Gender and finance in the NDC Partnership
Opportunities for gender integration through climate finance

ABOUT INSIGHT BRIEFS

Insight Briefs are informal analyses developed by the NDC Partnership's Support Unit, members or its partner institutions to share insights into thematic issues based on requests received by countries and the support provided by the Partnership. The following Insight Brief, developed by the International Union for Conservation of Nature, or IUCN, based on NDC Partnership data, addresses requests related to gender and finance activities and provides recommendations on how to strengthen gender inclusion in climate finance.
Through the NDC Partnership, developing country members frequently seek support for climate finance strategies and roadmaps, integrating nationally determined contributions (NDCs) into national planning budgets and revenue streams, project and program financing and resource mobilization, project development and private-sector engagement. Finance is the most frequently requested support area among our members, and to effectively provide support, the Partnership launched its Finance Strategy in April 2022. It consists of a menu of service offerings, ranging from “upstream” support for policy frameworks and integration of NDCs into national development plans and budgets to supporting NDC investment planning and “downstream” support for the identification and preparation of NDC-aligned projects and mobilizing sources of finance. In each offering, there are opportunities to integrate a more gender-responsive approach.

Partnership requests for gender integration support are on the rise, amidst growing recognition that gender inclusion in the design and implementation of green recovery measures can contribute both to reducing gender inequalities and achieving environmental objectives. By strengthening existing efforts on climate finance and bringing together some of the world’s largest development finance institutions, the Partnership can be an important platform for financing NDC action and strengthening gender equality.

This brief has been developed to support the implementation of the NDC Partnership’s Gender Strategy and Finance Strategy. It provides an analysis of members’ gender finance needs and identifies strategies for addressing them. This brief provides context on gender finance requests, background on global climate finance to understand how some of the largest donors approach and prioritize gender inclusion in climate projects and policies, and suggestions on how to address gaps in support. Throughout the brief, the term “gender finance” is used to refer to requests that have both a finance and gender component.

This brief provides an analysis of requests from Partnership Plans (PPs) and request for support letters (RSLs) that are tagged as both “gender equality” and “finance and investment,” restricting analysis to requests that use both those tags. “Gender equality” and “finance and investment,” within the context of Knowledge Nook (kNook), are defined below:
Gender equality

The roles, behaviors, activities and attributes that a given society at a given time considers appropriate for men and women. This includes gender-responsive approaches, which work to address and change gender norms, roles and access to resources, to ultimately close gender gaps and achieve greater gender equality and equity.

Finance and investment

Broadly defined to include all finance-related requests, including support to access climate finance from public and private sources for specific projects and initiatives; assess, mobilize and track public funds for climate-change-related purposes; or identification, assessment and development of specific projects or pipelines of projects.

FIGURE 1: NUMBER OF GENDER FINANCE ACTIVITIES REQUESTED BY MEMBER COUNTRIES

Requests can be tagged by multiple sectors, key topics, and activity types.

As of September 2022, countries have submitted 276 requests for gender support across the Partnership. Of these, 63 submissions are gender finance requests coming from 21 countries. As shown in Figure 1, over 30% of all requests are related to preparing investment-ready projects and pipelines. Compared to historical data, this increase indicates a growing call in the country requests for support around developing projects with gender considerations. Another 41% of all requests relate to developing climate finance strategies and integrating NDCs into national planning and budgets. This underscores the forward-looking and comprehensive approach to gender and finance requests. Lastly, countries are also interested in building climate finance capacity that is gender inclusive.
Most of the activities tagged as gender finance have received support, with 57% of activities tagged as “supported.” Regarding the unsupported 43%, additional qualitative insight is needed from partners to understand why requests are going unsupported and what constraints partners face in supporting activities. This rate of support is currently aligned with the overall support rate across all requests to the Partnership (58%).

GENDER FINANCE REQUESTS IN THE CONTEXT OF ALL FINANCE REQUESTS

Below is a comparison of the type of activities members request support for — gender finance requests compared to finance requests without a gender tag. This comparison across five activity types helps to understand whether the same trends in gender finance requests translate to the larger pool of finance requests.

57%

Most of the activities tagged as gender finance have received support, with 57% of activities tagged as “supported.”
Preparing investment-ready projects and pipelines
Integrating NDCs into national planning, budgets and revenues
Developing climate finance strategies and roadmaps
Developing capacity
Financing projects and programs and mobilizing resources

Figure 3 highlights a few trends in the reviewed country requests for support:

- Requests to integrate NDCs in national planning and to develop finance strategies include gender components at a higher rate than the overall set of finance requests.
- Requests based on capacity development make up a slightly larger proportion of gender finance than all finance requests.
- Requests for support preparing investment-ready projects and financing programs or mobilizing resources make up a higher proportion of finance requests when compared to their proportion within gender finance requests.

Noting the large portion of finance requests focused on developing investment-ready projects and mobilizing finance for climate programs, there is an opportunity to better integrate gender considerations into these requests and support offerings. There are many ways to further integrate gender into the development of investment-ready projects. For example, projects can include gender assessments and address gender considerations as part of feasibility studies to comply with the current requisites from international finance agencies. Aligning these requests for support could help identify opportunities for attracting financing and establishing new partnerships and collaboration. Better alignment could also establish relationships between donors on gender and climate finance to encourage cross-learning for further progress on this intersection.
Climate finance comes from many sources, including multilateral climate funds, multilateral development banks, national governments and the private sector. Both mitigation and adaptation finance are related directly to gender equality and women’s empowerment. International sources of finance are a major contribution to the growing integration of gender considerations in climate project finance. However, since 2015, only 18% of global blended climate finance transactions have been aligned with Sustainable Development Goal (SDG) 5, the SDG focused on gender equality.45 This small percentage highlights the substantial opportunity for increased alignment around gender equality and inclusive climate finance.

MULTILATERAL CLIMATE FUNDS

Multilateral climate funds incorporate gender equality into their operations in several ways. A summary of the approach taken by four multilateral climate funds is found below, covering:

- Green Climate Fund (GCF)
- Climate Investment Funds (CIF)
- Adaptation Fund (AF)
- Global Environment Facility (GEF)

Each of these funds has its own history and is positioned to provide funds to countries and organizations seeking to adapt to or mitigate the effects of climate change. They are each considered multilateral mechanisms, or initiatives that do not rely on a single country and have distributed governance. This structure was intended to encourage recipient-country ownership and national governments’ autonomy.
in project decision making. The GCF is the only finance mechanism that was designed at the outset to address gender inequalities. It was designed this way in response to the growing global appreciation for the direct link between climate change and gender inequality. The other three funds have adopted gender policies and some gender action plans since their inception.

These funds play an important role in setting policy and implementation expectations in global climate policy and practice. Each of these mechanisms has expectations and requirements of the projects they fund, and each has gender policies which set the foundation for gender inclusion work that implementing entities must fulfill and comply with to receive funding.

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<tr>
<th>Fund</th>
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<td><strong>Green Climate Fund</strong></td>
<td>Gender Policy (2019)</td>
<td>Mainstreaming Gender in Green Climate Fund Projects</td>
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<td>Women Key Agents for Tackling Climate Change</td>
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<td><strong>Climate Investment Funds</strong></td>
<td>Gender policy</td>
<td>Gender and Renewable Energy: Entry Points for Women’s Livelihoods and Employment</td>
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<td>Gender and Sustainable Forest Management: Entry Points for Design and Implementation</td>
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<td>Building Gender into Climate Finance: ADB Experience with the Climate Investment Funds</td>
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Adaptation Fund

The AF was established under the Kyoto Protocol in 2001. It was designed to “reduce vulnerability and increase adaptive capacity to respond to the impacts of climate change, including variability at the local and national levels.” It was set up to provide direct access for countries to funds without the involvement of multilateral agencies, such as development banks or United Nations agencies. In 2013, the AF established its Environmental and Social Policy, which emphasized the fund’s support in project design, with a specific principle (of 15) on “gender equity and women’s empowerment.” In addition, the AF has established readiness and technical assistance grants for implementing entities to provide technical assistance to build their capacity on gender, particularly to support gender integration in proposal design and development.

Global Environment Facility

The GEF was established in 1992 through the Rio Earth Summit as a pilot program. It is an independent financial organization that provides grants to projects related to environmental issues across six focal areas: biological diversity, land degradation, ozone layer depletion, international waters, persistent organic pollutants and climate change. Like the GCF, the GEF also functions through the UNFCCC. The GEF has gradually included stronger gender policies in its programming and structure. This began in 2011, with the adoption of a Policy on Gender Mainstreaming.

In 2014, the GEF approved its Gender Equality Action Plan, and in 2017, it established its Policy on Gender Equality. The 2017 policy builds on lessons learned from the climate finance community and is explicit that gender responsivity informs the entire lifecycle, from identification through evaluation, of any GEF activities.

MULTILATERAL DEVELOPMENT BANKS

Gender equality is also an increasing priority for multilateral development banks. A summary of six multilateral banks and how they address gender equality is provided below.

These banks include:

- World Bank Group (WBG)
- Asian Development Bank (ADB)
Each of these banks has its own gender strategy and mandate for including gender in different climate change actions. The banks play an important role in setting policy and implementation expectations in global climate policy and practice. Each has expectations and requirements of the projects they fund, and each has climate and gender policies, which set the foundation for the work that implementing entities must fulfill and comply with to receive funding. The policies established in these banks are a result of decades of work, including work influenced by parties, experts and civil society.

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<td><strong>World Bank Group</strong></td>
<td>Gender Equality, Poverty Reduction and Inclusive Growth: 2016-2023, Gender Strategy</td>
<td>Gender in Climate-Smart Agriculture: Module 18 for Gender in Agriculture Sourcebook</td>
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<td>The WBG has set a target for an average of 35% of its financing to be climate finance between 2021 and 2025, with at least 50% of climate finance supporting adaptation. It also houses the CIF, described above.</td>
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<td>In 2012, the WBG was one of the first major global actors to clearly establish gender equality as a global priority, with the publication of its World Development Report 2012: Gender Equality and Development, which noted that gender equality matters both for development outcomes and policy making. Its Gender Equality Strategy states that an emerging area for the WBG is to bring a gender lens to “climate resilience and developing gender smart solutions to climate change.” To keep track of gender equality progress across the globe, the WBG Gender Data Portal curates a comprehensive source for the latest sex-disaggregated gender statistics, providing open access to over 900 indicators compiled from officially recognized international sources.</td>
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<td><strong>Asian Development Bank</strong></td>
<td>Policy on Gender and Development (GAD)</td>
<td>Gender Equality and Women’s Empowerment Operational Plan Annual Implementation Progress Reports, Gender Action Plans, Country Gender Assessments</td>
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<td>The ADB commits to providing up to USD 80 billion of its own resources to climate initiatives between 2019-2030.</td>
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Accelerating progress on gender equality is an operational priority for ADB in its Strategy 2030. It has committed to supporting gender equality through gender inclusive projects in at least 75% of its sovereign and nonsovereign operations by 2030. This includes its climate projects, of which ADB has committed to ensuring that 75% of its operations will support climate mitigation and adaptation by 2030. To support this aim, ADB regularly conducts gender analysis to ensure all projects fully address gender issues and contribute to reducing gender inequality in their design and implementation. Furthermore, the ADB has a four-tier gender categorization system to measure, count and report on the extent to which gender equality issues are integrated into project design.

**African Development Bank**

The AfDB has committed to doubling its climate finance to USD 25 billion between 2020 and 2025, with a prioritization of adaptation finance.

The AfDB’s Policy on Climate and Green Growth includes gender, youth and social inclusion as one of its four areas of special emphasis. Explicitly recognizing how including this area aligns with the Paris Agreement objectives, the policy clearly prioritizes achieving gender-responsive climate policy and action, noting that to do so it must “accord special attention to the nexus between gender and climate change.” For this reason, the AfDB applies a gender marker system to systematize the bank’s approach to gender mainstreaming in its operational work.

In addition to gender being an area of special emphasis, the bank also commits to 1) promoting inclusion through scaling up climate-smart and green innovations of women and young entrepreneurs, 2) extending benefits of the bank’s investments in climate change and green growth to more women and youth and 3) leveraging synergies to promote mainstreaming and improve tracking, measurement and

### Fund | Gender commitment | Resources for gender inclusion
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ADB | Policy on Gender and Development (GAD) | Guidelines for Gender Mainstreaming Categories of ADB Projects

**African Development Bank**

The African Development Bank Group Gender Strategy 2021-2025


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<td>reporting of climate and integrates gender equality into its special funds, such as the Canada-African Development Bank Climate Fund, a transformative special fund that provides concessional loans to climate-change-related projects with a strong gender-responsive component, and the Africa Climate Change Fund, which in its third call for proposals sought to support innovative and impactful gender-transformative projects that contribute to reducing gender gaps and increasing women’s resilience to climate change.</td>
<td>European Bank for Reconstruction and Development</td>
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(GAP) the IDB includes the Climate Change and Sustainable Development Sector as one of the sectors with specific lines of action, and includes specific actions in its GAP. It also plans to define a Mainstreaming Action Plan for Environmental and Social Sustainability, aimed to function as an umbrella plan in the cross-cutting issues of gender, diversity, climate change and environmental sustainability and disaster risk management.

**Islamic Development Bank**

The IsDB has committed to a climate finance target of 35% of total financial commitment by 2025. The IsDB’s 2020-2025 Climate Action Plan includes Women’s Empowerment as one of its sectors for integration. It refers to the IsDB’s Women’s Empowerment Policy (WEP), noting that the WEP recognizes climate change as a macro-issue that disproportionately impacts women and youth. The WEP commits to promote women’s agency through “piloting interventions that foster women’s role as change agents in building community resilience to climate shocks, conflicts and crisis” and to “increase its knowledge on gender mainstreaming in specific sectors/subsectors (e.g., energy, certain value chains) or contexts (e.g., natural disasters/climate resilience).” The IsDB has also convened spaces for policy dialogue on gender integration. For example, in May of 2022, with the European Investment Bank, it hosted the Global Gender Summit of the Multilateral Development Banks Working Group on Gender. The event included all banks listed here and others to exchange experiences, ideas and good practices to meet the current global gender equality. It included many sessions on gender and climate.
COUNTRY LEADERSHIP

In addition to multilateral climate funds and multilateral development banks, national governments also provide funds for climate programming and policy assistance. An analysis published by the Organisation for Economic Co-operation and Development (OECD) in 2022 found that aid targeting gender and climate change has been increasing; between 2014 and 2019, it nearly doubled from USD9.6 billion to USD18.9 billion.\(^{19}\) It also found that 57% of climate official development assistance (ODA) integrates gender equality objectives, compared to only 45% of all bilateral ODA.\(^{20}\)

Governments often disburse funds through their development agencies, with the priorities of the national governments setting the tone for prioritization of funding dispersal. Governments establish these priorities through their gender and climate policies, which set the foundation for gender and climate work that implementing entities must fulfill and comply with to receive funding. Relationships with these governments and their agencies is important, for both accessing funding and to engage in cross-learning for mutual progress as the world works towards addressing the climate crisis in cooperation.

A review of the gender requests submitted by members to the Partnership indicated the following country development agencies as the most common national development agencies to provide support to gender-related requests: Swedish International Development Cooperation Agency (SIDA), Agence Française de Développement (AFD), German Agency for International Cooperation (GIZ) and Japan International Cooperation Agency (JICA). According to the 2022 OECD analysis, these four countries are also amongst the top five providers of total climate ODA integrating gender equality objectives, with “EU Institutions” as the fifth.\(^{21}\)

In 2014, **Sweden** established its feminist foreign policy, within which SIDA is implemented. SIDA considers gender equality a “high-priority issue” and is one of the that invests “most in support for gender equality.”\(^{22,23}\) SIDA is guided by the **Strategy for Sweden’s Development Cooperation for Global Gender Equality and Women’s and Girls’ Rights 2018-2022**, which explicitly states that Sweden’s development cooperation integrates a “climate perspective, a gender equality perspective and a conflict perspective.”\(^{24}\)

**France** also implements its work under the Agence Française de Développement (AFD) through a feminist foreign policy, which they established in 2018. AFD uses the OECD’s Development Assistance Committee rating criteria (DAC) to evaluate its commitments and has established an objective to ensure that, at minimum, 50% of commitments fall under a “1” (gender equality is an important and deliberate objective of the project) or a “2” (gender equality is the main objective of the project) rating.\(^{25}\) **France’s International Strategy on Gender Equality (2018-2022)** recognizes that “gender equality and women’s empowerment are key elements in curbing climate change” and “in order to achieve the SDGs by 2030, it is important to mainstream gender in climate change mitigation and adaptation policies and funding mechanisms.”\(^{26}\) In this strategy it “ensures that the needs of women and girls, as well as their roles, are taken into account in climate-related issues through national and international negotiations, national and international action plans, actions in the field and local and international funding.”\(^{27}\)

**Japan’s International Cooperation Agency (JICA)** Thematic Guidelines on Gender and Development provide gender perspectives and operational guidance for the 17 key thematic areas in which JICA operates. In the guidelines, JICA makes explicit that gender considerations will be included in assistance
provided to natural environment conservation, and notes that "it is necessary to reflect women's perspectives as well as men's in examining the impacts of climate change." In 2022, it established **Guidelines for Environmental and Social Considerations**, which note that impacts to be assessed under these guidelines include environmental and social impacts such as "equality in the development process, gender, children's rights, cultural heritages, local conflicts of interest, infectious diseases such as HIV/AIDS and working conditions including occupational safety."  

**Germany**'s Federal Ministry for Economic Cooperation and Development (BMZ) anchors its policy in gender equality, committing to establishing gender equality as a cross-sectoral approach. This approach is defined in its 2014 Gender Strategy. It also recognizes the **EU Action Plan for Gender Equality III (GAP III)** mandates, and accordingly, commits to ensuring that 85% of its new development cooperation projects have gender equality as a principle or significant objective. The International Climate Initiative (IKI) is an inter-ministerial entity, led by the Federal Ministry for Economic Affairs and Climate Action (BMWK), supporting countries to implement and enhance NDCs and achieve the goals of the Convention on Biological Diversity (CBD). IKI's 2021 **Gender Strategy** provides a high-level framework for supporting gender-transformative approaches in their projects in over 150 countries.

**OPPORTUNITIES TO STRENGTHEN GENDER CONSIDERATIONS IN CLIMATE FINANCE PLANNING**

The information in this brief provides context on what member countries request of the Partnership to support gender finance activities, examples of gender inclusion within a wider climate finance landscape and the growing trends in climate finance with gender considerations.

The following opportunities exist for NDC Partnership members to further strengthen gender inclusion within the context of climate investment planning.

**INVESTMENT PLANNING**

The context above highlights an increasingly gender-aware climate finance landscape. In response, members can take the following steps in their investment planning process to attract further investment:

- Adopt a more intersectional approach and framing across climate action. Consider national social and gender equality policies at the onset of investment planning or developing a financing strategy for NDC implementation plans. Incorporate social inclusion targets from NDCs, adaptation plans or SDG commitments when developing investment plans.

- Utilize the support and partnership of gender and social inclusion specialists. Consult with experts across ministries in a whole-of-government approach. Broaden the set of stakeholders involved in planning processes to include local stakeholders, women's groups and others in activity design and implementation.
• Conduct new, or rely on recent, gender analyses and assessments relevant for the proposed sector or action as part of the project baseline and rationale for developing the project’s objectives and progress indicators.

• Design and use sex-disaggregation and gender indicators to strengthen monitoring and evaluation processes.

• Identify budget lines and content required for supporting implementation of gender-responsive actions in proposals. This can include technical staff, design of participatory processes or gender-specific activities.

PROJECT DEVELOPMENT

• Identify and address gender inclusion priorities at the onset of project development and planning. Identify funder requirements for gender and social inclusion and stakeholder consultation.

• Conduct gender and social impact assessment(s) to determine baselines for reducing gender gaps within project scope.

• Support developing methodologies and tools to help identify and address gender considerations.

• Facilitate knowledge sharing with country members to strengthen gender assessments and considerations within the context of project development.

MATCHING PROJECTS WITH FINANCE PROVIDERS

• Raise awareness about projects aligned with NDC commitments to gender equality and social inclusion. Highlight connections to SDG targets and other development priorities.

• Facilitate knowledge sharing to deepen understanding of funding requirements around gender and social inclusion.

• Develop mechanisms that facilitate a more direct access to climate finance for implementation actions at national level, including access by national gender agencies and gender stakeholders.32,33

Above all, proposals should include gender across activities and project and program cycles. Members are encouraged to utilize existing tools to build knowledge on how gender considerations impact priority climate investments and all members of society, including the NDC Practical Guide for Developing Gender-responsive NDC Action Plans and others available on the NDC Partnership Knowledge Portal. Members are also encouraged to reach out to the NDC Partnership for support in designing these activities, should they need tailored support.
1. A paper by the Organization for Economic Co-operation and Development (OECD) mapped gender-sensitive measures in the OECD Green Recovery Database. It identified 18 of the 705 measures as gender relevant. The majority of these 18 measures were assessed as likely to have positive impacts on the environment, implying that gender and environmental goals can go hand in hand. For more information see the OECD’s report.

2. This brief draws on data from the NDC Partnership’s Knowledge Nook (kNook), an internal system used to catalogue requests for support submitted to the Partnership. Within kNook, requests are analyzed and tagged by country, region, sector, focus area, value chain of service, key topics and activity types, as well as details on the request type and partner responses.

3. Of these 63 requests, certain requests were considered to fall under more than one activity type and were therefore assigned and tagged as more than one activity type. This explains why the total number of activities in Figure 1 is more than 63.

4. For a description of blended finance, see The World Economic Forum’s article.

5. See the Climate Policy Initiative’s report.


9. Ibid.


12. Ibid.


18. For more information, see the event page.
20. Ibid.
21. Ibid.
22. For more information on SIDA’s gender work, see https://www.sida.se/en/sidas-international-work/thematic-areas/gender-equality.
23. For tools, reports and inspiration for operationalizing gender equality designed by SIDA, see SIDA’s Gender Toolbox.
25. For more information, see AFD’s Gender Equality page.
27. Ibid.
30. The EU’s GAP III mandate applies to all international cooperation efforts of EU institutions and its member states. Its target is to achieve 85% of its international cooperation efforts addressing gender equality by 2025, meeting a category one or two under the OECD Gender Equality Policy Marker. The GAP III further has specific targets and indicators for measuring the EU’s investment in gender equality in climate change actions.
32. The term national gender agency (NGA) is used in this document to cover national or subnational government agencies that have the mandate to represent the interests and concerns of women, or of disadvantaged groups, and are responsible for supporting gender equality.
33. The term gender stakeholders includes national or subnational agencies, academia or women’s groups and nongovernment organizations/civil society organizations that represent the interests of women or can highlight gender inequality concerns.
CREDITS

This brief was developed by Laura Cooper-Hall, Ana Rojas, and Jackie Siles of the International Union for Conservation of Nature (IUCN). Hannah Girardeau, Amanda McKee, and Kelsey Ring of the NDC Partnership Support Unit supported the writing of this brief.