

## Annex XIII: Gender policy for the Green Climate Fund

### I. Background

1. The Governing Instrument gives the Fund a clear mandate to enhance a gender sensitive approach in its processes and operations. It recognizes the importance of gender considerations in terms of impact and access to climate funding:

*“3. ... The Fund will strive to maximize the impact of its funding for adaptation and mitigation, and seek a balance between the two, while promoting environmental, social, economic and development co-benefits and taking a gender-sensitive approach”.*

*“31. The Fund will provide simplified and improved access to funding, including direct access, basing its activities on a country-driven approach and will encourage the involvement of relevant stakeholders, including vulnerable groups and addressing gender aspects”.*

2. Paragraph 71 lists women explicitly amongst the Fund’s stakeholders. Finally, the Governing Instrument calls for gender balance among members of the Board (paragraph 11) and staff of the Secretariat (paragraph 21).

3. The Fund’s gender policy is guided by the United Nations Framework Convention on Climate Change (UNFCCC), which refers in its Article 2 to “anthropogenic interference” – interference of both men and women – within the climate system. (Parties to the UNFCCC have adopted a number of resolutions on gender since 2001).<sup>1</sup> The Fund’s gender policy is congruent with international agreements, in particular with the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination against Women,<sup>2</sup> the Millennium Development Goals<sup>3</sup> and follows up on the sustainable development goals,<sup>4</sup> and the International Labour Organization’s core conventions,<sup>5</sup> in that it recognizes the equal rights of women and men to access the Fund’s services in order to adapt to and mitigate against the impact of climate change.

4. Key gender definitions are listed below:

- (a) **Gender:** Refers to how societies and specific cultures assign roles and ascribe characteristics to men and women on the basis of their sex;
- (b) **Gender equality:** As enshrined in international agreements and national constitutions, refers to equal rights, power, responsibilities and opportunities for women and men, as well as equal consideration of the interests, needs and priorities of women and men; gender equality therefore entails that society values men and women and the roles they play equally;
- (c) **Gender equity:** Refers to the process of being fair to women and men. To ensure equity, measures often need to be taken to compensate for (or reduce) disparity for historical

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<sup>1</sup> Women’s Environment & Development Organization and the Global Gender and Climate Alliance, “Gender equality and the United Nations Framework Convention on Climate Change: A compilation of decision text”. Available from <<http://www.wedo.org/wp-content/uploads/united-nations-web.pdf>>.

<sup>2</sup> See <<http://www.un.org/womenwatch/daw/cedaw/cedaw.htm>>.

<sup>3</sup> See <<http://www.un.org/millenniumgoals/bkgd.shtml>>; and United Nations Economic and Social Council, “Challenges and achievements in the implementation of the Millennium Development Goals for women and girls (E/CN.6/2014/L.7).

<sup>4</sup> See <<http://sustainabledevelopment.un.org/index.php?menu=1300>>.

<sup>5</sup> See <<http://ilo.org/global/standards/introduction-to-international-labour-standards/conventions-and-recommendations/lang--en/index.htm>>.

and social disadvantages that prevent women and men from otherwise operating on an equitable basis. Equity, therefore, leads to equality; and

- (d) **Gender sensitivity:** Refers to the understanding of the ways in which people think about gender and the sociocultural factors underlying gender inequality, and how they might be addressed. Gender sensitivity implies a consideration of the potential contribution of women and men to societal changes as well as the methods and tools used to: promote gender equity, reduce gender disparities, and measure the impact of climate change and other development activities on men and women.

## II. Rationale

5. There are three compelling reasons for the Fund's mandate on gender sensitivity:
- (a) Women, as well as men significantly contribute to combating climate change. Shifting the paradigm towards low-emission and climate-resilient development pathways, which is the Fund's mandate, requires a large number of individual and collective decisions by women and men. A gender-sensitive approach is therefore part of a paradigm shift;
- (b) Climate change impacts women and men differently, to the detriment of women, and existing gender inequalities are likely to be exacerbated by climate change;<sup>6</sup> and
- (c) Gender inequality, exacerbated by climate change, is linked, as are other development areas, to vulnerability and risks.<sup>7</sup> The greater vulnerability of women to climate change stems from gender norms and discrimination that result in the imbalanced division of labour, lower income, and lesser livelihood opportunities; less access and control over land and other productive assets; fewer legal rights; lesser mobility and lesser political and professional representation.<sup>8</sup>

## III. Objectives

6. The Fund's gender policy has four main objectives:
- (a) To ensure that by adopting a gender-sensitive approach, the Fund will achieve greater, more effective, sustainable, and equitable climate change results, outcomes and impacts, in an efficient and comprehensive manner in both its internal and external procedures and activities;
- (b) To build equally women and men's resilience to, and ability to address climate change, and to ensure that women and men will equally contribute to, and benefit from activities supported by the Fund;
- (c) To address and mitigate against assessed potential project/programme risks for women and men associated with adaptation and mitigation activities financed by the Fund; and,

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<sup>6</sup> GCF/B.06/13.

<sup>7</sup> These risks include gender violence during climate-related extreme events stemming from complex social behaviours between women and men. See Emma Fulu and others, *Why Do Some Men Use Violence against Women and How Can We Prevent It? Quantitative Findings from the United Nations Multi-country Study on Men and Violence in Asia and the Pacific* (Bangkok, United Nations Development Programme, United Nations Population Fund, United Nations Entity for Gender Equality and the Empowerment of Women, and United Nations Volunteers, 2013). Available from

<[http://www.undp.org/content/dam/rbap/docs/Research%20&%20Publications/womens\\_empowerment/RBAP-Gender-2013-P4P-VAW-Report.pdf](http://www.undp.org/content/dam/rbap/docs/Research%20&%20Publications/womens_empowerment/RBAP-Gender-2013-P4P-VAW-Report.pdf)>.

<sup>8</sup> GCF/B.06/13.

- (d) To contribute to reducing the gender gap of climate change-exacerbated social, economic and environmental vulnerabilities.

## IV. Principles

7. The Fund's gender policy consists of the following six elements:

### 4.1 Commitment

8. By adopting a gender-sensitive approach in its mandate on climate change, the Fund commits to contributing to gender equality, as enshrined in international agreements and national constitutions, and other human rights agreements.<sup>9</sup>

9. The Fund thereby also commits to:

- (a) Understand the sociocultural factors underlying climate change-exacerbated gender inequality, and the potential contribution of women and men to societal changes in order to build resilience to, and the ability to address, climate change;
- (b) Adopt methods and tools to promote gender equality and reduce gender disparities in its climate funding; and
- (c) Measure the outcomes and impacts of its activities on women and men's resilience to climate change.<sup>10</sup>

### 4.2 Comprehensiveness, in scope and coverage

10. The Fund applies its gender policy to all its climate mitigation and adaptation activities, whether implemented by international, regional, national or subnational, public or private entities that are accredited to the Fund.

### 4.3 Accountability

11. The Fund accounts to its Board for gender and climate change results and outcomes, and reports annually in a transparent manner. Qualitative and quantitative gender monitoring, impact, and outcome indicators are included in the results management and performance measurement frameworks (GCF/B.08/07).

12. Through the accreditation process and taking into account the fit-for-purpose accreditation approach,<sup>11</sup> entities will be required to meet the Fund's gender policy. They will also be required to have policies, procedures and competencies in place with which to implement the Fund's gender policy. After accreditation, and at the project/programme level, the Accredited Entity will be responsible for implementing the gender policy as it relates to the

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<sup>9</sup> This approach takes into account equal rights, power, responsibilities and opportunities for women and men, as well as equal consideration of the interests, needs and priorities of women and men.

<sup>10</sup> "Resilience to climate change to be understood as (1) the capacity to absorb stresses and maintain function in the face of external stresses imposed upon it by climate change, and (2) adapt, reorganize and evolve into more sustainable socioeconomic behaviors, leading people to be better prepared for future climate change impacts". (See C. Folke, "Resilience: The emergence of a perspective for social-ecological systems analyses", *Global Environmental Change*, vol. 16 (2006) pp. 253-267; and Donald R. Nelson, W. Neil Adger and Katrina Brown, "Adaptation to environmental change: contributions of a resilience framework", *Annual Review of Environment and Resources* Vol. 32 (2007) pp. 395-419.)

<sup>11</sup> Decision B.08/02.

Fund-approved project/programme through in-country project identification and implementation, as well as for results reporting. The application of the Fund's guidelines on the initial socioeconomic and gender assessments and the Fund's environmental and social safeguards (ESS) as it relates to the project/programme<sup>12</sup> is mandatory.

13. Gender-related complaints and grievances that may occur in projects and programmes are processed through the Fund's redress mechanism.

14. The Fund's management and staff are accountable for gender results. This is reflected in the Fund's administrative policies and procedures, including human resource management and the procurement of contractors.

#### 4.4 Country ownership

15. The Fund informs national designated authorities (NDAs) and focal points (FPs) that proposed projects or programmes submitted to the Fund are required to be aligned with national policies and priorities on gender<sup>13</sup> and with the Fund's gender policy.

16. The Fund requires that women and men be provided with equitable opportunity to be included in stakeholder consultations and decision-making during project and programme preparation, implementation<sup>14</sup> and evaluation.<sup>15</sup>

#### 4.5 Competencies<sup>16</sup>

17. The Fund strives to reach gender balance in key advisory and decision-making bodies, including in the appointments of its members of the Board and Secretariat management and staff. The Secretariat also will appoint a senior staff member(s) with competencies in gender and social development in order to lead the implementation of the policy; the senior staff members(s) will report to the head of accreditation within the Secretariat. In addition, the Secretariat strives for the relevant gender and climate change competencies to be included in the Accreditation Panel,<sup>17</sup> the Investment Committee, the Risk Management Committee and the Private Sector Advisory Group,<sup>18</sup> as well as amongst technical advisers.<sup>19</sup>

18. The Fund's accreditation process<sup>20</sup> and fit-for-purpose approach<sup>21</sup> recognize that there is a wide range of types of organizations and institutional capacities. In the accreditation process, entities will be required to have policies, procedures and competencies in place in order to implement the Fund's gender policy.

19. NDAs/FPs and entities may request readiness and preparatory support from the Fund<sup>22</sup> so as to enhance their capacity to implement the gender policy.

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<sup>12</sup> GCF/B.07/03, paragraph 20.

<sup>13</sup> Many countries have national and sector gender policies (e.g. for energy, water, forestry and climate change), but relatively few have gender and climate change policies.

<sup>14</sup> GCF/B.07/03.

<sup>15</sup> GCF/B.06/06.

<sup>16</sup> Competencies are defined as a set of skills, knowledge, and behaviours acquired from training and experience, that allow individuals and organizations to perform a specific role or task.

<sup>17</sup> Annex V to decision B.07/02, Annex V, where gender is listed as an aspect within the Fund's ESS.

<sup>18</sup> GCF/B.05/13 and GCF/B.06/18, Annex I, paragraph II.

<sup>19</sup> GCF/B.07/11, Annex I, paragraphs 54-56.

<sup>20</sup> Decision B.07/02.

<sup>21</sup> Decision B.08/02.

<sup>22</sup> Decision B.05/14 para (b): "(iii) Enable implementing entities and intermediaries to meet the Fund's fiduciary principles and standards, and environmental and social safeguards, in order to directly access the Fund", and document GCF/B.06/14.

20. The Fund commits to knowledge generation as experience is gained on gender and climate change. It also commits to capitalize on knowledge and expertise gained from other organizations. Such knowledge is to be used to strengthen the competencies of all stakeholders.

#### 4.6 Resource allocation

21. The Fund's resource allocation for adaptation and mitigation projects and programmes contributes to gender equality and women's empowerment. The Fund seeks to ensure that its projects and programmes support initiatives addressing the inequity of climate change impacts and to provide gender-sensitive solutions to climate change mitigation, adaptation or readiness. When it is necessary to correct for climate change-exacerbated gender inequality which affects women, the Fund will target funds to support women's climate change adaptation and mitigation initiatives.

### V. Implementation framework

22. The Fund adopts a gender action plan in order to implement its gender policy. The plan includes six priority areas as follows:

- (a) Governance and institutional structure;
- (b) Operational guidelines;
- (c) Capacity building;
- (d) Outputs, outcomes, impacts and paradigm-shift objectives used for monitoring, reporting and evaluation;
- (e) Resource allocation and budgeting; and
- (f) Knowledge generation and communications.

23. The proposed duration of the gender action plan is three years, in order to allow the Fund to get activities off the ground and then assess the implementation after this three-year period. Subsequently, the duration of the gender action plan is expected to align with the Fund's business cycle.

### VI. Review and revisions

24. The Fund is a nascent, growing and learning institution. As experience is gained and lessons are learned in the implementation of the gender policy in the Fund's activities and operational modalities – including activities with the private sector – the Fund will be able to adjust its policies, processes, procedures, and project and programme design. In the light of this, the Fund will review its gender policy after three years of being operational.

## Annex XIV: Gender action plan 2015–2017

1. The purpose of the gender action plan is to provide a time-bound framework within which to operationalize the gender policy. Implementation of the gender action plan will provide the Fund and all implementation partners, public or private, with the tools and processes in order to achieve gender sensitivity in all areas within the Fund’s mandate. It will also provide the Board with the necessary information to exercise its oversight responsibility for the Fund’s gender policy as mandated by the Governing Instrument.
2. The gender action plan is structured into six priority areas and details the implementation actions required for each priority area.

### I. Governance and institutional structure

3. The overall implementation of the gender policy will be the responsibility of all components of the Fund’s operational structure and of the national designated authorities (NDAs). The main operational responsibility for the implementation of the gender policy will be with the accredited entities (AEs), including implementing entities (IEs) and intermediaries.
4. The Board approves the gender policy and will oversee the implementation of the action plan, at least once per year, through the review of periodic monitoring reports from the Secretariat, impact evaluation reports from the Evaluation Unit and reports from the redress mechanism. The Secretariat will undertake its due diligence for the implementation of the gender policy through the accreditation of IEs and intermediaries, and the project approval and monitoring process. Furthermore, it will report to the Board on the progress made towards implementing the policy and action plan. A senior social development and gender specialist will be appointed within the Country Programming Division, with operational responsibility to manage the implementation of the gender policy and action plan.<sup>1</sup>
5. The NDAs will verify through the no-objection procedure that project proposals are aligned with the countries’ gender policies, as well as with their climate change policies and priorities. The Fund will expect that the NDAs use, as appropriate, the countries’ gender competencies in order to review their climate change plans, programmes and projects.
6. Through the accreditation process, and taking into account the fit-for-purpose accreditation approach,<sup>2</sup> entities will be required to have policies, procedures and competencies in place in order to implement the Fund’s gender policy. After accreditation and at the project/programme level, the Accredited Entity will be responsible for implementing the gender policy as it relates to the Fund-approved project/programme, through in-country project identification and implementation, as well as for results reporting. Entities may request readiness and preparatory support from the Fund in order to develop and/or strengthen their policies, procedures and competencies to meet the requirements of the Fund’s gender policy.

### II. Operational guidelines

7. The policy will be implemented throughout the Fund’s administrative<sup>3</sup> and operational processes. Guidelines will be issued for the benefit of external partners: NDAs and AEs. The

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<sup>1</sup> The gender specialist will consider establishing a formal partnership with an advisory group of experts on gender and climate change in order to enrich the implementation of the gender policy.

<sup>2</sup> Decision B.08/02.

<sup>3</sup> The Administrative Manual will specify the Fund’s internal accountability structure and processes for gender results, including the staff’s annual performance review.

guidelines will apply to all activities, including private sector activities, and to the Fund's project/activity cycle described in document GCF/B.07/03. Core elements will include:

- (a) A mandatory initial socioeconomic and gender assessment, complementary to the environmental and social safeguards (ESS) process, which accredited entities AEs will be required to undertake in order to collect baseline data, and to:
    - (i) Determine how the project/programme can respond to the needs of women and men in view of the specific climate change issue to be addressed;
    - (ii) Identify the drivers of change and the gender dynamics in order to achieve the project/programme adaptation or mitigation goals;
    - (iii) Identify and design the specific gender elements to be included in the project/programme activities;
    - (iv) Estimate the implementation budgets;
    - (v) Select output, outcome and impact indicators; and
    - (vi) Design project/programme implementation and monitoring institutional arrangements;
  - (b) Gender equitable stakeholders' consultations with the gender parameters provided in the policy;
  - (c) Inclusion of gender perspective in the application of the mandatory project/programme social and environmental safeguards in line with project/programme-specific requirements of the Fund's ESS in accordance with decision B.07/02;<sup>4</sup> and
  - (d) Project screening for gender sensitivity at the various stages of the project preparation, appraisal, approval, and monitoring process, by the relevant bodies (NDAs, AEs, the Secretariat).
8. A large number of guidelines, toolkits and sourcebooks have already been published by a range of institutions. Rather than issuing similar tools, the Fund will review the existing stock of material and recommend the most relevant items to its partners to use.

### III. Capacity-building

9. Gender training will be provided for the Board and the Secretariat staff in order to build up the Fund's gender sensitivity. It is expected that the Fund will complement its own staff capacity with consultants, and that additional gender-competent staff will be recruited as its activities and staffing increase over time.

10. NDAs and entities may request readiness and preparatory support from the Fund related to gender training and capacity-building. They may also obtain gender training and capacity-building through their partnerships with other organizations (such as bilateral, multilateral and international organizations as well as NGOs).

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<sup>4</sup> The initial socioeconomic and gender assessment is recommended for the Fund to proactively build in a gender-sensitive approach to project planning design and implementation arrangements, by contrast to the Fund's ESS, which employs the conventional 'do no harm' approach in order to ensure that all project/programme potential environmental risks are addressed and that measures are identified to offset these risks.

## IV. Outputs, outcomes and impact indicators for monitoring and reporting purposes

11. Gender sensitivity has been applied to the Fund's initial results management framework (GCF/B.07/04) and further development document (GCF/B.08/07) for both adaptation and mitigation. Common to both adaptation and mitigation are the gender measurement of the climate change resilience of women and men, and of women and men's behaviours to sustain low-emission development.
12. To monitor the gender policy implementation, two specific portfolio indicators are proposed:
  - (a) For quality at entry: The percentage of adaptation and mitigation projects that include specific gender elements and gender-sensitive implementation arrangements; and
  - (b) On the basis of best practices from other organizations, a portfolio classification system, which consists of a project rating at entry for gender sensitivity, will be adopted.<sup>5</sup> Such a system allows for a global analysis of the portfolio from a gender perspective, an assessment of effectiveness and, eventually, corrective action to be taken.

## V. Resource allocation and budgeting

13. As the rationale for the Fund's gender policy is to generate greater and more sustainable gender-equitable climate change results, the project approval process may consider giving additional weight to projects with well-designed gender elements.

### 5.1 Knowledge generation and communications

14. As a learning institution, the Fund will document the experience and knowledge that it will acquire from the implementation of its gender policy and action plan. In particular, it will seek to identify good practices from countries and AEs. At the same time, it must tap into the considerable knowledge already available on gender and climate mitigation and adaptation programmes and projects implemented by other partners. The Fund will support knowledge exchange activities on gender and climate change finance.
15. Communicating the Fund's commitment to gender equality, its gender sensitivity policy and its implementation guidance will be a strategic communications activity and an integral part of the Fund's communications plan. It will be important to communicate to the public not only how the Fund is implementing its gender policy, but also to seek periodic feedback from stakeholders and partners on the implementation of the policy and on possible improvements in the action plan.

The proposed initial duration of the gender action plan is three years so as to allow the Fund to implement these activities and then assess the implementation after this three-year period. Subsequently, the duration of the gender action plan is expected to align with the Fund's business cycle.

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<sup>5</sup> It involves giving a rating to projects on a scale from those with a significant gender focus to those with a marginal gender focus (e.g. just the safeguards) or with no gender element at all. The Fund could initially apply the Organisation for Economic Co-operation and Development's gender equality policy intention marker.