GLOBAL ENVIRONMENT FACILITY
INVESTING IN OUR PLANET

GEF/ME/C.52/inf. 09
May 03, 2017

52nd GEF Council Meeting
May 23 – 25, 2017
Washington, D.C.

EVALUATION ON GENDER MAINSTREAMING IN THE GEF

(Prepared by the Independent Evaluation Office of the GEF)

ABBREVIATIONS

ADB	Asian Development Bank
AfDB	African Development Bank
CBD	Convention on Biological Diversity
CEO	Chief Executive Officer
CI	Conservation International
COP	Conference of the Parties
DBSA	Development Bank of Southern Africa
EA	Enabling Activity
EBRD	European Bank for Reconstruction and Development
FAO	Food and Agricultural Organization of the United Nations
FSP	full-size project
GEAP	Gender Equality Action Plan
GEEW	Gender equality and the empowerment of women
GEF	Global Environment Facility
IEO	Independent Evaluation Office (of the GEF)
IDB	Inter-American Development Bank
IFAD	International Fund for Agricultural Development
IUCN	International Union for Conservation of Nature and Natural Resources
LDCF	Least Developed Countries Fund
MEA	Multilateral Environmental Agreement
MFA	multi-focal area
MSP	medium-size project
MTF	multi-trust fund
NR	Gender Not Relevant
NS	Gender Not Sufficient
ODS	Ozone Depleting Substances
OPS	Overall Performance Study
PIF	Project Identification Form
PIR	Project Implementation Report
POP	Persistent Organic Pollutants
SCCF	Special Climate Change Fund
SO	Gender Serious Omissions
TE	Terminal evaluation
TER	Terminal evaluation review
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organization

TABLE OF CONTENTS

Abbreviations ii

I. Introduction 1

II. Background and Context 1

OPS5 Findings and the Council's Response 2

GEF Policy on Gender Mainstreaming 4

Gender Equality Action Plan 6

III. Sub-Study Objectives 9

IV. Approach and Methodology 10

Meta-analysis 10

Quality-at-Entry Review of Projects at CEO Endorsement/Approval 11

Review of Completed Projects 12

Assessment of the GEF Policy on Gender Mainstreaming and the GEAP 14

V. Results of the Quality-at-Entry Review 16

Classification of Projects by Rating Category 26

Attention to Gender by Focal Area 28

Results by GEF Agency 30

VI. Results of the Review of Completed Projects 32

Classification of Projects by Rating Category 35

Attention to Gender by Focal Area 39

Results by GEF Agency 40

VII. Meta-analysis of Best Practice 41

Best Practice 41

Future Trends and Directions 45

VIII. Assessment of the GEF Policy on Gender Mainstreaming 46

Appropriateness of the Policy 46

Role of the Gender Equality Action Plan in Policy Implementation 49

Comparison of Actions with other Climate Funds 52

IX. Conclusions and Recommendations 53

Conclusions on Trends in Gender Mainstreaming 53

Conclusions towards the Appropriateness of the Policy 53
Conclusions towards the Gender Equality Action Plan's Role Regarding the Policy's Implementation 54
Recommendations 54
Annex A: Recommendations of OPS5 Sub-study on GEF's Policy on Gender Mainstreaming 56
Annex B: Gender Rating 57
Annex C: Core Gender Indicators 60
Annex D: Sub-study Evaluation Matrix 61

FIGURES AND TABLES

Figure 1: Gender Sub-Study Elements and Reviewed Timeframes 15
Figure 2: Quality-at-Entry Gender Rating 22
Figure 3: Weighted Gender Rating Score Equation 23
Figure 4: Gender Rating for Completed Projects by GEF Phase 36

Table 1: Population and Sample Sizes for the Quality-at-Entry Review and Baseline 11
Table 2: Population and Sample Sizes for the Quality-at-Entry Review by Focal Area 12
Table 3: Population and Sample Sizes for the Quality-at-Entry Review by GEF Agency 12
Table 4: Population and Sample Sizes for the Review of Completed Projects by Focal Area 13
Table 5: Population and Sample Sizes for the Review of Completed Projects by GEF Agency 14
Table 6: Quality-at-Entry Review Sample 16
Table 7: Gender Consideration in Elements of the Project Documentation 16
Table 8: Quality-at-Entry Gender Consideration in Project Documentation OPS5 Baseline 17
Table 9: Quality-at-Entry Gender Considerations in Projects' Results Framework 18
Table 10: Quality-at-Entry Review of Gender Analysis 19
Table 11: Quality-at-entry Review of Social Assessment 19
Table 12: Quality-at-Entry Gender Rating by Project Type 21
Table 13: Quality-at-Entry Gender Rating for OPS6 Data and OPS5 Baseline 21
Table 14: Weighted Gender Rating Score for OPS 6 Cohort and OPS5 Baseline 23
Table 15: Quality-at-Entry Gender Rating and Weighted Gender Rating Score by Region 24
Table 16: Quality-at-Entry Gender Mainstreamed 'Good Practice' Examples 27
Table 17: Quality-at-Entry Gender Ratings by Focal Area 28

Table 18: Quality-at-Entry Weighted Gender Rating Score by Focal Area 29
Table 19: Quality-at-Entry Gender Rating Climate Change Focal Area, OPS6 and OPS5 Baseline29
Table 20: Quality-at-Entry Gender Ratings by GEF Agency 30
Table 21: Quality-at-Entry Review of Gender Analysis by GEF Agency 31
Table 22: Weighted Gender Rating Score by GEF Agency 31
Table 23: Overview of Projects Reviewed by Replenishment Phase..... 32
Table 24: Gender Consideration in Project Documentation for OPS6 and OPS5 Baseline 33
Table 25: Gender Considerations in Projects' Results Framework Completed Projects..... 33
Table 26: Review of Gender Analysis in Completed Projects OPS6 Cohort 34
Table 27: Completed Projects Gender Rating for OPS6 and OPS5 Baseline 34
Table 28: Completed Projects Gender Rating and Weighted Gender Rating Score by Region.... 35
Table 29: Completed Projects Rated Gender Mainstreamed..... 38
Table 30: Completed Projects Gender Rating by Focal Area 39
Table 31: Weighted Gender Rating Score for OPS6 and OPS5 Baseline by Focal Area 40
Table 32: Completed Projects Gender Rating by Agency 40
Table 33: Weighted Gender Rating Score for OPS6 and OPS5 Baseline by Agency 41
Table 34: Core Gender Indicators 60

I. INTRODUCTION

1. At its 50th meeting in May 2016, the GEF Council approved the approach paper for the Sixth Comprehensive Evaluation of the GEF (OPS6).[1] The approach paper indicates that OPS6 will aim to report on the progress towards achieving gender equality and women's empowerment. The overarching OPS6 evaluative question on gender in the GEF is: "To what extent have gender issues and assessment of its effectiveness been mainstreamed into GEF's work since the development of its gender policy?"

2. The purpose of this OPS6 study on gender mainstreaming in the GEF is to follow up on the OPS5 sub-study on gender mainstreaming, and to assess the progress towards achieving gender mainstreaming and women's empowerment since October 2013. The findings and conclusions of the sub-study will be presented at the 52nd Council Meeting in May 2017, and aim to inform the final report of OPS6. Findings also aim to inform the revision of the *GEF Policy on Gender Mainstreaming*, which the GEF Secretariat is updating for submission to the 53rd Council Meeting in November 2017.

II. BACKGROUND AND CONTEXT

3. The GEF *Policy on Gender Mainstreaming* came into effect when it was approved by the GEF Council at 40th Council Meeting in May 2011. Up to that point, the only GEF policy with a gender element was the 1996 Policy on Public Involvement in GEF Projects,[2] which mentions women as part of "disadvantaged populations in and around the project site" (p. 2) to collaboratively engage with. The 2011 gender policy was initially approved as annex II of the GEF Policies on Environmental and Social Safeguards Standards and Gender Mainstreaming.[3] The GEF Secretariat clarified parts of the policy to reflect Council deliberations and issued it as a stand-alone policy document in May 2012.[4]

4. The *Policy on Gender Mainstreaming* originates partly from guidance issued by the various conventions for which the GEF operates as financial mechanism. Conventions increased their gender related guidance in the years prior to the adoption of the policy. By way of illustration, UNFCCC was the last convention that had not provided a clear mandate on gender mainstreaming, which it issued at the 16th session of the Conference of the Parties through the Cancun Agreements[5] and additional guidance to the GEF.[6] Conventions' guidance has overarching significance for GEF activities under several or all focal areas, and GEF's cross-

---

[1] IEO, Sixth Comprehensive Evaluation of the GEF (OPS6) Approach Paper, May 2016. Council Document GEF/ME/C.50/07.
[2] GEF, Public Involvement in GEF Projects, April 1996. Council document GEF/C.7/6.
[3] GEF, GEF Policies on Environmental and Social Safeguard Standards and Gender Mainstreaming, May 2011. Council Document GEF/C.40/10/Rev.1.
[4] GEF, Policy on Gender Mainstreaming, May 2012. Policy Document GEF/SD/PL/02.
[5] UNFCCC, Report of the Conference of the Parties on its sixteenth session, held in Cancun from 29 November to 10 December 2010, March 2011. CoP Decision FCCC/CP/2010/7/Add.1, Decision 1/CP.16.
[6] Ibid., 6. CoP Decision FCCC/CP/2010/7/Add.2, Decision 3/CP.16.

cutting policies are as such developed by the GEF Secretariat and approved by the GEF Council to go beyond focal area strategies and cover all GEF activities.

5. The GEF 2020 Strategy was approved by the GEF Council at the 46th Council Meeting in May 2014. It provides a number of core operational principles, which represent the key "nuts and bolts" of the GEF's operational system.[7] Under the principle of mobilizing local and global stakeholders, the strategy states that "The GEF will continue to strengthen its focus on gender mainstreaming and women's empowerment. [...]The GEF will emphasize the use of gender analysis as part of socioeconomic assessments [...]," and "gender-sensitive indicators and sex-disaggregated data will be used in GEF projects to demonstrate concrete results and progress related to gender equality."[8]

6. The GEF-6 Policy Recommendations, state that more concerted action needs to be taken to enhance gender mainstreaming, and the Secretariat needs to ensure that it has the necessary capacity to develop and implement the gender action plan.[9]

7. The Gender *Equality Action Plan (GEAP)* was approved by the GEF Council at the 47th Council Meeting in October 2014, and aims - among other things - to operationalize the gender mainstreaming policy.[10]

OPS5 Findings and the Council's Response

8. OPS5 assessed gender in the GEF in a technical document, focusing on (1) assessing the trends in gender mainstreaming at the GEF and in GEF projects, and (2) assessing the progress of the implementation of the GEF *Policy on Gender Mainstreaming* and the appropriateness of the policy. [11] The study's key findings are provided below and the recommendations can be found in annex A. One notable recommendation was that the GEF Secretariat, in consultation with GEF Agencies, should explore a more systematic way to determine whether or not projects are gender relevant. The sub-study also stated that "International gender specialists are increasingly providing evidence that the categories that do not take gender into account (such as energy technologies, street lighting and energy efficiency) are in fact gender relevant."[12] The evaluation team of the OPS6 sub-study agrees that projects that touch upon the lives of people – and GEF supported interventions do, either directly or indirectly through, for example, employment opportunities created – always have gender relevance.

9. "**Key Finding 1:** Of the 281 projects completed since OPS4, 124 (44 percent) did not consider gender and were not expected to do so. When these are excluded from the analysis, 55 (35%) of the remaining 157 projects adequately mainstreamed gender in design and

[7] GEF, GEF 2020 - Strategy for the GEF, May 2014. Council Document GEF/C.46/10/Rev.01.
[8] Ibid., 24.
[9] GEF, GEF-6 Policy Recommendations, February 2014. GEF 6 Replenishment (Fourth Meeting) Working Document GEF/R.6/21/Rev.03.
[10] GEF, Gender Equality Action Plan (GEAP), October 2014. Council Document GEF/C.47/09/Rev.01.
[11] IEO, OPS5 - TD16 - Sub-study on the GEF's Policy on Gender Mainstreaming, October 2013. Fifth Overall Performance Studies, Technical Document 16.
[12] Ibid., 35.

implementation." Note that the view on gender relevance has changed for the OPS6 sub-study; all GEF supported interventions are gender relevant. The definition of gender mainstreaming has changed since OPS5 and the *Gender Equality Action Plan* states that "mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities."[13] This description has informed the new gender rating, explained in annex B.

10. "**Key Finding 2:** Of the 157 remaining [completed] projects, 43 (27 percent) did not mention gender. However, based on the terminal evaluations of these projects, the evaluators determined that these 43 [projects] should have considered gender and were thus gender relevant. They were designated Serious Omissions (SO), as the lack of attention for gender where it was needed may have resulted in gender related, unintended negative consequences."

11. "**Key Finding 3:** Among the 157 completed projects, 38 percent [59 projects] mentioned gender, but did not incorporate gender into their activities. The evaluators rated these projects as Gender Not Sufficient (NS)." The OPS6 sub-study uses a new gender rating scale; the classifications SO and NS are not used in this sub-study. All projects that were part of the OPS5 gender study sample have also been re-assessed by means of these new ratings in order to serve as a comparable baseline.

12. "**Key Finding 4:** Based on a review of CEO-endorsed and approved projects under GEF-5, the proportion of projects (excluding projects rated not relevant - NR) that mainstreamed gender increased from 22 percent of the reviewed projects before May 2011 to 31 percent following adoption of the GEF Gender Mainstreaming Policy in May 2011, excluding the projects rated NR."

13. "**Key Finding 5:** The total number of CEO-endorsed and approved projects rated NS or SO declined from 78 percent in the pre-May 2011 period to 68 percent after May 2011, excluding the projects rated NR."

14. "**Key Finding 6:** There was some improvement in the CEO-endorsed and approved projects following the adoption of the GEF Gender Mainstreaming Policy in May 2011. However, a major shift occurred in late 2011 due to gender mainstreaming in Enabling Activities."

15. "**Key Finding 7:** Recent strategies and policies adopted by the GEF and the GEF Agencies in the last two years provide good examples of best international practice and guidance to the GEF for improving project design and approval processes."

16. "**Key Finding 8:** The GEF Secretariat has made significant efforts to develop the Policy on Gender Mainstreaming and to put in place institutional systems to implement the policy since GEF-4. In order to adequately implement the policy, the GEF Secretariat and GEF Agencies requires resources and support."

[13] Ibid. 10, 16.

GEF Policy on Gender Mainstreaming

17. The *Policy on Gender Mainstreaming*, adopted in May 2011, expresses GEF's commitment to enhancing the degree to which the GEF and its Partner Agencies promote the goal of gender equality through GEF operations.[14] It commits the GEF to address the link between gender equality and environmental sustainability and towards gender mainstreaming in its policies, programs, and operations. The aim of the policy is distinct from – though related to – questions relating to the benefits, both environmental and socioeconomic, that GEF projects aim to achieve through its financing of sustainable development efforts, which relate to GEF goals and objectives established in the GEF Instrument and in GEF focal area strategies. The *Policy on Gender Mainstreaming* states that "gender equality is an important goal in the context of the projects that it [the GEF] finances because it advances both the GEF's goals for attaining global environmental benefits and the goal of gender equity and social inclusion. […] Accounting for gender equity and equality is an important consideration when financing projects that address global environmental issues, because gender relations, roles and responsibilities exercise important influence on women and men's access to and control over environmental resources and the goods and services they provide. The GEF acknowledges that project results can often be superior when gender considerations are integrated into the design and implementation of projects, where relevant."[15]

18. Prior to the adoption of the GEF's *Policy on Gender Mainstreaming* the only reference to gender/social concerns in the GEF Project Identification Form (PIF) template for MSP/FSP projects was the following "A.2. Stakeholders: Identify key stakeholders (including civil society organizations, indigenous people, gender groups and others as relevant) and describe how they will be involved in project preparation." This was not a sufficient impetus to mainstream gender into GEF projects by client countries or GEF Agencies. Until May 2011 in project review sheets, there was frequently a general response about "the involvement of stakeholders", or no response at all.[16]

19. The GEF relies on its Partner Agencies (the 10 GEF Agencies and eight GEF Project Agencies, hereafter all referred to as 'GEF Agencies') to mainstream gender and therefore, the impetus for the *Policy on Gender Mainstreaming* also came about as the GEF began the process to accredit new institutions - the GEF Project Agencies - to become eligible to request and receive GEF resources directly for the design, implementation, and supervision of GEF projects. The GEF acknowledges that project results can often be improved when gender considerations are integrated into the design and implementation of projects. All GEF Agencies have their own policies and strategies on gender mainstreaming and on promoting gender equality in the context of project interventions; the GEF Agencies apply these policies to GEF projects as well.

20. The objective of the GEF *Policy on Gender Mainstreaming* is that "the GEF Secretariat and GEF Agencies shall strive and attain the goal of gender equality, the equal treatment of

[14] Ibid. 4.
[15] Ibid. 4, 1.
[16] Ibid. 11, 23.

women and men, including the equal access to resource and services through its operations."[17] The policy requires GEF Agencies to have policies or strategies that satisfy seven minimum requirements[18] to ensure gender mainstreaming:

(a) **Institutional capacity for gender mainstreaming.** "The Agency has instituted measures to strengthen its institutional framework for gender mainstreaming, for example, by having a focal point for gender, or other staff, to support the development, implementation, monitoring, and provision of guidance on gender mainstreaming."

(b) **Consideration of gender elements in project review and design.** "The Agency's criteria for project review and project design require it to pay attention to socio-economic aspects in its projects, including gender elements."

(c) **Undertaking of gender analysis.** "The Agency is required to undertake social assessment, including gender analysis, or to use similar methods to assess the potential roles, benefits, impacts and risks for women and men of different ages, ethnicities, and social structure and status."

(d) **Measures to minimize/mitigate adverse gender impacts.** "The Agency is required to identify measures to avoid, minimize and/or mitigate adverse gender impacts."

(e) **Addressing gender sensitive activities.** "The Agency's policies, strategy, or action plan address gender sensitive activities while recognizing and respecting the different roles that women and men play in resource management and in society."

(f) **Monitoring and evaluation of gender mainstreaming progress.** "The Agency has a system for monitoring and evaluating progress in gender mainstreaming, including the use of gender disaggregated monitoring indicators."

(g) **Inclusion of gender experts in projects.** "The Agency monitors and provides necessary support for implementation of its policies, strategy, or action plan by experienced social/gender experts on gender mainstreaming in projects."

21. The policy also has four requirements[19] for the GEF Secretariat:

(a) **To strengthen gender-mainstreaming capacities among its staff.** "The GEF Secretariat will strengthen gender-mainstreaming capacities among the GEF Secretariat staff to increase their understanding of gender mainstreaming, as well as socio-economic aspects in general."

(b) **Designate a focal point for gender issues.** "The GEF Secretariat shall designate a focal point for gender issues to support developing, implementing, and monitoring guidance and strategy on gender mainstreaming and coordinating internally and externally on such issues."

[17] Ibid. 4, 2.
[18] Ibid. 4, 2-3.
[19] Ibid. 4, 3.

(c) **Work with its Partner Agencies and other partners to strengthen gender mainstreaming with a more systematic approach to programming.** "Recognizing that each GEF Partner Agency has a different gender policy, strategy, or action plan, with varying application to GEF projects, the GEF Secretariat will work with its Partner Agencies and other partners to strengthen gender mainstreaming, including, as feasible, a more systematic approach to programming that incorporates this issue."

(d) **Develop networks with partners that have gender experience.** "The GEF Secretariat will establish and strengthen networks with partners that have substantive experience working on gender issues, and utilize their expertise to develop and implement GEF projects."

22. In applying the policy, the Secretariat is required to hire consultants to assess whether the existing 10 GEF Agencies comply with the policy. The review will be on the basis of GEF Agencies' self-assessments, once per replenishment cycle, starting in the final year of the Seventh Replenishment of the GEF Trust Fund (GEF-7), and in line with the Policy on Monitoring Agencies' Compliance.[20] Finally, the GEF Accreditation Panel will require that all applicants demonstrate compliance with the minimum requirements.

23. Currently the GEF Secretariat is reviewing and updating the policy and a revised policy will be submitted to the 53rd Council Meeting in November 2017. The findings and recommendations of this sub-study on gender mainstreaming in the GEF aim to feed into OPS6 and inform the revision of the policy.

Gender Equality Action Plan

24. Although participants to the Third Meeting for the Sixth Replenishment of the GEF Trust Fund appreciated the increase in projects that aim for gender mainstreaming, and appreciated the gender analysis that has been presented to Council as part of the Annual Monitoring Reviews during FY11 and FY12, the GEF-6 Policy Recommendations of February 2014 demanded more concerted action to be taken to enhance gender mainstreaming.[21] Participants to the Sixth Replenishment Meetings requested that the GEF Secretariat, in collaboration with GEF Agencies and other relevant partners, would develop an action plan on gender to enhance gender mainstreaming. The Secretariat was also requested to ensure that it has the necessary capacity to develop and implement the action plan.

25. The *Gender Equality Action Plan (GEAP)*, developed in close collaboration and consultation with the GEF Agencies, Secretariats of the relevant Multilateral Environmental Agreements (MEAs), and other experts (including Climate Investment Fund - CIF, and Green Climate Fund – GCF), aspires to narrow the existing gaps, and enhance coherence through implementation of concrete actions on gender mainstreaming at both the corporate and focal area levels. The GEAP aims to operationalize the gender mainstreaming policy, to advance both

[20] GEF, Monitoring Agency Compliance with GEF Policies on Environmental and Social Safeguards, Gender, and Fiduciary Standards: Implementation Modalities; Annex I, October 2016. Council Document GEF/C.51/08/Rev.01.
[21] Ibid. 9.

GEF's goal for attaining global environmental benefits and the goal of gender equity and social inclusion, and provides a concrete road map, building on the existing and planned gender strategies and plans of the GEF Agencies.

26. The GEF *Policy on Gender Mainstreaming* does not define or describe what is meant by gender mainstreaming or the undertaking of a gender analysis. In the context of the GEF the ECOSOC definition of gender mainstreaming has been adopted as part of the GEAP: "Gender mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality." [22]

27. Gender analysis is described in the GEAP as "the collection and analysis of sex-disaggregated information. Men and women both perform different roles. This leads to women and men having different experience, knowledge, skills and needs. Gender analysis explores these differences so policies, programs and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men."[23] While the *Gender Equality Action Plan* is not a policy document, the Council welcomed its content and approved its implementation at the 47th Council Meeting.

28. The *Gender Equality Action Plan* is intended to serve during the GEF-6 period, from fiscal years 2015 to 2018; 1 July 2014 to 30 June 2018. The action plan consists of a step-wise approach in achieving the goals and objectives of the GEF Policy, ensuring that project results and progress related to gender can be better designed, implemented, and reported. Results will be monitored annually to assess the progress in implementing the GEAP, which will be reported through the Annual Monitoring Review exercise and the Progress Report on the Gender Equality Action Plan.[24] In order to effectively meet the challenges of gender mainstreaming in GEF operation, policy and projects, the action plan addresses five key elements:[25]

(a) **Project cycle.** "Recognizing that each GEF Agency has a different gender policy, strategy, and/or action plan, the Secretariat, in collaboration with the Agencies, will clarify and facilitate a consistent approach by providing practical guidance for the

[22] Ibid. 10, 16.
[23] Ibid. 10, 16.
[24] For example; GEF, Progress Report on the Gender Equality Action Plan, May 2016. Council Document GEF/C.50/Inf.07.
[25] Ibid. 10, 8-13.

implementation of the GEF Policy on Gender Mainstreaming in key steps of the GEF project cycle." (p. 8)

(b) **Programming and policies.** "Along with the new business model of GEF 2020, the GEF will adopt a more strategic and comprehensive approach toward gender mainstreaming across GEF programs and projects. The GEF will aim to strengthen mainstreaming gender in all programs and projects, while initially focusing its efforts on key programs and projects that could generate significant results for gender equality and women's empowerment to contribute to achieving the goals of global environmental benefits." (p. 9)

(c) **Knowledge management.** "The GEF will enhance its role in knowledge management on gender equality, in line with its overall strategy on knowledge management. The GEF can build on existing related knowledge facilities as well as develop new knowledge on gender and environment through its diverse projects." (p. 10)

(d) **Results-based management.** "The GEF will further strengthen GEF-wide accountability for gender mainstreaming by enhancing gender-specific performance targets at all levels. At the corporate level, the GEF Results-based Management Framework will include the set of Core Gender Indicators to examine concrete progress on gender related processes and outputs [see annex C]. These gender indicators will be further discussed and coordinated with the development of the overall RBM strategy/action plan of the GEF, with a view to avoid overburdening the system but at the same time ensuring visible outcomes and outputs. These gender indicators will be applied to all projects, and monitored and aggregated at the focal area and corporate levels." (p. 11)

(e) **Capacity development.** "To effectively implement the GEAP, it is important to further strengthen capacity among the GEF Secretariat staff to increase their understanding of gender equality and women's empowerment, according to their roles and responsibilities. This is also expected to lead to effective projects that addresses gender issues as staff become more aware of, and have increased capacity on gender issues." (p. 13)

29. According to the GEAP, gender responsive approaches and activities are to be incorporated in the GEF-6 Focal Area Strategies and Integrated Approaches Pilots, along with the five Core Gender Indicators at the corporate level (see annex C), which are to be monitored and aggregated at the focal area and corporate levels.

III. SUB-STUDY OBJECTIVES

30. The approach paper for the Sixth Comprehensive Evaluation of the GEF (OPS6) indicates that OPS6 will aim to report on the progress towards achieving gender equality and women's empowerment. The overarching OPS6 evaluative question is: **"To what extent have gender issues and assessment of its effectiveness been mainstreamed into GEF's work since the development of its gender policy?"**[26]

31. The objectives of the OPS6 Sub-study on Gender Mainstreaming in the GEF are to:

(a) Assess the trends of gender mainstreaming in the GEF since OPS5

(b) Assess the extent to which the *Policy on Gender Mainstreaming* has been implemented by means of the *Gender Equality Action Plan (GEAP)*

(c) Review the appropriateness of the policy for the GEF and its implementation in line with international best practice in the field and in relation to gender mainstreaming efforts taking place in other climate finance mechanisms.

The findings, conclusions and recommendations of the sub-study aim to feed into OPS6 and inform the revision of the gender policy.

32. The objectives of the OPS6 Sub-study on Gender Mainstreaming in the GEF translates into four study elements:

(a) A review of the implementation of recommendations from the *OPS5 Sub-study on the GEF's Policy on Gender Mainstreaming* (see annex A for recommendations) [27]

(b) An assessment of the trends of gender mainstreaming in the GEF since OPS5, and more specifically since approval of the GEAP

(c) An assessment of the appropriateness of the GEF *Policy on Gender Mainstreaming* and its implementation, in light of international best practice

(d) A comparison of the *Gender Equality Action Plan (GEAP)* against actions taken by comparable climate and environmental funds.

33. The study has taken into account the policy's recent adoption, and focused on reviewing the GEF Secretariat's progress on implementing the *Policy on Gender Mainstreaming* at the institutional level, and a project-level analysis of gender mainstreaming in GEF projects, both at quality-at-entry and in terminal evaluations.

34. The overarching OPS6 evaluative question and sub-study objectives translate into a number of sub-questions grouped by the core evaluation criteria (relevance, effectiveness, efficiency, results and sustainability). The question matrix is provided in annex D, with questions marked "process review" reflecting on the GEAP policy implementation process, and

[26] Ibid. 1, 9-10.
[27] Ibid. 11.

questions marked “project portfolio analysis” informing the quality-at-entry analysis as well as the reviewing of completed projects.

IV. Approach and Methodology

35. An assessment of the GEF Secretariat’s responsiveness to the *Policy on Gender Mainstreaming* was carried out, including an examination of the Secretariat’s progress in meeting the gender mainstreaming capacity-building requirements stipulated in the policy.

36. A meta-analysis of GEF Agencies’ gender mainstreaming policies, strategies, action plans was conducted. A quality-at-entry review of projects at CEO endorsement/approval and a review of completed projects took place. The OPS5 project cohort was used as baseline against which OPS6 gender results have been compared. The baseline projects (from OPS5) have been re-assessed given changes in the way gender mainstreaming is currently being measured. Further information on sample and population sizes is provided below under the sub-headings “Quality-at-Entry Review of Projects at CEO Endorsement/Approval” and “Review of Completed Projects.”

37. The evaluation team interviewed select stakeholders from the GEF Secretariat, GEF Agencies, country representatives, and convention stakeholders regarding the mainstreaming of gender in GEF activities. Field visits to a select number of projects in Ghana, Honduras and the Philippines provided in-depth, field-verified inputs to the national processes, findings and recommendations. Countries were selected on the basis of the following criteria: (1) geographical spread, (2) a representative mix of GEF Agencies, (3) a representative mix of project focal areas, and (4) having at least two Special Climate Change Fund (SCCF) projects – to exploit synergies with the ongoing evaluation of the SCCF.

38. Method triangulation, combining of quantitative and qualitative methods to verify and complement evaluative findings, and data triangulation, collecting data from different sources, was used to increase data validity and to limit errors of interpretation.

Meta-analysis

39. A meta-analysis of GEF Agency and third party evaluations of GEF Agencies’ gender mainstreaming policies, strategies, and action plans was done, to (1) assess the appropriateness of the *Policy on Gender Mainstreaming* for the GEF in light of international best practice, and (2) assess the *Gender Equality Action Plan (GEAP)* on the process of policy implementation in comparison with actions taken by comparable climate and environmental funds. The meta-analysis included a literature review on international best practice for gender mainstreaming, with emphasis on the gender-environment nexus. The analysis also gathered evaluative evidence from IEO evaluations conducted since OPS5 and other available evaluations on the trends of mainstreaming gender in GEF projects with regards to project results.

Quality-at-Entry Review of Projects at CEO Endorsement/Approval

40. This sub-study conducted a quality-at-entry review of a sample of GEF projects (full-size, mid-size and enabling activities - FSP, MSP and EAs) approved during GEF-6, after the approval of the GEAP, between October 2014 and September 2016. The review population consisted of 467 MSP/FSP projects and 98 enabling activities. The quality-at-entry analysis provides a picture of the extent to which the *Policy on Gender Mainstreaming* and its implementation by means of the *Gender Equality Action Plan (GEAP)* is reflected in the design of GEF projects.

41. The evaluation team reviewed and rated a stratified random sample of 304 projects; one stratum sample of 223 MSP/FSP projects and a second stratum sample of 81 enabling activities. A second order stratification to guarantee proportional representation took place by focal area. The data was compared to the baseline data of two OPS5 samples; one sample comprised of 111 projects endorsed or approved by the GEF CEO before the adoption of the GEF *Policy on Gender Mainstreaming* in May 2011, and a second sample of 271 projects endorsed or approved after the adoption of the *Policy on Gender Mainstreaming*. Details on population and sample sizes are provided in tables 1, 2 and 3. The data was also compared with the information provided in the fiscal years 2015 and 2016 Annual Monitoring Reports prepared by the GEF Secretariat. There is a 95 percent probability that the sample results contain the actual population value, and if so, that population value will be within ±5 percent of the results the study found in the sample. The discussion on the quality-at-entry analysis can be found in chapter V.

Table 1: Population and Sample Sizes for the Quality-at-Entry Review and Baseline

	OPS5 Baseline, Pre May 2011		
	MSP/FSP	EA	Total
Population	152	2	154
Sample	109	2 (pop.)	111

	OPS5 Baseline, Post May 2011		
	MSP/FSP	EA	Total
Population	275	154	429
Sample	161	110	271

	OPS6 Quality-at-Entry Review		
	MSP/FSP	EA	Total
Population	467	98	565
Sample	223	81	304

Note: (pop.) added if the entire population was taken over in the sample.

Table 2: Population and Sample Sizes for the Quality-at-Entry Review by Focal Area

	OPS6 Population Sizes			OPS6 Sample Sizes		
	MSP/FSP	EA	Total	MSP/FSP	EA	Total
Biodiversity	82		82	38		38
Chemicals and Waste	7	61	68	7 (pop.)	50	57
Climate Change	184	35	219	86	29	115
International Waters	28		28	13		13
Land Degradation	25	1	26	12	1 (pop.)	13
Multi Focal Area	106	1	107	50	1 (pop.)	51
POPs	35		35	17		17
Total	467	98	565	223	81	304

Note: (pop.) added if the entire population was taken over in the sample.

Table 3: Population and Sample Sizes for the Quality-at-Entry Review by GEF Agency

	OPS6 Population Sizes			OPS6 Sample Sizes		
	MSP/FSP	EA	Total	MSP/FSP	EA	Total
ADB	9		9	3		3
AfDB	14		14	6		6
CI	7		7	3		3
EBRD	4		4	3		3
FAO	55		55	18		18
IADB	6		6	3		3
IFAD	13		13	4		4
IUCN	2	1	3	1	1	2
UNDP	185	48	233	90	37	127
UNEP	91	30	121	51	25	76
UNIDO	43	19	62	20	18	38
World Bank	37		37	21		21
WWF-US	1		1			
Total	467	98	565	223	81	304

Review of Completed Projects

42. A project portfolio review of project documents, mid-term reviews and terminal evaluations of a sample of completed GEF projects submitted since OPS5 has been concluded to provide a picture of the trends in mainstreaming gender in GEF projects with regards to project results, and as an update on the findings from the similar exercise conducted for OPS5.

This component included a review of terminal evaluations and related terminal evaluation reviews and mid-term reviews from the OPS6 projects cohort to determine trends in gender mainstreaming reflected in project results and to identify lessons learned.

43. The review population consisted of 581 MSP/FSP projects and three enabling activities (EAs). The evaluation team reviewed and rated a random sample of 246 completed MSP/FSP projects and the three EAs. The sample was stratified by focal area to guarantee proportional representation. The data was compared to the baseline data of the OPS5 population of completed projects. Details on population and sample sizes are provided in tables 4 and 5. There is a 95 percent probability that sample results contain the actual population value, and if so, that population value will be within ±5 percent of the results the study found in the sample. The discussion on the analysis of completed projects can be found in chapter VI.

Table 4: Population and Sample Sizes for the Review of Completed Projects by Focal Area

	OPS5 Population Sizes		
	MSP/FSP	EA	Total
Biodiversity	126		126
Chemicals and Waste	3		3
Climate Change	67		67
International Waters	35		35
Land Degradation	17		17
Multi Focal Area	23		23
POPs	9	1	10
Total	280	1	281

	OPS6 Population Sizes			**OPS6 Sample Sizes**		
	MSP/FSP	EA	Total	MSP/FSP	EA	Total
Biodiversity	199	1	200	82	1 (pop.)	83
Chemicals and Waste	7		7	7 (pop.)		7
Climate Change	164	2	166	68	2 (pop.)	68
International Waters	59		59	25		25
Land Degradation	48		48	20		20
Multi Focal Area	72		72	30		30
POPs	32		32	14		14
Total	581	3	584	246	3	249

Note: (pop.) added if the entire population was taken over in the sample.

Table 5: Population and Sample Sizes for the Review of Completed Projects by GEF Agency

	OPS6 Population Sizes			OPS6 Sample Sizes		
	MSP/FSP	EA	Total	MSP/FSP	EA	Total
ADB	8		8	3		3
AfDB	1		1			
FAO	6		6	2		2
IADB	3		3	1		1
IFAD	13		13	6		6
UNDP	276	1	277	122	1	123
UNEP	73	1	74	32	1	33
UNIDO	18		18	8		8
World Bank	183	1	184	72	1	73
Total	581	3	584	246	3	249

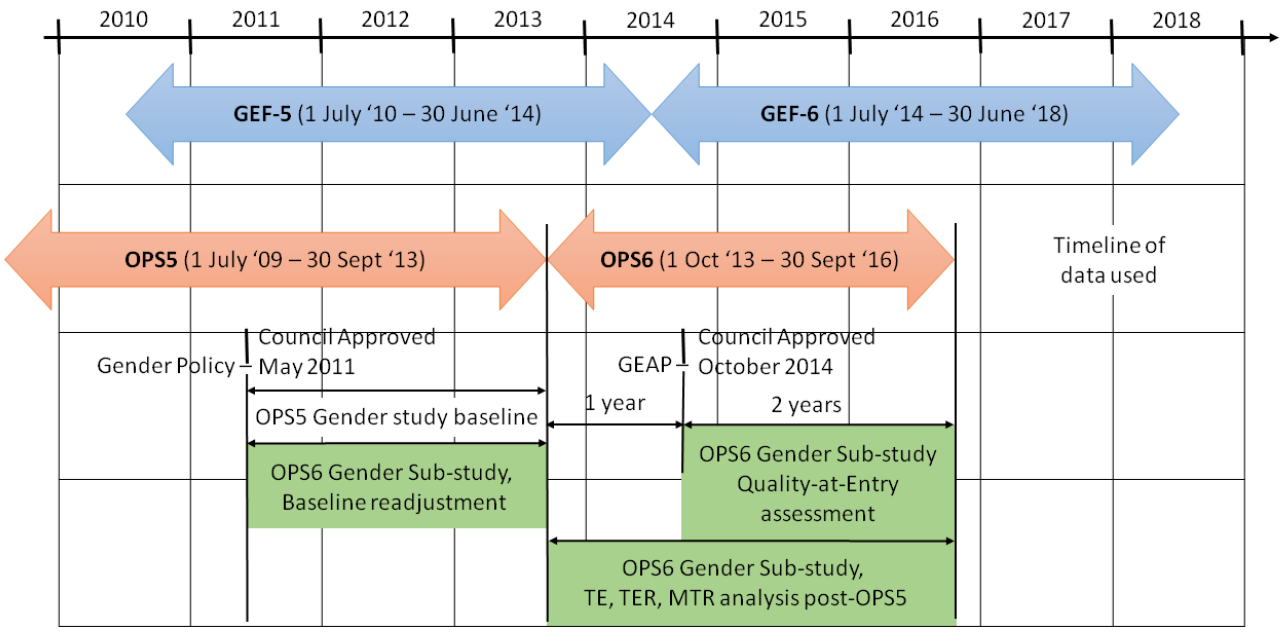
Assessment of the GEF Policy on Gender Mainstreaming and the GEAP

44. The evaluation team used the following five criteria to assess the appropriateness of the GEF *Policy on Gender Mainstreaming* for facilitating a consistent approach to gender mainstreaming in GEF operations; (1) does the policy clearly state its objectives? (2) are the requirements for the policy's implementation clearly stated in the policy? (3) were policy requirements implemented? (4) is there a mechanism to monitor policy implementation, including indicators to measure performance or success? and (5) has the policy contributed to enhancing gender mainstreaming in GEF projects?

45. The evaluation team also examined the relevance and effectiveness of the *Gender Equality Action Plan (GEAP)* in supporting the implementation of the GEF Policy by reviewing the GEAP against the five elements critical for mainstreaming gender in GEF operations and projects the plan identifies, being; (1) project cycle; (2) programming and policies; (3) knowledge management; (4) results-based management; and (5) capacity development.

46. An overview of key sub-study elements and the timeframes reviewed are provided below (figure 1). The main focus of the sub-study is the GEF Trust Fund, but since the *Policy on Gender Mainstreaming* also applies to the Least Developed Countries Fund (LDCF) and the Special Climate Change Fund (SCCF), the assessment also includes these funds. In particular, the quality-at-entry review and the review of terminal evaluations and mid-term reviews of completed projects included LDCF and SCCF projects. The quality-at-entry review included 21 LDCF projects and 14 SCCF projects in the sample reviewed. The review of completed projects included three LDCF and two SCCF projects in the sample reviewed, which reflects the level of maturity of the LDCF and SCCF portfolios.

Figure 1: Gender Sub-Study Elements and Reviewed Timeframes



V. RESULTS OF THE QUALITY-AT-ENTRY REVIEW

47. A stratified random sample of 304 projects was examined, using all project documentation available at entry.[28] An overview of the sample by replenishment phase and project type is provided in table 6. The sample was stratified by project type and focal area, and equal representation of project type by GEF phase was verified after sampling.

Table 6: Quality-at-Entry Review Sample

GEF Replenishment Phase	Project Type		
	MSP/FSP	EA	**Total**
GEF - 5	184	1	185
GEF - 6	39	80	119
Total:	223	81	**304**

48. The evaluation team rated the project on whether the documents at entry considered gender in the project's context description, partner description,[29] project description and in gender specific objectives and activities. See table 7.

Table 7: Gender Consideration in Elements of the Project Documentation

Project Type	Gender Consideration (Y)							
	In context description		In partner description		In project description		In gender specific objectives/activities	
	(#)	(%)	(#)	(%)	(#)	(%)	(#)	(%)
MSP/FSP	165	74.0%	54	24.2%	218	97.8%	79	35.4%
EA	66	81.5%	11	13.6%	81	100.0%	21	25.9%
Total	231	76.0%	65	21.4%	299	98.4%	100	32.9%

49. Almost all projects, 98.4 percent (299 out of 304 projects), considered gender in the project description. Three quarters of projects considered gender in the context description. There is less focus on gender specific objectives and activities, almost 33 percent of the projects mention gender with respect to gender specific objectives and activities, with only 65 projects (21.4 percent) mentioning gender in the partner description.

[28] Project Preparation Grant (PPG) document, Project Identification Form (PIF), Request for CEO Endorsement, Project Review, STAP Review, GEF Agency's response to comments, Tracking Tools, Project Documents, Gender Analysis, Social Assessment.

[29] The "partner description" refers to parts of the project documentation that discuss institutional and partnership arrangements developed as part of the project, and parts of the documentation reflecting on coordination with other relevant initiatives and partners in the area.

50. Looking specifically at the enabling activities (EAs), these perform better when it comes to considering gender in the context description, but have a lower rating - compared to MSP/FSP projects - when it comes to gender considerations in the partner description and in gender specific objectives and activities. What contributes to this lower rating is that the Request for Approval of an Enabling Activity Template puts less demand on the gender consideration, in line with the lower grant amount to be approved. The EA template requires a description on "how the gender equality and women's empowerment are considered in the project design and implementation", compared to the CEO Endorsement/Approval Template for MSP/FSP projects requiring a focus on the differences, needs, roles and priorities of women and men. The template further demands information on whether a gender analysis took place, the inclusion of a gender responsive results framework and sex-disaggregated indicators, and the share of women and men direct beneficiaries.

51. Comparing OPS6 quality-at-entry data with the OPS5 baseline data (table 8) - for which all sampled projects were re-assessed - the biggest gain can be seen for MSP/FSP projects where gender consideration in project documentation rose from 56.5 percent to almost 98 percent (218 out of 223 MSP/FSP projects).[30] However, improvements in the inclusion of gender considerations do not tell whether such considerations are meaningful towards the goal of gender equality. In accordance with the *Policy on Gender Mainstreaming*, the GEF anticipates that the inclusion of gender specific objectives and activities, and collaboration with strong gender partners on the ground will contribute towards the goal of gender equality and towards ensuring sufficient buy-in to support longer-term gender equality results. Looking at table 7, these are also the parts in the project documentation where there is ample room for improvement with respect to gender considerations.

Table 8: Quality-at-Entry Gender Consideration in Project Documentation OPS5 Baseline

Project Type	Gender Consideration (Y) in OPS5 Baseline			
	OPS5 Pre May 2011		OPS5 Post May 2011	
	(#)	(%)	(#)	(%)
MSP/FSP	40	36.7%	91	56.5%
EA	0	0.0%	101	91.8%
Total:	40	36.0%	192	70.8%

52. A second analysis focused on gender considerations in projects' results frameworks. The evaluation team looked at gender disaggregated indicators, and identified projects that included gender specific indicators that go beyond gender disaggregation. The latter type of indicators either measure the results of gender specific activities and objectives, or provide separate measures for men and women; such as separate vulnerability indicators that take into account gender specific roles, needs, and access to resources. The results (table 9) show that while over 70 percent of projects made use of gender disaggregated indicators, only 17.8

[30] In the re-assessment of OPS5 sampled projects no differentiation was made as to where gender considerations were visible in project documents

percent (54 out of 304 projects) included gender specific indicators in their project's results framework. There is no equivalent OPS5 data to compare against, since this type of analysis was not done for OPS5.

Table 9: Quality-at-Entry Gender Considerations in Projects' Results Framework

Project Type	Gender Responsive Results Framework			
	Gender Disaggregated Indicators (Y)		Gender-specific Indicators (Y)	
	(#)	(%)	(#)	(%)
MSP/FSP	165	74.0%	40	17.9%
EA	52	64.2%	14	17.3%
Total:	217	71.4%	54	17.8%

53. The updated CEO Endorsement/Approval Template for MSP/FSP projects demands a discussion on "how gender equality and women's empowerment issues are mainstreamed into the project implementation and monitoring, taking into account the differences, needs, roles and priorities of women and men." In addition, the document requires the agency to say whether the project conducted a gender analysis during project preparation (p. 4). Quality-at-Entry project documentation was analyzed for the inclusion and mention of a gender analysis and/or social assessment with gender elements. Only in a small number of instances (13.9 percent of MSP/FSP projects) did such type of analysis take place, and in even fewer instances where the results of such an analysis shared. Almost half of the projects do not provide any mention of a gender analysis either being planned or completed. None of the enabling activities (EAs) indicated that a gender analysis or social assessment had taken place. A gender analysis was planned in roughly half of the projects, while in the other half of projects there was no mention of a gender analysis (tables 10 and 11). Fifty-two percent of projects either planned or has conducted a gender analysis. The figure is the same when focusing specifically on MSP/FSP projects.

54. Focusing on those projects not mentioning a gender analysis, the evaluation team reviewed these for a mention of a social assessment being planned or having taken place (table 11). Most of the projects that did not mention a gender analysis, also did not mention a social assessment being planned or having taken place; 86.6 percent and 82.1 percent of MSP/FSP projects and EAs respectively. This is surprising, given that to align with the minimum requirements of the GEF *Policy on Gender Mainstreaming* the GEF Agency is required "to undertake social assessment, including gender analysis, or to use similar methods to assess the potential roles, benefits, impacts and risks for women and men of different ages, ethnicities, and social structure and status. These studies may be used, along with other types of studies to better inform project formulation, implementation and monitoring and evaluation."[31]

[31] Ibid. 4, 2.

Table 10: Quality-at-Entry Review of Gender Analysis

Project Type	Gender analysis	
MSP/FSP	(#)	(%)
Not mentioned	106	47.5%
Planned	86	38.6%
Took place, but not shared	19	8.5%
Took place and shared	12	5.4%
MSP/FSP Total:	223	
EA		
Not mentioned	39	48.1%
Planned	42	51.9%
Took place, but not shared		
Took place and shared		
EA Total:	81	

Table 11: Quality-at-entry Review of Social Assessment

Project Type	Social Assessment	
MSP/FSP	(#)	(%)
Not mentioned	92	86.8%
Planned	11	10.4%
Took place, but not shared	1	0.9%
Took place and shared	2	1.9%
MSP/FSP Total:	106	
EA		
Not mentioned	32	82.1%
Planned	7	17.9%
Took place, but not shared		
Took place and shared		
EA Total:	39	

55. The *Policy on Gender Mainstreaming* leaves room for interpretation as to whether such an analysis needs to take place before or after CEO endorsement/approval. The CEO Endorsement/Approval Template now requires GEF Agencies to report whether a gender analysis has taken place. Given that the aim of a gender analysis is to facilitate the strategic use of distinct knowledge and skills possessed by women and men into the project's design, the evaluation team asserts that a gender analysis needs to take place as part of the project design process, in advance of CEO endorsement/approval.

56. A gender analysis or social assessment with gender elements is an important component of gender mainstreaming in project review and design. Consequently, none of the projects lacking mention of a gender analysis or social assessment were rated gender mainstreamed, and less than five percent of these 124 projects were rated gender sensitive; the majority of these projects (114 out of 124) were rated gender aware. The meaningful inclusion of gender in project review and design demands a gender analysis or social assessment with gender elements.

57. A final part of the quality-at-entry review focused on applying the following gender rating, which is further described in annex B. The gender rating was piloted in the Program Evaluation of the LDCF,[32] is currently used in the Program Evaluation of the SCCF,[33] and - based on discussion with gender focal points, the acceptance of approach papers and evaluation findings in the case of the LDCF - has been well received by the GEF Secretariat, LDCF/SCCF Council and gender focal points of various donors. The gender rating scales used are as follows:

- **Not gender relevant.** Gender plays no role in the planned intervention.
- **Gender blind.** Project does not demonstrate awareness of the set of roles, rights, responsibilities, and power relations associated with being male or female.
- **Gender aware.** Project recognizes the economic/social/political roles, rights, entitlements, responsibilities, obligations, and power relations socially assigned to men and women, but might work around existing gender differences and inequalities or does not sufficiently show how it addresses gender differences and promotes gender equalities.
- **Gender sensitive.** Project adopts gender-sensitive methodologies (a gender assessment is undertaken, gender-disaggregated data are collected, gender-sensitive indicators are integrated in M&E) to address gender differences and promote gender equality.
- **Gender mainstreamed.** Project ensures that gender perspectives and attention to the goal of gender equality are central to most, if not all, activities. It assesses the implications for women and men of any planned action, including legislation, policies, or programs, in any area and at all levels.
- **Gender transformative.** Project goes beyond gender mainstreaming and facilitates a critical examination of gender norms, roles, and relationships; strengthens or creates systems that support gender equity; and/or questions and changes gender norms and dynamics.

[32] IEO, Program Evaluation of the LDCF, June 2016. Council Document GEF/LDCF.SCCF.20/ME/02.
[33] IEO, Program Evaluation of the SCCF, May 2017. Council Document GEF/LDCF.SCCF.22/ME/02.

58. Projects that were part of the OPS5 Pre May 2011 and Post May 2011 samples were re-assessed by means of this gender rating, in order to identify trends of gender mainstreaming in the GEF since OPS5.

59. The evaluation team rated 18 percent (55 out of 304 projects) of CEO endorsed and approved projects under OPS6 as gender mainstreamed or higher; 16.4 percent were rated gender mainstreamed, while five projects (1.6 percent) are seen as potentially gender transformative. MSP/FSP projects performed better than enabling activities, with 21.1 percent (47 of 223 projects) rated as gender mainstreamed, versus 3.7 percent (three out of 81 projects) for EAs (table 12).

60. Focusing on the gender mainstreaming rating category, the results are similar to the OPS5 Post May 2011 re-assessed baseline data (table 13 and figure 2). The biggest change over time is that in the OPS6 project sample only four projects (1.3 percent) are rated gender blind, compared to 64 percent and 29.2 percent of projects in the OPS5 Pre May 2011 and Post May 2011 samples respectively (71 out of 111 projects, and 79 out of 271 projects).

Table 12: Quality-at-Entry Gender Rating by Project Type

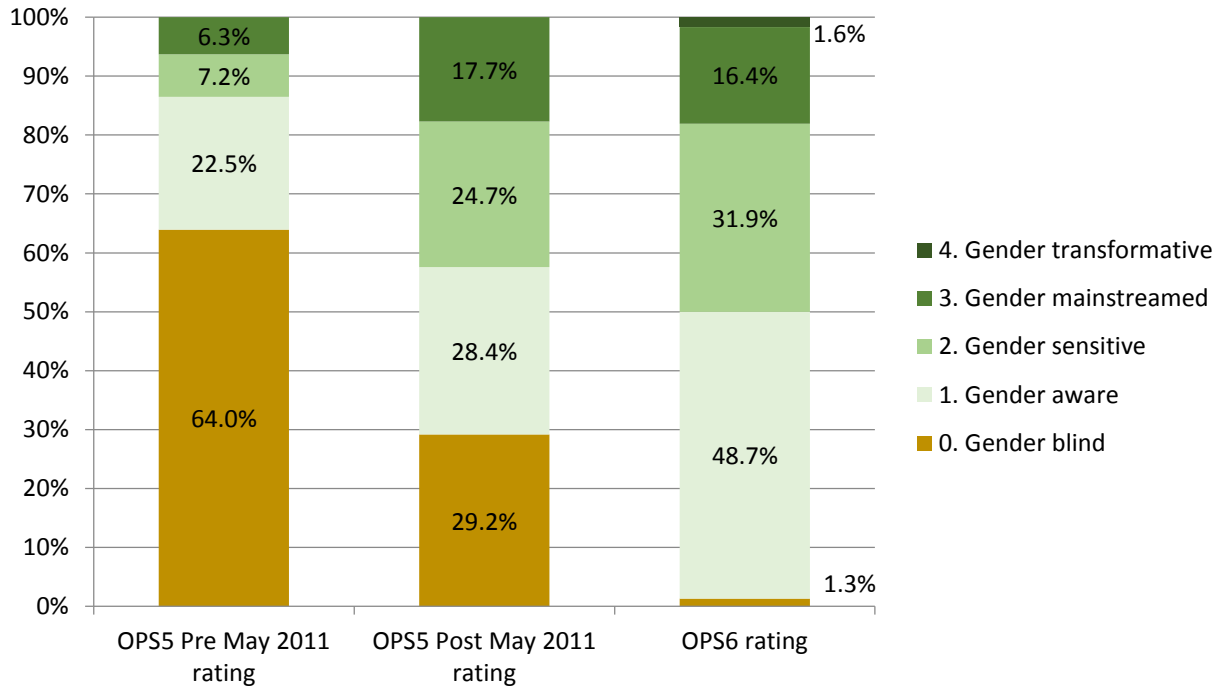
Gender rating	**Quality-at-Entry Gender Rating OPS6 by Project Type** (number of projects)		
	MSP/FSP	EA	Total
0. Gender blind	4	0	4
1. Gender aware	103	45	148
2. Gender sensitive	64	33	97
3. Gender mainstreamed	47	3	50
4. Gender transformative	5	0	5
Grand Total:	223	81	304

Table 13: Quality-at-Entry Gender Rating for OPS6 Data and OPS5 Baseline

Gender rating	**Quality-at-Entry Gender Rating** (number of projects)		
	OPS6 rating	OPS5 Post May 2011 rating	OPS5 Pre May 2011 rating
0. Gender blind	4	79	71
1. Gender aware	148	77	25
2. Gender sensitive	97	67	8
3. Gender mainstreamed	50	48	7
4. Gender transformative	5		
Grand Total:	304	271	111

61. The biggest increase under OPS6 is in the category 'gender aware'. Even though there is recognition of the economic, social, political roles, rights, entitlements, responsibilities, obligations and power relations socially assigned to men and women, a project rated gender aware might work around existing gender differences and inequalities, or does not sufficiently show how it addresses gender differences and promotes gender equality. While it is positive that fewer projects are gender blind, the growth in the rating categories 'gender sensitive' and 'gender mainstreamed' is limited, when comparing Post May 2011 OPS5 data with the OPS6 rating; about seven percentage points for 'gender sensitive' and 0.3 percentage points for 'gender mainstreamed' and higher. See figure 2.

Figure 2: Quality-at-Entry Gender Rating



62. The evaluation team used a Weighted Gender Rating Score to examine trends and make comparisons between sets of projects, for example between focal areas or GEF Agencies. The score gives one point for a gender aware project, two points for a gender sensitive project, three points for a gender mainstreamed project and four points for a gender transformative project. The sum of these is then divided by the total number of projects, giving a Weighted Gender Rating Score, with a value between zero and four; zero being gender blind and four being gender transformative (figure 3).

Figure 3: Weighted Gender Rating Score Equation

$$\text{Weighted gender rating score} = \frac{\text{No. of gender aware projects} + (\text{No. of gender sensitive projects} \times 2) + (\text{No. of gender mainstreamed projects} \times 3) + (\text{No. of gender transformative projects} \times 4)}{\text{Total number of projects}}$$

63. Comparing the Weighted Gender Rating Score for the OPS5 Pre May 2011, OPS5 Post May 2011 and OPS6 quality-at-entry data, the score has increased over time (table 14). A score of 3 would mean that, on average, all projects of a set of projects are rated gender mainstreamed. A score of 1.68 for the OPS6 quality-at-entry sample means that projects are not reaching, on average, the rating category 'gender sensitive'. Projects are, on average, however, closer to being gender sensitive than to being gender aware. Note that it would be incorrect to assume that the figure shows us that the OPS6 cohort is "56 percent mainstreamed", e.g. 1.68/3 - three being the score for gender mainstreamed.

Table 14: Weighted Gender Rating Score for OPS 6 Cohort and OPS5 Baseline

Dataset	Weighted Gender Rating Score
OPS6 Quality-at-Entry	1.68
OPS5 Post May 2011	1.31
OPS5 Pre May 2011	0.56

64. Given that similar gender data is available from the Program Evaluation of the Least Developed Countries Fund[34] and the Program Evaluation of the Special Climate Change Fund[35], it is possible to compare the score between Funds. When excluding LDCF/SCCF from the OPS6 quality-at-entry data, the Weighted Gender Rating Score is 1.62. The score from the LDCF and SCCF data sets - as part of the LDCF and SCCF Program Evaluations of 2015 and 2016 - is 1.77 and 1.82 respectively, which shows that the adaptation focused set of projects under the LDCF and SCCF scores are slightly higher than other projects in the OPS6 cohort.

65. Assessing the Gender Rating and Weighted Gender Rating Score by region shows that Africa, Asia and Europe and Central Asia have higher scores, compared to Latin America and the Caribbean, regional and global projects. Most of the gender mainstreamed projects are also geographically located in Africa, Asia and Europe and Central Asia (table 15).

[34] IEO, Program Evaluation of the Least Developed Countries Fund, September 2016.
[35] IEO, Program Evaluation of the Special Climate Change Fund, September 2017.

Table 15: Quality-at-Entry Gender Rating and Weighted Gender Rating Score by Region

Region	Gender Rating					Grand Total	Weighted Gender Rating Score
	Gender blind	Gender aware	Gender sensitive	Gender mainstreamed	Gender transformative		
Africa		50	41	16	2	109	1.72
Asia		30	25	17		72	1.82
Europe and Central Asia	1	20	9	10		40	1.70
Latin America and the Caribbean	2	28	15	5	1	51	1.51
Regional		3	2			5	1.40
Global	1	17	5	2	2	27	1.52
Grand Total:	**4**	**148**	**97**	**50**	**5**	**304**	**1.68**

66. Thirteen projects belonging to GEF-4 and GEF-5 phases were visited in Ghana, Honduras and the Philippines as part of a field-verification exercise.[36] Country visits were used to validate these ratings. Consistent with the findings of this study, the majority of the projects fell under the "gender aware" and "gender sensitive" ratings. Only one was considered "gender mainstreamed" and two were rated as "gender blind."

67. The two Enabling Activities projects visited received "gender aware" ratings. Despite clear gender-related mandates and decisions in the United Nations Framework Convention on Climate Change and an even stronger gender mandate in the Convention on Biological Diversity, the projects did not place sufficient emphasis on mainstreaming gender in national biodiversity strategic action plans or in the national report to the UNFCCC.

68. In Honduras, while the project implementers of "The National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan" (GEF ID 5016) viewed gender as relevant for the updating of the NBSAP. The General Directorate for Biodiversity was not aware of gender-related convention guidance nor has it, thus far, included the National Institute of Women as a partner for integrating Honduras' obligations under the CBD into its national development and sectoral planning frameworks (Plan of Nation 2012-2038). Though women were invited to participate in the stocktaking exercise associated with the development of the NBSAP, the project did not use a specific mechanism to ensure their participation. In the absence of gender specific indicators, the project has also not monitored the level of women's participation.

[36] It is important to point out that these projects are not part of the OPS6 sample selected for the quality-at-entry review, given none of the sampled projects have started implementation. However, prior to the country visits, these projects were assessed using the same criteria as the OPS6 sample and country visits helped to validate these findings. Most of the projects visited were part of the OPS5 quality-at-entry review sample of projects.

69. In the Ghana project, titled “Preparation of Ghana's Initial Biennial Update Report to UNFCCC” (GEF ID 5445), the project implementation team retrospectively conceded that while the technical assessments they prepared did include sex-disaggregated data and some discussion of gender, they would have benefitted from incorporating a gender analysis and from ensuring greater and more balanced representation of women and men in the process. In acknowledging these limitations, the implementing partner is ensuring that Ghana’s *next* biennial UNFCCC update (due later in 2017) addresses previous report’s weaknesses. They have engaged dedicated gender experts in the current process as well as the national Ministry for Gender, Children and Social Protection.

70. On the other hand, gender sensitive projects visited tended to undertake a gender analysis (or gender-informed social analysis); adopt gender sensitive methodologies to design project activities and include gender-sensitive indicators as part of the project results framework. In seeking to restore the productive capacity of critical watersheds and enhance biodiversity conservation in select resources-dependent communities in the Philippines, the “Integrated Natural Resources and Environmental Management Sector project” (GEF ID 3980) undertook a social assessment and developed a gender action plan to address the specific needs of women, especially indigenous women, in natural resource management and access to services and to increase their participation, in decision-making mechanisms such as watershed management committees and community councils by establishing specific quotas (30 percent). A social assessment specialist on the project team monitors the implementation of the project’s gender action plan and reports on gender-related achievements quarterly. This project, in the view of the evaluation team, would have received a gender mainstreamed rating, had the regional-level implementing partners been aware of the gender action plan.

71. The Philippines project titled “Improve the Health and Environment of Artisanal Gold Mining Communities by Reducing Mercury Emissions” (GEF ID 5216) is another example of a gender sensitive project. The project undertook a situational analysis of women in the mining sector to support the design of a set of activities related to community awareness-raising of the health risks of mercury and capacity building of mining communities on alternative technologies in artisanal gold mining. It also incorporated gender-disaggregated indicators in the results framework.

72. The IFAD-implemented “Promoting Value Chain Approach to Adaptation in Agriculture” project (GEF ID 4368) in Ghana was the only visited project to earn a “gender mainstreamed” rating. The project engaged a gender specialist as part of the core implementation team and conducted gender sensitivity training for all project team members, including on the project’s guiding gender principles. It also used an approach that ensured the inclusion of women, youth and vulnerable people in decision-making processes as well as in community-level capacity development efforts, by, for example, convening women-only training and consultation sessions where necessary. The evaluation team found a strong level of women’s participation within the project’s producer group-focused activities, given that women dominate this part of the cassava production value chain in Ghana.

Classification of Projects by Rating Category

73. The gender rating categories are further explained in annex B. All projects analyzed as part of the OPS6 cohort for the quality-at-entry review are regarded as gender relevant.

74. **Gender blind:** Of the 304 projects reviewed, four were rated gender blind. Two of these projects indicated in the Request for CEO Endorsement a lack of gender relevance. One project focused on emission reduction in the aviation sector, while the other was a public lighting energy efficiency program. The remaining two projects were rated gender blind due to a lack of meaningful coverage of gender, e.g. only mentioning that 50 percent of the population are women is not sufficient to be rated as gender aware.

75. **Gender aware:** Almost 50 percent of the projects reviewed (148 out of 304 projects) were rated gender aware. Three sub-sets of projects can be distinguished: (1) projects that mention gender superficially, but just enough not to be rated gender blind, (2) projects that focus mainly on gender balance and inclusion, without explaining why, and (3) projects that show a clear understanding of and appreciation for the economic/social/political roles, rights, entitlements, responsibilities, obligations and power relations socially assigned to men and women, but do not explain how gender considerations inform their activities and how activities address gender equality. The latter group could easily have been rated as gender sensitive if the projects had provided more information on how gender relevant information was going to be applied. Two thirds of World Bank projects and almost 57 percent of UNDP projects fall in the 'gender aware' category. Almost 59 percent of the Persistent Organic Pollutants (POP) focal area projects and 54 percent of International Waters focal area projects are in the 'gender aware' category.

76. **Gender sensitive:** The evaluation team rated 97 out of 304 projects, almost one third of projects, as gender sensitive. All projects within this group have undertaken or are planning a gender analysis or social assessment with a gender component. For this rating, there are two sub-sets of projects that can be distinguished: (1) those that do not explain how the results of a gender analysis/social assessment will inform their activities, and (2) those that do. Some of the projects in the latter group could move towards the gender mainstreamed rating if they would extend the gender focus to more of the planned activities. It should be noted that two of the projects in this category will not be able to move towards being gender mainstreamed, because only a few of the planned activities lend themselves to gender mainstreaming. It will not be possible for these projects to put the goal of gender equality central to most, if not all, activities. This is the case for one project under the Nagoya Protocol Implementation Fund (NPIF) that focuses on the implementation of a national strategy and action plan on access to genetic resources, and a second project developing a partial risk sharing facility for energy efficiency. Almost 45 percent of FAO projects and 63.2 percent of UNIDO projects were rated gender sensitive. Over 50 percent of projects in the Chemicals and Waste focal area and 46.2 percent of projects in the Land Degradation focal area were rated gender sensitive.

77. **Gender mainstreamed:** Fifty of the 304 projects reviewed were rated as gender mainstreamed. These projects included gender disaggregated indicators, and almost half of

them had gender specific indicators. All of these projects had planned or completed a gender analysis or social assessment with a gender element. Almost all of the projects rated gender mainstreamed targeted the different needs/vulnerabilities of men and women and are expected to have moderately to significantly different outcomes for them. All three ADB projects reviewed were rated gender mainstreamed. Looking at GEF Agencies with larger portfolios in the sample, almost 20 percent of UNDP projects, around 16 percent of UNIDO projects and 14.5 percent of UNEP projects were rated gender mainstreamed. None of the 21 World Bank projects reviewed were rated gender mainstreamed. Multi-Focal Area (MFA) projects outperform single focal area projects when comparing gender ratings by focal area, with 23.5 percent of MFA projects being rated gender mainstreamed. Roughly 22 percent of Climate Change and 16 percent of Biodiversity focal area projects were rated gender mainstreamed.

78. Table 16 presents four projects that can be regarded as 'good examples' with respect to a gender mainstreamed rating. All four projects are part of the GEF-5 replenishment phase, and all are FSP.

Table 16: Quality-at-Entry Gender Mainstreamed 'Good Practice' Examples

GEF ID	GEF Agency	Country	Focal Area	Title	Trust Fund
5328	FAO	Malawi	Climate Change	Building Climate Change Resilience in the Fisheries Sector in Malawi	LDCF
5417	UNDP	Samoa	Climate Change	Economy-wide Integration of Climate Change Adaptation and DRM/DRR to Reduce Climate Vulnerability of Communities in Samoa	LDCF
5531	UNEP	Haiti	Multi Focal Area	Ecosystem Approach to Haiti Cote Sud	MTF
5674	AfDB	Regional - Uganda, Congo DR	International Waters	Lakes Edward and Albert Integrated Fisheries and Water Resources Management Project	GEF Trust Fund

79. They are considered good practices because project documents reflect a consistent approach to integrating gender in project approach, outcomes, outputs and /or activities and in monitoring and evaluation frameworks. The FAO climate change project in Malawi (GEF ID 5328) provides an extensive description on gender issues, gender differentiated vulnerabilities, identification of priority issues and corresponding actions. Gender is referenced in almost all project components and an extensive gender mainstreaming strategy has been developed to monitor the effectiveness of activities for women and men. The UNDP project in Samoa, titled “Economy-wide Integration of Climate Change Adaptation and DRM/DRR to Reduce Climate Vulnerability of Communities in Samoa” (GEF ID 5417), developed a strong gender baseline, founded on earlier work on gender differentiated impacts for the Pilot Project for Climate Resilience (PPCR) and a USAID social-cultural gender analysis; it also sought partnerships with the Ministry of Women, Communities and Social Development and women’s groups to diversify

women's livelihood opportunities. UNEP's ecosystem project in Haiti (GEF ID 5531) analyzed gender vulnerabilities, including how male vulnerabilities influence overall social pressures, set a strong baseline that informed gender differentiated targets and activities, and included gender-disaggregated targets and indicators in results framework. The International Waters focal area project by AfDB in Uganda and the Democratic Republic of Congo, titled "Lakes Edward and Albert Integrated Fisheries and Water Resources Management Project" (GEF ID 5674), combines gender differentiated project activities with the gendered policy harmonization of fisheries regulations. The project results-framework includes a specific outcome on enhanced women's access to resources as well as gender specific and gender disaggregated indictors. Thirty percent of the overall project budget is to be allocated to gender components.

80. **Gender transformative:** Five projects have been rated gender transformative by the evaluation team. These projects potentially facilitate a 'critical examination' of gender norms, roles, and relationship, strengthen or create systems that support gender equity, and/or question and change gender norms and dynamics. All three Conservation International (CI) projects reviewed were rated gender transformative (GEF IDs 5668, 5712 and 5735). The other two projects rated gender transformative at entry are led by UNEP (GEF ID 5730) and UNIDO (GEF ID 5704). Three of the projects are part of the Biodiversity focal area; the other two projects are part of the Climate Change focal area.

Attention to Gender by Focal Area

81. Climate Change, Chemicals and Waste, Multi Focal Area, and Biodiversity are the focal areas with most projects reviewed as part of the quality-at-entry sample. Among the focal areas, the cohort of Multi-Focal Area projects outperforms single focal areas in their quality-at-entry gender ratings.

82. Three of the four gender blind projects are in the Climate Change focal area, but with 115 projects this is also the focal area with the most projects (table 17). Twenty-two percent of projects in the Climate Change focal area were rated gender mainstreamed.

Table 17: Quality-at-Entry Gender Ratings by Focal Area

Focal Area	Gender Rating					Grand Total
	Gender blind	Gender aware	Gender sensitive	Gender mainstreamed	Gender transformative	
Biodiversity	1	20	8	6	3	38
Chemicals and Waste		27	29	1		57
Climate Change	3	56	29	25	2	115
International Waters		7	4	2		13
Land Degradation		5	6	2		13
Multi Focal Area		23	16	12		51
POPs		10	5	2		17
Grand Total:	4	148	97	50	5	**304**

83. The Weighted Gender Rating Score (table 18) was calculated for the four larger focal areas, and differences between focal areas are small. Chemicals and Waste underperforms in comparison, but 50 of the 57 projects in this sample are enabling activities (EAs) for which there are fewer requirements when it comes to reporting on gender. When looking at the Weighted Gender Rating Score for MSP/FSP projects only, Chemicals and Waste has a score that is similar to the other focal areas. There are 29 EAs in the Climate Change focal area and one Multi-Focal Area EA. In the case of the Climate Change focal area the large number of EAs negatively impacts the Weighted Gender Rating Score.

Table 18: Quality-at-Entry Weighted Gender Rating Score by Focal Area

Focal Area	Number of Projects	Weighted Gender Rating Score	Weighted Gender Rating Score MSP/FSP projects
Biodiversity	38	1.74	1.74
Chemicals and Waste	57	1.54	1.71
Climate Change	115	1.71	1.81
Multi Focal Area	51	1.78	1.78

84. Focusing on the focal area with the largest share of projects in this analysis, the Climate Change focal area, the evaluation team compared the OPS6 findings against the OPS5 baseline (table 19). Comparing Weighted Gender Rating Scores across portfolios for Climate Change and other focal areas, it became clear that the Climate Change focal area has comparatively seen the biggest improvements. The Climate Change focal area improved its score almost 0.8 point from the OPS5 Post May 2011 rating to the OPS6 rating.

Table 19: Quality-at-Entry Gender Rating Climate Change Focal Area, OPS6 and OPS5 Baseline

Gender Rating	**Quality-at-Entry Gender Rating Climate Change Focal Area** (number of projects)		
	OPS6 rating	OPS5 Post May 2011 rating	OPS5 Pre May 2011 rating
0. Gender blind	3	41	25
1. Gender aware	56	19	4
2. Gender sensitive	29	14	3
3. Gender mainstreamed	25	11	3
4. Gender transformative	2		
Grand Total:	115	85	35
Weighted Gender Rating Score:	1.71	0.94	0.54

Results by GEF Agency

85. UNDP and UNEP are the GEF Agencies with most projects reviewed as part of the quality-at-entry sample, followed by UNIDO, the World Bank and FAO. Of those five GEF Agencies, UNDP had 19.7 percent of their projects rated as gender mainstreamed. The other four GEF Agencies had percentages below the quality-at-entry's sample total of 16.4 percent; 15.8 percent for UNIDO, 14.5 percent for UNEP and 11.1 percent for FAO. None of the World Bank projects reviewed were rated gender mainstreamed (table 20).

Table 20: Quality-at-Entry Gender Ratings by GEF Agency

GEF Agency	Gender Rating					Grand Total
	Gender blind	Gender aware	Gender sensitive	Gender mainstreamed	Gender transformative	
ADB				3		3
AfDB		1	3	2		6
CI					3	3
EBRD		2	1			3
FAO		8	8	2		18
IADB	1	2				3
IFAD		1	2	1		4
IUCN		2				2
UNDP	3	72	27	25		127
UNEP		39	25	11	1	76
UNIDO		7	24	6	1	38
World Bank		14	7			21
Grand Total:	4	148	97	50	5	**304**

86. It was already stated that a gender analysis or social assessment with gender elements is an important component of gender mainstreaming in project review and design, and it is one of the minimum requirements of the GEF *Policy on Gender Mainstreaming*. Table 21 shows the quality-at-entry review of the inclusion of a gender analysis by GEF Agency. Those Agencies that have done a gender analysis as part of project design generally have a better gender rating. The World Bank does not mention a gender analysis in almost 62 percent of the projects reviewed, followed by UNEP and UNDP with 53.9 and 51.2 percent of projects not mentioning a gender analysis. UNIDO and FAO, on the other hand, plan to or have done a gender analysis in 71.1 percent and 66.7 percent of their projects respectively. These differences are also visible in the Weighted Gender Rating Scores by GEF Agency in table 22.

Table 21: Quality-at-Entry Review of Gender Analysis by GEF Agency

	Gender Analysis (number of projects)				
	UNDP	UNEP	UNIDO	World Bank	FAO
Not mentioned	65	41	11	13	6
Planned	53	30	23	7	10
Took place, but not shared	7	5	1	1	2
Took place and shared	2		3		
Total:	127	76	38	21	18

Table 22: Weighted Gender Rating Score by GEF Agency

GEF Agency	Number of Projects	Weighted Gender Rating Score
FAO	18	1.67
UNDP	127	1.58
UNEP	76	1.66
UNIDO	38	2.03
World Bank	21	1.33

VI. Results of the Review of Completed Projects

87. A stratified random sample of 249 projects, including three enabling activities (EAs), was examined using all documentation available at project completion.[37] The evaluation team first rated projects on whether gender considerations were visible in any of the project documentation reviewed. Note that most of the projects reviewed were designed before the GEF *Policy on Gender Mainstreaming* came into effect. Whereas the project-at-entry review looked at projects' design, the review of completed projects focused on gender results achieved, either by design or by chance.

88. The OPS5 sub-study data of 281 projects, including one EA, was re-assessed to serve as baseline. The overview of projects reviewed by replenishment phase (table 23) shows that the dataset has evolved from OPS5 to OPS6; for OPS5 the bulk of the projects reviewed were part of replenishment phases GEF-2 and GEF-3, whereas for OPS6 the majority of the completed projects reviewed are from the GEF-3 and GEF-4 replenishment phases.

Table 23: Overview of Projects Reviewed by Replenishment Phase

GEF Replenishment Phase	OPS6 Cohort	OPS5 Baseline
Pilot Phase		1
GEF - 1	7	15
GEF - 2	24	77
GEF - 3	103	160
GEF - 4	112	28
GEF - 5	3	
Total:	249	281

89. Only 35 percent of completed projects reviewed by the evaluation team for OPS6 considered gender, compared to close to 40 percent of projects part of the OPS5 baseline (table 24). Note that the GEF *Policy on Gender Mainstreaming* came into effect in May 2011. The effect of its adoption is not yet visible in the OPS6 cohort of completed projects, given that almost all of the projects were developed before the policy.

[37] Project Preparation Grant (PPG) document, Project Identification Form (PIF), Request for CEO Endorsement, Project Review, STAP Review, GEF Agency's response to comments, Tracking Tools, Project Documents, Gender Analysis, Social Assessment, Project Implementation Reviews (PIRs), Mid-Term Review (MTR), Terminal Evaluation (TE), Terminal Evaluation Review (TER).

Table 24: Gender Consideration in Project Documentation for OPS6 and OPS5 Baseline

Gender Consideration	OPS6 Cohort		OPS5 Baseline	
	(#)	(%)	(#)	(%)
Yes	86	34.5%	112	39.9%
No	163	65.5%	169	60.1%
Total:	249		281	

90. The second analysis of the review of completed projects focused on gender considerations in projects' results frameworks; more specifically the inclusion of gender disaggregated and gender-specific indicators. Only 26.5 percent of completed projects reviewed included gender-disaggregated indicators. Three projects (1.2 percent) made use of gender specific indicators in their project's results framework (table 25). There is no equivalent OPS5 data to compare against.

Table 25: Gender Considerations in Projects' Results Framework Completed Projects

	Gender Responsive Results Framework			
	Gender Disaggregated Indicators		Gender-specific Indicators	
	(#)	(%)	(#)	(%)
Yes	66	26.5%	3	1.2%
No	183	73.5%	246	98.8%
Total:	249		249	

91. The evaluation team assessed documentation of completed projects for the inclusion and mention of a gender analysis and/or social assessment. A gender analysis took place for 15.6 percent of the completed projects, and the results of the analysis were shared for 3.2 percent of projects reviewed. Five projects mention that a gender analysis was planned, but provided no evidence of such an analysis having taken place by the time of project completion (table 26). There is no equivalent OPS5 data to compare against, since the categorization used in OPS5 was different.

92. A final aspect of the completed projects review focused on applying the gender rating, described in annex B, to the OPS6 cohort of completed projects and to re-assess the OPS5 baseline. Roughly 45 percent of projects reviewed are gender blind. Forty-one percent of projects were rated gender aware, 11.2 percent were rated gender sensitive and six completed projects were rated gender mainstreamed (table 27).

Table 26: Review of Gender Analysis in Completed Projects OPS6 Cohort

Gender Analysis	(#)	(%)
Not mentioned	205	82.3%
Planned	5	2.0%
Took place, but not shared	31	12.4%
Took place and shared	8	3.2%
Total:	249	

Table 27: Completed Projects Gender Rating for OPS6 and OPS5 Baseline

Gender Rating	OPS6 Cohort		OPS5 Baseline	
	(#)	(%)	(#)	(%)
0. Gender blind	113	45.4%	169	60.1%
1. Gender aware	102	41.0%	68	24.2%
2. Gender sensitive	28	11.2%	17	6.0%
3. Gender mainstreamed	6	2.4%	27	9.6%
4. Gender transformative	0	0.0%	0	0.0%
Total:	249		281	
Weighted Gender Rating Score:	0.71		0.65	

93. There is a decrease of more than 15 percentage points in the gender blind category between the OPS6 data and the OPS5 baseline. Similarly, there is a growth of over 15 percentage points in projects rated gender aware. There is likely a strong correlation between the decrease in gender blind projects and the increase in gender aware projects from OPS5 to OPS6.

94. Compared to the OPS5 baseline, fewer projects are gender mainstreamed but overall there is a slight improvement when looking at the Weighted Gender Rating Score. For the OPS6 cohort of completed projects the Weighted Gender Rating Score is 0.71, as opposed to 0.65 for the OPS5 baseline. A score of 0.71 for the OPS6 completed projects sample means that projects are not reaching, on average, the 'gender aware' rating. But projects are, on average, closer to being gender aware than to being gender blind. Given that the OPS6 dataset is slightly 'younger', it is likely that changes in gender policies of GEF Agencies and general advances in the field of gender equality thinking has had a positive - albeit small - influence on the Weighted Gender Rating Score, when comparing the OPS6 cohort against the OPS5 baseline.

95. Assessing the Gender Rating and Weighted Gender Rating Score by region shows that Africa, Asia and Latin America and the Caribbean regions have higher scores, compared to Europe and Central Asia, regional and global projects. All the gender mainstreamed projects are also geographically located in Africa, Asia and Latin America and the Caribbean regions (table 28).

Table 28: Completed Projects Gender Rating and Weighted Gender Rating Score by Region

Region	Gender Rating				Grand Total	Weighted Gender Rating Score
	Gender blind	Gender aware	Gender sensitive	Gender mainstreamed		
Africa	27	27	13	3	70	0.89
Asia	20	30	8	2	60	0.87
Europe and Central Asia	29	14	3		46	0.43
Latin America and the Caribbean	18	20	3	1	42	0.69
Regional	4	5			9	0.56
Global	15	6	1		22	0.36
Grand Total:	**113**	**102**	**28**	**6**	**249**	**0.71**

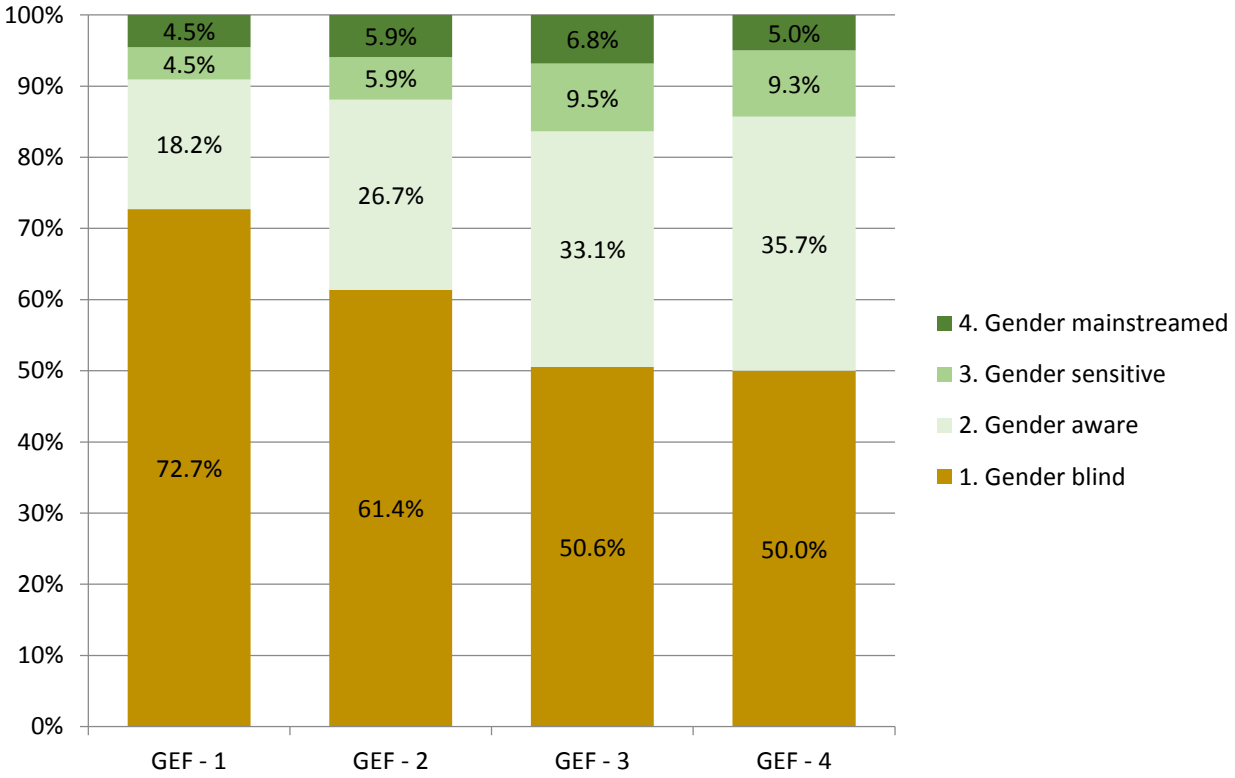
96. The evaluation team combined OPS5 and OPS6 gender rating data for completed projects to review the performance across GEF phases for a combined dataset of 537 projects. The pilot phase and GEF-5 were not taken into account, given the low number of completed projects for these phases not being representative. Through the GEF-phases, one sees a clear, albeit slow, improvement when it comes to gender in GEF funded projects (figure 4). Comparing the GEF-3 and GEF-4 phase, which perform in a similar fashion, one has to take into account that GEF-4 terminal evaluations are still being received, so the overall performance of the phase is expected to change over time, as new data is taken into account.

Classification of Projects by Rating Category

97. Additional explanation on the gender rating categories can be found in annex B. All OPS6 completed projects analyzed by the evaluation team are considered gender relevant.

98. **Gender blind:** Although all completed projects are regarded as gender relevant, 113 of the 249 projects (45.4 percent) do not mention gender in a meaningful way. Most of the projects reviewed were rated gender blind due to the absence of gender reference in the project documents reviewed. Almost 70 percent of UNEP projects was rated gender blind, as were 54.8 percent of World Bank projects. All seven completed projects under the Ozone Depleting Substances (ODS) focal area were rated gender blind by the evaluation team, as were 14 out of 25 projects (56 percent) under the International Waters focal area. With 37 projects, most gender blind projects are part of the biodiversity focal area.

Figure 4: Gender Rating for Completed Projects by GEF Phase



99. In some cases, the at-entry project documentation showed gender awareness, but this did not translate into the project's implementation. UNEP's regional biodiversity project "Removing Barriers to Invasive Plant Management in Africa" (GEF ID 2140) for example mentions women in the context and project description, but the project has no gender targeted components, activities, outcomes or outputs. The project's monitoring and evaluation system was also gender blind. The terminal evaluation (TE) noted a low engagement with women and did not specify whether any engagement with women was by design or by chance. Another example is UNIDO's "Reducing Greenhouse Gas Emissions through Improved Energy Efficiency in the Industrial Sector" project in Cambodia (GEF ID 3976). The TE noted that almost half of the industrial small- and medium-sized enterprises (SMEs) visited during the evaluation were headed by female CEOs, and SMEs in the garment industry had over 75 percent female employees. That information did not inform the project's implementation and project implementation reviews (PIRs) or the TE provided no evidence of gender being considered during project implementation. As a last example, the World Bank project "Forest and Environment Development Policy Grant (FEDPG)" in Cameroon (GEF ID 1063); the project document talks about gender, "The Partners shall seek to adopt a common approach [...] relating to cross-cutting domains such as respect of the rights of indigenous peoples, gender equality, etc." (Program Document, 53), but the project implementation reviews, mid-term review or terminal evaluation provide no evidence of any gender results.

100. There is a need to ensure that project evaluators conducting TEs take a more critical look at projects' gender performance. Many TEs simply state that gender issues were not addressed, or that there are no planned or unexpected gender impacts, without giving further explanation to substantiate such a conclusion. The evaluators of Argentina's Third UNFCCC National Communications project (GEF ID 3964) came to the conclusion that "since the project involved production of studies and capacity building [...] there were no direct poverty, gender, or social development impacts, even though project outputs included studies on labor impacts and social vulnerability to climate change." (TE, 31) Studies and capacity building on labor impacts and social vulnerability should, by definition, tackle gender issues.

101. **Gender aware:** Forty-one percent of projects reviewed (102 out of 249 projects) were rated gender aware. Three sub-sets of projects can be distinguished: (1) projects where indirect positive effects are expected because women are part of the target population, but not specifically targeted, (2) projects that try to take gender into account, but do so without a gender analysis, gender strategy, or action plan, and (3) a smaller group of projects (16 in total) where a gender analysis took place and sometimes even a gender mainstreaming plan was developed, but these had no bearing on the project implementation. It is possible that some of the projects in the second group did more on gender, but these efforts were not reported. Most gender aware projects (34 projects) are part of the biodiversity focal area.

102. **Gender sensitive:** Twenty-eight projects (11.2 percent) were rated as gender sensitive by the evaluation team. Most of the projects within this group completed a gender analysis or social assessment. Some projects do not discuss a gender analysis, but gender elements in project components and project implementation point towards a gender analysis having taken place. For example, in one of the completed projects visited in the OPS6 cohort, the UNDP project in Honduras, “Conservation of Biodiversity in the Indigenous Productive Landscapes of the Moskitia”, supported the inclusion and/or equal representation of women in the boards of indigenous federations and local committees to enhance gender-balance in decision-making and, with the support of a gender consultant, designed interventions to build the capacity of women in the fishery and eco-tourism sectors. Some of the gender sensitive projects focus primarily on women's participation and gender balance in activities, whereas others adopted a gender equality and women's empowerment approach with some of the project activities. Projects in the latter group could have moved to the 'gender mainstreamed' category if they had extended the gender focus to more of the planned activities. In relative terms, most of the land degradation focal area projects are rated gender aware or gender sensitive, 45 and 25 percent respectively.

103. **Gender mainstreamed:** Only 2.4 percent of completed projects reviewed (six out of 249 projects) were rated as gender mainstreamed (table 29). Four of the projects are part of the GEF Trust Fund (GTF), while two projects fall under the LDCF. This is notable, given that only three LDCF projects were part of the OPS6 cohort.

104. The World Bank project in Burundi, “Agricultural Rehabilitation and Sustainable Land Management Project” (GEF ID 2357), appears to have had an important impact in building social cohesion in the communities in which it operated; the initial opposition of husbands

towards women's participation in producer organizations was over time replaced by a greater respect towards their wives and a greater participation of women in household spending decisions. The World Bank project in Lao PDR (GEF ID 2366), titled “Southern Provinces Rural Electrification II Program” shows that rural electrification projects can achieve a gender mainstreamed rating; project documents provided an extensive gender disaggregated contextual description, extensive consultations with local communities and women's groups were held, and a gender sensitive approach was used to target disadvantaged households.

Table 29: Completed Projects Rated Gender Mainstreamed

GEF ID	GEF Agency	Country	Focal Area	Title	Trust Fund
2357	World Bank	Burundi	Land Degradation	Agricultural Rehabilitation and Sustainable Land Management Project	GTF
2366	World Bank	Lao PDR	Climate Change	Southern Provinces Rural Electrification II Program	GTF
2511	UNDP	Senegal	Land Degradation	Groundnut Basin Soil Management and Regeneration	GTF
3319	UNDP	Niger	Climate Change	Implementing NAPA Priority Interventions to Build Resilience and Adaptive Capacity of the Agriculture Sector to Climate Change	LDCF
3404	UNDP	Cambodia	Climate Change	Promoting Climate-Resilient Water Management and Agricultural Practices	LDCF
3604	UNDP	Colombia	Biodiversity	Mainstreaming Traditional Knowledge Associated with Agro-biodiversity in Colombian Agro-ecosystems	GTF

105. UNDP's land degradation project in Senegal, titled “Groundnut Basin Soil Management and Regeneration” (GEF ID 2511), actively tackled the common practice and tradition of excluding women in issues of access to land; rural councils have adopted deliberations for the granting of good quality and well-located land to women’s groups. Despite some regional differences related to religious pressures, project interventions have developed in communities, especially for women, a sense of confidence and of having better control over their quality of life. The “Implementing NAPA Priority Interventions to Build Resilience and Adaptive Capacity of the Agriculture Sector to Climate Change” project by UNDP in Niger (GEF ID 3319) specifically targeted women and vulnerable groups. The project has helped to remedy existing gender imbalances. It enhanced women’s skills in management, administration and teamwork, and lent direct support to women’s groups, setting up appropriate activities to allow them genuine autonomy. Women were also the main beneficiaries of water engineering works, which reduced the distances they had to walk to fetch water. UNDP's project in Cambodia, “Promoting Climate-Resilient Water Management and Agricultural Practices” (GEF ID 3404), followed an integrated approach to agriculture, water and gender, involving all three related ministries at the national level and departments at the grass-roots level. A gender analysis was carried out and a gender action plan was developed, focusing on women's participation in four

strategic goals: access to climate information, domestic water, water for irrigation, and irrigation and agriculture. Training materials on gender and climate change were developed, which also informed the next 5-year strategic plan of the Ministry of Women Affairs. Men and women were equally involved in economic activities; women gained confidence in participating in the project implementation, which also induced a positive change in men's gender attitudes. Finally, UNDP's biodiversity project in Colombia, titled “Mainstreaming Traditional Knowledge Associated with Agro-biodiversity in Colombian Agro-ecosystems” (GEF ID 3604), implemented a gender strategy that focused on equitable social participation, quality participation, leadership, empowerment, self-esteem, and economic autonomy. Gender equity was a specific project component and the TE notes gender impacts through gender specific activities, and by improving the conditions for family subsistence farming.

106. **Gender transformative:** None of the completed projects of the OPS6 cohort were rated gender transformative by the evaluation team.

Attention to Gender by Focal Area

107. Biodiversity, Climate Change, Multi-Focal Area, and International Waters are the focal areas with the most completed projects reviewed in the sample (table 30). The Climate Change, Persistent Organic Pollutants (POPs), International Waters, and Multi Focal Area focal areas had the highest number of 'not gender relevant' ratings in the completed projects sample in the OPS5 gender sub-study; 77.6 percent, 61.5 percent, 51.4 percent and 39.1 percent respectively. One would expect these focal areas to represent a higher number of gender blind projects. While three of these focal areas have high numbers of gender blind projects, the POPs focal area in the OPS6 cohort of projects has less gender blind projects. In the OPS6 cohort, all projects under the Ozone Depleting Substances focal area were rated gender blind. In absolute numbers, most gender blind projects are part of the Biodiversity focal area.

Table 30: Completed Projects Gender Rating by Focal Area

Focal Area	Gender Rating				Grand Total
	Gender blind	Gender aware	Gender sensitive	Gender mainstreamed	
Biodiversity	37	34	11	1	83
Climate Change	34	30	3	3	70
International Waters	14	9	2		25
Land Degradation	4	9	5	2	20
Multi Focal Area	12	11	7		30
Ozone Depleting Substances	7				7
POPs	5	9			14
Total:	113	102	28	6	**249**

108. The Weighted Gender Rating Score (table 31) was calculated for the four larger focal areas. All focal areas except the Biodiversity focal area improved, compared to OPS5 baseline data. The Climate Change and International Waters focal areas both have a Weighted Gender Rating Score below the overall score of the OPS6 cohort of completed projects. Differences between focal areas are small, but the cohort of Multi-Focal Area projects outperforms single focal areas in their completed projects gender ratings, and also improved the most when compared to the OPS5 baseline data.

Table 31: Weighted Gender Rating Score for OPS6 and OPS5 Baseline by Focal Area

Dataset/Focal Area	Weighted Gender Rating Score	
	OPS6 Cohort	OPS5 Baseline
Biodiversity	0.71	0.88
Climate Change	0.64	0.35
International Waters	0.52	0.36
Multi Focal Area	0.83	0.5
Total:	0.71	0.65

Results by GEF Agency

109. UNDP, World Bank and UNEP are the GEF Agencies with the most projects reviewed as part of the completed projects sample. UNDP and the World Bank are the two GEF Agencies with completed projects rated gender mainstreamed, and also the two GEF Agencies that achieved the most 'gender sensitive' ratings in their respective completed projects (table 32).

Table 32: Completed Projects Gender Rating by Agency

GEF Agency	Gender Rating				Grand Total
	Gender blind	Gender aware	Gender sensitive	Gender mainstreamed	
ADB	1	1	1		3
FAO		1	1		2
IADB	1				1
IFAD	1	2	3		6
UNDP	44	57	18	4	123
UNEP	23	10			33
UNIDO	3	5			8
World Bank	40	26	5	2	73
Total:	113	102	28	6	**249**

110. UNDP improved its gender performance, when comparing the Weighted Gender Rating Scores of the OPS6 cohort of completed projects with the OPS5 baseline (table 33). The Weighted Gender Rating Score of UNEP and the World Bank declined; in the case of UNEP with almost 70 percent of their completed projects rated as gender blind and no completed projects rated above gender aware. Both UNEP and the World Bank have a Weighted Gender Rating Score that is below the overall score of the OPS6 cohort of completed projects.

Table 33: Weighted Gender Rating Score for OPS6 and OPS5 Baseline by Agency

Dataset/GEF Agency	Weighted Gender Rating Score	
	OPS6 Cohort	OPS5 Baseline
UNDP	0.85	0.69
UNEP	0.30	0.43
World Bank	0.58	0.71
Total:	0.71	0.65

VII. META-ANALYSIS OF BEST PRACTICE

111. Gender mainstreaming has been the inter-governmentally agreed, global strategy for achieving gender equality since 1997. It is a process which ensures that women's and men's concerns and experiences are integral dimensions of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and gender inequality is not perpetuated.[38]

112. In the area of the environment, evolving convention mandates on gender have shifted global awareness on gender and climate change in normative spaces. Multilateral environmental agreements increasingly reference gender in their texts and decisions are becoming progressively gender-focused. A growing body of research and experience has demonstrated that integrating gender perspectives throughout the project cycle improves outcomes and the effectiveness and sustainability of interventions. These trends, together with increasing donor demand to respond to gender equality and the empowerment of women, has served as the impetus for mainstreaming gender in climate finance institutions.

113. Based on a review of gender policies, strategies and action plans of GEF Agencies and other climate funds, as well as a number of corporate evaluations of gender policies, this section highlights international best practice for mainstreaming gender in institutions and programs.

Best Practice

114. **Gender policies acknowledge gender equality not only as a human right or development objective in and of itself, but as an essential cornerstone for achieving**

[38] UN, Economic and Social Council (ECOSOC), Agreed Conclusions 1997/2.

sustainable development in its three dimensions – economic, social and environmental. A UN Women review of corporate gender equality evaluations in the UN system[39] found that gender policies guided by and rooted in rights-based frameworks result in more effective gender mainstreaming because gender equality, which lies at the core of the human rights-based approach, appeared to be more accepted internally. Many of the gender policies of GEF Agencies and climate funds reviewed are informed by and grounded in human rights principles or normative agreements on gender, social development or the environment. The gender policies of the Green Climate Fund (GCF)[40] and the Adaptation Fund (AF),[41] for example, directly align their goals and objectives with human-rights norms, including gender equality, as well as other inter-governmentally agreed development frameworks. References are made to the Universal Declaration of Human Rights (UHDR),[42] the Convention to Eliminate All Discrimination Against Women (CEDAW),[43] the International Labor Organization's (ILO's) "Fundamental" Conventions[44] as well as the Sustainable Development Goals.[45]

115. **Integrating or linking gender policies to corporate strategic plans and results frameworks helps to mainstream gender at the highest levels; connect its relevance to the institution's mandate in specific ways and to enhance ownership and accountability provided by planning, implementation, monitoring and reporting processes for the corporate strategic plans.** The relevance of a gender policy is significantly strengthened when the connections between gender equality results and the development outcomes of an organization are made explicit. IFAD and UNEP have integrated or intend to integrate their gender policy into their corporate strategic frameworks and programming.[46] In UNEP's Strategic Framework 2018-2019, each sub-program will include at least one fully-fledged gender equality expected accomplishment in its Results Framework, with corresponding indicators.[47] UNDP operationally links its Gender Equality Strategy (2014-2017)[48] to UNDP's strategic plan (2014-2017) by offering strategic guidance and suggested entry points for mainstreaming gender in each of its seven outcomes, including a stand-alone outcome on gender equality and women's empowerment. Among the climate funds, the Green Climate Fund is the first climate financing mechanism whose institutional mandate calls for integrating gender-based perspectives from the outset of its operations. Its governing instrument includes several references to gender and women in the Fund's objectives, governance and operational modalities, including on stakeholder participation. It also mandates gender balance for its staff and Board.

[39] UN Women, Review of Corporate Gender Equality Evaluations in the UN system, July 2015.
[40] GCF, Gender Policy and Action Plan, October 2014. Board Document GCF/B.08/19.
[41] AF, Gender Policy and Action Plan of the Adaptation Fund, March 2016.
[42] UN, Universal Declaration of Human Rights, December 1948. General Assembly resolution 217 A.
[43] UN, Convention on the Elimination of All Forms of Discrimination against Women, December 1979.
[44] ILO, Fundamental Conventions, 2003.
[45] UN, Transforming our World: the 2030 Agenda for Sustainable Development, October 2015.
[46] The United Nations agencies in general have a system-wide imperative to mainstream gender in all their work and are guided by the System-wide Action Plan on Gender Equality and the Empowerment of Women, which was introduced in 2012.
[47] UNEP, Gender Policy and Strategy, 2015.
[48] UNDP, Gender Equality Strategy (2014-2017), January 2014.

116. **Gender analysis is the foundation on which systematic gender mainstreaming rests and should be considered a mandatory element of any project design.** Many GEF Agencies and climate funds require mandatory gender assessments or at a minimum a socio-economic analysis, which incorporates gender dimensions at the outset of project preparation. A gender analysis provides important evidence for ensuring that priority setting, project design, implementation, monitoring and evaluation frameworks as well as budgets, address gender inequality that are particular to each national context.[49]

117. GEF Agencies, such as the ADB[50] and Conservation International (CI),[51] also require the design of gender action plans or gender mainstreaming strategies, respectively, to accompany project implementation. ADB's Gender Action Plans incorporate gender-inclusive design features, clear gender targets and monitoring indicators, and/or components to directly benefit women and girls. These plans form part of the project package that is presented in the Report and Recommendation to the President to the Board and are monitored on a quarterly basis throughout project implementation.

118. **Gender mainstreaming requires that efforts be made to broaden women's participation at all levels of decision-making.** Expanding women's agency and voice through participation and decision-making is a key principle of gender mainstreaming. In its gender policy, FAO[52] allocates 30 percent of its operational work and budget at country and regional levels to women-specific, targeted interventions. Priority is given, *inter alia*, to strengthening rural women's organizations and networks and increasing women's leadership and participation in rural institutions. The Climate Investment Funds[53] [54] similarly provide a dedicated role for gender-focused organizations and women's groups and endeavor to ensure gender-balanced participation in executive board meetings.

119. **The seniority level of gender advisors, gender focal points as well as location of gender units is crucial for translating gender policies and communicating the importance of gender mainstreaming to institutions' substantive and operational work.** The recruitment or appointment of senior gender advisors, specialists or focal points with clear authority has been an effective institutional mechanism for operationalizing and implementing the requirements of gender policies and action plans in meaningful ways. As a case in point, to lead the implementation of its gender strategy, the AfDB recruited a Special Envoy on Gender, a position equivalent to that of a Vice President, to head its dedicated Gender Division. UNIDO adopted a policy and a strategy on Gender Equality and Empowerment of Women, which outlines steps to integrate gender equality equally throughout its structures and programs. To enable this, UNIDO has set up a gender equality architecture, with a Gender Mainstreaming Steering Board headed by the Director General to provide strategic direction as well as accountability. The

[49] The most commonly used gender frameworks include The Harvard Analytical Framework, the Gender Planning Framework, the Social Relations Framework and the Women's Empowerment Framework.
[50] ADB, Gender Equality and Women's Empowerment Operational Plan, 2013-2020, April 2013.
[51] CI, Guidelines for Integrating Gender into Conservation Programming, October 2014.
[52] FAO, FAO Policy on Gender Equality: Attaining Food Security Goals in Agriculture and Rural Development, 2013.
[53] CIF, CIF Gender Action Plan, June 2014.
[54] CIF, CIF Gender Action Plan - Phase 2, November 2016.

Board is supported in its efforts by the Office for Gender Equality and Empowerment of Women to assist with and oversee the practical implementation of gender equality commitments.

120. **Gender mainstreaming needs to be viewed as an institution-wide mandate for which all staff is responsible.** Building institutional capacity of the organization on gender mainstreaming is essential for supporting the systematic incorporation of gender into operational activities. To do so, GEF Agencies support mandatory trainings and other capacity development opportunities on gender mainstreaming for non-gender technical experts, including senior management and the board. Often it is the lack of capacity on technical approaches to gender mainstreaming that becomes a key barrier to making progress on gender mainstreaming.

121. **Dedicated and adequate human and financial resources are provided to implement gender policies, strategies and plans.** A commitment to gender mainstreaming recognizes that without dedicated and adequate human and financial resources, efforts to support the implementation of policies and plans, will be ad hoc and fragmented. The Adaptation Fund, the Green Climate Fund, and UNEP, for example, clearly earmark resources from their institutional budgets to implement their respective gender policy and action plan.

122. **Putting in place a reliable system for tracking financial data on gender equality enhances institutional accountability and ensures that financial targets are set and met.** Many GEF Agencies apply their own form of a gender marker to programs and projects to assess their contribution toward the achievement of gender equality and to track and monitor the amount of resources allocated to gender mainstreaming. The ADB has introduced a four-tiered, project categorization/classification system to monitor the organization's gender performance.[55] It is considered a best practice and is being adapted for use by the AfDB. According to this scheme, projects are categorized into four, gender mainstreaming categories, that have clear criteria and thresholds: category I: gender equity as a theme; category II: effective gender mainstreaming; category III: some gender elements; and category IV: no gender elements.

123. **Establishing portfolio performance ratings at project entry, implementation, and completion can help to monitor and assess change in institutional performance on gender and the contribution of its projects to gender equality results, especially for agencies and financial mechanisms with grant, loan and/or investment portfolios.** Some gender policies or gender action plans establish portfolio performance indicators and targets within its own results framework; and often (or ideally), these indicators are included in and reported on as part of the overall corporate results framework. Several agencies, especially the multilateral development banks, and climate funds, including the GEF, have introduced such measures to assure quality in the design and implementation process as well as results at project completion. IFAD uses a project completion report scoring system that also measures changes brought about in women's empowerment such as women's economic empowerment, women's representation and decision-making; workload reduction and balance.

[55] ADB, Guidelines for Gender Mainstreaming Categories, July 2012.

124. **Accountability for translating gender mainstreaming into practice is system-wide and lies at the highest levels.** It is important for gender policies to define responsibilities for policy implementation at all levels of the institution, from technical staff to senior management. Placing accountability at the highest level not only improves performance but also builds institutional commitment. All policies reviewed had clear accountability frameworks in place to monitor and report on progress and results of policy implementation in order to take timely, corrective measures.

Future Trends and Directions

125. The document review and interviews with various stakeholders, including GEF Agencies and conventions, also highlighted four important trends that are influencing the development of more recent gender policies and strategies in GEF Agencies and climate finance mechanisms, and informing international best practice standards.

126. **Introducing a mix of incentives can enhance institutional performance on gender mainstreaming.** While no GEF Agency or any of the climate funds reviewed have found the "right" incentive(s) to promote gender mainstreaming, there are a few interesting examples to note. Some GEF Agencies are experimenting with performance-based incentives, such as IFAD's regional gender awards, which recognize excellence in individual projects and UNEP's selection of a well-designed gender project to highlight as an example of a good practice. The gender policies of the Green Climate Fund and the Adaptation Fund introduce financial incentives. For example, the Green Climate Fund gender policy considers assigning more weight to projects with well-designed gender elements in the approval process; and the Adaptation Fund policy states that it will not fund projects or programs that do not articulate gender considerations.

127. **Ensuring quality during implementation.** There is a noticeable shift in the focus among many GEF Agencies[56] from quality-at-entry to better implementation and monitoring to assure the delivery of projects' intended gender equality results. Some Agencies have revised their tracking and project completion reports to ensure that gender equality results are better captured and reported and that gender impacts are measured as part of terminal evaluations. A number of key stakeholders interviewed indicated that projects benefitted from "layers of support" at all levels during implementation, either by including a gender (or social development) expert on the project management team, having gender focal points/specialists at country level and/or gender advisors at regional level, retaining gender consultants on an as needed basis and through annual supervision missions.

128. **Measuring outcomes rather than outputs or processes.** Identifying meaningful gender-sensitive indicators and benchmarks in the context of monitoring, evaluation and reporting continues to be a challenge for several agencies;[57] however, a review of a few GEF Agencies'

[56] This includes the Asian Development Bank, the African Development Bank, the International Fund for Agricultural Development, United Nations Development Programme, the United n and the World Bank.
[57] To put the challenge in context, nearly 80 percent of the Sustainable Development Goal indicators for gender equality either lack data or do not have accepted standards for measurement. See; UN, Gender Statistics - Report of the Secretary-General, December 2012.

(ADB, IFAD, UNDP, World Bank) indicators in results frameworks find that increasingly qualitative indicators are being included to measure different dimensions of change in women's lives (i.e. access to information, opportunities or resources; participation in decision-making;). By taking steps to strengthen management for gender equality results at the outcome level, organizations are able to identify structural challenges related to implementation bottlenecks so that these can be addressed in project design and implementation strategies.[58]

129. **Beyond gender mainstreaming.** There is increasing recognition among GEF Agencies that gender mainstreaming in the project cycle is not sufficient to produce robust gender equality results. Given their broader development mandates, nearly all GEF Agency's gender policies and/or action plans place an increasing focus on addressing the root causes of gender inequality in order to achieve transformative and lasting change in the lives of women. Recognizing the multi-sectoral dimensions of gender inequality necessitates an approach that goes "beyond gender mainstreaming" in the project cycle and tackles social norms, attitudes and behaviors at household, community and national levels that conspire to maintain women's unequal legal, political, social and economic status in society.

VIII. Assessment of the GEF Policy on Gender Mainstreaming

130. The evaluation team reviewed and assessed the appropriateness of the GEF *Policy on Gender Mainstreaming*, first in relation to its objectives and requirements, and then in relation to international best practice. The evaluation team also examined the relevance and effectiveness of the *Gender Equality Action Plan (GEAP)* in supporting the implementation of the GEF Policy and compares these actions to the actions of similar climate funds.

Appropriateness of the Policy

131. The GEF *Policy on Gender Mainstreaming* was developed in the context of the GEF accreditation pilot, launched in 2012 to accredit up to 10 agencies and to support broadening of the GEF partnership. It sought to adopt a more strategic and comprehensive approach toward gender mainstreaming across GEF programs and projects.

132. The overall goal of the GEF *Policy on Gender Mainstreaming* is "to attain the goal of gender equality, the equal treatment of women and men, including the equal access to resources and services through its operations." To achieve this goal, the policy calls on the GEF Secretariat and GEF Agencies to mainstream gender into their operations, including efforts to analyze systematically and address the specific needs of both women and men in GEF projects.

133. The policy establishes a set of seven minimum requirements[59] for GEF Agencies, including the 10 original GEF Agencies that had already been accredited and approved to receive GEF funding. It also included four requirements for the GEF Secretariat to fulfill and

[58] UN Women (2015). Review of Corporate Gender Equality Evaluations in the UN system.

[59] The seven minimum requirements are: (1) institutional capacity for gender mainstreaming; (2) consideration of gender elements in project review and design; (3) undertaking of a gender analysis; (4) measures to minimize/mitigate adverse gender impacts; (5) integration of gender sensitive activities; (6) monitoring and evaluation of gender mainstreaming progress; and (7) inclusion of gender experts in projects.

which broadly aimed at strengthening the institutional capacity of the GEF on gender mainstreaming.[60]

134. Because the emphasis of the GEF policy served primarily to accredit GEF Agencies, it is not anchored to any strategic, gender objectives or higher-level outcomes. The importance of gender equality is limited to the context of the projects that GEF finances. While it acknowledges that gender mainstreaming advances the GEF goal of attaining global environmental benefits as well as the goal of gender equity and social inclusion, it stops short of providing a compelling rationale for why gender matters in environment-focused interventions. It also does not provide a rationale as to how the inclusion of gender equality in environmental projects would generate benefits beyond project effectiveness and efficiency.

135. Although the GEF serves as the financial mechanism to five conventions[61] and is responsible for translating the conventions' broad, strategic guidance into operational criteria for GEF projects and programs, the GEF *Policy on Gender Mainstreaming* does not reference the gender-related mandates or decisions issued by the conventions. The policy is also not informed by, or situated in, wider human rights and gender equality norms governing international development frameworks, such as the Universal Declaration of Human Rights, or the Convention on the Elimination of All Forms of Discrimination Against Women. In contrast, the [more recent] gender policies of the Green Climate Fund and the Adaptation Fund as well as GEF Agencies are directly aligned with human rights norms, including gender equality as well as overarching development frameworks, including the Sustainable Development Goals. These policies not only acknowledge the role of gender equality as a means to achieving corporate development objectives but also its intrinsic value ("the right thing to do") as a human right or an issue of social justice.

136. Policy requirements, insofar as establishing whether GEF Agencies satisfy the seven minimum requirements, have been implemented. By 2013, the GEF Secretariat had completed an assessment of the original 10 GEF Agencies[62] to ensure Agencies' compliance with the minimum requirements of the GEF *Policy on Gender Mainstreaming*. GEF Agencies that had not fully met the requirements were requested to submit time-bound action plans, explaining steps that the Agency would take to meet them.

137. In interviews with GEF Agencies at corporate level, stakeholders confirmed they have been able to align their existing institutional gender policies and plans with the GEF policy requirements. One GEF Agency credited the GEF policy for helping it to strengthen its internal standards on gender, as part of the accreditation process. Others stated that they have used

[60] These requirements included: (1) to strengthen gender mainstreaming capacities among its (GEF Secretariat) staff; (2) to designate a focal point for gender issues; (3) to work with other GEF Agencies and partners to strengthen gender mainstreaming with a more systematic approach to programming; and (4) to develop alliances with networks of individuals and organizations that work on gender equality.

[61] Convention on Biological Diversity (CBD), United Nations Framework Convention on Climate Change (UNFCCC), Stockholm Convention on Persistent Organic Pollutants (POPs), UN Convention to Combat Desertification (UNCCD), and Minamata Convention on Mercury.

[62] GEF, Review of GEF Agencies on Environmental and Social Safeguards and Gender Mainstreaming, October 2013. Council Document GEF/C.45/10.

the GEF policy as leverage to push their respective GEF units to do better on gender from a compliance perspective. According to one stakeholder, "Having that mandate from the GEF is very important in order to get projects to do it. It has helped create an enabling environment for ensuring attention to and integration of gender into projects."

138. At the same time, several GEF Agencies stated that they rely on their own internal gender policies, guidance, tools and processes to mainstream gender into their projects. In their view, their corporate requirements on gender have evolved and now exceed those of the GEF policy. The fact that GEF Agency policy requirements exceed those of GEF risks marginalizing the GEF gender policy altogether; making it superfluous and less relevant. GEF Agency stakeholders acknowledged that the policy was in need of updating and of being aligned more closely with international best practice standards with respect to gender equality and women's empowerment (as discussed in previous section).

139. On the assessment of implementing the four GEF Secretariat policy requirements, the record is mixed. Initially, the GEF policy was issued without an appropriate implementation framework. Its translation primarily hinged on a gender focal point, whose designation was one of the four requirements. Fifteen percent of the focal point's time was allocated for implementing the policy's requirements of building the capacity of the Secretariat on gender mainstreaming; supporting GEF Agencies in the preparation and formulation of projects; and strengthening GEF engagement in gender networks. It was not until 2014, three years after the Policy's adoption, that the GEF Secretariat developed, and the GEF Council approved, the *Gender Equality Action Plan* to guide the operationalization of the policy.

140. For GEF-6 (1 July 2014 to 30 June 2018), the GEF Council and Secretariat also recognized the need to have a dedicated gender specialist to drive its institution-wide effort on gender mainstreaming. A gender expert (consultant status) was hired in 2015 before a full-time Senior Gender Specialist was recruited as staff in June 2016.

141. Further, the GEF *Policy on Gender Mainstreaming* was issued without a results or an accountability framework. It did not include any requirements for the GEF Secretariat to track and assess progress against any set performance targets or benchmarks; nor did it assign clear roles to oversee overall progress or to report on obligations to the GEF senior management or the GEF Council. While the policy called for a review in 2015, this review did not take place on time and is currently ongoing.

142. Based on portfolio reviews undertaken as part of this sub-study, the evaluation team has found evidence that the policy has contributed to increased attention to and improved performance of gender in GEF operations. At the same time however, it has noted variable and inconsistent practices across projects with respect to the conduct of gender analyses, the inclusion of gender-disaggregated and gender-specific indicators in project results frameworks and the collection and use of gender-related data to measure and report on progress and gender equality-related results during monitoring, in mid-term reviews and terminal evaluations. This is due to the absence of common standards and requirements for gender mainstreaming in the policy, whose implementation at the operational level relies on existing

systems and tools of individual GEF Agencies. While building in such flexibility might be necessary for financial mechanism, the absence of such standards does not facilitate a systematic or consistent approach to integrating gender in GEF projects.

Role of the Gender Equality Action Plan in Policy Implementation

143. In 2014, the GEF Council approved the *Gender Equality Action Plan (GEAP)* to – among other things – "operationalize the mainstreaming of gender in GEF policy and programming to advance both the GEF's goals for attaining global environmental benefits and the goal of gender equality and women's empowerment."[63] The GEAP was developed through a multi-stakeholder, consultative process with GEF Agencies, staff of convention secretariats as well as representatives of other climate funds. Its initial period of implementation is during GEF-6, from 1 July 2014 to 30 June 2018.

144. The GEAP identifies five elements critical for mainstreaming gender in GEF operations and projects: (1) project cycle; (2) programming and policies; (3) knowledge management; (4) results-based management; and (5) capacity development. Based on data from document reviews and interviews with key stakeholders, the evaluation team concludes that the GEAP has served as a relevant framework for implementing the requirements of the GEF *Policy on Gender Mainstreaming* and has provided a good "mandate for action," with actions and outputs on a four-year timeframe. Overall, it has advanced GEF's efforts to strengthen the integration of gender in GEF programming and operations in a more systematic manner and has put in place a results framework and some indicators to support accountability and better monitoring of gender mainstreaming progress.

145. **Project cycle.** The GEF Secretariat updated its project templates, in consultation with GEF Agencies, to facilitate a systematic approach for the mainstreaming of gender in projects. Specific sections have been included in the Project Identification Form (PIF); Project Review Sheet, Program Framework Document (PFD), and the Request for CEO Endorsement for MSP/FSP projects that allow GEF Agencies to make projects' gender considerations and gender-focused approaches explicit. Ensuring the quality-at-entry of projects alone, however, does not necessarily translate into implemented gender equality actions, budgets or results. Guidance for the Project Implementation Reports and Mid-term Reviews are also needed to better support the integration of gender perspectives during the implementation, monitoring and evaluation phases of GEF projects. At present, reporting on gender in these templates is voluntary and hence are missed opportunities for capturing progress and results of gender mainstreaming in projects.

146. Draft gender mainstreaming guidelines have been prepared by the GEF Secretariat, in collaboration with the GEF Gender Partnership, an inter-agency working group, which was established under the GEAP. The guidelines seek to offer a practical framework for systematically addressing gender across the GEF project cycle. In the development and

[63] Ibid. 10, 6.

discussions of the draft guidelines, however, the drafting team recognized the need to first update the GEF *Policy on Gender Mainstreaming* before finalizing the guidelines.

147. **Programming and Policies.** The GEF-6 Focal Area Strategies have incorporated gender-responsive approaches and activities, with projects using and incorporating GEF gender indicators that are monitored and aggregated at the focal area and corporate levels.[64] However, these programming frameworks have not necessarily filtered into revised tracking tools or reporting templates.

148. Under the Workstream on Gender and Social Issues, the core team, coordinated by the GEF Senior Gender Specialist, worked closely with the GEF Secretariat, GEF Agencies and partners to incorporate gender-responsive strategies and approaches in the design of the Integrated Approach Pilots (IAPs), key Programmatic Approaches (PAs) and the Small Grants Program. These strategies also provide a set of metrics to monitor gender-specific outcomes.[65]

149. A review of official GEF documents and data from interviews with key stakeholders provided an inconsistent picture as to whether there has been increased attention to gender in Council documents and GEF reports to Conferences of the Parties.

150. **Knowledge Management.** One of the most significant achievements of the GEAP has been the establishment of the GEF Gender Partnership. The partnership has brought together the gender focal points/practitioners of GEF Agencies, other climate funds, the secretariats of relevant conventions and other partners. Stakeholders interviewed described it as an important forum for leveraging the wide range of skills and experiences of members on gender equality and women's empowerment. The GEF Gender Partnership provides partners with a space to share and exchange knowledge, learning and best practice as well as to discuss common issues, challenges and solutions that they face in their work.

151. **Results-based Management.** The *Gender Equality Action Plan* contains a results framework for gender mainstreaming that introduces portfolio performance ratings based on three outcomes. These outcomes correspond to a set of five Core Gender Indicators (see annex C) as well as baselines and targets.[66] The GEF Secretariat reports annually on three of the five gender indicators (two related to quality-of-entry; one related to project monitoring and completion) in the Annual Portfolio Monitoring Report as well as in the Corporate Scorecard, where it is captured under Corporate Efficiency and Effectiveness.) Sex-disaggregated data for gender indicator 3 has been difficult to track, collect and aggregate, in part due to the challenge of measuring the "share" instead of the "number" of women and men as direct beneficiaries as well as the different tracking tools used by each focal area, which may or may not be collecting

[64] GEF, Report on the Sixth Replenishment of the GEF Trust Fund, May 2014. Assembly Document GEF/A.5/07/Rev.01. Annex A: GEF-6 Programming Directions.
[65] The Workstream on Gender and Social issues was launched in June 2015, and first reported on in the September 2015 Update on the Implementation of the Gender Equality Action Plan. GEF, Update on the Implementation of the Gender Equality Action Plan (GEAP), September 2015. Council Document GEF/C.49/Inf.07.
[66] These baseline values are based on data provided in the OPS5 Technical Document 16 Sub-study on Gender Policy on Gender Mainstreaming. Ibid. 11.

such data. Given that sex-disaggregated data is the first step towards understanding the different needs, roles, opportunities and vulnerabilities of men and women, the GEF Secretariat plans to report on the percentage of projects that provide sex-disaggregated data on beneficiaries in the forthcoming Corporate Scorecard (2017) based on a recent review and analysis of mid-term reviews and terminal evaluations. With respect to the only indicator that captures outcome/impact-level results, the GEF is currently not collecting data/information on GEF Gender Indicator 4 (the number of national/regional/global policies, legislation, plans, and strategies that incorporate gender dimensions). The GEF Secretariat also reports annually to the GEF Council on the progress of GEAP implementation.

152. The GEF-6 Core Gender Indicators have allowed the GEF to better track its progress on gender mainstreaming, stakeholders find that they overemphasize process and outputs. A mix of quantitative and qualitative indicators at the outcome level are needed to measure gender equality results and impacts. GEF-7 presents an opportunity to revisit the GEF-6 gender indicators and to consider their ambition and appropriateness with respect to pushing the institutional agenda on gender mainstreaming.

153. **Capacity Development.** Recruiting a dedicated gender specialist[67] was viewed as being a "game changer," drawing greater visibility for GEF's work on gender and substantively enhancing the GEF Secretariat's engagement on gender, especially with external partners. To support institution-wide efforts on gender mainstreaming, the GEF Secretariat established the Workstream on Gender and Social Issues, which is coordinated by the Senior Gender Specialist and draws on 3-4 staff from across the Secretariat. Among its activities, the Workstream supports the implementation of the GEAP, reviews gender components of project proposals and is contributing to the development of a monitoring and reporting system on the GEF-6 Core Gender Indicators in coordination with the results-based management team.

154. Some stakeholders nevertheless argued that additional efforts are needed to build the wider, institutional capacity of the GEF Secretariat on gender. Stakeholders gave mixed responses to the question of how increased staff capacity and expertise on gender at the GEF Secretariat had translated into improved technical support for GEF programs and projects since approval of the *Gender Equality Action Plan*. While many observed an increase in project review-related comments on gender, few found them helpful, with many stakeholders expressing the need for more meaningful exchanges with the GEF on gender-responsive project approaches and interventions in the different focal areas.

155. Progress in enhancing gender competencies of the GEF Secretariat is an area that requires more effort. A gender capacity staff assessment was completed in 2015 but has not been followed up with a capacity development plan for the GEF Secretariat. It did however highlight capacity development needs in the area of gender methodologies and tools as well as the need for technical training tailored to specific focal areas. A subgroup of the GEF Gender Partnership (IUCN, SGP, UNITAR, UN Women) is designing an electronic learning curriculum and

[67] After going through a recruitment process, the gender consultant was selected and hired into a full-time staff position.

series of modules on gender and environment to support capacity development of staff and partners, including GEF operational focal points.

Comparison of Actions with other Climate Funds

156. Similar to the GEF, climate finance mechanisms have made concerted efforts to integrate gender into their institutions and operations in recent years. The Green Climate Fund issued its gender policy and action plan 2014-2017 in 2014,[68] followed by the gender policy and action plan FY2017-FY2019 of the Adaptation Fund in 2016.[69] While the Climate Investment Funds do not yet have a gender policy in place, it has been guided by two successive gender action plans (Phase I during FY2015-FY2016, and Phase II covering FY2017-FY2020).[70]

157. To guide the implementation of their gender policies, climate financing mechanisms have developed time-bound, gender action plans, outlining comparable areas of actions to the GEAP. Generally, these actions entail:

- Appointing a dedicated gender specialist, with support gender focal points or consultants as needed, to build and support institutional capacity on gender mainstreaming, including those of partners;
- Strengthening gender mainstreaming in project cycle support through revised operational guidelines, templates and/or development of new guidance;
- Establishing a results-based management system to track and measure gender performance, including the development of performance indicators (i.e. performance monitoring or portfolio classification system, gender scorecard);
- Documenting and communicating experience, results, good practices and lessons from gender mainstreaming in projects and within institutions through a multiple platforms and networks.

158. There are however crucial differences with the GEF *Gender Equality Action Plan* in two key aspects, which are particularly important for further strengthening the relevance of the GEF *Policy on Gender Mainstreaming* and building greater ownership and accountability for it. First, included in the gender action plans of the Green Climate Fund and the Adaptation Fund is a priority area dedicated to "governance institutional structure" which outlines the role of their respective boards in ensuring that approved project/program proposals include articulated gender considerations (Adaptation Fund) or in ensuring the issuance of periodic monitoring reports on the implementation of the gender policy and gender action plan.

159. Secondly, recognizing that resources and financing are essential for operationalizing gender polices, the gender action plans of the Green Climate Fund and the Adaptation Fund include a component on "Resource allocation and budgeting" that holds the Funds accountable for providing adequate resources from their respective administrative budgets to implement

[68] Ibid. 37.
[69] Ibid. 38.
[70] Ibid. 50 and 51.

the gender policy at institutional and operational levels. The Adaptation Fund includes a further action to track expenditures. At the project level, the policies of both funds introduce incentives to ensure that gender elements are fully reflected in projects. The Green Climate Fund, for example, is considering assigning more weight in the approval process to projects that have well-designed gender elements, while the Adaptation Fund states that it will not fund projects or programs that do not articulate gender considerations.

IX. Conclusions and Recommendations

160. In its evaluation of gender mainstreaming in the GEF the IEO reached the following six conclusions and three recommendations:

Conclusions on Trends in Gender Mainstreaming

161. **Conclusion 1. Current trends in gender mainstreaming in the GEF show modest improvement over the previous OPS period.** According to the quality-at-entry review, the area of most significant change is seen in the dramatic reduction of gender blind projects from 64 percent, before the *Policy on Gender Mainstreaming* was introduced (OPS5 pre-May 2011) to 1.3 percent in OPS6, and the growth of nearly six times the number of projects rated gender aware in this same time period. There was, however, a limited increase in the percentage of projects rated gender sensitive and gender mainstreamed, when comparing post-May 2011 OPS5 data (after adoption of the policy) with the OPS6 rating. The OPS6 review of completed projects shows modest signs of improvement compared to the OPS5 baseline of completed projects, with a decline in gender blind projects and a similar increase in the percentage of completed projects rated gender aware.

162. Conclusion 2. Projects that conducted gender analyses achieved higher gender ratings. Very few projects conducted gender analyses, despite it being one of the minimum requirements of the GEF *Policy on Gender Mainstreaming*. Only 13.9 percent of MSP/FSP projects part of the quality-at-entry review and 15.7 percent of completed projects reviewed had completed a gender analysis prior to CEO endorsement/approval. The evaluation team used a Weighted Gender Rating Score, with a value between zero and four - zero being gender blind, and four being gender transformative - to make comparisons between sets of projects. The quality-at-entry review Weighted Gender Rating Score for the OPS6 cohort was 1.68; projects for which a gender analysis had taken place before CEO endorsement/approval had a combined score of 2.97. Projects that either planned a gender analysis or for which a gender analysis had taken place at entry had a Weighted Gender Rating Score of 2.22. Improvements were noted in terms of gender consideration in project documentation.

Conclusions towards the Appropriateness of the Policy

163. **Conclusion 3. While the GEF Policy on Gender Mainstreaming has increased attention to, and performance of, gender in GEF operations, it does not provide a clear framework and remains unclear on certain provisions and implementation.** The objective of the policy is "attaining the goal of gender equality, the equal treatment of women and men, including the equal access to resource and services through its operations." The policy leaves too much room

for interpretation on gender analysis, and on the responsibilities of the GEF Agencies vis-à-vis the GEF Secretariat regarding its implementation. The inclusion of gender-disaggregated and gender-specific indicators in project results frameworks is highly variable across GEF projects, as is the collection and use of gender-related data to measure gender equality-related progress and results during monitoring, in mid-term reviews and terminal evaluations. The policy is not informed by or situated in wider human rights and gender equality norms governing international development frameworks, nor does it reference gender-related mandates or decisions issued by the conventions.

164. **Conclusion 4: Institutional capacity to implement the policy and achieve gender mainstreaming is insufficient.** The recruitment of a dedicated senior gender specialist, as part of the GEF Secretariat team, is widely recognized as an important and essential step forward that has helped increase attention to gender equality and women's empowerment; but insufficient on its own to build wider staff competencies and capacities to support gender mainstreaming across GEF programming and processes.

Conclusions towards the Gender Equality Action Plan's Role Regarding the Policy's Implementation

165. **Conclusion 5. The GEAP has been a relevant and effective framework for implementing the GEF Policy on Gender Mainstreaming.** The GEAP has facilitated the implementation of the requirements of the GEF policy, and key stakeholders concur that the action plan has been a good directive for action. The GEF Secretariat has provided annual updates on progress made on the implementation of the GEAP through information documents to the GEF Council. Taking into account the timeframe of the GEAP and the updating of the GEF *Policy on Gender Mainstreaming*, it is important to point out that a strong action plan facilitates strategic priority-setting and can drive GEF's institutional agenda on gender mainstreaming.

166. **Conclusion 6. The GEF Gender Partnership is slowly developing into a relevant and effective platform for building a wider constituency on gender and the environment.** The GEF Gender Partnership has brought together the gender focal points/practitioners of GEF Agencies, other climate funds, the secretariats of relevant conventions and other partners. It has become an important forum for leveraging the wide range of skills and experiences of members on gender equality and women's empowerment in the GEF. It has facilitated a number of reviews, helping to compile and build the evaluative evidence on gender and the environment, and plans to produce a series of tools, which will strengthen the GEF's capacity to mainstream gender systematically in projects and support the achievement of results related to gender equality and women's empowerment.

Recommendations

167. **Recommendation 1. The GEF Secretariat should consider a revision of its policy to better align with best practice standards.** As a financial mechanism for five major international environmental conventions and a partnership of 18 agencies, this should include anchoring the policy in the gender-related decisions of the conventions and best practice standards from the

GEF Agencies. In the revisions of the policy, the GEF Secretariat should take into account that policies rooted in rights-based frameworks result in more effective gender mainstreaming. Given the effectiveness of the GEF Gender Partnership, the GEF Secretariat should consider the partnership as the vehicle for stakeholder engagement in the updating of its policy. Lastly, the policy should provide greater guidance on gender analysis, and on the responsibilities of the GEF Agencies vis-à-vis the GEF Secretariat.

168. **Recommendation 2: The GEF Secretariat with its partners should develop an action plan for implementation of the gender policy in GEF-7.** An appropriate gender action plan should support the implementation of the potentially revised *Policy on Gender Mainstreaming*, and should include continued focus on developing and finalizing comprehensive guidelines, tools and methods. This should be done in collaboration with the GEF Gender Partnership, drawing on the knowledge and best practice standards of GEF Agencies, other climate funds, the secretariats of relevant conventions and other partners. Upstream analytical work on the associated links between gender equality and project performance across GEF programmatic areas would support mainstreaming.

169. **Recommendation 3. To achieve the objectives of institutional strengthening and gender mainstreaming the GEF Secretariat should ensure that adequate resources are made available.** During GEF-7 institutional capacity within the Secretariat and its staff on gender mainstreaming will need strengthening, and resources within the agencies which have strong institutional gender focus and expertise should be leveraged.

ANNEX A: RECOMMENDATIONS OF OPS5 SUB-STUDY ON GEF'S POLICY ON GENDER MAINSTREAMING

Recommendation 1. With the mainstreaming policy now in place, the GEF Secretariat in consultation with GEF Agencies should explore a more systematic way to determine whether or not projects are gender relevant and under what circumstances to incorporate gender surveys, sex-disaggregated data and gender specialists in project design and preparation.

Recommendation 2. In line with the Gender Mainstreaming Policy, GEF projects (other than those in the NR category, such as those on geophysical mapping or energy efficient technology testing) should include gender experts on the team, gender analyses, and monitoring and evaluation of the gender mainstreaming progress. Projects reviewed since OPS4 that conducted gender or social assessments in the pre-project stage and engaged social scientists on the team showed improved outcomes for people living in the project area.

Recommendation 3. Sex-disaggregated information on project participants and achievements on gender mainstreaming, as well as gender qualifiers, are needed and should be included, especially in the review of project proposals and terminal evaluations. Relevant questions and gender markers are used by agencies including IFAD, UNDP and the World Bank.

Recommendation 4. The GEF should consider convening an interagency gender working group to prepare guidelines that work, using gender markers and other tools already prepared and used by GEF Agencies. The working group could exchange ideas and practices and provide the GEF with constructive next steps.

Recommendation 5. The revision of the GEF *Policy on Gender Mainstreaming* in 2015 should include some reference to the empowerment of women, since many of the GEF projects contribute to empowerment through natural resources management, small-scale enterprises led by women or decision-making positions in community conservation or water committees taken up by women.

Recommendation 6. Since OPS4, the GEF Secretariat has made progress in responding to the OPS4 findings and recommendations, by developing the *Policy on Gender Mainstreaming*, designating a gender focal point and conducting a regular gender review through the Annual Monitoring Review process since 2011. At the same time, capacity development and training in the GEF Secretariat in this area need to be strengthened and resources allocated for improving the capacity of the GEF Secretariat to undertake gender mainstreaming seriously.

ANNEX B: GENDER RATING

The gender mainstreaming description as part of the GEAP glossary states that "Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities." And "It [gender mainstreaming] is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated."[71]

The ultimate goal of mainstreaming is to achieve gender equality, and the goal of projects taking into account gender is to mainstream gender according to the above description. It was decided to 'relax' the gender mainstreaming description a little in the gender rating and not aim for gender perspectives and gender equality being central to 'all activities', but to 'most, if not all, activities'.

The Fifth Overall Performance Study's (OPS5) "Sub-study on the GEF's Policy on Gender Mainstreaming" (Technical Document 16) makes use of the following project rating categories for gender mainstreaming:

- *Serious Omission:* The project contained little or no reference to gender issues, but it should have included gender concerns because of the nature of the project.
- *Not Sufficient:* Gender issues were mentioned in the project documents, but no real attention was paid to these concerns in project activities.
- *Gender Mainstreamed:* Gender issues were integrated into the project.
- *Not Relevant:* Gender and social issues were not considered and were not expected to be considered in the project.

In line with the gender rationale of the UNDP Gender Marker, it was questioned whether it is appropriate to have initiatives where gender equality and/or women's empowerment issues can be considered 'not applicable', or 'not relevant'. In practice it is rare for projects to not have any gender relevance, given they then would be assumed to have no relevance to humans. The OPS5 sub-study also stated that "International gender specialists are increasingly providing evidence that the categories that do not take gender into account (such as energy technologies, street lighting and energy efficiency) are in fact gender relevant."[72] The evaluation team of this sub-study agrees that projects that touch upon the lives of people – and GEF supported interventions do, either directly or indirectly through, for example, employment opportunities created – always have gender relevance.

The rating category 'gender blind' was added for those projects that do not demonstrate any gender awareness, but should. Gender aware and gender sensitive are chosen as

[71] Ibid. 7, 7.
[72] Ibid. 8, 35.

categorizations, because their connotation is seen as more positive than the categories used in the earlier mentioned sub-study. The gender rating takes gender mainstreaming as the goal for projects, but has added an even higher goal of being gender transformative to identify those projects that go beyond gender mainstreaming and could be an example to others when it comes to gender.

The gender rating applied makes used of the following five scales:

1. **Gender-blind:** Project does not demonstrate awareness of the set of roles, rights, responsibilities, and power relations associated with being male or female.

   Gender is not mentioned in project documents beyond an isolated mention in the context description, gender is not tracked by the tracking tools and M&E instruments, no gender analysis took place, no gender action plan or gender strategy was developed for the project.

2. **Gender-aware:** Project recognizes the economic/social/political roles, rights, entitlements, responsibilities, obligations and power relations socially assigned to men and women, but might work around existing gender differences and inequalities, or does not sufficiently show how it addresses gender differences and promotes gender equality.

   Gender is mentioned in the project document, but it is unclear how gender equality is being promoted. There might be one or two gender disaggregated indicators, but it is unclear whether and how that data informs project management. Gender might be mentioned in a social assessment, but it is unclear what is done with that information. No gender action plan or gender strategy was developed for the project.

3. **Gender-sensitive:** Project adopts gender sensitive methodologies to address gender differences and promote gender equality.

   A gender analysis or social analysis with gender aspects is undertaken, gender disaggregated data are collected, gender sensitive indicators are integrated in monitoring and evaluation, and the data collected informs project management. But the gender focus is only apparent in a limited number of project activities.

4. **Gender-mainstreamed:** Project ensures that gender perspectives and attention to the goal of gender equality are central to most, if not all, activities. It assesses the implications for women and men of any planned action, including legislation, policies or programs, in any area and at all levels.

   Like gender-sensitive, but there are gender relevant components in most, if not all, activities.

5. **Gender-transformative:** Project goes beyond gender-mainstreaming and facilitates a ‘critical examination' of gender norms, roles, and relationships; strengthens or creates

systems that support gender equity; and/or questions and changes gender norms and dynamics.

Like gender-mainstreamed, but the way gender is addressed might result in behavioral changes towards gender norms and dynamics in the systems targeted by the project.

ANNEX C: CORE GENDER INDICATORS

Table 34: Core Gender Indicators

Outcomes	Gender Indicators	Source of Verification
Project design fully integrates gender concerns.	1. Percentage of projects that have conducted gender analysis during project preparation. 2. Percentage of projects that have incorporated gender responsive project results framework (e.g. gender responsive output, outcome, indicator, budget, etc.).	Project Document at CEO endorsement
Project implementation ensures gender equitable participation in and benefit from project activities.	3. Share of women and men as direct beneficiaries of project. 4. Share of convention related national reports incorporated gender dimensions (e.g. NBSAP, NAPA/NAP, TDA/SAP, etc.).	Project Implementation Reports, Mid-Term Evaluation Reports, and Terminal Evaluation Reports.
Project monitoring and evaluation give adequate attention to gender mainstreaming.	5. Percentage of monitoring and evaluation reports (e.g. Project Implementation Reports, Mid-term Evaluation Reports, and Terminal Evaluation Reports) that incorporates gender equality/women's empowerment issues and assess results/progress.	Project Implementation Reports (PIR), Mid-Term Evaluation Reports, and Terminal Evaluation Reports (TER).

ANNEX D: SUB-STUDY EVALUATION MATRIX

Criteria/Phases	Key questions	Indicators/Basic Data	Sources of Information	Study Element
1. Relevance				
1. Design and Planning	To what extent do the *Policy on Gender Mainstreaming* and the *Gender Equality Action Plan (GEAP)* align with normative guidance and decisions of conventions (UNFCCC, CBD, UNCCD, and relevant chemical conventions and protocol) on gender mainstreaming and gender equality?	Key stakeholders Gender policy, GEAP and COP guidance	Interviews Literature Review	Process Review
1. Design and Planning	To what extent has the GEAP served as a relevant framework to guide the implementation of the gender mainstreaming policy?	Key stakeholders Gender policy, GEAP	Interviews Document Review	Process Review
1. Design and Planning	Was a gender analysis conducted at the onset of the project? (PL)	Project documents	Portfolio Analysis Country Visits	Project Portfolio Analysis
1. Design and Planning	Was the project formulated according to the needs and interests of men and women? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
2. Implementation	To what extent does the process of implementing the policy align with international best practice?	Key stakeholders Policy documents of other agencies	Interviews Literature Review	Process Review
2. Implementation	How does process and progress of GEAP implementation compare to similar climate finance mechanisms?	Key stakeholders Policy documents of other agencies	Interviews Literature Review	Process Review
2. Implementation	Did project activities meet the needs of the various groups of stakeholders, including women and other groups most likely to have their rights violated? (PL)	Project documents	Portfolio Analysis Country Visits	Project Portfolio Analysis
3. Results	Did project results respond to women's needs and priorities, as identified at the design stage? (PL)	Project documents	Portfolio Analysis	Project Portfolio Analysis

Criteria/Phases	Key questions	Indicators/Basic Data	Sources of Information	Study Element
2. Effectiveness				
1. Design and Planning	Did the project have gender specific indicators or gender disaggregated indicators to measure progress? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
1. Design and Planning	Did project design introduce measures/mechanisms to ensure the participation of women and/or women's organizations in project activities? (Portfolio + PL)	Key stakeholders Project documents	Interviews Portfolio Analysis	Project Portfolio Analysis
2. Implementation	To what extent have planning, RBM, monitoring, reporting, evaluation and knowledge management systems been aligned with gender mainstreaming and gender equality principles?	Key stakeholders	Interviews	Process Review
2. Implementation	Did the project collect gender specific or gender disaggregated indicator data to measure progress? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
2. Implementation	What was the overall participation of women or women's organizations in project implementation? (PL)	Key stakeholders	Interviews Country Visits	Project Portfolio Analysis
3. Results	To what extent has gender been mainstreamed at an institutional level at the GEF Secretariat?	Key stakeholders	Interviews	Process Review
3. Results	Was the Inter-Agency Working Group on gender established as planned?	Key stakeholders	Interviews	Process Review
3. Results	Was the guideline paper on mainstreaming gender in GEF project cycle developed, and does it properly reflect the Policy as well as the GEAP?	Key stakeholders Draft documents	Interviews Document Review	Process Review

Criteria/Phases	Key questions	Indicators/Basic Data	Sources of Information	Study Element
2. Effectiveness				
3. Results	Have GEF Project Templates and Guidelines been updated to incorporate and clarify specific sections on gender mainstreaming?	Key stakeholders GEF Templates	Interviews Document Review	Process Review
3. Results	Was an interactive gender equality GEF webpage implemented?	Key stakeholders	Interview	Process Review
3. Results	Does reporting on progress adequately cover the process of GEAP implementation?	Key stakeholders Council documents, GGP (GEF Gender Partnership) minutes, GEF reports to Conventions	Interviews Document Review	Process Review
3. Results	Does the reporting on GEF-6 core indicators adequately capture progress on gender related processes and outputs?	Key stakeholders Council documents, GEF reports to Conventions	Interviews Document Review	Process Review
3. Results	Did the project create or contribute to conditions that facilitated or enhanced women's participation and inclusion? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
3. Results	To what degree were the benefits/results distributed equitably between women and men? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
3. Results	Were gender elements better incorporated and strengthened in projects post-GEAP?	Key stakeholders Project documents	Interviews Portfolio Analysis	Process Review Project Portfolio Analysis

Criteria/Phases	Key questions	Indicators/Basic Data	Sources of Information	Study Element
3. Efficiency				
1. Design and Planning	Is there an envisaged process for updating the GEF *Policy on Gender Mainstreaming*?	Key stakeholders GGP minutes	Interviews Document Review	Process Review
1. Design and Planning	Did the project allocate resources to support the mainstreaming of gender throughout the project life cycle: design, implementation, monitoring and evaluation? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis	Project Portfolio Analysis
2. Implementation	Is GEAP implementation supported by a detailed work plan and budget?	Key stakeholders	Interviews	Process Review
2. Implementation	Is that plan updated as needed over time?	Key stakeholders	Interviews	Process Review
2. Implementation	Have these resources (human and financial) been adequate?	Key stakeholders	Interviews	Process Review
2. Implementation	Were there constraints (e.g. political, practical, and bureaucratic) to addressing gender equality efficiently during project implementation? (Portfolio + PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
2. Implementation	What level of effort was made to overcome these challenges?	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
3. Results	What have been some of the constraints (e.g. political, practical, and bureaucratic) to implementing the GEAP at the GEFSEC and at the project level?	Key stakeholders	Interviews	Process Review
3. Results	What level of effort was made to overcome these challenges?	Key stakeholders	Interviews	Process Review

Criteria/Phases	Key questions	Indicators/Basic Data	Sources of Information	Study Element
4. Results				
1. Design and Planning	Did the project include any gender mainstreaming or gender equality objectives? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
2. Implementation	Did the project monitoring framework capture gender equality results? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
2. Implementation	How did projects mitigate any negative outcomes during implementation? (Portfolio + PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
3. Results	Is gender mainstreamed in key strategic GEF Council Documents, including relevant policies and guidelines?	Key stakeholders Council Documents, policies and guidelines	Interviews Document review	Process Review
3. Results	What have been some of the enabling factors that have facilitated the GEAP process?	Key stakeholders	Interviews	Process Review
3. Results	What lessons can be drawn to further promote gender mainstreaming in the GEF?	Key stakeholders	Interviews	Process Review
3. Results	What have been some of the positive gender mainstreaming and/or equality results achieved?	Key stakeholders Project documents	Interviews Portfolio Analysis	Project Portfolio Analysis
3. Results	Did the project have any positive or negative effects or impact, including unintended consequences, on gender issues and more specifically on women? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
3. Results	Are project stakeholders more cognizant of gender equality and the value of women's participation and leadership in GEF projects? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis

Criteria/Phases	Key questions	Indicators/Basic Data	Sources of Information	Study Element
4. Results				
3. Results	What lessons can be learned to inform and strengthen GEF project interventions with respect to gender mainstreaming and gender equality?	Key stakeholders Project documents	Key stakeholders	Interviews
5. Sustainability				
1. Design and Planning	To what extent have senior / focal point managers demonstrated commitment for / been supportive of gender mainstreaming at the GEF Secretariat and in GEF focal areas?	Key stakeholders	Interviews	Process Review
1. Design and Planning	To what extent were women and gender focal points of GEF Agencies involved in the development of the GEAP and related work plans and budgets?	Key stakeholders GGP minutes	Interviews Document Review	Process Review
1. Design and Planning	Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of local capacity, etc.) to support positive changes in gender equality after the end of the intervention? (PL)	Key stakeholders	Country Visits	Project Portfolio Analysis
1. Design and Planning	To what extent were women involved in the preparation of the strategy? (PL)	Key stakeholders	Country Visits	Project Portfolio Analysis
2. Implementation	To what extent has staff capacity and expertise on gender and gender mainstreaming increased at the GEF Secretariat since the introduction of the GEAP?	Key stakeholders	Interviews	Process Review
2. Implementation	To what extent were women and/or women's organizations involved in the implementation of the project? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
2. Implementation	If applicable, to what extent did project capacity building initiatives ensure the inclusion of women or women's organizations? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis

Criteria/Phases	Key questions	Indicators/Basic Data	Sources of Information	Study Element
5. Sustainability				
2. Implementation	To what extent were capacity building initiatives geared towards the specific needs of women? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis
3. Results	Has increased staff capacity and expertise on gender at the GEF Secretariat resulted in improved technical support for GEF-programs and projects since the GEAP?	Key stakeholders	Interviews	Process Review
3. Results	To what extent do stakeholders have the commitment, confidence and capacity to build on the gender changes promoted by the intervention? (PL)	Key stakeholders	Interviews Country Visits	Project Portfolio Analysis
3. Results	To what extent are mechanisms in place to sustain women's engagement beyond the end of the project? (PL)	Key stakeholders Project documents	Interviews Portfolio Analysis Country Visits	Project Portfolio Analysis