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GENDER ANALYSIS WITHIN THE THIRD BIENNIAL UPDATE REPORT (TBUR)
Third Biennial Update Report (TBUR) project (final draft)

List of abbreviations

BR	Biennial Report
BUR	Biennial Update Report
CC	Climate Change
COP	United Nations Climate Change Conference
EU	European Union
EIGE	European Institute for Gender Equality
GAP	Gender Action Plan
GCF	Green Climate Fund
GMS	Gender mainstreaming
GSP	Global Support Programme
GRB	Gender-responsive budgeting
H2020	Horizon 2020
IPPC	Intergovernmental Panel on Climate Change
LWPG	Enhanced Lima Work Programme on Gender
MRV	Monitoring, Reporting, Verifying
MSDT	Ministry of Sustainable Development and Tourism
NDC	Nationally Determined Contribution
NC	National Communications
NECP	National Energy and Climate Plan
OECD	Organization for Economic Co-operation and Development
SDG	Sustainable Development Goals
SMEs	Small and medium-sized enterprises
ToR	Terms of reference
TBUR	Third Biennial Update Report
TNC	Third National Communication
SBUR	Second Biennial National Report
UNDP	United Nations Development Programme
UNFCCC	United Nations Convention on Climate Change
UNSDG	United Nations 2030 Agenda for Sustainable Development

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Introduction

The feminization of climate change is a national and international issue that needs to be raised higher on the agenda of the policy response and national and international efforts in the process of combating climate change.

The complexity of the problem requires a complex approach that includes several levels and specific methods, all with the aim of a comprehensive and nuanced response to climate change at the social and individual levels.

Climate change is a process that is directly correlated with vulnerability and social exclusion at the societal and individual levels, however its implications are yet to be explored.

Therefore, national and international efforts must take into account the factors of social vulnerability, social exclusion and gender inequality, all in order to create appropriate climate/environmental policies and climate actions that ensure equal access and equal coverage of the entire population.

Fighting climate change isn't just an environmental issue – it's a social justice issue too. Climate change policies that integrate social justice are not only a moral imperative of society – they represent the building of climate justice policies by which it is easier to achieve resilience and mitigation targets. Furthermore, developing justice responses to climate change is an opportunity to develop systems and an infrastructure that will create a more resilient and fairer society as a whole.

In the world of climate change, gender plays an extremely important role, primarily in the

(un)equal opportunities of women and men to mitigate and adapt to negative changes. Climate change and its negative impacts do not recognize stereotypes and grounds for discrimination (age, gender, ethnicity, religion and other affiliation) but they do strongly recognize and welcome joint action against these things. In this regard, action against climate change is the responsibility of all, and can only be complete if it includes the full potential of both men and women as a human, scientific, or cultural, social factor that will fight climate change.

One of the key factors of discrimination, poverty, social exclusion, vulnerability and inequality is gender and its elements: gender roles, gender-based discrimination, gender-based violence, the feminization of poverty, etc.

Therefore, the inclusion of a gender perspective is an organically delivered part of adaptation and mitigation policies and of the general response to climate change.

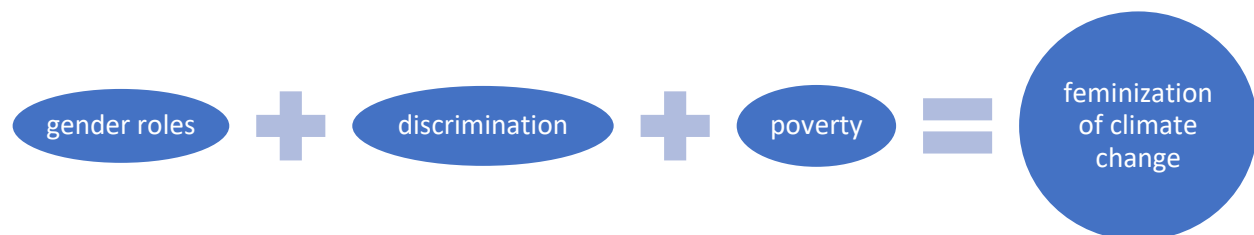


Figure 1: Feminization of climate change

Figure 1 provides a summary of the essential factors that lead to a strongly represented gender dimension of climate change and that leads to its feminization.

What does feminization of climate change actually mean? It means unequal capacities of women and men to deal with the negative impacts, unequal access to resources for adaptation and mitigation, unequal decision-making power (at the individual and societal levels), insufficient involvement of so-called

The feminization of climate change as provided in the figure relies on incumbent inequalities reflected in at least four aspects: unequal capacities of women and men to mitigate negative climate impacts; unequal access to resources for adaptation and mitigation; unequal political involvement and representation of women which can often harm the decision- and policy-making processes and results in “gender-blind” strategies in sectors, such as energy, transport, agriculture, tourism, water supply, water management, waste management, disaster risk reduction, etc; and the lack of will to absorb and involve women as drivers of social change, thus creating policies that actually “leave many women behind”.

“female potential” as agents of change in creating a comprehensive response to climate change, insufficient (or absent) insight into different gender roles and needs in sectors, such as energy, transport, agriculture, tourism, water supply, water management, waste management, disaster risk reduction, etc. In that regard, in order to create gender-responsive climate change measures on the one hand, and climate resilient gender policies in Montenegro on the other, this study is focusing on the following levels:

- ❖ Analysis of the current/existing intersection on gender and climate change at the policy/legal and operative levels;
- ❖ Ensuring effective integration and practice of the gender perspective into the national climate change efforts, through conceptualizing a resilient institutional structure of institutional actors in the field of gender equality and climate change;
- ❖ Establishment of a gender-responsive tracking and monitoring system with verifiable sources for gathering sex-disaggregated data in the climate change sectors through developing a set of gender and climate change indicators; and
- ❖ Ensuring gender-responsive climate financing.

Scope of the Gender Analysis within the Third Biennial Update Report (TBUR) and work methodology.

The Gender Analysis within the Third Biennial Update Report (TBUR) encompasses the following sections:

- (1) Policy alignment and (non-)existing intersection on gender and climate change of the current legislation and policy framework, as well as provision of recommendations for mainstreaming gender into climate change policy, and vice versa: development of climate-resilient gender policies;
- (2) Institutional coordination, or response to the question of whether there are any systems of inter/intra-departmental, sectoral or ministerial cooperation to integrate gender into the key existing climate-related coordination mechanisms, as well as to integrate climate change policies into the institutional bodies working on gender equality, identification of the opportunities which could be further utilized to strengthen the coordination mechanisms among climate change institutions, gender-related institutions, key line ministries and non-governmental actors;
- (3) Capacity building – assessment of the capacity building needs of the decision-makers and administrative officers for understanding, analysing, designing and implementing the intersected gender and climate change policies, programmes and actions;
- (4) Sex-disaggregated data and gender indicators, addressing the (non-)existing practice of gathering sex-disaggregated data in the sectors related to climate change, and the needs of introducing methods of data gathering, as well as indicating which sex-disaggregated data is in line with the National Communications;

- (5) Gender and climate change financing: national frameworks, guidelines, policies, or mandates that support or demand the integration of gender equality within climate-related budgeting.

The work methodology was developed in line with the sections of the Analysis¹ with the purpose of gathering qualitative and quantitative data, as well as the provision of recommendations in each section.

In that regard the main methods of data collection and analysis were following:

- Review of the national policies on gender, and national policies on climate change, including National Communications, Biennial Reports and Biennial Update Reports;
- Review of the level of compliance of UNFCCC's Enhanced Lima Work Programme on Gender (LWPG) and Gender Action Plan (GAP), UNDP's, GCF's and other relevant literature on gender mainstreaming and climate change relevant to the Analysis's sections;
- Review of the existing available sex-disaggregated data in relation to National Communications and gender; and
- Review of the national frameworks, guidelines, policies or mandates that support or demand the integration of gender equality within climate-related budgeting.

For the purpose of identifying the existing gaps in the five sections of the Gender Analysis, as well as to develop recommendations and propose models of future work, it is important to assess several issues at the administrative (operative) and policy-making level.

In line with the sections of the Analysis, the existing policies/practices, gaps and obstacles, needs and recommendations will be the main topics of the qualitative method of: (1) Policy alignment; (2) Institutional coordination; (3) Capacity building; (4) Sex-disaggregated data and gender indicators; and (5) Gender and climate change finance.

Interviews and consultative meetings were held with different stakeholders – President of the Gender Equality Committee, Parliament of Montenegro; Ministry of Ecology Spatial Planning and Urbanism: Head of the Division for Climate Change, Directorate for EU Integration, International Cooperation and Climate; the contact person for Climate Change for the UNFCCC; the contact person for gender for the UNFCCC; Ms. Sanja Elezovic, Gender and Climate Change expert – for the five listed sections of the analysis and analysing the following:

- Existing and planned, separate and intersected policies on gender and climate change;
- Existing and possible (identification of models) methods and procedures (bodies) for institutional cooperative mechanisms;
- Rapid Training Needs Assessment for the purpose of identifying key points for institutional capacity building and networking;
- Existing practices on sex-disaggregated data and gender information; and
- Existing (or) planned methods and mechanisms for gender and climate financing.

The administrative (operative) level was consulted through a questionnaire² consisting of the following four parts: Policy alignment; Institutional cooperation; Sex-disaggregated data and gender indicators; and the Capacity building needs.

The quantitative method of data gathering refers mostly to Section (4): Sex-disaggregated data and gender indicators.

1 (1) Policy alignment; (2) Institutional coordination; (3) Capacity building, (4) Sex-disaggregated data and gender indicators; and (5) Gender and climate change finance

² The Questionnaire was designed for administrative personnel working in the field of climate change, and administrative personnel working in the field of gender equality (Annex 2). Answers were gathered from: the Chamber of Economy of Montenegro, Ministry of Economic Development, Ministry of Ecology, Spatial Planning and Urbanism, and the Institute of Hydrometeorology and Seismology.

Brief overview of international standards on intersecting gender and climate change.

Introduction of a gender perspective into climate change at the international level has been recognized as a prerequisite for effective climate action. This means that policies and programmes in the field of agriculture (green economy), urban planning, construction, public transport, energy, ICTs and the like should not only contribute to neutralizing the factors that lead to climate change, but also include a gender perspective. Similarly, programmes and policies for responding, preventing and adapting to the effects of climate change (such as droughts, floods, UV radiation, etc.) should be equally effective for both men and women.

The United Nations 2030 Agenda for Sustainable Development highlights that gender inequality remains one of the key global challenges. Point 13.b of the UNSDG urges that inclusion of women, youth and local and marginalized communities should be strongly considered throughout strengthened planning and management mechanisms on climate change. In that regard, inclusion of a strong gender perspective in all actions related to climate change is strongly recommended for the purpose of providing resilience and adaptive measures for the most vulnerable groups of population.

The gender perspective is highlighted in the Preamble of the Paris Agreement (2016) by “Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity”. Two Gender Action Plans (GAPs) were developed under the UNFCCC. In 2017, at COP23 the first GAP was developed and, at COP 25 in 2019, by adopting the Enhanced Lima Work Programme on Gender (LWPG) and Gender Action Plan (GAP), parties acknowledged that further elaboration of the gender perspective throughout the Convention would lead towards increased transparency and effectiveness, and sustainability of climate policy and action.

The fact that women and men are disproportionately affected by the negative impacts of climate change, which at the same time accelerates gender inequalities and increases the gender gap in the society, was recognized and introduced by the modest beginning of gender mainstreaming through the UNFCCC process with COP 7³ (2001) by urging greater female representation of the parties in bodies established under the UNFCCC and the Kyoto Protocol.

Still, a significant step forward was taken by the [Lima Work Programme on Gender](#) (18/CP.20) in 2014, by acknowledging the importance of gender mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increasing their effectiveness, followed by the [Paris Agreement](#) (2016) and recognizing the principle of gender equality as a substantial and crucial part that will lead towards increased transparency and effectiveness of climate change policies and actions.

The first-ever Gender Action Plan to support gender-responsive climate action was developed in 2017 – the [UNFCCC Gender Action Plan \(COP23, 2017\)](#), which through five priority areas aimed to integrate the principle of gender equality around climate change (nationally and internationally).

³ 4 Decision 36/CP.7

COP 7 (2001)	<ul style="list-style-type: none"> • Greater female representation of the parties in bodies established under the UNFCCC and the Kyoto Protocol.
COP 16 Decision 1/CP (2010)	<ul style="list-style-type: none"> • Recognizes that gender equality and the effective participation of women are important for effective action on all aspects of climate change.
COP 18 Decision 23/CP.18 (2012)	<ul style="list-style-type: none"> • Calls to improve the participation of women in UNFCCC negotiations and their equal representation in bodies established pursuant to the Convention or the Kyoto Protocol “in order to inform more effective climate change policy that addresses the needs of women and men equally”.
COP 20 Decision 18/CP.20, “Lima work programme on gender” (2014)	<ul style="list-style-type: none"> • Invites Parties to enhance their efforts to improve the participation of women in the Convention process, promote gender-sensitivity in developing and implementing climate policies, and engage in the development of a two-year work programme on gender. It also decides to clarify the meaning of the term “gender-responsive climate policy” to improve its effective implementation.
Paris Agreement (2016)	<ul style="list-style-type: none"> • Recognizing the principle of gender equality as a substantial and crucial part that will lead towards increased transparency and effectiveness of climate change policies and actions.
UNFCCC Gender Action Plan (COP 23, 2017)	<ul style="list-style-type: none"> • A. Capacity-building, knowledge management and communication • B. Gender balance, participation and women’s leadership • C. Coherence • D. Gender-responsive implementation and means of implementation • E. Monitoring and reporting
Enhanced Lima Work programme on Gender (COP 25, 2019)	<ul style="list-style-type: none"> • A. Capacity-building, knowledge management and communication • B. Gender balance, participation and women’s leadership • C. Coherence • D. Gender-responsive implementation and means of implementation • E. Monitoring and reporting

Figure 2: Key international standards on gender and climate change

The [Enhanced Lima Work Programme on Gender \(LWPG\)\(COP 25, 2019\)](#) and the [Gender Action Plan](#) sets five priority areas to advance the development of gender-responsive climate actions which will lead towards increased effectiveness, fairness and sustainability of climate policy and action. The enhanced five-year GAP is focused on implementation and affirms that action by all stakeholders – public and private – towards gender-responsiveness and implementation of gender-related activities is critical.

Montenegro is a non-Annex-I Party to the United Nations Framework Convention on Climate Change (October 2006), acceded to the Kyoto Protocol (June 2007) and also ratified the Paris Agreement (December 2017). Montenegro has thereby committed itself to prevent “dangerous” human interference with the climate system, and to follow international binding emission reduction targets and to undertake ambitious efforts to combat climate change and to adapt to its effects.⁴

On the other hand, the [Global Environment Facility \(GEF\)](#) and the [Green Climate Fund \(GCF\)](#) are the first climate-related funds that ensure systematic gender mainstreaming in all of its activities through the [Gender Policy and Gender Action Plan](#), especially focusing on climate investments considering advancing gender equality, minimizing social, gender-related and climate-related risks, and climate investments which

⁴ Background Report – NDC revision 2021

will reduce the gender gap of climate-change-exacerbated social, economic and environmental vulnerabilities and exclusions by mainstreaming gender equality issues (GCF Gender Policy III/11).

International recognition and guidance provided on incorporating the gender perspective as an essential part of climate change policies and actions should be strongly considered and followed while developing national policies both on climate change and on gender equality.

Section I. Policy alignment: Intersection of gender and climate change in national policies

This section has a twofold approach with one goal, which is: to assess whether gender differences are being addressed by climate change policies, and to assess whether the identified gender differences in the gender policies are being addressed by the climate change aspects, which leads to the common goal – assessment of the level of the existing intersection of gender and climate change at the national policy level.

In that regard, this section provides a gender analysis of the current national climate change policies on one hand, and assessment of the extent to which climate impacts are considered in the national gender policy, on the other.

I.1. Gender perspective in climate-change-related policies

Montenegro set the goal of reducing its emissions by 35% by 2030 according to the Montenegro's enhanced Nationally Determined Contribution (NDC) under the Paris Agreement, and also submitted its Third National Communication on Climate Change under the UNFCCC. In October 2019, Montenegro began work on its Third Biennial Update Report to be finalized by the end of 2021. Montenegro also adopted a National Strategy on Climate Change until 2030. In December 2019, the Parliament of Montenegro adopted the Law on Protection against Adverse Impacts of Climate Change which constitutes the legal basis for establishment of an emissions trading system, among other national policies and strategies to be developed (such as the Low-Carbon Development Strategy and the National Adaptation Plan). The legal basis for the development and adoption of the National Energy and Climate Plan (NECP) was included in the Law on Energy in July 2020.⁵

As argued above, gender represents a complex social issue leading towards unequal positioning of women and men in the climate change processes (negative impacts, vulnerability, mitigation, adaptation) which has to be firmly addressed into climate change policies.

Still, it can be concluded that the national policies in the sectors related to climate change, key climate change documents and other related reports and national communications have a gender dimension according to the following rule: the newer the document is, the greater the inclusion of a gender perspective is evidenced.

The key national climate change documents, the Law on Protection against Adverse Impacts of Climate Change and the National Climate Change Strategy until 2030 have to be revised in order to include the gender perspective.

Namely, the key legal document in the field of climate change, the **Law on Protection against Adverse Impacts of Climate Change (December, 2019) of Montenegro** declares the usage of gender-sensitive language (Art. 3) in the following way: "The terms used in this law for natural persons in the male gender imply the same expressions in the female". Still this lacks any other legal provision ensuring gender equality, non-discrimination and equity in the climate change field, nor does it foresee mechanisms for the

⁵ Energy Community Secretariat, Montenegro Annual Implementation Report 1 November 2020

development of a gender-responsive 10-year National Adaptation Plan (Art. 9). The revision of this Plan every two years provides an opportunity for its upgrading by including a gender mainstreaming process. [The National Climate Change Strategy until 2030 of Montenegro](#) (Ministry of Ecology, Spatial Planning and Urbanism, 2015) recognizes the international (UNFCCC) criteria for development of improved adaptation plans as gender-sensitive and therefore defines the gender-sensitive approach as a method of preparation of the Adaptation Plan. Still, there are no prescribed, defined, envisaged gender assessments, measures, implementation methods, goals or indicators and methods of gender-based monitoring and verification, and therefore we can conclude that at an operative level this Strategy does not consider or recognize the principle of gender equality as a substantial and crucial part that will lead towards increased transparency and effectiveness of the climate change policies and actions (Paris Agreement). Gender is only mentioned in Chapter 9.1: Human Resources Development as an additional expertise in the gender issues needed in the framework of the environment and social protection expertise needed. The strategy also does not provide cross-cutting aspects such as the socio-economic context, youth and gender (except for 9.1: Human Resources Development and 9.2: Communications). The National Climate Change Strategy mostly refers to technical aspects, lacking a social dimension, i.e. the different activities of women and men that contribute to GHG emissions.

On the other hand, the [Assessment of technological needs for climate change mitigation and adaptation for Montenegro](#) (Ministry of Ecology, Spatial Planning and Urbanism, 2013) is a document that defines the priorities and needs related to technological innovation, solutions, knowledge and experience with the main goal of reducing GHG emissions, as well as reducing the level of vulnerability of the national natural and socio-economic system.

This document sets the development priorities in the context of climate change: development priorities for the environment, economic development priorities and social development priorities. The latter are related to: poverty reduction; climate change education; improvements in the public health system in the context of climate change; improving the quality of life for the most vulnerable categories; strengthening social cohesion; reducing vulnerability to climate change in agriculture and forestry (reducing unemployment). Although all of these priorities have an implicit gender dimension, an explicit gender-responsive development priority has been given in the development priority on strengthening social cohesion (in accordance to the national employment strategy and HRD) which is the employment of women and the prevention of social exclusion and poverty.⁶

[Montenegro's Third National Communication on Climate Change 2020](#),⁷ in the separate Section 2.9 on Gender equality and climate change, as well as the **Background Report – NDC revision 2021** (Section 9.1.1) within the section on policy alignment on gender and climate change provides an overview of the policy alignment on gender and climate change at the national level.

According to both reports, there are several examples of sectoral addressing of women's empowerment in certain areas related to climate change, with no clear interlinkage or explicit definition of the gender-responsive measures (measures directly targeting women) in sectoral activities in the context of climate change, or in other words: no clear linkage on the female perspective in climate-change-related sectoral measures:

- In the [National Strategy for Sustainable Development until 2030](#) of Montenegro (Ministry of Sustainable Development and Tourism),⁸ by "covering the reforms to give women equal rights to

⁶ [Assessment of technological needs for climate change mitigation and adaptation for Montenegro](#): Annex 4: List of development documents and priorities.

⁷ Ministry of Sustainable Development and Tourism (MSDT) , United Nations Development Programme (UNDP) in Montenegro (2020)

⁸ <https://www.globalwps.org/data/MNE/files/National%20Strategy%20of%20Sustainable%20Development%202030.pdf>.

natural resources, including access to ownership and control over land and other forms of property, as well as to economic opportunities, such as entrepreneurship and financial services”.⁹

- [Strategy for Development of Agriculture and Rural Areas 2015–2020 of Montenegro \(Ministry of Agriculture and Rural Development\)](#):¹⁰ The female perspective is only tackled in the sex-disaggregated data shown in the Gender and Age Structure of the Workforce on Family Agricultural Holdings, which is not further considered in the concrete measures, goals, activities, etc. On the other hand, within the Programme for Development of Agriculture and Rural Areas of Montenegro within IPARD II 2014–2020, incentive measures for women from rural areas were implemented, in terms of modernization of holdings, strengthening of production competitiveness, increasing the productivity of holdings, reducing costs, increasing product quality, hygiene and food safety.¹¹
- [Montenegro Development Directions 2018–2021 of Montenegro \(Ministry of Finance\)](#)¹² addresses women as a target group (among others) in: Improving the financial support mechanisms of the SME sector through the promotion of existing credit lines and the creation of new ones, with more favourable conditions and procedures;¹³ and Improving the competitiveness of SMEs through international funding schemes (COSME, H2020 and other EU support programmes).¹⁴ Section 4.2: Sustainable Growth, which encompasses Agriculture and Rural Development, Energy, Transport, Forestry, Environment, Construction and Housing, does not provide specific gender measures.¹⁵
- In the continuation of negotiations on EU membership, Montenegro opened Chapter 27 in 2018. Fulfilment of the obligations from this chapter will include the inclusion of a gender perspective in national policies related to the environment and climate change. As part of their climate change policies, candidate countries are expected to include as many societal aspects as possible in climate change decision-making, so that these decisions are based on the needs and capabilities of all social groups, men and women, vulnerable groups, etc. as much as possible.¹⁶

The [Tourism Development Strategy in Montenegro until 2020 \(Ministry of Ecology, Spatial Planning and Urbanism\)](#) is also lacking a gender perspective, which it is very important to introduce in Operational Goal 5: For the local population to be increasingly involved in the tourist industry (“internal marketing”) in the context of climate change.

The [National Strategy on Women’s Entrepreneurship \(2015–2020\)](#) of Montenegro (Ministry of Economic Development) provides concrete measures in terms of encouraging the faster and easier economic empowerment of women, by creating a favourable business environment and supporting the development of their entrepreneurial potential, which will also contribute to the development of existing and new businesses, job creation and employment growth, and thus the overall development of SMEs and entrepreneurship.¹⁷ It is very important to transpose the envisaged measures in this Strategy into climate-related sectors: energy, tourism, rural development, agriculture, etc.

The [Energy Law of Montenegro](#) in the Definitions section, defines the term vulnerability thus: “76) Vulnerable (endangered) customers are final customers of electricity or gas which due to their social status and health condition restriction or termination energy supply can directly endanger life or health”, as well as in Art. 156: Supplier of vulnerable (endangered) customers, which gives a more specific definition of (1):

⁹ Background Report – NDC revision 2021 (Section 9.1.1).

¹⁰ Ministry of Agriculture and Rural Development, 2015.

¹¹ Background Report – NDC revision 2021 (Section 9.1.1).

¹² Ministry of Finance, 2017.

¹³ Section: Proposed measures, p.31.

¹⁴ Section: Proposed measures, p. 32.

¹⁵ Pages: 44–63.

¹⁶ Interview, Ms. Danijela Čabarkapa, Ministry of Ecology Spatial Planning and Urbanism, Head of the Division for Climate Change, Directorate for EU Integration, International Cooperation and Climate, Contact person for Climate Change for UNFCCC, Contact person for gender for UNFCCC.

¹⁷ Page 15.

“Vulnerable (endangered) customers are households connected to the distribution electricity or gas system in which persons live who are: 1) in a state of social need determined by the competent organs of authority, and 2) disabled people, persons with special needs and persons with poor health conditions in which life or health may be endangered due to restrictions or suspensions of energy supply.”¹⁸ In relation to the Law, the [Energy Policy of Montenegro until 2030 \(Ministry of the Economy\)](#) and the related [National Renewable Energy Action Plan until 2020 of Montenegro](#) (which has in total 20 key strategic objectives) foresees a separate key strategic objective (No. 17) of: Securing social protection for endangered (vulnerable) energy consumers, as well as for labour surplus within the process of changes in the energy sector that might have an impact on their social position. The energy policy correlates the category of vulnerability with Section 3.4: Economic-social measures, in terms of “c) Definition of the conditions, adoption and implementation of subsidy programmes to endangered (vulnerable) electricity and gas consumers in accordance with the EL (Art. 156), aimed at satisfying the minimal needs for energy and maintenance of necessary living conditions for such energy consumers.”¹⁹ This objective implicitly incorporates the gender perspective, but still has to be further gender-defined by gender-based vulnerability and identification of vulnerable categories of women and men. On the other hand, the [Energy Development Strategy of Montenegro until 2025 \(Ministry of the Economy\)](#)²⁰ defines households (Section 7.3.2), in addition to industry and transport, as one of the largest consumers of energy. There is a large number of residential buildings and houses in Montenegro in which it is possible to significantly reduce energy consumption. Dominant-share heating using EE in households (about 66% of the required heat energy) is a realistic area for the application of a number of energy efficiency measures.

The [Transport Strategy \(Ministry of Transport, Maritime Affairs and Telecommunications\)](#) sets the criteria, which include the social and environmental dimension, such as the following: 4. Criterion of impact on the environment and the sociological impact: the criterion requires the elimination of all negative impacts on the environment, as well as an improvement of social integration and progress. It appears in various forms such as: a) Environmental impact assessment; b) Promotion of sustainable mobility; c) Sociological impact; and d) Inter-modality in favour of cheaper forms of transport and those that pollute less and do not destroy the environment as stated within Goal 4.2: Maximizing the development potentials of the Montenegrin region through improvement of traffic services. However, this Strategy does not provide gender-related or more comprehensive elaboration of the methods for social integration.

The [Montenegro National Drought Plan \(Ministry of Sustainable Development and Tourism\)](#)²¹ recognizes the importance of gender equality in drought-related activities as an issue of equal rights between men and women, as well as integrating the gender dimension into drought activities in Montenegro as an important element and prerequisite for ensuring effective results. This is in accordance with the Constitution of Montenegro, which proclaims the equality of all citizens as one of its basic principles.²² The Plan foresees the integration of gender into all drought preparedness and response actions, as well as undertaking pre- and post-drought and gender vulnerability assessments to identify potential threats to the vulnerable population and enable an analysis of impacts for different classes of population, social and age groups, etc. It recognizes the different gender needs in the methods of reducing the gender gap induced by drought, as well as the importance of addressing female-headed agricultural holdings in climate-

¹⁸ Social and child protection defines a vulnerable adult as: 2) an adult or old person: with disabilities; who abuses alcohol, drugs or other intoxicants; who is a victim of neglect, abuse, exploitation and domestic violence or who is in danger of becoming a victim; a victim of human trafficking; who is homeless; a pregnant woman without family support and appropriate living conditions; a single parent with a child without family support and appropriate living conditions; who, due to special circumstances and social risk, needs an appropriate form of social protection.

¹⁹ Energy Policy of Montenegro until 2030, p. 8.

²⁰ Ministry of Economic Development, 2007.

²¹ Ministry of Sustainable Development and Tourism, November 2020.

²² Page 14.

smart investments and drought mitigation and innovations. Empowering women and gender equality is one of the criteria in enhancing disaster preparedness.

The [Disaster Risk Reduction Strategy with the Dynamic Action Plan for its implementation for the period 2018–2023](#) does not provide gender-responsive or -sensitive measures.

The [Health System Adaptation Programme to Climate Change \(2019\)](#) does not contain a gender perspective on vulnerabilities and health hazards from negative impacts of climate change.

At the time of developing this Analysis, it is important to mention that the Ministry of Ecology, Spatial Planning and Urbanism, in cooperation with the United Nations Development Programme (UNDP), has prepared the project proposal “Strengthening the Montenegrin National Determined Contribution (NDC) and adaptation actions within transparency” through the Capacity Building Initiative for Transparency (CBIT). The project focuses on strengthening the capacity of institutions responsible for mitigation and adaptation policies and measures, but also those that collect data for the GHG inventory and produce national inventory reports, including gender equality issues.²³

I.II. Climate change perspective in national policy on gender equality

Montenegro has made a significant progress in elaborating and considering the intersection of gender into climate change and vice versa, starting from 2017 with the Second Biennial Update Report (SBUR) as well as the Third National Communication (TNC) through the work of UNDP in collaboration with the Ministry of Sustainable Development and Tourism – namely, the Study on Women and Climate Change in Montenegro,²⁴ which represents the first and most important link in the series of steps in this process. This study gives a systematic overview of: (i) the socio-economic facts and gender statistics; (ii) the policy framework for gender equality and climate change; (iii) has for the first time articulated climate change and its impact on women and men in Montenegro; (iv) gender positioning in the areas of climate change: agriculture, transport and decision-making processes related to CC areas; as well as (v) providing clear recommendations for the development of a gender-responsive SBUR and TNC – horizontal measures.

Furthermore, the country was included in a regional UNDP programme (2017–2020) to support gender mainstreaming in the MRV, implemented by the United Nations Global Support Programme for Support,²⁵ under which the issue of correlation between gender and climate change was elaborated between the national stakeholders (governmental and non-governmental) from both areas, and resulted in the development of the first key systematic separate document that intersects gender and climate change, which is the **Gender Action Plan for Climate Change MRV**. This plan is a working document that has not been formally adopted, but still it represents the basis that has to be consulted in the process of the development of policies that intersect with gender and climate change.

The Plan sets out three main objectives, accompanied by concrete activities, defining the responsible institution, timeframe, budget source and designed indicators to: (i) Improve climate-change-related legislation framework with a gender perspective; (ii) Strengthen national institutions to mainstream gender into the climate change transparency framework; and (iii) Improve sex-disaggregated data in the context of climate change. The set of the objectives in this Plan establishes the core structure of the steps that have to be undertaken by the country in terms of intersecting gender and climate change into key national policies.

²³ Interview, Ms. Danijela Čabarkapa, Ministry of Ecology Spatial Planning and Urbanism, Head of the Division for Climate Change, Directorate for EU Integration, International Cooperation and Climate, Contact person for Climate Change for UNFCCC, Contact person for gender for UNFCCC.

²⁴ Sanja Elezovic, 2018.

²⁵ Along with Albania, Bosnia and Herzegovina, Lebanon, North Macedonia, and Serbia.

Female participation and gender equality in climate-change-related sectors – in terms of decision making, creation of equal opportunities for participation of women and men, prohibition from sex-based discrimination, equal position and equal opportunities to exercise all rights and freedoms and use personal knowledge and skills for development of society, as well as to realize equal benefits from work achievements – are regulated by the [Gender Equality Law](#)²⁶ in Montenegro. Article 3 of this Law states that: “In order to achieve gender equality in all phases of planning, making and implementing decisions, as well as taking actions in their competency, the state organs, organs of state administration and local self-government, public institutions, public enterprises and legal persons exercising public authority (hereinafter: organs), as well as business companies, other legal persons and entrepreneurs, shall be obliged to assess and evaluate the impact of those decisions and activities on the position of women and men.”

This legal provision should be strongly considered for implementing the gender mainstreaming process into the development of climate change actions and policy, where applicable, which means in sectors and areas that address social issues and human resources. On the other hand, it is strongly recommended for the entities working in sectors related to climate change (and addressing social issues) to practice Article 14 of the Law on the Collection of Data by Sex Affiliation in order to provide the basis for the analysis and design of efficient and gender-responsive climate change policies. It is also recommended to amend Article 21, para. 1 which lists the spheres of work, such as: labour, social security and health care, education, protection from violence against women, as well as the representation of women and men in the decision-making processes at all levels and in all areas of social life, with environment and climate change.

At this point this Law can be fully applied in the development and implementation of the climate-related policies. It is recommended to consider the inclusion of the areas of (either and/or both) the environment and climate change in the spheres of social life defined by this Law.

On the other hand, the **new National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022 of Montenegro**, recognizes the absence of intersectionality of gender equality and climate change at the national policy level, as well as the need to address it. Therefore, the Strategy defines a separate Operational Objective 3 (Increase the level of participation of women and persons of different gender and gender identities in areas that provide access to resources and the benefits of resource use) and Measure 3.8 to “Assess the impact of and implement prevention measures to reduce the negative impact of climate change and natural disasters on the health of women, men, people of different gender and gender identities, as well as marginalized and particularly vulnerable people and groups.”²⁷ As defined, this measure mostly focuses on the health sector – in terms of identification and prevention of health-related impacts from climate change based on gender differences. This measure is being synchronized with the development of the National Adaptation Plan as well as with the Biennial Update Report on climate change and the National Communications in terms of the provision of recommendations. The level of prevention is

Montenegro has made serious advancement at the policy level, in terms of including the climate perspective (climate change) into the new **National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022**. Namely, while the above-listed legal and policy documents tackle, albeit implicitly, the interrelation of gender and climate change, this Strategy, in Operational Objective 3.8 provides an explicit measure on assessing the impact of and implements prevention measures to reduce the negative impact of climate change and natural disasters on the health of women, men, people of different gender and gender identities, as well as marginalized and particularly vulnerable people and groups.

²⁶ Official Gazette of Montenegro 46/07 of 31 July 2007 and Official Gazette of Montenegro 73/10 of 10 December 2010, 40/11 of 8 August 2011 40/11, 35/15 of 7 July 2015.

²⁷ Page 83.

also foreseen with this measure for protection of the population from the negative impacts of climate change and increasing knowledge among the population of the health risks and hazards caused by the negative impacts of climate change.

[Models of an integrated gender perspective in climate change.](#)

Gender equality and climate change are considered top priorities in policy coherence for development in the [Swedish Policy for Global Development](#). Nonetheless, neither the [Action Plan for the implementation of the 2030 Agenda](#) nor the Swedish Policy for Global Development acknowledge the linkages between women's central role in food production and environmental justice. The Action Plan also fails to recognize the important role of indigenous people in protecting the earth and counteracting climate change.²⁸

In the policy framework for [Swedish development cooperation and humanitarian assistance from 2016](#), environmental human rights defenders are not referred to specifically. However, it states that a gender perspective and an environmental and climate perspective should be mainstreamed at all levels in Swedish development cooperation. It also highlights the role of human rights defenders, stressing that attention must be paid to women human rights defenders, and that promoting women's and girls' rights is important in "mitigating environmental and climate-related problems".²⁹ The policy also establishes that "Sweden will work to strengthen women's participation in decision-making processes related to the environment, climate and sustainable use of natural resources."

The strongest reference to women and girls as environmental and human rights defenders can be found in the [Strategy for Sweden's development cooperation for global gender equality and women's and girls' rights 2018–2022](#), where women and girls are described as central actors against climate change.³⁰ The strategy emphasizes the vital role of women and girls as environmental human rights defenders, as well as their work for the sustainable use of natural resources and food security. In the 2019–2022 Action Plan for Swedish feminist foreign policy, women environmental human rights defenders are also highlighted as a group for whom Sweden needs to strengthen security and protection.³¹ The Swedish feminist handbook states that Sweden has indeed done so, but fails to say how. When reporting on feminist foreign policy and the efforts made so far in a government communication to the Swedish parliament, women environmental human rights defenders were not mentioned at all.³²

The strategy for Sweden's development cooperation in the areas of human rights, democracy and the rule of law describes the trend of a shrinking democratic space, and how it restricts people's rights and freedoms. It mentions environmental degradation and exploitation of natural resources as problems that can be partially explained by the suppression of the rule of law, abuse of power, arbitrariness and corruption. Gender equality and the empowerment and rights of women and girls are also clearly highlighted, and the strategy states that environmental and climate perspectives, as well as gender and conflict perspectives, should be systematically integrated into Sweden's development cooperation. However, despite providing a good foundation, no specific mention of women and girl environmental human rights defenders is included, nor does it include any deeper analysis of how these perspectives intertwine.

²⁸ https://www.government.se/4ab8e7/contentassets/338057ee724641cda2e54840688d3e21/pgu_skrivelse_engelska_slutgiltig_181011_nyttomslag-002.pdf.

²⁹ <https://www.government.se/articles/2017/05/new-policy-framework-for-swedish-development-cooperation-and-humanitarian-aid/>.

³⁰ <https://www.government.se/country-and-regional-strategies/2018/11/strategy-for-swedens-development-cooperation-for-global-gender-equality-and-womens-and-girls-rights-2018-2022/>.

³¹ Swedish Government, The Swedish Foreign Service action plan for feminist foreign policy 2019–2022, including direction and measures for 2020 (2020:11) <https://www.government.se/493d0d/contentassets/2b694599415943ebb466af0f838da1fc/the-swedish-foreign-service-action-plan-for-feminist-foreign-policy-20192022-including-direction-and-measures-for-2020.pdf>.

³² Swedish Government, Government communication to Parliament on Sweden's feminist foreign policy 2019/20:17 (2019) <https://www.regeringen.se/494fca/contentassets/8db3c4560ab0466faf82edaa1c209fe0/swedens-feminist-foreign-policy-skr-20192017.pdf>.

Canada recognizes that climate action is most effective when issues of gender inequality are addressed and women and girls can realize their full potential, which is why Canada contributed to enhancing the participation of women in the UNFCCC. The Government of Canada is also taking action on gender and climate change at home. In February 2018 the government introduced the first [intersectional gender budget](#) in its history to address systemic barriers to gender equality. This includes a number of domestic and international initiatives such as:

- Investing in early learning and childcare, housing, women entrepreneurs and poverty reduction, while encouraging women and girls to pursue careers in science, technology, engineering and mathematics (STEM) fields in order to close the gender wage gap;
- Advocating for gender-related considerations in trade agreements;
- Launching a new action plan on women, peace and security, with CA\$2 billion in international development assistance, in addition to CA\$650 million in sexual and reproductive health and rights as part of our feminist foreign policy.

In June 2017, Canada adopted a new [Feminist International Assistance Policy \(FIAP\)](#), which puts gender equality and the empowerment of women and girls at the heart of its international assistance efforts. The policy views women and girls as powerful agents of change to advance action on climate change, environmental degradation, pollution and other environmental concerns. It recognizes that our actions will be most effective when women and girls play an active role in designing and developing strategic responses to climate change and environmental issues. Canada's feminist approach to environment and climate action will focus on:

- Supporting women's leadership and decision making in all aspects of climate change mitigation and sustainable natural resource management;
- Ensuring that climate-related planning, policy-making and financing address the particular needs and challenges of women and girls; and,
- Supporting employment and business opportunities for women in the renewable energy sector.
- Canada is also working to implement the FIAP in its provision of climate finance, through collaboration with bilateral and multilateral partners to ensure that gender-responsive indicators and the tracking of sex-disaggregated data is incorporated into all results frameworks.

The Republic of North Macedonia has taken serious steps towards intersecting gender and climate change at the policy and administrative levels and has been recognized as a positive example and a good practice in the region.

GBA+ is an analytical tool used to assess how diverse groups of women, men and gender-diverse people may experience policies, programmes and initiatives. The "plus" in GBA+ acknowledges that GBA goes beyond biological (sex) and socio-cultural (gender) differences. GBA+ also considers many other identity factors, such as race, ethnicity, religion, age, and mental or physical disability. Canada incorporates GBA+ in multiple aspects of decision making to ensure that the diverse needs of all Canadians are taken into consideration.

Building on the existing policies, Canada's 2018 Federal Budget included a commitment to improve and expand the application of the GBA+ framework. Going forward, this will mean that Canada's domestic and international climate change policies and programmes will be required to integrate high-quality GBA+ analysis.

The Government of Canada offers a GBA+ training course free of charge on its website: <http://www.swc-cfc.gc.ca/gba-acsc/courses-en.html>.

Under the UNDP projects,³³ a systematic approach was undertaken starting with providing guidance, methods, indicators and recommendations on including the gender perspective in the Third National Communication of the Republic of North Macedonia within the study: [“Gender and Climate Change in Macedonia Applying a Gender Lens to the Third National Communication on Climate Change”](#) (Huyer, Sophia) followed by development of the [Draft Action Plan for integrating gender aspects responsiveness](#).

Innovative approaches in data collection, analyses and [visualization](#) of [heating practices](#) in Skopje have gathered and provided a comprehensive pool of data disaggregated by sex within the study [“Socio-economic analysis - Household heating in Skopje”](#). Complemented with a socio-economical analysis that pinpointed [the most vulnerable groups](#), it resulted in the first HOW TO [transform governmental policies](#) using gender-sensitive climate data.

[Intersections of gender and climate change policies](#)

analysis provides guidance on what needs to be done to have gender-responsive climate policies and climate-resilient gender policies (weaknesses, recommendations for improvement, proposed body to monitor and support implementation of planned activities).

For the first time in the country, administrative personnel (local and central levels) have received training on Gender and Climate Change based upon the developed [Training manual – Gender and Climate Change](#) of the public administration, as well as a set of [Recommendations for strengthening the implementation of the Action Plan on Gender and Climate Change](#) which were introduced to the key stakeholders and [members of Parliament](#).

The case of North Macedonia provides two types of sex data in the climate change context, namely through the [Narrative Study – Gender and Climate Change, Macedonia – micronarratives](#)³⁴ which provides a perspective on the daily challenges of Macedonian citizens regarding climate change. This survey also served as a non-typical consultative mechanism for policy makers as it resulted in stories that depict both mainstream issues but also particular issues, which common quantitative data relatively often fails to do since it projects percentages which are more useful for decision makers, and development of [Macedonian gender and climate change indicators](#), with the purpose of introducing a

gender perspective into the National Communications, national strategic documents and papers, with a special focus on a set of indicators in the following requested areas of the Biennial Update Reports (under the Fourth National Communications to the UNFCCC): I. Sex-disaggregated data and gender indicators in

The Republic of North Macedonia has also established a legal and policy framework on intersecting gender and climate change in both key sets of documents, such as the [Law on Climate Action \(2021\)](#) which ensures a gender perspective in the structural and programme character of the National Council on Climate Change by Article 8: The National Climate Change Council includes in its membership the National Contact Person for Gender and Climate Change, MLSP (UNFCCC) and Gender Mainstreaming in the work of the Council and Article 70: Gender aspects, young and vulnerable groups. The [Long-Term Climate Action Strategy and Action Plan](#) has included a separate chapter on cross-cutting issues and a separate section interlinking youth and gender. The gender aspect is introduced in the Strategy’s vision (in accordance with the Paris Agreement), as well as in the Specific horizontal/cross-cutting objective by Specific Objective 9: Mainstream climate-change-related aspects into future national strategic planning documents related to education, research and development, innovation, social inclusion and equal opportunities for women and men, and it foresees intersection with the Gender Equality Strategy (2021–2027).

On the other hand, the Gender Equality Strategy 2021–2026 has set a separate priority area of Climate change, and defines Specific Goal 2.3: Mechanisms strengthened for environmental protection and the creation of gender-responsive climate change policies and climate-resistant gender equality policies.

³³ Macedonia’s Fourth National Communication and Third Biennial Update Report on Climate Change under the UNFCCC, “Strengthening institutional and technical Macedonian capacities to enhance transparency in the framework of the Paris Agreement” (CBIT project).

³⁴ Fourth NC/Third BUR and CBIT Project implemented by UNDP in close cooperation with the Ministry of Environment and Physical Planning and Ministry of Labour and Social Policy.

the National Mitigation Assessment and the respective NDC report; II. Sex-disaggregated data and gender indicators in the Vulnerability and Adaptation assessment; III. Gender-responsive measures in the legal and strategic framework intersecting gender and climate change; IV. Gender data in energy- and transport-related government subsidies (Mitigation activities); and V. Gender and the National GHG Inventory.

Recommendations on policy alignment.

The existing central documents, actions and operational plans for gender equality, on the one hand, and climate change, on the other, have to be revised and upgraded for the purpose of more comprehensive, (clear, goals-oriented, measurable and visible, as well as supported by concrete mechanisms of financing, implementation and monitoring) addressing the gender perspective in climate change and vice versa, addressing climate change in gender equality measures.

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.

Namely, this should be done using the Open Method of Coordination, or the Multi-Stakeholders Method, which means that multilevel, intersectoral and inter-institutional cooperation must be established and practised at both the 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.

At the level of policy alignment, inclusion of standardized procedures for policy formulation will ensure policy alignment of gender equality and climate change into the national legal and policy framework. Introducing standardized procedures for policy formulation represents a systematic method of achieving intersection of gender and climate change at (firstly) the policy level, that has to be followed by ensuring proper implementation, monitoring, evaluation and fiscal structure.

Revision of gender equality policies in terms of introducing climate change aspects.

Revision of the national policies on gender equality and their upgrading by inclusion of climate change aspects in them or, in other words, creating climate-resilient gender equality policies, should be considered as a step towards intersecting gender and climate change at the national policy level.

This should be done at both a methodological level (ensured by the gender equality documents) and a sectoral level.

According to the new **National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022 of Montenegro**, the legal provisions of the Law (Arts. 3 and 11) the obligation of the authorities to assess and evaluate the impact of these decisions and activities on the position of women and men at all stages of planning, decision making and implementation, as well as undertaking activities, is not being properly followed and respected, which has resulted in only 26.8% of public policies dealing with gender equality in some way, and 73.2% of the national sectoral strategic documents do not address the issue of gender equality in any way. Operational Objective 1 of the new Strategy is to “Improve the application of the existing normative framework on the implementation of gender equality policy and protection against discrimination based on sex and gender”, through (among other things) “Standardizing procedures for policy formulation”.

Design of gender-responsive climate change policies can be achieved through practising and implementing the legal provision on including the gender mainstreaming process defined by the Gender Equality Law (Art. 3), and its application in the process of developing climate change policies. It is also important to highlight that consideration of the marginalized and vulnerable groups in the climate change policies has to be strongly addressed, and also that the process of design of the

adaptation and mitigation policies and measures must address the intersecting inequalities. Thereby the synchronization of both sets of documents can be reached.

The sectoral level should be ensured by including the climate change aspects in the national legal and policy papers on gender equality.

In the case of the Republic of Macedonia, the draft Gender Equality Law prescribes obliging the government (Types of measures: Art. 7) to develop a [Rulebook on Planning, Adoption, Implementation, Evaluation and Monitoring of the Measures for Gender Equality](#) which shall be applied by all state authorities, bodies of local self-government units, legal entities with public authorizations and all other legal entities.

It is also recommended to include a definition on “climate-resilient gender equality and gender-responsive climate actions, which means ensuring the intersection of gender and climate change in both policies on gender equality and policies on climate change in purpose of ensuring equal participation in the designed mitigation and adaptation measures and/or climate change actions” in the Gender Equality Law, as well as amending the areas of the law (Art. 21) with mention of the environment and/or climate change.

The reports referred to in paragraph 1, item 4 of Article 22 (obligations of the ministry), which the organs submit to the ministry, should be revised and amended with a specific sector: climate change.

The **National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022 of Montenegro**, as shown above, addresses the interrelation of climate change and the gender perspective for the first time in an explicit manner in the country’s policy and legal framework. Still this Strategy explicitly addresses only the health sector of the intersectionality of gender and climate change, while other sectors are missing.

The multi-sectoral approach and addressing of gender equality and climate change should be considered and defined in this Strategy.

Namely, more explicit definition and concrete measures related to the area of climate change must be provided at two levels of the Strategy: horizontal and vertical.

The vertical level refers to: strengthening the inclusion of women in the decision-making processes related to the climate change institutional structure; strengthening the institutional capacities in the field of intersecting climate and gender in terms of the development and implementation of policies; ensuring sex-disaggregated data gathering in the sectors related to climate change; as well as national mitigation and adaptation measures and ensuring an inter-institutional approach and cooperation (which is defined) in the Strategy, but it would also be good if it were specifically designed for the climate change sector.

The horizontal level refers to the definition of separate gender-responsive measures in different climate change sectors: transport, tourism, energy, agriculture, the economy, etc. Provision of measures for the

other climate change sectors will also ensure a basis for its alignment with other national and sectoral policies developed in separate sectors.

Revision of climate change policies in terms of introducing a gender perspective.

Climate change policies should be revised and upgraded also by using the Gender Mainstreaming process in terms of creating gender-responsive climate change policies. In other words, the Strategy for Development of Agriculture and Rural Areas 2015–2020, Montenegro Development Directions 2018–2021, Tourism Development Strategy in Montenegro until 2020, Energy Policy of Montenegro until 2030 and the related National Renewable Energy Action Plan until 2020, Development Strategy of Montenegro until 2025, Transport Strategy, Montenegro National Drought Plan, Disaster Risk Reduction Strategy with the Dynamic Action Plan for its implementation for the period 2018–2023, Health System Adaptation Programme to Climate Change (2019) and other sectoral documents related to the field of climate change, all have to be revised from a gender perspective and developed in compliance with the Gender Equality Law and the new Gender Equality Strategy (Section on Climate Change) in terms of including gender-responsive actions (where applicable) and provision of measures that contribute towards a decreasing of the gender gap and gender differences, while undertaking adaptation or mitigation measures and decreasing the gender-based vulnerabilities of the negative impacts of climate change.

Including a definition of energy poverty in the national policy framework could provide a basis for developing measures in terms of mitigating climate change supported by national subsidizing and supporting this category of the population. Due to the fact that energy poverty has a strong gender dimension, this will provide a basis for gender-responsive mitigating measures in this area.

The gender mainstreaming process should be applied while development of climate change policies, which is a process consisting of incorporating a range of methods at all stages of the project or strategic programme/policy, in the planning, development, implementation and monitoring/evaluation phases).

[The Gender Equality Law](#)¹ in Montenegro, Article 3: “In order to achieve gender equality in all phases of planning, making and implementing decisions, as well as taking actions in their competency, the state organs, organs of state administration and local self-government, public institutions, public enterprises and legal persons exercising public authority (hereinafter: organs), as well as business companies, other legal persons and entrepreneurs shall be obliged to assess and evaluate the impact of those decisions and activities on the position of women and men.”

Gender mainstreaming represents a (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated into all policies at all levels and all stages, by the actors normally involved in policy making (EIGE) and defined in the APAGE 2017–2021 as “a strategy that includes the gender equality perspective in all policy areas and activities, as well as at all levels of decision

making, planning and implementation of activities in these areas. It represents the systematic inclusion of a specific position, priorities and needs of women and men in all policies with a goal to promote equality between women and men and modifying all general policies and measures, specifically for the purpose of achieving equality, active and open analysis of their effects on the respective situations of women and men during their implementation, monitoring and evaluation in the planning stage.”

Gender mainstreaming as a method is covered by Article 3 of the Gender Equality Law, and it is recommended to develop a Standardized Methodology and Instructions on introducing the gender mainstreaming process into the methodology development of central and local policies. This recommendation is in line with the National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022 of Montenegro, which prescribes the General Secretariat of the Government – Methodology for Policy Making to standardize the way in which public policies are developed in such a way as to be gender-responsive, as well as to facilitate inter-institutional cooperation in the implementation of public policies. Thus, it is necessary to develop a methodology and a standardized instruction for state bodies.

The **Standardized Methodology and Instructions** should contain instructions on applying the elements of gender mainstreaming tools such as the following: gender analysis, gender impact assessment, gender planning, gender-disaggregated statistics, gender-responsive budgeting, gender-sensitive public procurement, gender audit, gender-responsive monitoring and evaluation, consultations, capacity building raising awareness, gender indicators, etc.

At the same time this Standardized Methodology and Instructions should contain a template on reporting on the status of implementation of the gender perspective in the work of each legal entity by applying and using the Standardized Reporting Format which should contain the following elements:

- The type and list of the activities implemented in accordance to the Standardized Methodology and Instructions on introducing the gender mainstreaming process, the Gender Equality Law and the Strategy on Gender Equality;
- The type and list of the activities planned in accordance to the Standardized Methodology and Instructions on introducing the gender mainstreaming process, the Gender Equality Law and the Strategy on Gender Equality;
- Inter-institutional/Intersectional cooperation as well as cooperation with other actors with the purpose of introducing a gender perspective into the policies and the work of the state organs;
- Identification of gender components of the current/planned policies/plans/projects of the state organs through data collection and sex-disaggregation.

As argued above, the application of the Gender Mainstreaming process in the existing legal and policy framework on climate change can be done by defining the Standardized Methodology and Instructions applying GMS tools, such as: gender analysis, gender impact assessment, gender planning, gender-disaggregated statistics, gender-responsive budgeting, gender-sensitive public procurement, gender audit, gender-responsive monitoring and evaluation, consultations, capacity building raising awareness, gender indicators etc. In that regard, these Standardized Methodology and Instructions should define the main tools and the process itself, such as:

“Gender mainstreaming” means the incorporation of a gender perspective at every stage of the process of assessment, adoption, implementation, monitoring and evaluation of policies in all areas and at all levels, in order to achieve gender equality and prevent the deepening of gender inequalities;

“Gender mainstreaming tools” means approaches, activities, measures and procedures with the systematic and consistent application of which gender mainstreaming is achieved;

“Gender-responsive goals” means policy goals aimed at reducing inequalities and achieving gender equality;

“Gender indicators” means tools for monitoring gender differences, gender-related changes over time and measuring progress towards achieving gender-responsive goals;

“Gender responsive budgeting” means gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process, planning and restructuring of revenues and expenditures in order to achieve gender equality.

Thereby, the policies containing social elements should be revised with a gender perspective (the steps are elaborated in the Section: “Introduction to the GMS process in climate change policies, programmes, projects and financial plans (intersecting gender and climate change – policy level)” of this Analysis).

The GMS process can be applied to revision of the existing policies, and it is also recommended that it be applied during the development of new ones. That will ensure gender-responsive policies, with clear targets.

Gender and climate change are both complex areas encompassing each sector of the society (including informal labour), such as: cultural (behavioural), social (gender), economic (access to resources and finances, educational (behavioural), health (negative impacts of climate change and a gender-based approach to the health system), transport (gender differences in transport patterns), housing, culture and all other sectors of society.

Horizontal (decision-making) and vertical (sectoral administrative) alignment of designing the policies has to be ensured through ensured inter-institutional cooperation, also with the engagement of academia, business and the non-government sector working on both issues. Strengthening the capacities of all the stakeholders and operative-level representatives has to be ensured, along with established systems of data gathering and exchange, and ultimately by relevant allocation of funds or ensuring the gender perspective in climate finances.

This issue is the topic of the next section of this study.

Section II. Institutional cooperation for intersecting gender equality and climate change

Inter-/intra- and multi-level institutional cooperation represents a methodological prerequisite for effective intersection of gender and climate change at the level of: sex-disaggregated data gathering, development of gender indicators, situation analysis, policy development, decision-making processes, the implementation process, as well as monitoring and evaluation of the implementation progress and results. In other words, there must be an established and strengthened model(s) of institutional cooperation at both the administrative and decision-making (policy development) levels, in order for real, realistic and effective and efficient climate change actions to be developed and implemented, as well as for gender equality policies which are climate-resilient to be undertaken.

Due to the fact that institutions are the key drivers of the governmental measures designed in both areas, as well as being key factors for establishing implementing intersectionality in both fields, cooperation between them is crucial.

In Montenegro, at the moment of development of this Analysis, there were no registered methods and bodies of inter-institutional cooperation between the two main sets of institutions: the first set working in the field of gender equality, and the second set working in the field of climate change and each sector related to climate change.

Cooperation between them was established for the first time with the coordination of UNDP Montenegro in 2017 within development of the SBUR and the TNC, and within the regional programme to support gender mainstreaming in the MRV, implemented by the United Nations Global Support Programme, by cooperation between the Ministry of Human and Minority Rights (which coordinates gender equality policies) and the former Ministry of Sustainable Development and Tourism (currently the Ministry of Ecology, Spatial Planning and Urbanism³⁵), resulting in the drafting of the Action Plan for the gender mainstreaming agenda.³⁶

³⁵ After the Elections in August 2021, institutions in Montenegro were restructured.

³⁶ Montenegro Third National Communication.

The lack or absence of cooperation must be further systematically addressed by government measures and mechanisms of the country in several ways:

1. Establishing methods of cooperation for policy development (legal, policy and programme/project level);
2. Establishing models for institutional cooperation (legal, policy and programme/project levels).

The above-identified gaps in the climate and gender context can and should be addressed together, i.e. no space should be left for separate and sporadic addressing.

There was another primary source of data for this analysis – questionnaires – that were disseminated among representatives of relevant national institutions whose work is closely related with gender equality, sustainable environment and resilience to climate change. These representatives were asked to enhance the process of mapping of the gaps and communication pockets that are common in a state public administration and that need to be addressed to prepare a comprehensive set of recommendations for overcoming such matters.

In that sense, the representatives were asked whether they were aware of the activities undertaken by their institution aimed at achieving gender equality. It was only the representative of the Ministry of Economic Development of Montenegro that responded that he was aware and thus listed the Strategy for Micro, Small and Medium-Sized enterprises which accommodates a pillar of intervention named female entrepreneurship and, secondly, the Strategy for Female Entrepreneurship. All the interviewed answered that a lack of knowledge about the gender perspective in climate change is the main challenge when it comes to gender mainstreaming of climate change policies in the sector that they are working in, while their familiarity with the UNFCCC was 50% “Yes” and 50% “No”. There was another answer from the first set of questions about the degree of policy alignment and coordination, where each of them responded that the main recommendation is to have an intersectoral working group which would support and coordinate the gender mainstreaming processes within their institution. When asked whether there are programmes that are related to climate change and are tailored to reach out and to be absorbed by a pre-defined vulnerable group, two answers were provided: one was about the Programme for Young Beekeepers and the second one was about a programme for increasing economic/business competitiveness in Montenegro focusing on women, youth, manufacturers and self-made entrepreneurs. The second part of the questionnaire sought opinions and answers about the level of coordination among institutions when it comes to gender equality and climate change. Only the representative of the Ministry for Economic Development was involved in working groups on mainstreaming climate change in policies for gender equality, especially in the working group for the green economy, whereas the rest of the representatives said that they had not participated or were not involved in such coordination. Each of the interviewees answered that CSOs and organizations dealing with gender equality had been invited to participate and had attended the planning meetings in their institution when it came to creating climate change policies and all of them openly proposed having a working group on this matter which would meet regularly.

The key takeaway from the third part of the questionnaire about the capacity building aspects is that the representatives largely lack information both about institutions dealing with climate change and about institutions dealing with quality, and indicated that they would like to receive more information about these activities. There are some exceptions, such as, for example, the representative from the Institute of Hydrometeorology and Seismology who is regularly receiving information about climate-change-related matters but is largely missing and does not receive any information about gender-equality matters and issues. Also, the representative from the Ministry of Economic Development regularly receives information about both topics, climate change and gender equality. According to them, the sectors that most need urgent measures for improvement of the situation of women and in terms of women empowerment are agriculture and green jobs. Some of them also emphasize the necessity of such measures involving women

in the IT industry particularly. This is also reflected in the aspect of determining those sectors with the largest gender gaps, where agriculture dominates, followed by energy sector, water and waste management. There are also responses that relate to climate change and gender equality, but in terms of other social aspects, such as education and health. When given different statements, the respondents all agreed on the second statement from the questionnaire, which reads: “Integrating gender equality into financial support into mitigation and adaptation processes will provide maximum effect to this support.” Another two statements that the respondents selected are: “Gender equality and women’s empowerment should be linked to the principles of the horizontal coordination of all financing instruments in climate change adaptation and mitigation and in human rights”, and the second statement that is also provided as an answer is that “An action plan should be prepared and should be provided with a gender-responsive budget framework for each programme for financing the fight against climate change”. It is important to emphasize that none of the respondents know whether there are national frameworks, directives, policies, or representatives with a mandate to support and/or demand gender equality in budgeting when it comes to climate change policies.

The fourth part of the questionnaire is about sex-disaggregated data and, according to the provided answers, it seems that none of the representatives of state institutions have a uniform data collection template. The Institute for Hydrometeorology and Seismology collects sex-disaggregated data for age and education whereas the Ministry for Economic Development and the Chamber of Economy collect sex-disaggregated data based on representation at seminars and educational activities. This data is not used and is not reflected in any internal gender analysis and only follows to some extent the nomination logic for attending seminars.

Recommendations for institutional cooperation for intersecting gender equality and climate change.

Due to the fact that Montenegro has established a basis for intersecting gender and climate change which (as analysed in Section I) should be revised and upgraded and has also ratified the international commitments on ensuring a gender perspective in climate change policy and actions, the country has to develop and establish mechanisms for inter-institutional cooperation (levels described above) as well as capacity building. On the other hand, policy development and improvement go hand-in-hand with strengthened institutional capacities and knowledge of the respective issue.

The revision and upgrading of the 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 have to be synchronized in order to develop intersection of gender and climate change national policies.

Namely, inter-institutional cooperation must be designed at several levels:

- a. UNFCCC obligations and requirements (BUR, NAP, NDC, NC, SDG);
- b. Inter-institutional cooperation (administrative and decision-making levels).

Institutional coordination should include is a body dependent on the capacity of the administration, knowledge, strategic and legal provisions, models and methods of cooperation, as well as the provision of gender-disaggregated data and the introduction of gender-responsive budgeting by following budget programme lines.

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

This register would provide insight into all the relevant actors that can **contribute to the creation of policies related, on the one hand, to climate change and, on the other, to gender equality policies.**

The Ministry of Justice, Human and Minority Rights, in accordance with Montenegro's Law on Gender Equality, is responsible for overall national coordination and monitoring of gender equality provisions and requirements at all levels, according to the Law on Equal Opportunities (Art. 22, para. 1). Still, it is not clear how the ministry organizes the work and coordinates the institutions. This law states that state institutions deliver reports to the ministry on the programmes (it is not clear which programmes), but no other mechanism of cooperation and coordination is foreseen in the law.

On the other hand, this law prescribes the designation of employees in the organs who are to perform the duties of coordinator for activities related to gender equality issues within their competency (Art. 23). No further explanation of the duties and responsibilities is provided.

In that regard, it is recommended to revise the law in terms of the provision, as part of the law, of a separate chapter on the entities and mechanisms responsible for implementation of measures for gender equality and their obligations, where the key institutions, such as the parliament, the Parliamentary Commission on Gender Equality, the government itself, the ministries and state administration authorities, the State Audit and State Statistical Office, local self-government units, political parties and other identified institutions will be listed with clear responsibilities regarding positive measures, inclusion of gender mainstreaming into their programmes, sex-data gathering and gender-responsive evaluation, etc.

It is also important to list more precisely the duties and responsibilities of the Ministry of Justice, Human and Minority Rights at the programme and coordination levels.

Thereby, a legal basis for strengthening the gender perspective at the institutional and policy levels will be established, and that can contribute towards strengthening the intersection and inter-institutional cooperation between the relevant actors in the fields of gender and climate change.

It is important to include a formal system of monitoring and reporting through Unified Gender Equality Reports, which will contain a section on gender and climate change issues (where applicable). Namely, all the institutions subject to this law should be obliged to submit annual Unified Gender Equality Reports to the key ministry, upon which the key ministry will be able to develop programmes, strategic documents, policies and other actions on gender equality.

This represents another mechanism of formal cooperation between institutions.

- a. UNFCCC (BUR, NAP, NDC, NC, SDG).

As elaborated in Section I, Montenegro ratified the United Nations Framework Convention on Climate Change (UNFCCC), which promote a gender-sensitive approach and encourage signatories to incorporate a gender dimension into national policies for sustainable development and climate change. Montenegro also ratified the Paris Agreement (October 2017), which obliges the signatories to take into account the different needs of women and men, their ways of life, and their abilities to adapt to climate change when planning measures for adaptation to climate change.

The Head of the Division for Climate Change, within the Directorate for EU Integration, International Cooperation and Climate, at the Ministry of Ecology, Spatial Planning and Urbanism has been appointed as the gender contact person for the UNFCCC (representative of), which is the same contact person as for Climate Change for the UNFCCC. This represents a case when the same person covers both areas of

interest, which indicates the fact that there is no need to create models for cooperation between two contact persons. But on the other hand, such a model should be created in the future.

Also, all the working groups and bodies responsible for development of the National Communications (and their parts) should be strengthened by including representatives from institutions which have a mandate in the field of gender equality, academia and CSO representatives working in the field of gender equality. Additionally, gender outsourcing expertise is also recommended to be included in the process of development of BUR, NAP, NDC, NC, SDG and related UNFCCC reporting documents.

Gender markers should be included in the project and programme levels, which means that a separate gender perspective in projects in relation to the UNFCCC requirements (reporting) should be ensured at the very beginning.

This will ensure inclusion of gender machinery (institutional, CSO and academia) in the whole process of programme and project implementation.

The communication strategy with the stakeholders in the process must ensure both levels: informing gender stakeholders about the process, and informing climate change stakeholders about the importance of including the gender perspective (as representatives and as a perspective within the programme).

On the other hand, inter-institutional cooperation is established in the area of climate change through the established Working Group on Mitigation and Adaptation within the National Council for Sustainable Development, Integrated Coastal Zone Management and Climate Change. The Council was established in 2008 by the government, reformed in 2013 by amending its mandate in the field of climate change and in 2016 became the National Council for Sustainable Development Integrated Coastal Area Management and Climate Change (NCSDICAMCC). Strengthening the capacities of this council in terms of enhancing gender-sensitive mechanisms to mainstream gender in all climate change policies is recommended in Montenegro's Third National Communication on Climate Change and it is also recommended to designate a person in charge of gender issues in order to ensure the gender perspective in the work of this group.³⁷

b. Inter-institutional cooperation.

The institutions in the areas of gender equality and climate change must be organized in a formal way in order to cooperate during the decision-making process.

In the area of climate change, the following institutions listed as key stakeholders in [Montenegro's Third National Communication on Climate Change](#) 2020 are as follows:³⁸

- Ministry of Ecology, Spatial Planning and Urbanism (Directorate for International Cooperation, EU Integrations and Climate Change);
- Environmental Protection Agency;
- Institute of Hydrometeorology and Seismology;
- Environment Protection Fund;
- Ministry of Economic Development;
- Ministry of Agriculture, Forestry and Waters;
- Ministry of Capital Investments;
- Ministry of Internal Affairs (Directorate for Emergencies);
- National Council for Sustainable Development, Integral Coastal Area Management and Climate Change;
- Mitigation and Adaptation Working Group.

³⁷ Questionnaire, Ms. Daniela Cabarkapa, Head of Division for Climate Change, Directorate for EU Integration, International Cooperation and Climate, Ministry of Ecology Spatial Planning and Urbanism.

³⁸ The names of the institutions changed after the elections in August 2021.

It is clear that a key institution, the Ministry of Justice, Human and Minority Rights, is not listed in the climate change set of institutions, which shows that the institutional structure regarding climate change does not recognize gender equality in terms of institutional cooperation.

On the other hand, there is a need to establish a model of inter-institutional cooperation in the area of intersecting gender and climate change.

There are two methods.

The first one includes representatives from the gender equality mechanisms in the working groups dealing with areas of climate change, such as the National Council for Sustainable Development Integral Coastal Zone Management and Climate Change, as well as the Mitigation and Adaptation Working Group. It will secure ad-hoc interventions in the work of these groups for the purpose of integrating a gender perspective. However, the sustainability and continuity of this method is questionable, and it does not encompass all the processes and sectors, as well as policy and institutional activities in climate-change-related sectors. Nonetheless, gender representatives (the institutional mechanism) must be included in the work of these bodies. Due to the fact that the National Council and Working Groups are currently being reconstituted, and their mandates are to be defined (UNDP supports this process), it is highly important to assign a gender representative at least in the working group on mitigation and adaptation.

On the other hand, establishment of a more sustainable mechanism will provide more comprehensive intersection of both areas, at both the local and central levels, and will encompass the work of each institution (related to CC sectors) separately and in a coordinated manner. It will tackle each sector related to CC separately, and will also address the incorporation of climate change more systematically into gender equality policies.

An interdepartmental or intersectoral working group from the relevant ministries and agencies and other state institutions working in fields relevant to gender (on the one hand) and other societal and environmental issues (on the other) should be established as an institutional body that will (mainly) monitor the situation with gender equality in each field of society, with the purpose of: promoting the concept of GMS in the policies of all public institutions; monitoring and promoting the concept of gender in sectoral policies; and following and monitoring the progress of harmonization of the national legal and policy framework with international standards.

The titles of the following institutions are in compliance with Montenegro's TNC, but after the elections in August 2020, names of some institutions were changed. This list is composed of the "new" institutions which should be considered members of the Working Group:

- Ministry of Ecology, Spatial Planning and Urbanism;
- Ministry of Economic Development;
- Ministry of Finance and Social Welfare;
- Ministry of Agriculture, Forestry and Water Management;
- Ministry of Justice, Human and Minority Rights;
- Ministry of Internal Affairs;
- Ministry of Health;
- Ministry of Justice, Human and Minority Rights;
- National Council for Sustainable Development, Climate Change and Integral Coastal Zone Management;
- Mitigation and Adaptation Working Group.

This group can also develop and work under the **Standard Operating Procedures** for the intersection of gender and climate change for national institutions, upon the tasks listed above, such as:

- To follow and monitor programmes in the areas for which they have competencies from a gender perspective;
- To monitor budgets in the annual plans in the areas of competence from the perspective of GRB;
- To monitor and analyse strategic documents in the areas of competence from a gender perspective;
- To provide recommendations for promoting the concept of gender into climate change policies, and intersecting gender and climate change in programmes, policies, strategic and fiscal plans.

Recommendations will be submitted to the decision-making level structures, working bodies and state institutions working on the UNFCCC requirements.

This group should also encompass representatives from academia, CSOs, and the sectors of business and social dialogue.

Members of the group are designated by each institution, and coordinated by the central or key institution, which is the Ministry of Human and Minority Rights, which will be also responsible for the administrative work of the group.

Thereby, this ministry has a mandate to mainstream gender, whereas others will have an ability to influence the policy and implementation objectives, but need to understand the key gender equality issues in climate actions in their areas of work.

This group should be established and trained on gender and climate change (in accordance to the model for training suggested in Section IV of this Analysis).

The **parliamentary level** is represented by the Gender Equality Committee which has a mandate to review the proposals for laws, other regulations and general acts related to the exercising of gender equality principles, monitoring application of these rights through the enforcement of laws and improvement of gender equality principles, particularly in the area of the rights of the child, family relations, employment, entrepreneurship, the decision-making process, education, health care, social policy and information, as well as taking care of harmonizing the national legal provisions with international standards.³⁹

This Committee must include/add climate change as a specific area of its work (to be added in the above-listed areas) due to the fact that this area encompasses specific national legal and policy sets and international standards.

It is also recommended to strengthen the capacities of this Committee, by having training on gender and climate change intersections in order to ensure capacities for the work of this Committee in the field of gender and climate change.⁴⁰

Models of institutional cooperation for intersecting gender equality and climate change.

Under the Global Support Programme (GSP) for the National Communications and Biennial Update Reports, funded by the Global Environment Facility (GEF) and jointly implemented by UNDP and UNEP, in December 2017 a pilot initiative on the provision of regional and national support to five Western Balkan countries⁴¹ plus Lebanon was implemented on gender and climate change. The purpose of this initiative was to support countries in supporting the integration of gender equality considerations into climate reporting, in accordance with the UNFCCC's guidance (UNFCCC Gender Action Plan by COP 23) and the GEF's gender

³⁹ <https://www.skupstina.me/en/working-bodies/gender-equality-committee>.

⁴⁰ Interview: Ms. Bozena Jeliscic, President of the Gender Equality Committee, Parliament of Montenegro.

⁴¹ Albania, Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia.

policy and action plan. The process supported the countries by providing guidance based on the Gender-Responsive National Communications Toolkit on mainstreaming gender and developing gender-responsive NCs and BURs. Montenegro was part of this project, under which key processes on integrating a gender perspective into climate change policies were initiated, by participating and hosting (3) regional meetings where climate and gender stakeholders from relevant ministries and institutions were gathered (for the first time in the countries) to discuss the opportunities and the challenges for mainstreaming gender in the development process of NCs and BURs. As a result, all the targeted countries developed and operationalized their gender and climate change action plans, five out of six nominated gender and climate change focal points to the UNFCCC, and all integrated gender aspects into relevant reports (NCs/BURs, CBITs).⁴²

In the case of Lebanon, [Standard Operating Procedures \(SOPs\) to Integrate Gender into Climate Reporting and Planning](#) were developed, with the aim of providing methods and steps for integrating gender into climate planning and reporting, data collection and information – in other words “mainstreaming gender in climate reporting and the planning tools being developed in the framework of the UNFCCC, such as the NDC, the LEDs, the NAMAs, the National Communications and the Biennial Update Reports” (page 3).

Section III. Sex-disaggregated data and gender information.

The first step in the process of developing gender-responsive climate change policies (and climate-resilient gender policies), as well as the development of gender-sustained National Communications is possession of sex-disaggregated data. Namely, this means having systems, mechanisms, methods and human and technological capacities in place for gathering sex-disaggregated data about climate change (in gender-based policies, programmes, actions, projects, laws (legal sections), etc.) for the purpose of creating and implementing effective, comprehensive and sustained efforts against climate change.

If sex-disaggregated data in climate-change-related sectors is secured and updated in a timely manner, this will provide timely verification of the implementing policies and will secure re-development in case changes are needed.

Sex-disaggregated data should be transformed into gender indicators for measuring implementation progress, as well as to identify the actions needed to increase the efficiency of climate change policies.

That data (sex-disaggregated as well as the gender indicators) must be collected and designed at several levels, synchronizing and intersecting each other, such as:

⁴² <https://www.ndcs.undp.org/content/ndc-support-programme/en/home/impact-and-learning/library/gender-mainstreaming-into-climate-transparency-and-measurement--.html>.

Socio-economic status	Decision-making level (public and private sectors)	Labour force	Gender/Climate change policies	Institutions	Working bodies
<ul style="list-style-type: none"> Poverty rate Employment rate Unemployment rate Informal labour Users of social dependence care 	<ul style="list-style-type: none"> Energy Transport Agriculture Tourism Finance Economy Health 	<ul style="list-style-type: none"> Energy Transport Agriculture Tourism Finance Economy 	<ul style="list-style-type: none"> Laws UNFCCC (BUR, NAP, NDC, NC, SDG) Strategies, projects, programmes 	<ul style="list-style-type: none"> Ministry of Ecology, Spatial Planning and Urbanism Ministry of Finance and Social Welfare Ministry of Education, Science, Culture and Sport Ministry of Health Ministry of Human and Minority Rights Ministry of Agriculture and Rural Development Ministry of Economic Development MONSTAT Agency for Nature and Environmental Protection Ministry of Transport and Maritime Affairs Ministry of Internal Affairs 	<ul style="list-style-type: none"> National Council for Sustainable Development, Climate Change and Coastal Zone Management Mitigation and Adaptation Working Group

Figure 3: Sex-disaggregated data related to climate change

One of the biggest problem countries are faced with, when it comes to developing policies which should intersect gender and climate change, is a lack or absence of sex-disaggregated data, and the respective gender indicators in areas related to climate change, as well as a lack of analysis of gender roles which define the gendered needs, obstacles, opportunities of women and men to mitigate and adapt to climate change. To mitigate this, it is crucial to gather sex-disaggregated data and develop gender indicators in order to gain an insight into gendered roles in the family and society in different climate-change-related areas.

Still, neither the share of emissions nor the share in mitigating and adaptation to climate change are gender-neutral.

Sex-disaggregated data must be collected in order to design realistic climate actions (when it comes to the social context).

Recommendations for sex-disaggregated data and gender indicators in climate change

A set of sex-disaggregated data (available and recommended to be collected), as well as proposed gender indicators related to climate change are designed (Annex I), divided into the following sections:

- ❖ Policy development and decision-making level. This indicator shows the level of female participation in the decision-making processes when it comes to dealing with climate change. Namely, it is not important to count the number of women who are participating in that process, but rather to make sure their voices are heard and considered in policy development. It is important to analyse (gather sex-disaggregated data) at the decision-making level in all sectors related to GHG emissions identified in the country.
- ❖ A gender perspective in mitigation, vulnerability and adaptation: in policy/programme design and at the decision-making level. Data in this area is of crucial importance in identifying gender gaps in actions dealing with climate change, both mitigation and adaptation. This has to be investigated at the policy level – in terms of the level of (non) inclusion of a gender perspective in mitigation and adaptation activities (where possible) on the one hand, and in terms of the level of (non) inclusion of mitigation and adaptation measures in climate change policies, on the other.

This has to be considered at both the policy, programme and project levels in mitigation as well as in vulnerability (assessment) and adaptation policies, programmes and projects.

This step will ensure further targeting and design and implementation, as well as monitoring and evaluation of gender-responsive policies, programmes and projects.

- ❖ Socio-economic status is an indicator that can be used at each of the other levels or sets of gender indicators, due to the fact that this indicator represents a root cause and a basis upon which all other measures and policy provisions should be developed, in order to target vulnerability in coping with climate change. Here vulnerability is cross-referenced with gender in different sectors.
- ❖ Vulnerable households' heating patterns shows the structure of vulnerable households and their heating patterns, due to the fact that, here, poverty and social vulnerability have a direct share in higher greenhouse gas emissions. In other words, socially vulnerable families use heating sources that emit greenhouse gases and are not energy-efficient and sustainable. This structure of households should be given specific attention in the mitigation measures and subsidies, both in the social and climate change policy measures.
- ❖ Gender-responsive mitigation partially covers vulnerable households' heating patterns (in the energy sector), but this indicator needs to be deepened and broken down further into the individual (men/women) level and the business level (female entrepreneurship) in the area of energy in order to target gender differences in needs and possibilities in order to take advantage of the direct mitigation measures (subsidies), as well as communication strategies in the sectors of energy, transport, agriculture, tourism, etc.
- ❖ The above-presented structure of gender-responsive mitigation, based on sex-disaggregated data on women and men who need to be supported in mitigation actions, should be reflected in gender-responsive mitigation policy, by identifying the gaps which should be transferred to gender indicators.
- ❖ Vulnerability and adaptation assessment refers to the socio-economic indicators of poverty (SDG indicators are consulted in this part), correlated to the sectoral labour force (paid and unpaid), health condition in correlation to the adverse impacts of climate change, education, the labour market and economic development, as well as gender differences regarding taking advantage of adaptation measures and their effect.
- ❖ The gender-based behavioural aspect in the area of climate change also represents a key point for the development of policy and measures due to the fact that there are registered gender-based differences in attitudes toward climate change processes. As elaborated in Section IV, these gender differences in regards to climate change mitigation and adaptation – different roles, needs, opportunities of men and women based on gender in different climate change sectors: transport, agriculture, water and waste management, energy, etc. – must be addressed at the grassroots level in order to develop effective climate change policies.

Models of sex-disaggregated data and gender indicators in climate change

The case of North Macedonia provides two types of sex data in the climate change context, namely through the [Narrative Study – Gender and Climate Change, Macedonia – micronarratives](#)⁴³ which provided a perspective on the daily challenges of Macedonian citizens regarding climate change. This survey also served as a non-typical consultative mechanism for policy makers, as it resulted in stories that depict both

⁴³ The Fourth NC/Third BUR and CBIT Project implemented by UNDP in close cooperation with the Ministry of the Environment and Physical Planning and the Ministry of Labour and Social Policy.

mainstream issues but also particular issues that common quantitative data relatively often fails to highlight, since it projects percentages which are more useful to decision makers, and the [Macedonian gender and climate change indicators](#) were developed with the purpose of introducing a gender perspective in the National Communications and national strategic documents and papers, with a special focus on a set of indicators in the following requested areas of the Biennial Update Reports (under the Fourth National Communications to the UNFCCC): I. Sex-disaggregated data and gender indicators in the National Mitigation Assessment and respective NDC report; II. Sex-disaggregated data and gender indicators in the Vulnerability and Adaptation assessment, III. Gender-responsive measures in the legal and strategic framework intersecting gender and climate change; IV. Gender data in energy- and transport-related government subsidies (mitigation activities); and V. Gender and the National GHG Inventory.

In the Republic of Serbia, the document [Gender-sensitive data and indicators for project: establishing a transparency framework for the Republic of Serbia](#)⁴⁴ was developed with the purpose of creating and establishing methods for a gender-mainstreamed monitoring framework on climate change in Serbia with the identification of key dimensions, indicators and data sources and to provide recommendations for further gender mainstreaming in designing and monitoring climate change policies.

Both identified practices are under the United Nations Development Programme (UNDP), acting as an implementing agency of the Global Environment Facility (GEF) projects.

Section IV. Capacity building for intersecting gender and climate change.

Climate change is a both an environmental and a social issue, taking place in a context of gender relations, as well as differences in ethnicity, age and social status. The gender issues relating to climate change are more than just vulnerability; they are not determined by differing levels of economic and decision-making power. Understanding how the economic and social relationships between women and men influence the ways that households, communities, countries and the global community are affected by, and respond to, climate change helps understanding about why different social groups contribute differently to greenhouse gas emissions and are affected differently by climate change than others. This also provides us with a way to analyse climate change mitigation and adaptation and to promote strategies and actions that can lead to greater equality and improved lives for women and men.

“When it comes to climate change, we are all at risk – no one is immune.” But when it comes to impact, differences arise on how men and women experience the effects of climate change, as well as their ability to cope with them. Gender-responsive approaches can initiate a behavioural shift and increase climate action that will help communities to address climate change. The new National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022 of Montenegro identifies the insufficient capacities of the institutional mechanisms responsible for the implementation and monitoring of gender equality policies, which should be considered a serious methodological gap that should be systematically addressed by capacity building, as well as by ensuring inter-institutional cooperation in each field for which both the Gender Equality Law and the Gender Equality Strategy are responsible.

According to the qualitative analysis⁴⁵ of the administrative personnel working in the field of climate change, the findings point to the fact that the institutions need capacity building in the following fields:

⁴⁴ Under the “Second Biennial Update Report and Third National Communication under the UNFCCC” (2BUR-3NC project) and “Establishing a Transparency Framework for the Republic of Serbia” (CBIT project).

⁴⁵ Questionnaires were sent to the relevant institutions.

The gender perspective of climate change; Gender roles and their influence on the adaptation/mitigation capacities of women and men; Gender roles in different GHG sectors (energy, transport, agriculture); and Applying gender mainstreaming in the development of climate change policies and programmes. According to the answers, there is an insufficient level of information among administrative personnel regarding the gender perspective of climate change, or else a lack of knowledge on the gender perspective in climate change represents an obstacle to their work towards introducing a gender perspective into climate change policies.⁴⁶

At the same time, establishment of a cross-sectoral group to address gender and climate change issues, which is being coordinated by the ministry in charge of implementing the Law on Protection from the Negative Impacts of Climate Change, is the most addressed model for ensuring inter-institutional cooperation by the respondents. Before the questionnaires and interviews were conducted, there was no evidenced formalized inter/intra-institutional or sectoral cooperation on integrating gender and climate change. Respondents do agree that the following are important: • For gender equality and women's empowerment to be guiding principles and a cross-cutting mandate for all climate finance instruments rooted in a human-rights based approach; • Integrating gender equality in both adaptation and mitigation financing maximizes the impact of climate financing; • To incorporate gender equality as a guiding principle and a cross-cutting issue; • To define clear gender criteria in performance objectives and results measurement frameworks; and • To develop a gender action plan and gendered budgetary framework for each climate financing programme. It is also highlighted that they need sex-disaggregated data to develop gender responsive climate change policies, or else they do not know if they need them.⁴⁷

Based on the analysis, and in accordance with the needs for the introduction of the gender concept into climate change and vice versa, the need for unification of training for both sets of key actors and administration is determined. This means that both sets of representatives from both sectors (gender and climate change) need to go through a joint process of building capacities and knowledge, on gender mainstreaming into the climate change and intersection of gender and climate change. In this way, through a joint process, the knowledge of both the people working in sectors related to climate change and the people working in the field of gender equality is strengthened.

The causes of inequality have been identified in the following area:
Institutional mechanisms for the implementation and monitoring of the implementation of gender equality policies are not sufficiently effective or efficient at protecting women and persons of other genders and gender identities from discrimination.

National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022, Montenegro

The ultimate goal is to understand the relationship between gender and climate change, how to mainstream gender in climate change sectors, i.e. how to make climate-resistant gender equality policies at the following levels described in the inter-institutional approach:

1. UNFCCC obligations and requirements (National Communications);
2. The decision-making level – institutional (ministerial) level: state advisors on gender equality and state advisors on climate change (and related sectors);
3. The parliamentary level: Commission on Equal Opportunities;
4. The administrative level: administration working in the field of gender equality and sectors related to climate change, and collecting sex-disaggregated data.

⁴⁶ Ministry of Ecology, Spatial Planning and Urbanism, Ministry of Economic Development, Chamber of Economy of Montenegro, Hydro-Meteorological Institute.

⁴⁷ Ministry of Ecology, Spatial Planning and Urbanism.

Recommendations for capacity building in intersecting gender and climate change.

The recommended unified training for Gender Focal Points among line ministries, decision makers and administrative officers working in climate-related sectors is due to the fact that representatives of all the groups have to gain knowledge and strengthen their capacities regarding the common topic – intersection of gender and climate change – by understanding the following:

- a. A gender perspective on climate change: identification and definition of gender-based inequalities leading to the feminization of poverty, which once again leads towards increased vulnerability, mitigation and adaptation capacities based on gender;
- b. Gender differences of climate change mitigation and adaptation: different roles, needs, opportunities of men and women based on gender in different climate change sectors: transport, agriculture, water and waste management, energy, etc.
- c. Introduction of the GMS process into climate change policies, programmes, projects and financial plans;
- d. International and national legal and policy provisions on gender (on the one hand) and climate change (on the other), as well as provisions intersecting gender and climate change;
- e. The power of data: sex-disaggregated data and gender indicators in documents related to climate change (UNFCCC reports).

- a. **Gender perspective in climate change: identification and defining gender-based inequalities leading to the feminization of poverty, which once again leads towards increased vulnerability, mitigation and adaptation capacities based on gender.**

Familiarizing (and reminding) the institutional structures with the terms, definitions and meaning of the terms: gender, sex, gender roles, equality and equity, gender discrimination, equal opportunities, gender perspective, gender mainstreaming and gender stereotypes, is of great importance in order to create a basis for understanding the differences in climate change vulnerabilities (adverse impacts, mitigation, adaptation capacities, etc.).

The first part will consist of an introduction to the second step, which is familiarization with the differences in policies at the level of inclusion of the gender perspective: gender-neutral, gender-responsive, gender-specific, gender-transformative and gender-blind policies.

In this part, participants will be able to recognize differences in policies, which will provide them with the knowledge needed for the future policy development processes.

- b. **Gender differences of climate change mitigation and adaptation: different roles, needs, opportunities of men and women based on gender in different climate change sectors: transport, agriculture, water and waste management, energy, etc.**

The first step in developing situation analysis is to understand the gender roles in climate change sectors. Therefore, the list below provides certain guidance on assessing the gender perspective:

1. Are gender aspects part of the situation analysis?
2. Does the situation analysis provide an overview of gender statistics?
3. What are the specific problems in the sector and how do these problems affect men and women?
4. Where are gender inequalities recognized in the sector?
5. What is the reason for such inequalities?
6. What are the difficulties and problems in ensuring gender equality in the sector under analysis?
7. What are the implications of gender inequalities in the sector?

In the context of policy analysis from a climate change perspective, the following questions can be asked:

- Are there differences, and what are they, in the vulnerability and adaptive capacity of women and men to climate change?
- Are there current gender inequalities that are being exacerbated by the impacts of climate change?
- How do social and gender inequalities affect people’s ability to adapt to climate change?
- What are the roles of women and men in mitigation/adaptation activities?
- Do women and men have equal access to resources (economic, financial, physical, natural, other resources)?
- Who manages or controls access to these resources?
- Is there evidence of gender segregation in access to and control of the environment and resources?
- What are the constraints (social, cultural, economic, political) that limit the active participation of women in the decision-making process concerning climate change actions (mitigation/adaptation) in households and communities?
- What are the different needs/priorities of women and men in the context of climate change actions (mitigation/adaptation)?
- Is there data on the specific knowledge and skills of women and men, especially of vulnerable groups, that can be used to contribute to climate change activities (mitigation/adaptation)?
- After application of the above-listed questions, the defined gaps can be formulated into gender-responsive goals in policy development.

Several studies⁴⁸ in the field of gender roles in climate-change-related sectors have outlined the importance of addressing the above-listed questions during policy development, due to gender differences in the family and society and their contribution towards reducing GHG emissions, adapting and mitigating gender different perspectives.

Gender Differences and Roles in the Energy Sector

❖	There are fewer women (than men) in the energy sector: engineers, employees and managerial positions.
❖	Women have fewer financial resources to invest in new technologies.
❖	Women are usually poorer and more at risk of energy poverty.
❖	Women are more willing to sacrifice their time to perform household duties that would reduce energy costs.
❖	In countries with a traditional gender character, men most often decide when and what type of appliances will be purchased (or used), or what type of energy will be used to heat the home.
❖	Both men and women alike believe that energy efficiency measures are a good way to address energy poverty. Men are better informed and more proactive than women about such measures, while women are more interested in the savings achieved with these measures.
❖	Gender differences are also evident in the approach to energy reform, with men being more informed than women about energy reforms.
❖	The poverty rate is higher among single mothers’ families, which is reflected in their energy poverty. They should be particularly targeted in national mitigation efforts and in the subsidy programmes.
❖	Energy poverty is most pronounced among women living alone, aged 65+, with a fixed income.
❖	Women have an interest in energy reform and energy efficiency but they do not have sufficient knowledge to implement it.

⁴⁸ Toward Gender-Informed Energy Subsidy Reforms: Findings from Qualitative Studies in Europe and Central Asia; The state of food and agriculture, WOMEN IN AGRICULTURE Closing the gender gap for development, FAO 2011; <https://www.weforum.org/agenda/2015/01/how-to-make-transport-safer-for-women/>; https://ec.europa.eu/transport/themes/social/women-transport-eu-platform-change_en; [Narrative Study – Gender and Climate Change, Macedonia - micronarratives.](#)

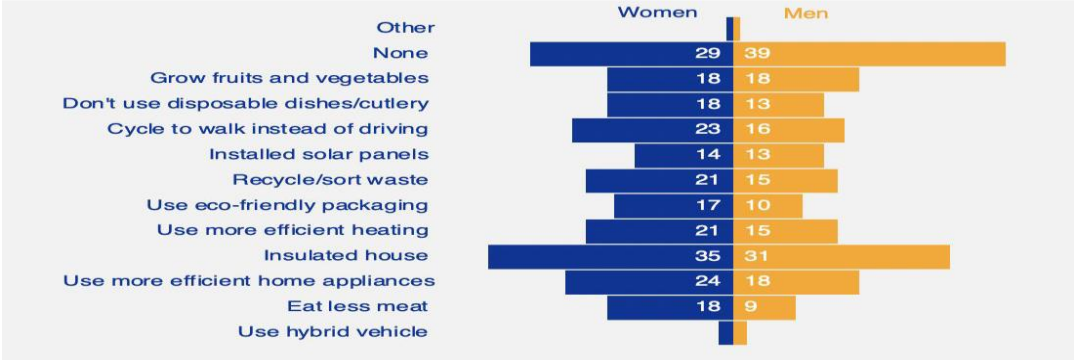
Gender Differences and Roles in Agriculture

❖	Communication and information systems on energy reform should target women in particular.
❖	In agriculture women are most often unpaid workers on family farms and paid or unpaid workers on other farms and agricultural enterprises. They are often involved in growing crops and nurturing livestock for their own and commercial needs. They produce food and are often involved in mixed farming operations.
❖	Climate change and its adverse effects affect access to drinking water and irrigation water on agricultural land. This is directly related to female labour in the family – hygiene, home cooking or irrigation for the cultivation of certain types of crops – mostly near the home.
❖	Ownership of property/land is one of the most significant problems in agriculture. Women traditionally do not inherit property/agricultural area, which leads to their inability to manage finances.
❖	The data shows that women own only 11% of agricultural holdings. It prevents them from accessing banking services, credits, loans and access to funds for the purpose of mitigation or adaptation.
❖	In the agricultural sector, women generally have less control over land and livestock (ownership), use improved seeds, quality fertilizers and banking services, such as credit and loans, much less which means they have a smaller share in the use of extension services/measures.
❖	Caring for dependent family members prevents women from being more present in the labour market, but the infrastructural (in)accessibility and remoteness of social, health, and educational services make their work at home even more difficult, since it takes a lot of time to reach these services.
❖	Women have traditionally been the guardians of cultural heritage and knowledge of the use of natural resources in health treatment/healing, cooking, etc.
❖	They are increasingly involved in vegetable production, but are also involved in the production of dairy products, i.e. processing of dairy products, fruits and vegetables.
❖	They are less represented in natural resource utilization activities, such as forestry, hunting and fishing.
❖	Women are less represented in decision-making processes at the local level (and are less informed about local policies).
❖	The educational structure and access to education for rural women is an important factor in strengthening the role of women in agriculture.
❖	Women rarely use improved seeds and/or fertilizers, machines and tools.
❖	Women have less access to information on new technologies in both mitigation and adaptation.
❖	Both men and women use transport in order to access economic opportunities.
❖	In addition to accessing the labour market, women also use transport as a way of taking care of their home and family.
❖	Men mostly use a car as a means of transportation, and women use public transport. Therefore public transport should respond to women’s needs and priorities.
❖	Women often work in lower-paid jobs and sectors and have limited access to finance and credit so they cannot buy their own car.
❖	Men often own property and have better-paid jobs that gives them access to loans for buying a new or used car.
❖	Women are much more accepting of environmental mobility models (walking, cycling).
❖	Women more often make transportation decisions based on its safety, while men choose based on speed.
❖	By using the car as a means of transport, men save time while women who use public transport cannot save time.
❖	The economic and social status and life of women and men affect their different transport needs and their use of transport services.
❖	Transport infrastructure and services should not be seen as “gender-neutral”.

Gender Differences and Roles in the Transport Sector

- ❖ Gender-responsive budgeting should be used when developing budgetary policies and programmes in the transport sector.
- ❖ The lack of gender-disaggregated data in the transport sector prevents the development of detailed analyses that will show what the situation is with gender equality in this area.

On the other hand, the recent [Narrative Study – Gender and Climate Change, Macedonia - micronarratives](#) which provided perspective on the daily challenges of Macedonian citizens regarding climate change, produced results showing that men are less active in mitigation measures in their everyday living behavioural patterns.



In that regard, these facts addressing gender inequality on behavioural, gender-based roles and opportunities/obstacles must be considered and applied while developing both gender-responsive climate change policies, as well as climate-resilient gender equality policies.

c. Introduction to the GMS process in climate change policies, programmes, projects and financial plans (intersecting gender and climate change policy level).

Introduction and application of the GMS process in the climate change policies represents a powerful tool for intersecting gender and climate change at the policy level. Namely, climate change sectoral policies have identified all the necessary activities leading towards GHG reduction, mitigation and adaptation processes. Inclusion of GMS in these policies will provide the creation of human-centred policies, targeting more precisely the needs of the final beneficiaries (when dealing with the social aspect), and will provide more effective, efficient and sustainable climate change actions, targeting the needs of the whole population in a well identified manner.

Gender-blind policies not only carry the risk of policies failing to achieve the desired goal, but also the risk of misuse of the already limited resources available to institutions.

In contrast, gender-responsive policies enable institutions to continuously recognize, prevent and mitigate the potential adverse effects of policies on women and men, promote equal opportunities, and ensure that public resources are used inclusively and in a fair way. Gender mainstreaming should in no way be as superficial as filling out a template or a form or adding phrases such as “with special attention to women” and the like. It should be an essential approach aimed at making gender issues an integral part of the process.

Gender mainstreaming should be an integral part of all stages of the policy-making process to ensure that policies take into account the needs, priorities and interests of both women and men.

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

The ultimate goal is to understand that gender equality in climate change actions (and other social processes) is not only about numbers, but it represents different capacities, opportunities, social positions, behavioural concepts, obstacles, knowledge (individual and trans-generational) that must be considered in order to develop climate change policies.

Still, we must not forget here that the creators of gender equality policies need knowledge about climate change aspects and gender dimensions of them.

The tables below shows examples of introducing the gender perspective into adaptation and mitigation activities at the results level.

Table 1: Gender responsive adaptation (example)

ADAPTATION		
Result	Activities	Indicators
Increased generation and use of climate change information in the decision-making processes.	Identifying the needs of women and vulnerable groups for services/products in the context of climate change. Defining services based on different needs of women/men/vulnerable categories. Expanding the range of services as needed.	Identified needs of women and vulnerable groups for services/products in the context of climate change. Defined and created services based on different needs of women/men/vulnerable categories.
Health and wellbeing; food and water safety.	Analysis of different needs of women/men exposed to unsafe water or food or to health hazards.	Specific measures defined according to different needs.
Enhanced adaptation capacity and reduced exposure to climate risks.	Ensuring equal and increased access for women and men to early warning systems and risk mitigation measures.	Number of men and women covered by early warning systems and risk mitigation measures.
Enhanced awareness of climate threats and risk reduction processes.	Providing equal and increased access to communication strategies (events, trainings, informative content targeting women/vulnerable categories). Coverage of rural/remote areas.	Number of men and women covered by climate change information measures
Improved resilience and living conditions of the most vulnerable categories of citizens and regions	Ensure equal access (% of women/men) to activities for introducing different climate resilience mechanisms (subsidies, information events, trainings, etc.). Ensure women's participation in activities related to accessing reliable water sources, despite adverse climate impacts (subsidies, information events, trainings, etc.). Ensure women's participation in access to resilient agricultural technologies and practices (subsidies, information events, trainings, etc.). Increasing the number of jobs for women in agriculture (subsidies, information events, trainings, etc.).	<ul style="list-style-type: none"> • Number (percentage) of men and women benefiting from the adoption of different measures to tackle climate change. • Number of men and women with access to reliable water sources, despite adverse climate impacts; • Number of households provided with resilient homes (gendered); • Number of women farmers implementing resilient agricultural technologies and climate practices; • Number of jobs created for women to process agricultural products.

Table 2: Gender-responsive mitigation (example)

MITIGATION		
Result	Activities	Indicators
Improved access to low-emission sources of energy	Facilitate access for women and representatives of vulnerable groups	Number of households and individuals (men and women) with improved access to low-emission energy sources
Improved efficiency of energy use in the household	Measures to improve efficiency of energy use in the household	Number of users, i.e. persons with improved living and working conditions, % of women household owners
Improved access to energy efficiency financing for SMEs, including women-led ones	Ensuring equal access to energy efficiency finance for men and women and for vulnerable groups / Facilitating women's access to finance	Number of women-led small and medium-sized enterprises benefiting from financing provided through energy efficiency policies
Strengthened institutional and regulatory systems / mechanisms for planning and developing low emission measures	Equal participation of women in decision-making processes	% of women in institutions, coordination mechanisms and in regulatory bodies (frameworks)
Reduced CO2 emissions from buildings, cities, industry and appliances	To ensure equal access to project / program activities (subsidies, outreach) for women, men, vulnerable categories	Reduced or avoided CO2 emissions due to improvements in the design of buildings and energy efficiency
Increased use of low carbon transport	To ensure equal access to project / program activities (subsidies, outreach) for women, men, vulnerable categories	Higher number of passengers (women and men) on low carbon means of transport

a. International and national legal and policy provisions on gender (on the one hand) and climate change (on the other), as well as provisions intersecting gender and climate change.

Familiarization among national stakeholders and administrative officers, as well as among other representatives from different working bodies regarding the international standards on introducing and strengthening the gender perspective in the climate change operational structures, as well as at the policy level, will ensure greater awareness about the international obligations and standards that the country is striving for in the respective area. On the other hand, familiarization with the national legal and policy framework on gender and climate change (intersected and separate) will ensure guidance on the obligations that have to be fulfilled by the institutions, and provide recommendations for its improvement. Both sets of documents are elaborated in Section I of this Analysis, as well as the identified gaps that have to be addressed in future.

b. The power of data: sex-disaggregated data and gender indicators into the documents related to climate change (UNFCCC reports).

The training module for intersecting gender and climate change must encompass the issue of the power of data, or identification of the sex-disaggregated data and design of gender indicators in sectors related to climate change. This is of crucial importance to create effective local and central policies, on the one hand, and to monitor the progress of implementation.

Strengthening the capacities of the administrative officers in the field of sex-disaggregated data and gender indicators will, on the other hand, contribute towards strengthening their knowledge on gender differences in climate change, gender roles, different needs, opportunities, obstacles and capacities of women and men that have to be addressed while designing climate change actions at both the local and central levels.

The meaning and structure of the sex-disaggregated data and gender indicators in climate change are provided in Section III and Annex 1 of this Analysis.

Along with the capacity building process, the concept of mentorship programme support should be introduced to ensure systematic intersection of gender and climate change at both the central and local levels.

Namely, persons responsible for climate change policies and persons responsible for gender equality policies, from the ministries, public utilities, public companies, from the local self-government and from different agencies should be included in mentorship programmes for the following areas:

- Intersecting gender and climate change;
- Development of gender-responsive annual programmes and action plans,
- Reflecting gender-responsive programmes, plans and actions in fiscal plans.

These two methods can ensure strengthened capacities of the institutional response, and concrete measures on gender inclusion in the climate change actions.

Section V. Gender and climate financing

Climate finance represents all local, national, international or transnational allocation of funds (public and private) to combat climate change, or financing both mitigation and adaptation actions. In that regard, the [UNFCCC](#) (Art. 4), [Paris Agreement](#) (Art. 9. Para. 1) and [Kyoto Protocol](#) (Art. 10) developed country parties (Annex II Parties) are called upon to provide financial support to developing countries (defined by the UNFCCC), through the established Financial Mechanism (UNFCCC, Art. 11). [Resolution 10/4. Human rights and climate change](#) of the Human Rights Council at its 10th session recognizes that the adverse effects of climate change have a range of direct and indirect implications for the effective enjoyment of human rights and that the effects of climate change will be felt most acutely by those segments of the population that are already vulnerable due to geography, gender, age, indigenous or minority status, or disability,⁴⁹ while [Decision 1/CP.16 The Cancun Agreements](#) recognizes that the only way for effective action on all aspects of climate change is by including all stakeholders at the global, regional, national and local levels (among which gender stakeholders), and also requests developing country parties, when developing and implementing their national strategies or action plans to address gender considerations, to consider the gender aspect in capacity building.⁵⁰

“Finance that is aimed at reducing emissions, and enhancing sinks of greenhouse gases and is aimed at reducing the vulnerability of, and maintaining and increasing the resilience of, human and ecological systems to negative climate change impacts.”

United Nations Framework Convention on Climate Change (UNFCCC) Standing Committee on Finance.

⁴⁹ Report of the Conference of the Parties on its sixteenth session, held in Cancun from 29 November to 10 December 2010 (<https://unfccc.int/documents/6527>) 9th plenary meeting, 10–11 December 2010.

⁵⁰ Ibid.

The Intergovernmental Panel on Climate Change (IPCC) in its Fifth Assessment Report (AR5) (IPCC, 2014) underscores that climate change hazards increase existing gender inequalities, and thereby contribute to the greater climate change vulnerability of many women. The Cancun Agreements acknowledge that gender equality and the effective participation of women are important for all aspects of any response to climate change, but especially for adaptation (UNFCCC, 2011). Gender-responsive climate financing instruments and funding allocations are needed. This is a matter of using scarce public funding in an equitable, efficient and effective way. It also acknowledges that climate finance decisions are not made within a normative vacuum but must be guided by the acknowledgement of women's rights as inalienable human rights.

Along with the capacity building process, the concept of mentoring support should be introduced by introducing the gender perspective into climate financing. The financing instruments (and national efforts) ensure that a systematic approach and the effects of climate actions are equally distributed towards the population, and it provides a basis and method for establishing and maintaining equality and equity in full enjoyment of human rights and social inclusion. As showed in the previous sections, women still face lower access to means such as money, credit and property rights, as well as lower inclusion in decision-making processes, they make up a larger proportion of unpaid labour, and still dominate among the world's population living in poverty, in extreme poverty and without access to electricity.⁵¹

The [Green Climate Fund](#) (GCF) is a climate-related fund that ensures systematic gender mainstreaming in all of its activities through the [Gender Policy and Gender Action Plan](#), especially focusing on climate investments regarding the advancement of gender equality, minimizing the social, gender-related and climate-related risks, and climate investments which will reduce the gender gap of climate-change-exacerbated social, economic and environmental vulnerabilities and exclusions by mainstreaming gender equality issues (GCF Gender Policy III/11). It is important to highlight that climate financing without addressing gender inequality can undermine the effectiveness of the interventions. The [Global Environment Facility Fund](#) (GEF) is an international climate fund which, through its Policy on Gender Mainstreaming (GEF, 2012a), GEF 2020 Strategy (GEF, 2015b) and the Gender Equality Action Plan (GEF, 2014), ensures gender equality in its finances or, in other words, ensures equal opportunities for women and men to participate, contribute and benefit from GEF-funded projects, shifting the ambition from “do no harm” to “do good”.⁵² The GEF's policy is searching for efforts towards gender mainstreaming of the GEFs projects, which must not accelerate existing gender inequalities, through gender-responsive stakeholder engagement and analysis, and the different knowledge, needs, roles and interests of women and men that are recognized and addressed, and female empowerment is also addressed in order to help achieve global environment benefits.

Gender mainstreaming is essential to the GCF's objectives and guiding principles, including meaningful engagement of women and men of all ages in the design, development and implementation of strategies and activities to be financed by the GCF, following the GCF Gender policy.

The GCF gender policy aims to ensure the contribution of GCF projects to gender equality, to take into account gender aspects and, in turn, the mainstreaming of gender and social factors make climate events more effective, sustainable and efficient.

The gender policy is applied to all GCF activities, regardless of whether they are implemented by international, regional, national or subnational, state or private organizations.

⁵¹ <https://climatefundsupdates.org/publications/gender-and-climate-finance-2019/>.

⁵² Guidance to Advance Gender Equality in GEF Projects and Programmes, 2021.

As shown above, these international funds have strongly incorporated the gender component into their financial procedures and rules, but still the national climate financing regulations or even just procedures on including the gender perspective in climate financing have yet to be developed and systematized in the same way as has been done by foreign development funds.

That action is needed due to the fact that provision of the gender perspective component in climate financing will secure two goals: i) effective and efficient, as well as sustainable, climate action and ii) as stated in the GEF policy, establish and promote the “do better” method of avoiding and of mitigating gender inequalities and accelerating gender gaps through climate actions.

The gender perspective in climate financing in Montenegro is provided through the [Green Climate Fund in Montenegro](#)⁵³ and the [National Programme of Priority Activities in the field of Climate Change Mitigation and Adaptation in the framework of cooperation with the Green Climate Fund 2021–2023](#) under the Ministry of Ecology, Spatial Planning and Urbanism and the competent Directorate for EU Integration, International Cooperation and Climate Change. The National Programme highlights (in Chapter 6) that gender equality should be systematically incorporated into strategic determinants of climate policy, as an integral part of the comprehensive development policy of Montenegro, to which the GCF’s policy contributes through its mandate.⁵⁴

According to the National Programme of Priority Activities in the field of Climate Change Mitigation and Adaptation in the framework of cooperation with the Green Climate Fund 2021–2023, Montenegro as a developing country, in the field of climate action, until now has been significantly dependent on foreign development help. As stated in the Third Communication to the UNFCCC, the European Union is the most important donor, with a share of about 60% of the total project funding. United Nations and the Global Environmental Fund (GEF) together, through programmes and donations, have participated with approximately 30% of the total funds.

Still, there is a need for the further improvement and promotion of the gender perspective in climate financing due to the fact that it is identified among the [Priorities for public climate finance in the year ahead of the COP26 presidency in January 2021](#), and it is urging for the inclusion of the gender perspective in climate financing in order to achieve more sustainable climate action, as well as closing gender inequalities, and those figures highlight the fact that only a small proportion of bilateral climate finance has gender equality as either a primary (3% in 2014) or secondary indicator (28% in 2014).

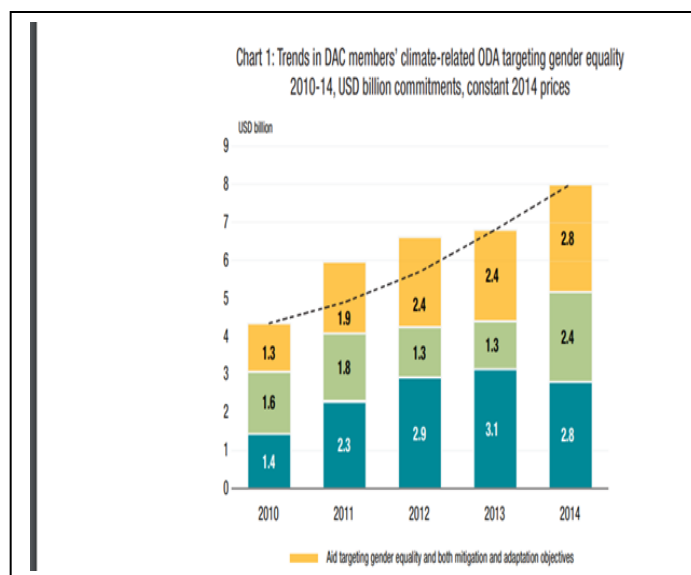
Only a small proportion of bilateral climate financing has gender equality as either a primary (3% in 2014) or secondary indicator (28% in 2014); climate financing often struggles to reach locally-led grassroots initiatives which are more likely to be led by women or marginalized groups. [Priorities for public climate finance in the year ahead of the COP26 presidency in January 2021](#)

⁵³ The GCF is established under the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement, as an operating entity of the UNFCCC’s financial mechanism. Its mandate is to support global efforts to respond to the challenge of climate change, and has the more concrete mandate to support developing countries to limit or reduce their greenhouse gas (GHG) emissions and adapt to climate change. It strives to establish and promote a shift to low-emission and climate-resilient development, taking into account the needs of developing countries that are particularly vulnerable to climate change impacts.

⁵⁴ “Montenegro started closer cooperation with the GCF in 2015 through the activities of the Ministry of Sustainable Development and Tourism, as the institution responsible for climate change, by appointing a contact person for cooperation with this institution. Montenegro has thus provided access to a number of opportunities to support programmes and projects aimed at reducing greenhouse gas emissions, strengthening resilience and adapting to climate change. Also, during 2018, an agreement was signed between the Government of Montenegro and the Green Climate Fund on privileges and immunities, which regulates mutual rights and obligations in the field of international cooperation.” <https://www.klimatskepromjene.me/finansijska-podrska/>.

The chart, taken from the [OECD DAC Network on Gender Equality \(GenderNet\) Making Climate Finance Work for Women: Overview of Bilateral ODA to Gender and Climate Change](#), shows that the percentage of targeted gender equality in both mitigation and adaptation action aid that target adaptation only and mitigation only is increasing, but it is still very low, and climate change action fails to take account of women’s specific needs and contributions. The strongest focus on gender equality is noticed in bilateral climate aid for agriculture, then water, but in energy with only a very small share and almost none in the transport sector.⁵⁵

This shows that a sectoral approach to addressing gender equality in climate change should be revised in order to reconsider the specific gender roles per sector related to climate change.

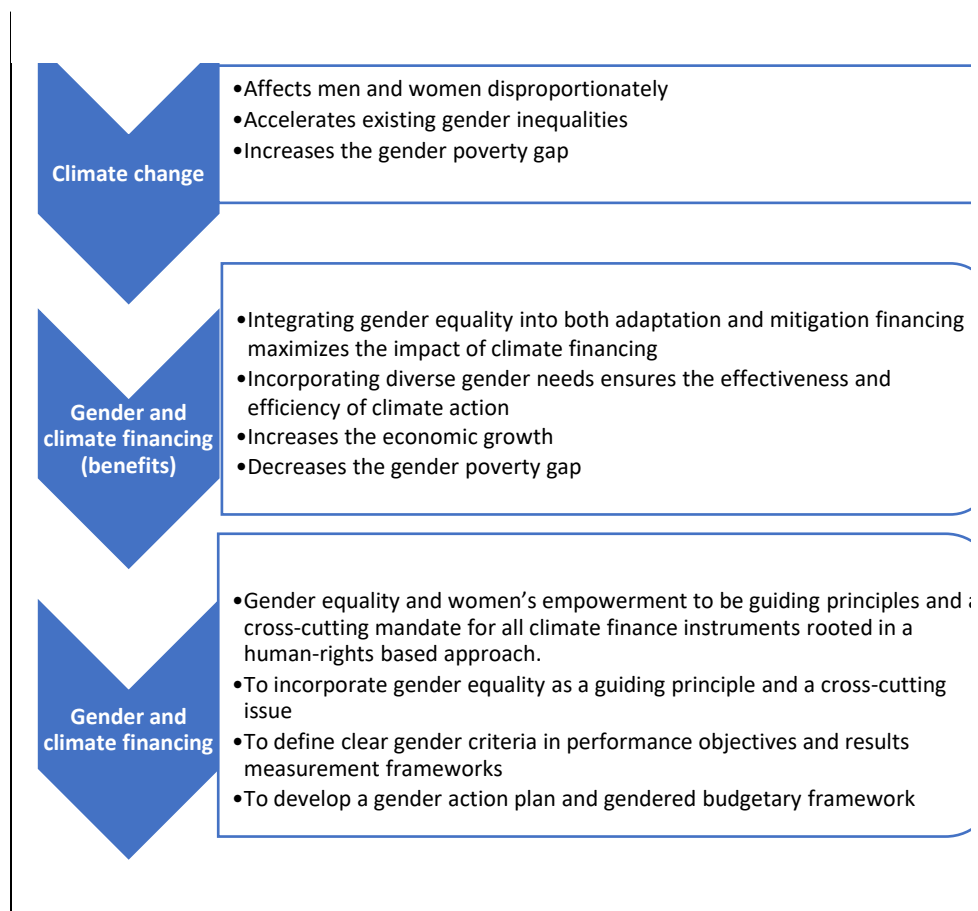


Recommendations for including a gender perspective in climate financing.

To achieve gender-responsive climate financing, it is important to start from scratch by including the gender mainstreaming process in the development of climate change policy and programmes, as well as in climate financing. Climate financing must incorporate gender equality as a guiding principle and a cross-cutting issue with clear gender criteria in the performance objectives and result measurement frameworks, such as mandatory gender analysis, a proposed gender action plan and a gendered budgetary framework, clear gender quantitative and qualitative indicators measuring how projects and programmes contribute to gender equality objectives, as well as the systematic collection of gender-disaggregated data. It has to systematically take into consideration gender in its policies, activities and in general climate actions by mainstreaming gender on the grounds of equal participation at the decision-making level, ensuring gender mainstreaming in policies, setting affirmative measures (subsidizing measures) to boost the female economy, equitizing female usage of business climate financing as agents of change and beneficiaries.

⁵⁵ Report: Overview of bilateral ODA to gender and climate change.

Table 3: Gender and climate financing



Funding allocations are in line with the national mitigation and adaptation strategies and national development plans, considering the international standards and requirements. In that regard, Montenegro must follow the above-listed ones. As mentioned above, the National Programme of Priority Activities in the field of Climate Change Mitigation and Adaptation developed in the framework of cooperation with Green Climate Fund 2021–2023

recognizes the importance of including gender into financial plans. Still, it can be concluded that other strategic documents dealing with climate change segments should be reconsidered from a gender perspective, for fiscal planning by taking into consideration the different needs, gaps, obstacles and constraints of women and men.

It is highly recommended to include a **beneficiary- and people-centred approach** to adaptation and mitigation measures, paying particular attention to some of the small-scale and community-based actions, in which women are over-represented, including in the informal sectors and as owners of micro, small and medium-sized enterprises in developing countries and ensuring that the part of public funding is passed onto women as beneficiaries.⁵⁶

This is due to the fact that women are less likely than men to start their own business, and the entrepreneurial gap is increasing with the higher stage of economic development. On the other hand, real climate change action will be achieved when both men and women take the same advantages from activities as the final beneficiaries in both mitigation and adaptation activities.

[Women’s Entrepreneurship 2016/2017 Report](#) (GEM) states that, when it comes to factor-driven and factor-to-efficiency-driven economies, women are 21% less likely than men to start a business; for efficiency-driven and efficiency-to-innovation-driven economies, women are 30% less likely to start a business than men; and when it comes to innovation-driven economies, women are 41% less likely than men to start a business.

⁵⁶ Gender and Climate Finance Liane Schalatek, HBS.

Therefore, the following **principles and recommendations** can be considered in order to achieve gender-responsive climate financing:

- Including the gender perspective as a social safeguard in climate-finance instruments. Following the GEF's and GCF's policies on gender and methods regarding the gender perspective in financial mechanisms, gender equality, the "do better" principle and women's empowerment should be included in the financial mechanisms as a cross-cutting mandate and in the criteria of funding.
- Including gender-mainstreaming principles and tools for the development of mitigation and adaptation policy and funded actions. This will provide a whole matrix of gender-responsive and gender-targeted climate actions, starting from analysis, a specific gender action plan, gender-responsive measures and objectives, and gender-responsive monitoring and verification through collection of sex-disaggregated data and gender indicators.
- Small-scale businesses, community-based actions, the informal sector and female-owned businesses to be considered as a method for achieving a gender perspective in both mitigation and adaptation actions. Increasing and strengthening female participation as key stakeholders on the one hand, but also as targeted beneficiaries on the other, will contribute towards increased gender responsiveness of climate finances. National programmes and projects on both mitigation and adaptation must consider gender differences by considering this human-based and human-centred approach. It will also ensure the access of local women, women from vulnerable categories and greater access to allocated funds. Informative and communication strategies must be ensured in developing these types of measures within the climate actions and related climate finances, in the form of small grants, subsidies, green credit lines for women entrepreneurs, etc.
- Introducing the concept and method of **Gender Responsive Budgeting (GRB)**, which is also a systematic methodological tool for assessing fiscal allocations when it comes to climate actions and the gender perspective. Namely, by introducing the GRB concept (at both the central and local levels) the state organs will start to gather gender data at the level of implementation, analyse the programmes from a gender perspective, as well as assess the budgets from a gender perspective: Do women and men benefit equally from that budget line? Do the fiscal allocations deepen the existing gender inequality? What measures are to be undertaken from a programme and fiscal perspective in order to minimize the assessed gender gap (in a certain policy or programme budget line)?

Gender-responsive budgeting and climate change policies.

The recent (2020) **Instruction on the preparation and assessment of the analysis of the impact of decisions and other regulations of local self-government bodies was adopted by the Ministry of Finance**, including the gender dimension, defined in Article 2, which states that the Regulatory Impact Analysis includes "defining the problems or objectives that the proposed regulation seeks to address, identifying and analysing options to address those problems, assessing the fiscal impact, and assessing the impact of regulations on gender equality, stakeholder consultations, monitoring and evaluation."⁵⁷

⁵⁷ National Gender Equality Strategy 2021–2025 with Action Plan 2021–2022, page 32.

Why include gender-responsive budgeting in climate change policies? Because the systematic integration of GRBs into the planning and budgeting processes includes the introduction of strategic goals related to gender in policies and budgets, establishing the requirements for a gender analysis of budget programmes, including gender indicators in budget requests and the provision of statements on the impact of budget funds on gender equality. This step involves institutionalizing the GRB to ensure that the different needs of social groups, men and women, are constantly considered in the budget process.

In essence, the GRB is a tool for promoting gender equality, which consists of many “sub-tools”. The central question that GRB asks is: What is the impact of the government budget or the budget of local governments on women and men, girls and boys and the various subgroups of these categories? In other words, the GRB estimates, or seeks to increase, budget allocations and expenditures that promote gender equality. The distribution of funds in the budget to promote gender equality is important but monitoring expenditures, i.e. how money is spent, is also particularly important, to see what impact and what changes to the lives of citizens these activities/policies have made. In the context of climate change, which is a cross-cutting issue, as well as gender equality, the budget must provide funds in all sectors so that the needs and priorities of both women and men have to be targeted. Gender budget statements that are an integral part of the

budget cycle in some countries (for example in North Macedonia, Albania) mean ensuring accountability and great potential for causing change. Gender analysis by allocating budget funds targets the needs of women (and the different categories of women in the community) and links the target group’s priorities to climate change/ action. Gender budget analysis can provide significant feedback to governmental and non-governmental actors on whether the programme meets the needs of different groups of women and men and different social groups. GRB analysis is an important tool for managing public finances that helps determine how and to what extent state policy affects different groups of men and women, such as service users and taxpayers. GRB analysis not only examines the situation of men and women: it also uses other social categories, such as age, socio-economic background, location, educational level, and others, if relevant and if the data is available. Therefore, it provides important insights for informing when making decisions on financial matters and the effective use of public resources. But what is important for all parties involved is to have information, knowledge, resources and enough time for all that.

WHY DOES GRB MATTER?

- ❖ Reduction of social and economic disparities resulting from a gender-based unequal position
- ❖ Reduction of poverty and the feminization of poverty
- ❖ Understanding and providing visibility of the impact of policies to the everyday lives of women and men
- ❖ Improvement of the efficiency and effectiveness of the impact of policies and programmes
- ❖ Promotion of transparency and accountability of institutions
- ❖ Contributes to economic growth and women’s active participation in development and the economy
- ❖ An incentive for institutions to keep gender-responsive policies

But when it comes to managing public finances, budget monitoring in terms of gender equality has the best effect when there is programme budgeting, and when monitoring the costs not only of the main activities but also of the many sub-activities that may have the greatest impact on gender activity. Including expenditures other than those explicitly stated is essential to get a realistic picture of the degree of

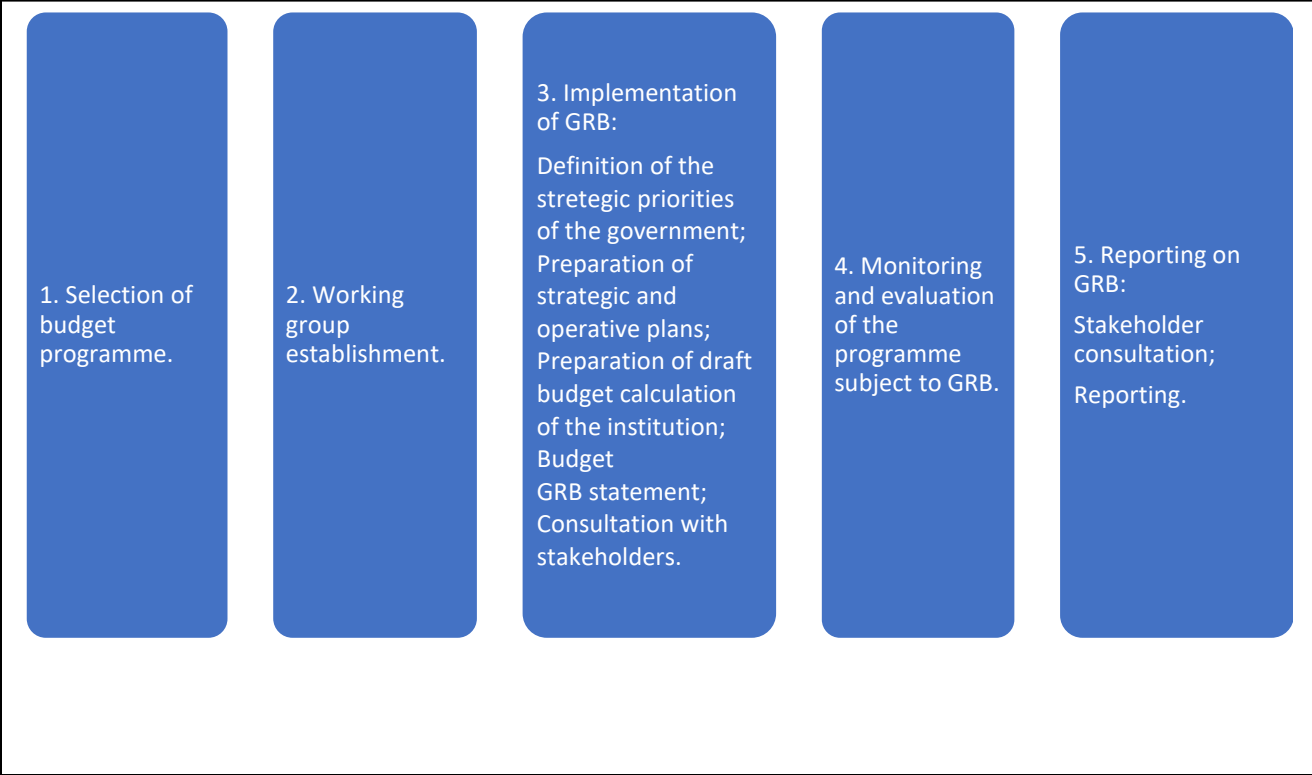


Figure 5: GRB process – example of the Republic of North Macedonia

expenditure oriented towards gender equality or climate change. The extent to which the accuracy of such expenditures can be identified depends on the approach and level of detail used by policy makers in the country. For example, if the focus is only on asset allocations without considering activities, it is likely to overestimate the impact of allocations. There is a particular danger in relation to issues such as gender and climate change, which refers to the promotion of certain issues, whereby large sums of money will be allocated to activities, such as awareness raising and activities that are considered to be related to policy making, with relatively small quantities of funds intended for implementation and delivery of services. It is obvious that raising awareness on its own will probably achieve little if there are no specific allocations of funds for the delivery of services to the community.

What GRB provides in regards to climate change:

Better data collection: the demand for gender-disaggregated data and gender analysis of budget programmes aimed at tackling climate change can significantly contribute to the ongoing data collection of budget programmes and their results.

Better defined indicators for budget programmes aimed at tackling climate change: the work of GRB usually contributes to better performance indicators and understanding of programme outcomes, and its introduction makes it possible to monitor the impact of budget programmes on men and women and different social groups in dealing with climate change.

Improved efficiency by providing costs for those who need them most (i.e. what should be included in the gender budget analysis and statement).

Improved budget decision-making processes involving a wider range of social interests and improving their capacity for budgeting and policy making.

Main conclusions of the Gender Analysis within the Third Biennial Update Report (TBUR) in Montenegro.

Intersecting gender and climate change presents a cycle of separate tools which are strongly dependent on each other, and if a link in those tools is missing, then realistic and effective policies will not be achieved. Namely, in order to develop intersected gender and climate change policies there is a need to gather and analyse sex-disaggregated data, which has to be transformed into gender indicators, and the analysis of the situation should be reflected in the policies encompassing different sectors. Those different sectors are represented by different institutions which have to cooperate in a pre-determined manner in order to reflect the sectoral and institutional responses in the policies. In order to have efficient inter-sectoral or inter-institutional cooperation which will recognize the methods of intersecting gender and climate change in policies and in the implementation phases, as well as monitoring and evaluation, the institutional structure has to be informed, sensitized and trained, to have capacities in order to be able to intersect gender and climate change. That means that those institutions will have to be able to identify the needed sex-disaggregated data, analyse it, transform it into gender indicators which will identify the gender gaps in the policies. Those gaps have to be reflected in the policies by designing gender-responsive measures which have to be monitored and evaluated from a gender perspective.

At the level of policy and inter-institutional cooperation, the process of intersecting gender and climate change started in 2017 in the framework of the Global Support Programme (GSP) for National Communications and Biennial Update Reports, funded by the Global Environment Facility (GEF) and jointly implemented by UNDP and UNEP, by means of a pilot initiative for the provision of regional and national support to five Western Balkan countries plus Lebanon.

Since then, Montenegro has achieved significant progress in intersecting gender and climate change in the gender equality policy framework (**National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022 of Montenegro**).

It has to be mentioned that this Strategy intersects gender and climate change **only in the health sector**, while other climate-related sectors are missing. It is important to consider the inclusion and definition of measures for other climate-related sectors as well, such as energy, transport, agriculture, etc. in this Strategy. On the other hand, the legal and policy framework dealing with climate change and sectors related to climate change have to be revised for future incorporation of the gender perspective. Climate change policies should be revised and upgraded by using the gender mainstreaming process in terms of creating gender-responsive climate change policies in compliance with the Gender Equality Law (Art. 3), the new Gender Equality Strategy (Section on Climate Change) in terms of including gender-responsive actions (where applicable) and provision of measures that contribute towards a decrease in the gender gap and gender differences, while undertaking adaptation or mitigation measures and decreasing the gender-based vulnerabilities of the negative impacts of climate change. This recommendation is in line with the National Gender Equality Strategy 2021–2025 with the Action Plan 2021–2022 of Montenegro, which prescribes the **General Secretariat of the Government – Methodology for Policy Making** to standardize the way in which public policies are developed so as to be gender-responsive, as well as to facilitate inter-institutional cooperation in the implementation of public policies, it is necessary to develop a **Standardized Methodology and Instructions for state bodies**. The Standardized Methodology and Instructions should contain instructions on applying the elements of gender mainstreaming tools, such as the following: gender

analysis, gender impact assessment, gender planning, gender-disaggregated statistics, gender-responsive budgeting, gender-sensitive public procurement, gender audit, gender-responsive monitoring and evaluation, consultations, capacity building awareness raising, gender indicators, etc.

At the same time this Standardized Methodology and Instructions should contain a **template for reporting on the status of implementation of the gender perspective in the work of each legal entity** by applying and using the standardized reporting format, which should contain the following elements:

- The type and list of activities implemented in accordance to the Standardized Methodology and Instructions on introducing the gender mainstreaming process, the Gender Equality Law and the Strategy on Gender Equality;
- The type and list of activities planned in accordance to the Standardized Methodology and Instructions on introducing the gender mainstreaming process, the Gender Equality Law and the Strategy on Gender Equality;
- Inter-institutional/Intersectoral cooperation, as well as cooperation with other actors with the purpose of introducing the gender perspective into the policies and the work of the state organ;
- Identification of the gender components of the current/planned policies/plans/projects of the state organ through data collection and sex-disaggregation.

In Montenegro, at the moment of development of this Analysis, there were no registered **institutional methods and bodies of inter-institutional cooperation** between the two main sets of institutions: the first set working in the field of gender equality, and the second set working in the field of climate change and in each sector related to climate change.

Due to the fact that Montenegro has established a basis for intersecting gender and climate change which should be revised and upgraded, and has ratified the international commitments on ensuring a gender perspective in climate change policy and actions, the country has to develop and establish mechanisms for inter-institutional cooperation (levels described above), as well as capacity building. On the other hand, policy development and improvement go hand-in-hand with strengthened institutional capacities and knowledge on the respective issue.

There are two possible methods.

The first one involves including representatives from the gender equality mechanisms in the working groups dealing with climate change areas, such as the National Council for Sustainable Development, Integral Coastal Zone Management and Climate Change, as well as in the Mitigation and Adaptation Working Group. It will secure ad-hoc interventions in the work of these groups for the purpose of integrating a gender perspective. However, the sustainability and continuity of this method is questionable, and it does not encompass all the processes and sectors, as well as policy and institutional activities in the sectors related to climate change. Nonetheless, gender representatives (institutional mechanism) must be included in the work of these bodies. Due to the fact that the National Council and working groups are currently under reconstruction, and their mandates are to be defined (UNDP is supporting this process), it is highly important to assign a gender representative at least in the working group on mitigation and adaptation.

However, establishment of a more sustainable mechanism will provide more comprehensive intersection of both areas, at both the local and central levels, and will encompass the work of each institution (related to CC sectors) separately and in a coordinated manner. It will tackle each sector related to CC separately, and will also address the incorporation of climate change more systematically into the gender equality policies.

An inter-departmental or inter-sectoral working group from the relevant ministries and agencies and other state institutions working in a field relevant to gender (on the one hand) and to environmental and climate

change issues (on the other) should be established as an institutional body that will (mainly) monitor the situation with gender equality in each field of society, with the purpose of promoting the concept of GMS in the policies of all the public institutions; to monitor and promote the gender concept in sectoral policies; to follow and monitor the progress of harmonization of the national legal and policy framework with international standards.

This group can also develop and work under the **Standard Operating Procedures** for the intersection of gender and climate change for national institutions, on the basis of the tasks listed above, such as:

- To follow and monitor the programmes in the areas for which they have competencies from a gender perspective;
- To monitor budgets in the annual plans in the areas of competence from the perspective of GRB;
- To monitor and analyse strategic documents in the areas of competence from the gender perspective;
- To provide recommendations for promoting the concept of gender in climate change policies, and intersecting gender and climate change in programmes, policies, strategic and fiscal plans.

Recommendations will be submitted to the decision-making-level structures, working bodies and state institutions working on UNFCCC requirements. This group should also encompass representatives from academia and from the CSO, business and social dialogue sectors.

As regards the collection of **sex-disaggregated data**, the official Statistical Office in Montenegro is the main source of data provision. As argued before, in order to create efficient policies, data and sex-disaggregated data are essential, and therefore the institutions will have to put efforts into collecting them in accordance with the field of their work, and separating them according to sex. This collection of data can be defined in the frameworks of the **Standardized Methodology and Instructions on introducing the gender mainstreaming process into the central and local policies methodology development**.

In order to ensure effective intersecting of gender and climate change in the work of each relevant institution, the capacities of the personnel working in the targeted areas have to be ensured.

As recommended above, different types of stakeholders and actors should receive a training such as:

1. Working groups dealing with UNFCCC obligations and requirements (National Communications);
2. The decision-making level – institutional (ministerial level): state advisors on gender equality and state advisors on climate change (and related sectors);
3. The parliamentary level: Commission on Equal Opportunities;
4. The administrative level: administration working in the field of gender equality and climate-change-related sectors, and collecting sex-disaggregated data.

The unified training for Gender Focal Points in the line ministries, decision makers and administrative officers working in climate-related sectors is recommended due to the fact that representatives of both groups have to gain knowledge and strengthen their capacities on the common topic: intersection of gender and climate change, by understanding the following:

- a. The gender perspective in climate change: identification and defining the gender-based inequalities that lead to the feminization of poverty, which once again leads towards increased vulnerability, mitigation and adaptation capacities based on gender;
- b. Gender differences of climate change mitigation and adaptation: different roles, needs, opportunities of men and women based on gender in different climate change sectors: transport, agriculture, water and waste management, energy, etc.;
- c. Introduction to the process of GMS in climate change policies, programmes, projects and financial plans;

- d. International and national legal and policy provisions on gender (on the one hand) and climate change (on the other), as well as provisions intersecting gender and climate change;
- e. The power of data: sex-disaggregated data and gender indicators in documents related to climate change (UNFCCC reports).

Although the interdepartmental or intersectoral working group will probably be comprised of the same representatives from the above-listed institutions, training on the elements elaborated in Section IV should also be applied to these groups as well, or else advanced training should be developed for the members of this group.

A **mentorship programme on intersecting on gender and climate change** should be considered on the one hand as a method of systematic inclusion and capacity building, and on the other as a practical method of development of concrete gender-responsive climate action at both the central and national levels.

This mentorship programme will also address the fiscal plans of the institutions, which, along with gender-responsive budgeting, will contribute towards inclusion of the gender perspective in climate financing.

The government and local communities in Montenegro have a duty to promote gender equality and human rights, including through the implementation of legal and policy commitments regarding gender-responsive budgeting and climate change. They cannot promote prosperity or inclusive, sustainable growth if they neglect the rights and needs of half of Montenegro's population. This is why gender budgeting should be applied to systems, processes and programmes; this means maintaining commitments that tangibly promote gender equality in the processes of tackling climate change. Gender budgeting contributes to good governance. One of the key ways to do this is by increasing participation in the budget processes. With the equal involvement of women and men in budget preparation – for example, through public consultation and the use of gender-disaggregated data – budgets will be more accountable and transparent, the state and local communities will be more accountable, and Montenegro's goals for tackling climate change will be more effectively implemented.

To this end, in Montenegro, there is a potential to develop a systematic approach of intersecting gender and climate change at the policy level, through ensuring inter-institutional cooperation, by the provision of training tools for strengthening the capacities of the institutions in the direction of implementing concrete gender-responsive climate actions and gender-responsive climate financing.

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