

The Gender Equality and Climate Policy Scorecard

Methodological Note

Version 1, 10 November 2025



Introduction: What is the Gender Equality And Climate Policy Scorecard?

Thanks to decades of feminist advocacy at Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) and in various global, regional and national policy-making arenas, there is now an emerging consensus on the necessity of gender-responsive climate action.

Yet less clarity exists on what precisely gender-responsive climate action is and what it entails; and comparative evidence on the adoption of gender-responsive measures in mitigation and adaptation countries is patchy, at best. This persistent gap in policy data limits knowledge sharing on effective policy solutions and weakens accountability for implementing commitments to gender-responsive climate action.

The Gender Equality and Climate Policy Scorecard, developed jointly by UN-Women and the Kaschak Institute at Binghamton University,¹ helps fill this gap by comprehensively monitoring how governments are tackling gender inequalities through climate policies. Its innovative approach to gender analysis assesses the degree to which strategic national climate plans target specific gender equality goals: ensuring women's economic security, supporting unpaid care and domestic work, eliminating gender-based violence (GBV), safeguarding women's health, enhancing women's participation and leadership, and mainstreaming gender across sectors.

Starting with analysis of the third iteration of nationally determined contributions (NDCs)² to the UNFCCC, we assess the comprehensiveness of gender-responsive actions across these six gender dimensions and classify these actions by climate policy area (e.g. mitigation, adaptation) and sectors (e.g. agriculture, energy, water resources). It unveils gaps and good practices worthy of replication, offering a global snapshot of where the world stands on commitments to gender-responsive action.

The Scorecard is a tool that supports global accountability efforts by climate and gender advocates from civil society, governments and the United Nations to monitor progress on gender-responsive climate commitments and to catalyse policy learning and diffusion. For those countries that have not yet submitted their NDC, the Scorecard's framework provides concrete guidance on what a comprehensive gender-responsive approach looks like.

The Scorecard was first launched on 10 November 2025 ahead of the 30th Conference of the Parties (COP 30) in Belém, Brazil. This launch includes analysis of the first tranche of 32 third iteration NDCs (NDCs 3.0) submitted as of 8 September 2025.³ The full dataset, including the 316 gender commitments to action from 26 countries, can be accessed on an [interactive dashboard](#) and fact sheet.⁴ The Scorecard will be updated with the remaining revised NDCs ahead of the 64th Sessions of the Subsidiary Bodies of the UNFCCC and COP 31 in 2026.

The Scorecard is a living database with information and new cases being regularly added, updated and validated. Like all policy trackers, there may be gaps or biases due to a lack of available policy details. Overall, findings should be interpreted with caution. For comments, additional information or questions, please contact us at progress@unwomen.org.

¹ The Scorecard's conceptualization and methodology was partly developed in partnership with the International Union for the Conservation of Nature (IUCN). UN-Women, IUCN and Kaschak Institute. 2024. [Enhancing gender-responsive nationally determined contributions: Insights from the Gender Equality and Climate Policy Scorecard](#). Washington, DC and New York: UN-Women, IUCN and Kaschak Institute.

² UNFCCC (United Nations Framework Convention on Climate Change). n.d. "[Nationally Determined Contributions \(NDCs\): The Paris Agreement and NDCs](#)." Accessed 2 November 2025.

³ UNFCCC. n.d. "[NDC Registry](#)." Accessed 7 November 2025.

⁴ UN-Women. 2025. "[Gender Equality and Climate Policy Scorecard: Advancing Accountability in Nationally Determined Contributions](#)." Progress of the World's Women Fact Sheets, No. 1. New York: UN-Women.

This methodological note outlines the Scorecard methodology.⁵ It starts with an overview of its data collection strategy (see Section 1), introduces the Scorecard's approach to gender analysis across the six dimensions (see Section 2). It closes by discussing how this data can be brought together to provide an overall picture of how gender is integrated into a climate policy document (see Section 3).

1. Data collection: A focus on third iteration NDCs

With mandatory reporting requirements and coverage across 198 UNFCCC Parties,⁶ NDCs are the most comprehensive national climate plans publicly available and serve as the starting point of the Scorecard's analysis of national gender-responsive climate action.

Revised every five years, NDCs offer an evolving overview of a country's approach to climate policy action. Yet, they vary widely in structure and scope: while primarily focused on mitigation (emission reductions), many now include substantial sections on adaptation, loss and damage, disaster risk reduction or cross-cutting sections that cover areas such as gender and governance. Other countries may address these topics through complementary policies, such as national adaptation plans (NAPs), long-term low emission development strategies (LT-LEDS), or other national climate change or development related policies. In some cases, countries may have specific gender and climate change plans,⁷ or integrate climate-related provisions into broader gender-focused policies such as, for example, on gender-based violence.

While gender-responsiveness at the strategic level of NDCs does not automatically translate into more gender-responsive implementation, the absence of gender considerations at this level can constrain the extent to which national climate strategies, policies and programmes are being designed and implemented in a gender-responsive way – i.e., with a view to promoting equality between women and men in and through climate action.

Accordingly, the Scorecard's findings should be understood not as a complete evaluation of the gender responsiveness of national climate action, but as a valuable starting point to generate comparative insights into how gender equality is being integrated into national climate policy priorities and actions. The Scorecard methodology is adaptable and can be applied to other climate policy documents and projects to develop a more complete picture of countries' efforts to advance both gender equality and climate action.

Finally, this appraisal differs from an assessment of their actual policy outcomes for women and girls on the ground, which though extremely important, is not currently possible at a cross-country scale, nor likely to be in the near future due to persistent gender-environment data gaps.⁸

⁵ For a more detailed discussion of the Scorecard's rationale and methodological approach, see Tabbush, C. and B. Howell. 2025. "[Gender Equality and Climate Policy Scorecard: A Framework for Assessing Country Performance on Gender-Responsive Climate Action 30 Years after Beijing](#)." *Statistical Journal of the IAOS*. 41(3), pp. 705–722.

⁶ United Nations. "[Climate Action: The Paris Agreement](#)." Accessed 7 November 2025.

⁷ UN-Women. 2025. "[Driving Gender-Responsive Climate Action: The Role of Institutional Enablers](#)." Progress of the World's Women Fact Sheets. No. 2. New York: UN-Women.

⁸ UN-Women, COP 28 Presidency, United Nations High-Level Champion for Climate Change et al. 2023. [Call to Action: Counting on a Sustainable Future for all through Gender and Environment Data](#). New York: UN-Women.

2. Analytical framework: How is gender-responsiveness assessed?

The Gender Equality and Climate Policy Scorecard assesses how governments are responding to the gender-differentiated impacts of climate change and bringing women's leadership to the forefront of climate action.

Based on a mapping of existing global monitoring tools and a review of the literature on gender and climate policies,⁹ the Scorecard consists of 50 indicators that track gender-responsive climate action across five critical dimensions: ensure women's economic security, support unpaid care work, address gender-based violence, safeguard women's health in the context of a changing climate and enable women's participation and leadership in climate decision making (see Figure 1). A sixth cross-cutting dimension examines the extent to which gender mainstreaming is embedded in climate policies.

The five thematic gender equality dimensions selected highlight structural gender inequalities that are clearly recognized in existing international frameworks – including under the 2030 Agenda for Sustainable Development and the Sustainable Development Goals framework, the Beijing Declaration and Platform for Action or the Convention on the Elimination of All Forms of Discrimination against Women – and have been shown to be negatively affected by environmental degradation and rising global temperatures.¹⁰

Across the thematic gender dimensions analysed, the Scorecard evaluates whether climate policies take three main steps – reflected in three core indicators that assess the extent to which policies:

- **Identify gender-specific risks, vulnerabilities and barriers** in existing climate policies, including reference to broader gender inequalities in society that are likely to be exacerbated by climate change as an issue of concern and part of the policy problem of climate change.
- **Recognize the key contributions women make to climate mitigation, adaptation and disaster risk reduction**, as well as women's positive leadership in key environmental sectors such as forest and biodiversity, emergency management and early warning systems.
- **Commit to or adopts specific actions, measures or policies to address these issues**, often captured in, for instance, climate policy goals, targets or activities. These vary in scope and policy instrument utilised, ranging from broad commitments or policy packages to specific programmes or activities.

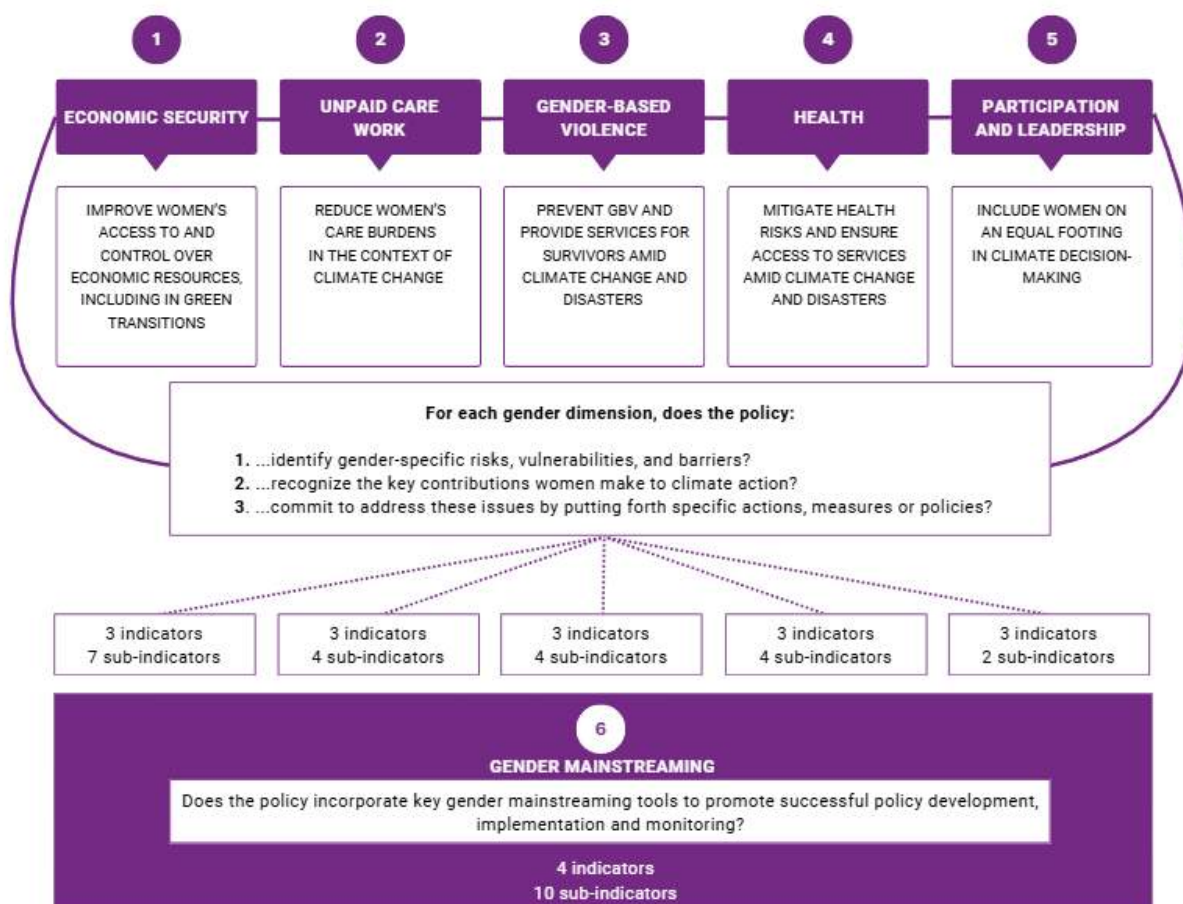
Figure 1 illustrates how the Scorecard monitoring framework operationalizes these guiding questions across the five thematic gender dimensions into three core indicators and their respective sub-indicators. A sixth cross-cutting dimension on gender mainstreaming complements the analysis, evaluating whether

⁹ In total, more than 30 existing global monitoring efforts that assessed climate policies from a gender perspective were reviewed to develop the methodological framework. The Scorecard methodology is particularly indebted to prior work done by: Care About Climate ([NDC Equity Tracker](#)); IUCN ([Gender and National Climate Planning](#)); NAP Global Network ([Advancing Gender-Responsive National Adaptation Plan Processes](#)); NDC Partnership ([Developing Gender-Responsive NDC Action Plans](#)); UN-Women ([The Climate Care-Nexus](#)); UNDP ([Advancing Gender Equality in National Climate Plans](#)); UNEP ([Adaptation Gap Report 2024](#)); UNFCCC ([Implementation of gender-responsive climate policies, plans, strategies and action as reported by Parties in regular reports and communications under the UNFCCC](#)); UNFPA ([Sexual and Reproductive Health and Rights in National Climate Policy](#)); WEDO ([Gender Climate Tracker](#)).

¹⁰ IPCC (International Panel on Climate Change). 2022. [Climate Change 2022: Impacts, Adaptation, and Vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change](#). Cambridge: Cambridge University Press; Turquet, L., C. Tabbush, S.L. Staab et al. 2023. ["Feminist Climate Justice: A Framework for Action."](#) Conceptual framework prepared for Progress of the World's Women series. New York: UN-Women.

countries are taking the necessary institutional steps to integrate gender concerns across policies areas, sectors and ministerial portfolios.

Figure 1. Gender analysis framework for the Gender Equality and Climate Policy Scorecard



To apply the indicator framework to NDCs, we used a qualitative content analysis software (QDA Miner) to identify potentially relevant text based on a gender-keyword dictionary of over 150 terms or phrases – covering both direct and indirect gender-relevant content – applied in English, Spanish and French. Each segment was then manually reviewed and coded by two reviewers on each indicator, using mostly binary variables. This was complemented by targeted search,¹¹ and in some cases, additional information on gender-mainstreaming was derived from a complementary survey of national gender and climate change focal points under the UNFCCC.¹² Gender-responsive NDC excerpts were extracted to document gender-relevant content in greater detail and reviewed by UN-Women regional and country offices.

¹¹ Though the analysis focuses on NDCs, when the NDC included references to other national plans, policies or activities that had potential for gender-specific activities (e.g. based on contextual references to inclusion or equality, or in sectors where women are overrepresented) additional desk research was conducted to identify any gender-responsive components. In cases where a gender-relevant component was identified, details about these policies were included in the database along with relevant source information.

¹² UN-Women. 2025. "[Driving Gender-Responsive Climate Action: The Role of Institutional Enablers](#)." Progress of the World's Women Fact Sheets. No. 2. New York: UN-Women.

All gender-responsive commitments to action were compiled into a database, and classified by gender dimension,¹³ climate policy area (mitigation, adaptation, cross-cutting and loss and damage) and sector (e.g. agriculture, energy, water resources). The results are available through the [online dashboard](#).

Each gender dimension is further elaborated on in the sections that follow. To find out more about the methodology and the importance of examining gender under each of these dimensions, see “Gender Equality and Climate Policy Scorecard: A framework for assessing country performance on gender-responsive climate action 30 years after Beijing.”¹⁴

Dimension 1: Ensuring women’s economic security

This dimension includes three main indicators compiled from nine sub-indicators that measure the extent to which NDCs promote women’s sustainable livelihoods, access to income and participation in green jobs in the context of climate change adaptation and mitigation.

Indicators	Sub-indicators
1.1 The NDC identifies women’s unequal access to and control over economic resources as an issue of concern, through reference to women’s...	1.1.1 Food insecurity and income risks, including higher poverty risk, lower earnings and access to social protection
	1.1.2 Barriers to formal education, including lower school attendance and completion and underrepresentation in relevant higher education or job training programmes, like science, technology, engineering and mathematics
	1.1.3 Unequal ownership of productive assets, such as land, technology, equipment
	1.1.4 Increase in women’s productive workloads due to climate conditions and/or low-carbon transitions
	1.1.5 Job or livelihood loss due to climate conditions and/or low-carbon transitions
	1.1.6 Gender gaps in access to green jobs, climate finance, climate-related information and/or technology
	1.1.7 Other gender gaps or barriers related to women’s economic security
1.2 The NDC recognizes women’s key economic contributions to climate action	1.2 Yes/No (e.g. women’s work, income-generating activities and knowledge of adaptation or productive practices)
1.3 The NDC commits to actions that improve women’s access to and control over economic resources, including by increasing women’s economic security, promoting sustainable livelihoods and/or income earning capacity	1.3. Yes/No; Number of measures targeting women’s economic security, such as through gender-responsive social protection; green public works schemes, like payments for environmental services programmes that prioritize women as recipients and provide equal benefits to women and men; measures that promote women’s access to productive assets like land or climate finance, fiscal measures aimed at women-owned businesses, sustainable infrastructure to improve women’s access to markets

¹³ Gender-responsive climate measures were coded by primary gender dimension where possible and by multiple dimensions when no single one could be identified.

¹⁴ Tabbush, C. and B. Howell. 2025. “[Gender Equality and Climate Policy Scorecard: A Framework for Assessing Country Performance on Gender-Responsive Climate Action 30 Years after Beijing.](#)” *Statistical Journal of the IAOS*. 41(3), pp. 705–722.

Dimension 2: Supporting unpaid care and domestic work

This dimension includes three main indicators compiled from six sub-indicators to measure the extent to which rising unpaid care and domestic work in the context of a changing climate is adequately supported.

Indicators	Sub-indicators
2.1 The NDC identifies rising unpaid care work, often shouldered by women, through reference to...	2.1.1 Time and drudgery of water and food collection or preparation, farming or animal tending for own consumption
	2.1.2 Extra time needed to care for children and/or sick family members, including due to rising health risks
	2.1.3 Extra time devoted to unpaid environmental or community work, such as caring for plants, domestic animals or communal spaces or work in communal kitchens or cooperative childcare
	2.1.4 Other gender gaps or barriers related to unpaid care work
2.2 The NDC recognizes women's key unpaid care contributions to climate action	2.2 Yes/No (e.g. women's role and knowledge in efficient use of water, food preparation, fuel collection or other key unpaid activities central for communities to adapt to climate change)
2.3 The NDC commits to actions that recognize, reduce or redistribute unpaid care work and reward and represent paid care	2.3 Yes/No; Number of measures supporting unpaid care and domestic work, such as improving women's access to water, sanitation and energy sustainable infrastructure; childcare services to support women's engagement in green sectors, activities and/or training; fiscal investments in the care sector as part of low-carbon transitions; investments in sustainable transport that support women's mobility in daily care commutes

Dimension 3: Eliminating gender-based violence

This dimension includes three main indicators compiled from six sub-indicators to assess whether increasing risks of experiencing GBV in the context of climate change are acknowledged and addressed.

Indicators	Sub-indicators
3.1 The NDC identifies gender-based violence as an issue of concern, through reference to issues of...	3.1.1 Child/early marriage
	3.1.2 Intimate partner violence
	3.1.3 Sexual violence by non-partners
	3.1.4 Other forms of gender-based violence or barriers to the elimination of GBV
3.2 The NDC recognizes women's expertise in addressing gender-based violence as part of climate action	3.2 Yes/No (e.g. by referencing the importance of GBV provisions in post-disaster needs assessments)
3.3 The NDC commits to actions that address GBV, including through GBV prevention and/or providing services for survivors amid climate change and natural disasters	3.3 Yes/No; Number of measures aiming to eliminate GBV, such as by raising awareness on the links between GBV and climate change, improve data on GBV and climate nexus, actions to reduce early marriage, provision of GBV services after climate emergencies awareness

Dimension 4: Safeguarding women's health

This dimension includes three main indicators compiled from six sub-indicators to measure whether women's health is adequately safeguarded against the backdrop of a changing climate.

Indicators	
4.1 The NDC identifies the health risks women face as an issue of concern, through acknowledgement of...	4.1.1 Women's disproportionate health impacts, such as gender differences in injuries, fatalities and mental health outcomes after extreme weather or heat-related illnesses and death
	4.1.2 Issues concerning maternal health and mortality
	4.1.3 Barriers to access contraception and family planning amid climate change and natural disasters
	4.1.4 Other gender-specific risks, gaps or barriers to access health services (e.g. extreme weather events disrupting healthcare facilities, infrastructure and supply chains)
4.2 The NDC recognizes women's key contributions to healthcare provision, particularly as health-care workers	4.2 Yes/No (e.g. as the majority of frontline health-care workers who ensure access to health services in the context of climate change or natural disasters)
4.3 The NDC commits to actions that address the health risks women face amid climate change and natural disasters	4.3 Yes/No; Number of measures safeguarding women's health such as through health disaster preparedness plans with a gender lens; improvements in health information systems to incorporate indicators on climate stress linked to health impacts like maternal and neonatal health; ensuring that finance for climate resilience provides adequate resources to reduce these risks; training women nurses and front-line staff to respond to climate-related diseases, including provision of contraceptive and family planning

Dimension 5: Enhancing participation and Leadership

This dimension groups three main indicators and out of four sub-indicators to measure the extent to which women's leadership and participation in climate decision-making is adequately supported.

Indicators	
5.1 The NDC identifies barriers to women's equal and full participation and leadership in decision-making processes, through acknowledgement of...	5.1.1 Women's exclusion, discrimination or differentiated access to formal climate decision-making spaces (e.g. lower share of women representatives working on climate action across government, including in local governments, parliaments, environmental ministries or in national delegations to the UNFCCC)
	5.1.2 Other gaps or barriers related to women's equal and full participation (e.g. limited civil society engagement in policy formulation; intimidation, persecution and violence exerted towards environmental defenders or feminist environmental advocates)
5.2 The NDC recognizes the value of women's knowledge, contributions and/or leadership in climate action, including mentions of women as agents of change or environmental defenders	5.2 Yes/No (e.g. references to women as agents of change or environmental defenders)

5.3 The NDC commits to actions to enhance women's full and equal participation and leadership in climate decision-making processes	5.3 Yes/No; Number of measures aiming to enhance women's participation and leadership, such as though gender quotas or committing to gender parity in decision-making structures and climate negotiations; calling for policy consultations that are inclusive of women; committing to training/finance for women leaders/organizations; setting protocols to protect civic space and women's organizations; or measures to protect and prevent violence against climate advocates
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Dimension 6: Cross-cutting gender mainstreaming

This dimension groups four main indicators and is compiled from ten sub-indicators to measure the extent to which gender mainstreaming¹⁵ frameworks, processes and tools are in place to support decision-making on climate policies. It assesses gender mainstreaming in two ways. First, it looks at the extent to which gender mainstreaming is used to develop the NDC. And second, it looks at whether countries are committing to gender mainstreaming in action going forward. These indicators also capture whether the policy creates systems that enable women and other groups impacted by climate change to hold government accountable for ineffective or insufficient climate action.

Indicators	
6.1 The framework of the policy...	6.1.1 References gender-specific laws, policies or human rights instruments
	6.1.2 Commits to gender mainstreaming or posits gender equality and/or women's empowerment as an objective of national climate policy
	6.1.3 Utilises gender data in climate risk and vulnerability assessments
	6.1.4 Reaffirms or refers to climate change coordination mechanisms, such as national working groups or task forces, that are inclusive of national gender equality actors (e.g. national women's machineries, gender focal points, women's rights civil society organizations; Indigenous, youth, rural women).
	6.1.5 Recognizes general gender differentiated impacts of climate change, risks or vulnerabilities
6.2 The policy was developed with...	6.2.1 Consultation of public stakeholders
	6.2.2 Inclusion of women's voices
6.3 To promote gender-responsive accountability, monitoring, evaluation and learning, the policy...	6.3.1 Includes a monitoring, evaluation and learning framework with gender-specific indicators
	6.3.2 Includes gender-responsive budgeting
	6.3.3 Includes or encourages opportunities for gender advocates (e.g. gender experts/representatives from women's machineries) in oversight or feedback mechanisms to inform policy assessment, reform or promote accountability

¹⁵ Gender mainstreaming is defined as 'the process of assessing the implications for women and men, girls and boys, of any planned action, including legislation, policies or programmes. It is a strategy for making the concerns and experiences of women and girls, as well as of men and boys, an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal of gender mainstreaming is to achieve gender equality.' Based on Economic and Social Council. 1997. "[Gender Mainstreaming: Extract from the Economic and Social Council for 1997 \(A/52/3, 18 September 1997\)](#)." New York: ECOSOC.

<p>6.4 The NDC puts commits to actions that improve gender mainstreaming in national climate action</p>	<p>6.4 Yes/No, number of measures to strengthen gender mainstreaming into climate policy, such as through the creation of gender focal points and/or oversight mechanisms inclusive of national machineries; use of gender-responsive budgeting, gender-responsive monitoring and reporting, gender data in assessments, capacity building on gender across sectors</p>
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3. Data aggregation: Towards an overall NDC score

The originality of the Scorecard lies in bringing these six dimensions together to provide a snapshot of country performance in the gender-responsiveness of their national climate policies.

This allows, for the first time, systematic comparisons of gender policy design features and commitments to action both within and across countries, as well as across gender-related thematic areas. During a second phase of the NDC content analysis, and once a significant sample of third iteration NDCs has been analysed, we will compute a composite indicator to assess the overall gender-responsiveness of a climate policy document. This final score will aggregate the 50 indicators into thematic sub-indices, whose average will serve as a single composite score of a country's efforts to advance gender equality in and through climate policies. Variation in country performance across sub-indices will help identify thematic gaps within individual countries.

United Nations Entity for Gender Equality and the Empowerment of Women

UN-Women exists to advance women's rights, gender equality and the empowerment of all women and girls. As the lead United Nations entity on gender equality, and secretariat of the Commission on the Status of Women, we shift laws, institutions, social behaviours and services to close the gender gap and build an equal world for all women and girls. Our partnerships with governments, women's movements and the private sector, coupled with our coordination of the broader United Nations, translate this progress into lasting changes. We make strides for women and girls in four areas: leadership, economic empowerment, freedom from violence, and women, peace and security as well as humanitarian action. UN-Women keeps the rights of women and girls at the centre of global progress – always, everywhere. Because gender equality is not just what we do; it is who we are.

Kaschak Institute for Social Justice for Women and Girls at Binghamton University

The Kaschak Institute spearheads a diverse array of impactful initiatives aimed at promoting social justice and gender equality. The Institute fosters high-impact learning opportunities through interdisciplinary research, education and action. Delivering high-level diplomacy and negotiation trainings, the Institute also supports international initiatives on gender equality and environmental policies and implementation frameworks. By hosting international and national events and programs, and engaging with global thought leaders, the Institute becomes a catalyst for positive change, leaving an indelible mark on the pursuit of social justice and equality for women and girls.

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