



Gender Mainstreaming in the Montreal Protocol:

Experiences in
Latin America and
the Caribbean



UN 
environment
programme





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A large, stylized graphic of a leaf or branch, rendered in a light purple color, occupies the right side and bottom of the page. It has several pointed, elongated shapes that resemble leaves or petals, extending from the top right towards the bottom left.

Gender Mainstreaming in the Montreal Protocol:

Experiences in Latin America and the Caribbean (LAC)

The OzonAction Programme works with developing countries (Article 5 Countries) for a “smooth transition towards a climate- and ozone-friendly world (UNEP 2022).”

Acronyms glossary

1. CAP: Compliance Assistance Programme.
2. CEDAW: Convention for the Elimination of all Forms of Discrimination Against Women.
3. *CEPAL*: Economic Commission for Latin America and the Caribbean.
4. CFC: Chlorofluorocarbon.
5. CO₂: Carbon Dioxide.
6. COP: Conference of the Parties.
7. ECLAC: Economic Commission for Latin America and the Caribbean.
8. ECOSOC: United Nations Economic and Social Council.
9. EEAP: Environmental Effects Assessment Panel.
10. ExCom: Executive Committee.
11. GPR: Good Practices in Refrigeration.
12. GWP: Global Warming Potential.
13. HCFC: Hydrochlorofluorocarbon.
14. HFC: Hydrofluorocarbon.
15. HPMP: HCFC Phase-out Management Plan.
16. GENIA: Gender in Education Network in Asia-Pacific.
17. GII: Gender Inequality Index.
18. *ICONTEC*: Colombian Institute of Technical Standards.
19. IGA: Integrated Gender-based Approach.
20. INWIC: International Network for Women in Cooling.
21. KIP: Kigali Implementation Plan.
22. LAC: Latin America and the Caribbean.
23. LGBTQI+: Lesbian, Gay, Bisexual, Transgender, Queer and Intersexual.
24. MB: Methyl Bromide.
25. MLF: Multilateral Fund.
26. MP: Montreal Protocol.
27. NOU: National Ozone Unit.
28. ODS: Ozone Depleting Substance.
29. RAC: Refrigeration and Air Conditioning.
30. RACHP: Refrigeration, Air Conditioning and Heat Pumps.
31. SAGE: Systematic Action for Gender Equality.
32. SAP: Scientific Assessment Panel.
33. SDG: Sustainable Development Goal.
34. *SEMARNAT*: Secretariat of Environment and Natural Resources of Mexico.
35. TOU: Technical Ozone Unit.
36. UN: United Nations.
37. UNDP: United Nations Development Programme.
38. UNEA: United Nations Environment Assembly.
39. UNEP: United Nations Environment Programme.
40. UNESCO: United Nations Educational Scientific and Cultural Organization.
41. UNFPA: United Nations Population Fund.
42. UNICEF: United Nations Children's Emergency Fund.
43. UNIDO: United Nations Industrial Development Organization.
44. UV: Ultraviolet.
45. WB: World Bank.
46. WEE: Women's Economic Empowerment.
47. WEF: World Economic Forum.

Note: Acronyms in italics refer to information in Spanish.

Foreword

In its 80th meeting, held in November of 2017, the Executive Committee (ExCom) of the Multilateral Fund for the Implementation of the Montreal Protocol approved the implementation of a desk study on gender mainstreaming in the projects and policies of the Montreal Protocol. After considering and discussing it in subsequent meetings, the ExCom concluded with the approval of the Operational Policy on Gender Mainstreaming for the Projects Funded by the Multilateral Fund in December 2019, with the purpose of contributing to the achievement of gender equality and women's empowerment.

Concepts like equality and gender mainstreaming are not new within the scope of the United Nations, since equal rights for women and men are mentioned in the preamble of its Charter signed in 1945. This document also refers to international co-operation as one of its purposes for "promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion." Likewise, the Universal Declaration of Human Rights – approved in 1948 – considers that all the rights of the human family are equal and inalienable and that they provide a basis for freedom, justice and peace in the world and reasserts the equality of rights of women and men contained in the Charter. The Declaration indicates that "Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status", and acknowledging that "all human beings are born free and equal in dignity and rights."

Subsequent endeavors and initiatives have led the way with significant benchmarks around gender equality, from the Declaration of the International Women's Year and the first World Conference on Women (1975), the consequent declaration of the United Nations Decade for Women (1976-1985), the Convention on the Elimination of All Forms of Discrimination Against Women (1979), the assertion of women's rights as human rights in the Beijing Declaration and Platform for Action (1995), until the creation of UN Women in 2010 and the incorporation of Goal 5 on gender equality and the empowerment of the all women and girls on the 2030 Agenda.

Taking into account that women and girls constitute half of the world's population and, therefore, represent half of the potential and innovation necessary to face the "triple planetary crisis" – climate change, nature and biodiversity loss, pollution and waste –, positioning people and the planet as central pillars of the transformation necessary to overcome it, and considering the guiding principles and the scopes of action of the Operational Policy on Gender Mainstreaming of the Multilateral Fund, the United Nations Environment Programme – as an implementing agency – has prepared this publication contextualizing the international legal framework and the instruments available regarding rights, gender and equality aspects, in order to give visibility to the actions, good practices and progress achieved in a non-exhaustive group of countries of the region. We are convinced that they will serve as an inspiring guide and model for other countries for the integration of gender perspective into their national programs and projects. At the end of this publication, is included a section with action principles and tools for the institutional, operational and communication areas, and a series of complementary resources and relevant references to support your efforts in the implementation of policies on gender mainstreaming in your countries.

From the OzonAction Programme of the Regional Office of the United National Environment Programme located in Panama, we just want to recognize the effort and dedication of all those who contributed to – and also, inspired – the preparation of this publication and the accompanying poster. We sincerely expect it to be useful, not only for your gender mainstreaming initiatives, but also for somehow contributing to the achievement of your national goals regarding gender equality and women's empowerment. We are sure all the strides you make will deserve a section in the future issues of this publication. We will be expecting them.

Marco Pinzon

Montreal Protocol Regional Coordinator for Latin America and the Caribbean, OzonAction.

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Introduction



INTRODUCTION

1.1. The Montreal Protocol and the Kigali Amendment

During the '80s, British scientists (Farman J. 1985) detected a thin area in the ozone layer surrounding the Earth above the Antarctic region. It appeared in the spring and represented a threat for life on our planet; they called it the “ozone hole”. The Montreal Protocol (MP) to protect the ozone layer by phasing out ozone-depleting substances was signed in 1987 by a group of 24 countries, aware of the need to “take appropriate measures to protect human health and the environment from the harmful effects resulting or likely to result from human activities which modify or are likely to modify the ozone layer” (UNEP 2020).

The treaty rapidly attracted other countries – which joined the work towards this common goal –, until achieving the universal ratification of 198¹ member countries in 2008 (UNEP Ozone Secretariat 2022a). Their determined initiatives, jointly undertaken with the implementing agencies and the UNEP’s Ozone Secretariat, led to firm actions that made it possible to identify a series of Ozone layer Depleting Substances (ODS) and their possible alternatives, setting specific schedules to phase out such substances. In 2003, the international community was already referring to the MP as “the most successful international environmental agreement in history.”

Though the ozone layer hole continued to grow, in 2009 a group of scientists (SAP 2010) concluded that the Protocol had prevented emissions equivalent to more than 135 billion tons of Carbon Dioxide (CO₂), thus contributing to critically mitigate climate change. In 2013, the Environmental Effects Assessment Panel of the Protocol – continuing within its course of action – reported that in 2030, the efforts for protecting the ozone layer will have helped to prevent up to 2 million cases of skin cancer per year only in the United States (EEAP 2015). In 2014, the Scientific Assessment Panel associated with the Protocol (SAP 2014) declared, on the basis of its estimates, that the ozone layer was recovering, which was confirmed by the Panel itself in

2018. If the efforts continue along the same line, the ozone layer might completely recover by 2050 and the hole would start to close in 2060.

To date, 99% of the ODSs controlled under the MP have been phased out, but according to the Protocol, there is still much to be done. Among other questions, there are ODSs – or particular uses of certain ODSs – that are not controlled yet; for example, gases like nitrous oxide or some uses of Methyl Bromide (MB) for quarantine and preshipment. Furthermore, in 2011 emissions of chlorofluorocarbons (CFCs) were detected, which probably derived from illegal production, thus resulting in a great alarm within the MP (SAP 2011). Consequently, countries intensified their measures relative to monitoring, reporting and effective verification, in order to prevent the illegal production of these substances.

On the other hand, hydrofluorocarbons (HFCs) – organic compounds used in refrigeration and air conditioning as an alternative to CFCs and hydrochlorofluorocarbons (HCFCs) – do not deplete the ozone layer but are powerful greenhouse gases as they have a high Global Warming Potential (GWP) and were part of the so-called “Kyoto basket”. However, as they are directly related to the scope of the Montreal Protocol, MP parties decided to address their phase-down, undertaking negotiations which eventually ended in a successful way with the inclusion of the HFCs within the group of substances controlled by the MP, through the Kigali Amendment (UNEP Ozone Secretariat 2022b).

The Amendment came into force on 1 January 2019 and sets forth that over the next 30 years the projected production and consumption of HFCs should be reduced by more than 80%, following a differentiated schedule. While developed countries began in 2019, developing countries will start with a freezing phase in 2024 or 2028, and the final stages of the phasing-

¹ List of the Montreal Protocol acceding countries: [All ratifications | Ozone Secretariat \(unep.org\)](#).

down process are projected for 2045 or 2047.

With its full implementation, the Kigali Amendment might prevent up to 0.4 °C of global warming by the end of this century, while the ozone layer continues to be protected (SAP 2018). In this sense, the amendment will also substantially contribute to the achievement of the objectives of the Paris Agreement on climate change (UN 2015).

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1.2. Sustainable Development Goals

On its three levels – social, environmental and economic –, sustainability is an essential condition to improve the human beings' quality of life, preserve the environment and also the natural resources for future generations.

In this sense, during the Earth Summit, celebrated in 1992 in Rio de Janeiro (Brazil), 178 countries adopted the Agenda 21, an action plan aiming at creating a solid global alliance to promote sustainable development. Later, at the Millennium Summit, held in New York in 2000, the countries adopted the Millennium Development Goals, which aimed – among others – at reducing by 50% extreme poverty² by 2015.

Such goals also included a gender equality goal, together with others associated with education, political representation, opportunities and remuneration. During the Rio+20 Summit of 2012, the outcome document *The Future We Want* was adopted. Among other aspects, the document laid the foundations of the guidelines, goals and scope of the Sustainable Development Goals (SDGs), which were adopted in 2015 as part of the 2030 Agenda on Sustainable Development.

The 17 SDGs comprise a wide and interconnected system of objectives and goals on health, poverty, education, gender equality, decent work opportunities, clean energy, responsible production and consumption, zero hunger, climate action, natural resources preservation, peace and justice, and alliances to achieve such objectives.



² People living with less than USD 1.90 a day. <https://www.un.org/sustainabledevelopment/es/poverty>.

There is a cross-cutting principle that applies to all the SDGs: “No one left behind”, which is directly related to poverty and inequality – including gender inequality –, the two main constraining factors to achieve the objectives globally (J. Chaves-Chaparro, S. Árico y C. Aguirre-Bastos 2017).

According to the latest report on regional human development, Latin America and the Caribbean (LAC) is still the region with the highest level of inequality in the world (UNDP 2021), since 10 % of the population concentrates up to 60% of the national wealth in the more unequal countries, and up to 38%, among the less unequal (World Inequality Database 2019).

These figures have been worsened by the pandemic, with its unfortunate impact on growth and employment indicators, in a region marred by informal work, which will increase poverty by 4.4 per cent in the region, thus reaching 34.7% – one out of three Latin Americans – according to the Economic Commission for Latin America and the Caribbean (ECLAC), affecting the most vulnerable groups, including women and girls.

Such economic inequality is mainly due to the difference in access to and the availability of opportunities. This situation is reflected in the unequal access to education, health services and finance, among other areas. These factors are also greatly associated with inequality and the unfair distribution of income between women and men. The Latin America and the Caribbean (LAC) region ranks third – after the United States and Canada and Europe – at global level, with the shortest estimated time to achieve gender equality³ (WEF 2022). Although in the last decades there has been an unprecedented number of women with paid employment and in leadership positions, there are still continuous hindrances like social expectations, implicit or explicit policies on the part of employers and/or the availability of options to balance their professional life with their personal life. Likewise, the economic and social consequences

of the pandemic and the geopolitical conflicts have stopped their progress and have worsened the situation of women and girls all over the world, and such effect may lead to permanent consequences in the labor market and women’s conditions. The World Economic Forum (WEF) estimates that it will take about 67 years to achieve gender equality in the LAC region.

At present, the Sustainable Development Goals Division, reporting to the United Nations Department of Economic and Social Affairs is in charge of supporting and building capacities on SDGs and their related topics (UN 2022). All United Nations organizations and agencies are urged to integrate SDGs into their initiatives and to support member states in this work.

Therefore, for the OzonAction Programme –which supports the efforts of countries to comply with the MP –, it is a priority to integrate a gender perspective into all its plans, programs, projects and services in the LAC region, thus contributing to achieve gender equality therein.

³ See the conceptual definition of Gender Equality in section 2.1.

1.3. The Montreal Protocol and the Sustainable Development Goals

For 35 years, the MP has contributed in many ways to achieve most of the SDGs. Its contributions are especially significant in protecting human health, enhancing people's welfare, protecting the environment, sustainable production and food security. Not to mention the contributions to the industry and innovation, clean energies and economic growth⁴ (UNEP 2019).

In recent times, the Kigali Amendment – due to its direct relation with climate change – has made an especially instrumental contribution to the 2030 Agenda and the Paris Agreement (COP21).

Particularly, the MP and its Multilateral Fund (MLF) set excellent examples of how joint efforts lead to magnificent results at national and global levels within the context of Alliances, to achieve Sustainable Development Goals (SDG 17).

As stated above, regarding Gender Equality (SDG 5), the UNEP has a gender policy that OzonAction – as one of its programmes – must follow. Of course, this mandate also applies to the Ozone Secretariat and the Protocol MLF, whose highest administrative organ (the Executive Committee) has given clear instructions to integrate gender into all the projects it finances.



⁴ OzonAction, Scoop No. 5, 2019 [OzonAction Scoop No. 5 | Ozonaction \(unep.org\)](https://www.unep.org/ozonaction/scoop-no-5).



CONCEPTUAL AND REGULATORY FRAMEWORK

2.1 Gender Equality

Gender equality is a concept widely used, but its meaning varies depending on the speaker and the context. It has many interpretations and connotations and, due to this reason, in this section we present the conceptual and political framework of gender equality within the scope of the United Nations, which will be used in the present publication. In section 6, there are other important definitions taken from the online Gender and Development Glossary of UN Women.

Gender refers to “the roles, behaviors, activities and attributes that a given society, in a given time, considers appropriate for women and men. Apart from the social attributes and the opportunities associated with the fact of being a woman and being a man, and the relations between women and men and between girls and boys, gender also refers to the relations among women and the relations among men. These attributes, opportunities and relations are socially established, and are learnt through the socialization process. They are specific to the context/the time and are constantly changing.” Gender determines what is expected, what is allowed, what is valued in a woman or in a man in a given context. In most societies, there are differences and inequalities between women and men regarding the responsibilities assigned, the activities carried out, the access to resources and the control they have on them, as well as the opportunities to adopt decisions.

Gender is part of a wider sociocultural context, as also are other important criteria for sociocultural analysis, including class, race, poverty level, ethnic group, sexual orientation, age, etc.

Gender identity “refers to the innate gender experience, deeply internal and individual to one person, which may or may not correspond to the person’s physiology

or birth-assigned sex. It includes both the personal feeling of her/his body, which can imply, if she/he decides so, the modification of her/his appearance or physical functions through surgical, medical or other means, as well other gender expression including clothing, the way of speaking and gestures” (UN Women 2022).

Gender discrimination is defined as:

Any distinction, exclusion or restriction made depending on sex, having the effect or purpose of diminishing or nullifying the recognition, enjoyment and exercise by women – irrespective of their marital status and on the basis of equality between woman and man – of human rights, fundamental freedoms in political, economic, social, cultural or other spheres.
(CEDAW 1979)

Thus, discrimination may arise, even without intention, if no analysis has been made of the existing opportunities or a recognition of the particular conditions or requirements of women.

Gender equality is a fundamental human right, protected by the United Nations Charter of 1945 and the Universal Declaration of Human Rights of 1948 (art. 21). Likewise, the Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW) – adopted in 1979 by the United Nations General Assembly – urges states to incorporate the principle of equality between women and men in their legislation and to adopt rules prohibiting discrimination against women, as well as to ensure the elimination of all acts of discrimination against women performed by persons, organizations or companies (CEDAW 1979).

Gender equality refers to “equality in rights, responsibilities and opportunities for women, men, girls and boys. Equality does not mean that women and men are equal; it means that the rights, responsibilities and opportunities of women and men will not depend on whether they were born with a given sex. Gender equality implies that their interests, needs and priorities are taken into account, recognizing the diversity of the different groups of women and men. Gender equality concerns and involves both women and men. Equality between women and men is considered a human right question, and both a requirement and an indicator of development, focused on people.”

Therefore, gender equality implies the real existence of equivalent opportunities for women and men – girls and boys –; i.e., that both can contribute to and participate in equal conditions in economic, political, social and cultural matters. This directly impacts sustainable development in its three pillars: social, environmental and economic.

The Beijing Platform for Action, established in the Fourth World Conference on Women – Action for Equality, Development and Peace – of 1995, commits “the action of member states and those of the United Nations (UN) system to actively include women in the making of environmental decisions, integrating their concerns and perspectives into the policies and sustainable development programmes and to establish mechanisms at national, regional and international levels, in order to evaluate the impact of these policies on women.” Likewise, it urges non-governmental organizations and the private sector to take on the same commitments and sets specific action recommendations for each sector.

The United Nations Economic and Social Council (ECOSOC 1997) defined gender mainstreaming as “the process of evaluating the effects that any planned action has on women and men, including legislation, policies or programs in all areas and at all levels. It is a strategy to turn women and men’s experiences and concerns into an integral dimension for the design, implementation, monitoring and evaluation of policies and programs in all political, economic and social spheres, so that women and men may equally benefit, and inequality may not be perpetuated. Its eventual purpose is to achieve gender equality.”

Therefore, **gender mainstreaming** – also denominated gender integration or Integrated Gender-based

Approach (IGA) – does not simply consist in trying that an equal number of women and men participate in the activities or programs developed –defined as numerical parity. It goes far beyond and expects to evaluate the effects of any action on both genders and consider the experiences and interests, both of women and men taking part in a program, project or activity and include them in the relevant processes, so that they are given equal opportunities. It is a strategy to make all their needs and experiences be an integral part of the design, execution, monitoring and evaluation of policies, initiatives and programs, ensuring that they equally benefit from development processes (ECOSOC 1997).

Finally, **SDG 5** aims at “achieving equality between genders and empower all women and girls.” It comprises 6 goals that expect to eliminate discrimination and violence against women and girls, recognize domestic work and ensure their access to health and participation processes, with equal leadership opportunities, at all decision-making levels of the political, economic and public life (UN Women 2022). This objective also expects to ensure women’s rights on economic resources and land ownership, among others.



2.2. Overview

Over the last decades, some important progress has been made globally regarding gender equality: more girls have been schooled, and fewer girls are obliged to early marriage; women have increasingly begun to hold offices in Parliament and in leadership positions, and laws are being amended to foster gender equality. Despite these advances, there is still a lot to do in order to achieve gender equality.

Often, women have less access to education, training activities and technical assistance; therefore, they have limited access to resources and credit systems or limited support in equity investments and, consequently, they have less income and lower purchasing power. In the same line, they have less access to decent work and power positions or receive a lower remuneration than men for the same work. They are more vulnerable to violence and reproductive health issues. All this is discriminating them and

UN Women (2022) makes a complete analysis of the extent to which the goals included in SDG 5 have been achieved at global and regional levels, stressing goal 5.1 (legal frameworks), 5.5 (leadership and decision-making), 5.6 (sexual and reproductive health) and 5.C (resources to promote gender equality). However, one out of fifteen countries is far or very far from achieving at least one third of the goals comprised in SDG 5.

seriously constrain their opportunities of development and their political decision power (CEPAL 2019).

The same analysis refers to Latin America and the Caribbean and stresses the great differences in compliance with the goals, though in general terms most countries are close or moderately close to achieving their target.

Likewise, climate change impacts increase women's and girls' vulnerability, mainly in connection with the scarcity of vital resources, health, migration, conflicts,

security and extreme natural disasters. Not all women and men have the same capacity to adapt to changing situations, or similar vulnerability levels. The impacts of climate change affect in a greater degree those who are involved in sectors of vulnerable livelihood or those who are outside the security networks of formal labor agreements. Informal workers, such as recyclers, street vendors and home workers – many of whom are women –, are on the front line of climate action.

In 2010, the United Nations Development Programme (UNDP) developed a specific indicator, the Gender Inequality Index (GII), which shows the loss in human development, due to the inequality between the achievements of women and men in three dimensions:

(1) reproductive health,

(2) empowerment⁵

(3) labor market.

The index ranges from one, which indicates that women and men are in equal conditions, to zero, which indicates that women are in the worst conditions in all the weighed dimensions. According to the index, in no country of the world women are in equal conditions as men.

In other words, gender equality is still a distant reality, and gender-based discrimination continues significantly in force.

According to this index, regional countries fluctuate from 0.66 (the most unequal) to 0.81 (the most equal) (WEF 2022). In almost all cases, the situation improved when compared to 2021.

⁵ See the definition in the Glossary of section 6.

Global Gender Gap Index 2022

Latin America and the Caribbean, Top 10

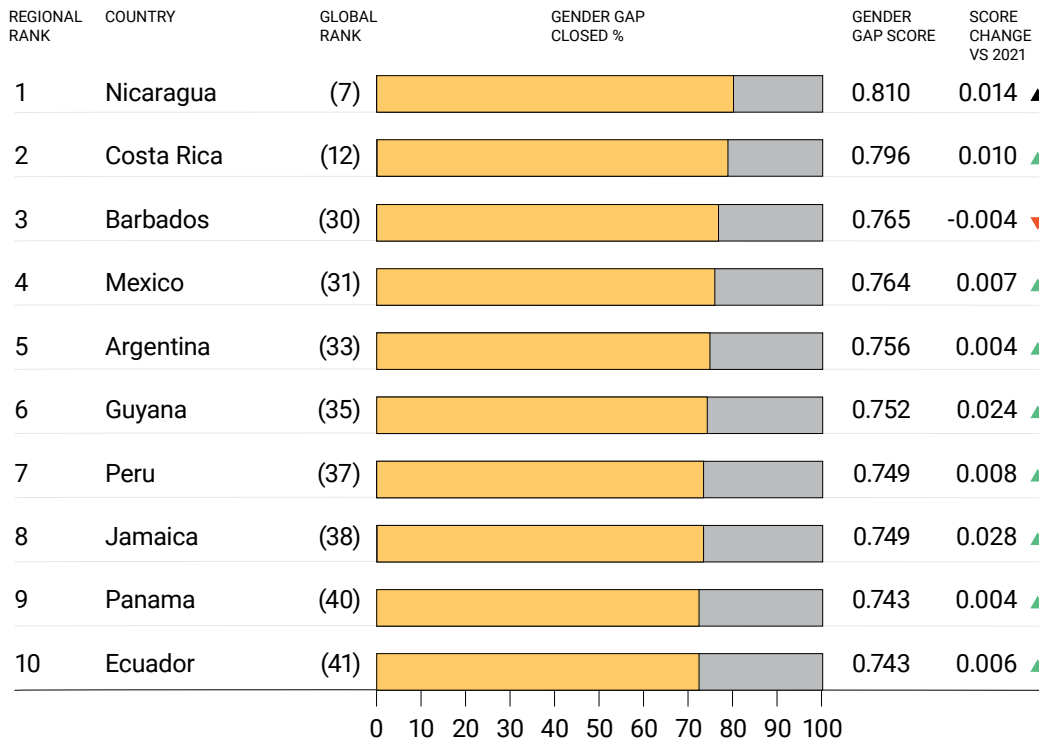


FIGURE 1

Source: Global Gender Gap Report 2022

Figure 1: 10 countries with the lowest gender gap in Latin America and the Caribbean.

Every year, the World Economic Forum (WEF 2022a) prepares a Global Report on “Gender Gaps”, which evaluates the current situation and the evolution of gender parity, according to four key dimensions: economic involvement and opportunity; educational attainment; health and survival and political empowerment.

In its 2022 issue, the report compares 146 countries, classifying them on a 0-100 scale, with scores reflecting the distance towards parity, i.e., the gender

gap percentage that has been closed. The comparison among countries allows identifying the most effective policies to close those gaps.

According to this report, the LAC region will be the third in eliminating the gender gap. It will take 67 years to achieve it, after the United States and Canada (59 years) and Europe (60 years), far ahead of other regions (Figure No. 2).

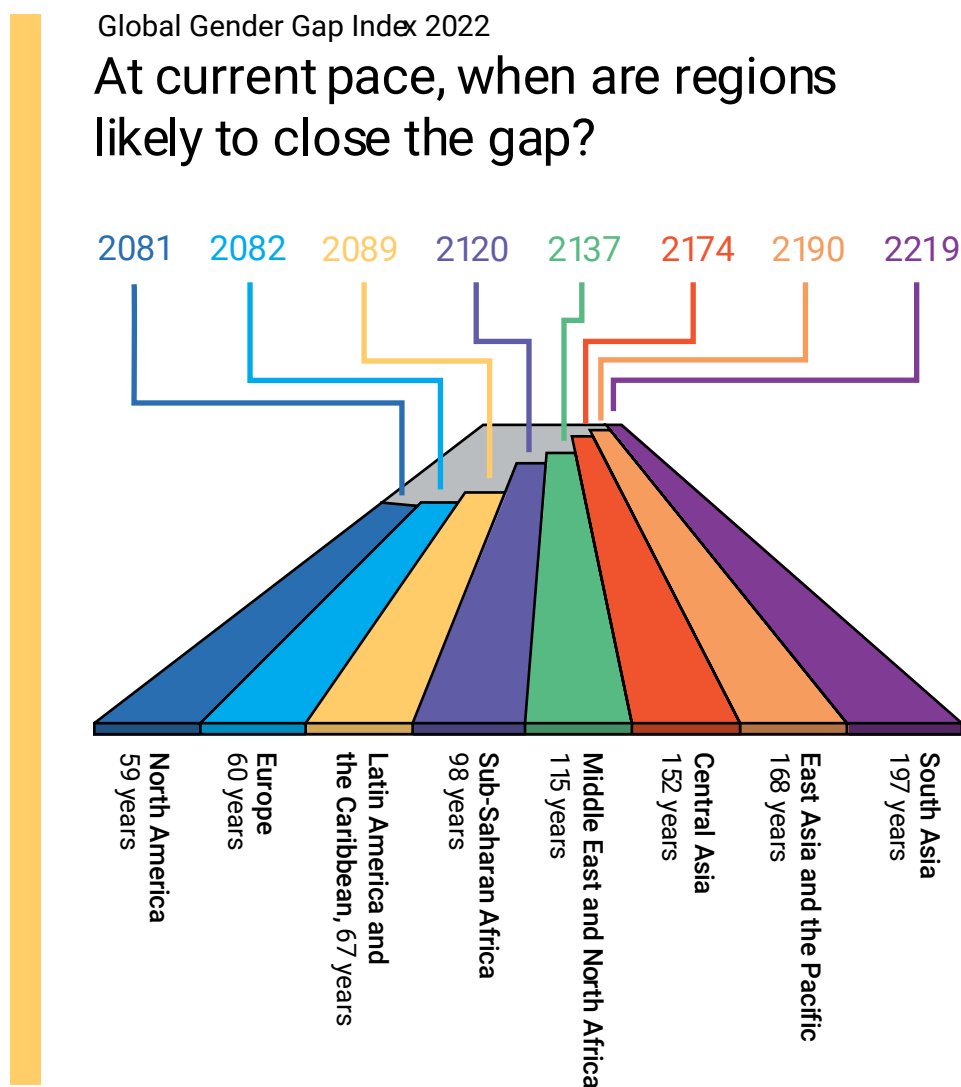


Figure 2: Regional gap closing (World Economic Forum).



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2.3. Pandemic and gender

To this general complex situation, we must add the impact of the recent pandemic. The COVID-19 has put at serious risk the scarce accomplished goals regarding gender equality, thus transferring equality attainment to the next generation. In 2022, the WEF estimates that it will take 197 years to eliminate gender inequality in the world, far from the 8 years left until 2030 – the deadline to comply with the SDGs. In 2020, the same source estimated that it would take 99.5 years to eliminate inequality.

The lockdown most countries were submitted to significantly increased non-paid domestic work for women, as well as domestic violence, which increased by 30% in some countries (UN 2022).

However, the pandemic also revealed new ways of working – remote and virtual work – convenient for many women and men in many circumstances. For example, virtual connection is a way to reach large audiences efficiently and at a minimum cost, offering training opportunities to people who might otherwise not be able to attend an event due to lack of space, capacity or financing.

Since experience exchange, training and information dissemination are of critical importance for the MP, this point is especially important, and countries must take advantage of it. In the future, it will be possible to extend the scope of training and knowledge exchange, as well as the attendance of delegations and interested people at the Protocol meetings, with great benefits; especially regarding capacity strengthening.

Even so, telework also caused people to be unable to separate the time dedicated to work and home, actually adding more working hours and dramatically reducing the possibilities of professional and personal interactions.

In many other countries, higher unemployment rates have been reported for women than men as a result of the pandemic. This is due to two main reasons. In the first place, women often have unstable and informal jobs – approximately, 60% globally –, i.e., positions that, in general, were more significantly affected by the pandemic, like those related to the service sector, including domestic work, restaurant services, retailing, tourism and hospitality, which require face-to-face interactions without the possibility of teleworking (Guterres 2020).

In the second place, women in general dedicate much more time (2.6 times) to carry out household chores than men, which increased during the lockdown. This great difference of time dedicated to such tasks among women and men presupposes to have less time to get their income and perform activities different from working (politics, community involvement, recreation, etc.).

Therefore, the pandemic has revealed that it is necessary to involve women and girls and make them participate in decision-making processes relative to the economy and the recovery from the COVID-19, as they are the key agents of social change for the right redistribution of wealth.



03

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Gender Mainstreaming in the Montreal Protocol



GENDER MAINSTREAMING IN THE MONTREAL PROTOCOL

3.1. Gender Mainstreaming in the United Nations Environment Programme

As mentioned above, the UNEP – as part of the UN – must integrate a gender perspective into its internal system, at its organizational and working programme levels. Likewise, it must support member states in achieving SDG 5, adopted in 2015, within the framework of the 2030 Agenda. Since 2006, the UNEP has decidedly been working – in a cross-cutting way – in the internal integration of gender into its whole working program, through gender action plans.

In 2017, it adopted the [Policy and strategy for gender equality and environment](#) (UNEP 2017), which lays the foundations for the integration and evaluation of the gender perspective in its seven subprograms and its activities, as an additional part of the Medium Term Strategy (2014-2017). Likewise, Resolution 4/17 of the United Nations Environment Assembly (UNEA) – adopted in March 2019, “to promote gender equality, human rights and women’s and girls’ empowerment in environmental governance” – sets forth the basis to support gender perspective and human rights. Additionally, in 2020 the UNEP published a support Kit on gender and environment for its officers, which provides the guidelines for gender mainstreaming in the activities of the projects and in communications. It analyzes the importance of gender mainstreaming in seven primary working areas of the UNEP: climate change, resilience to disasters and conflicts, healthy and productive ecosystems, environmental governance, chemicals, waste and air quality, resource efficiency and environment under review.

Within the specific context of the MP, SDG 5 has been approached by the Ozone Secretariat, the MLF and the Implementing Agencies, on the basis of the Operational Policy for Gender Mainstreaming in MLF projects (Decision 84/92), approved by the Executive Committee⁶ in 2019, in which MP bilateral and implementing agencies are required to reinforce the capacities for gender mainstreaming and integrate the operational policy into all the phases of project cycles, starting with the ones proposed in 2020.

In order to facilitate this task, the MLF Secretariat (MLF 2022) has included gender perspective in all the guidelines to support agencies in the design of proposals; for example, the HCFC phase-out Management Plans (HPMP), new phases of HPMPs and, above all, in institutional strengthening projects⁷. It has also prepared the report entitled “Gender mainstreaming in Montreal Protocol’s projects and policies” (MLF 2019) and the review on the implementation of gender mainstreaming operational policies in the projects supported by the MLF in 2022 (Decision 84/92).

⁶ Decision-making body for the projects submitted to the Multilateral Fund.

⁷ Section 7 contains the links to access all the publications.

The Ozone Secretariat (2019) prepared the publication entitled “Gender in the ozone treaties” (UNEP Ozone Secretariat 2019), which comprises an analysis of gender issues in the entities involved in the Secretariat work, including the assessment panels and the technical options committees.

As an implementing agency of the MP, the United Nations Industrial Development Organization (UNIDO) has a publication entitled “Gender mainstreaming in the Montreal Protocol projects (UNIDO 2016), which contains a set of tools to ensure the right gender mainstreaming in the creation, execution and evaluation of projects related to the implementation of agreements inherent to the MP.

In turn, the OzonAction Programme – following the guideline principles of the operational policy for gender mainstreaming in MLF projects – has published a document entitled “Gender equality and environment. Policy and strategy” (UNEP 2020), which provides a useful and valuable analysis of the social impact that environmental degradation and climate change has on women, and the different resolutions and actions of the UN that have guided UNEP’s work in connection with gender mainstreaming, and the performance indicators that can be used to evaluate the impact of the policies and the actions taken to achieve it.

Likewise, gender mainstreaming has predominantly been reflected in the current strategy of the Compliance Assistance Programme (CAP) 2021-2023, which identifies gender and diversity as one of the 16 thematic areas for the 145 Article 5 countries that are supported by the UNEP.



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Other initiatives of the UNEP are:



Women in the Refrigeration and Air Conditioning Industry: Experiences and Personal Achievements. It is a publication jointly developed by OzonAction and UN Women that compiles the testimonies of more than one hundred women all over the world, who successfully work in that sector (UNEP OzonAction and UN Women 2019).



The document of the UNEP OzonAction (2020) promotes gender mainstreaming through MP activities. It provides guidance on how to integrate a gender perspective into all the activities related to the Protocol.



UNEP OzonAction (2022). It refers to key international associations and UN teams promoting more opportunities for women working in the refrigeration industry.



In April 2022, the International Network for Women in Cooling (INWIC UNEP 2022) was launched. It is led by the World Refrigeration Day and OzonAction, together with an outstanding group of founding partners, which is mainly made up of the professional associations of the industry. With this initiative, OzonAction seeks to promote women's involvement in the refrigeration, air conditioning and heat pumps (RACHP) industry, create opportunities and disseminate good practices in refrigerants management.



3.2. Gender Mainstreaming in the Montreal Protocol: Experiences in Latin America and the Caribbean

The evaluation of the regional networks of ozone officers, carried out by the MLF at the request of its Executive Committee (MLF 2021), revealed that gender mainstreaming has just begun to be particularly approached in the programs of activities related to the MP during the last four or five years.

Even so, with the valuable help of the National Ozone Units of the LAC region and the implementing agencies, it was possible to document important efforts – made by the MP-related community – towards proper gender mainstreaming.

In turn, the LAC Network of Ozone Officers has already started to work with the countries of the region in the capacity strengthening area relative to the operational policy on gender mainstreaming. They have organized virtual seminars, information exchange events, dedicated sessions during the meetings and publications, among other activities, as well as this document and the guide accompanying it, which expects to support these important efforts.

Following are presented – by country, in alphabetical order – some experiences shared by the National Ozone Units (NOUs) of the region. They illustrate such efforts and constitute useful examples for those who want to undertake similar actions in their national programmes.

CASE STUDY

Barbados



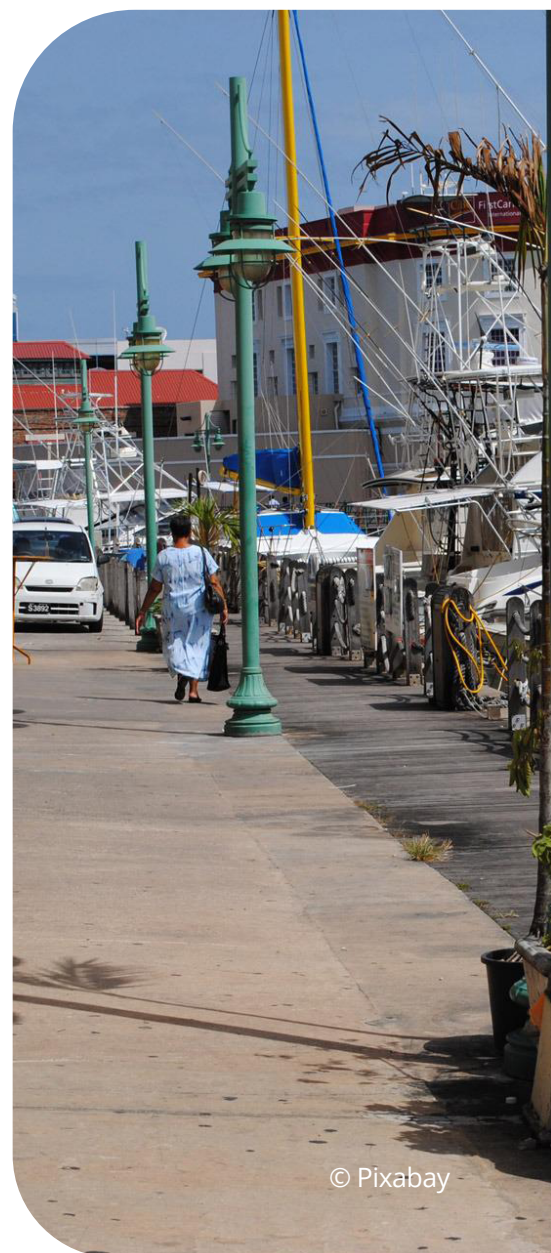
National Ozone Unit

At present, the activities developed in the NOU include awareness raising and capacity building, within an equal approach for women and men. Additionally, work or cooperation opportunities are widely announced in equal conditions for both groups.

Gender indicators are included in the Small-Scale Funding Agreements that are jointly signed by the UNEP and the government of Barbados when necessary. The opportunities to enroll in Refrigeration and Air Conditioning (RAC) programs, imparted in technical and vocational institutions, as well as the options to get the Support grant for the ODS phase-out programme are offered on an equal basis for women and men.

The NOU seeks to stress and use the services of both for women and men associated with the RAC sector having the required qualifications.

Source: National Ozone Unit of Barbados, 2022.



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Chile



Perspectiva de Género Transversal

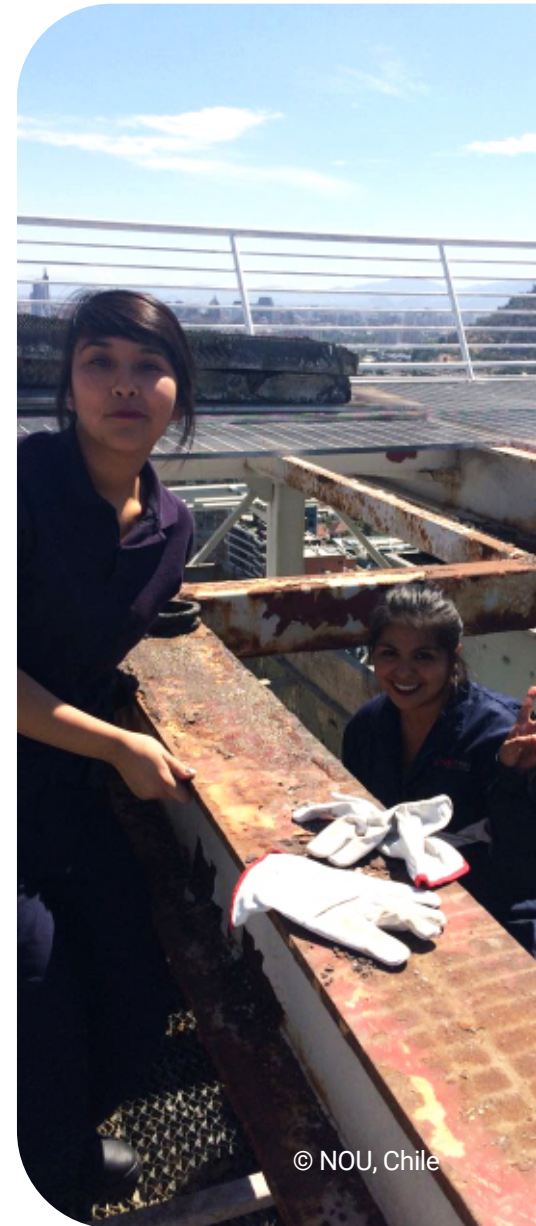
In the National Cooling Plan Proposal, the NOU integrated gender perspective. We carried out an analysis of gender gaps, whereby it was evident the urgent need to face the issue. This led us to undertake a series of corrective actions. The NOU seeks to become a benchmark body – to implement gender equality – and a great promoter of women involvement in the RAC sector, integrating gender perspective into any project in a cross-cutting manner. Some of these actions are described below:

Studies

- In the National Cooling Plan Proposal, we have included an axis of study focused on encouraging women's involvement – Axis 5: Female involvement in the RAC sector, at national level (2020) –, which considers a registry of women in the RAC sector, the identification of the barriers they face, the analysis of the benefits of women's involvement and, on those bases, the design and implementation of promotion, mainstreaming and leadership measures for women in the RAC sector.
- We have made an initial diagnostic on gender gaps in the RAC sector at national level (Study for a gender analysis in the refrigeration and air conditioning sector in Chile, 2021), as part of the preparation of the HPMP-III to Phase out HCFCs.

Procurement

Since 2021, when our NOU requires consulting services, preference is given to women who are experts in climate change, air conditioning and gender.



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Training

- First Basic Training for Gender Mainstreaming in the Refrigeration and Air Conditioning Sector (2021), as part of the initial diagnostic of gender gaps in the RAC sector. Video available at: <https://ozono.mma.gob.cl/unidad-ozono-y-onudi-realizaron-primer-entrenamiento-base-para-integrar-enfoque-de-genero-en-el-sector-refrigeracion-y-aire-acondicionado>.
- *Train the Trainers* for women (HPMP-II 2021).
- The NOU and its counterparts participated in the contest entitled “Basic concepts and introduction to Gender Perspective” (UNIDO 2021).
- Gender mainstreaming in climate change management (Department of Environment, Luxemburg, UN-Chile 2021). Training activity for two members of our NOU.

Bids with promotion of women involvement

In order to implement three reclamation centers for refrigerant gases, we assigned a score (5 per cent) and a special item to gender mainstreaming, assessing the female technical staff involved in the implementation and execution of the proposed reclamation center (2021).

Enrollment

When enrolling participants in our activities, we request them to indicate what gender they identify with.

Gender parity in event speakers

When organizing workshops and seminars, we make sure that speakers are selected on a gender-equal basis.

International recognition

Roxana Salgado, an air-conditioning technician, was awarded as Chile’s *Cooling Champion*, in the celebration of the World Refrigeration Day 2021 of the UNIDO.



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Videos

We create videos for RAC technicians, exchanging the male and female roles of those who teach good practices in refrigeration (GPR), where the woman is the one who teaches a man how to apply them. The videos are available in the YouTube channel of the Ozone Unit.

<https://www.youtube.com/watch?v=NNcyZFDW4Lo>.

New projects

We integrate gender perspective into all new projects like:

- *HPMP3. It has a cross-cutting component relative to gender, with a set budget to hire an expert on the subject.*
- *Design of the Kigali Amendment Implementation Programme (KIP). Gender equality will be included as a cross-cutting topic.*

Web page with information relative to our work on gender mainstreaming: <https://ozono.mma.gob.cl/enfoque-de-genero>.

Source: Claudia Paratori and Caroline Stevens. National Ozone Unit of Chile, 2022.

CASE STUDY

Colombia



Gender Equality Certification. EQUIPARES Stamp

The management system for gender equality was developed by the Department of Labor of Colombia and the UNDP, to certify the companies that work for gender equality. It comprises a requirement manual, and when the company complies with it, the Department awards the company a certification called Sello Equipares (Equipares Stamp). The Colombian Institute of Technical Standards (ICONTEC) performs the relevant audit.

The gender equality management system recognizes three levels of application:

Level 1. Commitment to equality (no certification process is carried out; the Department delivers an acknowledgement certificate).

Level 2. Implementation of Actions for Equality (Silver Stamp).

Level 3. Gap Closing (Gold stamp).

More information: <https://www.equipares.org>.

Source: Leidy Suárez. Technical Ozone Unit, Department of Environment, Colombia, 2022.



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Costa Rica



National Ozone Unit

Within the framework of the projects that are executed by the NOU's Board, for many years now, we have identified the need to actively work to promote gender equality. It is a gradual process that will take time; especially, when working with a traditionally male guild (RACHP). We have identified about 60 women that work as technicians in refrigeration or are in their training process.

We managed to integrate gender perspective into the projects as a cross-cutting activity, using inclusive language in all our documents and in our office. We especially encourage women to apply for the positions we offer when hiring people to work for us.

Additionally, and as part of an awareness process, in each public activity we share videos on gender equality and non-violence against women.

In 2019, during the inauguration of the First Fair on Efficient and Sustainable Refrigeration held in Costa Rica, we presented two success stories of RACHP technicians, who have made it thanks to their efforts: a woman and a man. She is a teacher in a technical secondary school – in which she studied –, and at present she shares her knowledge on refrigeration and air conditioning with her students, combining her work with her family obligations.

In order to formalize our activity, we have included indicators on gender equality in the extension and funding application form of the projects we submit to the MLF of the MP.

Source: Shirley Soto. National Ozone Unit of Costa Rica, 2022.



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Guatemala



National Ozone Unit

Our NOU has taken actions for gender mainstreaming, through the adoption of strategies, technical and institutional tools in organizations and public and private programs, to address challenges identified with success, as described below:

- Invitation to women and men of the RAC industry to participate in workshops and seminars related to the cooling sector. The scarce attendance of female students or RAC technicians detected in the first studies has been addressed since 2018. In recent workshops, 35% of participants were women, either students, professionals or general public of the RAC sector.
- Training for female students from primary to secondary levels. Despite the low preference for RAC programs of study women have, since 2018 we managed to train more than 500 students from primary level.
- Training for female students and general public on the MP and its linkage to the RAC industry. Initially, we had a minimum participation of women in subjects related to refrigeration due to gender barriers, but since 2018 we have trained more than 400 women from the private and public sector.
- Participation of women specialized in the RAC sector in seminars and technical presentations. We actively promote the involvement and knowledge of female engineers and technicians to increase the interest of other women and girls in this industry.
- Recording of female refrigeration technicians' data and issuance of licenses, for the promotion of good practices in RAC. We offer a RAC programme of study for women and men. Since 2018, we have granted licenses to 15 female technicians in RAC, who are interested in continuing the promotion of the good practices.
- Certification of female and male technicians in RAC, according to their work qualifications. The industry considers and accepts to involve certified women in cooling processes. Through



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related laws and regulations, we have formalized the training and certification of female technicians involved in the RAC sector for a greater recognition of their technical and working skills.

- Inclusion of women in the MP technical team. At the NOU, we carry out a conceptual and technical survey on gender differences. Since 2018, more women are getting involved, and 50% of them support the MP-related institutional strengthening actions for the RAC sector. At present, the Focal Point of the MP for Guatemala is led by a woman.

Source: Laura Verónica López de Guillén. National Ozone Unit of Guatemala, 2022.



Mexico



National Ozone Unit

For some years now, the NOU has formally been working in gender mainstreaming in all the activities related to the MP. In December 2020, we organized together with the UNIDO the workshop entitled “Basic concepts and introduction to gender mainstreaming”, addressed to the Montreal Protocol staff working at the Secretariat of Environment and Natural Resources (SEMARNAT).

The workshop was supported by the Office for gender equality and women’s empowerment of the UNIDO. The objective was to promote gender mainstreaming in MP projects, raising a greater awareness on the importance of promoting gender equality and women’s empowerment in the projects/programs related to the MP, improving the capacity of identification and application of gender issues in the projects and programs related to the MP and contributing with tools to achieve it.

We analyzed the particular case of Mexico and the benefits of integrating gender mainstreaming into all the activities related to the MP. The MLF has boosted the inclusion of gender mainstreaming in the life cycle of funded projects; especially, those aimed at institutional strengthening. Within this context, the NOU requested support to develop activities related to gender mainstreaming. The workshop comprised two training sessions in which we identified key aspects on the way gender inequalities can be reflected in the MP, as the differentiated effects resulting from the exposure to the different ODS, decision-making, training opportunities, working environment in the sector involved in projects relative to the waste of substances controlled by the MP and the use of inclusive language.

The workshop showed the need of continuing the implementation of gender mainstreaming in all the activities related to the MP.

Besides, in Mexico the National Methyl Bromide Phase-out Plan started in 1998 and successfully finished in the agricultural sector in 2015, not only with the adoption of more sustainable alternatives, but also having contributed to the technological development and the competitiveness of a series of productive sectors like that of vegetables (tomato, paprika, melon, watermelon), flowers and ornamental plants. MB is a powerful ODS that was widely used in the intensive agriculture of Mexico. Our country once ranked among the ten greater consumers of that fumigant.



Among the alternatives selected for the intensive production of tomato in the north of México, the graft had an important impact, generating technical and economic benefits, and this allowed MB to be replaced.

Likewise, this generated specific benefits for thousands of women, by giving them access to a specialized, permanent, healthier and much better paid work than the average work they could have access to due to economic hindrances. Apart from increasing their purchasing power, these women developed a new saving capacity, raising their expectations in multiple ways in order to start their own productive undertakings, ensure family livelihood, purchase a plot of land to build their houses, send their children to study or, better, starting themselves to study. Air-conditioned areas allowed these women to improve their health and comfort.

The transformation of grafter women was great. By gaining experience, they developed more self-confidence, more confidence in their capacities, greater self-esteem, security and autonomy in decision-making, and satisfaction and pride for their work and income. With less stress and worries, they changed for a more harmonious family environment and, therefore, a consistent opportunity to contribute to a possible reduction of family violence⁸.

Sources: Sofía Urbina. Secretaría de Medio Ambiente y Recursos Naturales (SEMARNAT). Unidad Nacional del Ozono. Ciudad de México, México, 2022; Universidad Carlos III de Madrid (2016).

⁸ Taken from Aguilar, M. (2015).

See also: El injerto y la protección a la Capa de Ozono. SEMARNAT (2015)
<https://www.youtube.com/watch?v=7oULEUPisB8>.



Peru



Training workshops for women in the refrigeration industry

As part of their work to comply with the MP provisions, Perú started training workshops for the RAC industry in 2016, though with very low female involvement. This led us in 2018 to design workshops – together with the UNDP – exclusively addressed to women with a great success. We train them on electrical circuits and safety measures – especially important when working with new refrigerants, as they are flammable – and other subjects.

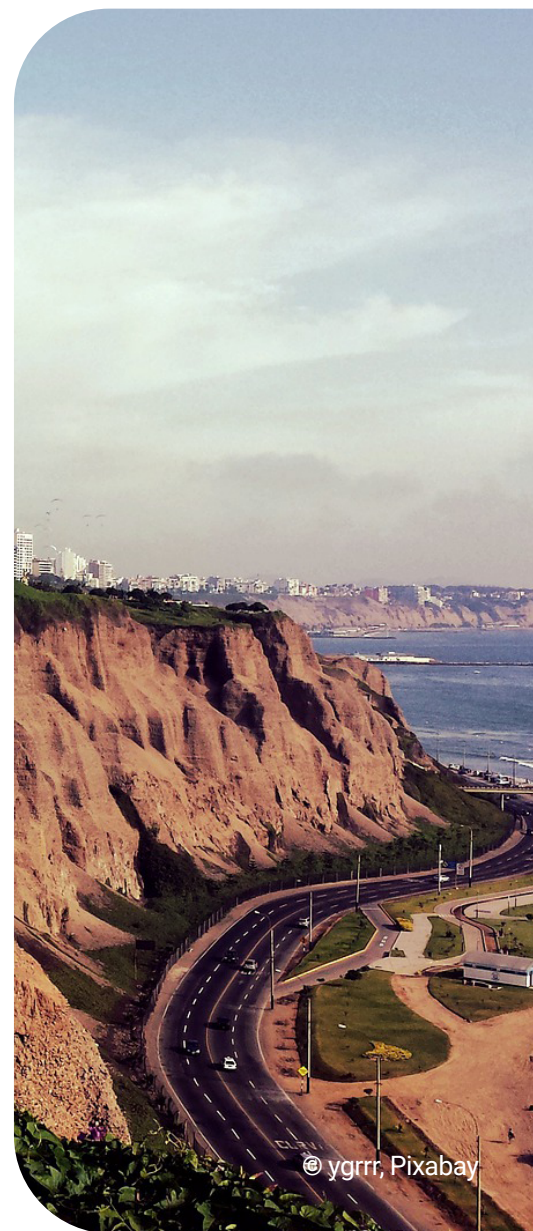
Likewise, workshops include detailed questionnaires that help identify actions in order to achieve a better gender mainstreaming in the sector. For example, we have found that it is necessary to work with educational institutions in which – often – women are discouraged to pursue this type of careers from the early stages of their education (UNDP 2017).

In order to promote good practices in the RAC industry, as well as gender mainstreaming, we developed two technical videos with the participation of female technicians.

- The first referred to good practices in RAC: https://drive.google.com/file/d/1_Twr27kXYoaBqZg1B-5GKK0Pvj0CSsh9/view?usp=sharing;
- The second is on welding practices in refrigeration. They were designed to complement the training workshops the NOU is offering to all RAC stakeholders: https://drive.google.com/file/d/1T2yj-ABjyB6lv20PNac_i5PuqGM6UE-Z/view?usp=sharing

The female technicians who supported are Ms. Marlene Huaman and Ms. Pamela Mendo.

Source: National Ozone Unit of Peru, 2022.



CASE STUDY

Trinidad and Tobago



Businesswomen in the refrigeration industry

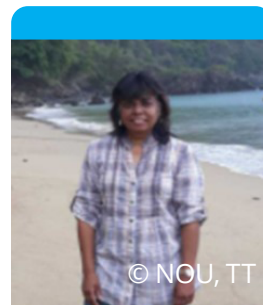
Among its objectives, the National Refrigeration Strategy of Trinidad and Tobago, approved in 2020, included the integration of the gender perspective into the assessment that must be conducted in the RAC sector.

The subject gains momentum any time women begin to get more access in a traditionally masculine sector like that of RAC. By taking advantage of the training and certifications opportunities – made possible, to a large extent, thanks to the National Ozone Unit –, two of them share their successful stories as technicians in the sector: one of them is at present the owner of her own service business; the other is the first certified and licensed technician in her country, and she has been practicing her profession for a decade.

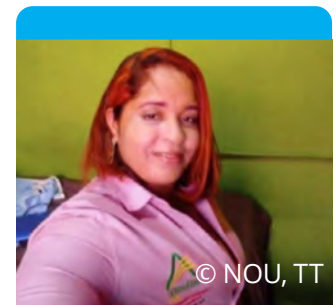
Recently (July 2022), the projects implemented in the RAC sector have included training sessions addressed to raise awareness on gender matters, thus ensuring gender mainstreaming in all the activities.

<http://nou-tt.blogspot.com/2022/07/gef-ee-in-rac-project-updates-gender.html>.

Source: Marissa Gowrie. National Ozone Unit of Trinidad and Tobago, 2022.



Ms. Donna Brown
Certified Refrigeration
and Air Conditioning
(RAC) Technician



Ms. Christine Khan-Gopaul
Certified Refrigeration and Air
Conditioning (RAC) Technician

Trainings



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Uruguay



National Ozone Unit

Women's involvement in workshops and activities related to refrigeration has traditionally been low, and that trend has not changed to date.

The same situation occurs in educational centers training refrigeration technicians, even though in our country there are some women who own their businesses.

To reverse this scenario, some years ago Uruguay started a project to encourage women involvement in the RAC sector with a public institution, the National Institute of Employment and Professional Training. The purpose is to train more women in the RAC field, so that they may have access to jobs in the sector. Among the actions undertaken, we can mention the organization of training activities to access the sales points of home appliances and residential equipment, and to train on the environmental and consumption advantages of certain equipment, as well as additional activities like sales representative training for this subsector.

Additionally, for some years now there has been a solid commitment to address gender-related topics in all the activities we develop; particularly, in workshops and talks.

Besides, in all our surveys and forms sent to different business organizations, we include questions relative to women's involvement.

These efforts are framed within the objectives of the Gender and Climate Change Strategy, launched by the Department of Environment of Uruguay, whose purpose is to boost gender mainstreaming in the country's environmental policies. The Gender Action Plan incorporates goals to be complied with in 2025, following the principle that "social and gender equality is fundamental for human development and essential to face climate change threats."

Source: Roberto Marvid. National Ozone Unit, Uruguay, 2022.

<https://www.gub.uy/ministerio-ambiente/politicas-y-gestion/genero-cambio-climatico-uruguay>



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04

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Tools for Gender Mainstreaming in National Ozone Units



4. TOOLS FOR GENDER MAINSTREAMING IN NATIONAL OZONE UNITS

The NOUs are the focal point in the government for the implementation of the MP. They facilitate the expeditious execution of projects for the rapid and effective phasing-out of controlled substances. Likewise, they establish an efficient link between the parties, the Ozone Secretariat and the Implementing Agencies. Therefore, they have gradually started to implement the “Operational Policy for Gender Mainstreaming in MLF projects” (Decision 84/92).

The NOUs work in direct contact with a great variety of players at national and international levels, for which they have a great potential for raising awareness on gender issues. The NOUs can train these national stakeholders and inspire their action, showing effective gender mainstreaming models that may be adapted thanks to their varied contact network.

Among the players of this network, there are members of the four helixes (academia, industry, government and social society), like the following:

- implementing agencies;
- ODSs –and their different alternatives– users;
- manufacturers and suppliers of alternative substances;
- technical assistants, researchers and academics;
- educators/trainers;
- relevant government bodies of the different levels (international, regional, national and local);
- ozone officers and other people associated with the NOUs;
- a multiplicity of stakeholders involved in the different projects for ODS substitution and HCFC phasing-out, as well as the management plans (for example, the HPMPs).

This continuous relation with a diversity of actors –at all levels– provides the NOUs with a great social catalytic capacity, so that they constitute a change model towards gender equality. Therefore, it is essential that in their daily activities they integrate the gender perspective in a coherent and conscious way, through action plans adapted to the cultural and social circumstances of the countries and their working programmes. For this reason, it is initially important to know the context, the gender policies at national and local levels in each working area and the roles of each actor in the national system of gender promotion.

Gender must be an integral part of all the projects, and the status diagnostic allows us to know in which aspects we should insist more or how to carry out the design of institutional plans, the projects and the communication/training activities, in order to distribute more effectively the existing gender policies in each country/region.

Following are presented some tools which are useful to implement gender mainstreaming, among them the women's empowerment principles, developed by the UN High-Level Panel on Women's Economic Empowerment (WEE). The strategic lines of implementation proposed may be greatly useful for the programs undertaken by the National Ozone Units.

4.1. Women's Empowerment Principles

In order to have a better understanding of the gender mainstreaming scope, it is important to know the principles of women's empowerment –the main goal of SDG 5 – and try to apply them at organization and project levels, to the extent possible.

Women's empowerment is one of the components of MLF projects, and it is important to understand their principles.

The WEE⁹ has developed an integral framework for action, based on seven transformation principles that describe the actions and interventions of greater impact to close gender gaps (UN Women 2022). Stress should be laid on the importance of the implementation of empowerment policies, including the allocation of a budget allowing women to broaden their opportunities.

⁹ <https://hlp-wee.unwomen.org/en/about/seven-drivers>.

The seven basic principles for the reinforcement of women's and girls' roles in strategic decision-making in political and social spheres are as follows:

1. **Face adverse rules and promote positive benchmarks**
In order to empower women, it is fundamental to eliminate or transform the rules that somehow constrain their access to work or underrate the work they do. We must promote positive examples of women who have been able to reach positions and spheres of important decision-making levels.
2. **Ensure legal protection and amend rules and laws promoting discrimination**
When guaranteeing equal protection and opportunities, governments ensure their commitment to gender equality and facilitate gender mainstreaming at all society levels.
3. **Recognize, reduce and redistribute non-remunerated work and care**
Quantifying unpaid work and its equal distribution is the basis for women to have equal access to knowledge and political and social roles.
4. **Build digital, financial and ownership assets**
Women and men must have equal access to property, instruments and financial, communication and knowledge resources.
5. **Change corporate culture and their practice**
Performing an internal audit to identify gender gaps (in salary, responsibility, hierarchy) and taking corrective measures and reconciliation measures (parental leave, kindergarten, flexible timetables); giving equal opportunity to businesses whose owners are women, facilitating their escalation in hierarchy.
6. **Improve hiring practices in private and state-owned companies**
With the purpose of ensuring that women and men have equal access to opportunities and training.
7. **Reinforce women's visibility, collective voice and representation**
It refers to the activities undertaken, negotiations, political and social decisions.





Figure 3: Seven basic principles for women’s empowerment.

In the particular case of the MP, these seven principles are significant for the operation of the NOUs, training programs and demonstration/investment projects intended to phase down/out ODSs or to phase down HFCs.

Source: UN Secretary General’s High-Level Panel on Women’s Economic Empowerment (WEE).
<https://hlp-wee.unwomen.org/en/about/seven-drivers>





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4.2. Strategic Lines for Gender Mainstreaming

Similarly, in order to achieve gender mainstreaming in the NOUs, we need to work both at institutional and program/project levels. It is especially important to integrate gender into all communication actions – including publications –, institutional strengthening and training activities carried out. Although we have previously cited a list of publications and implementing agencies and the [MLF's guidelines](#) on the matter, following, we present other tools in Spanish that facilitate gender mainstreaming in the LAC region.

According to Systematic Action for Gender Equality (SAGE), there are four basic pillars for the monitoring, evaluation and – on the basis of the latter – definition of the action areas necessary to achieve gender equality. These areas are relevant to the NOUs at institutional and action/project levels:

1. Governance

It defines the existence of policies, documents and expert staff to support gender mainstreaming; for example: equality plans, gender advisors, parity in senior and management positions, training for developing skills, etc. It includes key questions like:



Suggested questions:

- » How are decisions made?
- » Can you describe the process and the real involvement of women and their diversity?
- » How many women are there and what is the level of responsibility/hierarchy they have?
- » How many women are there in active roles for decision-making?
- » How do we successfully communicate the commitment to gender equality and women's empowerment?

2. Awareness and training

It defines awareness-raising and training actions in the application/production of knowledge for all the people. For example:



Suggested questions:

- » How do ODSs affect women's and men's health? Are there differences, for example, with respect to the female/male reproductive system? Does any ODS cause breast/prostate cancer or other kinds of disease?
- » How should people protect themselves from UV radiation; particularly, UV-B radiation? How can exposure be reduced?
- » What training/education needs do women and men have in particular?
- » How to strengthen women's knowledge and skills, so that they can have access to sectors that are traditionally occupied/dominated by men (RAC)?
- » How to raise the awareness of workers and partners or key participants in questions relative to gender equality, in the fight against cultural and unconscious stereotypes?
- » How to give voice and make women's and men's work equally visible in the NOUs and their activities, including the projects?

3. Career progress

It is known that, although there is a number parity in posts occupied by women and men, it is frequent that at certain moment career progress is frozen – reaching the so-called “glass ceiling” –, which leads women to occupy a reduced percentage in senior positions or of higher hierarchy. The evaluation of these barriers is key to designing actions that break that glass ceiling. A key question is:



Suggested question:

- » How to improve the working environment and ensure a safe space for women and men in their diversity (Lesbians, Gays, Bisexuals, Transexuals, Homosexuals and Intersexes (LGBTIQ+), Indigenous, migrants, disabled people, etc.)?

4. Balance between private and professional life

Workers who have a satisfactory private life – and appropriate break times/vacation – are more productive and creative. Often, women bear a greater household burden than men, which brings about inequality in working and private spheres. The measures to promote family reconciliation are very necessary to achieve equality in an institution or in a project (e.g., day care units, flexible timetables, telework, parental leaves, etc.).

Likewise, it is important to have – at institutional and project levels – a system of indicators and sex-disaggregated data, to diagnose the situation and set medium- and long-term goals, evaluating the effectiveness of the actions to achieve gender mainstreaming.

To such end, it would be ideal to have a budget in the institution or the projects, to design, execute and monitor/evaluate a plan with defined and programmed gender actions. In order to develop it, a heterogeneous group of women and men must be involved – including those in senior positions –, who have to be related to the activities the NOUs may undertake. It would also be ideal to have the support of external advisors, who must be experts in gender equality.

Additionally, there are complementary tools that may be used by the NOUs, and adapted to their particular projects, programs and situations. The following sections contain different examples on the matter.

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4.3. Gender Mainstreaming in the National Ozone Units

The SAGE project has a useful online course¹⁰, which serves as a basis for promoting institutional change and can be adopted by the NOUs. The course also deals with gender prejudices and stereotypes – conscious, but mainly unconscious. For example, “women are not fit for technical works or those requiring physical strength”, which is key to evaluate among NOU staff members. Once prejudices are identified, they can be addressed with specific education and training, and opening safe spaces for internal debate.

4.3.1. Gender Mainstreaming in the Projects and Activities of the National Ozone Units

In 2019, at the request of its Executive Committee, the Multilateral Fund designed an [Operation Policy on Gender Mainstreaming for Multilateral Fund-Supported Projects](#) (MLF 2019). This document includes an overview of the existing gender policies of the implementing agencies and bilateral donors, which is directly related to the integration of the gender perspective. It also refers to priority areas to integrate gender policy into the cycle of MLF-funded projects, and includes indicators and recommendations for reporting on the integration of a gender perspective into such projects.

Paragraph 14 of the document sets forth that “A holistic and comprehensive approach needs to be adopted to identify gaps in knowledge and capacity to implement gender-responsive actions and interventions for the Multilateral Fund.” This measure is essential to facilitate a specific response for the interventions related to the MP, ensuring equality between genders and women’s empowerment.

¹⁰ Available at <https://www.sage-growingequality.eu/site/onlinecourse>.

The financial mechanism of the MP – the MLF – has been looking for more systematic ways of integrating gender perspective into the life cycle of projects; from the design, the execution and the submission of reports, to their supervision and evaluation. Four main aspects relative to the way in which gender differences are reflected in the MP have been identified in the:

- » effects of the exposure to ozone-depleting substances;
- » process to adopt decisions;
- » opportunities to develop capacities;
- » working environment.

These four aspects must be included in a cross-cutting way in each phase of the projects; especially, when designing them.

The plan for gender integration of the OzonAction Programme (UNEP 2022a), as well as the Guidelines for the design of projects in the different areas of the MLF, include a table of indicators that should be taken into account in each phase of the projects¹¹.

4.3.2. Gender Mainstreaming in Communication Actions and Training Activities

Since the exchange of experiences, training and dissemination of information are of paramount importance for the MP, this point is particularly significant; especially for Article 5 countries. Regardless of whether it is a demonstration/investment project or a training/strengthening activity, it is important to take into account a series of factors, which are going to show gender mainstreaming in the communication action undertaken by the NOU.

¹¹ To download table No. 1, access the following link of instruments and examples: <https://wedocs.unep.org/handle/20.500.11822/40584>.



Gender-sensitive communication

Language is very important to make gender equality visible and effectively integrate it into the organizational culture. Communication is a substantive component of the projects of the NOUs, since it is the means to leverage sustainability and to put into perspective subjects that are out of the opinion matrix. This applies both to internal communication (collaborators, allies, suppliers, etc.) and external communication (clients, end users), and it is recommendable to make sure that contents and messages are communicated, and in a gender-sensitive way.

1. In the first place,

it must ensure that “we make no harm”, i.e., we neither reinforce stereotypes nor discriminate certain groups.

2. In the second place,

if possible, the linkage between genders and the environment must be explicit, including the possible compensations.

It is very unusual for projects to be completely neutral regarding gender.

Finally, some key recommendations must be considered when creating contents¹².

A gender-neutral language should be kept when used in references, job announcements, promotions, plans, reports, digital contents for social media, videos, publications, mission statements and even in meetings.

As mentioned before, the NOUs have a wide and diverse network of partners and contacts – either local, national or international – and, therefore, a great potential and opportunities for the promotion of gender integration among them.

Virtual connections offer a way to reach large audiences efficiently and at a minimum cost, giving training opportunities to people who may not be able to participate in them due to lack of time, capacity or funding. It is important to carefully use language in all of them and to think about recording the sessions, so that they could be accessible online, thus enhancing training possibilities for women; especially, in sectors where they have less representation.

¹² To download table No. 2, access the following link of instruments and examples: <https://wedocs.unep.org/handle/20.500.11822/40583>.

Gender Mainstreaming in Communication and Training Materials

Following, we suggest some steps for the right gender mainstreaming, which may be useful in the NOUs' communication/training campaigns:

Identify needs

Get to know the specific local and national context, making an equality diagnostic to identify bias, stereotypes, challenges and barriers. This can be done by means of gender analyses, thus resulting in gender action plans according to the context.

Training and planning

- a. Design communication/training activities dealing with the subjects identified in the diagnostic, which are necessary for promoting gender equality in the MP. It is about producing content in order to communicate and train with effectiveness and using all the possible opportunities to include a section on awareness-raising and gender mainstreaming. It is important to take into account the criteria of inclusive language in all communication actions. The purpose is to raise awareness among stakeholders – key actors – on the differential impacts between genders. For example, due to the exposure to a particular risk to which women or men could be more vulnerable, or cultural or social differences to have access to certain working sectors (Customs, RAC), to raise consciences and develop more favorable policies for women.
- b. Ideally, all NOU staff members and those associated to projects – for example, trainers/educators – must be trained to systematically include gender-appropriate content in the proposals, seminars and training activities that are organized.
- c. In all these processes, it is necessary to plan the available resources in the right way, without forgetting to evaluate the internal capacities or the need for external experts. If there is no internal capacity, it is recommendable to hire external experts or gender advisors, who can be in charge of developing specific contents and facilitating these internal/external training activities, until the NOU staff is able to continue with such tasks.

- d. In any training activity on gender –and on diversity, if applicable–, you should design interactive sessions, with time for debate and discussion, something different from the traditional academic model, with interesting contents, adapted to participants. There are situations in which men or elder men do not open spaces for participation and inclusion for women of all academic and socioeconomic levels. In that case, it is advisable to organize specific discussion groups for women by age, socioeconomic level, sector (Customs, RAC), where spaces of sufficient trust can be created, so that all of them can express their opinions.

To such ends, it is required to have both financial and human resources, which must be intended to specifically move towards gender objectives.

Execution

- a. It is important to carry out a cross-cutting gender mainstreaming process in any training/communication action you plan; e.g., publications, videos, publications in social media, training actions for RAC technicians or other, institutional strengthening programs, technical meetings, etc.

Evaluate results and adjust future planning

It is advisable to compile sex-disaggregated data and involvement indicators.

It is recommendable that in evaluation surveys, usually made on training activities or meetings, you try to get the perceptions/testimonies of participants, which are useful for communication purposes – for example: interviews of women, leaders who have raised their awareness, minorities, etc. – and can be used in social media or subsequent publications. In the following section, we present some keys for communication and the use of inclusive language when designing any kind of content. It is also convenient to analyze the impact of the materials and publications/communication campaigns through surveys and discussions, to see the possibilities of content improvement, according to the specific needs of women.



05

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Conclusions



CONCLUSIONS

Gender equality is key to achieving the MP objectives, and gender mainstreaming is a clear and effective strategy to that end. Under Decision 84/92 of the Executive Committee, bilateral and implementing agencies must integrate gender perspective into the projects funded by the MLF. It is about incorporating – in a systematic way – the experiences and knowledge of women and men into all the phases of a programme or project.

This publication provides a set of useful tools to integrate gender, and thus comply with the mandate given to all UN agencies, to adopt a gender perspective that contributes to the implementation of SDG 5, in the working programs and projects funded by the MLF.

Industries covered by the MP are wide and varied, ranging from agriculture to RAC, including health (inhalers for asthma) and aviation (fire extinguishers). In all of them, women and men participate in different ways, and the MP community is responsible for ensuring that there are equal opportunities, treatment and options for progress and training.

By contributing to the fight against climate change, the Kigali Amendment offers even greater opportunities to work for gender mainstreaming. It is clear that, although the climate crisis very often has a disproportionate impact on women, this fact leads them to play a crucial role in the adaptation to climate change and the creation and adoption of mitigation measures.

From the case studies that have been compiled, it is inferred that the NOUs of many countries of the LAC region give gender mainstreaming a prominent place, taking innovative and varied measures to achieve this goal. However, it is also evident that many NOUs have not begun this process yet, they have not made sufficient progress or have faced important challenges or hindrances. In all cases, assistance and training is needed to speed up for gender mainstreaming to be integrated into their internal organization and working programs. Likewise, it stresses the need of reinforcing capacities on gender mainstreaming and its tools, a gender-sensitive communication or the development

of sex-disaggregated data and indicators enabling the evaluation and follow-up towards gender mainstreaming in accordance with the Executive Committee decision.

In most cases, we need practical tools – starting from a status diagnostic by country – that may contribute to comply with the operational policy for gender mainstreaming in a wider and more holistic way, extended to all the instances and activities related to the MP provisions. The implementation of the MP encompasses a wide variety of economic sectors that impact on human health, food security and life quality, among other questions. The Kigali Amendment has built up a clear bridge between the protection of the ozone layer and the fight against climate change, and, in this context, both offer clear and wide working opportunities to integrate and raise the awareness of a great diversity of stakeholders and partners on gender equality.

In the previous sections, we refer to programs, activities and guidelines developed by MP implementing agencies and by other related agencies, entities and institutions. They are tools to integrate gender perspective into the activities developed by the NOUs, as well as institutional rules, policies and strategies relative to the MP. Likewise, they are applicable to the different projects undertaken to achieve the substitution or reduction of ODSs through the adoption of alternatives, together with materials designed for the workshops and training or institutional strengthening programs.

We recommend the incorporation of topics relative to gender mainstreaming in all the activities related to the implementation and execution of the MP, for example:

- network meetings;
- strategic plans, programs and activities undertaken by the NOUs;
- documents and proposal for the creation of projects;
- ODS phase-out or phase-down plans;
- training programs, either on-site or virtual;
- celebrations of the International Day for the Preservation of the Ozone Layer and other related events.

The OzonAction Programme takes different actions in order to achieve gender equality, including its own plan for internal implementation and an assistance plan for project design. This plan (OzonAction Gender Mainstreaming Plan 2022) comprises gender focal points and an analysis of gender perspective in institutional strengthening projects and the development of publications like this one.





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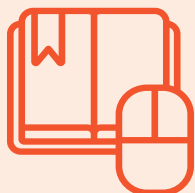
06

Further Information



Following, we include a list of instruments and examples that may be useful to raise general awareness on gender.

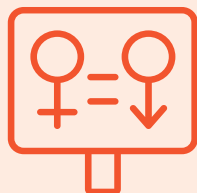
Online courses



Courses in English by UN Women on different topics: empowerment, leadership, violence, equality at work, health and sexual rights, sexual diversity, gender-sensitive assumptions, etc.

<https://portal.trainingcentre.unwomen.org/>.

Course in English on gender mainstreaming in institutions and conscious and unconscious stereotypes



<https://www.sage-growingequality.eu/site/onlinecourse>.

Instruments and examples for gender mainstreaming



[Table No. 1: List of Gender Indicators](#)
[Table No. 2: List of Content Verifications](#)

GLOSSARY

Donor

Entity, institution or government that makes a donation for the development of a specific project or programme within the scope of the MP.

Empowerment (of women)

Women's and girls' empowerment means they have the power and control over their own lives. It implies to raise awareness, develop self-esteem, widen their options, more access to and control on resources and actions to transform the structures and institutions that reinforce and perpetuate discrimination and gender inequality. Therefore, to be empowered, not only must they have the same capacities (such as education and health) and equal access to resources and opportunities (such as land and job), but they should also be able to use those rights, capacities, resources and opportunities to opt for and make strategic decisions (like those related to leadership positions and the participation in political institutions). In addition, the United Nations Educational Scientific and Cultural Organization explains:

No one can empower another: only the individual can empower herself or himself to make choices or to speak out. However, institutions, including international cooperation agencies can support processes that can nurture the self-empowerment of individuals or groups.

(UNESCO 2019)

The contributions to promote women's empowerment must help women to articulate their needs and priorities and have a more active role in the promotion of these interests and needs. Women's empowerment cannot be achieved in vacuum; men should join the change process. Empowerment must not be seen as a zero-sum game, in which women's success automatically implies a loss for men. The increase of women's power in empowerment strategies does not refer to a dominant power, or other forms of controlling power, but – rather – to alternative forms of power: power to, power with and power from inside. It is a matter of using individual and collective strengths to reach common goals without coercion or dominance.

Sources:

UN (2001). United Nations Office of the Special Adviser on Gender Issues and the Advancement of Women. Important concepts underlying gender mainstreaming. <https://www.un.org/womenwatch/osagi/pdf/factsheet2.pdf>

UNICEF, UNFPA, UNDP, UN Women (*ONU Mujeres*) (2016). Gender Equality, UN Coherence and you. Oficina de la Asesora Especial en Cuestiones de Género y Adelanto de la Mujer (now, a division of *ONU Mujeres*). <https://unsdg.un.org/resources/gender-equality-un-coherence-and-you>

UNESCO GENIA (2019). Toolkit for Promoting Gender Equality in Education. https://bangkok.unesco.org/sites/default/files/assets/article/Education/publications/GENIA2019/19_Dec_GENIA_Toolkit_0.pdf

Gender

See section 2.1 Conceptual and regulatory framework.

Gender Analysis

It consists in a critical analysis on how roles, activities, needs, opportunities and rights and prerogatives impact on men, women, girls and boys in certain circumstances or contexts. Gender analysis examines the relations between women and men and their access to and control of resources, as well as the constraints of women with respect to men. In any sectorial evaluation or situational analysis, a gender analysis must be present in order to make sure that the interventions do not exacerbate gender unfairness and inequality and, when possible, to promote greater equality and justice in gender relations.

Sources: UNICEF, UNFPA, UNDP, UN Women.

<https://unsdg.un.org/resources/gender-equality-un-coherence-and-you>.

Gender Audit

It is a set of institutional tools used for analysis and evaluation, which help determine to what extent gender has been integrated into policies or programs.

Gender Bias

Decisions are based on gender, but favoring one gender over the other, and in situations that benefit more men/boys than women/girls.

Gender Competence

Knowledge on tools to implement gender mainstreaming, and ability to recognize gender-related issues and implement measures to settle them.

Gender Discrimination

See section 2.1 Conceptual and regulatory framework.

Gender Equality

See section 2.1 Conceptual and regulatory framework.

Gender Equity

The preferred terminology within the UN is gender equality, rather than gender equity. Gender equity refers to a means to construe social justice, generally based on tradition, customs, religion or culture, and often being detrimental to women. It has been determined that such use of equity with respect to the advancement of women is unacceptable. During the Conference of Beijing in 1995, it was agreed upon to use the term equality.

In 2010, the CEDAW's committee confirmed it in its General Recommendation 28:

States parties are called upon to use exclusively the concepts of equality of women and men or gender equality and not to use the concept of gender equity in implementing their obligations under the Convention. The latter concept is used in some jurisdictions to refer to fair treatment of women and men, according to their respective needs. This may include equal treatment, or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities.

(CEDAW 2010) <https://www.refworld.org/docid/4d467ea72.html>

Gender Gap

The term refers to any disparity between the condition or position of women and men in society. It is usually employed to indicate the difference between their incomes – for example, the “gender pay gap”. However, the gender gap is also present in many areas, like the four pillars the WEF uses to calculate its Gender Gap Index – economic participation and opportunity, access to education, health and life expectancy, public empowerment.

Source: Hausmann, R., Tyson L. y Zhdi, S., Editors (2012).

https://www3.weforum.org/docs/WEF_GenderGap_Report_2012.pdf.

World Economic Forum, Geneva, Switzerland.

Gender Identity

See section 2.1 Conceptual and regulatory framework.

Gender Insensitive (gender-blind)

It does not recognize that gender is a determining factor in the social outcomes resulting from the

impact of projects and policies. It assumes that gender does not influence on results and, therefore, it often reinforces gender-based discrimination.

Gender Mainstreaming

It is the approach the UN and the international community have chosen to move forward with women's and girls' rights, as a subset of the human rights the UN is dedicated to. It is neither a goal nor an objective per se. It is a strategy to implement greater equality for women and girls in relation to men and boys. Gender mainstreaming is the process of considering the effects that any planned action may have on women and men, either by legislation, policies or programs, in all areas and at all levels. It is a strategy to manage that women's – as well as men's – worries and experiences be an integral part of the design, implementation, monitoring and evaluation of the policies and programs, in the political, economic and social spheres, so they may equally benefit from them, and inequality may not be perpetuated. The ultimate objective is to achieve gender equality.

Sources:

UNICEF, UNFPA, UNDP, UN Women Gender Equality, UN Coherence and you.

Gender Neutral

Situation in which gender has no incidence on outcomes.

Gender Parity

Criterion used to ensure equal access of women and men to political representation posts, in many countries supported by the law.

Gender Perspective

The term “gender perspective” is a way of seeing or analyzing that consists in observing gender impact on the opportunities, roles and social interactions of people. This way of seeing enables us to make a gender analysis and then to integrate gender perspective into a programme or in a proposed policy or in an organization.

Gender Receptive Outcomes

Changes proposed to settle existing inequalities in the lives of women and men.

Gender Sensitive

It considers rules, roles and gender relations, but without taking corrective actions.

Gender Sensitive Language/Images

Language and/or images that avoid bias towards a particular sex or social gender and, therefore, tend to convey gender stereotypes in a lesser degree.

Gender-specific

It considers gender rules, roles and relations and the way they impact on the special needs of women and men. It is specifically addressed to a particular group of women or men, to achieve specific goals or meet certain requirements.

Gender Stereotypes

They are simplistic generalizations of gender roles – and attributes and differences – of women and men. Stereotyped characteristics relative to men describe them as competitive, greedy, autonomous, independent, belligerent, interested in private goods. Parallel stereotypes for women show them as cooperative, welcoming, attentive, communicative, group-oriented, interested in public goods. Often, stereotypes are used to justify gender discrimination more widely and they can be reflected in and reinforced with traditional and modern theories, laws and institutional practices. Messages reinforcing gender stereotypes and the idea that women are inferior come in a variety of “packaging”, ranging from songs and advertising spots to traditional proverbs.

Implementing Agency

In the MP, it refers to the four United Nations agencies (UNEP, UNDP, UNIDO and WB), which are in charge of developing projects related to the phasing-down and the eventual phasing-out of the substances that deplete the ozone layer.

Multilateral Fund

Fund established by the signatory parties of the MP in 1990; it started its operations in 1991. Its main purpose is to assist developing countries in their compliance with the provisions set forth in the MP, through the funding of programs and projects.

National Ozone Unit

Agency in charge of the design and development of strategies for phasing out substances that deplete the ozone layer and complying with the commitments made under the MP by the country in which it is located. It is also known as Technical Ozone Unit (TOU).

Ozone Secretariat

A division of the UNEP in charge of all the matters

related to the Montreal Protocol. It is located in Nairobi, Kenya.

Patriarchy

This term refers to a traditional type of social organization that usually constitutes the basis for gender inequality. According to this type of social system, men – or what is considered masculine – are given more importance than women – or what is considered feminine. Traditionally, societies have been organized in such a way that property, residence, progeny, as well as the decision-making regarding most areas of life, have been dominated by men. The rationale for this phenomenon often lays in biological reasons – by nature, women are more apt to be caregivers, for example – and it continues to support many types of gender discrimination.

Sex-Disaggregated Data

Data to which a cross classification by sex is applied in order to present separate information on women, men, girls and boys. Sex-disaggregated data reflect the roles, real situations and general conditions of women, men, girls and boys in each aspect of society. For example: literacy rate, educational level, business ownership, employment, salary gap, dependents, house and land ownership, loans and credits, debts, etc. When data is not disaggregated by sex, it is more difficult to identify real and potential inequalities. Sex-disaggregate data is necessary for an effective gender analysis.

Sources: UNICEF, UNFPA, UNDP, UN Women. Gender Mainstreaming Implementation Framework (2012).

Sustainable Development

There are many definitions of sustainable development, including the one that is presented here, which appeared for the first time in 1987, in the UN Brundtland Report: Sustainable development is “that which ensures the needs of present time without compromising the possibilities of future generations to satisfy its own needs.”

Source: UN (1987). Report of the World Commission on Environment and Development. Resolution approved by the UN General Assembly 42/187, on December 11, 1987; UN (2005).

https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_60_1.pdf





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With this publication, the OzonAction Programme compiles regulations and proposes practical tools to integrate gender perspective into the specific framework of the Montreal Protocol.

Following Decision 84/92 (December 2019) of the Executive Committee, gender perspective must be integrated into all MLF activities and projects, with the determined support of its Implementing Agencies, thus contributing to the achievement of SDG5 on gender equality and the empowerment of all women and girls.

The MLF Secretariat has made a significant work, designing guides to assist the agencies in their proposal of MLF projects.

However, there was no practical guide focused on the LAC region. Besides, it has never been analyzed to what extent gender mainstreaming was adopted at MP level, and what experiences and lessons can be extracted.

This publication of the OzonAction Programme therefore expects to inform about the international legal framework, the instruments that are available and the current best practices in the region, in order to facilitate a better gender mainstreaming in the NOUs and their efforts, thus making visible their initiatives and inspiring other practices and exchanges inside and outside the region.

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