



More than an add-on?

Evaluating the integration of gender in
Green Climate Fund projects and programs

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ACRONYMS

ADB	Asian Development Bank
AfD	Agence Française de Développement, France
AfDB	African Development Bank
APR	Annual Performance Report
APPR	Annual Portfolio Performance Report
DOE	Department of Environment, Antigua and Barbuda
EBRD	European Bank for Reconstruction and Development
EDA	Enhanced Direct Access
EIF	Environmental Investment Fund, Namibia
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMS	Environmental and Social Management System
ESS	environmental and social safeguards
FAO	Food and Agriculture Organization of the United Nations
FMO	Nederlandse Financierings-Maatschappij voor Ontwikkelingslanden, The Netherlands
FP	Funding proposal of the Green Climate Fund
FPIC	free, prior and informed consent
GAP	gender action plan
GCF	Green Climate Fund
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit, Germany
GRM	grievance redress mechanism
IFAD	International Fund for Agricultural Development
IFI	international financial institution
IRM	Independent Redress Mechanism of the Green Climate Fund
iTAP	independent Technical Advisory Panel of the Green Climate Fund
KfW	Kreditanstalt für Wiederaufbau, Germany
LGBTQ	lesbian, gay, bisexual, transgender and queer or questioning people
MFS	Mobilizing Funding for Scale
MSME	micro, small and medium-scale enterprises
NEFCO	Nordic Environment Finance Corporation
PAP	Proposal Approval Process of the Green Climate Fund
PKSF	Palli Karma-Sahayak Foundation, Bangladesh
PMU	project management unit
P/Ps	projects/programs (used only in the Executive Summary)
PSEAH	prevention of sexual exploitation, abuse and harassment
REDD+	reducing emissions from deforestation and forest degradation in developing countries, and the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks
RBF	results-based financing
SAP	Simplified Approval Process of the Green Climate Fund
SEAH	sexual exploitation, abuse and harassment
SGBV	sexual and gender-based violence
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
WFP	World Food Programme
WUTMI	Women's United Together Marshall Islands

EXECUTIVE SUMMARY

INTRODUCTION

■ The worsening climate crisis threatens and affects all humanity, although not uniformly. Existing gender inequalities, resulting from persistent gender discrimination, aggravate climate change impacts. Marginalized gender groups, especially women and lesbian, gay, bisexual, transgender and queer or questioning (LGBTQ) people, will continue to be disproportionately impacted.

This is the first in-depth independent study by Green Climate Fund (GCF) civil society observers to analyze the extent to which the GCF, the largest global multilateral climate fund and the first one to mandate gender integration from its outset, considers gender impacts of its funding portfolio. GCF gender equality commitments are anchored into its core operational policies and detailed in its Gender Policy. Given GCF's core financing role to support developing country compliance with the Paris Agreement and its Governing Instrument promise to "promote the paradigm shift towards low-emission and climate-resilient development pathways", the study scrutinizes whether the GCF applies project/program (P/P) funding in a gender transformative way, essential to achieve effective, efficient, equitable gender-responsive climate actions. If successful, the GCF, with its diverse, comprehensive and growing network of public and private implementation partners, could signal to the broader climate finance architecture how to do so.

Since many of the young GCF's approved P/Ps are in initial implementation stages, the study primarily assesses 'quality-at-entry' gender integration efforts of P/P documents submitted to the GCF Board for approval. It analyzes how GCF is fulfilling its mandatory requirement to address inequitable climate change impacts on women and marginalized gender groups and recommends how P/Ps can strengthen gender 'quality-at-implementation' to improve portfolio outcomes.

The study highlights the need for the GCF to ensure that all approved P/Ps: treat gender equality as a core determinant for successful implementation outcomes; avoid 'sidelining' gender considerations into separate unconnected exercises, instead connecting gender issues to climate, economic and non-climate environmental outcomes and other co-benefits; and ensure aggregate portfolio impacts contribute to the broader transformation the GCF is tasked to promote, including overcoming the still prevailing climate finance practice of treating gender considerations as 'add-ons'.

METHODOLOGY

■ The study's evaluation framework comprises 27 ecofeminist indicators and sub-indicators (section 2.2; Table 4) which we applied to analyze a sample of 30 public and private-sector P/Ps spanning the GCF's varied financing and access modalities, pilot programs and risk categories (Annex 1). The 27 indicators and sub-indicators are grouped into four thematic clusters presented in the recommendations section below.

Our deep GCF document analysis scores each P/P 'Strong', 'Adequate' or 'Weak' on each of the 27 ecofeminist indicators and overall (Tables 3 & 4), revealing that even the best of the 30 sample P/Ps overall only did an 'Adequate' job, while the majority displayed significant weaknesses. It highlights good and bad practice examples for each indicator and overall. Since the sample mirrors main GCF portfolio characteristics (Table 2), the study's findings are reasonably indicative of overall portfolio trends, although not entirely due to insufficient transparency of private-sector P/P data.

FINDINGS AND RECOMMENDATIONS

Overarching Finding: Most sample P/Ps (90%) fail to fulfill GCF's Governing Instrument and Gender Policy mandate to promote gender equality in all P/P Gender Action Plans (GAPs), components and monitoring frameworks. Failure to strengthen women and LGBTQ people's rights, agency and voice diminishes GCF's success in addressing disproportionate negative climate change impacts on gender vulnerable people.

Overarching recommendation: All GCF P/Ps must address gender issues robustly and comprehensively across all P/P cycle stages.

Recommendations to improve GCF gender integration based on 27 indicator and sub-indicator questions (numbered below under four thematic clusters; detailed in Table 4).

1st Cluster – Quality of gender considerations in P/P funding proposals (section 4.1).
All GCF P/Ps must:

- **Make gender equality a core part of P/P narratives** (1a & 1b) as over a third of our sample fail to do so. Include gender-equality goals as over half of our sample do so weakly or not at all.
- **Provide gender-disaggregated beneficiary targets and baselines** (2) to describe how different gender groups will benefit equitably from activities and monitor gender-equality implementation progress since half of P/Ps neither mention the gender of beneficiaries nor include any gender-disaggregated data.
- **Elaborate gender co-benefits in detail** (3) including synergies with climate actions, non-climate environmental issues, economic and other co-benefits, since two-thirds of the sample fail to do so.
- **Budget and allocate adequate gender-related expenditures as core P/P costs** (4a) to increase climate-affected marginalized gender-groups' access to climate finance and reduce gendered financial exclusion. Only one P/P budget does so strongly while almost half never mention women or other marginalized gender groups.
- **Increase access of women's/local groups to P/P funding** (4b) either by directly funding them or indirectly employing them in executing entity activities during implementation. Over half of P/Ps entirely fail to do so.

[2nd Cluster](#) – Other P/P documents’ understanding and analysis of gender issues (section 4.2).

All GCF P/Ps must:

- **Address the intersectionality of marginalized gender groups** (5) including women, indigenous, ethnic and LGBTQ minorities in proposed climate actions. Almost no sample P/Ps do so.
- **Include people with marginalized gender and sexual identities** (6) in designing P/P interventions to ensure everyone benefits equitably. No P/Ps propose actions to include marginalized gender groups while only 17% in the sample mention them.
- **Acknowledge and address sexual and gender-based violence (SGBV) and sexual exploitation, abuse and harassment (SEAH)** (7) systematically to ensure that women and marginalized gender groups are not victims by including targeted actions, not just awareness raising in risk mitigation frameworks, which the vast majority of sample P/Ps fail to do.
- **Base assessments of P/P gender dynamics on consultations and site visits, not just desk studies** (8) to collect primary quantitative and qualitative data. While many P/Ps excel in doing so, some only provide inadequate literature reviews.
- **Integrate gender assessment findings into overall P/P design before seeking Board approval** (9a) to prevent potential harmful gendered impacts during implementation. Unfortunately 60% of P/P designs ignore rather than integrate contents of excellent P/P gender assessments.
- **Address gender harm and challenge gender norms and power imbalances (9b) through targeting interventions** in the mandatory gender assessment to prevent cementing or exacerbating existing gender inequities. Not one project does so strongly while 27 (90%) fail to do so at all.
- **Analyze and take into account potential impacts on the gender division of labor** (10), especially women’s disproportionate unpaid domestic and reproductive labor burden; provide safeguards to ensure P/Ps do not entrench or exacerbate them; and design and implement measures to reduce gender-unequal labor norms including reducing pay inequity and opening women’s access to male-dominated jobs. Only two projects do so strongly.
- **Ensure GAs include adequate budgets, indicators, responsibility breakdowns and timelines to attain accountability and tractability** (11) throughout P/P implementation and present a detailed budget for each activity. With 73% of P/Ps doing so strongly or adequately, this indicator is more solidly addressed than most.
- **Allocate adequate GA funding with detailed cost breakdowns in overall core budgets to engage and build local gender expertise** (4c) as a requirement for Board P/P approval. Strong preference should be given to local rather than international experts. Only 7% of GAs do so strongly; 60% adequately; and 33% weakly.

[3rd Cluster](#) – P/P gender risk management through safeguards, grievance and compensation procedures (section 4.3). All GCF P/Ps must:

- **Strengthen and fully disclose gender-responsive safeguards and risk mitigation and monitoring frameworks to prevent potential gender harm** (12) that disproportionately impacts women and other marginalized gender groups. No P/Ps sampled do so strongly. Also end current practices of redacting private sector proposals and not disclosing relevant annexes, which prevent affected stakeholders from assessing and redressing potential harms.
- **Operationalize gender-responsive and inclusive free, prior and informed consent (FPIC) procedures** (13) to provide all P/P-affected people including women, LGBTQ and Indigenous Peoples the right to consent or object to P/Ps before appraisal and throughout the P/P cycle. Only 30% of sampled P/Ps strongly or adequately promote FPIC procedures.

- **Develop and disclose information about gender-responsive P/P-level grievance redress mechanisms (GRMs) to P/P-affected people** (Indicator 14) who must also be informed of their right to access the Fund-level Independent Redress Mechanism directly without first exhausting GRM procedures. Almost half of projects insufficiently mention GRMs.
- **Require compensation for harm disproportionately impacting women and other marginalized gender groups** (15) such as indebtedness, SGBV, and displacement, even if such impacts were not anticipated. Only one sample project does so comprehensively.

4th Cluster: P/P treatment of marginalized gender groups, Indigenous Peoples and local communities' agency and priorities (section 4.4). All GCF P/Ps must:

- **Ensure full and effective participation of local women and other gender groups in P/P planning and design** (16a) to facilitate including their experiences and capacities in P/Ps. Commendably two thirds of P/Ps strongly or adequately do so.
- **Ensure full effective participation of national gender machineries and women's organizations in P/P implementation** (16b) to ensure they can exercise agency. Codify their participation in functions such as oversight and/or executing entities. No projects excel at this but 60% do so adequately. Most of the remaining 40% fail to do so.
- **Include local gender experts in P/P management units and oversight** (17a) and provide gender capacity building for executing entities and partners. Only 7% of sample P/Ps robustly do so.
- **Involve women's organizations and national gender machineries in P/P implementation structures as executing entities or on advisory or oversight boards** (17b). Only 7% of sample projects do so well.
- **Involve local women, LGBTQ people, other grassroots and Indigenous Peoples and experts in advisory and oversight boards** (17c) to include their voices, experiences and local and traditional knowledge. 57% of P/Ps barely or not at all do so.
- **Improve transparency to disclose and disseminate full P/P information** (18) to all affected persons in accessible formats and local languages, accounting for gendered literacy. This would facilitate meaningful stakeholder engagement, FPIC or refusal throughout the project cycle especially in private sector P/Ps which redact and withhold information. Two thirds of P/Ps do so strongly or adequately.
- **Include gendered indicators in the results management framework and systematically collect and analyze gender-disaggregated monitoring and evaluation data** (19) in individual P/P components and overall to ensure transparent, accountable gender equality outcomes. Connect GAPS to overall P/P targets and outcome indicators throughout the project cycle. 30% of P/Ps do so strongly; 50% adequately.

Non-gender focused high-level recommendations include that all GCF P/Ps must:

- **End support for large complex private-sector programs** with sub-projects that lack transparency and accountability due to proprietary information and lack touch with affected populations. Instead favor locally-determined public projects that are more likely to accrue sustainable gender equality and climate change outcomes and other co-benefits.
- **Avoid uncritical support for microfinance** that assumes uniform benefits for poor people. Microcredit debt is especially harmful for women who are disproportionate borrowers. Grants should be favored over loans.
- **Prioritize considering risks to P/P-affected people** instead of to implementing entities and executing partners. GCF P/Ps more commonly address commercial risks to financial intermediation partners than gender, other social and climate risks affecting women and LGBTQ people.

1. INTRODUCTION

■ The worsening climate crisis threatens and affects all of humanity, although not everybody in the same way. Due to existing gender inequalities, which are a result of persistent gender discriminations and gender norms that aggravate climate change impacts, marginalized gender groups and especially women and lesbian, gay, bisexual, transgender and queer or questioning (LGBTQ) people are often disproportionately impacted.



Human rights-centered and gender-responsive climate financing mechanisms and funding allocations are therefore needed as a matter of equity and climate justice, as well as efficiency and effectiveness in climate finance provision.



Public climate funds, as core enablers of wider climate finance flows, are obligated to take the lead. The Green Climate Fund (GCF) in particular should use its funding in a transformative way, and as a matter of effectiveness, equity and efficacy pursue the best possible gender equality and climate outcomes in GCF funded projects/programs.

This study, jointly conducted by the Heinrich Böll Stiftung Washington, DC¹ and Gender Action², focuses on the GCF, the largest multilateral climate fund, because of its unique promise and potential as the first multilateral climate fund to mandate gender integration from the outset of its operations and because of its important signaling function to the broader climate finance architecture. The GCF, building in its operationalization of own policies and procedures on the experiences from other climate funds and development finance institutions and their respective gender integration approaches and challenges, should therefore be in a position to apply lessons learned from those and could potentially showcase new, better practice in financing gender-responsive climate actions.

Using an ecofeminist approach,³ this study analyzes whether and the extent to which a sample of approved GCF projects and programs succeeds in thoroughly integrating gender equality considerations in a way that addresses the disproportionate negative impacts caused by climate change on women and LGBTQ people and strengthens their rights, agency and voice in funded climate actions.

¹ The Heinrich Böll Stiftung Washington, DC has monitored the GCF since its design phase in 2010 and throughout its operationalization and current operations, including by providing technical expert inputs and advocating as part of wider civil society coordination efforts for continuous improvements of policies, guidelines, frameworks and the GCF's funding portfolio. A special focus of this work starting in the early years of the GCF has been on improving the gender-responsiveness of the GCF. See <https://us.boell.org/en/green-climate-fund-gcf-dossier> and especially <https://us.boell.org/en/2014/10/09/gender-gcf>.

² Gender Action holds International Financial Institution (IFI) investments accountable for harmful gender and environmental impacts. Through advocacy it pushes IFIs - the world's largest public development investors - out of fossil fuel investments that imperil our planet's survival. Gender Action advocacy applies an ecofeminist approach to ensure marginalized gender groups, especially women whose livelihoods and unpaid labor depend heavily on agriculture and natural resources, and LGBTQ people who disproportionately suffer socioeconomic exclusion, participate in public climate solutions.

³ Section 2.2 explains this study's ecofeminist gender analysis of climate change impacts.

The study attempts to address the following key research questions:

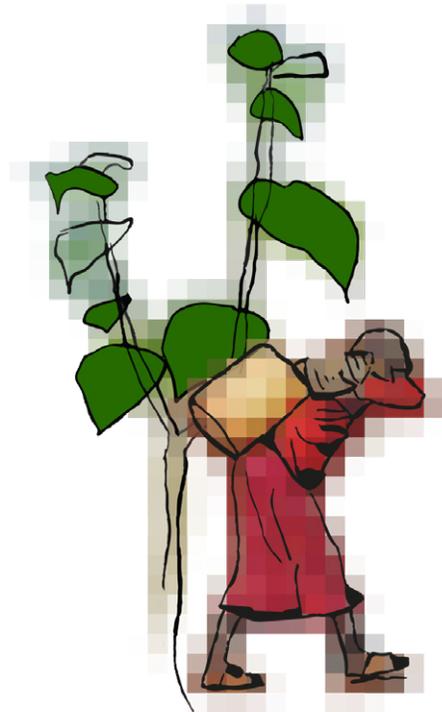
- To what extent do projects and programs approved by the GCF fulfill the mandatory gender integration requirements under the Fund's policies and procedures, especially its Gender Policy?
- Is compliance with those GCF gender integration requirements adequate/sufficient to address existing inequitable climate change impacts on women and marginalized gender groups,
 - In the specific project/program context?
 - With more transformative broader gender equality impacts in the host country/ies of the climate intervention(s)?
 - Across the GCF funding portfolio?
- What are key recommendations to improve or refocus existing GCF project/program gender integration efforts in order to improve the gender equality and climate change outcomes of individual GCF projects/programs as well as the overall GCF portfolio?

The findings of the analysis and answers to these key research questions, are organized as follows in this report:

- The remainder of this [introductory chapter](#) provides some key background information on the GCF and explains why the GCF was chosen as the focus of this study on gender integration in climate finance.
- [Chapter 2](#) presents the methodology used for this study, including the selection of a sample of 30 approved GCF projects/programs, and the framework of 27 ecofeminist indicators against which the sample projects/programs were scored for gender equality and climate change outcome "quality-at-entry".
- [Chapter 3](#) provides a summary of the key analytical findings. Section 3.1 ranks the 30 analyzed projects/programs in a summary table from best to worst performers, based on their aggregate scores (Table 3). It highlights some of the most prominent trends observed across the sample of 30 GCF projects/programs, clearly indicating improvements are needed, not just for the sample, but likely for the wider GCF portfolio of approved projects and programs. Section 3.2 presents the key findings from an alternative perspective, that is, by highlighting performance patterns across the spectrum of the 27 indicators. This information is summarized in Table 4.
- [Chapter 4](#) provides a more detailed description of the analytical findings' underlying strong, adequate and weak project/program scores on each of the 27 individual indicator questions, clustered into four groups. This chapter highlights strongest and weakest project/program indicator scoring examples to provide lessons for future design and implementation of all projects/programs. It indicates which indicators need greater attention in project/program documents, and provides indicator-specific recommendations for how to improve gender integration in the GCF project/program portfolio more broadly.
- [Chapter 5](#) takes an initial look at available evidence for accounting for gender equality and climate change outcomes for GCF project/programs under implementation ("quality of implementation") by drawing on available published performance reports at GCF project/program as well as portfolio levels mandated under the GCF monitoring and accountability framework.

- **Chapter 6**, drawing on the detailed indicator-by-indicator analysis in Chapter 4 and general observations proposes detailed recommendations, organized by thematic clusters for how gender equality and climate change outcomes of the GCF portfolio can be improved, including by proposing approaches that focus on pro-actively addressing changing gender norms and underlying systemic gender inequities and discriminations.

Finally, for each of the 30 GCF portfolio sample projects and programs reviewed, an individual document with a much more detailed individual project/program analysis is available.⁴ Each of these individual project/program analyses contains a link to the GCF website page for the project/program; classification data such as the project/program value, disbursement status, use of financial instruments, its public/private financing mixture, its thematic funding focus (mitigation, adaptation, cross-cutting), and other data (for an overview, see also Annex 1); followed by a deep project/program narrative analysis.



⁴These can be found on the website of the Heinrich Böll Stiftung Washington, DC (<https://us.boell.org/>), the website of Gender Action (<https://genderaction.org/>), and will also be published on the joint civil society website monitoring GCF policies, procedures and project/program implementation (<https://www.gcfwatch.org/>).

I

THE GCF IN BRIEF

■ As the largest dedicated multilateral climate fund, the GCF was established in 2011 with the mandate to “promote the paradigm shift towards low-emission and climate-resilient development pathways” in the context of sustainable development.^a It serves as the core channel for financial support by developed countries for climate action in developing countries mandated by the United Nations Framework Convention on Climate Change (UNFCCC) and the 2015 Paris Agreement. Following its initial resource mobilization phase (2014-2019), which netted USD 8.3 billion,^b the GCF has so far received USD 10 billion in pledges from 32 countries and two regions for its ongoing first replenishment phase (2020-2023). The GCF only began funding projects and programs^c in November 2015, but has already significantly shifted attention and the direction of public flows in the global climate finance landscape. A contributing factor in this respect is the GCF’s mandate to allocate its finances in a balanced manner for adaptation and mitigation, while ring-fencing a quarter of its resources for the most vulnerable countries.^d

As of October 2021, it has approved USD 10 billion, of which USD 6.1 billion are under implementation, in GCF financing for 190 projects and programs with a total worth of USD 37.2 billion. Unlike projects, programs establish overarching frameworks and criteria of varying granularity for decision-making for individual sub-projects by the accredited implementation partners at the time the GCF Board considers them for approval.

Working through a growing network of over 110 implementing partners, the GCF allows, in contrast to most other climate funds, for direct access^e of national, regional and sub-national accredited entities from developing countries to its funding. This is in addition to international access by the traditional implementing entities (i.e. mainly multilateral development banks, UN agencies, developed country development assistance agencies and internationally operating commercial banks).

^a See GCF Governing Instrument. It sets out the mandate and operating functions of the GCF and was approved by the 17th Conference of the Parties (COP) to the UNFCCC at 2011 in Durban, South Africa, and is annexed to decision 3/CP.17 presented in UNFCCC document FCCC/CP/2011/9/Add.1. <https://www.greenclimate.fund/sites/default/files/document/governing-instrument.pdf>.

^b GCF (2020) Status of Pledges (IRM and GCF-1). Songdo/South Korea: Green Climate Fund. https://www.greenclimate.fund/sites/default/files/document/status-pledges-irm-gcf1_3.pdf.

^c In addition to projects, the GCF also funds programs, which allow for a number of sub-projects to be decided at the level of the implementing entity. In the case of a program, the GCF Board normally approves only a funding framework, as well as eligibility criteria for sub-projects yet to be decided.

^d Under the GCF allocation framework (GCF decision B.06/06), the GCF allocates its resources 50:50 in grant equivalent terms between mitigation and adaptation, while reserving 50% of its adaptation resources for projects and programs in Least Developed Countries (LDCs), Africa and Small Island Developing States (SIDS).

^e In the direct access modality, developing country organizations and agencies, once accredited, can receive funding from the GCF without having to approach the GCF via an international entity such as a UN program or a developed country development agency.

1.1 WHY FOCUS ON THE GCF?

■ Gender integration efforts in climate finance, and in particular in some of the core multilateral climate financing instruments, have come a long way in the past ten years. For example, all major climate funds now have dedicated gender policies and corresponding gender action plans. However, significant challenges and inadequacies remain.



Too often, required gender consideration is treated as an "add-on" or a sideshow to the financed climate actions.



Instead, we argue, it should be treated as a necessary conceptual and normative framing that fundamentally informs and changes the way climate projects and programs are conceived, designed and implemented.

The GCF holds a unique promise and potential to set new best-practice standards, safeguards and approaches in international climate finance in terms of gender integration. It holds this promise, first, because the GCF is the first multilateral climate fund with a strong gender mainstreaming mandate from the outset (see section 1.2 below). Second, because of the GCF's weight in global public climate financing, its signaling function in the global climate finance architecture, and its ability to compel its vast network of implementation partners (a listing of which reads as a "Who-is-Who" of climate finance) to comply with its core gender mandates.

Given its mandate and weight, what the GCF does (or does not do) matters. For this reason this study, as the first of its kind, focuses on the GCF through an in-depth analysis of the quality of gender integration⁵ in the Fund's project/program portfolio and the extent to which it might succeed with gender-responsive implementation of funded projects and programs.

1.1.1 QUALITY-AT-ENTRY OF GENDER INTEGRATION

■ The GCF is still in its early years and many approved projects/programs are still in the initial stages of implementation. Therefore, this analysis focuses on the quality-at-entry of gender integration efforts by analyzing project/program-related documents available at the time of the GCF Board's consideration and approval of these proposals. By the time project/program proposals reach the Board for consideration and approval, they have undergone respective due diligence reviews by the GCF Secretariat as well as the independent Technical Advisory Panel (iTAP) holding GCF accredited entities to account for their initial 'at entry' compliance with the requirements of the Fund's gender policy and its investment framework to check that gender considerations were adequately integrated in proposal packages.

⁵ Gender mainstreaming is the mandated approach stemming from the GCF Gender Policy (and related mandates), which is supposed to require gender integration into the project/program portfolio (from design to implementation and monitoring), ultimately leading to gender equality in GCF investments.

'Quality-at-entry' in this study thus means the quality of gender integration details and the granularity of intended gender integration implementation steps as reflected in the project/program proposal documentation. Even with this somewhat limited focus, caused by the absence of meaningful implementation records, this is not an academic exercise. Instead, ...



...focusing on the gender quality-at-entry of its funding portfolio speaks to the ability of the Fund to fulfill its promise and potential to include gender equality and the promotion and protection of women's and LGBTQ people's human rights as fundamental building blocks for the paradigm shift towards low-emission and climate-resilient development pathways that the GCF is tasked to support.



1.2 MANDATE TO INTEGRATE GENDER FROM THE OUTSET

■ When the GCF was set up in 2011, it became the first multilateral climate fund with a strong gender mainstreaming mandate from the outset. Its Governing Instrument included several relevant mandates, such as working towards a gender-balanced Board and Secretariat and ensuring the input and participation of women as a core stakeholder group in all Fund operations. Most importantly, the Governing Instrument instructs the GCF as an objective and guiding principle to take a "gender-sensitive approach," thus mandating gender mainstreaming from the beginning. This differentiates the GCF from other existing climate funds which, initially set up largely gender-unaware, had to integrate gender retroactively in already established policies and procedures.

The GCF thus succeeded in anchoring strong gender requirements early on in a number of core operational policies, such as its initial frameworks for accreditation and investment decisions, results measurement and management. This early anchoring of gender actually came before the adoption of a separate initial principles-based Gender Policy. This policy and its accompanying three year Gender Action Plan (GAP) was only approved at the GCF's 9th Board meeting in 2015.⁶ It laid out the responsibilities of all GCF accredited entities - irrespective of public or private, international or national - by ensuring gender-informed implementation of all its mitigation and adaptation programming areas. It mandated an initial gender and social assessment for all projects and programs seeking GCF support. Although initially not accessible to the public, since its 15th Board meeting in December 2016, the GCF has published all project- and program-specific gender assessments and gender action plans on its website.⁷ A 2019 update and revision to the 2015 Gender Policy⁸ and a new Fund-wide Gender Action Plan⁹ were approved at the GCF's 24th Board meeting. These also require a mandatory project- or program-specific gender action plan for funding proposal approval¹⁰, thus cementing and codifying an informal practice and prior de facto GCF Secretariat ask.

⁶ See Annexes XIII and XVI of GCF Board document GCF/B.09/23, Decisions of the Board – Ninth Meeting of the Board, 24-26 March 2016; available at <https://www.greenclimate.fund/sites/default/files/document/gcf-b09-23.pdf>.

⁷ These can be found and filtered by year of approval at <https://www.greenclimate.fund/projects/gender>.

⁸ Available at <https://www.greenclimate.fund/sites/default/files/document/gcf-gender-policy.pdf>.

⁹ Available at <https://www.greenclimate.fund/sites/default/files/document/gender-action-plan.pdf>.

¹⁰ Annex 8 of a regular GCF funding proposal contains the mandatory gender assessment and project/program-specific gender action plan. See here for the template of Annex 8: <https://www.greenclimate.fund/document/gender-assessment-and-action-plan-annex-8-funding-proposals>

Whether the early gender mainstreaming mandate of the GCF has led to the development of new best-practice operational standards and processes, including by applying lessons learned from the experiences of development finance institutions and other existing climate finance mechanisms, and the extent to which they are applied, is particularly important for the efforts of the GCF to integrate gender considerations in its funding portfolio. We will now turn to a discussion of the methodology that was used for analyzing to what extent the GCF has so far succeeded in realizing that potential.



2. METHODOLOGY

■ This study provides first-of-its-kind insight into the quality of gender integration in the GCF’s project/program portfolio and the extent to which it might succeed with gender-responsive implementation of funded projects and programs. For this purpose, the research team developed a comprehensive evaluation framework based on an ecofeminist approach (see section 2.2), which is independent of and in several instances goes beyond the gender mainstreaming requirements articulated by either the initial GCF Gender Policy or its 2019 updated version.¹¹ This framework allowed for individual and composite scoring, as well as individual and pattern analysis of a diverse set of 30 approved GCF projects and programs. The following sections discuss how we selected this sample of 30 projects/programs and what framework was used to analyze their gender integration performance.

2.1 SELECTION AND REPRESENTATIVENESS OF THE GCF PROJECT/PROGRAM SAMPLE ANALYZED

■ As of October 2021, the GCF had 190 approved projects and programs. This study analyzes thoroughly and in great detail a diverse sample of 30 of these projects and programs being implemented by 18 different GCF accredited entities in 43 different countries across the four regions the GCF uses to track regional distribution of its funding (Africa, Asia-Pacific, Latin America and the Caribbean and Eastern Europe). As of October 2021, 25 of the sample of 30 are under implementation. Table 1 lists their project/program titles and countries/regions of implementation. Annex 1 provides a more detailed listing, including broader project/program characteristics.¹²

TABLE 1: List of analyzed projects/programs by number, title, implementing entity and recipient country/ies

	Number	Implementing Entity	Title	Recipient Country/ies
1	FP024	Environmental Investment Fund (EIF)	Empower to Adapt: Creating Climate-Change Resilient Livelihoods through Community-Based Natural Resource Management (CBNRM)	Namibia
2	FP028	XacBank	MSME Business Loan Program for GHG Emission Reduction	Mongolia

¹¹For example, neither the initial GCF Gender Policy, nor the 2019 updated version acknowledge different gender and sexual identities beyond a binary understanding of gender as meaning women and men, girls and boys. Intersectionality is also not referenced. Both were included in the analytical framework as integral components indicative of comprehensive gender-responsiveness of planned climate actions.

¹²The information on implementation status and project/program characteristics of the GCF portfolio sample is as of October 11, 2021, as determined from the project-specific subsites of the GCF website.

	Number	Implementing Entity	Title	Recipient Country/ies
3	FP061	Department of Environment (DOE), Antigua and Barbuda	Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	Antigua & Barbuda, Dominica, Grenada
4	FP082	Asian Development Bank (ADB)	Catalyzing Climate Finance -- Shandong Green Development Fund	China
5	FP084	United Nations Development Programme (UNDP)	Enhancing climate resilience of India's coastal communities	India
6	FP094	UNDP	Ensuring climate resilient water supplies	Comoros Islands
7	FP099	Nederlandse Financierings-Maatschappij voor Ontwikkelings-landen (FMO)	Climate Investor One	18 countries (15 Africa; 2 Asia; 1 LAC)
8	FP100	UNDP	REDD-PLUS results-based payments for results achieved by Brazil in the Amazon biome in 2014 and 2015	Brazil
9	FP107	UNDP	Supporting Climate Resilience and Transformational Change in the Agriculture Sector	Bhutan
10	FP109	UNDP	Safeguarding rural communities and their physical and economic assets from climate induced disasters	Timor-Leste
11	FP110	UNDP	REDD-plus RBP for results period 2014	Ecuador
12	FP112	UNDP	Addressing Climate Vulnerability in the Water Sector (ACWA)	Marshall Islands
13	FP114	African Development Bank (AfDB)	Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing Climate Resilient Agricultural Practices	Ghana
14	FP115	MUFG Bank	Espejo de Tarapacá	Chile
15	FP116	Food and Agriculture Organization of the United Nations (FAO)	Carbon Sequestration through Climate Investment in Forests and Rangelands	Kyrgyz Republic
16	FP117	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Implementation of the Lao PDR Emission Reductions Programme through improved governance and sustainable forest landscape management	Lao PDR
17	FP118	FAO	Building a Resilient Churia Region	Nepal
18	FP119	Agence Française de Développement (AFD)	Water Banking and Adaptation of Agriculture to Climate Change in Northern Gaza	Palestine
19	FP120	FAO	REDD-plus results-based payments for results period 2014-2016	Chile
20	FP121	United Nations Environment Programme (UNEP)	Recognising Paraguay's REDD+ results for the years 2015-2017	Paraguay

	Number	Implementing Entity	Title	Recipient Country/ies
21	FP122	Kreditanstalt für Wiederaufbau (KfW)	Blue Action Fund (BAF): GCF Ecosystem Based Adaptation Programme	Western Indian Ocean
22	FP127	UNDP	Building Climate Resilience of Vulnerable Agricultural Livelihoods	Zimbabwe
23	FP128	MUFG Bank	Arbaro Fund – Sustainable Forestry Fund	7 countries (4 Africa; 3 Latin America and the Caribbean)
24	SAP007	World Food Programme (WFP)	Integrated Climate Risk Management for Food Security and Livelihoods in Zimbabwe focusing on Masvingo and Rushinga Districts	Zimbabwe
25	SAP008	Palli Karma-Sahayak Foundation (PKSF)	Extended Community Climate Change Project-Flood (ECCCP-Flood)	Bangladesh
26	SAP009	UNEP	Building resilience of urban populations with ecosystem-based solutions	Lao PDR
27	SAP010	Landbank of the Philippines	Multi-Hazard Impact-Based Forecasting and Early Warning System	Philippines
28	SAP011	WFP	Climate-resilient food security for women and men smallholders in Mozambique through integrated risk management	Mozambique
29	SAP012	International Fund for Agricultural Development (IFAD)	Inclusive Green Financing for Climate Resilient and Low Emission Smallholder Agriculture	Niger
30	SAP013	Nordic Environment Finance Corporation (NEFCO)	Scaling Smart, Solar, Energy Access Microgrids	Haiti

This sample in many ways mirrors main characteristics and statistics of the overall GCF portfolio. The study's findings and observations are thus expected to be reasonably indicative of overall gender integration trends within the larger portfolio.¹³

Table 2 below compares the statistics for the study sample of 30 to the overall GCF portfolio of 190 project/programs it has grown to over the time the study was conducted¹⁴, considering four key characteristics: sector focus (public/private), theme (adaptation/mitigation/cross-cutting¹⁵), access modality (direct/international¹⁶), and project/program scale (micro/small/medium/large¹⁷). It shows that the sample more or

¹³ The portfolio sample reflects mostly GCF projects/programs approved under the Fund's initial Gender Policy up to November 2019, when the updated GCF Gender Policy was adopted. However the updated GCF Gender Policy promises that "The policy will apply to ongoing activities to the extent reasonably possible and those that will be approved after the effective date of this policy." In addition, project/programs assessments were done against a research framework, which while informed by respective GCF Gender Policy mandates was more comprehensive.

¹⁴ The in-depth analysis and research for this study was conceived and started in 2019 and conducted largely in 2020. Over the past year, the GCF has approved several rounds of additional projects and programs and significantly expanded its portfolio; this has impacted the representativeness of the portfolio sample to some extent.

¹⁵ Cross-cutting refers to projects/programs that integrate activities that support both adaptation and mitigation.

¹⁶ See Box 1, The GCF in brief, for an explanation of the difference between direct and international access.

¹⁷ In the GCF, project/program categorization by scale is determined by the total funding amount (sum of GCF funding and co-funding by other investors), with micro-scale projects/programs up to USD 10 million in total funding, small-scale projects/programs up to USD 50 million in total funding, medium-scale projects/program up to USD 250 million in total funding, and large-scale for projects/programs over USD 250 million in total funding.

less mirrors the overall portfolio on these characteristics. The sample slightly over-represents cross-cutting and under-represents adaptation projects/programs, while somewhat over-representing small-scale and under-representing large-scale projects/programs.

TABLE 2: Comparison of the study sample and GCF portfolio main characteristics¹⁸

	Sector Focus				Theme						Access Modality				Project/Program Scale							
	Public		Private		Adaptation		Mitigation		Cross-cutting		Direct Access		Intern. Access		Micro		Small		Medium		Large	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Study Sample (30)	24	80	6	20	10	33	8	27	12	40	5	17	25	83	3	10	13	43	11	37	3	10
GCF Portfolio (190)	151	80	39	20	82	43	60	32	48	25	44	23	139	77	22	12	62	33	74	39	32	16

The relative representativeness of the study sample is not only reflected in the comparable characteristics listed in Table 2, but also holds on a few more counts. First, the study sample included projects/programs from all four GCF pilot programs currently being implemented. Two projects were approved under the Enhanced Direct Access (EDA) pilot approach¹⁹, four under the REDD+ results-based finance (RBF) pilot program²⁰, two under the Micro-, Small-, Medium-scale Enterprises (MSME) private sector pilot approach²¹, as well as three under the Mobilizing Funding for Scale (MFS) private sector approach²². Of the remaining 19 projects/programs in the sample, 12 were approved under regular programming, while seven were approved under the Simplified Approval Process (SAP)²³ programming modality. Second, a third of the projects/programs analyzed included financial intermediation, using a variety of financial instruments, including grants, loans, results-based payments and equity (but none including risk guarantees²⁴) while the remainder is directly implemented.²⁵ In the overall GCF portfolio of 190 projects/programs, at minimum 47% of all projects and programs, mainly focused on mitigation and cross-cutting activities, include financial intermediation. Third, the sample also included projects/programs from every environmental and

¹⁸ This reflects the GCF portfolio of approved projects/programs after the 30th GCF Board Meeting (B.30) in early October 2021.

¹⁹ In the EDA pilot approach, for which USD 200 million are set aside, individual funding decisions for sub-projects are devolved to a direct access entity, allowing for example for the funding of locally-led smaller scale projects. For some of the specific features of this pilot program, currently under review, see: <https://www.greenclimate.fund/eda>.

²⁰ The USD 500 million GCF REDD+ pilot program supports countries' efforts to reduce emissions from deforestation and forest degradation, and foster conservation, sustainable management of forests, and enhancement of forest carbon stocks by paying for verified emissions reductions (as results-based finance approach) For further information see: <https://www.greenclimate.fund/redd>.

²¹ The USD 200 million MSME pilot program reserves half of its funding envelopes for private sector actors in some of the most vulnerable countries, recognizing the role MSMEs play for local economies. For further information, see: <https://www.greenclimate.fund/msme>.

²² This USD 500 million private sector program aims to leverage larger scale private sector finance from initial public sector investments. For more information on the MFS program, see <https://www.greenclimate.fund/500m#results>.

²³ The SAP programming modality, set up as a pilot in 2018, is an application process for small-scale projects/programs up to USD 10 million in GCF contributions with minimal environmental and social risks, for which documentation requirements are greatly reduced to facilitate faster review and approval. For further information, see: <https://www.greenclimate.fund/projects/sap>.

²⁴ In contrast to other multilateral climate funds, the GCF offers a diverse suite of financial instruments; of the USD 10.0 billion approved for 190 projects/programs as of mid-October 2021, 42% was for grants (non-payable and payable), 44% for loans, 6% each for results-based payments and equity investments and only 2% for risk guarantees.

²⁵ In financial intermediation, GCF financing received is passed on by the accredited entity in the form of grants, loans, equity or guarantees to other institutions, which then implement funding (or, if they are themselves financial intermediaries such as banks, can pass on funding further). The accredited entity is then providing oversight of the way those intermediated funds are implemented and is accountable to the GCF for all funding amounts passed on. In direct implementation, the accredited entity receiving the GCF funding is then using the financing directly to implement the projects either itself or with the help of supporting organizations.

social safeguards (ESS) risk category, with the majority of eighteen projects/programs with a medium risk assessment (Cat. B), while eight were classified as minor risk (Cat. C) and four as major risk (Cat. A).²⁶

However, the study sample is not fully representative of the GCF portfolio. This is mainly due to reasons linked to the availability of project/program information. As the study focuses on quality-at-entry, the availability of relevant supporting information, such as project/program-relevant detailed annexes, was a selection criterion. This necessarily biased the sample in favor of later projects, several of which are not yet under implementation. Annexes for public sector GCF projects/programs, such as those detailing stakeholder engagement during the project/program preparation phase, became available on the GCF website only since its 23rd Board meeting in July 2019. It is very troublesome that to this day, annexes of private sector GCF projects/programs are not released, and posted private proposals remain redacted to prevent the release of information that is considered proprietary. This also partly explains why our sample included less private sector projects/programs than in the GCF portfolio.

The availability of more detailed information is also the reason why for example roughly a quarter of the sample projects (as opposed to only 12% of the GCF portfolio) were approved under the much newer Simplified Approval Process (SAP) for smaller-scale, less risky proposals, which was only operationalized in 2018. Finally, this is also the reason why the study over-represents approved projects to be implemented by the United Nations Development Programme (UNDP) as UNDP voluntarily started releasing project-relevant annexes prior to their inclusion on the GCF website and thus set a best practice transparency standard. Including seven UNDP projects (23%) in the sample can nevertheless be justified, given UNDP's role as the GCF implementing entity with the most approved GCF projects (namely 36, or 19% of the GCF portfolio of 190) and receiving the largest share of GCF approved funding.²⁷

2.2 ASSESSMENT FRAMEWORK AND INDICATOR SELECTION

■ To answer the leading questions of this study on the integration of mandatory gender requirements in the GCF portfolio (see Section 1), we applied a carefully worked out methodology, which started with the selection and grouping of 27 indicators. These indicators are adapted from Gender Action's ecofeminist indicators used in the past to analyze the gender responsiveness and impacts of international financial institution (IFI) projects and policies.²⁸ They were supplemented by more GCF-specific indicators reflecting mandates of the GCF gender policy as well as the specificities of its proposal template and approval process.

²⁶ The detailed GCF risk categorization is: Category A. Activities with potential significant adverse environmental and/or social risks and impacts that, individually or cumulatively, are diverse, irreversible, or unprecedented; Category B. Activities with potential limited adverse environmental and/or social risks and impacts that, individually or cumulatively, are few, generally site-specific, largely reversible, and readily addressed through mitigation measures; and Category C. Activities with minimal or no adverse environmental and/or social risks and/or impacts. In addition, financial intermediation risk are similarly classified in three risk categories with High level of intermediation, or I-1, when an intermediary's existing or proposed portfolio includes, or is expected to include, financial exposure to category A activities; medium level of intermediation, or I-2, when an intermediary's existing or proposed portfolio includes, or is expected to include, financial exposure to category B activities; and low level of intermediation, I-3, when an intermediary's existing or proposed portfolio includes financial exposure to category C activities; for detailed guidelines on GCF project/program risk categorization, see <https://www.greenclimate.fund/sites/default/files/document/sustainability-guidance-note-screening-and-categorizing-gcf-financed-activities.pdf>.

²⁷ As of mid-October 2021, UNDP received the most approved funding from the GCF, with USD 1,166 million for 36 projects, followed closely by the European Bank for Reconstruction and Development (EBRD) with USD 1,093 million for seven much larger projects and programs. GCF Board document GCF/B.30/Inf.12. Status of the GCF portfolio: approved projects and fulfillment of conditions; available at <https://www.greenclimate.fund/sites/default/files/document/gcf-b30-inf12.pdf>.

²⁸ See a previous application of these ecofeminist indicators in a gender-climate focused case study: Gender Action, Lumière Synergie pour le Développement; and WoMin African Alliance. October 2019. Women Stand their Ground against BIG Coal: the AfDB Sendou plant impacts on women in a time of climate crisis; available at <https://genderaction.org/docs/GA-WoMin-LSD-Sendou-Coal-Plant-Ecofem-Report-pdf.pdf>.



An ecofeminist approach examines the connections between people of marginalized gender identities and nature by looking at the effects of gender categories in order to demonstrate the ways in which social norms exert unjust dominance over and often cause harm to women, as well as LGBTQ people, and nature.



It posits that women are the first victims of environmental deterioration because of the role that they play in producing and processing food; provisioning water and fuel; and taking care of household members. Because of these roles, they have a deep reliance on natural resources and a healthy environment, and consequently, the negative impacts of environmental destruction fall most heavily on women and their unpaid care work. LGBTQ people are also disproportionately impacted by environmental degradation given their marginalized position in society which makes them more likely to be poor, lack housing, lack food security, and face violence. Ecofeminism addresses this double-sided issue by bringing into the evaluation process ecological considerations, including climate dimensions, together with their impacts on and implications for women's and LGBTQ people's rights.

The study's 27 indicators, all of which are framed as questions, cover 19 thematic issues, some of which are elaborated with several sub-indicators (see Table 4 in Section 3.2). All 30 sample projects/programs were scored on these 27 indicators (see 2.3 below). For the presentation of detailed findings and results, the 27 indicators are organized into four thematic clusters (see Section 4).

2.3 SCORING

■ To be able to score the 30 projects/programs on the 27 indicators, the following documents were scrutinized for each project/program in the sample: the publicly posted proposal document, the publicly posted annexes for all public and private projects/programs with a freestanding gender assessment and gender action plan, released environmental and social safeguard (ESS) related information, and where available additional annexes (such as stakeholder consultation and engagement plans, displacement management plans and/or Indigenous Peoples framework). This added up to more than 100 pages for each project/program. Based on this document analysis, each project/program was scored 'Strong', 'Adequate' or 'Weak' on the 27 ecofeminist indicators. Values were assigned to each score, namely 'Strong' (+1), 'Adequate' (0) or 'Weak' (-1). Since each project/program comprises multiple documents, which sometimes inconsistently address gender issues, any given project/program may have one or more strong and/or adequate and/or weak indicator scores. The values given were then tallied up for a composite score. Thus, a project/program that did an adequate job of integrating gender throughout would score a composite score around '0', while a project/program doing stellar across all categories would score up to '+27' and a project/program with weak or missing gender integration throughout would have a negative '-27' score. The composite value (from '-27' to '+27') thus indicates how well each individual project/program did in comprehensively integrating gender into project/program design and into its frameworks and procedures for implementation, results management, evaluation and accountability. The results of this scoring are presented in Tables 3 and 4. As explained in Section 1.1.1, these results speak to the quality-at-entry of the individual project/program's gender integration efforts. The insights and implications following from the scoring results are discussed in chapters 3 (in summary) and 4 (in detail).

3. SUMMARY OF FINDINGS

■ The analysis of the project/program sample clearly revealed persistent and widespread challenges in integrating gender considerations thoroughly and consistently into design, governance and implementation arrangements. It highlights the inability of many of the study sample’s 30 GCF projects/programs to even adequately comply with and fulfill the basic gender-mainstreaming obligations articulated in the GCF Governing Instrument and Gender Policy at the time of Board proposal approval. This chapter highlights some of the most salient findings when considering the scoring results per project/program (section 3.1) and per cluster of indicators (section 3.2).

3.1 SCORING RESULTS PER PROJECT/PROGRAM: KEY FINDINGS

■ Table 3 ranks the 30 approved GCF projects/programs in the study’s GCF portfolio sample for their composite gender integration scores measured against the evaluation framework’s 27 indicators. It also provides a color-coded breakdown showing how many individual project/program indicators scored ‘Strong’, ‘Average’ or ‘Weak’.

TABLE 3: Ranking and scoring the quality of gender integration efforts of the GCF portfolio sample

Rank	Project ²⁹	Project Title	Strong		Adequate		Weak		Score
			# Indicators	%	# Indicators	%	# Indicators	%	
1st	FP127	Building Climate Resilience of Vulnerable Agricultural Livelihoods in Southern Zimbabwe	6	22.2	16	59.3	5	18.5	1.00
2nd	SAP008	Extended Community Climate Change Project-Flood (ECCCP-Flood) -- Bangladesh	9	33.3	9	33.3	9	33.3	0.00
2nd	FP118	Building a Resilient Churia Region in Nepal (BRCRN)	7	25.9	13	48.1	7	25.9	0.00

²⁹ FP stands for a funding proposal (FP) submitted and approved under the regular Proposal Approval Process (PAP), while SAP stands for a funding proposal submitted through the Simplified Approval Process. The number signifies the sequence of Board consideration of proposals submitted under the PAP or SAP respectively.

Rank	Project ²⁹	Project Title	Strong		Adequate		Weak		Score
			# Indicators	%	# Indicators	%	# Indicators	%	
4th	SAP007	Integrated Climate Risk Management for Food Security and Livelihoods in Zimbabwe focusing on Masvingo and Rushinga Districts	8	29.6	10	37.0	9	33.3	-1.00
4th	FP112	Addressing Climate Vulnerability in the Water Sector (ACWA) in the Marshall Islands	8	29.6	10	37.0	9	33.3	-1.00
6th	FP117	Implementation of the Lao PDR Emission Reductions Programme through improved governance and sustainable forest landscape management	6	22.2	13	48.1	8	29.6	-2.00
7th	FP119	Water Banking and Adaptation of Agriculture to Climate Change in Northern Gaza	5	18.5	13	48.1	9	33.3	-4.00
8th	FP110	Ecuador REDD-plus RBP for results period 2014	4	14.8	14	51.9	9	33.3	-5.00
9th	FP114	Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing Climate Resilient Agricultural Practices in Ghana	3	11.1	15	55.6	9	33.3	-6.00
9th	FP121	Recognizing Paraguay's REDD+ results for the years 2015-2017	3	11.1	13	48.1	9	33.3	-6.00
9th	SAP009	Building resilience of urban populations with ecosystem-based solutions in Lao PDR	6	22.2	9	33.3	12	44.4	-6.00
12th	FP120	Chile REDD-plus results-based payments for results period 2014-2016	2	7.4	14	51.9	9	33.3	-7.00
12th	FP084	Enhancing climate resilience of India's coastal communities	2	7.4	16	59.3	9	33.3	-7.00
14th	SAP012	Inclusive Green Financing for Climate Resilient and Low Emission Smallholder Agriculture (Niger)	2	7.4	12	44.4	12	44.4	-10.00
14th	SAP013	Scaling Smart, Solar, Energy Access Microgrids in Haiti	4	14.8	8	29.6	14	51.9	-10.00
16th	FP061	Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	2	7.4	12	44.4	13	48.1	-11.00

Rank	Project ²⁹	Project Title	Strong		Adequate		Weak		Score
			# Indicators	%	# Indicators	%	# Indicators	%	
16th	FP094	Ensuring climate resilient water supplies in the Comoros Islands	2	7.4	12	44.4	13	48.1	-11.00
16th	FP109	Safeguarding rural communities and their physical and economic assets from climate induced disasters in Timor-Leste	3	11.1	10	37.0	14	51.9	-11.00
19th	FP082	FP082 Catalyzing Climate Finance -- Shandong Green Development Fund in China	3	11.1	9	33.3	15	55.6	-12.00
20th	FP116	Carbon Sequestration through Climate Investment in Forests and Rangelands in Kyrgyz Republic (CS-FOR)	0	0.0	14	51.9	13	48.1	-13.00
20th	FP107	Supporting Climate Resilience and Transformational Change in the Agriculture Sector in Bhutan	1	3.7	12	44.4	14	51.9	-13.00
22nd	FP100	REDD-PLUS results-based payments for results achieved by Brazil in the Amazon biome in 2014 & 2015	0	0.0	13	48.1	14	51.9	-14.00
23rd	FP028	MSME Business Loan Program for GHG Emission Reduction (Mongolia)	0	0.0	12	44.4	15	55.6	-15.00
23rd	FP115	Espejo de Tarapacá	0	0.0	12	44.4	15	55.6	-15.00
23rd	SAP011	Climate-resilient food security for women and men smallholders in Mozambique through integrated risk management	2	7.4	7	25.9	17	63.0	-15.00
26th	FP122	Blue Action Fund (BAF): GCF Ecosystem Based Adaptation Programme in the Western Indian Ocean	0	0.0	9	33.3	18	66.7	-18.00
27th	FP024	Empower to Adapt: Creating Climate-Change Resilient Livelihoods through Community-Based Natural Resource Management (CBNRM) in Namibia	1	3.7	3	11.1	21	77.8	-20.00
28th	FP128	Arbaro Fund – Sustainable Forestry Fund	0	0.0	5	18.5	22	81.5	-22.00
29th	SAP010	Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines	0	0.0	4	14.8	23	85.2	-23.00
30th	FP099	Climate Investor One	0	0.0	3	11.1	24	88.9	-24.00

As Table 3 demonstrates, none of the 30 projects/programs achieved stellar gender quality-at-entry at the outset of implementation. In fact, only three projects (FP127, SAP008, FP118) had a composite score of '0' or slightly above (against a possible highest score of '+27').³⁰ This means that only three projects/programs (10% of the sample) are doing an overall decent, although not excellent job in their gender integration efforts. In the sample, only FP127 achieves a positive composite score of +1 and is placed in first rank. Conversely, this means that...



... the majority of analyzed projects/programs (namely 27 or 90% of the study sample) to varying extents displays weaknesses in adequately considering gender and integrating gender-responsive actions and approaches in project/program design, governance and implementation frameworks and procedures.



Overall, the sample's average gender integration score was '-10'. Shortcomings range from minor and isolated (with two projects, SAP007 and FP112 having a composite score of '-1') to major and encompassing (with 11 projects/programs, or 37% of the sample, scoring 'weak' on half or more of all 27 indicators, thus receiving a score of '-13' or lower). Three projects/programs (FP128, SAP010 and FP099) stand out for a negative score below '-20'.

I

GENDER INTEGRATION SCORING: EXAMPLE OF GOOD AND BAD PRACTICE

■ There are 25 assessment points and a world of difference between the best and the worst scoring GCF project/program in our study sample of 30 with respect to their effort and success in integrating gender equality considerations into planned climate change interventions at the time of GCF Board approval.

The best scorer (if only by a miniscule margin) is FP127^a, a small-scale public sector USD 47.8 million adaptation project implemented by UNDP with a focus on **Building Climate Resilience of Vulnerable Agricultural Livelihoods in Southern Zimbabwe**, which received USD 26.5 million in GCF grant support to be managed directly. UNDP is providing project management for the local implementation partner in interventions to address reduced water availability and increased soil aridity due to climate change. These problems have resulted in declining agricultural yields impacting the livelihoods of smallholder farmers, many of them women. The relatively strong project score was achieved by focusing on women smallholder farmers as direct beneficiaries of almost every project component. The project expects to "transform existing gender norms around women's capacity to manage soil, water, and biomass resources". Project activities include: collecting detailed gender-disaggregated data on women's experiences; providing a GAP containing detailed gender indicators in components supported by funding throughout the project cycle; and increasing women's income and political power. The results management framework includes strong targets for women-focused outcomes. It expects Zimbabwe's Ministry of Women Affairs to be one of the executing entities. FP127 details potential gender risks

³⁰ See an explanation on the methodology and the scoring in Section 2.3.

posed by the project with corresponding mitigation measures, for example to prevent sexual and gender-based violence (SGBV), and indicates the necessity to establish a grievance redress mechanism to address such risks. However, even this best performing project in the GCF portfolio sample shows some weaknesses, such as lacking mechanisms and procedures to facilitate local groups access to project funding for specific activities; failing to specify roles for local gender experts and utilize local knowledge in community implementation; and insufficiently considering how shifting women subsistence farmers into market-oriented farming could also inadvertently harm poor women.

The worst scorer (if only by a miniscule margin) is [FP099](#)^b, a large-scale private sector USD 821.5 million mitigation program (providing a framework for individual sub-projects that could be implemented in any of 18 possible eligible countries) managed by the Dutch development bank FMO called **Climate Investor One**, which received USD 100 million in GCF grant support to be blended with additional grant and equity funding leveraged by other public and private investors. FMO, acting as financial intermediary, is providing blended finance to other private sector actors for investments in specific mitigation projects yet to be detailed, over which FMO is responsible for oversight and accountability by reporting to the GCF. [FP099](#) achieved its low score by failing to provide a gender description of project-affected people and to elaborate gender-specific benefits beyond broadly claiming that the program will help reduce women's energy poverty; by lacking gender safeguards; and by not recognizing and assessing how the program's individual projects could deepen gender inequities in energy access through energy privatization in participant countries. [FP099](#) provides only a rudimentary GAP without targets, budget, timeline or responsible entities; makes no mention of gender-related expenditures in the overall program budget; ignores gender in the program's risk assessment despite its gender assessment noting significant gender risks; and fails to consider a role for national gender machineries or women's groups in program implementation structures and sub-projects in any project cycle stages. However, even the worst performing program in the GCF portfolio sample offers some glimmers of hope, such as the vague promise that sub-projects will "intentionally impact women"; that a gender expert would be hired as part of the program management team; and that a gender-responsive program-level grievance redress mechanism would be set up.

^a For more details and related project documents, see <https://www.greenclimate.fund/project/fp127>.

^b For more details and related program documents, see <https://www.greenclimate.fund/project/fp099>.

Looking at the analysis reflected in Table 3, a few findings stand out, each suggesting some strong links between project/program characteristics and performance against our gender assessment framework.

First, **of the five private sector projects/programs in the sample, four are ranked low** (two at 23rd, one each at 28th and 30th). Two of the overall weakest performers in the sample ([FP099](#) and [FP128](#)) are private sector programs with GCF funding invested in a separately held and independently managed climate fund. [FP099](#) earns the distinction of placing last with a composite score of '-24' (against a possible lowest score of '-27').

Second, **four of the five weakest gender integration performers** ([FP122](#), [FP024](#), [FP128](#) and [FP099](#)) **have programmatic approaches**. Unlike projects, programs only set overarching frameworks and criteria of varying granularity for decision-making by the implementing entity for individual sub-projects (although

those details are not necessarily publicly available or disclosed). These first two findings are not aberrations, but speak to overall transparency and accountability challenges with both GCF private sector approaches (in terms of information not released or redacted because it is labeled proprietary) as well as programmatic approaches (where many details are left to be worked out at the sub-project level). These...



... opaque private sector approaches translate into an inability or unwillingness to ensure adequate consideration of gendered concerns and integration of gender-responsive actions and frameworks during program design and Board approval.



Third, **among the top placed 11 projects/programs (sharing ranks 1- 9) there is only one financial intermediation project/program, while ten are direct implementation.** In contrast, in the worst-performing third of the portfolio sample (the nine projects/programs ranked 22-30), five are implemented through financial intermediaries. This could be an indication that the added layer of complexity for financial intermediation complicates comprehensive gender consideration (with a stronger negative effect, again, in programs as opposed to projects).

Fourth, a look at the link between gender integration performance and risk category of the analyzed projects/programs reveals that **of the four highest risk projects/programs in the sample cohort** (with a Cat. A ESS risk designation for potentially severe or irreversible impacts), **three are in the worst performing bottom third of the sample.** Ironically, these high-risk projects should take extra care to provide safeguards against gendered harms.

Fifth, in terms of scale, it is striking that **almost all small-scale projects/programs (up to USD 50 million) perform adequate, if not well,** while about half of the medium-sized projects/programs (up to USD 250 million) and two of the three large scale programs (over USD 250 million) perform badly.

In sum, these...



... findings point to the necessity for the GCF Secretariat and Board to pay special attention to the gender integration efforts in the case of high-risk, private sector, and financial intermediation projects or programs, as these highlight inherent sector and structural weaknesses,



both in the way such projects/programs pay attention to gender as well as in the way those proposals can be scrutinized for their compliance with the gender mandate by the GCF Secretariat. Equally, the GCF Secretariat and Board should be aware that programs (as opposed to projects), as well as larger projects/programs seem to have more problems with integrating gender comprehensively and adequately. This points to the need to intensify the Secretariat's monitoring efforts of the gender compliance of such approaches during project/program implementation, given their observed inherent deep weaknesses.

Finally, encouragingly, Table 3 reveals that whether an activity supports mitigation, adaptation or is cross-cutting has no discernible impact on the project/program's ranking. The participation in GCF pilot programs or whether the project/program is accessing GCF funding as a standard funding proposal or under the Simplified Approval Process, is also not a predictor of the strength of gender integration in the project/

program proposal. This is good news in the sense that the quality of gender integration at the proposal stage is less influenced by these factors than by the design and implementation choices of the implementing entity submitting the proposal.

3.2 SCORING RESULTS PER INDICATOR: KEY FINDINGS

■ While key findings highlighted in the previous section concerned the differences in scoring between projects/programs, revealing patterns based on project/program characteristics, in this section the key findings relate to (groupings of) indicators. Table 4 below summarizes overall patterns across the spectrum of the 27 indicators used for the GCF portfolio sample analysis. **For a more detailed presentation of the analytic findings by indicator, see Annex 2, “GCF Project/Program Analysis Spreadsheet”.** Table 4 is color-coded, with ratings of ‘Strong’ coded as green, ‘Adequate’ coded as yellow, and ‘Weak’ coded as red. The table disaggregates how many of the 30 projects/programs of the analyzed sample received scores of ‘Strong’ (tabulated as ‘+1’ points), ‘Adequate’ (tabulated as ‘0’ points) or ‘Weak’ (tabulated as ‘-1’ points) for each of the individual indicators, with a composite score for each indicator.³¹

TABLE 4: Overview of composite and disaggregated score per indicator

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score	
		# projects	%	# projects	%	# projects	%		
1	Does the project/program narrative include gender-equality considerations and ecofeminist cost-benefit analysis?								
1a	In the project/program summary?	1	3	10	33	16	53	-15	
1b	In the detailed technical description of the project/program?	4	13	15	50	11	37	-7	
2	Is there a gendered description and gender-disaggregated data of beneficiaries (baseline and intended reach)?								
2a	In the project/program summary?	1	3	10	33	16	53	-15	
2b	In the detailed technical description of the project/program?	4	13	11	37	15	50	-11	
3	Are “gender co-benefits” elaborated against the GCF Investment criteria?	10	33	16	53	4	13	+6	

³¹ Note that for some indicators the sum of the individual scores in each category is less than 30. This reflects the fact that a few funding proposals lacked sections specified by an indicator (i.e. a summary description of the project/program) and thus received a score of ‘none’ for this specific indicator.

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
4	Is the project/program allocation gender-responsive (“gender budgeting”)?							
4a	Are gender-related expenditures integrated in the overall project/program budget?	1	3	8	27	21	70	-20
4b	Can women’s groups/local groups/grassroots women get access to project/program funding?	1	3	13	43	16	53	-15
4c	Does the Gender Action Plan (GAP) have an adequate budget? Does it fund and support local capacity for gender mainstreaming?	2	7	18	60	10	33	-8
5	Does the project/program have an intersectional approach to gender?	0	0	12	40	18	60	-18
6	Does the project/program acknowledge and include people with marginalized gender and sexual identities?	0	0	0	0	30	100	-30
7	Does the project/program acknowledge and take into account potential impacts on sexual and gender-based violence (SGBV) or sexual exploitation, abuse and harassment (SEAH)?	2	7	8	27	20	67	-18
8	Does the mandatory Gender Assessment analyze the current state of gender dynamics in the project/program-affected area(s)?	15	50	14	47	1	3	+14
9	Does the mandatory Gender Assessment predict and address potential harmful gendered impacts?							
9a	Is this analysis followed up with addressing potential harmful gendered impacts in overall project/program design?	2	7	10	33	18	60	-16
9b	Is this analysis followed up with addressing potential harmful gendered impacts through concrete actions in the project/program-specific GAP?	0	0	2	7	28	93	-28
10	Does the project/program take into account potential impacts on the gender division of labor?	2	7	24	80	4	13	-2
11	Does the GAP include activities that are assigned to responsible entities, include a timeline, cover the project/program period, and have dedicated funding?	12	40	10	33	8	27	+4
12	Does the project/program create safeguards to prevent potential harms and gender-responsive risk assessment and monitoring frameworks?	0	0	10	33	17	57	-17

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
13	Does the project/program apply free, prior and informed consent (FPIC) and give project/program-affected persons the right to accept or refuse?	3	10	6	20	21	70	-18
14	Is there a project/program-level, gender-responsive redress mechanism?	3	10	13	43	14	47	-11
15	Does the project/program provide compensation in case of harm that disproportionately impacts women and other marginalized gender groups, such as indebtedness, SGBV, and displacement?	1	3	12	40	17	57	-16
16	Does the project/program ensure full, effective and sustained participation of gender groups throughout the project/program cycle?							
16a	Does the project/program include women's groups and national gender machineries in project/program planning?	1	3	18	60	11	37	-10
16b	Does the project/program include women's groups and national gender machineries in project/program implementation?	0	0	18	60	12	40	-12
17	Is there gender-responsive governance of project/program management and implementation?							
17a	Does the Project/Program Management Unit (PMU) include local gender experts and operate to support and build gender expertise in country (through capacity-building and oversight to Executing Entities)?	4	13	17	57	9	30	-5
17b	Are national gender machineries involved in project/program implementation structures?	2	7	8	27	20	67	-18
17c	Are civil society groups, particularly women's groups, Indigenous Peoples and local/community groups, and gender experts involved as Executing Entities, in Advisory Board, etc?	4	13	9	30	17	57	-13
18	Does the project/program make complete and accessible information available to all project/program-affected persons (including in local languages)?	5	17	15	50	10	33	-15
19	Does the project/program collect gender-disaggregated data as part of monitoring and evaluation and include gendered indicators in the results management framework?	9	30	15	50	6	20	+3

The divergent scorings per indicator shown in Table 4 reveal how unevenly, often narrowly and only in specific segments gender is considered and integrated into the GCF portfolio sample we analyzed.



On the one hand, implementing entities looked for and wrote about gender where they were asked to. On the other hand, they rarely and insufficiently went beyond this bare minimum, for example, with efforts to reintegrate specialized gender findings back into the design and approach of the overall project/program.



To start with the positive findings, most of the sample projects/programs did an adequate and even strong job in addressing gender considerations in project/program documentation designated to gender, such as the mandatory gender assessment and accompanying gender actions plans, the results framework, or analyzing gender co-benefits as part of the GCF investment framework requirements. For example, 26 of the 30 projects and programs studied (or 86%) made a good (10 or 33%) or at least passable effort (16 or 53%) **elaborating gender co-benefits** (indicator 3) of the project or program. 'Gender co-benefits' are considered a sub-criterion of the broader GCF investment criteria on 'sustainable development potential', yet reporting against it is not mandatory. Some 24 of 30 projects/programs (or 80%) included some **gendered indicators in their results framework** (indicator 19) and indicated they would collect gender-disaggregated data (with 9 or 30% achieving strong indicators and 15 or 50% adequate ones) thus also responding to the GCF results management framework mandate to report against gender-differentiated portfolio indicators for mitigation and adaptation. In their **mandatory gender assessment** (indicator 8), 50% of all projects/programs had a strong analysis of the current state of gender-dynamics in the project/program-affected area(s), with another 47% having an adequate one, making it the study indicator having the overall best composite score of '+14'. The projects/programs that scored the best for this indicator conducted original research on gender issues in the project/program areas as well as on gender dynamics within sectors that the project/program might impact (i.e. water, agriculture, etc.). Finally, 22 of the 30 projects/programs had a strong (12 or 40%) or at least adequate (10 or 33%) **gender action plan** (GAP) (indicator 11) that includes activities covering the implementation period with clear responsibilities and accountability for who is to implement those actions, a commensurate time-line and a related multi-year GAP budget.

However, the picture is entirely different when looking at whether this strong analysis was reflected in the overall project/program design or even in targeted GAP actions aiming to address potential harmful gendered impacts.

The study revealed the following patterns and key findings (for each finding, the relevant indicator numbers presented in Table 4 are referenced in parentheses):

- **Projects/programs fail to integrate intersectionality and consider marginalized gender identities and categories:** No project/program was designed to adequately include marginalized women, such as lesbian, gay, bisexual, transgender and queer or questioning (LGBTQ) women, poor women, and indigenous women (with a composite indicator score of '-30' on indicator 6 and thus the worst-performing indicator of the framework). All projects/programs failed to adequately include LGBTQ people while most projects/programs failed to even mention this highly vulnerable population. Some 60% or 20 of the projects/programs also scored weak on considering an intersectional approach to

gender (indicator 5).³² Women were continuously treated as a monolithic group who would be evenly impacted by gender-targeted project components, without regard for how gender context intersects with other socio-economic or socio-cultural factors such as age, ethnicity, religion, caste or class to potentially aggravate marginalization and exclusion. This meant for example that no project/program acknowledged and addressed the unique barriers faced by indigenous women and LGBTQ Indigenous People. While no project/program scored 'Strong' on including an intersectional approach on gender, 40% or 10 of the projects/programs did at least an adequate job of considering needs and benefits of differentiated gender sub-groups. These two indicators' weaknesses unfortunately mirror weakness in the current GCF Gender Policy, which fails to acknowledge the intersectionality of gender with other factors and excludes non-binary gender identities as well as diverse sexual preferences.

- **Strong gender assessments do not result in addressing gender-differentiated actions:** As noted above, nearly all projects/programs included strong (50%) or adequate (47%) gender assessments (indicator 8). However, most projects/programs failed to integrate the findings and insights from these assessments into their design. Only two projects of 30 (or 7% of the GCF portfolio sample) applied their good gender analysis by strongly **addressing potential harmful gender-differentiated impacts in the overall project design** (indicator 9a), with another 10 projects/programs (33%) doing so adequately, while 60% of the sample or 18 projects/programs provided only a weak attempt. Discouragingly, not even project/program-specific gender action plans responded to findings in the gender assessment with targeted follow up actions. In fact, none of the 30 projects/programs from the portfolio sample scored 'Strong' on **inclusion of targeted concrete actions addressing identified gender barriers** or gender integration challenges (indicator 9b), while efforts were adequate in two cases or 7%, but weak or insufficient in 28 projects/programs or 93% of the study sample, making this the second worst-performing indicator of the analysis framework. Gender assessments frequently noted, for example, that women are disproportionately responsible for domestic labor tasks. However, just two projects attempted to challenge this inequality through project design and corresponding measures (indicator 10).
- **Lack of full and effective engagement of national/local gender groups throughout the project/program cycle, including as active participants in project/program management and implementation:** While 60% or 18 of the analyzed projects/programs did an adequate job integrating women's groups and national gender machineries in some form into project/program planning, implementation, and/or monitoring (indicators 16a and 16b), none did so strongly. The adequate performers included either women's groups or national gender machinery in at least some part of the project/program but failed to include both in all aspects of the project/program. Some 40% or 12 of the projects/programs failed to include women's groups or national gender machinery whatsoever. Performance is also weak when looking specifically at whether local women's groups or gender machineries are given agency and voice in project/program implementation structures, such as in project/program management units, as co-implementers or by providing local gender expertise and knowledge (indicators 17a, 17b, and 17c). For example, just four projects/programs (13%) noted that they plan to hire local gender experts to assist in project implementation (indicator 17a). In two-thirds or 20 of the analyzed projects/programs national gender machinery had no role at all in project/program implementation structures (indicator 17b), while 17 of the projects/programs (57%) failed to give women's and local community groups and Indigenous People an active role in project management and implementation (indicator 17c).

³² See section 4.2.1 for an explanation of the relevance of 'intersectionality' for the current analysis.

- **Poor protections against sexual and gender-based violence (SGBV) or sexual exploitation, abuse and harassment (SEAH)³³:** Two-thirds or 20 of the projects/programs overlooked potential gender risks, particularly SGBV and SEAH risks (indicator 7). Many projects/programs acknowledged that women are disproportionately at risk of SGBV in their gender assessments, with fewer projects/programs also showing awareness for SEAH risks. However, many projects/programs threaten to exacerbate SGBV by targeting resources towards women, which by empowering women could challenge gender roles and make women more vulnerable to violence. Empowering women is highly desirable but must be accompanied by SGBV and SEAH mitigating measures. Only two projects (7%) integrated strong risk mitigation measures to prevent SGBV among project-affected people: both [FP117](#) and [SAP007](#) plan to train and educate project-affected people on gender equality to prevent SGBV and SEAH. Just one project ([FP110](#)) acknowledged that LGBTQ people, particularly transgender women, are also disproportionately at risk of SGBV and SEAH. No project/program provided risk mitigation measures to prevent SGBV or SEAH against LGBTQ people.

- **Projects/programs potentially may exacerbate gender inequality:** While some projects/programs adequately included women in project/program design, only one project/program strongly described gender equality considerations in the proposal summary. Most projects/programs failed to consider how impacts could worsen gender inequality. Instead of challenging gender inequality, these projects/programs further cement, and could even exacerbate it. For example, [SAP013](#) provides a strong GAP and integrates gender targets throughout the project design but ignores how privatization of energy could worsen gender inequality by making energy less accessible to poor people, who are disproportionately women.

- **Projects/programs fail to provide a gender-responsive redress mechanism and compensation:** Some 17 projects/programs (57%) that do not expect to cause resettlement failed to provide a gender-responsive framework for compensating project/program-affected people in case of harm (indicator 15). Instead, these projects/programs assumed that no harm would occur as involuntary resettlement had been ruled out. Strikingly, even the vast majority of projects/programs that indicated that involuntary resettlement may occur also failed to provide a strong, gender-responsive compensation framework. This oversight could exacerbate violence and poverty for many project/program-affected women and LGBTQ people. Just one project ([FP118](#)) integrates gender throughout the resettlement plan and compensation framework, creating mitigation measures to prevent changes in land use that could harm vulnerable populations. Weaknesses ensuring projects/programs have gender-responsive compensation frameworks are compounded by findings that close to half of the projects/programs (47%) also had weak project/program-level redress mechanisms to adjudicate complaints of harm caused (indicator 14), with only three projects/programs (10%) showcasing strong gender-responsive complaints and redress procedures.

³³ The current GCF Gender Policy makes no reference to SGBV or SEAH. While the GCF has a dedicated policy on the prevention of sexual exploitation, abuse and harassment (PSEAH), which was updated in May 2021 and proclaims a 'zero tolerance approach', the updated PSEAH policy does not explicitly apply to 'counter-parties', meaning the accredited entities and executing partners they supervise for implementing GCF funding, and is thus internally focused on GCF staff and officers. For further information, see <https://www.greenclimate.fund/document/revise-policy-prevention-and-protection-sexual-exploitation-sexual-abuse-and-sexual>. For addressing PSEAH in GCF programming, related mandates were integrated into the GCF's environmental and social safeguards (ESS) approach through a revision of the Fund's Environmental and Social Policy (ESP), approved only in September 2021. For further information see <https://www.greenclimate.fund/sites/default/files/document/revise-environmental-and-social-policy.pdf>. However, these will only apply to projects/programs approved by the GCF after its 32nd Board meeting (from mid-2022 onward). The GCF Secretariat is tasked to develop a SEAH risk assessment tool as well as an SEAH Action Plan. According to the GCF Secretariat accredited entities are "encouraged to look into GBV issues and propose remedial action to be included in the gender action plan" (comments received from the GCF Secretariat in email to the authors, dated 18 September 2021).

- **Project/programs include often inadequate gender budgets and provide inadequate access for local and women’s groups to project/program funding:** Almost three quarters (73%) of the projects/programs provided strong or adequate gender action plans which included dedicated budgets (indicator 11). However, when it came to explicitly disclosing and costing out gender-related expenditures in the overall project/program budget (indicator 4a), 21 projects/programs or 70% of the sample did so inadequately if at all, while in only eight cases the effort was passable. Furthermore, the amounts of these gender budgets, which are largely reflected only in the GAPs, were often minuscule in comparison to overall project/program funding, highlighting how gender-responsiveness is still not an adequately funded priority (indicator 4c). For example, the GAP funding for [FP115](#) made up just .02% of the total project budget. GAP funding was also often allocated primarily to outputs that do not directly benefit project/program-affected women. For example, [FP121](#) allocated the majority of GAP funding to a Gender Specialist. Other projects allocated GAP funding to outputs that have the potential to harm women. [FP115](#), for example, assigned the largest budget line of all GAP activities to the microcredit program, ignoring how microloan debt often harms poor women (see chapter 4). Women’s groups, especially grassroots women, and local or community groups did not get any access to project/program funding in the majority (16 or 53%) of projects/programs analyzed (indicator 4b). Only one project (3%), [SAP009](#), explicitly lists village-level women’s groups as project partners suggesting that they will have access to project funding.

- **Incomplete project/program document disclosure and information access³⁴:** Many projects/programs did not make any documents available outside of the funding proposal, the Environmental and Social Safeguards (ESS) assessment and related ESS management plans, the Gender Assessment and Gender Action Plan. Only ESS documents were provided in national (but almost never in local) languages, whereas the project/program document is only made available in English as the operating language of the GCF – a huge burden for non-English speakers. Sometimes, the links provided for the ESS documents were broken. This lack of more detailed and complete documentation (i.e. stakeholder consultation information, Indigenous Peoples’ activity plans, feasibility studies, and social and environmental screening templates), especially for all private sector projects/programs, not only prevented a more complete analysis for this study; even worse, it prevents affected local communities and potential beneficiaries to fully engage with and understand first the proposal for approval and then the approved project/program. This also diminishes their opportunity to monitor and hold implementers and the GCF to account (indicator 18).

- **Projects/programs inadequately apply incomplete free, prior and informed consent (FPIC):** Most projects/programs discussed the need to seek consent from Indigenous People, but overlooked the need to seek consent from all project/program-affected people, being particularly mindful of often voiceless marginalized groups, such as women and LGBTQ people (indicator 13). This is likely because FPIC is only enshrined in the GCF’s Indigenous Peoples Policy³⁵, causing many projects/programs to overlook the need to obtain consent from other vulnerable groups. In addition, the process for obtaining consent from Indigenous People was often gender-blind, incorrectly assuming that indigenous women and men would be impacted in the same way.

³⁴ While all project/program-specific gender assessments and GAPs have been made public since B.15 in December 2016, select other annexes of public sector proposals containing more detailed documentation have only been publicly disclosed on the GCF website since B.23 in July 2019. Thus, the publicly available documentation for public sector project/program approvals approved before then (for approved funding proposals FP001-FP115 and SAP001-SAP006) is incomplete, unless voluntarily disclosed by the implementing entity itself. An exception is [FP082](#), which was only approved after reconsideration at B.24. None of the annexes of private sector proposals, other than Annex 8 (the gender assessment and GAP) are made available to this day.

³⁵ The GCF Indigenous Peoples Policy is accessible at <https://www.greenclimate.fund/sites/default/files/document/ip-policy.pdf>.



In sum, the findings above indicate that many projects/programs treat a good gender analysis as an isolated tick-box exercise (it being a requirement that needs to be completed), but not as the basis for devising targeted and project/program specific actions either in the design of the project/program and its implementation components or in the GAP itself.



In parallel, actions proposed in the GAP, while in many cases overall providing some gender benefits, often fall short of addressing the root causes for gender inequality, lasting discriminations or potential gender harms identified.

Building upon the summary findings in this chapter, the next chapter presents specific findings for every indicator, illustrated by good and bad practice examples.



4. IN-DEPTH ANALYSIS HIGHLIGHTING GOOD AND BAD PRACTICE EXAMPLES

■ This chapter presents detailed good and bad practice examples across the 30 sample projects/programs indicator by indicator. As this part of the study includes significant detail, some readers might value this in-depth analysis and peruse all of it; others might use this chapter as a reference to identify specific good and bad project/program examples for individual indicators.

For this detailed analysis, we grouped the 27 indicators and sub-indicators (listed in Table 4) into four thematic clusters, assessing:

- the quality of integrating gender considerations in the funding proposal (section 4.1)
- the gender approach and understanding of gender issues (section 4.2);
- how gender risks are addressed through safeguards, grievance and compensation procedures (section 4.3)
- the extent to which women and marginalized groups, including Indigenous Peoples and local communities, are given agency and voice and their needs and priorities are reflected throughout the project/program cycle from planning through implementation, monitoring and evaluation (section 4.4)

Each of the sections 4.1 to 4.4 starts with some framing remarks orienting indicators and findings in GCF operational procedures and policies. For each indicator the portfolio sample of 30 approved GCF projects/programs is disaggregated into 'Strong', 'Adequate' and 'Weak' scoring sub-groups with project/program examples for both good and bad practices. We end each section with indicator-specific recommendations for how to improve gender integration in the GCF project/program portfolio more broadly. These recommendations are therefore not restricted to indicating ways to improve compliance with the GCF Gender Policy and related guidelines (which are lacking for example with respect to recognizing intersectionality and a non-binary understanding of gender identities), but speak to what we feel is necessary to ensure all approved GCF projects/programs see gender equality as a core determinant for successful implementation outcomes and aggregate portfolio impacts that contribute to the paradigm shift towards low-emission and climate-resilient development the GCF is tasked to promote. **For a deeper project-by-project indicator analysis for each of the 30 sample projects/programs, see the detailed “GCF Gender Pattern Analysis by Indicator” (Annex 3).³⁶**

³⁶ The “GCF Gender Pattern Analysis by Indicator” can be found as Annex 3 in the compendium document to the main study, available on the website of the Heinrich Böll Stiftung Washington, DC (<https://us.boell.org/>) and the website of Gender Action (<https://genderaction.org/>).

4.1 INTEGRATION OF GENDER CONSIDERATIONS IN THE FUNDING PROPOSAL

■ A first cluster of seven indicators of the study’s evaluation framework speaks to the quality and comprehensiveness of gender mainstreaming efforts into the main project/program documentation³⁷ required for GCF proposals. Using the questions of indicators 1a, 1b, 2a, 2b, 3, 4a and 4b (see Table 4.1), we scrutinized the main proposal document and applicable annexes of each of the 30 sample projects/programs. The proposal document is usually publicly disclosed 21 days before a public GCF Board meeting and the Board’s consideration for approval. Private sector proposals are disclosed in a redacted form to avoid disclosing proprietary information.

TABLE 4.1: Results of assessing cluster 1 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
1	Does the project/program narrative include gender-equality considerations and ecofeminist cost-benefit analysis?							
1a	In the project/program summary?	1	3	10	33	16	53	-15
1b	In the detailed technical description of the project/program?	4	13	15	50	11	37	-7
2	Is there a gendered description and gender-disaggregated data of beneficiaries (baseline and intended reach)?							
2a	In the project/program summary?	1	3	10	33	16	53	-15
2b	In the detailed technical description of the project/program?	4	13	11	37	15	50	-11
3	Are “gender co-benefits” elaborated against the GCF Investment criteria?	10	33	16	53	4	13	+6
4	Is the project/program allocation gender-responsive (“gender budgeting”)?							
4a	Are gender-related expenditures integrated in the overall project/program budget?	1	3	8	27	21	70	-20
4b	Can women’s groups/local groups/grassroots women get access to project/program funding?	1	3	13	43	16	53	-15

³⁷ See the GCF project/program funding proposal template at <https://www.greenclimate.fund/document/funding-proposal-template>.

First, the study analyzed to what extent gender dimensions were identified as an important focus in the introductory summary description of the project/program’s intent, ambition and approach (**indicator 1a**) and in the detailed technical description of how to achieve the project/program goals with the corresponding description of the processes for implementation (**indicator 1b**). Indicator 1a in particular is taken as a proxy for how serious the proposal proponents were in putting an explicit focus on climate change-related gender inequalities and gender rights at the core of their attempt to address climate change challenges, including in their public messaging. Indicator 1b speaks to whether gender-specific goals are treated as separate “add ons” relegated to the accompanying gender action plan, or conceptualized as informing all core activities. Second, we looked at the extent to which gendered descriptions of intended project/program beneficiaries and affected people, both direct and indirect, were spelled out, including with a focus on targeting women and girls specifically as allowed under the GCF policy. We also looked at whether gender-disaggregated data were provided, both at the onset of the project/program (baseline) and with respect to the expected targets (**indicator 2**). Both inclusions are important when aiming to ensure gender-equal benefit-sharing and the measurement of improvements in gender equality outcomes of targeted climate actions against the status quo at the onset of the intervention. Third, as part of the required assessment against the set of six main GCF investment criteria³⁸, one section in the GCF project/program proposal template asks to elaborate on the intended “gender co-benefits” of the targeted climate actions (**indicator 3**). As said, ‘gender co-benefits’ are considered a sub-criterion of the broader GCF investment criteria on ‘sustainable development potential’, yet reporting against it is not mandatory. The GCF investment criteria are also the framework for a required technical expert evaluation of each proposal by an independent Technical Advisory Panel (iTAP)³⁹, which is made available as part of the public project/program documentation. Fourth and last, two indicators in this cluster explore whether the main proposal’s budget allocation activities are gender-responsive, meaning, are efforts made at gender-budgeting?⁴⁰ **Indicator 4a** looks specifically for the transparent inclusion of gender-related expenditures as budget lines in the overall project/program budget. **Indicator 4b** looks more precisely at the ability of local groups, and in particularly women’s organizations and grassroots women, to access some of the project/program funding, either directly (for example through the provision of small grants or loans) or indirectly (as executing entities for some aspects of project implementation). Both indicators speak to the imperative of increasing access to climate finance for climate-affected marginalized gender-groups, thus aiming to directly address the current prevalent pattern of gendered financial exclusion.

4.1.1 INCLUSION OF GENDER EQUALITY IN PROJECT/PROGRAM NARRATIVE

■ **INDICATOR 1: Does the project/program narrative include gender equality considerations and ecofeminist cost-benefit analysis in the project program summary (indicator 1a) and in the detailed technical description (indicator 1b)?**

³⁸ For a description of the GCF Investment Framework, including criteria and sub-criteria, see <https://www.greenclimate.fund/projects/criteria>.

³⁹ The Independent Technical Advisory Panel (ITAP) is an independent technical advisory body made up of ten international sector experts (none of them explicit gender experts currently) with half each from developing countries and developed countries. The ITAP assesses the funding proposals against the six GCF investment criteria, and can add conditions and recommendations to the funding proposal at its discretion. It receives the funding proposals after an initial assessment by the GCF Secretariat on compliance with GCF policies and procedures. For more information on the GCF project/program cycle and its various stages, including assessment, see here: <https://www.greenclimate.fund/projects/process>.

⁴⁰ Gender budgeting means preparing budgets or analyzing them from a gender perspective. In the context of GCF project/program budgets, efforts toward gender budgeting mean not just looking at dedicated budgets or policies, such as the dedicated GAP budgets, but to rather examine the effects that gender has on budgeted actions within projects/programs.

Strong: Only one project (SAP008) included a strong description of gender equality considerations in the proposal summary (indicator 1a), while only five projects/programs overall (17% of the sample of 30) strongly consider gender issues (indicators 1a and 1b). They target climate vulnerable women through water, food security and livelihood measures and programs to elevate women's leadership roles. Two noteworthy examples are FP119, a water and agriculture project in Gaza, Palestine, which promotes including women's representation in decision-making affecting irrigation, other water infrastructure and land tenure; and SAP008, a community-based project addressing climate-induced flooding in Bangladesh, which prioritizes women-headed households and other disadvantaged groups in beneficiary selection.⁴¹

Adequate: Ten projects (33%) somewhat but insufficiently address gender equality issues in the project/program summary (indicator 1a), while 15 (50%) only rate adequate in the way they consider gender in the technical description of the project/program (indicator 1b). Examples include several projects supporting micro, small and medium enterprise (MSME) loans that fail to consider common debt and poverty impacts on women. Several projects financing agriculture and forestry activities fail to discuss gender roles. Although one project focused on privatizing energy promises to "mainstream gender" it does not consider potentially harmful gender impacts.

Weak: Most of the remaining projects/programs fail to mention gender equality at all in the project/program summary description (16 or 53%) or in the technical detailed activity descriptions (11 or 37%), which span agriculture, forestry, climate change, energy or livelihoods. In several instances, such as in FP061 or FP112, women are only mentioned as half of the affected population without acknowledging that this necessitates a gendered approach or analysis. SAP010, supporting a climate warning system in the Philippines, ignores how women are disproportionately at risk of the harmful impacts of extreme weather events, and the project description of FP120, a REDD+ results-based finance project in Chile, is blind to the differentiated role women, including indigenous women, play in forest conservation.

None: Three projects (FP024, FP120 and FP121, or 10%) did not include a project summary (indicator 1a).

Recommendation: All GCF projects must explicitly and rigorously include gender-equality considerations and ecofeminist cost-benefit analysis in the technical project/program activity descriptions, which more than a third of the portfolio sample failed to do, and describe gender-equality considerations as a core goal of intended achievements in project/program summaries, which more than half of all analyzed projects/programs did very weakly or not at all. This is important to avoid 'sidelining' the consideration of gender as a separate but unconnected exercise (to be dealt with in an annex or by specialized consultants otherwise not connected with the project/program).



Including gender equality considerations and ecofeminist cost-benefit analysis in the project/program narrative showcases the importance placed by the project/program proponents on gender integration throughout project/program design and in implementation arrangements. As such it is a necessary though insufficient prerequisite to ensure all project/program stages are gender-responsive.



⁴¹ Table 1 presents full project/program number, name, implementing entity and recipient country/ies and Annex 1 presents additional project/program characteristics.

4.1.2 BENEFICIARIES

■ INDICATOR 2: Is there a gendered description and gender-disaggregated data of beneficiaries (baseline and intended reach)

- in the project/program summary (indicator 2a)
- in the detailed technical project/program description (indicator 2b)?

Strong: Four projects (13%) received strong scores for including gender-disaggregated data and targeting women as half of beneficiaries (indicator 2b). [SAP013](#), a project developing solar microgrids in Haiti, stands out for describing women's multi-faceted energy needs and plans to target them as beneficiaries, although private corporate ownership is a concern. [SAP008](#), aiming to extend community flood protection in Bangladesh, distinguishes itself by also highlighting a gender-disaggregated focus on beneficiaries not just in the detailed project description but also in the project executive summary, the only project of the sample to do so (indicator 2a).

Adequate: 11 projects (37%) received adequate scores for providing a gendered description of beneficiaries and providing some gender-disaggregated data (indicator 2b). Some documents claim projects will target women but lack gender-disaggregated data and/or fail to explain how the project will benefit women and/or include gender targets for only some but not all project/program outputs. Others collect gender-disaggregated data only "when possible", for actions in support of only some but not all project/program outcomes. Several MSME projects/programs target women but fail to consider debt and poverty implications, or are inadequate in their definition of what constitutes a women-led MSME. Examples are [FP028](#) for an MSME business loan program in Mongolia, or [FP114](#), which focuses on increasing women's access to finance for climate-resilient agricultural practices in Ghana. Other MSME projects/programs fail to target women at all. Ten projects/programs (33%) reference women as targeted beneficiaries in the overview summary, but without gender-disaggregated data. In several instances, a fifty-fifty gender balance of beneficiaries is seemingly randomly referenced without providing the rationale for how this will be achieved (indicator 2a).

Weak: The remaining 15 projects/programs (50%), neither mention the gender of beneficiaries nor include gender-disaggregated data in project/program description (indicator 2b), while in 16 projects/programs (53%) the project/program summary is fully silent on the gender dimension of beneficiaries. A few documents mention that women would benefit from only one or two of multiple project/program components. An example is [FP099](#) providing GCF finance for a private sector investment fund, which explains that the programmatic approach "will intentionally impact women" and mentions plans to employ women in sub-projects, but provides no data on expected/targeted women beneficiaries.

None: Three projects ([FP024](#), [FP120](#) and [FP121](#), or 10%) did not include a project summary (indicator 2a).

Recommendation: As this is the basis for monitoring implementation progress towards identified gender-differentiated beneficiary targets and ensuring accountability for gender-equal project/program benefit outcomes...



...the GCF should not approve projects/programs that fail to consistently describe how different gender groups will benefit equitably from funded activities and that do not provide baseline gender-disaggregated data.



4.1.3 INVESTMENT CRITERIA

■ INDICATOR 3: Are “gender co-benefits” elaborated against the GCF Investment Criteria?

Strong: Ten projects/programs (33%) received strong scores for a range of activities, including supporting women farmers’ economic struggles and providing women with more opportunities to generate income; improving women’s involvement in water resource management and reducing their time collecting water during droughts; strengthening women’s capacity to manage soil, water, and biomass resources; and increasing women’s income and political power. One good-practice example, [SAP008](#), addressing flooding in Bangladesh, aims to increase women’s economic empowerment, leadership, skills, and decision making within the family as well as stop violence against women. Another good example, [SAP011](#), addressing food insecurity in Mozambique, aims to reduce gender inequality by diversifying sources of income, increasing access to financial services, and challenging the gendered division of labor.

Adequate: 16 projects/programs (53%) were scored as ‘adequate’ for this indicator. In most cases they assert that project activities will benefit and/or not discriminate against women, thus articulating the intention, but then neither specify sufficiently how they will do so nor introduce targeted actions to achieve co-benefits. For example, [FP116](#), focusing on carbon sequestration efforts in forests and rangelands in Kyrgyzstan, promises that the project will expand women’s access to livelihood and business opportunities but does not elaborate how the project will ensure women receive those intended benefits.

Weak: Four projects/programs (13%) fail to explain how women will benefit from project/program activities, including two private sector focused programs ([FP099](#) and [FP128](#)). None of these four projects/programs elaborates what constitutes envisioned gender co-benefits.

Recommendation: All GCF projects/programs must consider and describe intended gender co-benefits of project/program activities since fully two-thirds of the portfolio sample fail to draw and highlight strong links between gender issues, intended climate actions and connections with other relevant co-benefits, such as economic or non-climate environmental issues. While articulating gender co-benefits is currently not mandatory under the GCF investment framework (as ‘gender co-benefits’ are one of several separate co-benefit categories a project/program proponent might choose to focus on), failure to do so risks missing opportunities to link gender more comprehensively to other non-climate areas during implementation in order to achieve enhanced intersectional benefits.

4.1.4 GENDER-RESPONSIVE BUDGET ALLOCATION AND ACCESS TO FINANCE

Two sub-indicators are used to analyze this element of gender integration.

■ INDICATOR 4a: Are gender-related expenditures integrated in the overall project/program budget?

Strong: The budget of only one project, [FP119](#), the water and agriculture project in Gaza, Palestine, includes gender-related expenditures explicitly. Budget lines include funding provided to hire local gender consultants and to integrate women into governance bodies of Water Users Associations.

Adequate: Eight projects/programs (27%) received an 'adequate' score. Almost none of these projects/programs directly budget gender-related expenditures but might do so indirectly, for example, by integrating women-focused activities in some or throughout funded components (e.g., [SAP007](#), [SAP008](#), or [SAP012](#)). Paraguay's REDD+ project's ([FP121](#)) budget mentions gender in passing without specifying its use thereby not including funds for a promised gender specialist mentioned in other project documents. [FP120](#), Chile's REDD+ project indicates, although only in a footnote, that "40% of the [overall project] budget will be used to comply with the indicators of the Gender Action Plan".

Weak: Almost all the remaining 21 projects/programs (70%) score 'weak'. 13 (43%) never mention gender or women in the project/program budget, with the remaining possibly (but not verifiably) including some funding in project/program components that could include gender-related activities (e.g. [FP116](#)). One exception is [FP094](#), focusing on climate resilient water supplies in Comoros, which mentions gender once for an activity that will receive just 0.8% of total project funding.

Recommendation: All GCF overall project/program budgets must not only include gender-related expenditures transparently, including by integrating the budget of the project/program-specific gender action plan into the overall budget overview, but must ensure they constitute meaningful and adequate, not just tokenistic allocations of the overall budget in accordance with the importance that funded gender activities have for the overall project/program success. This is important to provide transparency and accountability for the scale of financial support allocated to gender-related activities as well as for linking relevant specific gender expenditures better to broader program/project components and related budgets.

■ INDICATOR 4b: Can women's groups/local groups/grassroots women get access to project/program funding?

Strong: Strong: Only one project in the portfolio sample explicitly promotes women's groups/local groups/grassroots women's access to project/program funding. [SAP009](#), which aims to build urban ecosystem resilience in Laos, states that the National Women's Union and village-level Women's Unions will be project partners and will assist with project components, thereby suggesting that they will have access to project funding.⁴²

⁴² These Laotian entities are governmental rather than non-governmental organizations (NGOs), as Laos does not have NGOs or civil society organizations.

Adequate: 13 projects/programs (43%) also imply local groups might access funding or profit from funding provided for executing specific elements of the overall project/program implementation. One project, [FP028](#), which provides loans to MSMEs to control greenhouse gas emissions in Mongolia, mentions the Asia Foundation Women in Business Center will manage GAP activities without discussing funding flows. Other projects/programs mention that local groups will plan and/or implement project/program sub-components and/or serve on project/program governing boards, without mentioning funding access. For example, the GAP of [FP112](#), addressing climate vulnerability in the water sector in the Marshall Islands, indicates representation of Women’s United Together Marshall Islands (WUTMI) on the project management unit, thus suggesting they could have some control over and access to project funding.

Weak: The 16 remaining projects/programs (53%) either never mention women’s groups/local groups/grassroots women at all, or mention them without discussing access to finance. For example, while the GAP of [SAP013](#), which plans to set up solar microgrids in Haiti, promises to conduct surveys involving local women’s groups in each of the project-affected towns, it does not set a target or include an action to address those groups’ access to project-related funding.

Recommendation: All GCF projects/programs must ensure women’s groups/local groups/grassroots women can get access to project/program funding. This can be either directly by designating project/program components that devolve some funding directly to them, or indirectly, by including them as executing entities for certain targeted activities under some or all project/program components, in which their specific expertise enriches overall project/program implementation and sustains continued gendered and local benefits.

4.2 GENDER APPROACH AND UNDERSTANDING

■ This second cluster of indicators in the study’s evaluation framework looks more specifically at how gender is understood and approached by the GCF implementing entities in the 30 approved projects/programs. The analysis concerns indicators 4c, 5, 6, 7, 8, 9a, 9b, 10 and 11 (see Table 4.2).

TABLE 4.2: Results of assessing cluster 2 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
4c	Does the Gender Action Plan (GAP) have an adequate budget? Does it fund and support local capacity for gender mainstreaming?	2	7	18	60	10	33	-8
5	Does the project/program have an intersectional approach to gender?	0	0	12	40	18	60	-18
6	Does the project/program acknowledge and include people with marginalized gender and sexual identities?	0	0	0	0	30	100	-30

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
7	Does the project/program acknowledge and take into account potential impacts on sexual and gender-based violence (SGBV) or sexual exploitation, abuse and harassment (SEAH)?	2	7	8	27	20	67	-18
8	Does the mandatory Gender Assessment analyze the current state of gender dynamics in the project/program-affected area(s)?	15	50	14	47	1	3	+14
9	Does the mandatory Gender Assessment predict and address potential harmful gendered impacts?							
9a	Is this analysis followed up with addressing potential harmful gendered impacts in overall project/program design?	2	7	10	33	18	60	-16
9b	Is this analysis followed up with addressing potential harmful gendered impacts through concrete actions in the project/program-specific GAP?	0	0	2	7	28	93	-28
10	Does the project/program take into account potential impacts on the gender division of labor?	2	7	24	80	4	13	-2
11	Does the GAP include activities that are assigned to responsible entities, include a timeline, cover the project/program period, and have dedicated funding?	12	40	10	33	8	27	+4

Three indicators seek to ascertain whether intended implementation is narrowly focused on adding some women-focused activity to otherwise at best gender-neutral, at worst gender-blind projects/programs, or whether there is a broader understanding of gender equality. **Indicator 5** looks at whether projects/programs consider the intersectionality of gender with other factors, including age, race, ethnicity, geography or economic class. **Indicator 6** evaluates project/program acknowledgement of gender as non-binary and inclusion of multiple gender identities and sexual orientations beyond differentiating between women and girls, men and boys, and defining heterosexuality as the norm. Related to this broader gender contextualization is also an understanding of the ever-present danger of sexual and gender-based violence (SGBV) and/or sexual exploitation, abuse and harassment (SEAH) being perpetrated or perpetuated through the implementation of projects and programs. The extent to which these possibilities are acknowledged and measures are included to prevent the occurrence of SGBV or SEAH is ascertained with **indicator 7**.

The performance on these three indicators, in turn depends on the quality of the mandatory project/program-specific gender assessment. This quality is directly related to the implementing agency's capacity to analyze the current state of gender dynamics in the project/program regions and implementation areas (**indicator 8**), as well as its ability to predict and address potentially harmful gendered impacts (**indicator 9**). Yet even a high-quality gender assessment, which is thorough in anticipating gendered harm and proposing mitigation actions, is only as good as its application. **Indicator 9a** therefore assesses the extent to which the analytic findings of the gender assessment are taken up and integrated in overall project design and proposed implementation arrangements.

This applies for example in the way a project/program takes into account its potential impacts on the gender division of labor (**indicator 10**).

In the GCF context, the mandatory gender assessment is to be accompanied by a project/program-specific Gender Action Plan (GAP). **Indicator 9b** assesses whether the GAP sufficiently translates the findings and recommendations of the gender assessment into concrete and targeted actions in order to not only prevent gendered negative impact (“do no harm”) but additionally also to pro-actively address and change gender norms and exclusions (“do good”). Several additional indicators, finally, probe the quality of the mandatory GAPs. **Indicator 4c** evaluates the adequacy of budget allocations for GAP implementation, including whether they fund and support local capacity for gender mainstreaming in climate processes and actions. **Indicator 11** assesses whether the GAP assigns responsibility to entities for the implementation of proposed actions, includes a time-line for their completion, and provides a GAP budget at all.

4.2.1 INTERSECTIONALITY⁴³

■ INDICATOR 5: Does the project/program have an intersectional approach to gender?

Strong: None of the projects/programs in our sample has a strong intersectional approach to gender or shows a strong understanding of how intersectionality informs gender-responsive project/program outputs and outcomes.

Adequate: 12 projects/programs (40%) mention sexual and gender minorities or indigenous women without fully embracing an intersectional lens. For example, [FP110](#), an Ecuadorian REDD+ project’s Gender Assessment, notes that lesbian and trans women are disproportionately at risk of SGBV but other project documents fail to integrate this intersectional framework. [FP117](#), a LAO PDR emissions reductions project, states that the project will work to help indigenous people and marginalized ethnic groups but fails to acknowledge how other identities impact women’s experiences and their ability to access project benefits.

Weak: 18 projects (60%) at best take a weak intersectional approach to gender. These projects assume women and men constitute homogenous groups. They do not acknowledge how ethnicity, class, or sexuality may affect different marginalized gender groups’ ability to access project/program benefits. For example, projects [FP028](#) and [FP012](#) both attempt to target finance to women, but without considering the extent to which existing poverty or lack of property as collateral might exclude them from participation in the proposed credit schemes, or conversely, how taking up credits could aggravate their economic situation. Other bad-practice examples include [FP100](#), a REDD+ project providing results-based payments for emissions reductions in the Brazil Amazon and reinvesting the proceeds for community-based forestry-protection measures, and [FP107](#), a climate and agricultural resilience project in Bhutan. Both projects barely mention indigenous women even though their activities will heavily impact them. [SAP011](#), which aims to address food insecurity in Mozambique, neither tailors project activities to ensure that the most marginalized women are reached, nor adequately considers interconnections between environmental issues and the experiences of women farmers.

⁴³ Intersectionality refers to how gender (which are the roles, behaviors, activities, rights, and attributes that a given society at a given time considers appropriate for women and girls and men and boys) overlaps with other sociocultural factors, such as race, ethnicity, migratory status, religion or belief, health, status, age, class, caste, sexual orientation, gender identity, and inclusion and exclusion. Looking through the lens of intersectionality is critical for understanding the complexity and particularity of inequalities in the lives of different gender groups, including women and girls, men and boys.

Recommendation: All GCF projects/programs must identify and address gender issues intersectionally by reviewing the adequacy and benefits of proposed climate actions through the lenses of experiences and needs of groups such as indigenous women, women of different ethnicities, races and ages, sexual and gender minorities and other marginalized gender groups. Without such a broader understanding of women and girls, men and boys as inhomogeneous groups of people, which is missing from almost all sample projects/programs, proposed gender actions cannot be adequately targeted and responsive to the differing needs of multiple gender sub-groups. They also risk cementing existing power dynamics and exclusions based on non-gender factors, but experienced in a differentiated way by diverse gender groups.

4.2.2 GENDER AND SEXUAL IDENTITIES

■ **INDICATOR 6: Does the project/program acknowledge and include people with marginalized gender and sexual identities?**

Strong: None

Adequate: None

Weak: Glaringly, 25 projects/programs (83%) never even mention people with marginalized gender and sexual identities. Five projects do (FP024; FP094; FP114; FP118; FP119), but fail to integrate such acknowledgement into project/program design and targeted inclusive actions, such as assistance to ensure that they are sharing in benefits. For example, FP094, a project to ensure climate resilient water supplies in the Comoros Islands, states in its environmental and social management framework that discrimination due to sexual orientation is prohibited, but does not explain how potential discrimination will be prevented and does not mention LGBTQ people. A project focused on building comprehensive resilience in the Churia Region in Nepal (FP118) acknowledges the marginalization of LGBTQ people in the project area, but does not address this in project implementation.



Recommendation: All GCF projects/programs must acknowledge and include people with marginalized gender and sexual identities in designing actions and interventions meant to benefit all people in project/program areas equitably.



Without such actions, not only will GCF projects/programs violate fundamental human rights, the exclusion of these groups will also undermine the equity and effectiveness of the proposed interventions and lead to sub-optimal project/program implementation outcomes.

4.2.3 ACKNOWLEDGING AND TAKING INTO ACCOUNT SGBV AND SEAH

■ INDICATOR 7: Does the project/program acknowledge and take into account potential impacts on SGBV and SEAH?

Strong: Only two projects/programs (7%) strongly account for SGBV and SEAH. One of them, [FP117](#), the LAO PDR emissions reductions project, commendably includes data on rates of SGBV and SEAH against women in Laos, acknowledges that project disruption of the existing gender division of labor may increase SGBV, and recommends the project create trainings to empower women and change men's attitudes towards gender equality. The other, [SAP007](#), a Zimbabwe project focused on climate risk management for food security and livelihoods, plans to raise awareness about SGBV and ensure that the project's empowerment of women will not result in increased SGBV.

Adequate: Seven projects/programs (23%) mention SGBV and/or SEAH. Some even target reduction of SGBV as a goal in either the GAP or the project ([FP115](#); [SAP008](#)), but often only by general training or awareness raising and without mitigating the SGBV risks concretely posed by the project itself ([FP107](#); [SAP013](#)). Overall acknowledgement and awareness of SGBV and/or SEAH noted by these projects/programs lack depth and/or targeted and project/program-specific follow-up actions.

Weak: 21 projects/programs (70%) never or barely acknowledge or take into account potential SGBV and/or SEAH impacts. When this omission occurs in a program framework, it is potentially replicated in a number of sub-projects implemented under the program. For example, [FP082](#), financing support for a Green Development Fund in China, includes no acknowledgement of or protection against potential SGBV or SEAH impacts. And [FP128](#), a private sector forest fund planning to operate wood plantation projects in several countries, in its gender assessment recognizes that "women working in the forestry sector sometimes suffer from sexual harassment", but sets no safeguards to prevent this possible outcome and provides no protection against other potential SGBV or SEAH impacts.

Recommendation: All GCF projects/programs must diligently acknowledge and take into account potential impacts on SGBV and SEAH, pervasive scourges which the vast majority of projects/programs ignored. This is important to ensure that women and people with marginalized gender and sexual identities are not restricted from benefitting from GCF interventions and that these interventions themselves do not perpetuate and reinforce, instead of break, existing patterns of violence, exploitation, abuse or harassment. This should be done through project/program-specific targeted actions, not just through general awareness raising or training efforts, but also as part of standard project/program risk mitigation frameworks.

4.2.4 QUALITY OF GENDER ANALYSIS AND ITS APPLICATION IN PROJECT/PROGRAM DESIGN AND IMPLEMENTATION MEASURES

Three (sub-)indicators (indicators 8, 9a and 10) are used to analyze this element of gender integration.

■ **INDICATOR 8: Does the Gender Assessment analyze the current state of gender dynamics in the project/program-affected area(s)?**

Strong: Indicator 8 attained the highest score of all indicators (see Table 4). Encouragingly, 15 projects/programs (50%) commendably included strong gender dynamic analyses. They are based not just on conducting literature reviews, but also convening consultations, and/or field visits and/or focus groups. Through these methods they collected and applied primary data to consider gender dynamics involved in climate, agriculture, water, and land and forest management. For example, [FP024](#) focused on community-based natural resource management in Namibia, documented field trips and focus group discussions exploring women's relationship to and role in proposed climate change and agriculture interventions. [FP109](#) on safeguarding rural communities from climate-induced disasters in Timor-Leste, collected primary data through site visits, focus groups and multiple consultation workshops. [SAP013](#) with the project goal to improve energy access through solar mini-grids in Haiti includes a detailed gender background for each of the project's multiple components.

Adequate: Of the remaining other 14 projects/programs (47%) adequately described the gender dynamics in the project/program-area(s). The main shortcoming of almost all these projects was to base their analysis solely on existing literature reviews, without conducting any first-hand data collection. One of them, [FP117](#), the LAO PDR emissions reductions project, sometimes uses a paternalistic tone towards women. Another one, [FP122](#), a fund with numerous intended sub-projects for ecosystem-based coastal management in the Western Indian Ocean, based its gender assessment for the four countries under the program on extracted excerpts from select gender policies in those countries, rather than conducting original research. Three projects that depended on literature reviews, overstate the benefits of microfinance. One project, [SAP010](#), supporting a climate warning system in the Philippines, conducted a literature review on gender dynamics, but overlooked women's intergenerational environmental knowledge and instead just assumes that all women need more climate information.

Weak: Only one program, [FP114](#), received a weak score for providing little context on women's relationship to climate change or the environment, which is doubly unfortunate given that the program's stated intention is to target finance for climate resilient agricultural practices through affirmative action for women in Ghana.

Recommendation: All projects/programs must conduct rigorous gender assessments that generate baseline data for project/program implementation through conducting extensive field consultations, site visits and focus groups. They must collect primary quantitative and qualitative data, going beyond desk literature reviews, to obtain an in-depth understanding of project/program dynamics.

■ **INDICATOR 9a: Are potential harmful gendered impacts, as analyzed in the gender assessment, considered and integrated in the overall project design?**

Strong: Only two projects (7%) received a strong score. [FP109](#), which intends to safeguard rural communities during climate disasters in Timor-Leste, identifies multiple gender-risks posed by the project and proposes

strong mitigation measures. [FP121](#), implementing forest protection measures using REDD+ results-based financing in Paraguay, includes detailed descriptions of gender risks and notes that a gender specialist will be tasked with ensuring women and girls are protected from those risks.

Adequate: Ten projects and programs (33%) received adequate scores. Most of them identify some potential gendered harm or indicate they will provide some gender-responsive safeguards and mitigation actions as part of their environmental and social management frameworks. However, they do so selectively rather than comprehensively and/or overlook the gender dimensions of other project risks and lack measures to address the risks they do identify. For example, [FP127](#) on addressing the climate vulnerability of agricultural livelihoods in Southern Zimbabwe provides a detailed list of potential risks posed by the program as well as mitigation measures, but does not address the environmental and economic risks posed, particularly for women, by replacing subsistence with market-based farming.

Weak: 18 projects/programs (60%) received weak scores. They mostly fail to mention gender risks posed by projects/programs and to propose gender-responsive safeguards to prevent or mitigate them. This is glaringly disappointing given the findings under Indicator 8 that two-thirds of all projects/programs had at least adequate gender assessments. This underlines that the majority of projects/programs having good gender assessments treat them more as a ticking exercise than as the basis for thorough project/program safeguards and risk management during design and implementation. Two funded proposals among the sample stand out as bad-case examples. Probably not incidentally, both are private sector-focused separate funds in which GCF funding is invested. One is [FP099](#), Climate Investor One covering 18 countries, which ignores gender in the program's risk assessment entirely although the gender assessment notes significant program-related gender risks in the countries the Fund aims to invest in via sub-projects. It is particularly troublesome that the project ignores how privatizing energy provision in program-affected countries often deepens gender inequities in accessing energy. Another bad practice example is [FP128](#), the Arbaro Sustainable Forestry Fund covering seven countries, which includes no gender-related risks or safeguards in the funding proposal and ignores how women are disproportionately at risk of being excluded from intended sub-project benefits and harmed by proposed sub-project activities.

Recommendation: **Almost all GCF projects/programs must do much more to anticipate and provide risk mitigation measures to address potential harmful gendered impacts in overall project/program design and implementation arrangements by incorporating the findings of the mandated gender assessments. This is a matter of sequencing to ensure that an initial gender assessment is conducted early enough in the project/program inception stage to ensure initial concept notes and the project/program design can be adjusted in response to the gender assessment. The finding points also to the need for the GCF Secretariat to increase its scrutiny of such necessary follow through before proposing projects/programs for Board approval. As this is particularly challenging for programs with multiple intended sub-projects and often covering many countries, the GCF Secretariat should restrict its support for and must strengthen its oversight in monitoring implementation of such programs.**

■ **INDICATOR 10: Does the project/program take into account potential impacts on the gender division of labor?**

Strong: The implementation measures of only two projects/programs (7%) take into account potential impacts of proposed interventions on the gender division of labor. The two projects that best applied gender dynamics are [SAP007](#), which focuses on climate-related food security in Zimbabwe and [SAP008](#), a

community-based project addressing climate-induced flooding in Bangladesh. Both projects developed plans to enhance women's leadership skills through training and other methods. SAP008 also prioritizes women-headed households in beneficiary selection specifically to challenge the gender division of labor.

Adequate: 24 projects/programs (80%) scored 'adequate' for efforts to acknowledge to varying extents proposal-related impacts on the gender division of labor. However, most of them insufficiently included project/program safeguards against exacerbating existing divisions or preventing the possible increase of women's domestic or reproductive labor responsibilities as a direct result of proposed actions.

Weak: Four projects/programs (13%) fell short in sufficiently understanding existing gender divisions of labor in project/program areas, or possibly exacerbate rather than lighten them. For example FP115, an investment in renewal energy generation in Chile, seems to assume that women's non-participation in the formal sector is entirely due to lack of confidence or knowledge rather than a result of their disproportionate responsibility for reproductive labor burdens. FP119, a water banking project focused on adapting agriculture in Gaza, Palestine, to climate change, completely overlooks women's burden collecting water for domestic use and fails to analyze how the project could impact the gender division of labor.



Recommendation: All GCF projects/programs must not only analyze existing patterns of gender division of labor, and in particular how women are disproportionately burdened by mostly unpaid domestic and reproductive labor, but they must also provide safeguards to ensure that project/program impacts do not further entrench or exacerbate existing gender divisions of labor.



In addition, they must design and implement targeted measures to address inequities and challenge existing gender-differentiated labor market norms, including pay equity and opening women's access to male-dominated job categories.

4.2.5 QUALITY OF GENDER ACTION PLAN (GAP) AND ITS FOLLOW-THROUGH

Three (sub-)indicators (indicators 9b, 11 and 4c) are used to analyze this element of gender integration.

■ INDICATOR 9b: Are project/program-specific potential harmful gendered impacts, highlighted in the Gender Assessment, followed up with concrete and targeted actions in the GAP?

Strong: Not one project GAP attained a strong score. This indicates a substantial disconnect between adequate and strong gender assessments (which 97% of the project/program sample scored) and their completely inadequate translation into plans of action to address identified risks and impacts to prevent gender harm and improve gender outcomes. Doing so should be one of the core functions of program/project GAPs.

Adequate: Three project GAPs (FP120, FP121 and FP127, or 10%) mention some gender risks and safeguards and include some corresponding GAP actions to address challenges highlighted in the initial mandatory gender assessment, although this is not done comprehensively. For example FP121, a REDD+ project in Paraguay, requires gender-disaggregated reporting of safeguard measures and sets as one GAP indicator the number of safeguard reports that include gender-disaggregated data, but without proposing actions beyond reporting.

[FP127](#) which aims to reduce the vulnerability of agricultural livelihoods in Zimbabwe, provides an extensive list of potential risk and concrete mitigation measures for some of them, but does not adequately address how poor women could be harmed by becoming market-oriented farmers.

Weak: 27 project/program GAPs never mention gender risks or potential harmful gendered impacts, or articulate safeguards to prevent these. Thus it is at best unclear whether specified GAP actions are targeted as mitigation measures to address potential risks, while more likely, these GAPs just focused on a couple of largely unrelated gender activities. They certainly failed to design these activities in such a way to ensure they prevent harmful gendered impacts.

Recommendation: All GCF project/program GAPs must carefully design and target interventions to address and substantially mitigate potential gendered harm identified and highlighted in the mandatory initial gender assessment. This is vital to prevent that GCF funded projects/program cement or exacerbate existing gender inequities. Such targeted interventions have to complement additional GAP measures which should focus on working pro-actively toward changing gender norms and the existing gender balance of power.

■ **INDICATOR 11: Does the GAP assign activities to responsible entities, include a timeline, cover the entire project/program implementation period, and allocate dedicated funding?**

Strong: 12 project/program GAPs (40%) scored strongly for assigning activities to responsible entities, including a timeline, covering the project/program period, and allocating dedicated funding via a GAP budget. At a minimum, they do all these things. Beyond doing so, [SAP008](#), a community-based project addressing climate-induced flooding in Bangladesh, stands out for establishing strong, gender-disaggregated targets for each GAP activity as well as transparently disclosing budgets for all activities.

Adequate: Ten project/program GAPs (33%) assign activities to responsible entities, include a timeline, cover the project period, and allocate dedicated funding through a GAP budget. They only score adequately because of shortcomings such as failing to break down allocations by components, setting a very low GAP budget and/or providing vague timelines and/or including GAP activities that are not targeted at project/program-affected marginalized gender groups. For example, [FP115](#), a large-scale renewable energy infrastructure project in Chile, while providing specific timelines, targets and outcomes for each GAP activity, sets only a miniscule budget and assigns the same responsible entity to every activity. In contrast, [FP028](#), a mitigation-focused business loan program for MSMEs in Mongolia, includes a clear timeframe for each GAP activity and assigns a variety of responsible entities for each sub-output with clear targets. However, this project provides no budget and identifies very few GAP measures that will directly impact program-affected women through the provision of loans.

Weak: Eight project/program GAPs (27%) scored weakly for not assigning activities to responsible entities, providing weak or no timelines, and allocating insufficient financial resources for GAP implementation. Several projects/programs have notably deficient GAPs that fail to assign responsibility for GAP activities to entities, and provide no timeframe or budget for the implementation of identified GAP measures. Examples include [FP109](#), which intends to safeguard rural communities during climate disasters in Timor-Leste, and [SAP010](#), which sets up early warning forecasting in the Philippines.

Recommendations: All GCF projects/programs must develop and articulate GAPs that assign GAP activities to responsible entities to create accountability and traceability. GAPs must include a

timeline, cover the entire project/program period for implementation (neither front-loading nor delaying activities) and allocate dedicated funding through a detailed budget that provides cost details for each activity.

■ INDICATOR 4c: Does the GAP have an adequate budget that also funds local capacity for gender mainstreaming?

Strong: Two projects/programs (7%) received a 'strong' score for this indicator. [FP120](#), on REDD+ results payments in Chile, judging on the intent expressed in the GAP, stands out among all 30 sample projects/programs for allocating substantial funds for GAP activities. The project's funding proposal contains a footnote stating that "40% of the [overall project] budget will be used to comply with the indicators of the Gender Action Plan", including to meet GAP objectives. The other 'strong' project, [FP127](#), building climate resilience for vulnerable agricultural livelihoods in Zimbabwe, includes a detailed and well-allocated budget line for each GAP indicator.

Adequate: 18 project/programs (60%) did an adequate job in providing a detailed budget. Roughly half of those ([FP084](#), [FP094](#), [FP107](#), [FP110](#), [FP116](#), [FP118](#), [FP119](#), and [SAP009](#)) did better than the rest of the cohort scoring 'adequate' by allocating funding for each GAP output indicator. However, they mostly failed to detail intended uses of the budget components. They broke the allocation down for individual GAP activities, but only for some rather than all of the proposed activities. The adequacy of the budget (and the detailed budget breakdown by activity) provided in the project/program GAP is difficult to assess because to determine adequacy more is needed than simply calculating the percentage share of the overall project/program spending devoted to the GAP budget. Nevertheless, GAP spending as percentage of the total project/program budget is generally relatively low and ranges around 4-5% for several projects ([FP061](#), [FP112](#), [SAP009](#)), with [FP083](#) assigning a GAP budget of 8.5% of the total project funding. Several GAPs indicate spending for gender specialists to oversee and guide implementation of the GAP. In two instances, [FP082](#) for a Green Development Fund in China and [FP121](#) for REDD+ results-based payments in Paraguay, funding for gender specialist(s) takes up the majority of the GAP expenditure, thus leaving little funding for actions that could more directly benefit project-affected marginalized gender groups.

Weak: Ten projects/programs (33%) only attained a weak score, with nine (30%) failing completely to even budget for GAP activities. One sample project, [FP115](#), a private sector equity investment for renewable energy generation in Chile, budgeted for the GAP, but with a miniscule amount of .02% of the expected overall project funding. This was based on an expectation of significant additional leveraged private sector funding. For projects/programs expected to secure additional private sector financing through 'mobilizing funding at scale' over time, it is even more important to provide an adequate GAP budget through the concessional GCF contribution right at the project/program start.

Recommendation: **Providing a complete and fully and adequately budgeted GAP should be a requirement for project/program approval by the GCF Board. An adequate budget for mandatory GAPs not only provides overall amounts but also detailed cost items for each GAP output indicator and related GAP activities. For GAP budgets to be considered adequate, financing provided needs to be commensurate with overall budgets and the goals of GCF projects/programs, identified gender risks and impacts, and fund comprehensive measures to address them. While funding gender expertise to oversee project/program implementation is crucial, strong preference should be given to local rather than international consultants, through core overall project/program budget expenditures. This aims**

to avoid consultant costs consuming the majority of GAP resources, and ensuring sufficient resources are devoted to funding targeted gender activities focused on building local gender capacity.

4.3 RISK MANAGEMENT VIA SAFEGUARDS, GRIEVANCE PROCEDURES, COMPENSATION/REDRESS

■ The third cluster of indicators in the study’s evaluation framework looks at three things. First, how are gender equality concerns considered and integrated into the mandatory environmental and social safeguards (ESS) framework of GCF project/program development and implementation? Second, do affected communities and Indigenous Peoples⁴⁴ have free, prior and informed consent (FPIC), including the explicit right to accept or refuse a proposed project/program directly affecting them? Third, how are gender-responsive follow-up procedures and measures designed in cases where those ESS systems and procedural rights fail to prevent harm or insufficiently mitigate potential negative impacts? And as part of the latter, are affected - often marginalized - gender groups ensured appropriate due diligence and recognition of the role of gender when they seek compensation or redress for harm? These questions are analyzed using indicators 12, 13, 14, and 15 (see Table 4.3).

TABLE 4.3: Results of assessing cluster 3 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
12	Does the project/program create safeguards to prevent potential harms and gender-responsive risk assessment and monitoring frameworks?	0	0	10	33	17	57	-17
13	Does the project/program apply free, prior and informed consent (FPIC) and give project/program-affected persons the right to accept or refuse?	3	10	6	20	21	70	-18
14	Is there a project/program-level, gender-responsive redress mechanism?	3	10	13	43	14	47	-11
15	Does the project/program provide compensation in case of harm that disproportionately impacts women and other marginalized gender groups, such as indebtedness, SGBV, and displacement?	1	3	12	40	17	57	-16

Under the GCF’s Environmental and Social Management System (ESMS), all GCF project/program proposals are screened and labeled according to the severity of potential ESS risks the proposed interventions entail. A Category A label designates severe or irreversible potential harm needing major mitigation or compensation commitments; Category B indicates potential limited harm needing mitigation; and Category C indicates minimal to no expected environmental and social impacts.⁴⁵ Mandatory Environmental and Social Impact Assessments (ESIAs) of varying detail are prepared under the GCF’s

⁴⁴ For more details on the GCF’s procedural approach to engaging with Indigenous Peoples, their needs, rights and concerns, see <https://www.greenclimate.fund/projects/safeguards/ip>.

⁴⁵ See footnote 23 for an explanation of the detailed GCF risk categorization.

Interim ESSs.⁴⁶ Such ESIAAs are required for projects with risk categories A and B, but not for those appraised as C. For programs (or investments in other funds) with a number of expected sub-projects, the GCF accredited entity implementing such a program needs to showcase its own Environmental and Social Management Framework (ESMF) that provides sub-project risk assessment and oversight 'fit-for-purpose' (commensurate with its overall risk categorization). **Indicator 12** looks specifically at how well potential gender harm is considered in the sample projects' ESS assessments and in sample programs' ESM⁴⁷ through integration in resulting ESS risk management frameworks.

One of the core safeguards to protect in particular Indigenous Peoples from harm is the principle of FPIC. While the GCF applies FPIC almost exclusively in the context of its Indigenous Peoples Policy⁴⁸, the study looks at whether not just indigenous communities but all project/program-affected communities more broadly are able to claim the procedural right to provide consent to financed GCF actions that directly impact them (**indicator 13**). A project/program's scoring on this indicator speaks to the quality of consultation, including detailed information provision, opportunity to input and help shape the design of projects/programs, and the ability of affected communities based on this to make an informed decision about whether proposed actions support their needs and rights or might ignore them.

Using **indicator 14**, the study also analyzed the gender-responsiveness of the various grievances mechanisms and procedures mandated by the GCF, which should give project/program-affected people the right and opportunity to air concerns and grievances when they feel they have been negatively affected by GCF projects or programs. In addition to the grievance mechanism at the GCF level, the Independent Redress Mechanism (IRM)⁴⁹, the ESMS requires the set-up of grievance procedures by the implementing entity at the project-level. In cases of GCF programs (or investments in separate funds), grievance procedures are technically required to be set up at the program-level by the implementing entity⁵⁰, as well as at the sub-project level by executing entities (under the oversight of GCF implementing entities). Lastly, in this cluster of indicators, the study looks at whether the project/program describes procedures and commitments to provide compensation in case of harm that disproportionately impacts women and other marginalized gender groups, such as indebtedness, SGBV, and displacement (**indicator 15**). This emphasis is important given that many standard approaches to compensation that for example tie financial compensation to proof of land ownership disadvantage women who often do not hold formal land titles.

4.3.1 SAFEGUARDS

■ **INDICATOR 12: Does the project/program create safeguards to prevent potential harms, including those that will disproportionately impact women and other marginalized gender groups as well as gender-responsive risk assessment and monitoring frameworks?**⁵¹

⁴⁶ The GCF's Interim ESSs are the Performance Standards of the World Bank's private sector arm, the International Finance Corporation (IFC), although the GCF is in the process of developing its own ESS.

⁴⁷ The ESS reports of all approved GCF projects and programs are disclosed at the respective project/program page of the GCF website and as a searchable database at <https://www.greenclimate.fund/projects/safeguards/ess>.

⁴⁸ The GCF's Indigenous Peoples Policy, strongly anchoring a rights-based approach, including FPIC, can be found at <https://www.greenclimate.fund/sites/default/files/document/ip-policy.pdf>, with guidelines for the policy's implementation detailed here <https://www.greenclimate.fund/sites/default/files/document/ipp-operational-guidelines.pdf>.

⁴⁹ The GCF IRM can be accessed by project/program-affected people at any time. In contrast to other financial institutions, grievance procedures at a project/program level do not have to be exhausted first (hierarchy of response) before a concern can be brought to the GCF IRM. The GCF IRM can also start self-investigations. For more on the role, procedures and capacities of the GCF IRM, see <https://irm.greenclimate.fund/>.

⁵⁰ In most instances, GCF accredited entities rely for this on their own grievance mechanisms and procedures. Their existence and robustness is assessed during accreditation of the entity to the GCF as implementing partner.

⁵¹ This indicator was assessed by looking at project/program proposal documentation detailing risk assessment and management procedures, which are section F for standard project/program proposals and Annex 7 for simplified approval process (SAP) proposals.

Strong: Not one sample project/program attained a strong score for this indicator, showcasing overall weakness in risk assessments and monitoring frameworks to take into account potential gendered harm and monitor to prevent negative outcomes that would disproportionately impact women and other marginalized gender groups.

Adequate: Ten projects (33%) attained barely adequate scores. None of them proposed a gender-responsive monitoring framework. One project, [FP082](#), which sets up a green development fund in China, mentions safeguards, but only in relation to involuntary resettlement. It sets a somewhat arbitrary threshold of 200 or more people affected before safeguard measures kick in, without considering how involuntary resettlement often especially harms women, and failing to consider other risky situations. [SAP009](#), focused on building the resilience of urban populations in Lao PDR, includes some safeguards to prevent the exclusion of women, but overlooks the gender dimensions of other project-related risks. [FP118](#), which aims to increase the resilience of target populations in Nepal, notes that the project risks excluding women and other marginalized groups, but provides only mediocre mitigation measures to safeguard against this negative outcome. Other projects identify one or two gender risks but often overlook major risks, such as SGBV, which none of the analyzed projects/programs in this group safeguard against.

Weak: 17 projects/programs (57%) received a weak score. None of these projects mention safeguards or gender-sensitive risk assessment and monitoring. [FP099](#), Climate Investor One covering 18 countries, which includes no gender safeguards, is especially troublesome because it ignores how privatizing energy in project-affected countries often deepens gender inequities in accessing energy.

None: The mandatory risk assessments for three Simplified Approval Process (SAP) projects/programs (10%), which are supposed to be detailed in an annex to the funding proposal, have not been disclosed. In the case of [SAP013](#), a private sector program for scaling-up solar mini-grids in Haiti, this is because the GCF does not disclose any project/program-relevant annexes of private operations to the public. Instead, it only provides a redacted project/program proposal, thereby severely restricting the public's right to know risks of GCF private sector projects/programs. For two public sector SAPs ([SAP011](#) and [SAP012](#)), the annex containing the mandatory risk assessment should have been disclosed, but wasn't.

Recommendations: All GCF projects/programs must apply adequate safeguards to prevent potential harms disproportionately impacting women and other marginalized gender groups as part of an overall gender-responsive risk assessment with commensurate risk mitigation measures and monitoring frameworks; this has to be a high urgency focus for improvement, since no projects/programs sampled did so strongly. Such risk assessments must be fully disclosed. The practice of currently redacting private sector proposals and of not disclosing related annexes (including the annex with the mandatory risk assessment in the case of private sector proposals approved under the Simplified Approval Process) prevents affected stakeholders and the broader public from understanding and assessing the potential harms such projects/programs could inflict and the adequacy of proposed mitigation measures.

4.3.2 APPLICATION OF FREE, PRIOR AND INFORMED CONSENT (FPIC)

■ **INDICATOR 13: Does the project/program apply free, prior and informed consent (FPIC) and give project/program-affected persons the right to accept or refuse?**

Strong: Three projects (10%) received strong scores. [FP110](#), a REDD+ project in Ecuador, provides clear, gender-sensitive processes for obtaining consent from project-affected people and included a women's

organization in designing the FPIC process. [FP117](#), the LAO PDR emissions reductions project, requires obtaining FPIC from all project-affected people while including many gender-sensitive FPIC accommodations. [FP118](#), aimed at building resilience in Nepal's Churia region, provides a detailed and gender-sensitive description of the project's FPIC process.

Adequate: Six projects (20%) received adequate scores. These projects include gender-sensitive consultations but do not require obtaining consent and/or FPIC for non-indigenous project/program-impacted peoples. They might also mention the intention to have an FPIC process, but fail to make it a mandatory part of implementation procedures, or do not articulate how the FPIC process will be implemented. For example, [FP109](#) on safeguarding vulnerable communities against climate-induced disasters in Timor-Leste, elaborates guidelines on how an FPIC process should be conducted, but does not clarify if the project will actually implement them. [FP120](#), providing REDD+ results-based finance to Chile, focuses FPIC exclusively on indigenous peoples without acknowledging intersectionalities with, or mentioning the need to obtain consent from, women or LGBTQ people. [FP115](#), a large-scale private sector renewable energy project in Chile, promises in its ESMF that the process of obtaining consent will be "culturally appropriate", "inclusive and gender-sensitive" and "free of coercion", but provides no further details of how to operationalize this procedurally.

Weak: 21 projects (70%) scored weak. Many of these projects never mention consent at all. A few mention consent but do not require it from project/program-affected people. [FP061](#), trying to build community resilience to climate change impact through direct access to small-scale financial resources in three Eastern Caribbean small islands, mentions consent, but clarifies neither the FPIC process nor whether it will provide any gender-responsive accommodations. [FP094](#), providing climate resilient water supplies for the Comoros, indicates that the project will seek FPIC but does not clarify how this process will occur.

Recommendation: A large majority of analyzed projects/programs in the sample cohort had very weak procedures for allowing project/program-affected persons the right to accept or refuse project/program interventions following the FPIC principles. While 10% of sampled projects/programs did so admirably, all GCF projects/programs need to design and operationalize FPIC procedures that are gender-responsive and inclusive. They must give all project/program-affected people, and in particular Indigenous Peoples, the right to consent or object to project/program interventions, goals and implementation procedures. FPIC must thus be operationalized as an iterative process throughout the project/program cycle but starting at the earliest conceptual stage.

4.3.3 GRIEVANCE REDRESS MECHANISMS

■ INDICATOR 14: Is there a project/program-level, gender-responsive grievance redress mechanism?

Strong: Three projects (10%) received strong scores for including gender-responsive grievance and redress mechanisms (GRM). [FP117](#), the LAO PDR emissions reductions project, integrates gender-responsive provisions throughout its GRM design and involves the Laos Women's Union in raising awareness about it. [FP118](#), aimed at building resilience in Nepal's Churia region, integrates many gender-responsive provisions throughout the GRM. [FP121](#), Paraguay's REDD+ project, requires that its gender specialist design project-level, gender-responsive grievance redress procedures that are overseen by an independent office.

Adequate: 13 projects/programs (43%) received an adequate score. Some of these projects/programs require and describe a project/program-level GRM with some gender-responsive accommodations and elements.

Examples include [FP084](#), enhancing communities' resilience in coastal communities of India, or [FP107](#) aimed at building resilience in the agricultural sector in Bhutan, which both allow oral complaints to account for prevalent illiteracy among many women and other marginalized groups. [FP109](#), safeguarding rural communities against climate disasters in Timor-Leste, describes having targeted gender training for the safeguard manager. Other projects/programs plan to create a GRM with some gender accommodations or mandate them, as in the case of [FP128](#) supporting a sustainable forestry fund, to be set up for all sub-projects supported by the fund. One project, [FP061](#), spanning three island states in the Eastern Caribbean, does not commit to a project-level GRM but indicates it will gender-sensitively work with whatever complaints mechanism becomes available.

Weak: 14 projects/programs (47%) received weak scores. Most of these never mention a GRM, which includes all of the sample projects/programs approved under the simplified approval process (SAP). While those are categorized as Category C (minor to no environmental and social harm foreseen), this does not negate the requirement to provide project/program-specific complaints procedures, as possible complaints, including about gender harm, are not limited to environmental and social safeguards. Two projects, [FP024](#), establishing access to small grants for community-based natural resource management in Namibia, and [SAP010](#), supporting a multi-hazard early warning system in the Philippines, mention GRMs at the accredited entity level but not at the project level. One project, [FP082](#), which catalyzes climate finance through the Shandong China Green Development Fund, describes a GRM without mentioning gender.

Recommendation: All GCF projects/programs, not just 10%, must develop and widely disclose information about strong gender-responsive project/program-level GRMs, which include project/program-adequate gender accommodation and clarity on procedures for filing and processing complaints in a timely and effective manner. All GCF project/program-affected people also should be made aware that they have the right to access the GCF's fund-level Independent Redress Mechanism (IRM) directly without first exhausting grievance procedures at the project/program level and that they can do so in addition to also pursuing complaints through project/program-level mechanisms. This is particularly important in situations where project/program-affected people might lack confidence and/or trust in the independence and safety of procedures provided by the GCF implementing entity or their implementation partners at the project/program level, or when those procedures are inadequate.

4.3.4 COMPENSATION IN CASE OF HARM

■ **INDICATOR 15: Does the project/program provide compensation in case of harm that disproportionately impacts women and other marginalized gender groups, such as indebtedness, SGBV, and displacement?**

Strong: Only one project (3%) received a strong score. [FP118](#), aimed at building resilience in Nepal's Churia region, provides a lengthy, gender-sensitive description of mitigation measures to prevent land use changes prone to harming vulnerable populations.

Adequate: 12 projects (40%) received an adequate score. They typically state they do not expect to cause involuntary resettlement but should they do so they will provide compensation. However, even in this category there is some differentiation between projects/programs that promise compensation in the unlikely event of resettlement in general terms ([FP084](#), [FP109](#), [FP115](#)) and those that acknowledge that compensation arrangements must be culturally appropriate and gender-responsive (such as [FP094](#), [FP117](#)). Both [FP114](#), financing climate resilient agricultural practices in Ghana, and [FP119](#), water banking for climate resilient

agriculture in Gaza, Palestine, admit that their projects might result in physical or economic displacement or cases of expropriation, and include some, although not enough, gender-sensitive accommodations in proposed resettlement procedures. No project/program scoring 'Adequate' considers that potential compensation could be necessary for other issues such as SGBV and potential indebtedness that particularly harms women.

Weak: 17 projects (57%) scored weakly, with none of them mentioning the specter of indebtedness and/or SGBV as reasons for seeking potential compensation. Some of these projects/programs acknowledge they could involve physical and economic displacement but provide no compensation plan. [FP082](#), a green development fund in China, argues that compensation for resettlement will only be implemented when more than 200 people are affected by displacement. Others neither acknowledge potential project/program harms nor promise compensation. Two projects particularly raise red flags: [FP112](#), a Marshall Islands project addressing climate-related water issues, explains the project will cause some displacement but will not provide compensation since it primarily takes place on privately owned land based on agreements obviating the need for compensation. [SAP007](#), addressing climate-related food security in Zimbabwe, explains that the project will offer smallholder farmers agricultural microinsurance for a fee, ignoring how this practice may prevent poor farmers such as women from accessing the insurance.

Recommendation: All GCF projects/programs must be able to pro-actively design measures to provide compensation in case harm occurs that disproportionately impacts women and other marginalized gender groups, such as indebtedness, SGBV, and displacement, even if such impacts are not initially anticipated as part of a comprehensive gender-responsive implementation risk management approach. Only one sample project did so comprehensively.

4.4 PROJECT/PROGRAM PLANNING, IMPLEMENTATION, MONITORING AND EVALUATION

■ This last cluster of indicators in the study’s evaluation framework was used to assess operational procedures and good practices to examine the gender-responsiveness of different stages of the GCF project/program cycle from planning through implementation, monitoring and evaluation. This includes looking at information disclosure practices and the availability of comprehensive information on intended measures and procedures impacting project/program-affected people. It also evaluates whether results management frameworks in the study sample of 30 approved GCF projects/programs are set up in a way that monitors and accounts for gender equality outcomes. These issues are analyzed using indicators 16a, 16b, 17a, 17b, 17c, 18 and 19 (see Table 4.4).

TABLE 4.4: Results of assessing cluster 4 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
16	Does the project/program ensure full, effective and sustained participation of gender groups throughout the project/program cycle?							
16a	Does the project/program include women’s groups and national gender machineries in project/program planning?	1	3	18	60	11	37	-10

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
16b	Does the project/program include women's groups and national gender machineries in project/program implementation?	0	0	18	60	12	40	-12
17	Is there gender-responsive governance of project/program management and implementation?							
17a	Does the Project/Program Management Unit (PMU) include local gender experts and operate to support and build gender expertise in country (through capacity-building and oversight to Executing Entities)?	4	13	17	57	9	30	-5
17b	Are national gender machineries involved in project/program implementation structures?	2	7	8	27	20	67	-18
17c	Are civil society groups, particularly women's groups, Indigenous Peoples and local/community groups, and gender experts involved as Executing Entities, in Advisory Board, etc?	4	13	9	30	17	57	-13
18	Does the project/program make complete and accessible information available to all project/program-affected persons (including in local languages)?	5	17	15	50	10	33	-15
19	Does the project/program collect gender-disaggregated data as part of monitoring and evaluation and include gendered indicators in the results management framework?	9	30	15	50	6	20	+3

First, the quality of gender-responsive project/program planning and implementation is evaluated by assessing whether there is full, effective and sustained stakeholder engagement, in particular participation of women and other marginalized gender groups, envisioned and prepared for throughout the project/program cycle. We specifically considered the extent to which women's groups and national gender machineries are included in project/program planning (**indicator 16a**) and in project/program implementation (**indicator 16b**). This is determined by looking at detailed consultation records for the design phase as well as the existence of stakeholder engagement plans throughout implementation and their explicit inclusion in those plans, which are mostly found in specialized annexes, and how those are reflected in the main funding proposal document.

Second, the study looks into the best ways to operationalize gender-responsive management and implementation through project/program governance (**indicator 17**). One aspect of this is whether the project/program management units (PMUs) set up by the implementing entity include local gender experts and support building gender expertise in the country/region where they operate, such as providing gender capacity building and oversight to executing entities (**indicator 17a**). Another indicator checks whether the national gender machinery – that is, government entities tasked with ensuring women's rights and gender equality throughout government operations, such as a ministry for women, gender or families - is actively involved in project oversight and implementation structures, such as advisory boards (**indicator 17b**). And finally, the

study assesses the extent to which civil society groups, particularly women's groups, Indigenous Peoples and local/community groups as well as local gender experts, are given the same opportunity to be involved as executing agencies or on advisory boards (**indicator 17c**). These three sub-indicators speak to the need to give agency and voice directly to women and other marginalized groups to allow them to articulate their needs and priorities as well as suggest the best climate measures to address these. This should include empowering them to take on an executing role in (components of) project/program implementation, as their national/local-level expertise and practical experience supports the sustainability of project/programs outcomes. Involving these groups not only builds their capacity to successfully implement multilateral climate funding in cooperation with accredited implementing agencies, it also helps to operationalize the principle of subsidiarity, which prioritizes implementing climate measures at the most local level feasible.

Third, using **indicator 18**, the study assessed the transparency, comprehensiveness and adequacy of project/program-related information provided to the people and community groups likely to be most impacted by funded measures, including women and marginalized gender groups. For example, is project/program documentation available in local languages in addition to English, and how easily can it be accessed?

And finally, **indicator 19** looks at whether the project/programs are set up in a way that allows for monitoring and evaluation of gender equality outcomes through the collection and evaluation of gender-disaggregated data throughout the project/program cycle, starting with setting a project/program gender baseline. Such gender-responsive monitoring and evaluation is only possible if gendered indicators are integrated in the results management frameworks for the overall project/program and not just segregated for a few targeted actions in the GAP.

4.4.1 PROJECT/PROGRAM CYCLE INVOLVEMENT OF GENDER GROUPS AND MACHINERIES

■ **INDICATOR 16: Does the project/program ensure full, effective and sustained participation of gender groups throughout the project/program cycle?**

Does the project/program include women's groups and national gender machineries in project planning (indicator 16a)?

Strong: One project (3%) scores strong for including women's groups and national machineries in project planning. [FP107](#), supporting climate and agricultural resilience in Bhutan, includes consultations with the National Commission of Women and Children, the Gross National Happiness Commission's gender focal points as well as with many women's organizations.

Adequate: 18 projects/programs (60%) received adequate scores. Almost all of them mention including either women's groups or national gender machineries, but with differing levels of granularity. Most have generic descriptions of women's organizations consulted. Only one of the 18 projects, [FP114](#) for affirmative finance action for women in the agricultural sector in Ghana, explicitly referenced including both women's representative organizations and formal government entities dealing with women and gender issues. The project consulted the Ministry of Gender, Children and Social Protection as well as the Ghana Association of Women entrepreneurs, but not women's civil society organizations.

Weak: 11 projects (30%) received weak scores. Ten of them never even explicitly mention efforts to include women's groups and national gender machineries. Instead they vaguely mention intentions to involve relevant stakeholder groups, even though some, such as [FP100](#), providing REDD+ results-based finance for Brazil, acknowledge the importance of women's organizations. One project, [SAP011](#), aiming to provide climate risk management for smallholders in Mozambique, promises that "local and national women's organizations will be involved as key stakeholders" and that the project will "partner with women's rights and gender equality organizations" in the gender assessment, however, without tying those promises to the project planning process.

Recommendation: All GCF projects/programs should make efforts to secure the full and effective participation of a comprehensive set of national/local women and gender groups in project/program planning and design processes, by including both national level government agencies tasked with promoting women's and gender rights (national gender machinery) as well as women's representative organizations, especially from civil society and local communities. This ensures that the needs of all gender groups are equitably addressed and that experiences or capacities that women and other marginalized groups can bring to the project/program are considered and incorporated, such as traditional or local knowledge.

Does the project/program include women's groups and national gender machineries in project/program implementation (indicator 16b)?

Strong: None of the 30 projects/programs analyzed provided a good practice example for assigning specified roles for project/program implementation to both women's groups and national gender machineries, as detailed in a comprehensive stakeholder engagement plan or articulated in implementation procedures.

Adequate: 18 projects/programs (60%) received adequate scores for this indicator. Eight projects/programs (27%) indicated concrete assignments for either women's groups or government entities involved in the national gender machinery for the implementation of project/program components. For example, [SAP009](#), on building resilience of urban populations in PDR Lao, assigns local chapters of the National Women's Union to implement various project activities, but makes no mention of involvement of non-governmental women's groups. Ten projects/programs (30%) describe plans to reach out to either women's groups or national machineries to assume certain implementation responsibilities, but without having finalized their involvement at the time of approval. [FP120](#), a REDD+ project in Chile, explains that the project implementation unit (PMU) will consult with Chile's National Forestry Unit for gender-related activities, while [FP127](#), on building climate-resilient agricultural livelihoods in Zimbabwe, indicates without providing details, that the Ministry of Women Affairs will be responsible for some project components. Two more projects ([FP119](#) and [FP114](#)) state they will involve both women's groups and national machineries in implementation, but no details are provided.

Weak: 12 project/programs (40%) scored weak for this indicator. Ten of these (33%) do not mention anywhere in the project/program documentation, including stakeholder engagement plans and other relevant annexes, whether national gender machineries or women's organizations will be included in the project/program implementation. One project, [FP116](#), aiming to reduce emissions through improved management of forests and rangelands in the Kyrgyz Republic, makes no mention of national gender machineries and does not indicate they will be included in project implementation structures while only weakly mentioning women's organizations but not their involvement in project implementation. Another project, [FP121](#) supporting REDD+ results-based finance in Paraguay, only describes abstractly the project's intention to strengthen women's groups' access to the formal credit system but without focusing on providing agency to those groups directly.

Recommendation: GCF projects/programs should strive to routinely include both national gender machineries and women's organizations in project/program implementation as active participants with agency by articulating and codifying arrangements on how these often neglected stakeholder groups can take part in or support implementation of project/program components through various functions, such as in project/program oversight, or as executing entities.

4.4.2 GENDER-RESPONSIVE GOVERNANCE OF PROJECT/PROGRAM MANAGEMENT AND IMPLEMENTATION

Three sub-indicators assess to what extent projects/programs operationalize gender-responsive management and implementation through project/program governance.

■ INDICATOR 17: Is there gender-responsive governance of project/program management and implementation?

Does the project/program management unit (PMU) include local gender experts and build gender expertise in-country, including through providing gender-capacity building and oversight on gender implementation issues to executing entities (indicator 17a)?

Strong: Four projects/programs (13%) received strong scores for including local gender experts. Two of these explicitly state that these experts will be situated within PMUs. [FP112](#), the Marshall Islands project addressing climate-related water issues, allocates a Gender and Youth Specialist to the PMU, and [SAP009](#), building urban ecosystem resilience in Laos, assigns a Gender Officer to the PMU. Two other projects ([FP121](#) and [FP082](#)) detail the hiring of local gender specialists to oversee the implementation of the GAP.

Adequate: 17 projects/programs (57%) received adequate scores. Seven of these ([FP061](#), [FP100](#), [FP107](#), [FP117](#), [FP127](#), [SAP010](#), [SAP012](#)) promise that they will hire somebody with gender expertise, however they do not indicate whether the position will be filled with local experts and whether they will be included in the PMU. In several instances the promise is made without commensurate budgetary provisions. Several other projects/programs (e.g. [FP112](#), [FP114](#)) describe plans to build gender expertise by providing gender training to local institutions and government staff. Other projects/programs (e.g. [FP119](#), [SAP007](#), [SAP013](#)) claim that gender specialists from the executing entity will provide support for gender-related work, in some cases with the qualifier "as needed" or "as back-up".

Weak: Nine projects/programs (30%) received weak scores. Several of these noted that gender experts might be consulted, neither specifying that they will be local nor that they will belong to the PMU. Others ([FP024](#) and [FP127](#)) only vaguely promise to include an "environmental and social safeguards expert", but without clarifying if they will have adequate gender expertise. Two projects stand out for not mentioning gender expertise as relevant for project/program implementation at all, let alone including such expertise in the PMU. These are [FP028](#), which provides loans to MSMEs to control greenhouse gas emissions in Mongolia, and [FP084](#), which aims to enhance climate resilience of Indian coastal communities.



Recommendations: GCF projects/programs must make a concerted effort to ensure PMUs include dedicated gender experts, preferably local gender experts, in order to strengthen gender-responsive project management and oversight. This must include the provision of gender capacity building to executing entities and project partners as needed. Only 7% of the sample projects/programs robustly do so, showcasing the need to prioritize this as an important aspect to ensure gender-responsive implementation.



Are national gender machineries involved in project/program implementation structures, for example as executing entities or in advisory or oversight boards (indicator 17b)?

Strong: Two projects/programs (7%) received strong scores for involving national gender machineries in project implementation structures. [FP120](#), on REDD+ results payments in Chile, stands out because the implementing agency, Chile's National Forestry Corporation, includes a Gender-equality Unit to help oversee gender-related activities and the project PMU intends to consult with this unit.

Adequate: Eight projects (27%) received adequate scores for indicating their intent to involve national gender machineries in various aspects of project/program implementation structures, such as providing oversight over or being involved in the implementation of the GAP ([FP082](#), [FP100](#)) or participating in project-related workshops or trainings ([SAP007](#), [SAP008](#)) or overseeing or implementing specific project components ([FP114](#), [FP127](#)). Frequently, however, these intentions lack sufficient detail to allow for accountability or follow up.

Weak: 20 projects/programs (67%) received weak scores. They fail to include national gender machineries in various aspects of project/program implementation, be it as executing entities for specific project/program components, as part of oversight or advisory bodies, or through involvement in capacity-building or awareness raising as part of the project/program implementation. One project ([FP094](#)) briefly mentions the National Commission for Gender in the GAP, but never clarifies its role. In the case of [SAP010](#), a project supporting early warning systems in the Philippines, the project GAP intends to assist government entities in mainstreaming gender in climate resilience activities, but makes no mention of involving the national gender machinery in these plans.

Recommendation: All GCF projects/programs should strive to include national gender machineries in project/program implementation structures such as involving them as executing entities for specific project/program components (such as the measures under the GAP or for gender awareness raising and capacity building) or by giving them a voice and seat on project/program advisory or oversight boards. In the project/program sample, only 7% (or two projects) did so well.

Are civil society groups, particularly women's groups, Indigenous Peoples and local/community groups, and gender experts involved in project/program implementation as executing entities, in advisory boards, etc. (indicator 17c)?

Strong: Four projects/programs (13%) received strong scores. None of them involve all groups the question lists and none discuss service in more than one official entity, but participation exceeded the other 26 projects/

programs in the sample. For example [FP061](#), an adaptation pilot in three Eastern Caribbean states, notes women’s organizations will be included in the Steering Committee. [FP112](#), the Marshall Islands project addressing climate-related water issues, includes representatives from Women’s United Together Marshall Islands (WUTMI) on the Project Oversight Board and plans to partner with WUTMI to implement several consultations and trainings on the comprehensive Water Safety Plan to be developed and implemented under the project.

Adequate: Nine projects/programs (30%) received adequate scores. They indicate their plans to partner with civil society/women’s groups, for instance in PMUs or GAPs or project management, but fail to provide sufficient details. For example, [FP028](#), a loan program for MSMEs in Mongolia, stipulates the Asia Foundation Women in Business Center as a responsible organization for multiple activities under its GAP and indicates its plans to engage women’s economic empowerment non-governmental organizations, but neither details the respective actors nor the activities they would be involved in. [FP115](#), a large-scale renewable energy generation project in Chile, mentions that it would work with seven civil society groups, but is silent on their gender expertise or overall specialty or make-up.

Weak: 17 projects (57%) received weak scores. They make no mention of involvement of women’s groups, Indigenous Peoples, local/community groups or gender experts in describing official project/program implementation entities or capacities. In some instances, such as for [FP107](#), supporting transformative climate-resilient agriculture in Bhutan, there is reference to involving women’s groups in initial project design consultations, but without assigning them a role during project implementation.



Recommendation: All GCF projects/programs must make a bigger effort to include women’s, Indigenous Peoples’ and local/community groups and local gender experts in project/program implementation.



This can be done by involving them as executing entities for specific project/program components implemented at the local level, or making sure their voices, experiences and local and traditional knowledge are heard and integrated in project/program-relevant advisory or oversight boards.

4.4.3 TRANSPARENCY AND INFORMATION DISSEMINATION

■ **INDICATOR 18: Does the project/program make complete and accessible information available to all project/program-affected persons (including in local languages)?**

Strong: Five projects/programs (17%) received strong scores for their professed intention to disseminate information comprehensively to all project-affected persons, and to do so by planning consultations in local languages, with attention to gender-differentiated access and preferences in consuming information. [SAP007](#), a food security project in Zimbabwe, promised to create “at least 1 channel of information intended specifically for women”. Three other projects stand out. [FP114](#), which finances women’s climate resilient agriculture in Ghana, plans to publish all project-related information and hold consultations in locally-appropriate languages and locations convenient to all project-affected people. [FP118](#), aimed at building resilience in Nepal’s Churia region, requires that project information be communicated in a format understandable and culturally sensitive to all project-affected persons. [SAP009](#), building urban ecosystem resilience in Laos, plans to “map out the different needs and preferred information channels of both women

and men”, “design messages in plain language and images,” and conduct gender-sensitive information campaigns.

Adequate: 15 projects (50%) received adequate scores. These projects commit to conduct outreach, without promising to provide information in multiple languages and/or reach all project-affected persons. For example, [FP024](#), a community-based natural resource management project in Namibia, indicates it plans to have an “on-going consultation process” with women, people with disabilities and other vulnerable groups, but does not indicate whether this will be in multiple, including local languages and formats. Several projects (including [FP109](#), [FP115](#), [FP116](#)) share the intention to use the “most appropriate language and medium” and disclose information in a timely, accessible manner that is “culturally appropriate”, or pay attention to “literacy needs and gender differences in language” ([FP116](#)), but do not elaborate further on how to reach all project-affected people.

Weak: Ten projects (33%) received weak scores. They largely fail to specify how project information will be made available to women and other marginalized groups. For program [FP099](#), which will operate in multiple countries across several continents, the documentation only states that a disclosure package was made available in English and in local languages, without clarifying whether this applies to all program countries and whether any gender-aware accommodations will be made.



Recommendation: All GCF projects/programs, including GCF private sector projects/programs which routinely only disclose redacted or partial information packages, must make complete project/program-relevant information available to all project/program-affected persons in multiple accessible formats and languages, including local languages.



This must be done taking into account gendered differences in literacy, access to information and language usage. Ideally project/program-affected persons should receive relevant information in a gender-responsive and culturally appropriate way at the project/program conception stage and prior to project/program design to permit meaningful FPIC or refusal and stakeholder engagement. For programs, this means that comprehensive information must be disclosed at a sufficiently early time and development stage for each individual sub-project as well.

4.4.4 GENDER-DISAGGREGATED MONITORING AND EVALUATION

■ INDICATOR 19: Does the project/program collect gender-disaggregated monitoring and evaluation data and include gendered indicators in the results management framework?

Strong: Nine projects (30%) received strong scores for establishing detailed gender indicators for various project/program components. However, six of these do so only as part of the project/program-specific GAP, while only three set strong gender indicators and targets in the results monitoring framework for the entire project. [FP112](#), the Marshall Islands project addressing climate-related water issues, and [FP114](#), which finances women’s climate resilient agriculture in Ghana, stand out. They include detailed gender indicators for each GAP sub-output, set gender baseline and target data, and connect all GAP and project targets in the project design.

Adequate: 15 projects/programs (50%) received adequate scores. They establish gender indicators, mostly in the GAP, but frequently set gender target data at disappointingly low levels that show little ambition. In some cases, baseline data are not available. In other cases, the gender indicators do not address core requirements for

successful gender-responsive outcomes, such as monitoring whether women gain access to project funds (FP116) or whether a gender equity indicator is included to evaluate sub-projects under a program (FP082). A REDD+ forest project in Ecuador (FP110) outlines a number of gender indicators in its GAP, but focuses the majority of these too narrowly on consultation participation to be indicative of broader gender equality outcomes.

Weak: Six projects (20%) received weak scores. These projects establish few or no gender indicators in their project/program-specific GAP with no integration back into the results monitoring framework, and lack either targets or baseline data or both. The worst example is FP099, Climate Investor One covering 18 countries. Its GAP includes no baseline or target data for any gender indicators and provides no budget, timeline, or responsible entities to monitor and evaluate sub-projects. Its program results management framework is devoid of any reference to intended gender-differentiated results and monitoring efforts.



Recommendation: All GCF projects/programs must systematically collect gender-disaggregated monitoring and evaluation data and include gendered indicators for individual project/program components in their overall project/program results management framework in order to allow for transparency and accountability of gender equality outcomes in financed GCF interventions.



This requires also that the gender assessment and the identification of required targeted gender actions accompany the early stages of project/program development in order to be able to better connect targets and indicators under the project/program-specific gender action plan to overall project/program targets and intended outcomes.

5. ACCOUNTABILITY FOR QUALITY OF IMPLEMENTATION

■ This study analyzes the quality-at-entry of gender integration in a GCF portfolio sample of 30 approved projects and programs. Quality-at-entry here means the gender integration details and granularity of intended gender integration implementation steps reflected in the project/program proposal documentation at the time its Board approval (see also Section 1.1.1). Clearly, this only reveals the projects/programs' intent and proposed measures and procedures for gender-responsive implementation.

The best intentioned proposals, however, once approved, are only as good as their implementation on the ground. According to the GCF Monitoring and Accountability Framework, GCF accredited entities are held to account for the quality and progress of their project/program implementation in line with required safeguards and regulations. GCF accredited entities have to submit an Annual Performance Report (APR), which contains quantitative and qualitative reporting, including against GCF portfolio and separate project/program-specific indicators. The findings of all APRs submitted during a year of implementation are then aggregated by the GCF Secretariat and submitted to the GCF Board as well as published on the GCF website as an Annual Portfolio Performance Report (APPR).

5.1 ACCOUNTABILITY AT GCF PORTFOLIO LEVEL: ANNUAL PORTFOLIO PERFORMANCE REPORTS

■ With only a few years of project/program implementation on record, the GCF Secretariat has so far released APPRs for 2017, 2018, 2019 and 2020. All four APPRs report quantitatively and qualitatively on the progress of gender integration in project/program implementation based on information and self-assessments submitted by the accredited entities.

Four years' worth of GCF APPRs showcase that some elements of gender mainstreaming are undertaken in implementation, especially related to awareness raising activities, trainings and consultations. However, the reports also indicate that systemic gender inequalities and related biased power relations, gender-equal access to resources as well as women's inclusion in decision-making are not (yet) sufficiently tackled through GCF project/program implementation.

There are two major issues that cause both the quantity and the quality of available information on the implementation of gender integration in the GCF portfolio to be limited, even for the Secretariat, thus signaling a serious accountability issue. First, the GCF's Monitoring and Accountability Framework⁵² largely relies on the self-reporting by implementers. No routine field-level assessments are conducted by the Secretariat and equally

⁵² Accessible at <https://www.greenclimate.fund/sites/default/files/document/monitoring-accountability-framework-ae.pdf>.

there is no requirement for external independent field-level assessments. Second, numbers illustrate that adequate reporting on gender in ARPs by implementers / accredited entities remains a challenge. The 2017 APPR indicated that only about half of projects under implementation with initial gender analysis and project-specific GAPs in place reported against them in their APRs.⁵³

The 2018 APPR also highlighted that many projects/programs under implementation, even those in the third year of implementation, were often still refining their GAPs and lagging behind in hiring required gender experts to implement the action plans. Many accredited entities also failed to comply with the Secretariat's request to report against the GAPs initially submitted. This was partially due to differing levels of understanding by the accredited entities on the GCF's gender approach and its expected application.⁵⁴ In the 2019 APPR⁵⁵, 10% of the projects/programs under implementation reported a lack of understanding and inhibiting cultural values on gender mainstreaming in some recipient countries where projects/programs were implemented. They also reported challenges in the application of gender mainstreaming and related data quality issues such as a lack of established baselines for monitoring purposes or difficulty in gathering data. In the 2020 APPR, while 90 project/programs under implementation had conducted required assessments and developed GAPs, eight projects/program reported that they are still developing those documents and approaches, which were not yet fully finalized upon approval.⁵⁶

As gender assessments and GAPs are expected to be living documents, accredited entities are supposed to review and update their gender assessments and gender action plans to reflect the changing needs and priorities of women and other marginalized gender groups within the scope of the project/program. Since GCF project/program implementation periods can range from just a few years to well over a decade or two, such updates need to be repeated frequently to ensure targets and indicators are clearly elaborated and appropriately adjusted to changing circumstances and include gender-disaggregated data.

According to the 2020 APPR gender-focused activities across the GCF portfolio include training and awareness-raising activities; women's and girls' participation in consultations; promoting women's and girls' voice and agency; equitable, relevant and timely access to information; the provision of employment opportunities with equal pay for equal work in the informal/formal sector; access to clean energy; targeted action to support women-led/women-owned green entrepreneurs through MSME development; support to women on climate-relevant water-resources management, regenerative agriculture and other land use measures; women's participation in sustainable forest management; and ensuring access of women and girls to payment for environmental services and benefits-sharing mechanisms in the context of results-based payments in REDD-plus projects and programs.

While these are clear tasks under gender mainstreaming efforts, they fail to address some of the underlying gender discriminations and power imbalances.



As projects/programs under implementation mature (and with it the GCF portfolio), future APPRs must be able to increasingly report on and account for gender transformative actions that consider women's empowerment central to any intervention, and address gender-biased power relations and norms, equal access to resources and gender-equal decision-making comprehensively.



⁵³ <https://www.greenclimate.fund/sites/default/files/document/gcf-b21-inf12.pdf>

⁵⁴ <https://www.greenclimate.fund/sites/default/files/document/gcf-b24-inf04.pdf>

⁵⁵ <https://www.greenclimate.fund/sites/default/files/document/gcf-b27-inf04.pdf>

⁵⁶ <https://www.greenclimate.fund/sites/default/files/document/gcf-b30-inf09.pdf>

5.2 ACCOUNTABILITY AT PROJECT/PROGRAM LEVEL: ANNUAL PERFORMANCE REPORTS

■ The lack of overall accountability that is evident from the APPRs is compounded by a lack of transparency. The problem here is that individual project/program APRs only started to be published on the GCF website in late 2020, with the earliest APRs only available in the form of a few select 2019 APRs. This is despite the fact that a number of projects/programs are already in their third or fourth year of implementation. As of October 2021, none of the 2017 and 2018 project/program-level APRs have been published on the GCF website. Encouragingly, though, a large batch of 2020 APRs have recently been made available.

Of the sample of 30 projects/programs analyzed in this study, the 2019 APRs of only five projects/programs were publicly accessible via the GCF website (FP024⁵⁷, FP061⁵⁸, FP084⁵⁹, FP094⁶⁰ and FP099⁶¹), while for the 2020 APRs those of 16 from the portfolio sample of 30 were published (for FP024⁶², FP061⁶³, FP084⁶⁴, FP094⁶⁵, FP100⁶⁶, FP107⁶⁷, FP109⁶⁸, FP110⁶⁹, FP112⁷⁰, FP117⁷¹, FP118⁷², FP120⁷³, FP121⁷⁴, FP127⁷⁵, SAP008⁷⁶ and SAP009⁷⁷). However, it is unclear how many of these are published without any editing or omissions versus those disclosed only in a redacted form. Of the APRs disclosed for portfolio sample projects/programs, only one was for a private sector program, indicating that deficits in public accountability for quality-in-implementation of GCF projects/programs are aggravated further in the case of GCF support for private sector activities.

The APR template requires reporting on implementation progress in the monitoring and results framework, against investment impact criteria (including on sustainable development potential and gender-sensitive co-benefits) as well as in a separate section on environmental and social safeguards (ESSs). Additionally, there is a reporting section on gender specifically, which asks to detail progress in the implementation of the project/program-specific gender action plan (GAP), as well as to outline gender actions planned for the next implementation year.

The sub-sample of projects/programs with APRs published for 2019 and 2020 complied with this reporting mandate to varying degrees and with varying specificities. This was also, but not only, a function of whether project/program implementation was still in its earliest set-up stages. Some highlighted gender trainings conducted for staff, including in the project management units (PMUs), and for the beneficiaries and other program/project-affected people of intermediated funding (FP024 and FP099). FP024, an Enhanced Direct

⁵⁷ <https://www.greenclimate.fund/sites/default/files/document/fp024-2019apr.pdf>

⁵⁸ <https://www.greenclimate.fund/sites/default/files/document/fp061-2019apr.pdf>

⁵⁹ <https://www.greenclimate.fund/sites/default/files/document/fp084-2019apr.pdf>

⁶⁰ <https://www.greenclimate.fund/sites/default/files/document/fp094-2019apr.pdf>

⁶¹ <https://www.greenclimate.fund/sites/default/files/document/fp099-2019apr.pdf>

⁶² <https://www.greenclimate.fund/sites/default/files/document/fp024-annual-performance-report-cy2020.pdf>

⁶³ <https://www.greenclimate.fund/sites/default/files/document/fp061-annual-performance-report-cy2020.pdf>

⁶⁴ <https://www.greenclimate.fund/sites/default/files/document/fp084-annual-performance-report-cy2020-disclosable.pdf>

⁶⁵ <https://www.greenclimate.fund/sites/default/files/document/fp094-annual-performance-report-cy2020-disclosable.pdf>

⁶⁶ <https://www.greenclimate.fund/sites/default/files/document/fp100-annual-performance-report-cy2020-disclosable.pdf>

⁶⁷ <https://www.greenclimate.fund/sites/default/files/document/fp107-annual-performance-report-cy2020-disclosable.pdf>

⁶⁸ <https://www.greenclimate.fund/sites/default/files/document/fp109-annual-performance-report-cy2020-disclosable.pdf>

⁶⁹ <https://www.greenclimate.fund/sites/default/files/document/fp110-annual-performance-report-cy2020-disclosable.pdf>

⁷⁰ <https://www.greenclimate.fund/sites/default/files/document/fp112-annual-performance-report-cy2020-disclosable.pdf>

⁷¹ <https://www.greenclimate.fund/sites/default/files/document/fp117-annual-performance-report-cy2020.pdf>

⁷² <https://www.greenclimate.fund/sites/default/files/document/fp118-annual-performance-report-cy2020.pdf>

⁷³ <https://www.greenclimate.fund/sites/default/files/document/fp120-annual-performance-report-cy2020.pdf>

⁷⁴ <https://www.greenclimate.fund/sites/default/files/document/fp121-annual-performance-report-cy2020.pdf>

⁷⁵ <https://www.greenclimate.fund/sites/default/files/document/fp127-annual-performance-report-cy2020-disclosable.pdf>

⁷⁶ <https://www.greenclimate.fund/sites/default/files/document/sap008-annual-performance-report-cy2020.pdf>

⁷⁷ <https://www.greenclimate.fund/sites/default/files/document/sap009-annual-performance-report-cy2020.pdf>

Access (EDA) project with a small grant facility, indicated in its 2019 APR that 100% of its approved grants have a gender mainstreaming clause included in their contracts. Among the project/program portfolio sample, the 2019 APR for [FP099](#) was the only one made public for a private sector activity, although in redacted form. It reported that it set up a funding facility under which three sub-projects started implementation and highlighted that the community development programs established for each sub-project incorporate women as stakeholders, workers, and end-users (or 'beneficiaries'). Others reported in their 2020 APRs on preparations to collect needed baseline data on gender or on setting up terms of reference for a digital platform to register for a benefit sharing mechanism in a gender-responsive and accessible way ([FP100](#)) or described how many women were among the farmers (1,888 out of 3,972) that received training on climate-resilient agricultural practices in the past implementation year and indicated that equal numbers of male and female farmers were trained to build earthen dams for water harvesting and conservation ([FP107](#)). A recurring theme was an inability to move forward with efforts under the GAP due to difficulties in hiring, especially local gender experts ([FP094](#); [FP109](#)) – difficulties compounded over the past year by the COVID-19 pandemic. One project ([SAP008](#)) focused on community-led flood protection in Bangladesh indicated that while its outreach and engagement efforts had to be scaled down in 2020, they nevertheless succeeded in reaching 3372 households and setting up 138 local climate change adaptation groups, with 98% of participants being women from female-headed households. Given the delays caused by COVID-19 travel and engagement restrictions, a number of projects and programs projected ambitious gender-specific actions for the next year. However, in several reporting cases, this consisted of nothing more than repeating planned actions under the GAP indiscriminately, rather than indicating adaptive management by highlighting prioritized actions or necessary adjustments in light of the delays.

While the sub-sample of 2019 and 2020 APRs for our study sample of 30 might be too small to draw generalized conclusions, especially given widely reported implementation delays in 2020 due to the COVID-19 pandemic, it is clear that the quality-at-entry of gender integration (meaning the gender integration details and granularity of intended gender integration implementation steps reflected in the project/program proposal documentation) provides the foundation for needed granularity and quality of reporting and accountability in the required APRs. As the Secretariat's APPR analysis also highlights, ...



... if gender detail is lacking in the approved project/program proposal, the project/program is even less likely to achieve a significant level of detail and comprehensiveness of reporting on gender integration progress during implementation. In particular, the quality-at-entry of the GAPs, and the integration of adequate gender indicators in the overall project/program monitoring and results management framework, matter for the quality of reporting on implementation, and the accounting for related gender outcomes – be they positive or negative.



6. RECOMMENDATIONS FOR IMPROVING GENDER EQUALITY AND CLIMATE OUTCOMES IN THE GCF FUNDING PORTFOLIO

■ Pursuing the best possible gender equality and climate outcomes in GCF funded projects/programs is a matter of effectiveness, equity and efficacy in using GCF funding in a transformative way. Thus, the significant shortcomings and deficiencies across a broad range of gender indicators revealed in this study's in-depth analysis of the gender integration in the design and implementation arrangements of a sample of 30 approved GCF projects/programs are a matter of concern and need to be addressed as a priority. As most of the portfolio sample analyzed was approved under the initial GCF Gender Policy, it remains to be seen (and the subject of a follow up analysis) if more recently approved funding proposals under the updated Gender Policy can do better, or if some of the identified weaknesses go beyond what the GCF Gender Policy can mandate and address.



The findings highlight the inability of many of the study sample's 30 GCF projects/programs to even adequately comply with and fulfill the basic gender mainstreaming obligations articulated in the GCF Governing Instrument and Gender Policy at the time of Board proposal approval, let alone some of the additional requirements that the study authors, using an independent ecofeminist evaluation framework, identified as necessary for comprehensive and meaningful gender integration in climate funding proposals.



The majority of analyzed projects/programs (90%) display in some cases broad and multiple weaknesses in considering gender and in integrating gender-responsive actions and approaches. Most projects/programs failed to transfer and integrate the findings of their gender assessment into targeted actions in their project/program-specific GAPs and additionally fell short in reflecting these assessment findings back into the overall project/program components and results monitoring frameworks. As a result, there is a disconnect between required gender analysis documents and broader project/program documentation and implementation and accountability arrangements. This diminishes the likelihood of success in addressing the disproportionate negative climate change impacts on women and LGBTQ people in a way that strengthens their rights, agency and voice in funded climate actions that rectifies underlying discriminatory norms or inequitable power imbalances.

To remedy those observed shortcomings, which the study expects to be indicative of similar weaknesses across the GCF portfolio of 177 approved projects and programs (as of July 2021), an overarching recommendation is therefore to:

- **Integrate gender robustly and comprehensively as a top priority:** Every project/program must robustly address gender issues as a top priority of project/program development and for Board consideration and approval and do so consistently across project/program documents and across design, governance and implementation arrangements, including in particular in monitoring and evaluation frameworks.

In the course of the study analysis, several other high-level recommendations applying more broadly to the GCF's portfolio operations beyond the focus on ensuring gender equality and climate outcomes emerged. These include:

- **Avoid complex (especially private-sector) fund-of-fund approaches and programs:** The GCF should avoid involvement in complex large-scale fund-of-fund approaches and programs, especially those for the private sector actors, given their lack of transparency and accountability for individual sub-projects in favor of locally-determined projects which are more likely to accrue sustainable gender equality and climate change outcomes and provide other co-benefits.
- **Avoid an uncritical integration of microfinance:** While microfinance projects/programs or project/program components can be a suitable approach in some cases, it should not be assumed that microfinance uniformly benefits poor people. The potentially harmful indebtedness impacts of these projects/programs should not be ignored, particularly on women who are disproportionately affected by and could be driven deeper into poverty. In many cases, the provision of grants might be more adequate.
- **Make consideration of risks to project/program-affected people a priority:** Risk assessment in the GCF, including in mandatory project/program risk assessments included in funding proposals, is focused primarily on risks posed to the GCF or the Implementing Entity or its executing partners, such as financial risk or technical compliance risk. The consideration of risks for project/program-affected people should be prioritized.
- **Strengthen GCF's signaling role:** The GCF must broadcast that its operational mandates and actions (and a transparent reporting and disclosure of the quality and comprehensiveness of fulfilling them) provide an important signaling function in the global climate finance architecture and can set new best-practice examples for its vast and growing network of implementing partners. Ideally, best-practice GCF standards should influence also the broader investment practice of its implementing partners such as IFIs, UN agencies, regional and national entities and organizations, and commercial banks, beyond their specific investment collaboration with the GCF. For this to happen, the GCF and its implementation partners must hold themselves publicly accountable for their investment impacts, including their gender equality impacts.

In the following, this chapter offers a number of detailed recommendations to improve gender integration, which follow the indicator questions⁷⁸ set in the study's analytical framework and which are presented along several thematic clusters. They summarize in-depth assessment results and good and bad case examples from the study sample presented earlier indicator by indicator (see chapter 4 of this study for more details).

6.1 SHOWCASE THE IMPORTANCE OF GENDER EQUALITY FOR INTENDED OUTCOMES OF GCF PROJECTS/PROGRAMS

- Acknowledging the importance of gender equality for the intended outcomes of GCF projects/programs starts with being explicit about gender equality considerations and integrating an ecofeminist cost-benefit analysis in both the detailed technical description of the project/program proposal and in the narrative summary of the intended climate action.

⁷⁸ Table 4 presents the indicator questions cited by number within this section's recommendations.



Stronger GCF mandates to address gender within the main funding proposal can lead to improved articulation of gender concerns within project/program documents. Such mandates must be properly resourced.



Specifically, all GCF projects/programs must allocate adequate resources to implement targeted empowerment actions, address gender-specific risks and opportunities, and provide gender expertise and technical support for implementation partners as part of core budget provisions, rather than relegating them to separate, often underfunded measures often unconnected to larger project/program goals and intended impacts (articulated only in project/program gender action plans). These measures reflect the imperative of increasing access to climate finance for climate-affected marginalized gender-groups to address the prevailing pattern of gendered financial exclusion.

TABLE 6.1: Results of assessing cluster 1 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
1	Does the project/program narrative include gender-equality considerations and ecofeminist cost-benefit analysis?							
1a	In the project/program summary?	1	3	10	33	16	53	-15
1b	In the detailed technical description of the project/program?	4	13	15	50	11	37	-7
2	Is there a gendered description and gender-disaggregated data of beneficiaries (baseline and intended reach)?							
2a	In the project/program summary?	1	3	10	33	16	53	-15
2b	In the detailed technical description of the project/program?	4	13	11	37	15	50	-11
3	Are "gender co-benefits" elaborated against the GCF Investment criteria?	10	33	16	53	4	13	+6
4	Is the project/program allocation gender-responsive ("gender budgeting")?							
4a	Are gender-related expenditures integrated in the overall project/program budget?	1	3	8	27	21	70	-20
4b	Can women's groups/local groups/grassroots women get access to project/program funding?	1	3	13	43	16	53	-15

Recommendations to address shortcomings identified in analyzing the indicators in cluster 1 include:

- **Make gender equality a core part of the project/program narrative (indicators 1a & 1b):** All GCF projects must explicitly and rigorously include gender-equality considerations and ecofeminist cost-benefit analysis in the technical project/program activity descriptions, which more than a third of the portfolio sample failed to do, and describe gender-equality considerations as a core goal of intended achievements in project/program summaries, which more than half of all analyzed projects/programs did very weakly or not at all. This is important to avoid 'sidelining' the consideration of gender as a separate but unconnected exercise (to be dealt with in an annex or by specialized consultants otherwise not connected with the project/program). Including gender equality considerations and ecofeminist cost-benefit analysis in the project/program narrative showcases the importance placed by the project/program proponents on gender integration throughout project design and implementation. Doing so is a necessary though insufficient prerequisite to ensure all project/program stages are gender-responsive.
- **Provide gender-disaggregated beneficiary targets and baselines (indicator 2):** The GCF should not approve projects/programs that fail to consistently describe how different gender groups will benefit equitably from funded activities and that do not provide baseline gender-disaggregated data as this is the basis for monitoring implementation progress towards identified gender-differentiated beneficiary targets and to ensure accountability for gender-equal project/program benefit outcomes.
- **Elaborate gender co-benefits in detail (indicator 3):** All GCF projects/programs must consider and describe intended gender co-benefits of project/program activities since fully two-thirds of the portfolio sample fail to draw and highlight strong links between gender issues, intended climate actions and connections with other relevant co-benefits, such as economic or non-climate environmental issues. While articulating gender co-benefits is currently not mandatory under the GCF investment framework (as 'gender co-benefits' are one of several separate co-benefit categories a project/program proponent might choose to focus on), failure to do so risks missing opportunities to link gender comprehensively to climate and non-climate implementation objectives in order to achieve enhanced intersectional benefits.
- **Budget and allocate adequate gender-related expenditures as core project/program costs (indicator 4a):** All GCF overall project/program budgets must not only include gender-related expenditures transparently, including by integrating the budget of the project/program-specific gender action plan into the overall budget, but must ensure they constitute meaningful and adequate, not just tokenistic allocations of the overall budget to reflect the importance that gender activities have for project/program success. This is vital to achieve both transparency and accountability and a substantial scale of financial support that links specific gender expenditures to broader program/project components and related budgets.
- **Increase access of women's and local groups to project/program funding (indicator 4b):** All GCF projects/programs must ensure women's groups/local groups/grassroots women can get access to project/program funding. This can be either directly by designating project/program components that devolve some funding directly to them, or indirectly, by including them as executing entities for certain targeted activities under some or all project/program components, in which their specific expertise enriches overall project/program implementation and sustains continued gendered and local benefits.

6.2 BROADEN AND STRENGTHEN THE GENDER APPROACH AND GENDER UNDERSTANDING IN GCF PROJECTS/PROGRAMS



The GCF needs to broaden its currently too narrow and conservative understanding of gender and gender equality in the implementation of GCF projects/programs to specifically address an intersectional and non-binary understanding of gender.



It must mandate an intersectional gender-diverse analysis and commensurate action plan for GCF partners' implementation requirements. While in general project/program-level gender assessments mandated by the GCF gender policy are prepared (and with increasing level of details), too often such analysis is literature-informed, not based on local experience and engagement and handled as a ticking exercise, instead of informing, shaping and thus fundamentally transforming GCF-funded actions across all investment areas. This highlights the need to significantly increase the quality of gender analysis and its application in project/program design and implementation measures. However, the GCF project/program sample analysis revealed that too often findings of the mandatory gender analysis are not translated into commensurately targeted actions in adequately resourced GAPs. Proposed GAP measures often seem random and too often tinker on the margins of gender equality by addressing some symptoms but not root causes of exclusion and discrimination, while failing to draw on and build local gender expertise. There is thus a need to increase the quality of project/program-level GAPs as well as their follow-through.

TABLE 6.2: Results of assessing cluster 2 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
4c	Does the Gender Action Plan (GAP) have an adequate budget? Does it fund and support local capacity for gender mainstreaming?	2	7	18	60	10	33	-8
5	Does the project/program have an intersectional approach to gender?	0	0	12	40	18	60	-18
6	Does the project/program acknowledge and include people with marginalized gender and sexual identities?	0	0	0	0	30	100	-30
7	Does the project/program acknowledge and take into account potential impacts on sexual and gender-based violence (SGBV) or sexual exploitation, abuse and harassment (SEAH)?	2	7	8	27	20	67	-18
8	Does the mandatory Gender Assessment analyze the current state of gender dynamics in the project/program-affected area(s)?	15	50	14	47	1	3	+14
9	Does the mandatory Gender Assessment predict and address potential harmful gendered impacts?							

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
9a	Is this analysis followed up with addressing potential harmful gendered impacts in overall project/program design?	2	7	10	33	18	60	-16
9b	Is this analysis followed up with addressing potential harmful gendered impacts through concrete actions in the project/program-specific GAP?	0	0	2	7	28	93	-28
10	Does the project/program take into account potential impacts on the gender division of labor?	2	7	24	80	4	13	-2
11	Does the GAP include activities that are assigned to responsible entities, include a timeline, cover the project/program period, and have dedicated funding?	12	40	10	33	8	27	+4

Recommendations to address shortcomings identified in analyzing the indicators in cluster 2 include:

- **Address the intersectionality of gender with other factors (indicator 5):** All GCF projects/programs must identify and address gender issues intersectionally by reviewing the adequacy and benefits of proposed climate actions through the lenses of experiences and needs of groups such as indigenous women, women of different ethnicities, races and ages, sexual and gender minorities and other marginalized gender groups. Without such a broader understanding of women and girls, men and boys as inhomogeneous groups of people, which is missing from almost all sample projects/programs, proposed gender actions cannot be adequately targeted and responsive to the differing needs of multiple gender sub-groups. They also risk cementing existing power dynamics and exclusions based on non-gender factors, but experienced in a differentiated way by diverse gender groups.
- **Include people with marginalized gender and sexual identities (indicator 6):** All GCF projects/programs must acknowledge and include people with marginalized gender and sexual identities in designing actions and interventions meant to benefit all people in project/program areas equitably. Without such actions, not only will GCF projects/programs violate fundamental human rights, the exclusion of these groups will also undermine the equity and effectiveness of the proposed interventions and lead to sub-optimal project/program implementation outcomes.
- **Acknowledge and take into account sexual and gender-based violence (SGBV) and sexual exploitation, abuse and harassment (SEAH) (indicator 7):** All GCF projects/programs must diligently acknowledge and take into account potential impacts on SGBV and SEAH, pervasive scourges which the vast majority of projects/programs ignored. This is important to ensure that women and people with marginalized gender and sexual identities are not restricted from benefitting from GCF interventions and that these interventions themselves do not perpetuate and reinforce, instead of break, existing patterns of violence, exploitation, abuse or harassment. This should be done through project/program-specific targeted actions, not just through general awareness raising or training efforts, but also as part of standard project/program risk mitigation frameworks.

- **Gender assessments must be based on consultations and site visits, not just desk studies (indicator 8):** All GCF projects/programs must conduct rigorous gender assessments that generate baseline data for project/program implementation through conducting extensive field consultations, site visits and focus groups. They must collect primary quantitative and qualitative data, going beyond desk literature reviews, to obtain an in-depth understanding of project/program dynamics.
- **Better consider and integrate gender assessment findings in the overall project/program design (indicator 9a):** Almost all GCF projects/programs must do much more to anticipate and provide risk mitigation measures to address potential harmful gendered impacts in overall project/program design and implementation arrangements by incorporating the findings of the mandated gender assessments. This is a matter of sequencing to ensure that an initial gender assessment is conducted early enough in the project/program inception stage to ensure initial concept notes and the project/program design can be adjusted in response to the gender assessment. The finding points also to the need for the GCF Secretariat to increase its scrutiny of such necessary follow through before proposing projects/programs for Board approval. As this is particularly challenging for programs with multiple sub-projects often covering many countries, the GCF Secretariat must strengthen its monitoring implementation oversight of such existing programs while considering restricting GCF support for them.⁷⁹
- **Take potential impacts on the gender division of labor into account (indicator 10):** All GCF projects/programs must not only analyze existing patterns of gender division of labor, and in particular how women are disproportionately burdened by mostly unpaid domestic and reproductive labor, but they must also provide safeguards to ensure that project/program impacts do not further entrench or exacerbate existing gender divisions of labor. In addition, they must design and implement targeted measures to address inequities and challenge existing gender-differentiated labor norms, including pay equity and opening women's access to male-dominated job categories. Sequentially, these issues must be captured in initial project/program gender assessments as the basis for designing and implementing measures that equalize the gender division of labor.
- **GAP measures must address gender harm and challenge gender norms and existing gender power imbalance (indicator 9b):** All GCF project/program GAPs must carefully design and target interventions to address and substantially mitigate potential gendered harm identified and highlighted in the mandatory initial gender assessment. This is vital to prevent that GCF funded projects/program cement or exacerbate existing gender inequities. Such targeted interventions have to complement additional GAP measures which should focus on working pro-actively toward changing gender norms and the existing gender balance of power.
- **GAPs must have adequate budgets, indicators, responsibility and timelines to ensure accountability and tractability (indicator 11):** All GCF projects/programs must develop and articulate GAPs that assign GAP activities to responsible entities to create accountability and traceability. GAPs must include a timeline, cover the entire project/program period for implementation (neither front-loading nor delaying activities) and allocate dedicated funding through a detailed budget that provides cost details for each activity.

⁷⁹ See above recommendation, "Avoid complex (especially private-sector) fund-of-fund approaches and programs".

- **GAPs must allocate adequate funding, especially for engaging and building local gender expertise, and provide detailed cost breakdowns (indicator 4c):** Providing a completed and fully and adequately budgeted GAP should be a requirement for project/program approval by the GCF Board. An adequate budget for mandatory GAPs not only provides overall amounts but also detailed cost items for each GAP output indicator and related GAP activities. For GAP budgets to be considered adequate, financing provided needs to be commensurate with overall budgets and the goals of GCF projects/programs, identified gender risks and impacts, and fund comprehensive measures to address them. While funding gender expertise to oversee project/program implementation is crucial, strong preference should be given to local rather than international consultants, through core overall project/program budget expenditures. This aims to avoid consultant costs consuming the majority of GAP resources, and ensuring sufficient resources are devoted to funding targeted gender activities focused on building local gender capacity.

6.3 IMPROVE THE WAY GENDER RISKS ARE MANAGED AND ADDRESSED IN GCF PROJECTS/PROGRAMS

- GCF projects/programs must do better to recognize and apply free, prior and informed consent (FPIC) as a mandate for engagement with all project/program-affected people and work to guarantee and improve the gender-responsiveness of multi-level grievance procedures and compensation, redress measures and payments in response to specific types of harm affecting women disproportionately.

TABLE 6.3: Results of assessing cluster 3 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
12	Does the project/program create safeguards to prevent potential harms and gender-responsive risk assessment and monitoring frameworks?	0	0	10	33	17	57	-17
13	Does the project/program apply free, prior and informed consent (FPIC) and give project/program-affected persons the right to accept or refuse?	3	10	6	20	21	70	-18
14	Is there a project/program-level, gender-responsive redress mechanism?	3	10	13	43	14	47	-11
15	Does the project/program provide compensation in case of harm that disproportionately impacts women and other marginalized gender groups, such as indebtedness, SGBV, and displacement?	1	3	12	40	17	57	-16

Recommendations to address shortcomings identified in analyzing the indicators in cluster 3 include:

- **Strengthen gender-responsive safeguards and risk mitigation frameworks to prevent gender harm (indicator 12):** All GCF projects/programs must apply adequate safeguards to prevent potential harms disproportionately impacting women and other marginalized gender groups as part of an overall gender-responsive risk assessment with commensurate risk mitigation measures and monitoring frameworks; this has to be a high urgency focus for improvement, since no projects/programs sampled did so strongly. Such risk assessments must be fully disclosed. The practice of currently redacting private sector proposals and not disclosing related annexes (including the annex with the mandatory risk assessment in the case of private sector proposals approved under the Simplified Approval Process) prevents affected stakeholders and the broader public from understanding and assessing the potential harms such projects/programs could inflict and the adequacy of proposed mitigation measures.
- **Operationalize gender-responsive and inclusive free, prior and informed consent (FPIC) procedures iteratively (indicator 13):** A large majority of analyzed projects/programs in the sample cohort had very weak procedures for allowing project/program-affected persons the right to accept or refuse project/program interventions following the FPIC principles. While 10% of sampled projects/programs did so admirably, all GCF projects/programs need to design and operationalize FPIC procedures that are gender-responsive and inclusive. They must give all project/program-affected people, and in particular Indigenous Peoples, the right to consent or object to project/program interventions, goals and implementation procedures. FPIC must be operationalized as an iterative process throughout the project/program cycle but starting at the earliest conceptual stage.
- **Facilitate gender-responsive access to grievance and redress mechanisms on multiple levels (indicator 14):** All GCF projects/programs, not just 10%, must develop and widely disclose information about strong gender-responsive project/program-level GRMs, which include project/program-adequate gender accommodation and clarity on procedures for filing and processing complaints in a timely and effective manner. All GCF project/program-affected people also should be made aware that they have the right to access the GCF's fund-level Independent Redress Mechanism (IRM) directly without first exhausting grievance procedures at the project/program level and that they can do so in addition to also pursuing complaints through project/program-level mechanisms. This is particularly important in situations where project/program-affected people might lack confidence and/or trust in the independence and safety of procedures provided by the GCF implementing entity or their implementation partners at the project/program level, or when those procedures are inadequate.
- **Provide compensation for harm disproportionately impacting women and other marginalized gender groups (indicator 15):** All GCF projects/programs must be able to pro-actively design measures to provide compensation in case harm occurs that disproportionately impacts women and other marginalized gender groups, such as indebtedness, SGBV, and displacement, even if such impacts are not initially anticipated as part of a comprehensive gender-responsive implementation risk management approach. Only one sample project did so comprehensively.

6.4 STRENGTHEN THE AGENCY AND VOICE OF WOMEN AND MARGINALIZED GROUPS THROUGHOUT THE GCF PROJECT/PROGRAM CYCLE



Increasing the agency and voice of women and gender groups at government and non-governmental (sub)-national levels in GCF project/program planning, implementation, monitoring and evaluation must be prioritized and should ideally be mandated in design and execution of GCF-approved climate actions.



This includes the mandate to increase the availability and gender-responsiveness of information transparently disseminated to project/program-affected people as well as the collection and sharing of gender-disaggregated data. In particular, for effective results monitoring of gender equality and climate outcomes, the setting and recording of gender data baselines at project/program onset – too often lacking – must be mandated.

TABLE 6.4: Results of assessing cluster 4 indicators (taken from Table 4)

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
16	Does the project/program ensure full, effective and sustained participation of gender groups throughout the project/program cycle?							
16a	Does the project/program include women's groups and national gender machineries in project/program planning?	1	3	18	60	11	37	-10
16b	Does the project/program include women's groups and national gender machineries in project/program implementation?	0	0	18	60	12	40	-12
17	Is there gender-responsive governance of project/program management and implementation?							
17a	Does the Project/Program Management Unit (PMU) include local gender experts and operate to support and build gender expertise in country (through capacity-building and oversight to Executing Entities)?	4	13	17	57	9	30	-5
17b	Are national gender machineries involved in project/program implementation structures?	2	7	8	27	20	67	-18
17c	Are civil society groups, particularly women's groups, Indigenous Peoples and local/community groups, and gender experts involved as Executing Entities, in Advisory Board, etc?	4	13	9	30	17	57	-13

IND #	Description of Indicators	Strong		Adequate		Weak		IND Score
		# projects	%	# projects	%	# projects	%	
18	Does the project/program make complete and accessible information available to all project/program-affected persons (including in local languages)?	5	17	15	50	10	33	-15
19	Does the project/program collect gender-disaggregated data as part of monitoring and evaluation and include gendered indicators in the results management framework?	9	30	15	50	6	20	+3

Recommendations to address shortcomings identified in analyzing the indicators in cluster 4 include:

- **Ensure full and effective participation of women and gender groups in project/program planning and design (indicator 16a):** All GCF projects/programs should make efforts to secure the full and effective participation of a comprehensive set of national/local women and gender groups in project/program planning and design processes, by including both national level government agencies tasked with promoting women’s and gender rights (national gender machinery) as well as women’s representative organizations, especially from civil society and local communities. This would ensure that the needs of all gender groups are equitably addressed and their experiences and capacities, such as traditional or local knowledge, are considered and incorporated into projects/programs.
- **Ensure full and effective participation of national gender machineries and women’s organizations in project/program implementation (indicator 16b):** All GCF projects/programs should strive to routinely include both national gender machineries and women’s organizations in project/program implementation as active participants with agency by articulating and codifying arrangements on how these often neglected stakeholder groups can take part in or support implementation of project/program components through various functions, such as in project/program oversight, or as executing entities.
- **Include dedicated gender experts, especially local gender experts, in project/program management and oversight (indicator 17a):** All GCF projects/programs must make a concerted effort to ensure PMUs include dedicated gender experts, preferably local gender experts, in order to strengthen gender-responsive project management and oversight. This must include the provision of gender capacity building to executing entities and project partners as needed. Only 7% of the sample projects/programs robustly do so, showcasing the need to prioritize this as an important aspect to ensure gender-responsive implementation.
- **Involve women’s representative organizations and national gender machineries in project/program implementation structures as executing entities or in advisory or oversight boards (indicator 17b):** All GCF projects/programs should strive to include national gender machineries and women’s representative organizations in project/program implementation structures such as involving them as executing entities for specific project/program components (such as the measures under the GAP or for gender awareness raising and capacity building) or by giving them a voice and seat on project/program advisory or oversight boards. In the project/program sample, only 7% (or two projects) did so well.

- **Involve local women, grassroots and Indigenous Peoples groups in project/program advisory and oversight boards (indicator 17c):** All GCF projects/programs must make a bigger effort to include women groups, Indigenous Peoples and local/community groups, and local gender experts in project/program implementation. This can be done by involving them as executing entities for specific project/program components implemented at the local level, or making sure their voices, experiences and local and traditional knowledge are heard and integrated in project/program-relevant advisory or oversight boards.
- **Improve overall project/program transparency and gender-responsive information disclosure and dissemination (indicator 18):** All GCF projects/programs, including GCF private sector projects/programs which routinely only disclose redacted or partial information packages, must make complete project/program-relevant information available to all project/program-affected persons in multiple accessible formats and languages, including local languages. This must be done taking into account gendered differences in literacy, access to information and language usage. Ideally project/program-affected persons should receive relevant information in a gender-responsive and culturally appropriate way at the project/program conception stage and prior to its design to permit meaningful FPIC or refusal and stakeholder engagement. For programs, this means that comprehensive information must be disclosed at a sufficiently early time and development stage for each individual sub-project as well.
- **Include gendered indicators in the results management framework and systematically collect and analyze gender-disaggregated project/program data (indicator 19):** All GCF projects/programs must systematically collect gender-disaggregated monitoring and evaluation data and include gendered indicators for individual project/program components in their overall results management framework components to ensure transparent and accountable gender equality outcomes. This requires that the gender assessment and identification of required targeted gender actions accompany early project/program development. Doing so will enable connecting gender action plan to overall project/program targets and outcome indicators.

ANNEX 1

Overview table with characteristics of study sample of 30 approved GCF projects/programs (as of October 2021)

Funding Proposal#	Board Meeting approved	Name of the Project/ Program	Country/ Countries	Direct Access (NIE, RIE) Intl. Access (MIE)	Implementing Agency	Public or Private Sector	Pilot Program	Financial Inter-mediation Y/N	Risk Category	Theme: Adaptation, Mitigation, Cross-cutting	Under implementation Y/N	Loan	Grant	Equity	Amount of Funding Approved (in USD million)	Disbursed (in USD million)	Total Project Sum (in USD million)
FP024	B14	(FP024) Empower to Adapt: Creating Climate Change Resilient Livelihoods through Community-Based Natural Resource Management in Namibia	Namibia	NIE	EIF	public	EDA	Y	C	Adaptation	yes		10,00		10,00	9,49	10,00
FP028	B15	(FP028) Business loan programme for GHG emissions reduction	Mongolia	NIE	XacBank	private	MSME	Y	I-2	Mitigation	yes	19,50	0,50		20,00	19,50	60,00
FP061	B19	(FP061) Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	Multi-country (Antigua and Barbuda, Dominica, Grenada)"	NIE	DOE, Antigua and Barbuda	public	EDA	Y	B	Adaptation	yes		20,00		20,00	3,00	22,60
FP082	B24	(FP082) Catalyzing Climate Finance - Shandong Green Development Fund	China	MIE	ADB	public		Y	I-1	Cross-cutting	no	100,00			100,00	0,00	1421,20
FP084	B21	(FP084) Enhancing climate resilience of India's coastal communities	India	MIE	UNDP	public		N	B	Cross-cutting	yes		43,42		43,42	4,57	130,30
FP094	B21	(FP094) Ensuring climate resilient water supplies in the Comoros Islands	Comoros	MIE	UNDP	public		N	B	Adaptation	yes		41,92		41,92	11,43	60,80

Funding Proposal#	Board Meeting approved	Name of the Project/ Program	Country/ Countries	Direct Access (NIE, RIE) Intl. Access (MIE)	Implementing Agency	Public or Private Sector	Pilot Program	Financial Inter-mediation Y/N	Risk Category	Theme: Adaptation, Mitigation, Cross-cutting	Under implementation Y/N	Loan	Grant	Equity	Amount of Funding Approved (in USD million)	Disbursed (in USD million)	Total Project Sum (in USD million)
FP099	B21	(FP099) Climate Investor One	Malawi, Nigeria, Uganda, Madagascar, Djibouti, Kenya, Cameroon, Indonesia, Ethiopia, Philippines, Tunisia, Nigeria, Morocco, Mongolia, Burundi, Ecuador, Mauritius, Senegal, Zambia	MIE	FMO	private		Y	I-1	Mitigation	yes		100,00		100,00	31,75	821,50
FP100	B22	(FP100) REDD+ results-based payments for results achieved by Brazil in the Amazon biome in 2014 and 2015	Brazil	MIE	UNDP	public	REDD+ RBF	N	B	Mitigation	yes		96,45		96,45	96,45	96,45
FP107	B23	(FP107) Supporting climate resilience and transformational change in the agriculture sector in Bhutan	Bhutan	MIE	UNDP	public		N	B	Adaptation	yes		25,35		25,35	7,84	58,00
FP109	B23	(FP109) Safeguarding rural communities and their physical assets from climate induced disasters in Timor-Leste	Timor Leste	MIE	UNDP	public		N	B	Adaptation	yes		22,36		22,36	2,35	59,40
FP110	B23	(FP110) Ecuador REDD-plus RBP for results period 2014	Ecuador	MIE	UNDP	public	REDD+ RBF	N	B	Mitigation	yes		18,57		18,57	18,57	18,60
FP112	B23	(FP112) Addressing Climate Vulnerability in the Water Sector (ACWA) in the Marshall Islands	Marshall Islands		UNDP	public		N	B	Adaptation	yes		18,63		18,63	2,32	24,70
FP114	B23	(FP114) Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing climate resilient agricultural practices in Ghana	Ghana	MIE	AfDB	private	MSME	Y	I-2	Cross-cutting	no	18,50	1,50		20,00	0,00	25,60

Funding Proposal#	Board Meeting approved	Name of the Project/ Program	Country/ Countries	Direct Access (NIE, RIE) Intl. Access (MIE)	Implementing Agency	Public or Private Sector	Pilot Program	Financial Inter-mediation Y/N	Risk Category	Theme: Adaptation, Mitigation, Cross-cutting	Under implementation Y/N	Loan	Grant	Equity	Amount of Funding Approved (in USD million)	Disbursed (in USD million)	Total Project Sum (in USD million)
FP115	B23	(FP115) Espejo de Tarapaca	Chile	MIE	MUFG Bank	private	MFS	N	A	Cross-cutting	yes			60,00	60,00	6,19	1100,00
FP116	B24	(FP116) Carbon Sequestration through Climate Investment in Forests and Rangelands in Kyrgyz Republic (CS-FOR)	Kyrgyz Republic	MIE	FAO	public		N	B	Cross-cutting	no		29,99		29,99	0,00	50,00
FP117	B24	(FP117) Implementation of the Lao PDR Emission Reductions Programme through improved governance and sustainable forest landscape management	Lao PDR	MIE	GIZ	public		N	B	Mitigation	yes		17,63		17,63	4,27	75,30
FP118	B24	(FP118) Building a Resilient Churia Region in Nepal (BRCRN)	Nepal	MIE	FAO	public		N	B	Cross-cutting	yes		39,29		39,29	2,43	47,30
FP119	B24	(FP119) Water Banking and Adaptation of Agriculture to Climate Change in Northern Gaza	West Bank and Gaza	MIE	AFD	public		N	B	Cross-cutting	yes		27,57		27,57	2,91	52,00
FP120	B24	(FP120) Chile REDD-plus results-based payments for results period 2014-2016	Chile	MIE	FAO	public	REDD+ RBF	N	B	Mitigation	yes		63,61		63,61	63,61	63,61
FP121	B24	(FP121) REDD+ Results-based payments in Paraguay for the period 2015-2017	Paraguay	MIE	UNEP	public	REDD+ RBF	N	B	Mitigation	yes		50,00		50,00	50,00	50,00
FP122	B24	(FP122) Blue Action Fund (BAF)	Multi-country	MIE	KfW	public		Y	B	Adaptation	yes		34,88		34,88	0,28	64,00
FP127	B25	(FP127) Building Climate Resilience of Vulnerable Agricultural Livelihoods in Southern Zimbabwe	Zimbabwe	MIE	UNDP	public		N	B	Adaptation	yes		26,57		26,57	2,77	47,80

Funding Proposal#	Board Meeting approved	Name of the Project/ Program	Country/ Countries	Direct Access (NIE, RIE) Intl. Access (MIE)	Implementing Agency	Public or Private Sector	Pilot Program	Financial Inter-mediation Y/N	Risk Category	Theme: Adaptation, Mitigation, Cross-cutting	Under implementation Y/N	Loan	Grant	Equity	Amount of Funding Approved (in USD million)	Disbursed (in USD million)	Total Project Sum (in USD million)
FP128	B25	(FP128) Arbaro Fund-Sustainable Forestry Fund	Paraguay, Sierra Leone, Ecuador, Ethiopia, Ghana, Uganda, Peru	MIE	MUFG Bank	private	MFS	Y	A	Mitigation	Yes			25,00	25,00	17,63	200,00
SAP007	B23	(SAP007) Integrated climate risk management for food security and livelihoods in Zimbabwe focusing on Masvingo and Rushinga Districts	Zimbabwe	MIE	WFP	public		N	C	Adaptation	yes		8,86		8,86	1,78	10,00
SAP008	B24	(SAP008) Extended Community Climate Change Project-Flood (ECCCP-Flood)	Bangladesh	NIE	PKSF	public		N	C	Adaptation	yes		9,68		9,68	2,16	13,30
SAP009	B24	(SAP009) Building resilience of urban populations with ecosystem-based solutions in Lao PDR	Lao PDR	MIE	UNEP	public		N	C	Cross-cutting	yes		10,00		10,00	2,41	11,50
SAP010	B24	(SAP010) Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines	Philippines	NIE	Landbank	public		N	C	Cross-cutting	no		10,00		10,00	0,00	20,20
SAP011	B24	(SAP011) Climate-resilient food security for women and men smallholders in Mozambique through integrated risk management	Mozambique	MIE	WFP	public		N	C	Cross-cutting	yes		9,25		9,25	1,91	10,00
SAP012	B24	(SAP012) Inclusive Green Financing for Climate Resilient and Low Emission Smallholder Agriculture	Niger	MIE	IFAD	public		Y	I-3	Cross-cutting	yes	6,92	2,97		9,88	0,00	13,30
SAP013	B25	(SAP013) Scaling Smart, Solar, Energy Access Microgrids in Haiti	Haiti	MIE	NEFCO	private	MFS	Y	C	Cross-cutting	no	8,40	1,50		9,90	0,00	45,70

ANNEX 2

GCF Project/Program Analysis Spreadsheets

Main project/program documentation GCF-specific indicator set 1: Strengths of overall gender integration, safeguards and results management	To what extent is there an integration of gender equality considerations in the narrative and the technical elaboration of the overall project/program proposal document and project description? To what extent does the project undertake a gender-responsive, transparent, collaborative cost-benefit analysis and seriously consider multiple means towards reaching the same ends? Does it contain elements of an ecofeminist cost-benefit analysis? And if so which? Indicator 1		To what extent is there a specific gendered description, including provision of sex-disaggregated data (baseline and expected reach), of intended direct and indirect beneficiaries? Including targeting women and girls? Indicator 2		To what extent are “gender co-benefits” elaborated against the GCF Investment Criteria?	To what extent does the project create safeguards to prevent potential harms, including those that will disproportionately impact women and men and other sexual and gender minorities? To what extent is there a comprehensive and project-adequate elaboration on gender in the project/program risk assessment and monitoring frameworks and arrangements?*	To what extent does the project have a gender-responsive monitoring process including collecting baseline and monitoring and evaluation gender-disaggregated data? To what extent are gendered indicators (quantitative and qualitative) reflected in the project/program results management framework?*
	Part A – Project Summary Indicator 1a	RAP: Part C – detailed description of project SAP: Part B Indicator 1b	Part A Indicator 2a	RAP: Part C SAP: Part B Indicator 2b	Part: E – Investment Criteria Indicator 13	SAP: Part G RAP: Part F, specifically F.3 Indicator 12	RAP: Part H-- Results Monitoring SAP: GAP Indicator 19
FP024 Empower to Adapt: Creating Climate-Change Resilient Livelihoods through Community-Based Natural Resource Management (CBNRM) in Namibia	none	ADEQUATE	none	WEAK	WEAK	WEAK	WEAK
FP028: MSME Business Loan Program for GHG Emission Reduction (Mongolia)	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	WEAK
FP061: Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP082: Catalyzing Climate Finance -- Shandong Green Development Fund in China	WEAK	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE	ADEQUATE
FP084: Enhancing climate resilience of India’s coastal communities	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	STRONG	ADEQUATE	ADEQUATE
FP094: Ensuring climate resilient water supplies in the Comoros Islands	WEAK	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE	STRONG
FP099: Climate Investor One	WEAK	ADEQUATE	WEAK	WEAK	WEAK	WEAK	WEAK

GCF-specific indicator set 1	Indicator 1		Indicator 2		Indicator 13	Indicator 12	Indicator 19
	Indicator 1a	Indicator 1b	Indicator 2a	Indicator 2b			
FP100: REDD-PLUS results-based payments for results achieved by Brazil in the Amazon biome in 2014 and 2015	WEAK	WEAK	WEAK	WEAK	ADEQUATE	WEAK	ADEQUATE
FP107: Supporting Climate Resilience and Transformational Change in the Agriculture Sector in Bhutan	WEAK	WEAK	WEAK	WEAK	ADEQUATE	WEAK	ADEQUATE
FP109: Safeguarding rural communities and their physical and economic assets from climate induced disasters in Timor-Leste	WEAK	WEAK	WEAK	ADEQUATE	STRONG	ADEQUATE	ADEQUATE
FP110: Ecuador REDD-plus RBP for results period 2014	WEAK	ADEQUATE	WEAK	WEAK	ADEQUATE	ADEQUATE	ADEQUATE
FP112: Addressing Climate Vulnerability in the Water Sector (ACWA) in the Marshall Islands	WEAK	STRONG	ADEQUATE	STRONG	STRONG	ADEQUATE	STRONG
FP114: Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing Climate Resilient Agricultural Practices in Ghana	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	STRONG	WEAK	STRONG
FP115: Espejo de Tarapacá	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP116: Carbon Sequestration through Climate Investment in Forests and Rangelands in Kyrgyz Republic (CS-FOR)	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	WEAK	ADEQUATE
FP117: Implementation of the Lao PDR Emission Reductions Programme through improved governance and sustainable forest landscape management	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	WEAK	ADEQUATE
FP118: Building a Resilient Churia Region in Nepal (BRCRN)	WEAK	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	STRONG
FP119: Water Banking and Adaptation of Agriculture to Climate Change in Northern Gaza	ADEQUATE	STRONG	ADEQUATE	ADEQUATE	STRONG	ADEQUATE	ADEQUATE
FP120: Chile REDD-plus results-based payments for results period 2014-2016	None	WEAK	none	WEAK	ADEQUATE	WEAK	ADEQUATE
FP121: Recognising Paraguay's REDD+ results for the years 2015-2017.	None	WEAK	none	WEAK	ADEQUATE	WEAK	ADEQUATE

GCF-specific indicator set 1	Indicator 1		Indicator 2		Indicator 13	Indicator 12	Indicator 19
	Indicator 1a	Indicator 1b	Indicator 2a	Indicator 2b			
FP122: Blue Action Fund (BAF): GCF Ecosystem Based Adaptation Programme in the Western Indian Ocean	WEAK	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP127: Building Climate Resilience of Vulnerable Agricultural Livelihoods in Southern Zimbabwe	ADEQUATE	ADEQUATE	ADEQUATE	STRONG	STRONG	ADEQUATE	STRONG
FP128: Arbaro Fund – Sustainable Forestry Fund	WEAK						
SAP007: Integrated Climate Risk Management for Food Security and Livelihoods in Zimbabwe focusing on Masvingo and Rushinga Districts	ADEQUATE	STRONG	ADEQUATE	ADEQUATE	STRONG	WEAK	STRONG
SAP008: -- Extended Community Climate Change Project-Flood (ECCCP-Flood) -- Bangladesh	STRONG	STRONG	STRONG	STRONG	STRONG	WEAK	STRONG
SAP009: Building resilience of urban populations with ecosystem-based solutions in Lao PDR	WEAK	ADEQUATE	WEAK	WEAK	ADEQUATE	ADEQUATE	ADEQUATE
SAP010: Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines	WEAK						
SAP011: Climate-resilient food security for women and men smallholders in Mozambique through integrated risk management	ADEQUATE	WEAK	ADEQUATE	WEAK	STRONG	None	STRONG
SAP012: Inclusive Green Financing for Climate Resilient and Low Emission Smallholder Agriculture (Niger)	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	STRONG	None	WEAK
SAP013: Scaling Smart, Solar, Energy Access Microgrids in Haiti	ADEQUATE	ADEQUATE	WEAK	STRONG	ADEQUATE	None	STRONG
Score	-15	-7	-15	-11	6	-17	3
# Strong	1	4	1	4	10	0	9
# Adequate	10	15	10	11	16	10	15
# Weak	16	11	16	15	4	17	6

Main project/program documentation GCF-specific indicator set 2: Gender responsiveness of budget allocation, governance, redress and compensation	Is the project/program budget allocation gender-responsive? (“gender budgeting”) Indicator 4			Is there gender-responsive governance of project/program management and implementation? – Part C, project/program GAP Indicator 17			Is there a fully articulated, gender-responsive redress mechanism available to women at the project/program and/or national level in addition to the GCF IRM? RAP: Part C and Annex referencing ESIA or ESMF (listed there) SAP: Part B and Annex referencing ESIA or ESMF (listed there) Indicator 14	To what extent does the project/program provide compensation in case of harm that disproportionately impacts women and other marginalized gender groups, for example housing and land that is equal to or better than pre-settlement and compensating women and marginalized gender groups who are not legally recognized land owners? Part C, Part F and relevant Annexes such as resettlement plans Indicator 15
	Are gender-related expenditures integrated in the overall project/program budget? Part B or Part C Indicator 4a	Can women’s groups/local groups/grassroots women get access to project/program funding? Part B, Project GAP Indicator 4b	Does the GenderAction Plan (GAP) have its own budget? Is it adequate/commensurate with overall budget and intent? What is the money spent on (consultants? Building local capacity?) Indicator 4c	Does the Accredited Entity’s Project Management Unit (PMU) include gender experts and operate to support and build gender expertise incountry (including providing gender capacity building and oversight to Executing Entities)? Indicator 17a	Are the national gender machineries involved in project/program implementation structures (as Executing Entities, in Advisory Boards or similar structures)? Indicator 17b	Are civil society groups, particularly women’s groups, Indigenous Peoples and local/community groups, and gender experts involved as Executing Entities, in Advisory Boards or similar structures? Indicator 17c		
FP024 Enpower to Adapt: Creating Climate-Change Resilient Livelihoods through Community-Based Natural Resource Management (CBNRM) in Namibia	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK
FP028: MSME Business Loan Program for GHG Emission Reduction (Mongolia)	WEAK	ADEQUATE	WEAK	WEAK	WEAK	ADEQUATE	WEAK	WEAK
FP061: Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	STRONG	ADEQUATE	WEAK
FP082: Catalyzing Climate Finance -- Shandong Green Development Fund in China	WEAK	WEAK	ADEQUATE	STRONG	ADEQUATE	WEAK	WEAK	WEAK
FP084: Enhancing climate resilience of India’s coastal communities	WEAK	ADEQUATE	ADEQUATE	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE
FP094: Ensuring climate resilient water supplies in the Comoros Islands	WEAK	WEAK	ADEQUATE	WEAK	WEAK	ADEQUATE	ADEQUATE	ADEQUATE
FP099: Climate Investor One	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK
FP100: REDD-PLUS results-based payments for results achieved by Brazil in the Amazon biome in 2014 and 2015	WEAK	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	WEAK
FP107: Supporting Climate Resilience and Transformational Change in the Agriculture Sector in Bhutan	WEAK	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	ADEQUATE

GCF-specific indicator set 2	Indicator 4			Indicator 17			Indicator 14	Indicator 15
	Indicator 4a	Indicator 4b	Indicator 4c	Indicator 17a	Indicator 17b	Indicator 17c		
FP109: Safeguarding rural communities and their physical and economic assets from climate induced disasters in Timor-Leste	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE
FP110: Ecuador REDD-plus RBP for results period 2014	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	STRONG	ADEQUATE	ADEQUATE
FP112: Addressing Climate Vulnerability in the Water Sector (ACWA) in the Marshall Islands	WEAK	ADEQUATE	ADEQUATE	STRONG	WEAK	STRONG	ADEQUATE	WEAK
FP114: Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing Climate Resilient Agricultural Practices in Ghana	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP115: Espejo de Tarapacá	WEAK	WEAK	WEAK	WEAK	WEAK	ADEQUATE	WEAK	ADEQUATE
FP116: Carbon Sequestration through Climate Investment in Forests and Rangelands in Kyrgyz Republic (CS-FOR)	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK
FP117: Implementation of the Lao PDR Emission Reductions Programme through improved governance and sustainable forest landscape management	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	STRONG	WEAK	STRONG	ADEQUATE
FP118: Building a Resilient Churia Region in Nepal (BRCRN)	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	STRONG	STRONG
FP119: Water Banking and Adaptation of Agriculture to Climate Change in Northern Gaza	STRONG	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	ADEQUATE
FP120: Chile REDD-plus results-based payments for results period 2014-2016	ADEQUATE	WEAK	STRONG	ADEQUATE	STRONG	WEAK	WEAK	ADEQUATE
FP121: Recognising Paraguay's REDD+ results for the years 2015-2017.	ADEQUATE	WEAK	ADEQUATE	STRONG	WEAK	WEAK	STRONG	ADEQUATE
FP122: Blue Action Fund (BAF): GCF Ecosystem Based Adaptation Programme in the Western Indian Ocean	WEAK	ADEQUATE	WEAK	ADEQUATE	WEAK	WEAK	WEAK	WEAK

GCF-specific indicator set 2	Indicator 4			Indicator 17			Indicator 14	Indicator 15
	Indicator 4a	Indicator 4b	Indicator 4c	Indicator 17a	Indicator 17b	Indicator 17c		
FP127: Building Climate Resilience of Vulnerable Agricultural Livelihoods in Southern Zimbabwe	ADEQUATE	WEAK	STRONG	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	WEAK
FP128: Arbaro Fund – Sustainable Forestry Fund	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK	ADEQUATE	WEAK
SAP007: Integrated Climate Risk Management for Food Security and Livelihoods in Zimbabwe focusing on Masvingo and Rushinga Districts	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	WEAK	WEAK
SAP008: -- Extended Community Climate Change Project-Flood (ECCCP-Flood) -- Bangladesh	ADEQUATE	WEAK	ADEQUATE	WEAK	ADEQUATE	WEAK	ADEQUATE	ADEQUATE
SAP009: Building resilience of urban populations with ecosystem-based solutions in Lao PDR	WEAK	STRONG	ADEQUATE	STRONG	WEAK	STRONG	WEAK	WEAK
SAP010: Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines	WEAK	WEAK	WEAK	ADEQUATE	WEAK	WEAK	WEAK	WEAK
SAP011: Climate-resilient food security for women and men smallholders in Mozambique through integrated risk management	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	WEAK	WEAK	WEAK
SAP012: Inclusive Green Financing for Climate Resilient and Low Emission Smallholder Agriculture (Niger)	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	WEAK	WEAK
SAP013: Scaling Smart, Solar, Energy Access Microgrids in Haiti	ADEQUATE	WEAK	WEAK	ADEQUATE	WEAK	WEAK	WEAK	WEAK
Score	-20	-15	-8	-5	-18	-13	-11	-16
# Strong	1	1	2	4	2	4	3	1
# Adequate	8	13	18	17	8	9	13	12
# Weak	21	16	10	9	20	17	14	17

Main project/program document and initial gender impact assessment and gender action plan as well as select annexes GCF-specific indicator set 3: Inclusiveness of gender approach and gender responsiveness of participation and information provision	(To what extent) does the project/program acknowledge and discuss (implicitly or explicitly) an intersectional approach to gender? Indicator 5	(To what extent) does the project/program (implicitly or explicitly) acknowledge and include people with marginalized gender and sexual identities? Indicator 6	To what extent does the project/program ensure full, effective and ongoing/sustained participation of gender groups throughout the project/program cycle? Indicator 16		To what extent does the project/program apply the principle of free, prior and informed consent (FPIC) and give project/program-affected persons (especially women and LGBTI people and Indigenous Peoples as well as other marginalized social groups) the right to accept or refuse? (Main document and/or specialized Annexes) Indicator 13	To what extent does the project/program provide complete available project information, including in national/local languages, to all project-affected persons including women and marginalized gender/social groups? Indicator 18
			Comprehensive stakeholder engagement at planning stage with documentation includes women's groups and national gender machineries? (Main document and/or specialized Annexes) Indicator 16a	Does a stakeholder engagement plan for project/program implementation exist, which includes women's groups and national gender machineries? (Main document and/or specialized Annex) Indicator 16b		
FP024 Empower to Adapt: Creating Climate-Change Resilient Livelihoods through Community-Based Natural Resource Management (CBNRM) in Namibia	WEAK	WEAK	WEAK	WEAK	WEAK	ADEQUATE
FP028: MSME Business Loan Program for GHG Emission Reduction (Mongolia)	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP061: Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP082: Catalyzing Climate Finance -- Shandong Green Development Fund in China	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	WEAK
FP084: Enhancing climate resilience of India's coastal communities	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK	WEAK
FP094: Ensuring climate resilient water supplies in the Comoros Islands	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK	WEAK
FP099: Climate Investor One	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK
FP100: REDD-PLUS results-based payments for results achieved by Brazil in the Amazon biome in 2014 and 2015	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE	ADEQUATE
FP107: Supporting Climate Resilience and Transformational Change in the Agriculture Sector in Bhutan	WEAK	WEAK	STRONG	WEAK	WEAK	ADEQUATE
FP109: Safeguarding rural communities and their physical and economic assets from climate induced disasters in Timor-Leste	ADEQUATE	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE

GCF-specific indicator set 3	Indicator 5	Indicator 6	Indicator 16		Indicator 13	Indicator 18
			Indicator 16a	Indicator 16b		
FP110: Ecuador REDD-plus RBP for results period 2014	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	STRONG	ADEQUATE
FP112: Addressing Climate Vulnerability in the Water Sector (ACWA) in the Marshall Islands	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP114: Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing Climate Resilient Agricultural Practices in Ghana	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	STRONG
FP115: Espejo de Tarapacá	WEAK	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE
FP116: Carbon Sequestration through Climate Investment in Forests and Rangelands in Kyrgyz Republic (CS-FOR)	WEAK	WEAK	ADEQUATE	WEAK	WEAK	ADEQUATE
FP117: Implementation of the Lao PDR Emission Reductions Programme through improved governance and sustainable forest landscape management	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	STRONG	STRONG
FP118: Building a Resilient Churia Region in Nepal (BRCRN)	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	STRONG	STRONG
FP119: Water Banking and Adaptation of Agriculture to Climate Change in Northern Gaza	WEAK	WEAK	WEAK	ADEQUATE	WEAK	ADEQUATE
FP120: Chile REDD-plus results-based payments for results period 2014-2016	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	ADEQUATE	WEAK
FP121: Recognising Paraguay's REDD+ results for the years 2015-2017.	ADEQUATE	WEAK	ADEQUATE	WEAK	ADEQUATE	ADEQUATE
FP122: Blue Action Fund (BAF): GCF Ecosystem Based Adaptation Programme in the Western Indian Ocean	WEAK	WEAK	WEAK	ADEQUATE	WEAK	WEAK
FP127: Building Climate Resilience of Vulnerable Agricultural Livelihoods in Southern Zimbabwe	WEAK	WEAK	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP128: Arbaro Fund – Sustainable Forestry Fund	WEAK	WEAK	ADEQUATE	WEAK	WEAK	ADEQUATE

GCF-specific indicator set 3	Indicator 5	Indicator 6	Indicator 16		Indicator 13	Indicator 18
			Indicator 16a	Indicator 16b		
SAP007: Integrated Climate Risk Management for Food Security and Livelihoods in Zimbabwe focusing on Masvingo and Rushinga Districts	ADEQUATE	WEAK	ADEQUATE	WEAK	ADEQUATE	STRONG
SAP008: -- Extended Community Climate Change Project-Flood (ECCCP-Flood) -- Bangladesh	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK	WEAK
SAP009: Building resilience of urban populations with ecosystem-based solutions in Lao PDR	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK	STRONG
SAP010: Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines	WEAK	WEAK	WEAK	WEAK	WEAK	ADEQUATE
SAP011: Climate-resilient food security for women and men smallholders in Mozambique through integrated risk management	WEAK	WEAK	WEAK	WEAK	WEAK	WEAK
SAP012: Inclusive Green Financing for Climate Resilient and Low Emission Smallholder Agriculture (Niger)	WEAK	WEAK	WEAK	ADEQUATE	WEAK	WEAK
SAP013: Scaling Smart, Solar, Energy Access Microgrids in Haiti	ADEQUATE	WEAK	WEAK	WEAK	WEAK	WEAK
Score	-18	-30	-10	-12	-18	-5
# Strong	0	0	1	0	3	5
# Adequate	12	0	18	18	6	15
# Weak	18	30	11	12	21	10

Project/program-specific initial gender impact analysis and gender action plan GCF-specific indicator set 4: Strength of gender analysis and proposed corresponding actions	To what extent does the mandatory initial gender impact analysis assess the needs of women and other gender groups and current state of gender dynamics in the project-affected country/region/community prior to project inception, implementation, monitoring, and reporting? Indicator 8	To what extent does the mandatory initial gender impact analysis predict and address potential harmful gendered impacts in order to prevent them? Indicator 9		To what extent does the project/program take into account potential impacts on the gender division of labor? Indicator 10	To what extent does the project/program acknowledge and take into account potential impacts on sexual and gender-based violence (SGBV) or sexual exploitation, abuse and harassment (SEAH)? Indicator 7	To what extent does the project/program-specific gender action plan fully articulate and cover the project period (integrated activities vs "add-ons", define clear responsibilities/accountability and meaningful gender indicators? Inclusion of an adequate, multi-year budget? Indicator 11
		With recommendations and conclusions in the overall project/program design Indicator 9a	With concrete actions in the project/program-specific gender action plan Indicator 9b			
FP024 Enpower to Adapt: Creating Climate-Change Resilient Livelihoods through Community-Based Natural Resource Management (CBNRM) in Namibia	STRONG	WEAK	WEAK	ADEQUATE	WEAK	WEAK
FP028: MSME Business Loan Program for GHG Emission Reduction (Mongolia)	ADEQUATE	WEAK	WEAK	WEAK	WEAK	ADEQUATE
FP061: Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	STRONG	ADEQUATE	WEAK	WEAK	WEAK	ADEQUATE
FP082: Catalyzing Climate Finance -- Shandong Green Development Fund in China	STRONG	ADEQUATE	WEAK	ADEQUATE	WEAK	STRONG
FP084: Enhancing climate resilience of India's coastal communities	STRONG	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	ADEQUATE
FP094: Ensuring climate resilient water supplies in the Comoros Islands	STRONG	ADEQUATE	WEAK	ADEQUATE	WEAK	ADEQUATE
FP099: Climate Investor One	ADEQUATE	WEAK	WEAK	ADEQUATE	WEAK	WEAK
FP100: REDD-PLUS results-based payments for results achieved by Brazil in the Amazon biome in 2014 and 2015	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	WEAK	WEAK
FP107: Supporting Climate Resilience and Transformational Change in the Agriculture Sector in Bhutan	ADEQUATE	ADEQUATE	WEAK	ADEQUATE	ADEQUATE	WEAK
FP109: Safeguarding rural communities and their physical and economic assets from climate induced disasters in Timor-Leste	STRONG	STRONG	WEAK	ADEQUATE	ADEQUATE	WEAK

GCF-specific indicator set 4	Indicator 8	Indicator 9		Indicator 10	Indicator 7	Indicator 11
		Indicator 9a	Indicator 9b			
FP110: Ecuador REDD-plus RBP for results period 2014	STRONG	WEAK	WEAK	ADEQUATE	WEAK	STRONG
FP112: Addressing Climate Vulnerability in the Water Sector (ACWA) in the Marshall Islands	STRONG	ADEQUATE	WEAK	ADEQUATE	WEAK	STRONG
FP114: Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing Climate Resilient Agricultural Practices in Ghana	WEAK	WEAK	WEAK	ADEQUATE	WEAK	ADEQUATE
FP115: Espejo de Tarapacá	ADEQUATE	WEAK	WEAK	WEAK	ADEQUATE	ADEQUATE
FP116: Carbon Sequestration through Climate Investment in Forests and Rangelands in Kyrgyz Republic (CS-FOR)	ADEQUATE	WEAK	WEAK	ADEQUATE	WEAK	ADEQUATE
FP117: Implementation of the Lao PDR Emission Reductions Programme through improved governance and sustainable forest landscape management	ADEQUATE	WEAK	WEAK	ADEQUATE	STRONG	STRONG
FP118: Building a Resilient Churia Region in Nepal (BRCRN)	STRONG	ADEQUATE	WEAK	ADEQUATE	WEAK	STRONG
FP119: Water Banking and Adaptation of Agriculture to Climate Change in Northern Gaza	STRONG	WEAK	WEAK	WEAK	WEAK	STRONG
FP120: Chile REDD-plus results-based payments for results period 2014-2016	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	WEAK	ADEQUATE
FP121: Recognising Paraguay's REDD+ results for the years 2015-2017.	ADEQUATE	STRONG	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE
FP122: Blue Action Fund (BAF): GCF Ecosystem Based Adaptation Programme in the Western Indian Ocean	ADEQUATE	WEAK	WEAK	ADEQUATE	WEAK	WEAK
FP127: Building Climate Resilience of Vulnerable Agricultural Livelihoods in Southern Zimbabwe	STRONG	ADEQUATE	ADEQUATE	ADEQUATE	ADEQUATE	STRONG
FP128: Arbaro Fund – Sustainable Forestry Fund	ADEQUATE	WEAK	WEAK	ADEQUATE	WEAK	WEAK



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