



# MAINSTREAMING GENDER INTO CLIMATE MITIGATION ACTIVITIES

Guidelines for Policy Makers and Proposal Developers

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Guidelines for Policy Makers and Proposal Developers

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# Abbreviations

ADB	Asian Development Bank
CIFs	Climate Investment Funds
COP	Conference of the Parties
GCF	Green Climate Fund
GEF	Global Environment Facility
GHG	greenhouse gas
INDCs	intended nationally determined contributions
MRV	measuring, reporting, and verifying
NAMAs	nationally appropriate mitigation actions
SDGs	Sustainable Development Goals
UNFCCC	United Nations Framework Convention on Climate Change

# 1

## Introduction: Toward Gender-Responsive Mitigation

Climate change frequently affects women and men differently (IPCC 2007). The primary reason for these differences is the varying levels of access to resources—knowledge, skills, and finance—that shape how women and men adapt to climate impacts. By the same token, women and men often contribute to activities that mitigate climate change and may share the benefits of climate finance differently. The primary reasons are varying life experiences, consumption patterns, and spending habits. For much of the early history of international climate negotiations, these differences were not readily appreciated. However, the climate policy landscape has undergone important changes in recent years. The impetus for those changes is the realization that actively engaging women as “agents of change” in climate solutions not only helps stabilize the climate but also yields multiple other benefits, including gender equality and women’s empowerment.

Since the 14th Conference of the Parties (COP 14) to the United Nations Framework Convention on Climate Change (UNFCCC), a broad coalition of stakeholders have advocated for more gender-responsive international climate funding mechanisms to help deliver these benefits. In consequence, the recently opened Green Climate Fund (GCF) has committed to a gender-sensitive approach that may influence allocations of future climate financing (UNFCCC 2011). The GCF’s Gender Policy and Action Plan 2014–2017 has provided further evidence of efforts to institutionalize gender’s expanding role in climate financing decisions (GCF 2014). The broader support for cross-sectoral integration in the recently agreed Sustainable Development Goals (SDGs) also suggests that the international development community will look favorably on actions that empower women (SDG 5) while responding to climate change (SDG 13). In short, the above trends reveal an emerging consensus around the promise of gender-responsive climate finance at the international level.

These trends have also not escaped the notice of some policy makers at the national level. For example, several countries have highlighted gender in their pledges of nationally appropriate mitigation actions (NAMAs) to reduce greenhouse gases (GHGs) through 2020 under the UNFCCC (Bock et al. 2015). More recently, an even greater number of countries have included gender in their intended nationally determined contributions (INDCs) that outline their planned response to climate change from 2020 to 2030 (IUCN 2012). The growing signs of national and international support for gender-responsive climate actions are indeed welcome; failures to account for the gender-specific contributions to climate mitigation and adaption have arguably widened equality gaps and narrowed financing bottlenecks (Huyer 2016). At the same time, fully realizing the potential



of these international and national reforms will require more guidance on the steps policy makers and other relevant gender stakeholders should follow to develop gender-responsive climate policies and funding proposals. At present, this guidance remains in short supply.

The primary purpose of these guidelines is to fill this need. More concretely, the guidelines aim to equip policy makers, proposal developers, and other interested parties with pragmatic advice on how to mainstream gender into mitigation actions and funding proposals. The guidelines draw heavily on experiences from the Asian Development Bank (ADB) regional technical assistance project entitled Harnessing Climate Change Mitigation Initiatives to Benefit Women. Funded by the Nordic Development Fund, this ADB project aims to assist policy makers in Cambodia, the Lao People's Democratic Republic, and Viet Nam with integrating gender into national and/or subnational climate strategies, climate action plans, and climate finance screening processes (ADB 2011). The ADB project, like these guidelines, is unique in that it concentrates on the interlinkages between gender and climate *mitigation*; there has been relatively less attention to the gender–mitigation relationship than that between gender and climate *adaptation*. Further, while the ADB project focuses on three Southeast Asian countries, this publication is intended for a wide range of countries and stakeholders. The guidelines are, moreover, not meant as a “one size fits all” blueprint; rather, they are intended to serve as flexible “fit for purpose” steps that can be tailored to particular national and local circumstances. They are also intended to outline ways to not only recognize gender co-benefits but also give gender stakeholders an elevated platform and an audible voice at critical junctures of the decision-making process (Huyer et al. 2015).

The guidelines are organized into three complementary sections. The first section outlines the rationale for seeking gender into climate actions and then details a nine-step process for integrating gender into NAMAs and INDCs. The second section outlines how gender can be incorporated into four essential elements of climate finance proposals that may draw support from the GCF (in view of the reforms outlined in the aforementioned Gender Policy and Action Plan 2014–2017) as well as other relevant funding mechanisms (including the Climate Investment Funds [CIFs] and Global Environment Facility [GEF]). A concluding section reflects briefly on applications for the guidelines as well as relationships between the climate planning and funding proposal sections. Please note that the guidelines do not offer a more general review of climate and gender; such a review can be found in many sources, including a previous publication from this project entitled *Training Manual to Support Country Driven-Gender and Climate Change* (ADB and NDF 2015).

# 2

## Bringing Together Gender and Climate Change

Both governments and international organizations have recognized that gender equality and women's empowerment are fundamental to socioeconomic development. The commitment to gender equality and women's empowerment is captured in milestone agreements such as the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Platform for Action. It is also a central feature of the 2030 development agenda—as evidenced by SDG 5 on gender equality and assertions that gender is interrelated to achieving many other SDGs. At the core of these international agreements lies the shared global understanding that women should enjoy the same social, political, and economic rights as men, including the right to education, access to health services, employment, and participation in decision-making processes.

Translating these international commitments into national actions requires projects and policies that directly value women's approach to managing natural resources. It further necessitates more explicit recognition of women's contributions to the economy at large—for instance, in terms of the jobs they perform and investments they make. While many of these contributions influence climate change, there were previously few efforts to actively bring women in climate change decision making, planning, and implementation. The failure to do so meant not only a loss in natural resources or fewer jobs and investments, but also that mitigating climate change was not offering the social returns that could ensure that many people, families, and communities would not be left behind.

### 2.1 The Emergence of Gender in International Climate Negotiations

Fortunately, this situation has taken a turn for the better in recent years. The progress can be seen clearly in the number of UNFCCC decisions that address women and gender equality. Prior to the 13th Conference of the Parties to the UNFCCC (COP 13), only one decision referenced women or gender equality. By COP 21, this number had increased to 45 decisions. Some of these UNFCCC decisions have helped open channels for gender equality and women empowerment to be discussed in the context of climate change. Other decisions, such as those found in the recently approved Paris Agreement, have underlined gender equality and women's empowerment as a guiding principle and called for adaptation and capacity-building actions to be implemented in a gender-responsive manner.

The shift to more gender-responsive approaches is also becoming more evident in climate mitigation and finance. For example, the Executive Board that oversees the Clean Development Mechanism, a project-based offset mechanisms under the Kyoto Protocol,

has issued a labeling scheme to identify which methodologies have the potential to benefit women and children. Moreover, funds such as the CIFs and GEF have developed gender policies that guide their investment portfolios. The greatest impacts may follow from the aforementioned GCF commitment to the effect of a gender-sensitive approach on the allocation of future climate financing (UNFCCC 2011). These opportunities, however, will not merely require a change in the mechanisms that supply climate finance. They will also require a change in the way that policy makers design GHG mitigation and participate in the UNFCCC.

## 2.2 The Advent of Nationally Appropriate Mitigation Actions and Intended Nationally Determined Contributions

There has also been a shift in NAMAs and INDCs that could lead to more gender-responsive actions. Since discussions began about the successor to the first commitment period of the Kyoto Protocol in 2005 (UNFCCC 1997), climate negotiators have sought to expand avenues through which a wider range of countries could take mitigation actions other than politically negotiated hard targets and timetables that were once the centerpiece of the Kyoto Protocol. They have also sought to expand the scope of actions that would receive climate finance. NAMAs were one of the primary vehicles that have been developed for both of these purposes. Conceived in the Bali Action Plan in 2007, NAMAs refer to a deliberately broad set of voluntary national actions—ranging from economywide emissions targets, to sector-specific policies, to stand-alone projects—that developing countries would pledge in a bottom-up fashion to the UNFCCC (UNFCCC 2008).

The advent of NAMAs was important for several reasons beyond enabling voluntary participation from developing countries. One is that they called for NAMAs to be taken “in the context of sustainable development,” squarely positioning development concerns at the center of mitigation activities. Another is that they held the promise that developing countries would receive not only finance but also technological and capacity-building support to help implement these actions. A third possibility is that the levels of the varied forms of international support are based not merely on the amount of mitigated GHGs but on broader sustainability concerns (this was further reinforced by the creation of the GCF to deliver funding according to the potential to achieve other development objectives while responding to climate change). Taken together, developing countries have a growing set of incentives to integrate social considerations into planned mitigation activities for a diversified menu of forms of support predicated on a varying set of indicators. In some cases, these incentives led to the formulation of a gender-responsive NAMA (Bock et al. 2015).

To a significant degree, the same support for a more bottom-up approach to mitigation was carried over to more recent negotiations on a post-2020 climate agreement, now known as the Paris Agreement. INDCs, the more recent additions to the climate policy landscape, originated from a 2013 COP 19 decision that continued the trend wherein countries determine their own reductions in a bottom-up fashion and pledged them to the UNFCCC. However, as Table 1 illustrates, whereas NAMA pledges were taken by developing countries

**Table 1: Difference between Nationally Appropriate Mitigation Actions and Intended Nationally Determined Contributions**

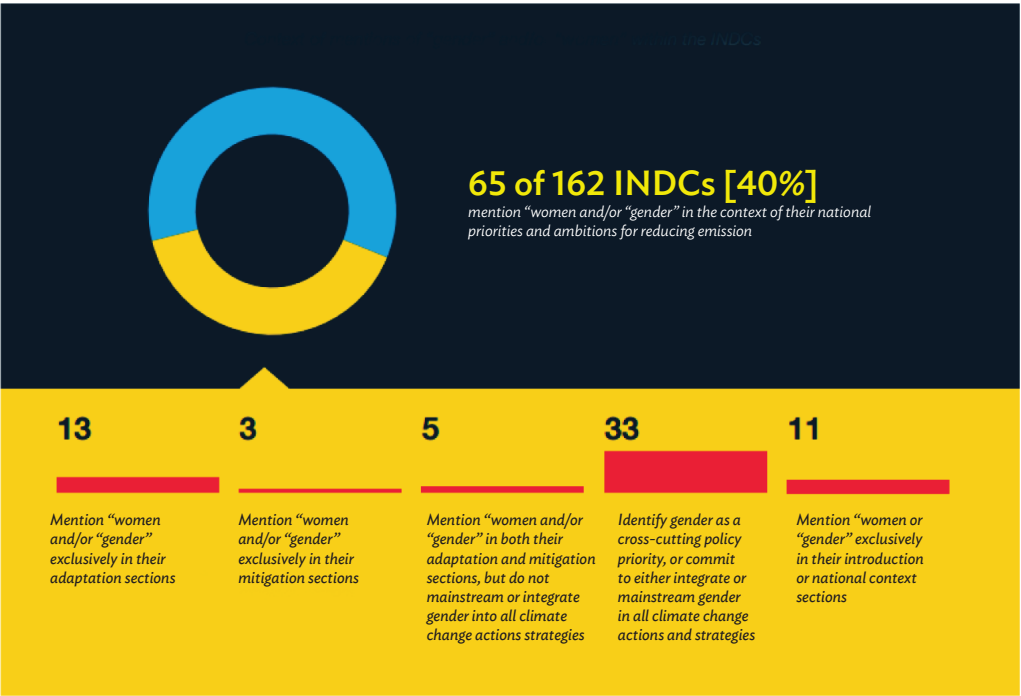
Timeline	1992–1997	1997–2010	2010–2020	Post-2020
Annex 1	Limit GHG emissions	Economywide reduction targets		INDCs
Non-Annex 1	Take measures to mitigate GHGs		NAMAs	INDCs

GHG = greenhouse gas, INDCs = intended nationally determined contributions, NAMAs = nationally appropriate mitigation actions.  
Source: Boos et al. (2014).

in line with their capacities and national circumstances prior to 2020, INDCs are more comprehensive measures that embrace different mitigation and even adaptation elements for all countries post-2020 (Boos et al. 2014). In addition to accounting for a country's varying needs, INDCs are also supposed to consider other development concerns beyond GHG reductions such as human development, resilience to climate change impacts, and economic capacity and gender equality (this is again aided by the GCF, which encourages proponents to explicitly recognize these additional benefits in funding proposals). A recent IUCN and USAID review (2016) showed that (see Figure 1), among 162 INDCs submitted by April 2016, gender has been integrated into several different parts of current INDCs, with many references found across the mitigation and adaptation components.

The shift toward a more bottom-up orientation and wider range of evaluation criteria for allocating support has therefore helped to strengthen the alignment between mitigation and women empowerment objectives. However, there remains considerable scope for expanding the recognition of gender among more countries and sectors. There is also a very real risk that references to gender in NAMAs or INDCs remain relegated to words on paper as opposed to action on the ground. A series of steps that can be followed to mainstream gender into a multi-actor decision-making process can arguably help expand the range of actions and deepen the degree of integration needed for tangible actions. These steps will further ensure that gender is recognized by bringing gender stakeholders into different stages of the decision-making process. In making that process more inclusive, it aims to recognize not only gender co-benefits but also women as agents of change who can expand and balance the distribution of multiple benefits (Huyer et al. 2015).

Figure 1: Where is Gender Being Integrated into Intended Nationally Determined Contributions



INDCs = intended nationally determined contributions.  
Source: IUCN and USAID (2016).

# 3

## Mainstreaming Gender into Mitigation Actions in Nine Steps

Since the term NAMAs originated more than 8 years ago, many organizations have developed guidelines to help policy makers support their formulation. A standard approach to NAMA guidelines can be found in *Nationally Appropriate Mitigation Action: Understanding NAMA Cycle* (UNEP 2014) where NAMA development and implementation is broken down into 12 steps. The *NAMA Guidebook* (OECC 2014) elaborates on this approach by describing “setting a national vision for climate change mitigation,” “steps for the design of NAMAs,” and “setting the means of an implementation and achievement plan.” Similarly, *Guidance for NAMA Design: Building on Country Experiences* (UNFCCC, UNEP, and UNDP 2013) describes a set of three phases: the NAMA concept phase (also covering the financial proposal); the development phase, and the implementation phase. The guidelines offered here draw upon these sources but, as Figure 2 illustrates, are more gender-inclusive.<sup>1</sup>

Before detailing these steps, it is worth underlining that they could be applied not only to NAMAs but also to the mitigation elements of INDCs (though for simplicity the term NAMA is used subsequently). It also merits noting that some gender stakeholders and other users may be a need to skip certain steps depending upon the nature of the NAMA. For instance, an action that is financed solely with domestic resources, for readily apparent reasons, will need less attention compared with international financing elements. Further, there are likely to be many existing domestic institutions and policy frameworks, including existing NAMAs, which will shape how these steps are followed in practice.

### Step 1: Scoping and prioritizing a mitigation action.

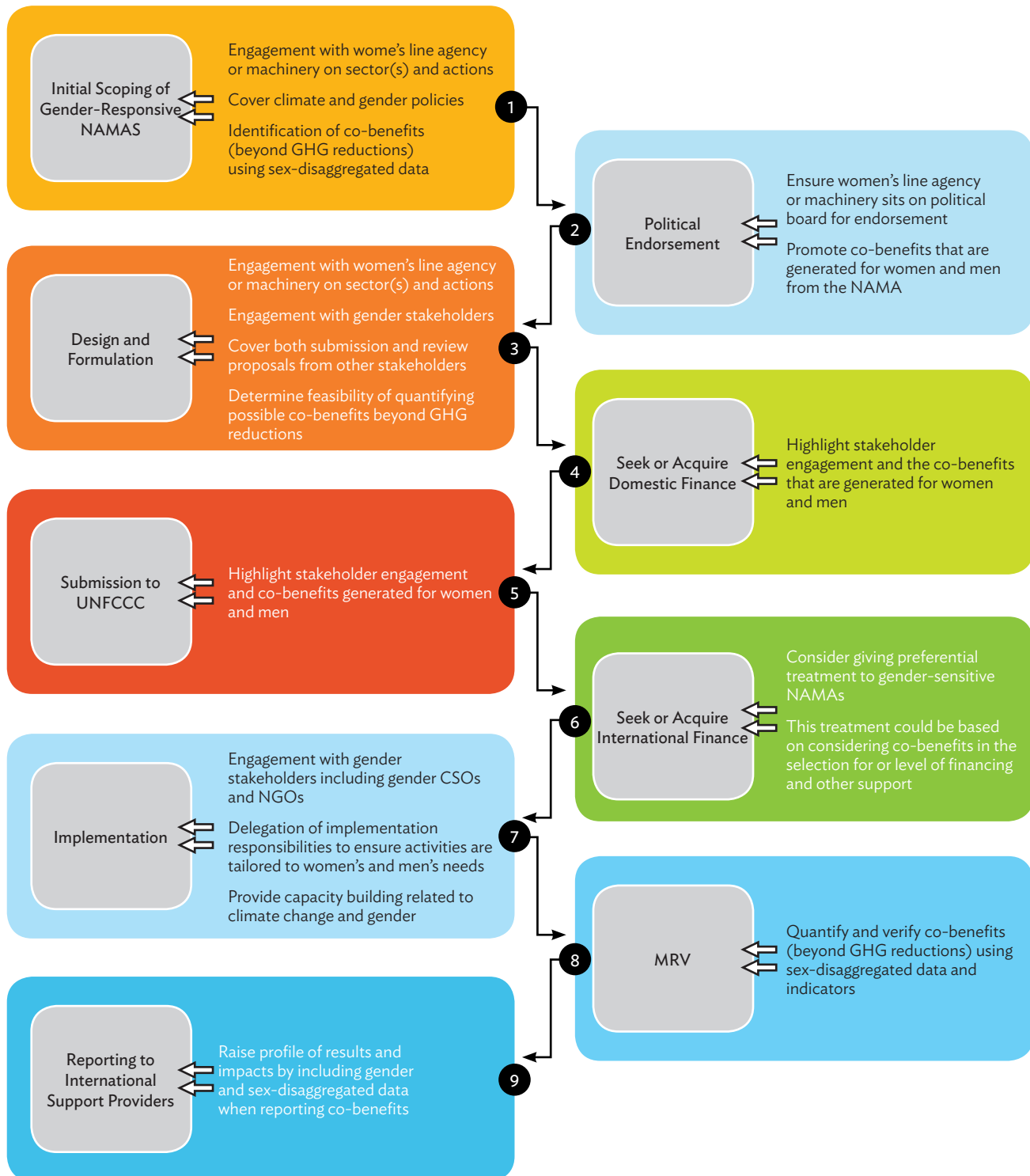
This step involves determining whether and to what extent actions outlined in existing climate actions (such as a national climate change strategy) could be translated into a NAMA. A key consideration is any overlap with the existing climate initiative, reflecting a desire to avoid duplication and to capitalize on existing resources.

To make this step more gender inclusive, synergies with existing climate and also relevant gender strategies, policies, and action plans at the national or sector level should be identified. It is also critical that the scoping of possible actions as a NAMA is not limited to consulting exclusively with the “usual suspects” in the climate and environment agencies.

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<sup>1</sup> The nine-step process parallels the steps outlined in UNEP (2014) but skips submission of “NAMA idea to a UNFCCC registry” and “international reporting and international consultation and analysis.” It also condenses the steps of “measurement” and “national reporting and verification” into a single step.

Figure 2: Developing a Gender-Responsive Climate Mitigation Action



CSO = civil society organization; GHG = greenhouse gas; MRV = measuring, reporting, and verifying; NAMA = nationally appropriate mitigation action; NGO = nongovernment organization; UNFCCC = United Nations Framework Convention on Climate Change.

Source: Authors.

A stakeholder analysis should include gender working groups within agencies involved in the climate policy-making processes as well as agencies and nongovernment stakeholders with a gender remit.

In addition, existing gender focal points of the leading and implementing institutions should join the NAMA development process. The NAMA process can be enhanced by ensuring these gender focal points possess the technical capacity to mainstream gender into specific sectors where climate change actions are being designed, and that their involvement and expertise has the support of the leadership overseeing the NAMA design.

Finally, it will be helpful to begin to consider the possible negative and positive impacts of the proposed action beyond GHG mitigation, especially impacts on gender equality. Remedial measures to minimize negative impacts should also be proposed. The above suggestions do not require systematic measurement for the time being but more rigorous quantification may need to follow.

## Step 2: Political endorsement of the NAMA.

Political support is particularly important as the NAMA concept is still relatively new to many countries. Without such an endorsement, it may be difficult to involve administrators working below the leadership level in critical follow-up activities. Getting acceptance throughout the policy-making apparatus can be the determining factor in moving the NAMA through essential approval and financing processes.

This endorsement often involves approval from a high level cross-ministerial climate commission; yet, for the particular case of a gender-responsive action, it is essential that a women's line agency be an active participant in the commission and that their participation be on equal terms with their peers. This engagement is consistent with the realization that gender stakeholders can be agents of change. For similar reasons, the benefits beyond GHG mitigation should be explicitly recognized in any documentation that accompanies political approval. Announcements of these approvals should be disseminated through not only the networks of environment agencies but also those associated with gender or women's support agencies (some of these recommendations are illustrated by Jordan's INDC, see Box 1).

### Box 1: Political Support for Gender Mainstreaming in Jordan's Intended Nationally Determined Contribution

Jordan enjoyed strong political backing for mainstreaming gender into its INDC. The degree of support is evident in both the range and scope of the mainstreaming. This is, for example, evident in its broad support for "a comprehensive approach to gender equality across all development sectors" (Step 2). It is also reflected in references to ensuring the gender-equitable (distribution of) benefits from climate finance; the development, compilation, and sharing of practical tools, information, and methodologies for mainstreaming gender; and capacity building to formulate and carry out gender-responsive climate policies.

Source: Government of Jordan. 2015.



### Step 3: NAMA design and formulation.

While similar to step 1, this step involves a more detailed review of policies and greater attention to data-gathering processes.

To make this step gender-inclusive, there is once again a need to actively engage gender stakeholders. It is also important to collaborate with civil society organizations that possess relevant gender expertise and the contacts to reach beyond government. If not already present, a mechanism that enables regular engagement with the government and nongovernment stakeholders should be established. This could, for instance, involve securing a seat on the board that is chiefly responsible for formulating the more operational elements of the NAMA (not to be confused with the higher-level interministerial commission that has a broader and more political mandate mentioned in step 2 and ensuring that gender focal points are involved in implementation activities).

Regarding more operational elements, efforts should be made to ensure data are gathered not only for measuring, reporting, and verifying (MRV) GHGs but also for other socioeconomic benefits for women and men that could potentially come from the NAMA. This might include, new employment opportunities or the reduced exposure to air pollutants accompanying mitigation projects. It will necessitate gathering sex-disaggregated data and ensuring that there is a credible baseline against which to compare performance before, during, and after implementation. To track progress, data collection is unlikely to be a simple one-off activity; establishing a multiyear process for gathering, reporting, and verifying GHG and sex-disaggregated data will be essential (see Box 2). Further, due consideration may need to be given to possible proxies for indicators and data that might be difficult to systematically acquire and analyze (e.g., to what extent a NAMA enhances educational activities and cognitive development of boys and girls). As with MRV of GHGs, there will need to be some reflection on the trade-offs between data quality, on the one hand, and the time and costs involved in acquiring data, on the other. Getting this balance right is likely to vary for a host of considerations related to the action, sector, and country in question.

#### Box 2: Setting Gender Objectives and Targets for Vanuatu's Rural Electrification Nationally Appropriate Mitigation Action

The Pacific island of Vanuatu has formulated a nationally appropriate mitigation action (NAMA) aimed at expanding access to low-emissions electricity. The NAMA will involve two sets of interventions: the creation of micro grids that rely on renewable energy sources (solar, wind, and hydro); and the extension of existing electricity grids to different islands. One of the motivations for the NAMA is to reduce dependencies on imported diesel fuels and mitigate greenhouse gases. A second equally important objective involves achieving sustainable development co-benefits, including improving the livelihoods of marginalized social groups. During the design of the NAMA, there was an explicit effort to integrate gender considerations into the objectives, targets, and performance indicators. In practical terms, this meant that the NAMA included commitments to ensure that some of the generated electricity would go to the women's handicraft association and targets for at least two women-run enterprises would be created from the project.

Source: UNDP. 2015.

A final element of the third step is estimating the implementation costs. In practice, it will be important to consider not just the total cost but the distribution of costs (e.g., if the purchase of a low-carbon technology falls disproportionately on households headed by women). Similarly, in calculating the potential costs and benefits of the NAMA efforts, the socioeconomic benefits, including the sex-disaggregated benefits, should be incorporated. Table 2 explains further examples of gender goals accompanied by activities and indicators.

**Table 2: Examples of Gender Goals Accompanied by Activities and Indicators**

Gender Objective	Gender Activity	Gender Indicator
Women are able to apply practical skills and knowledge to enhance their livelihoods (women-only objective) and mitigate climate change through the use of renewable energy technologies, such as solar water pumps and biodigesters	<p>Design a training program for women to learn about climate change mitigation and renewable energy technologies</p> <p>Design a renewable energy technology (i.e., solar water pumps or biodigesters) and distribution mechanism that takes into account women's access to financial resources</p> <p>Develop an installation and customer training program to build women's skills in the operation and maintenance of the selected technologies</p> <p>Develop a capacity-building program to support women users to develop better and more efficient agricultural production practices, including water management for irrigation and use of bioslurry as fertilizer for their crops</p>	<p>Changes in knowledge of women in available renewable energy technologies and climate change mitigation</p> <ul style="list-style-type: none"> <li>• Number of women who have purchased solar water pumps or biodigesters</li> <li>• Number of women who have access to practical skills</li> <li>• Number of women with improved livelihoods</li> <li>• Change in women's income</li> </ul>
Close gender gaps and empower women by expanding access to sustainable energy and increasing participation in energy value chains	<p>Develop the skills of women and men to join in the renewable energy value chain (subactivities):</p> <ul style="list-style-type: none"> <li>• Identify areas where women and men can participate as part of the value chain</li> <li>• Identify which sets of skills women and men need to improve and/or develop</li> <li>• Identify and invite women and men to the training</li> <li>• Develop a training curriculum and methodology that ensures women and men have equal access to information and training opportunities and address their individual training needs</li> <li>• Provide coaching and/or post-training support</li> </ul>	<p>Number of women and men who participate in energy value chains</p> <ul style="list-style-type: none"> <li>• Change in women's and men's income</li> <li>• Change in women's role</li> <li>• Change in women's and men's self-confidence</li> <li>• Change in women's access to and control over resources</li> </ul>

Source: Adapted from SNV (2014) project monitoring document.

#### Step 4: Political and financial approval of the NAMA.

While similar to step 2, this step differs in that it formally demonstrates support for the NAMA based on some of the more detailed institutional reforms (e.g., securing a seat on the working group) and operational reforms (i.e., selecting data, MRV processes, and implementation costs).

Political and financial approvals for gender-responsive institutional and operational elements outlined in step 3 should be acknowledged. Further, these gender-responsive considerations need to be given due attention in policy documents related to the mitigation action. For instance, where NAMAs often support national climate policies or administrative ordinances, linkages to the gender elements in these policy documents should be demonstrated to strengthen support and raise awareness of gender issues.

#### Step 5: Submitting the NAMA to the UNFCCC.

This is particularly important for the category of “supported NAMAs” as the submission signals to possible funders an interest in acquiring financial and other forms of support.

Attention should be given to highlighting the institutional and operational reforms undertaken in step 3. It will be helpful to engage with international organizations that are key advocates for strengthening links between gender and climate issues in policy and practice. For instance, the organizations under the Global Gender and Climate Alliance may offer a natural point of reference as they have been long-standing advocates for more gender-responsive climate architecture at the global level.<sup>2</sup> Other key actors to engage

#### Box 3: Georgia’s Gender-Responsive Nationally Appropriate Mitigation Action

Georgia’s nationally appropriate mitigation action (NAMA) was designed to install 20,000 solar water heaters and energy-efficient stoves in rural households to reduce energy poverty, curb environmental degradation, and mitigate climate change. A defining feature of the NAMA was its aim to involve women and men equally throughout the design and implementation phases. Efforts to make the NAMA process inclusive began during conception with work conducted by Women in Europe for a Common Future (WECF) (Step 1: Scoping). Following this initial scoping, the WECF, together with nongovernment partners (i.e., Green Movement of Georgia/Friends of the Earth), maintained a continuous dialogue with the Ministry of Environment and the Ministry of Energy and Natural Resources from political approval to more detailed project design (Step 2: Political Endorsement and Step 3: Design and Formulation). This collaboration carried over to implementation when, for example, solar water training sessions were designed to benefit both women and men in the rural areas (Step 7: Implementation). The NAMA experience also helped women identify newfound interests in construction, while men did the same for maintenance and monitoring (Step 9: Reporting). All of the above, from the definition of a clear gender goal to the design that brings women and men into the process as implementers and beneficiaries, makes this a gender-responsive NAMA.

Source: Bock et al. 2015.

<sup>2</sup> Additional information can be found on Global Gender and Climate Alliance’s website at <http://gender-climate.org/>

with include development banks and bilateral funders since climate financing is continually diversifying, and there is a growing interest in blending different forms of support for gender-responsive climate actions. Networking and outreach efforts should precede this step and continue throughout the remaining steps.

### Step 6: Approval by international organizations.

This step comes at a pivotal juncture as it involves the main domestic proponents of the climate action and also the eventual selection by international NAMA funders.

It is important to underline the potential streams of benefits that might flow from the NAMA for women and men. The more forethought that is made into securing these benefits, the more likely the NAMA will have built-in champions that could strengthen its implementation and maximize its impacts on GHGs. Gender-responsive NAMA claims are likely to be more equitable and more effective and efficient (Adams et al. 2014). During this phase, project proponents should consider multiple forms of support beyond financing for mitigation action and technology.

### Step 7: NAMA implementation.

As this involves assigning responsibilities and resources to implementing agencies, it will likely involve coordination between agencies and stakeholders at the national level, and delegation and collaboration at the local level.

Efforts should be undertaken to strengthen engagement with the gender stakeholders though this cross-agency coordination will often be only the beginning of the implementation process. To sustain gender integration throughout implementation, additional effort to extend lines of communication and capacity building to stakeholders will be needed at the local level. The type of capacity building is likely to depend on the sector and the location of the NAMA, and thus tailored to the needs of the community or locale in question. There is also a possibility that the NAMA is structured as a set of enabling reforms (such as financial incentives or capacity building programs) designed to support the replication and scaling of gender-responsive projects. This could, for example, include a NAMA focused on biogas that assists capacity development and regulatory reforms demonstrating a gender-responsive approach to biogas implementation and policy support actions.

### Step 8: The MRV framework.

As discussed in the operational reforms in step 3, design of indicators, monitoring protocols, and verification procedures will be needed for GHGs and the socioeconomic impact on women and men. This step involves the practical application of that framework.

As suggested in step 3, the application of the framework will need to involve both the climate and gender indicators. The framework will also likely need to be reviewed as unanticipated challenges may arise. A periodic review will be facilitated if there is already a well-designed, effective engagement with relevant agencies (including agencies with a gender remit and women's groups) to agree on the adjustments to core elements of the MRV framework that can be made while retaining the framework's initial spirit.

**Step 9: Reporting to international donors.**

The final step mirrors step 8 but with a greater focus on international reporting.

There is significant potential for attracting additional attention and finance that might, for instance, help replicate similar projects. If coupled with promotional efforts that highlight the gender impacts, it may also lead to similar gender-responsive approaches being customized in other countries and contexts.

# 4

## Developing Gender-Responsive Mitigation Funding Proposals

**G**ender-responsive climate actions are critical to unlocking new flows of climate finance for women and men. Developing funding proposals that are consistent with those actions is just as essential. This section provides an overview of some of the considerations to develop a gender-responsive proposal for the newly formed Green Climate Fund (GCF), beginning with an overview of the GCF. Initially mentioned in the Copenhagen Accord (COP 15) and then further detailed in the Cancun Agreements (COP 16), the GCF has been created to help “promote a paradigm shift towards low-emissions and climate-resilient development” (GCF 2016b). This is particularly important because the GCF will finance a portion of the \$ 100 billion in annual climate finance to be allocated by 2020 (UNFCCC 2009).

The GCF is unique in that its mandate calls for operations in its portfolio to have a “gender-sensitive approach.” As a result, its Gender Policy and Action Plan 2014–2017 goes further than any international funding mechanism in integrating gender into its operational modalities. It also builds upon and extends gender-relevant policies and approaches used by multilateral development banks and advocated by international nongovernment organizations. This includes, for instance, the Climate Investment Funds (CIF) that are managed by the multilateral development banks.

In early 2015, the GCF developed a proposal template based on its six main investment criteria. The criteria included sustainable development potential and thus demonstrated a commitment to “development first” mitigation. The GCF emphasizes that environmental, social, and economic co-benefits should all be delivered by the proposed project and/or program under these criteria (see Box 4). GCF proposals should also be consistent with environmental and social safeguards (ESS), as the GCF is to be “accessed against the GCF’s fiduciary principles and standards, ESS and gender policy” (GCF 2016a). While the GCF is still in the formative stages of its development, there is a danger that gender consideration is relegated to ticking the box on a project proposal application. This danger is heightened by the lack of concrete examples on how policy makers and other proponents would develop proposals. Arguably, the best time to influence the operation of the GCF is before its approval mechanisms become too institutionalized.

#### Box 4: The Green Climate Fund's Funding Proposal Outline

- A. Summary
- B. Detailed Description
- C. Rationale for GCF Involvement
- D. Expected Performance against Investment Criteria
  - D.1. Impact Potential
  - D.2. Paradigm Shift Potential
  - D.3. Sustainable Development Potential
  - Describe environmental, social, and economic co-benefits, including the gender-sensitive development impact.
  - D.4. Needs of the Recipient
  - D.5. Country Ownership
  - D.6. Efficiency and Effectiveness
- E. Appraisal Summary
- F. Implementation Details
- G. Risk Assessment and Management
- H. Results Monitoring and Reporting
- I. Timeline

GCF = Green Climate Fund.

Source: Adapted from GCF. 2015.

This section offers a description of how gender can be integrated into the GCF concept note. Concept notes for proposals for climate finance tend to follow a relatively uniform structure. There are typically four main sections: (i) the proposal overview, (ii) implementing arrangements, (iii) financing and costing information, and (iv) assessing and tracking progress. The following is a review of these elements and highlights how gender considerations can be integrated into each of these sections:

#### The Proposal Overview

The starting point for most climate proposals is describing the key objectives, the main activities, and country ownership. This tends to involve explaining what the project aims to achieve in terms of mitigation and other sustainable development concerns, detailing the activities that will help achieve these objectives, and highlighting linkages to relevant national policy and regulatory frameworks.

To make the proposal gender-responsive, the following considerations should be taken into account while drafting the proposal. For the overall objectives, project proponents should include at least one specific gender objective. Gender objectives can be classified as follows:

- (i) **Socioeconomic welfare.** Addresses the drudgery of women's and men's work and livelihoods as well as possible health implications of undesirable working and living conditions.

- (ii) **Productivity.** Enables women and men to participate in socioeconomic activities or increase their productivity and/or efficiency as a result of the proposed activities.
- (iii) **Empowerment and/or equality.** Engages women and men in nontraditional roles and opportunities; for example, women and men work together in a new social enterprise and control the revenues earned from said participation.

In planning objectives, when developing project activities, project proponents should contemplate the potentially positive and negative effects on women and men and conceive of ways to make criteria and procedures for engaging in that activity inclusive. To illustrate, meeting times for project development should be set to accommodate both men's and women's schedules. Gender-responsive activities may be necessary to ensure that women and men can benefit from the initiative (this may include specific trainings to enhance the skills of women to match those of men, accounting for literacy levels of women and men when designing project training and communication products, organizing women's and men's focus groups to ensure their inputs are recorded, etc.). Finally, to demonstrate national ownership, efforts should be made to underline meaningful linkages with relevant gender policies, gender elements in climate policies, and commitments to international agreements promoting gender equality (this includes the Convention on the Elimination of All Forms of Discrimination against Women).

A fundamental component will be a gender analysis that provides insights into the context into which the proposed activities will be introduced, including identification of barriers and rationale for the proposed interventions. The main gender roles and gaps that shape the relations between women and men in the locality where the project will take place (i.e., roles may vary within countries and regions and within ethnic and age groups) and the part these may play in the type of intervention conducted (i.e., energy, agriculture, water management, forestry, etc.) should also be described.

### The Implementing Arrangements

The second section of a proposal involves describing the main implementation team, the national and local agencies supporting implementation activities, and any partnerships that could help broaden the impacts of the project beyond mitigating GHGs.

To make the proposal gender responsive, the following refinements should be considered.

- (i) **Mapping of key stakeholders.** This will identify actors with gender expertise and/or the mandate to work toward gender equality. Based on the mapping, a lead implementation team should be formed. Ideally, this team will be guided by a professional with gender and social development expertise. This professional's role should be clearly spelled out in the design and execution of the proposal.
- (ii) **Gender balance.** There should be an effort to bring a gender balance to the composition of the implementation team and to develop a shared appreciation of why and how gender can be mainstreamed across relevant activities.
- (iii) **Supporting institutions.** An agency with a gender remit and/or past experience in gender issues should be given responsibilities in implementation plans. This may include a national women's affairs ministry or a gender committee within an existing line ministry.



- (iv) **Institutional relationships.** The division of labor between the lead climate and gender organizations should be clearly described. If it proves difficult to identify the relevant capacities and knowledge base within the government, partnerships with national and international nonstate actors should be considered. This may be particularly important for an initial run of a gender-responsive mitigation activity.

### The Financing and Cost Information

A third critical section of the proposal is the budgeting. This piece should include an itemized listing of the costs of the main activities and a financial analysis of the returns over the lifetime of the proposal. As the project is seeking climate finance, there should be a particular emphasis on the level of this support and the amount of GHGs mitigated from the project (i.e., the cost-effectiveness) that will require linkages with section four on assessing and tracking performance.

To make the financing elements more gender responsive, the following additions should be made.

- (i) **Budget line.** Budget line(s) should clarify gender-specific activities, as a lack of resources can undermine these activities. Every effort should be made to ensure that these estimations are consistent with realities on the ground.
- (ii) **Effects on social conditions and sustainability.** On a related note, there is need for a discussion of the effects activities will have on actual social conditions, as well as the sustainability of the proposed activities. A proposal that is well aligned with different stakeholder needs will tend to have a longer lifetime. Demonstrating why and how this could happen will arguably make the proposal more appealing to potential funders.

### Assessing and Tracking Performance

The fourth section of the proposal involves the data and information to track performance. This section should include a listing of the data and the data-gathering process needed to understand a project's GHG mitigation potential. This will necessitate identifying existing sources of frequent activity data and context-specific emissions factors; the product resulting from activity data and emissions factors can help generate an emissions baseline against which to compare actual emissions during the implementation of the project. This information will also feed into the financing and cost information in the previous section.

- (i) Since mitigation can deliver benefits above and beyond combating climate change, the proposal should lay out what kinds of data, reporting mechanisms, and verification procedures will be used to quantify these additional benefits. A logical starting point for co-benefits related to gender equality would be the targets and indicators outlined in the SDGs, as gender equality is a crosscutting theme in nearly all of the 17 goals. To make the assessment and tracking more comprehensive, the project proponent should also include some of the co-benefits in Box 5 with a particular emphasis on their aggregate and gender-disaggregated effects.

### Box 5: A Gender Perspective on Co-benefits

#### Economic co-benefits

- What is the total number of jobs created for women and men?
- Has the project made production activities more efficient? If so, are women and men equally benefiting from this improvement (or do differences exist in the distribution of benefits)?
- Are women and men granted equal access and control of the economic benefits from the project? Why or why not?
- Are women and men equally benefiting from income generated from the project? Please explain.

#### Social co-benefits

- Has the project improved education for women and girls, or men and boys? If so, are females and males equally benefiting from this improvement?
- Are women and men equally benefiting from improved health and safety? Why or why not?
- Are women and men equally benefiting from increased time savings? In the case of additional job creation, has this led to an increased rather than a decreased workload on women or men? If so, is this perceived as a positive or negative impact?

#### Environmental co-benefits

- How are women and men equally benefiting from improved air quality?
- How are women and men equally benefiting from improved soil quality?
- How are women and men equally benefiting from enhanced biodiversity conservation?

#### Participatory co-benefits

- Are women and men equally benefiting from increased participation in decision-making processes? Why or why not?
- Are women and men equally benefiting from increased capacities to participate in decision-making processes for women and men? Why or why not?

Source: Authors.

- (ii) The monitoring and evaluation system should similarly ensure that the information for tracking progress, particularly those related to co-benefits, can be collected at regular intervals. To reduce some of the transaction costs that are likely to come from the increased data collection needs, women and men beneficiaries actively participate in the monitoring and evaluation process of the project.

The four sections covered above are not exhaustive of the types of possible considerations in proposal development. For example, a project implementation schedule will be needed that should, similar to the budget, include gender-related activities. Another refinement would involve going beyond a simple listing of possible gender impacts to clarify how gender can be integrated into the core elements of a funding proposal.

# 5

## Conclusion

**T**he previous section offered guidance that policy makers, proposal developers, and other stakeholders can employ to mainstream gender into mitigation actions and funding proposals. This guidance meets a need driven by an ongoing shift in orientation of mitigation actions (initiated with NAMAs and expanded with INDCs) that deliberately recognize benefits beyond GHG mitigation. It also reflects the GCF's commitment to supporting actions that advance a gender-sensitive approach to climate finance.

A few additional considerations merit reflection. First, the application of these guidelines is likely to be challenging. Due to the unique features of the sectors and countries, moving from step 1 to step 9 or through the four proposal sections is unlikely to happen smoothly in practice. Rather, it will more likely require equal parts patience, persistence, and ingenuity to move a policy or proposal forward. In the ADB project that informs these guidelines, one of the principal challenges is identifying a champion to lead this process. A related challenge is finding a sympathetic ear from those who are not natural allies of more socially inclusive forms of climate planning.

Second, while the guidelines concentrate on NAMAs and INDCs, they could equally well apply to other forms of climate actions. These could include national or local climate strategies that are not affixed with an international label or so-called low-emissions development strategies (that are promoted instead or in combination with those actions featured here). Many of the recommendations could also apply to adaptation actions—though this is not their main purpose.

Third, there are clearly overlaps between the nine steps for a climate action and the four main sections for a funding proposal. Of particular note is that the more operational elements of the planning process (setting indicators and evaluating their performance) are closely related to outlining the objectives and evaluating performance in the first and fourth sections of the proposal guidelines. Efforts should therefore be made to align these two activities to the greatest extent possible. It is also worth noting, however, there are important distinctions in these nine steps and target areas: most notably, the scale of the proposal is likely to be smaller and fit within a larger climate action.

Finally, for some users it may be easier to work through a template with guiding questions to develop a proposal. The appendix includes some additional materials that could meet the needs of those seeking such a tool.

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# Appendix:

## Project Proposal Template with Gender Guidance Questions

Concept notes and project proposals for climate finance tend to follow a similar structure. The template below lists the main sections of a proposal (left column), explains the considerations needed for a gender-responsive proposal (center column), and offers guidance questions facilitating the integration of gender considerations into the proposal text (right column).

**Appendix Table A: Elements of a Gender-Responsive Project Proposal for Climate Finance**

Project/Program Description		
Section	Explanation of Gender Consideration	Guidance Question(s)
<b>Project Overview</b>		
Project objective(s)	Most mitigation initiatives have two main objectives: ensuring real and effective GHG emissions reductions, and supporting sustainable development. One of the core components of sustainable development is achieving gender equality. A gender-responsive proposal, therefore, should include at least one specific gender objective (e.g., increase well-being, income generation and [technical] skills, or participation in decision-making by women and men).	<p>Does the objective(s) use gender-neutral terms (i.e., people) or mention women and men specifically?</p> <p>Does the objective identify gender gaps and focus on how to narrow these gaps?</p> <p>Is it clear what the project activities want to achieve for women and men specifically?</p> <p>Is there a discussion of how project activities might change the social roles and/or power relations?</p>
Project activity(ies)	To ensure the objectives are achieved, activities need to be described. In a gender-responsive project, the description of activities should specify how they affect women and men differently.	<p>Was a gender assessment conducted to understand how gender norms may influence the project activities prior to implementation?</p> <p>Which remedial measures could be taken to narrow gender gaps?</p> <p>Is it specified how gender tools will be used to identify gender gaps and how the findings will guide this project?</p> <p>Are there activities specifically targeting women or men? If so, is there a clear selection procedure and approach to ensure the targeted women and men are reached and appropriately invited to join the project activities?<sup>a</sup></p>

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Appendix Table continued

Project/Program Description		
Section	Explanation of Gender Consideration	Guidance Question(s)
Country ownership	The initiative must demonstrate it is in line with the government's development goals and that it respects the relevant legal and institutional frameworks, including those policies and mandates related to gender equality.	<p>Is there coherence and alignment with the country's policies and priorities on gender equality (including the Convention on the Elimination of All Forms of Discrimination against Women and SDGs)?</p> <p>Do the country's climate policies (including the INDC) recognize gender equality? If so, is this recognition reflected in the project proposal?</p> <p>Does the proposal recognize or mention a correlation with the national gender equality policies and framework (i.e., acceptance of international agreements such as the Convention on the Elimination of All Forms of Discrimination against Women, reporting to the Beijing Platform, SDGs, etc.) as a guide for working toward sustainable development?</p>
Implementing arrangements		
Implementation team	Activities must be guided by a person with gender and social development expertise to ensure proper implementation of gender activities. This expert should be part of the implementation team.	<p>Is at least one member of the implementation team a gender expert?</p> <p>Is at least one member of the implementation team responsible for gender and social development?</p> <p>Is the implementation team gender-balanced or does it at least include both women and men?</p> <p>Does the implementation team have knowledge and understanding of why and how to consider gender in their project activities?</p>
Implementing arrangements	Activities need to be supported by national and local agencies with knowledge of gender issues in the host country.	<p>Do the implementing arrangements include host country agencies and organizations with the knowledge and capacities to work on gender issues?</p> <p>Does the proposal clarify the relationship between the above agencies and organizations with climate change or other sector expertise?</p>
Institutional partnerships	It may be possible for the lead institution to seek collaboration with other organizations to enhance its gender expertise.	<p>Does the lead institution have a strong track record on gender?</p> <p>If not, does the lead institution partnering with institutions have a strong track record on gender?</p>
Financing/Cost Information		
Budget lines	This item refers to outside financing. It is important to ensure there is a budget line(s) for specific gender activities as a lack of resources can undermine implementing gender-responsive activities.	<p>Are the budget lines for supporting gender-responsive activities clear in the budget?</p> <p>Are the budget lines consistent with the gender assessment and the reality of the project?</p>
Evaluating and Tracking Performance		
Climate impact potential	This is measured chiefly in GHG emissions reductions.	

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Appendix Table *continued*

Project/Program Description		
Section	Explanation of Gender Consideration	Guidance Question(s)
Sustainable development potential	Mitigation initiatives have the possibility to contribute to wider development goals (co-benefits), for example, increasing energy access (SDG 7) and achieving gender equality (SDG 5). For this item, it is important to disaggregate the benefits by sex where applicable.	<p><i>Economic co-benefits</i> How many jobs were created for women and men?</p> <p>Did the project make production activities more efficient? If so, are women and men equally benefiting from this improvement (or do differences exist in the distribution of benefits)?</p> <p>Are women and men granted equal access and control over the economic benefits from the project? Why or why not?</p> <p>Are women and men equally benefiting from income generated from the project? Why or why not?</p> <p><i>Social co-benefits</i> Has the project improved education for women/girls or men/boys? If so, are females and males equally benefiting from this improvement?</p> <p>Are women and men equally benefiting from improved health and safety? Why or why not?</p> <p>Are women and men equally benefiting from increased time savings? In the case of additional job creation, has this led to an increased rather than a decreased workload on women or men? If so, is this perceived as a positive or negative impact?</p> <p><i>Environmental co-benefits</i> Are women and men equally benefiting from improved air quality? Why or why not?</p> <p>Are women and men equally benefiting from improved soil quality? Why or why not?</p> <p>Are women and men equally benefiting from enhanced biodiversity conservation? Why or why not?</p> <p><i>Participatory co-benefits</i> Are women and men equally benefiting from increased participation in decision-making processes? Why or why not?</p> <p>Are women and men equally benefiting from increased capacities to participate in decision-making processes for women and men? Why or why not?</p>

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Appendix Table *continued*

Project/Program Description		
Section	Explanation of Gender Consideration	Guidance Question(s)
Monitoring and evaluation	The monitoring and evaluation system should ensure that the information for tracking progress, particularly those related to co-benefits, can be collected in a sex-disaggregated manner.	<p>Are the necessary monitoring and evaluation systems in place for identifying co-benefits?</p> <p>Do those monitoring systems identify whether women or men are the recipients of these benefits?</p> <p>Are the indicators presented in a sex-disaggregated manner in the proposal?</p> <p>Do women and men beneficiaries actively participate in the monitoring and evaluation process of the project?</p>

- <sup>a</sup> The following questions can support further identification of whether an activity is conducted in a gender-responsive manner: Do trainings and meetings allow for the existing knowledge or knowledge gaps between women and men? Are trainings and meetings planned at times and locations accessible to women and men? Is there a description of how women and men will be engaged in the production, marketing, servicing of the technology and/or the mitigation activities planned as part of the project activities? Are men and women's literacy levels and ease of access to information considered when the information is shared for project activities?

Source: Authors.

## **Mainstreaming Gender into Climate Mitigation Activities**

### ***Guidelines for Policy Makers and Proposal Developers***

Actively engaging women in climate mitigation activities can yield multiple benefits, including improved jobs, better livelihoods, and more equitable revenue flows. Efforts are moving forward to design climate funding mechanisms to help capture these benefits, but policy makers and other stakeholders need more guidance on designing gender-responsive climate policies and funding proposals. The guidelines in this publication fill this void. It is hoped that these guidelines would equip policy makers with pragmatic advice on how to mainstream gender into climate change mitigation actions and funding proposals. This publication reflects on applications for the guidelines as well as relationships between climate planning and funding proposal.

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ADB's vision is an Asia and Pacific region free of poverty. Its mission is to help its developing member countries reduce poverty and improve the quality of life of their people. Despite the region's many successes, it remains home to a large share of the world's poor. ADB is committed to reducing poverty through inclusive economic growth, environmentally sustainable growth, and regional integration.

Based in Manila, ADB is owned by 67 members, including 48 from the region. Its main instruments for helping its developing member countries are policy dialogue, loans, equity investments, guarantees, grants, and technical assistance.



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