should be revised to include gender mainstreaming.

It must be emphasized that measures in gender equality plans and measures in climate change plans need to be synchronized in order to intersect gender and climate change.

To this end, the process of Gender mainstreaming (Gender mainstreaming) should be applied, which is a process consisting of incorporating a range of methods at all stages of the project or strategic program / policy, in the planning, development, implementation and monitoring / evaluation phases).

Macedonia's Equal Opportunity Law also obliges state institutions to "incorporate gender perspectives into the mainstream, which means incorporating a gender perspective at every stage in the process of building, adopting and implementing, monitoring and evaluating policies - with a view to promoting the equality of women and men. "

Gender mainstreaming is the (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making (EIGE).

Article 4, Definitions, Article 5 paragraph 3 defines the Basic measures among which are: (3) "Measures introducing systematic inclusion of equal opportunities for women and men in the process of designing, implementing and monitoring policies and budgets in specific social areas. including the performance of the functions and responsibilities of public and private entities".

Gender responsive policies need to be developed - as opposed to those that are only gender sensitive. Developing gender-responsive policies in the context of climate change will mean going further than being sensitive, so that responsibility will mean incorporating measures to overcome, not just identifying existing inequalities.

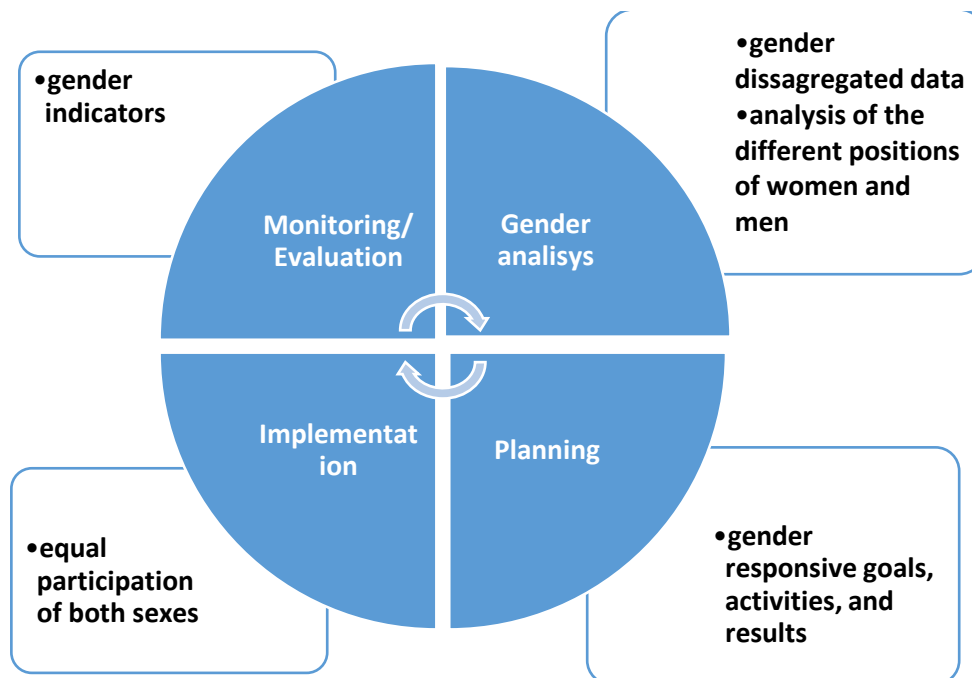


Figure 1 Gender mainstreaming cycle

Climate change as a specific strategic objective (or within the area of the environment) should be included in the new Gender Equality Strategy, which will start its revision in 2020, as well as the introduction of the sphere of climate change, or the wider, environmental area, in Article 5 paragraph 1 of the Law on Equal Opportunities for Women and Men which outlines the basic measures to achieve the principle of equal opportunities in different social spheres of life, as well as equal access to goods and services⁸. According to the Inter-Departmental Group on Equal Opportunities, climate change should be a specific strategic objective of gender equality policies (Gender Equality Strategy, Equal Opportunity Law⁹).

2. Creating a register of persons working in the field of gender equality and climate change at the administrative level

A database or register of persons at the institutional level (public and state administration), civil and private sectors and academia working in relevant and relevant institutions in the field of environment, climate change and gender equality should be developed.

This register would provide insight into all relevant actors that can contribute to climate change on the one hand and to gender issues on the other, in the creation of climate change and gender equality policies. The register would be an integral part of the body's work in charge of implementing the Gender and Climate Change Action Plan.

This register will also serve the Sector on equal opportunities, the National Council on Climate Change and the Ministry of Environment and Physical Planning in their work when, and if related to gender and climate change.

⁸ Interview with MLSP

⁹ Ibid.

3. Gathering gender-disaggregated data in the area of climate change

Gathering gender-disaggregated climate change data that would show vulnerable categories based on gender is the first and ultimate step towards creating gender-responsive and or gender specific measures, Gender-disaggregated climate change-related data should be obtained under Article 18 of the Law on Equal Opportunities - which can also be found not to be implemented. Without gender-disaggregated data, gender-responsive climate change goals cannot be created. Article 18 states that the Parliament, Government, State Administration Bodies, Judicial Bodies and Other State Bodies, organs of the units of local self-government, legal entities entrusted with the performance of activities of public interest, associations, foundations, public enterprises, educational institutions, institutions in the field of social protection, health institutions, political parties, public funds information, companies and other entities that are obliged by law to collect, record and process statistical data, are obliged to present this data by sex and submit it to the State Statistical Office.

Still, there are no official gender disaggregated data in field related to climate change.

Gathering gender-disaggregated data is the first step or method to incorporate a gender dimension into climate change policies.

The Study “Applying a Gender Lens to the Third National Communication on Climate Change¹⁰”, provides a comprehensive set of indicators adapted to the Macedonian context for the gender perspective on climate change to be collected by relevant institutions¹¹.

4. Analyzing the gender perspective of the climate change by collecting statistics to create effective measures

An analysis of the gender segregation of activities, needs and barriers to cope with the negative impacts of climate change is needed in order to design gender responsive policies.

There is no official insight/analysis/assessment of the different needs and roles of women and men in mitigation and adaptation measures, which results with absence of gender responsive measures in environmental or climate change plans. There is need of assessing the gender based differences negative climate change impacts, or how their daily behavior and functioning impacts climate change, depending on social context, culture, socio-economic factors, place of residence, etc.

The NCCC considers that an analysis of the issues arising in relation to the knowledge of women and men and the use of land, water and energy is needed above all; Identifying social factors such as (level of education and literacy of men and women, differences between rural and urban women, ie men); Introducing facts about the representation of women and men in resource and policy making; Identification of restrictions on equitable representation; Emphasize the differences in the participation of women and men in different aspects of the economy¹².

Based on the conclusions of the analysis, appropriate measures should be developed through coordination of the key ministries MLSP and MoEPP and all relevant stakeholders in its implementation (Governing Bodies, NGOs, Local Government, Experts, etc.¹³).

¹⁰ Available at <http://unfccc.org.mk/content/Publikacii/Gender%20and%20Climate%20Change%20in%20Macedonia.pdf>

¹¹ The indicators are given in Appendix 4 of the study “Applying a Gender Lens to the Third National Communication on Climate Change”

¹² NCCC

¹³ ibid

5. Strengthening the capacities of gender mainstreaming and climate change stakeholders

In order to ensure the intersection of the gender and climate change at both administration and decision-making level, it is firstly necessary to strengthen the institutional capacities on gender perspective of the climate change.

Namely there is strengthening capacities on climate change of the gender institutional machinery at central and local level, to introduce the knowledge on the intersection of gender and climate changes, more precisely assessing and measuring the impacts of climate change impacts, policies and measures and their gender.

On the other hand, gender sensitization of the institutions and institutional representatives dealing with climate change is needed, ie strengthening the capacities of relevant stakeholders at both the administrative and decision-making levels to introduce a gender perspective into climate change policies.

The introduction of gender and climate change training should be made at the level of strategic plans and their relevant action / operational plans with financial support, in order to raise awareness of the different needs and roles of women and men in mitigation/adaptation. Strengthening the capacities at the administrative and decision-making level of both climate change and gender equality stakeholder groups for the existence of gender intersection with climate change is a prerequisite for effective implementation of the plan¹⁴.

In general, training should provide strengthening the capacities of all actors to link gender to climate change through trainings that will include¹⁵:

- Informing all stakeholders about the existence of the Draft Action Plan on Gender and Climate Change as well as national climate change policies;
- Methods for introducing a gender perspective into climate change policies;
- Introduce a system of inter-institutional cooperation for the design and implementation of gender and climate change policies;
- Practical / concrete examples that we would implement in practice;
- Familiarity with national climate change policies and the draft Gender and Climate Change Action Plan;
- The measures and activities that each institution should take to implement the Gender and Climate Change Action Plan;
- Familiarity with the negative impacts of climate change on the basis of gender, different opportunities, obstacles, needs;
- Detailed information on gender perspective on climate change;
- Methods for active participation of the institutions in the implementation of the action plan;
- Deepening knowledge of how each individual would be involved in the process of combating climate change;
- What would be the role of each institution to increase women's decision-making power in combating climate change;
- What are the benefits of introducing a gender perspective in climate change;

¹⁴ Interview with MoEPP State Advisor on Climate Change

¹⁵ The list contains the responses received from the Coordinators for Equal Opportunities in the Public Administration Bodies. Thus, this list only considers the needs of the gender training machinery for gender and climate change.

- How to incorporate a gender perspective into all strategic documents and action plans;
- Experiences from other countries.

According to the answers, it can be concluded that a new model for more effective gender machinery should be considered¹⁶, and on the other hand it is emphasized that this process of implementation of the Plan must be based on an already well established and strengthened administrative infrastructure¹⁷, as at present the administrative capacity is not at an adequate level for its implementation.

The existing e-learning system, i.e. its revision in 2020 and the inclusion of a gender / climate change section / course, could also be used to provide a systematic training for civil servants in this area of the gender policy.

It must be emphasized that a separate training model for civil and public servants working in the field of climate change should be developed in order to inform and strengthen their capacities for a gender perspective on climate change.

This would provide an administrative structure for more effective implementation of the Gender and Climate Change Action Plan.

6. Proposed model for establishing a body responsible for coordinating the implementation of the Gender and Climate Change Draft Action Plan

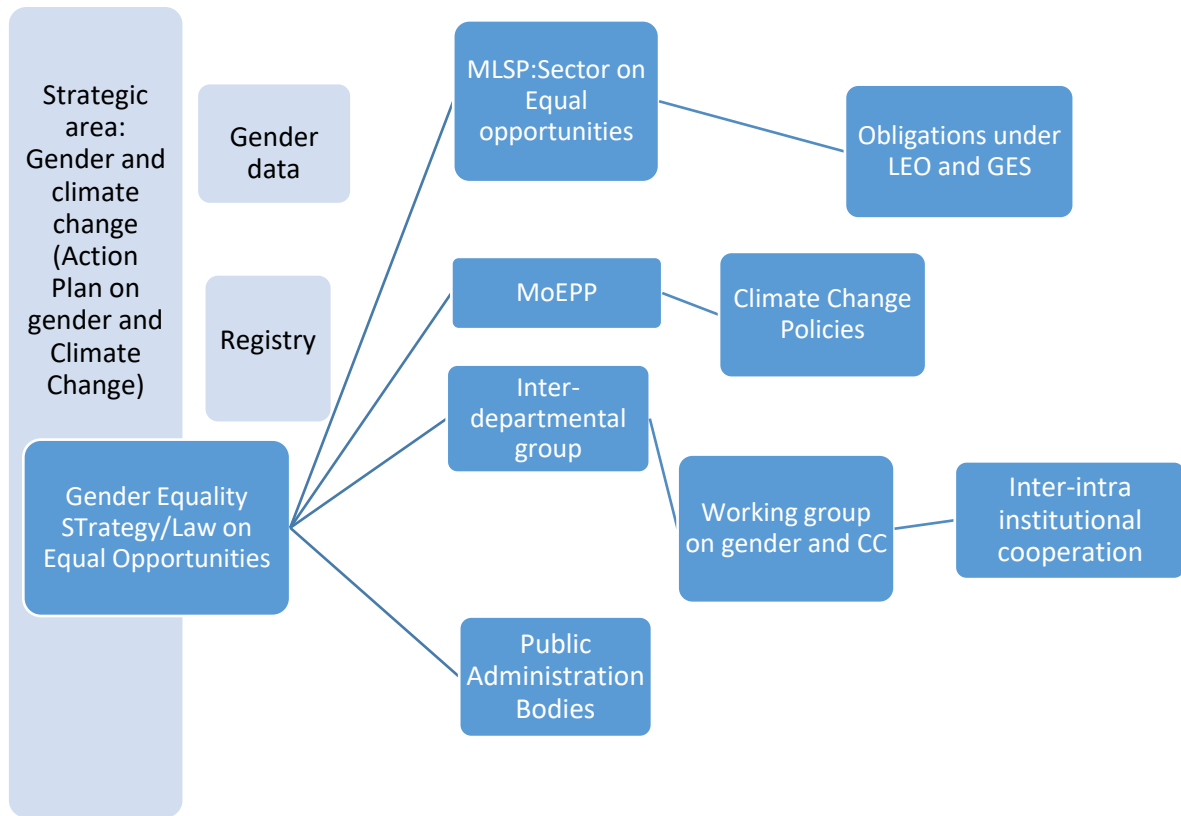
In order to create a body responsible for coordinating the implementation of the Action Plan, first of all, the Plan should be put into operation, and according to this analysis the most appropriate way is its incorporation as a specific strategic objective in the new Gender Equality Strategy.

Based on the introduction of the plan into the new Gender Equality Strategy, through the use of an open coordination method or a multi-stakeholder method, the plan should be subject to revision and upgrading if this is found to be necessary when developing the new strategy.

With the adoption of the new Gender Equality Strategy, the specific strategic objective of Gender Equality and Climate Change will list all institutions responsible for implementing, monitoring, evaluating activities within this objective.

¹⁶ Interview, MLSP

¹⁷ Interview, State advisor on CC, MoEPP



The establishment of a sub-group within the Inter-Departmental Group is a proposed body responsible for monitoring the implementation of the plan, more precisely now a specific strategic objective in the Gender Equality Strategy. This would avoid duplication of several strategic documents and synchronize and upgrade the existing document, ie putting it into operation at both the policy level and the new implementation level.

In this case the procedure would be as following:

1. Above all it is necessary to introduce a new strategic goal Gender and Climate Change in Gender Equality Strategy. In parallel, the sector of environment and climate change in the Law on Equal Opportunities should also be introduced.

Based on the new strategic and legal framework, the institutions will have to comply with the new provisions. Thus, the Sector for Equal Opportunities as the body responsible for the overall implementation of the Law and the Strategy for Equal Opportunities will have the overall management role in the implementation and monitoring of the new strategic area on gender and CC, through established mechanisms in accordance with the Law.

The introduction of the new area in the Strategy will need to be reflected in the administrative-technical procedures for strategy implementation and monitoring.

For example, in order to monitor the implementation of the strategic goal of Gender and Climate Change, there is a need of introducing this area in the Unified Gender Equality Reports and in the Gender Budget Statement Report that the Coordinators submit to the Sector on Equal Opportunities.

It is advisable to introduce a course in the gender equality e-system that addresses climate change.

In addition to the Sector for Equal Opportunities, in the strategic area of Gender and Climate Change, all institutions responsible for carrying out each activity separately and their responsibilities will be listed.

2. Establish a permanent Gender and Climate Change Working Group within the Inter-Departmental Group, which will act in accordance with the Rules of Procedure.

Based on the new strategic and legal area for gender and climate change, the same area will need to be reflected in the Inter-Departmental Group Working Program supplementing it with the Gender and Climate Change Work Program.

According to Article 6, paragraph 10, this group "participates in the process of preparation and implementation of the Gender Equality Strategy, reviews the monitoring and evaluation reports of the strategy and proposes measures to promote implementation", which is another method of incorporating climate change into the gender policy as well as monitor and report on it.