



**Gender-responsive Climate Change Initiatives and Decision-making**

**Global Gender and Climate Alliance – GGCA**

**UNDP, IUCN, WEDO**

**Evaluation**

**Volume 1: Evaluation Report**

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## List of acronyms

AAP	Africa Adaptation Programme – UNDP
AF	Adaptation Fund
AT	Advocacy Team
CAN	Climate Action Network
CBD	Secretariat of the Convention on Biological Diversity
CC	Climate Change
CDM	Clean Development Mechanism
ccGAP	Climate Change and Gender Action Plan
CIF	Climate Investment Funds
CO	Country Office
COP	Conference of the Parties
CSO	Civil Society Organization
DRR	Disaster Risk Reduction
ENERGIA	International Network on Gender and Sustainable Energy
GCF	Green Climate Fund
GD	Gender Decision
GEF	Global Environment Facility
GGCA	Global Gender and Climate Alliance
GTF	Gender Thematic Trust Fund
HBF	Heinrich Böll Foundation
IGO	Inter-governmental Organization
IUCN	International Union for Conservation of Nature
LDC	Least Development Country
MDGs	Millennium Development Goals
MEA	Multilateral Environmental Agreement
NAMA	Nationally Appropriate Mitigation Actions
NAP	National Action Plans
NAPA	National Adaptation Programmes of Action
NGO	Non-governmental organisation
NWML	Network of Women Ministers and Leaders for the Environment
NWP	Nairobi Work Plan
PB	Programme Board
Prodoc	Project Document
The Programme	The “ <i>Gender-responsive Climate Change Initiatives and Decision-making</i> ” programme
REDD	Reducing Emissions from Deforestation and Degradation
SC	Steering Committee
SDG	Sustainable Development Goals
SMART	Specific, measurable, measurable, attainable, relevant, and time-bound
ToD	Training of Delegates
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
WDF	Women Delegates’ Fund
WEDO	Women’s Environment & Development Organization
WOCAN	Women Organizing for Change in Agriculture and Natural Resource Management

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# 1 Executive Summary

## 1.1 Context and purpose of the evaluation

The evaluation assesses the progress and results of the Programme: “*Gender-responsive Climate Change Initiatives and Decision-making*” (henceforth called “the Programme”). The evaluation covers the recently concluded Phase 2 of programme implementation (July 2010 – June 2012), as well as Phase 3 (July 2012 – June 2014) up till the date of this evaluation. The purpose of the evaluation is to assess whether and to what extent the planned objectives, outcomes and results of the Programme have been, or are being, achieved as a result of the GGCA partners’ work. Recommendations are made for the future implementation of the Programme and lessons, which can inform other interventions, are captured.

The programme is evaluated on the basis of the OECD/DAC evaluation criteria: relevance, effectiveness, efficiency, and sustainability. The “impact” criterion is not included, as the programme is a policy and advocacy programme, generally without direct impact on the ground.

The programme evaluation methodology comprises a document review, stakeholder interviews over Skype/phone, questionnaires, and visits Bangladesh, Viet Nam, Liberia and Kenya.

## 1.2 Brief description of programme

The Global Gender and Climate Alliance (GGCA) was publicly launched by UNDP, IUCN, WEDO and UNEP at COP13 in 2007, to address the issue that global climate change policies and strategies did not incorporate a gender perspective. GGCA currently has 91 member organisations. Under the GGCA umbrella and with financial support from the Government of Finland and additional funds (for Phase 2 only) from Denmark, the above organisations are implementing the “Gender Responsive Climate Change Initiatives and Decision-making” Programme (the Programme), except UNEP, which left the programme after the completion of the second phase due to capacity constraints. The Programme is currently in its third phase.

The goal of the GGCA is to ensure that climate change policies, programmes and initiatives are gender responsive. The objectives for Phases 2 and 3 were:

### Objective 1:

- Phase 2: Integrate a gender perspective into policy, *finance* and decision making in order to ensure that the UN mandates on gender equality are fully implemented. [*Note: finance was part of Objective 1 for the Danida support, but not included in the support from Finland.*]
- Phase 3: Integrate a gender perspective into the post 2012 UNFCCC agreement and relevant programme decisions as well as other international, regional and national policy and decision making related to climate change

### Objective 2:

- **Phase 2:** Build capacity at all levels to design and implement gender in national and global climate change initiatives. *[Note: Phase 3 does not share objective 2 for Phase 2 due to a different logframe structure, but strategy 1.2 of Phase 3 in reality contributes to objective 2 of Phase 2.]*
- **Phase 3:** Promote the leadership of women at global, regional and national levels through the Women Delegates Fund *[Note: Objective 2 of Phase 3 is in reality a subset or an outcome of Objective 1 rather than an objective in its own right – but put as a separate objective based on conversations with Finland]*

In order to achieve the above objectives, IUCN, UNDP, and WEDO implement a set of complementary activities that are centred on the following:

- Influencing UNFCCC agreements and mechanisms to ensure gender responsiveness. Key activities:
  - Advocacy and technical support (to delegates and other stakeholders)
  - Awareness creating and capacity-building events and workshops
  - Financial and capacity-building support for selected women delegates from the Global South
  - Collaboration with, and technical advisory for, UNFCCC Secretariat and climate financing mechanisms
- Supporting and building the capacity to include gender in climate work, especially at regional and national levels. Key activities:
  - Capacity building for experts and trainers by conducting training of trainers and establishing a Cadre of Experts
  - Targeted support for the inclusion of gender perspectives in UNDP country-level climate projects
  - Facilitating the preparation of national and regional climate change and gender actions plans and strategies
- Establishment and facilitation of a Secretariat to serve the GGCA members.

### 1.3 Analytical/conclusion summary

The two objectives of the Programme have so far partly been achieved. Good progress has been made towards delivering the intended outcomes for objective 1, and gender is now reflected well in the UNFCCC agreement texts and recognised as an official agenda item of the COP, and is being included in the modalities for financing mechanisms. Furthermore, the foundation has been made towards delivering the intended outcomes for objective 2 through building capacities at regional and national levels and preparing ccGAPs, roadmaps, guidelines and strategies. While the GGCA and the Programme are not the only initiatives or actors working actively to ensure gender responsive climate change agreements, policies and interventions, GGCA is a significant actor and instrumental for the progress at the global level in terms of gender responsiveness.

However, climate change policies and initiatives at regional and national levels have so far only to a limited extent been influenced to ensure gender responsiveness, and national and government capacities in the countries

targeted by the Programme appear not yet sufficient to prepare gender responsive policies and plans and implement gender sensitive climate change interventions, at least not in the countries visited by the Evaluation Team. More work is needed to ensure that climate change policies and interventions are gender responsive. It is in this regard noted that the gender related results achieved in relation to the global agreements and climate finance have been achieved within the last 1-2 years, and their translation into implementation on the ground will take some time.

### **Global advocacy and technical support**

A key focus area for the programme was to influence global climate agreements, especially the UNFCCC texts. A range of advocacy activities were used, the main ones being: a) events and workshops; b) advocacy strategy development and implementation with an expert team; c) financial support and capacity building to enable a small number of selected women delegates to engage in negotiations (Women Delegates Fund – WDF); and d) collaboration with, and technical advisory for, the UNFCCC Secretariat and climate financing mechanisms. These initiatives have been quite successful, and are generally acknowledged by stakeholders as having increased the awareness of gender issues in relation to climate change and having contributed significantly to the inclusion of gender in the UNFCCC agreements and processes. Moreover, the WDF and the associated capacity building enabled a small number of women to engage actively in the climate negotiations, thereby strengthening their participation and leadership in the process. During Phase 2, the Programme was an important factor in ensuring the inclusion of gender considerations in the procedures of the Climate Investment funds (CIF) in particular, but also in the Adaptation Fund (AF), and Green Climate fund (GCF).

### **Regional capacity building**

The Programme engaged in enhancing the available technical capacity to address gender issues in climate change at the regional and national levels, particularly during Phase 2. The main interventions were a series of regional training workshops conducted by UNDP and IUCN. Their approaches differed; IUCN would train trainers/experts, but seemingly with limited provisions for further contact for the majority of the participants, although a number of these would subsequently engage in IUCN initiatives at the country level, in GGCA advocacy, or as WDF delegates. UNDP aimed at building and maintaining contact with a Cadre of Experts; and a number of the members would subsequently contribute to UNDP/GGCA work in different ways. The trained experts appear to have gained significant expertise from the trainings, and are generally using the skills imparted actively in their work, e.g. by training/transferring skills to government, civil society and other actors at the national and regional levels.

### **Country level interventions**

The Programme supports national governments and other stakeholders to enable them to address gender issues in climate change policy-making, planning and implementation. The two main interventions were a) UNDP supporting 13 country offices (COs) and one region in making selected

climate change projects gender responsive through different types of targeted interventions on a request basis, and b) IUCN supporting 13 national governments and two regions in the development of Climate Change and Gender Action Plans (ccGAPs) or REDD+ Gender Roadmaps.

While the UNDP approach of using existing projects as a vessel, to enhance outreach and built synergies was rational, it worked better in some countries than other. A particularly useful collaboration was with the Africa Adaptation Programme (AAP). The majority of the country projects were relevant and added value (or have the potential to add value) to national climate change processes and policies. However, a key challenge was that with the limited funds provided per country (USD 30,000) it was difficult to follow processes through, and there is a tendency of implementing one-off events or preparing strategies without ensuring their subsequent use.

Most of the IUCN supported ccGAPs have been finalised, but unlike the REDD+ Roadmaps many have not yet been endorsed by Government and only few have moved to the implementation stage. The ccGAP processes and documents are appreciated by local stakeholders and found relevant and of high quality. However, moving from strategy development to implementation will still be a challenge for national stakeholders, due to a number of constraints including: getting the strategies endorsed, technical and financial capacity constraints of government, varying (albeit often good) ownership and commitment by different ministries, and difficulties in influencing government budgets. Further support will be needed to ensure that ccGAPs will actually be implemented and IUCN intends to support ccGAP implementation in Phase 4.

### **The Alliance**

GGCA has steadily grown to a member base of 91 member organisations. The GGCA Secretariat coordinates the alliance, and is engaging the member base in thematic working groups, and working closely with WEDO, coordinator of the advocacy strategy, to provide technical inputs and develop gender messages for advocacy. However, the Alliance and Secretariat remain largely dependent on funding from the programme and is to a large extent driven by UNDP, IUCN and WEDO, with contributions from the 3 rotating Steering Committee members. The Alliance and Secretariat are not yet solid and sustainable, and models for achieving legal status of the Secretariat and financial sustainability are being explored.

### **Programme Management**

The Programme is intended as an equal partnership between UNDP, IUCN, and WEDO. However, as grant recipient, UNDP holds the overall administration and fiduciary responsibility for the programme, so the programme partners follow UNDP procedures. While programme management has overall functioned, there have been tensions in relation to the management of the programme, UNDP's role as grant recipient and fund manager, and sharing of information. However, the partners report that these issues have not been fully resolved. The main issues appear to have been: a) Partners expecting an equal partnership while choosing one partner as the

overall responsible for the programme; and b) communication and interpersonal issues.

Coordination and collaboration between the partners is generally well functioning in relation global level activities, but has been more limited at the country level and to some extent the regional level and opportunities for synergies were not adequately taken advantage of.

The monitoring and reporting system is mainly output oriented and activity focused and does not capture outcomes and does hence not provide strategic guidance for programme implementation. At the same time, the reporting system is overly elaborate and time consuming.

Financial management and governance has overall been found satisfactory by an external audit, albeit with some issues and errors identified among the partners, which reportedly have been rectified. However, IUCN and WEDO report that reporting requirements, slow disbursements and funds only released for three-months periods have impacted on the preparation and implementation of activities, but they also report that this has now improved.

### **Performance assessment**

Relevance: The Programme is very relevant, as Climate change has differentiated impacts on women, men and children, and at the onset of the Programme, gender was only considered and addressed to a limited extent in the international climate change agreements. The approach of addressing gender and climate change at global, regional and national levels was appropriate, and most interventions appear to have been relevant.

Efficiency: The Programme is efficient and has managed to engage in several processes with a quite limited budget. Some challenges and shortcomings affected the efficiency, mainly in relation to the programme management and coordination, administrative requirements, and monitoring. These inefficiencies appear to some extent to have had a negative impact on the programme, and some potential synergies between partners and activities, especially at the country level were not utilised. The WDF consumes a significant amount of programme funds, but only supports a limited number of delegates, although it should be noted that its outreach is broader than the trained delegates. The limited funds disbursed to UNDP COs a) makes it difficult to follow processes through, so there is a tendency to support one-off interventions without sufficient follow-up, and transaction costs were considered are too high compared to the benefits by UNDP COs.

Effectiveness: The effectiveness of the Programme is satisfactory, and the objectives and outcomes have partly been achieved; Gender is now reflected in the UNFCCC agreement texts, gender is recognised as an official agenda item of the COP, and is being included in the modalities for financing mechanisms, especially the CIF. Capacities at regional and national levels have been built with good results and ccGAPs, roadmaps, guidelines and strategies have been prepared and lay the foundation for gender responsive climate change policies and plans. However, the programme has so far not



fully resulted in national stakeholders being enabled to plan and implement national gender responsive policies, plans and investment projects and thereby being able to effectively utilise the foundation laid. Less than a year is remaining of Phase 3, so the objectives and outcomes are unlikely to be fully achieved within the remaining implementation period. This appears not to be due to deficiencies in implementation, but rather due to overly ambitious expectations of what could be achieved within the timeframe of Phases 2 and 3. Moreover, the tendency of implementing one-off or time limited interventions with limited follow-up means that the intended/potential results and catalytic effects have not always been fully achieved.

Sustainability: At the global level, awareness and capacity has been created, the number of female delegates at COPs has increased, and with the COP18 Gender Decision and gender as an item in future COPs, the process appears sustainable. Climate financing processes are less mature and there will be a continued need to promote gender responsiveness as the financing mechanisms are rolled out. At the regional and national level, the GGCA interventions are not yet consolidated and sustainable. Without continued support, the ccGAPs and gender strategies are unlikely to be implemented, and a number of short-term activities are unlikely to have a lasting influence, unless the processes embarked upon are followed through. The Alliance and its Secretariat are not yet consolidated and sustainable structures, and remain primarily dependent on programme funding and remains largely driven by programme partners.

Performance assessment		
Criterion	Assessment	Score (1-5)
Relevance	High/above expectations	5
Efficiency	Medium/meets expectations/satisfactory	3
Effectiveness	Medium/meets expectations/satisfactory	3
Sustainability	Medium/meets expectations/satisfactory	3
<b>Overall</b>	<b>Medium-high/satisfactory/somewhat above expectations</b>	<b>3.5*</b>

*\* Scores are not calculated arithmetically; they are qualitative assessments*

#### 1.4 Main recommendations

The key recommendations are presented in this Chapter. All recommendations and also broader lessons learned are presented in the related chapters and compiled overviews of these are provided in Annexes 8 and 9.

- Focus on the implementation of climate agreements, especially ensuring gender responsiveness of regional and national climate change policies, plans, budgeting, and climate investments/projects.
- Focus on climate finance, i.e. a) ensuring that global finance mechanisms are gender responsive in their implementation, and b) ensuring that work on making countries climate finance ready also addresses gender issues in the implementation of CC interventions.
- Focus on consolidation of the results achieved and the processes that have already been initiated, to a) ensure that the intended results/outcomes (and impact) are fully achieved and sustainable – but

only when there is a real potential to achieve the intended and tangible results.

- Carefully analyse the processes and results achieved, and focus resources on the more promising ones, where there is a good chance of achieving success and sustainability within the remaining time frame. This analysis should also take into account the extent to which the interventions contribute to the higher objectives of GGCA.
- Focus on following continuous processes through rather than one-off activities, especially at the regional and national levels.
- Focus only on activities, which directly relate to gender mainstreaming in CC policy and planning processes.
- Do not start new interventions, unless they contribute to the consolidation of what has already been done in a tangible and significant way.
- Significantly enhance collaboration between the implementing programme partners in relation to country level activities, and the sharing of information, knowledge, lessons and approaches.
- Focus on fewer UNDP countries/projects and increase the funds allocations, to at least USD 60,000 per country.
- Ensure that WDF participants are systematically linked to GGCA country level interventions, including UNDP interventions.
- Consider to develop approaches to maintain contact to the experts trained and provide support to them.
- For Phase 4, prepare a joint logframe for all partners with: a) clearly defined activities and results for each partner; and b) SMART outcome indicators, with baselines, targets and means of verification established.
- Establish a system for measuring outcome indicators.
- Advocate within UNDP for new instruments that can allow for the provision of funding for periods longer than three months for NGOs; or develop means of flexibility that facilitates more long term planning and implementation.
- Develop a more democratic and formalised management structure for the Alliance.

## 2 Introduction

### 2.1 Purpose of the evaluation

The evaluation is being undertaken in order to assess the progress and results of the Programme: “*Gender-responsive Climate Change Initiatives and Decision-making*”. The evaluation covers the recently concluded Phase 2 of programme implementation (July 2010 – June 2012), as well as Phase 3 (July 2012 – June 2014) up till the date of this evaluation.

The purpose of the evaluation is to assess whether and to what extent the planned objectives, outcomes and results of the Programme have been, or are being, achieved as a result of the GGCA partners’ work. It focuses on global, regional, and national level activities on gender and climate change,

including key areas such as capacity building, awareness raising and advocacy, strategy development, and support in implementing policies and initiatives at the international and national levels. The evaluation also analyses the relevance, efficiency, effectiveness and sustainability of the programme. Moreover, recommendations are made for the future implementation of the Programme and broader lessons, which can inform other interventions, are captured.

The Terms of Reference (ToR) for the evaluation are provided in Annex 10 (Inception Report Annex D).

## **2.2 Approach and methodology**

The Programme is evaluated on the basis of the OECD/DAC evaluation criteria: relevance, effectiveness, efficiency, and sustainability. The “impact” criterion is not included, as the programme is a policy and advocacy programme, so impacts are linked to the translation into on-the-ground interventions of the international agreements and funding mechanisms, as well as national policies and plans. The Inception Report contains more detail on the methodology and can be found at Annex 10.

The programme evaluation methodology comprises the following main elements:

- Review of relevant project and programme documentation
- Individual interviews in person or by Skype/phone with a sample of key stakeholders including government representatives; GGCA members; UNFCCC members; the GGCA Secretariat, Steering Committee and Programme Board; and international agencies. The full list of interviewees is found at Annex 3.
- Short questionnaires were submitted to the following categories of stakeholders (questionnaires are to be found in Annex 4):
  - Participants in IUCN training of trainers (ToT)
  - WDF participants
  - Cadre of Experts
  - GGCA Advocacy team
- Visits to four countries: Bangladesh, Viet Nam, Liberia and Kenya (see the Inception Report Annex D) for the country selection criteria used)
- Analysis and report writing

## **2.3 Key questions, scope and limitations of the evaluation**

Overall questions that served to guide the evaluation included, but were not limited to, the following. These questions were found in the initial ToR and further developed in the Inception Report:

- Were stated programme objectives, outcomes and results achieved?
- What were challenges in achieving the objectives, and how could they be addressed in the future?
- What factors have contributed to achieving, or have undermined, programme objectives?
- How did collaboration and synergies between partners and different project activities affect achieving programme objectives?

- How can programme objectives be optimized?
- What are gaps and entry points for future activities to achieve gender-sensitive policies and programmes on the global, regional, and national level?
- What are good practices and key lessons from the programme?

These questions were developed further by the consultants during the interview process, and included, but were not limited to, the following:

- Comparison of the differences in the logframes for Phases 2 and 3 of the Programme, and formulation of recommendations in view of a fourth phase with a focus on the effectiveness and monitoring component
- Effectiveness of the national-level work implemented under the Programme, especially from the point of view of integrating a gender approach in national-level decision-making, its implementation and long-term sustainability, and identification of the most effective modalities in this respect
- Effectiveness of the Women Delegates Fund (WDF) support and formulation of training
- Provision of recommendations in relation to the general structure of the Programme

The evaluation was affected by the following limitations:

- The number of days made available for the evaluation limited the number of stakeholder interviews that could be conducted
- Time and budget constraints allowed only four countries to be visited
- There was a modest to low response rate to some of the questionnaires
- Limited and unsystematic monitoring of the programme indicators, especially at the outcome level
- The absence of a Programme Manager for three of the five months of the evaluation process affected the coordination of partner inputs to the analysis
- The country visit to Bangladesh was interrupted by the two day general strike, which forced the cancellation of several interviews

### 3 Description of the programme

#### 3.1 Background and context

Prior to the United Nations (UN) Climate Change Conference held in 2007 in Bali, Indonesia, representatives of the International Union for the Conservation of Nature (IUCN), the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), and the Women's Environment and Development Organization (WEDO), came together to address an emerging issue – gender and climate change. These institutions recognized that global policies and strategies on climate change did not yet incorporate a gender perspective and agreed on the need for a coordinated strategy. The result was the formation of the Global Gender and Climate Alliance (GGCA), which was publicly launched at the 13<sup>th</sup> Conference of the Parties (COP) held in Bali in 2007. As of September 2013, the GGCA has grown to include 91 member organizations, including UN agencies, Intergovernmental Organizations (IGOs), and civil society organizations (CSOs).

The Alliance was designed to be a structure that provides a space for various stakeholders to work together on a specific issue in a collaborative manner. It was a new approach to bring together UN agencies (UNEP and UNDP), an intergovernmental organisation (IGO) (IUCN), and an NGO (WEDO) in a joint Programme.

Under the theme “Gender Responsive Climate Change Initiatives and Decision-making”, the Programme comprised three projects, each led and implemented by a different partner organization: IUCN; UNDP; and WEDO. While UNEP was of the Programme Phases 1 and 2, UNEP is not part of Phase 3, but remains a member of GGCA and a permanent member of the GGCA Steering Committee (SC). The first phase of GGCA activities began in 2007 and was completed in 2009. This phase was geared primarily toward knowledge generation, capacity building, and outreach and policy advocacy on this issue.

The second phase of activities spanned from 2010 to 2012 and built on previous achievements. Phase 2 of GGCA's activities covered two complementary objectives to advance the simultaneous achievement of gender equality, women's empowerment and climate change goals:

1. Integrate a gender perspective into policy and decision making in order to ensure that the UN mandates on gender equality are fully implemented
2. Build capacity at all levels to design and implement gender-responsive climate change policies, strategies and programmes

The on-going, Phase 3 of activities (2012-2014) builds on the previous phases and is intended to move towards greater action, targeting the promotion of women's leadership from local to global levels and to promote the successful inclusion of gender in global, regional and national climate change agreements, policies and activities.

### 3.2 Rationale and intervention logic

The goal of the GGCA is to ensure that climate change policies, programmes and initiatives are gender responsive. The Programme was designed with linkages between the below objectives and the vision assumed that they could not be achieved in isolation. The GGCA programming intended to ensure close integration, coordination and collaboration among the components and their implementing agencies.

The following are the objectives and main strategies for Phases 2 and 3.

#### **Phase 2:**

Objective 1: Integrate a gender perspective into policy, *finance* and decision making in order to ensure that the UN mandates on gender equality are fully implemented.

*[Note: finance was part of Objective 1 for the Danida support, but not included in the support from Finland.]*

Strategy 1.1: Advocacy for the establishment and implementation of global agreements on gender and climate change

Strategy 1.2: Promote the leadership of women government delegates in UNFCCC negotiations through the Women Delegates Fund

Strategy 1.3: Organize global trainings for governments, UN staff, civil society, and international institutions

Objective 2: Build capacity at all levels to design and implement gender in national and global climate change initiatives.

Strategy 2.1: Advocacy and training at national level to integrate gender in climate change plans and decision-making

Strategy 2.2: Technical support by cadre of experts to integrate gender in national and global climate change initiatives

#### **Phase 3:**

Objective 1: Integrate a gender perspective into the post 2012 UNFCCC agreement and relevant programme decisions as well as other international, regional and national policy and decision making related to climate change

Strategy 1.1: Integrate a gender perspective into international policy and decision making in order to ensure that the UN mandates on gender equality are fully implemented

Strategy 1.2: Integrate a gender perspective into policy and decision making at the national and regional levels

Objective 2: Promote the leadership of women at global, regional and national levels through the Women Delegates Fund

Strategy 2.1: Enable women delegates to participate effectively in climate change dialogues/negotiations and decision-making

In order to achieve the above objectives, IUCN, UNDP, and WEDO implement a set of complementary activities that are centred on the following:

- Influencing UNFCCC agreements and mechanisms to ensure gender responsiveness. Key activities:
  - Advocacy strategy and technical support to key stakeholders
  - Awareness creating and capacity-building events and workshops
  - Financial and capacity-building support for selected women delegates
  - Collaboration with, and technical advisory for, UNFCCC Secretariat and climate financing mechanisms
- Supporting and building the capacity to include gender in climate work, especially at regional and national levels. Key activities:
  - Capacity building for experts and trainers by conducting training of trainers and establishing a Cadre of Experts
  - Targeted support for the inclusion of gender perspectives in UNDP country-level climate projects
  - Facilitating the preparation of national and regional climate change and gender actions plans and strategies
- Establishment and facilitation of a Secretariat to serve the GGCA members.

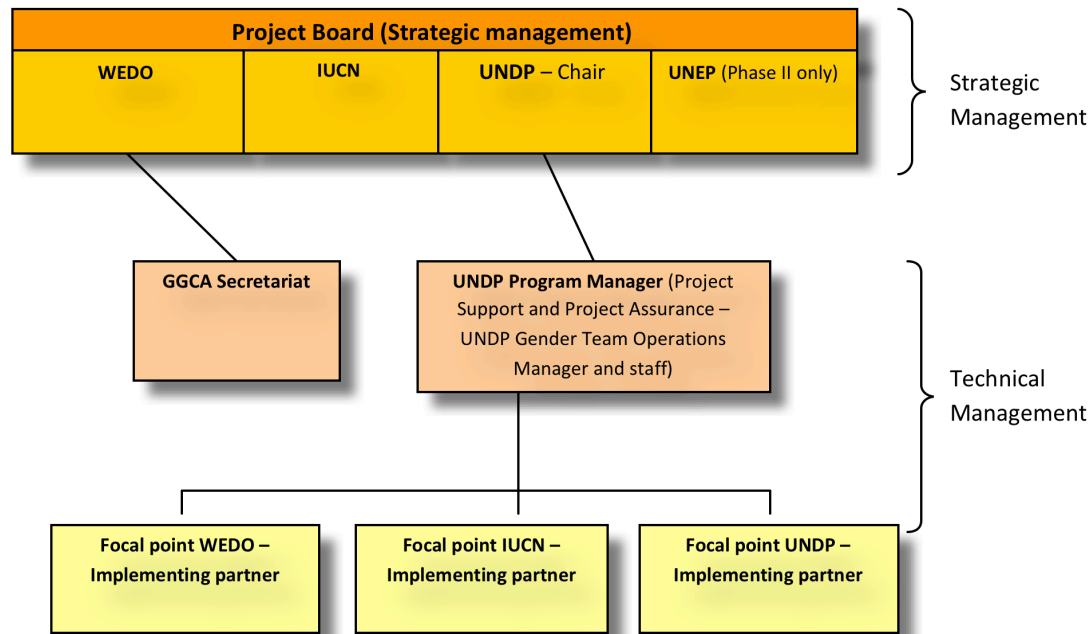
The Programme supports a number of interlinked and mutually re-enforcing initiatives designed to integrate a gender perspective into policies and programs at the global, regional and national levels. For example, the technical support and advocacy (facilitated by WEDO and engaging mainly women civil society leaders) has worked with governments on substantive gender equality recommendations in the context of extremely technical and difficult global negotiations.

The global trainings have strong linkages to other objectives supported under the GGCA joint programme, including the WEDO lead WDF, and national level activities, such as the development of national strategies by IUCN and UNDP. By developing their knowledge and capacity in the area of gender and climate change, negotiators are better equipped to promote the mainstreaming of gender in climate change initiatives at the national level. Through ongoing trainings, the overall GGCA project attempts to establish partnerships and develop relationships, which can be leveraged to support national-level initiatives, complementing existing relationships.

While global agreements provide the international framework for global action on climate change, the implementation of these agreements takes place at the country and regional levels. At the country-level, national policies and strategies provide frameworks for action on climate change. To ensure that international mandates for gender mainstreaming are realized on the ground, the GGCA works with governments, civil society and international organizations to take gender considerations into account in national and regional level activities.

### 3.3 Management and implementation arrangements

The below organigram depicts the management and implementation arrangements of the Programme.



The joint Programme is managed by a Programme Board consisting of UNDP, UNEP (Phase 2 only), IUCN and WEDO with representation of both Senior Directors and programme staff. The Programme Board is responsible for overseeing the strategic management of the programme (incl. financial allocations and budget decisions), holding in-person meetings twice annually with regular teleconferences to assess progress, and providing guidance to the Programme. UNDP is the grant recipient for donor funds from Finland (and Denmark in Phase 2) and has the overall fiduciary responsibility, and the responsibility for technical and financial reporting to the donor(s). UNDP distributes the funds to the lead partner for each activity following the individual programme documents (prodocs) (Phase 2) and work plans for each partner (UNDP, IUCN, WEDO) and the decisions of the Board. Each partner was responsible for implementation of its respective component. The joint programme is managed on a day-to-day basis by a Programme Manager appointed by UNDP but acting on behalf of all partners in fulfilling the duties within this role; the Programme Manager position is working 80% and GGCA and 20% on UNDP (the Programme covers 80% of the costs, UNDP 20%).

Specific activities and lead institutions are discussed and decided upon by the Programme Board during project implementation. There are no restrictions on all partners working together in all regions, or any partner working in any region.

Regarding implementation activities, each of the three implementing partners focus on different activities, albeit with complementarity, crossover,



collaboration, and joint activities. WEDO leads the advocacy strategy and technical support for mainstreaming gender equality in the UNFCCC process and other processes (e.g. Rio+20), implements the Women Delegates Fund (WDF) and hosts and administers the GGCA Secretariat and Coordinator. IUCN leads global orientation sessions, capacity building and national level work primarily in Latin America, the Caribbean, and the Arab States, but is also implementing interventions in Africa and Asia. UNDP is leading activities in the area of climate finance and national level work in Africa and Asia-Pacific, while IUCN also works in the area of climate finance. IUCN and UNDP both work separately on the development of gender sensitive national strategies and policies. All partner institutions contribute to mainstreaming gender in national level programmes and projects and knowledge and information sharing at the regional level. All three partners have taken leadership roles in different aspects of the policy area, such as the organisation of side events at international climate meetings, organising and participating in trainings, numerous publications and policy documents.

A separate Steering Committee (SC) has been established to lead the GGCA, but has no direct role in relation to the oversight and management of the Programme. The SC initially comprised the programme partners (UNDP, IUCN, WEDO, UNEP), but was expanded in Phase 3, with the addition of three NGO members (CARE, ENERGIA and WOCAN). The four initial members have permanent seats at the SC and the right of veto, whereas the three additional seats are rotating and elected by the GGCA members. The SC oversees the work of the GGCA Secretariat, provides strategic direction, engages in planning, guides institutional development, and sets criteria for membership. It does not make budgetary decisions for the Programme, but provides budgetary guidance for the GGCA Secretariat on its use of resources. The GGCA Secretariat, led by a Coordinator, implements the planning, membership, networking and communications of GGCA, and coordinates communication and collaboration across the Steering Committee and GGCA members.

### 3.4 Main stakeholders

The table below provides a brief overview of the role of different stakeholders in the programme.

In line with the programme activities outlined in the previous chapter, the implementing partners on behalf of GGCA implemented an advocacy strategy and conducted technical support, awareness raising and capacity building activities, and supported the development of international and national climate change policies and strategies through multi-stakeholder processes.

The table below provides a brief overview of the role of the key stakeholders in the programme.

Stakeholder	Involvement in programme
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UNDP	Programme implementing partner and Programme Board member. Responsible for overall programme management and administration. Hosts Programme Manager. The Gender Team of the Bureau of Development Policy is lead department, and regional offices and country offices (COs) are involved in specific activities.
IUCN	Programme implementing partner and Programme Board member. The Gender Office is lead department, whereas regional offices and country offices are involved in specific activities.
WEDO	Programme implementing partner and Programme Board member. Hosts GGCA Secretariat. Manages WDF.
UNEP	UNEP implementing partner in Phases and 1 and 2, but not in Phase 3 due to gender capacity constraints. Permanent member of GGCA Steering Committee.
Government of Finland	Principal donor financing Programme.
Government of Denmark	Donor providing additional funds for Phase 2.
GGCA Programme Board	The Programme board provides the management to the Project: UNDP, IUCN and WEDO.
GGCA Steering Committee	The Steering Committee comprises the Programme Board and UNEP as permanent members, and three rotational GGCA members (currently ENERGIA, CARE and WOCAN).
GGCA Secretariat	The governing body of GGCA, hosted by WEDO.
GGCA Members	The 91 members institutions of GGCA are involved in multiple ways: all receive information from the GGCA Secretariat, some are in GGCA thematic working groups, and some are involved in programme activities: as advocates, trainers, resource persons, national country partners. Three are representatives in GGCA board. Many of them do their own work on gender and climate change and serve to broaden the base and the reach of the GGCA.
Advocacy Team (WEDO)	The Advocacy Team comprises gender experts from every region around the world and carries out advocacy and technical support activities at COPs and other international CC meetings.
WDF participants	Delegates from governments or civil society participating in Parties' CC Delegations.
Cadre of Experts	Technical experts trained by UNDP, involved in some programme activities and serving as a resource pool for technical assistance to UNDP on gender and climate change issues.
ToT participants	Technical experts trained at the regional or national level by IUCN.
National Governments	Several national governments have been involved in the GGCA through the climate change negotiations where they have participated in trainings, negotiators on their teams attended WDF trainings, participated in the development of the ccGAPS or national climate change strategies and plans, etc. GGCA has worked with national governments to develop gender and climate change policies, plans, legislation and strategies.
Country level workshop participants	Members of governments, NGOs and CSOs, academics, participating in trainings provided for e.g. by IUCN on the ccGAPS or UNDP on country programmes.
UNFCCC Secretariat	The partnership with the UNFCCC Secretariat is to support the mainstreaming of gender considerations into the work and processes under the Convention.

## 4 Findings

### 4.1 Programme management

#### 4.1.1 Management, administration, and coordination

The Government of Finland is generally satisfied with the management and administration of the programme; they find that UNDP is good at communicating with them and ensuring reports are submitted to them. The results achieved by the programme also indicate that the programme management by the partners has generally been quite good, especially in relation to the implementation of their own activities.

Nonetheless, the implementation of the Programme has been affected by tensions related to the programme management. However, it is noted that the partners unanimously report that the issues have now been fully resolved. The key areas of tension appear to have been related to:

- The dual role of UNDP as implementing partner and overall programme administrator
- Sharing of information

It has not been possible for the Evaluation Team to get a clear picture due to differing views, but it is the impression that the tensions cannot be attributed to one specific partner, but were a result of a combination of factors:

- Partners expecting an equal partnership while choosing one partner as the entity with overall fiscal and administrative responsibility for the programme.
- Communication and interpersonal issues, which to a large extent were carried over from the Phase 1 of the programme.

In April 2013, UNDP's Office of Audits and Investigations initiated an external audit, which included a governance audit of the programme management. Overall, the programme management was found partially satisfactory. The partners report that all the issues found by the audit have been addressed.

#### **Coordination and collaboration**

The audit found that collaboration has been good in many areas, especially in relation to global level interventions. However, it also found that there is still much scope for better coordination, especially at the country level, and of sharing of lessons and approaches between the partners. The findings of the Evaluation Team are similar. In relation to global activities and to some extent regional level activities collaboration appears to have worked well, e.g. in relation to a) the capacity building for WDF delegates, b) joint inputs to the work of the Advocacy Team, c) joint events at COPs, d) work on influencing climate finance mechanisms, and e) some regional trainings (ToTs). IUCN and WEDO in particular collaborated, e.g. as IUCN had a leading role in building the capacity of delegates, including those supported by the WEDO managed WDF. UNDP's Gender Team supported and contributed to GGCA efforts at the COPs and other global events (even COP18 and Rio+20, where the Gender Team could not participate).

However, in relation to the national and to some extent the regional interventions coordination has been more limited. It appears that there was little sharing of information on country level activities, lessons learned and approaches and tools developed, except in Nepal, where the partners collaborated on capacity building. One example of this is that IUCN's ccGAP work in 13 countries and regions and UNDP's work on Gender Strategies in Kenya and Cambodia was in many ways similar in focus and approach – however, there was not any sharing on the lessons, tools and approaches between the two agencies, so there appears to have been a duplication of efforts in terms of developing methodologies/approaches. At the regional level, the UNDP Cadre of Expert Trainings and IUCN ToTs were mostly carried out independently in Phase 2 without collaboration, cross-fertilisation or sharing of training contents and lessons – and UNDP's roster of its Cadre of Experts and IUCN's list of trainers are not linked. Moreover, neither IUCN nor UNDP appears to be effective in ensuring that country office staff of one is aware of country level implementation by the other – for example, the UNDP CO climate change staff interviewed in Bangladesh were not aware of the ccGAP supported by IUCN, although the UNDP CO also had GGCA activities and had been visited by IUCN and invited to participate in the ccGAP process. UNDP CO staff had in a number of countries participated in the ccGAP process just like other in-country stakeholders, but without a clear linkage to the UNDP component of the Programme. Another example is that in the selection of WDF delegates, WEDO collaborated with governments in the identification, but some governments have been better than others at ensuring the right people are on board, although WEDO has put in place mechanisms to ensure that as much as possible the right candidates are selected. Although UNDP and IUCN have on some occasions been consulted in the selection process, a systematic involvement in all countries of UNDP and IUCN Country Office staff (CC and gender experts) with their intimate local knowledge could perhaps have assisted in identifying or vetting the candidates.

#### **Recommendations:**

- Significantly enhance collaboration between the implementing programme partners in relation to country level activities, and the sharing of information, knowledge, lessons and approaches.

#### **Lessons learned:**

- It can be challenging to have one partner in an equal partnership as the grant recipient and fund manager. When partners see equality as important, the management modalities must be considered carefully. In such cases, it may be a better option to engage a credible external entity as fund administrator.

#### **4.1.2 Monitoring and reporting**

The overall guiding documents for both Phase 2 and Phase 3 are the proposals submitted to Finland and Denmark (Phase 2 only). These proposals each provide results frameworks/logframes, which comprise two objectives and 4-5 strategies to deliver the objectives. Under each of the strategies, a number of intended results are identified, as well as activities and indicators.

The activities and indicators for the Phase 2 proposals to Finland and Denmark under those of the strategies they share are generally the same, but with some differences. However, it is not specified which result each activity goes towards, nor is it specified which results or activities the indicators are intended to measure. Moreover, the indicators provided are output oriented and not outcome oriented. No targets are defined for the indicators, nor are any baselines provided. Furthermore, objective 2 for Phase 3 is rather an outcome than an objective.

For Phase 2, each of the three partners had their own project document (prodoc), which had its own logframe. These logframes had their own sets of results, activities, and indicators – some of these, but not all, mirrored those in the overall proposals. The individual partner prodocs specified baselines and targets, although these were not specifically linked to particular indicators. There was a tendency of the indicators and targets to be output oriented rather than outcome oriented, even for those indicated at the outcome level. For Phase 3, no partner prodocs were produced.

The principal monitoring tool has been progress reports, where each partner on a quarterly basis provided a narrative (and financial) description of the implementation progress for their respective activities and their immediate outputs (UNDP did not prepare quarterly reports prior to 2011). The Phase 2 quarterly progress reports submitted by IUCN and WEDO provided information on the progress against activity/output related targets, but not on the outcome indicators and targets – however, the target reported against did not always correspond to those in the logframes in their respective prodocs. UNDP progress reports did not report directly against targets. No targets were identified or reported against for Phase 3.

On the basis of the quarterly report from each partner, an annual report is compiled by the Programme Manager. The annual reports are structured in accordance with the objectives and strategies in the proposal logframes, but not the activities. They do not report (systematically) against the indicators of the logframes. Moreover, the narrative descriptions focus on the strategies, but do not report against the objectives. It is also noted that no final report was prepared for Phase 2 – so the overall progress and results were not compiled in an analytical way.

Compared to the modest size of the project budget, the reporting system with both quarterly and annual reports, often with detailed narrative descriptions, appears overly elaborate and time consuming. Implementing partner staff confirms that the reporting is indeed time consuming. The evaluation team finds this to be exacerbated by some inefficiencies in the reporting system:

- The quarterly and annual reports are made against different logframes, so it is time consuming to prepare the annual report in line with the overall proposal documents
- Reporting templates have changed forth and back
- In addition to the 2010 and 2011 reports, an additional annual report was prepared for mid 2010 – mid 2011, meaning that this period was double reported

Nonetheless, some efforts have been made by the programme partners to capture results, but they appear not to be systematically applied or reported:

- The inclusion of gender in the texts of international agreements has been counted/described in relation to COPs. WEDO has in collaboration with the GGCA Secretariat compiled gender texts, including those from Cancun, Durban and Doha (COP 16-18). However, this publication is not intended as a monitoring tool, and the attribution to/contribution of GGCA is not recorded systematically, although WEDO staff says that they can often recognise text proposed by WDF delegates or they know whom the proponent of a given text was, so it does appear possible to track GGCA's contribution, at least partially.
- After trainings, participants are asked to fill evaluation questionnaires – but there is no post-training monitoring of the actual use of the skills imparted.
- Post meeting evaluation discussions are made with WDF delegates and focal points, and WEDO follows the WDF participants in terms of tracking changes in their roles and functions in delegations.

Overall, the evaluation team finds that while the monitoring system tracks activity progress, it does not capture the outcomes and results of the programme and is hence not able to provide sufficient strategic guidance to serve as an input to ensure effective results-based project management. This also makes it a challenge for the implementing partners to clearly identify and articulate the outcomes and higher-level results achieved.

However, both UNDP and IUCN report that they also use their internal monitoring systems to track results and guide implementation. The UNDP Gender Team includes the GGCA project in their reporting against their overall Gender Team targets, and country level activities are captured in CO monitoring. IUCN also has an internal monitoring system, where they reportedly capture some of the project results. But these monitoring efforts appear not to be used for the project monitoring or reported to the programme board or the donor(s).

### **Recommendations:**

- For Phase 4, prepare a joint logframe for all partners with:
  - Clearly defined activities and results for each partner
  - Results/outcome indicators, with baselines, targets and means of verification established
  - Ensuring all the indicators at the outcome level are results oriented and not output indicators and are SMART
  - Activity/output indicators and targets linked directly to the activities
- Establish (and allocate financial resources for) a system for measuring SMART outcome indicators, including post-intervention measuring (e.g. to track the use of skills imparted in trainings, implementation of ccGAPs and other strategies/tools, use of knowledge products, etc.)

- Establish a simplified and efficient reporting system:
  - Abandon quarterly narrative/technical reporting for partners and replace with annual or six-month reports
  - One common format use by all partners, so entries from each partner can be compiled without reformatting
  - Include overview table in report format, where all indicators and targets are tracked/reported against
  - Compile a completion report for each Phase, which also includes an analysis of the results/outcomes, challenges and lessons (from Phase 3 and onwards, but also capturing lessons from Phases 1 and 2)

#### Lessons learned:

- For partnership projects, it is important to establish a joint monitoring and reporting framework, which is results-oriented. Otherwise, there is a risk that reporting becomes overly time consuming and elaborate, but still not sufficiently capturing results.

#### 4.1.3 Budget, spending, financial management, and financial reporting

The table below indicates the total budget for Phase 2 and Phase 3 provided by the donors (Finland (F) and Denmark (DK)), and how the funds were allocated among the implementing partners.

Phase	Donor	Total		UNDP* USD**	IUCN USD**	WEDO USD**
		EUR/DKK	USD			
Ph 2	F	EUR 2.6 mill	3,335,271			
	DK	DKK 4.0 mill	739,836			
	<b>Total</b>		<b>4,075,107</b>	<b>1,397,666</b>	<b>1,042,648</b>	<b>1,634,793</b>
Ph 3	F	EUR 2.6 mill	<b>3,325,210</b>	<b>1,144,054</b>	<b>794,938</b>	<b>1,386,218</b>

\* UNEP did not have a budget allocation, their inputs were financed by UNDP  
 \*\* Total figures including administrative overheads

The grants provided by the donors to GGCA were disbursed to UNDP (who administered the funds) in tranches on a roughly annual basis (two tranches from Finland in Phase 2 and three tranches in Phase 3, and two tranches from Denmark in Phase 2). UNDP would then disburse funds to IUCN and WEDO on a quarterly basis, based on annual work plans and after receiving financial reports/expenditure statements from the previous quarter.

It is beyond the scope of this evaluation to provide a detailed overview of the expenditures on each activity type and budget line, but two important expenditure items are presented in the table below.

Programme staff: Three positions are funded by the programme:

- Programme Manager, employed at UNDP. 80% of the position is financed through the programme for overall programme management and administration, and 20% is funded by UNDP for other tasks.
- GGCA Coordinator, administered by WEDO, managing the GGCA Secretariat.
- WDF Special Advisor, employed by WEDO, but selected by Finland.

- Programme funds are also used for contributions to the salaries for IUCN and WEDO staff working on the programme.

WDF: USD 855,226 in Phase 2 and USD 800,000 in Phase 3. Covers travel costs and support for women delegates at COPs and other UNFCCC meetings, capacity development, networking, coordination, and a technical advisor.

It is noted that the WDF Special Advisor employed by WEDO was not recruited on a competitive basis, but pre-selected by the donor, which could raise the impression of undue influence by the donor. While the Special Advisor was well qualified for the job, a competitive recruitment process would have been more appropriate and transparent.

In April 2013, UNDP's Office of Audits and Investigations initiated an external audit of the programme management and financial expenditure of each partner under Phase 2. The external auditors generally found the financial management and use of programme funds of the partners satisfactory. However it did for each partner find some aspects, which were not fully satisfactory. Some areas (e.g. disbursement procedures, overheads and administrative cost recovery, financial reporting, and information sharing) have also contributed to the above described programme management tensions. Some of these are captured in the audit report. Partners report the issues as well as the concerns raised in the audit report have been solved. However, two issues remain:

- Reclassification by UNDP of the Programme Manager position from consultant positions to staff positions will in the future increase the cost of the position.
- Fund disbursements for three-month periods only. IUCN and WEDO finds it very difficult to prepare for activities beyond three months, as they cannot sign contracts or process payments in advance, due to the requirement of quarterly financial statements before further funds are released. UNDP does not have a mechanism that allows for advancements of funds for longer periods than three months to NGOs/non-UN institutions.

#### **Recommendations:**

- Advocate within UNDP for the establishment of new instruments that can allow for the provision of funding for periods longer than three months for NGOs. If this is not possible, develop other means of flexibility that facilitates more long term planning and implementation of activities that run for longer periods.
- Look carefully at the programme related administration cost recovery by all partners and see if any adjustments are need. This could done by an independent financial specialist.

#### **Lessons learned:**

- It can be challenging to have one partner in an equal partnership as the fund administrator. Even if the financial management is found sound by external auditors, there can be tensions around administrative requirements, disbursements, sharing of information and administrative overhead.



## 4.2 Progress and results

A broad range and large number of interventions and activities were implemented under the programme. This chapter will not provide a full account of the progress on all types of interventions, but rather provide an assessment of the main activities carried out and the main outputs and results achieved. An overview of the main intervention types of each partners and their relationship to the logframes is presented in Annex 1.

### 4.2.1 Influencing UNFCCC agreements

#### 4.2.1.1 Events and workshops

A significant component of the Programme is to organise side-events at global meetings, and host events to launch GGCA publications. High-level participants, such as ministers and head of international organisations, have often participated, e.g. as panellists in GGCA events. GGCA organised events are widely seen (by people interviewed by the Evaluation Team and questionnaire respondents) as having increased the understanding and adoption of gender into climate change agreements and were influential in the adoption of the Gender Decision. GGCA have organised, engaged in, and carried out numerous events and workshops in Phases 2 and 3. A few select ones will be noted in this chapter, highlighting events at the UNFCCC COPs.

All partners and the GGCA Secretariat were engaged in the COP 18 at Doha, in different ways: organising side events and workshops, launching flagship publications, and supporting and training women delegates. In addition, partners collaborated closely and worked jointly towards the objective of gender-responsive decisions and negotiation outcomes. Broadly speaking, IUCN focused on training, the GGCA Secretariat focused on advocacy, and WEDO did both advocacy and training.

GGCA and WEDO worked with Gender CC and LIFE to co-host a high-level special event: “Gender for Climate Innovation: Breakthrough Changes for Gender Equality”. The three-hour event was held at the COP18 in 2012. This was the first designated “Gender Day” at a UNFCCC COP “to raise awareness of gender and climate change issues and celebrate women and the role they play in addressing climate change”. The gender day at the COP is seen by a number interviewees as “*huge and gives a great deal of political momentum*”.

Also at COP18, GGCA and IUCN co-organized with Liberia, Nepal, the Ramsar Convention, and the Center for Environment and Development for the Arab Region and Europe the side event “Change we can believe in: Countries Making a Difference through Gender-responsive Climate Change Frameworks”. During this event, with 75 participants, IUCN launched its flagship publication “The Art of Implementation – Gender Strategies Transforming National and Regional Climate Change Decision-making”. Moreover a number of high-level panellists contributed to the event. According to a Liberian participant, the side event was very successful as many countries subsequently asked about how to develop a ccGAP. Technical support was provided by WEDO and IUCN on behalf of the GGCA. Securing

a side event at a COP is a very competitive process so being able to host one could be seen as a significant achievement, which contributes to awareness raising and knowledge sharing.

WEDO, supported by the GGCA Secretariat, identified three priority messages that the members reflected on. The GGCA Secretariat and GGCA members distributed the messaging on GGCA postcards at gender-relevant events.

At Rio+20, WEDO hosted several advocacy trainings, and the GGCA partners participated in awareness-raising events and a high-level awards ceremony convened by the GGCA Secretariat and GGCA partners. In one event the speakers were Mary Robinson, UNDP Administrator Helen Clarke, and the Minister of Environment from Liberia. The partners identified RIO +20 as a significant opportunity in 2012 to sustain support for gender equality in sustainable development policy-making, network with important governments and other stakeholders, meet with GGCA members and allies, and organize advocacy and awareness-raising events.

On 14 May 2013 a live Twitter chat with UNFCCC Executive Secretary Christiana Figueres was hosted by the GGCA Secretariat and focused on the key objectives of the Gender Decision. Over 200 Twitter participants contributed nearly 700 Tweets during the one-hour chat, creating a resource of experience and research shared through links to stories, videos and data on women's participation and key contributions to effective climate policy and practice, and the new UNFCCC gender webpage was showcased. This was the 2<sup>nd</sup> Twitter chat convened by the GGCA Secretariat. The 1<sup>st</sup> Twitter chat brought together GGCA climate finance experts to consider gender equality and climate finance.

During the UN Climate Change Conference in June 2013 (SB 38), UN Women, MRFCJ, the GGCA Secretariat, and the UNFCCC secretariat organised a side event on promoting gender balance and the empowerment of women in the UNFCCC process. This event brought together Parties, observers, UN System entities, experts, civil society representatives and other stakeholders who shared insights and discussed efforts to strengthen gender balance, enhance the empowerment of women in the UNFCCC process, and advance gender-sensitive climate policy.

Stakeholder interviews reveal that the GGCA events have been instrumental, as reflected in the following quotes: *“the main work and the basic work was done by GGCA and the project, adding layers, and influencing high levels.”* Further, that *“without the GGCA partnership – usually people do not see why gender is important for CC, until you show them the principles and ideas. Then people can start working on it easily – once they understand the idea behind it. So the seminars and workshops have been really important for laying the foundations.”*

#### **Recommendations:**

- Broaden workshops and events to include other GGCA members as co-organizers to allay some of the costs, enhance the potential outreach, and develop longer-term partnerships.

#### **Lessons learned:**

- High-level events are important at the COPs to develop ongoing support and leadership.

#### **4.2.1.2 Strategic advocacy and technical support**

The advocacy strategy evolved over the course of the Programme and was increasingly broadened to include and take advantage of the vast expertise across the expanding and consolidated GGCA membership. The overall work on advocacy is broad and comprised technical analysis, and outreach to Parties and stakeholders. It includes establishing an advocacy team, targeted technical support to negotiators, monitoring country positions, developing strategic relationship with national delegations, lobbying, advocacy positioning and networking. All three partners engage in advocacy, and WEDO is leading the technical support to Parties, with a focus on the UNFCCC process but also in other spaces. This section will in particular focus on the work undertaken by the advocacy team (AT) as a tangible example of the advocacy undertaken.

Under WEDO's leadership and facilitation, with support from a range of GGCA members from international NGOs, UN Agencies, and IGOs, the predominantly civil society-comprised advocacy team (AT) built strong relationships with Parties and delegates from multiple regions. WEDO and other advocates have also supported larger member organizations of the GGCA (such as Oxfam and CARE) to give more prominence to gender in their institutional mandates and programming to address climate change.

From the inception of the GGCA, WEDO began to assemble a team of experts to provide consistent technical support to negotiators at the UNFCCC. Advocates have been diverse in their expertise, nationalities, languages and levels of engagement, most having strong experience at the global policy-making level. From 2009, dedicated advocacy team members with particular technical and networking skills worked with women delegates and their colleagues, to discuss strategy ideas, draft submissions and provide support in various activities aimed at integrating gender concerns into the negotiating streams. In Phase 2, the AT was very active, as it was a priority area for the Danish support; however, in Phase 3, the funds available for advocacy and related travel costs had reduced; thus the activity level of the dedicated AT significantly reduced and moved into a regional focal point model (described below). Nonetheless, WEDO maintained its advocacy engagement, e.g. with its advocacy strategy, WDF related advocacy, and dialogue with delegations.

Advocates became members of the team through an application process, committing to specific Terms of References (ToRs) that included participation in daily informal meetings, de-briefings on the negotiation process, and engaging with a broad range of advocacy focal points from various organizations and regions. As noted by one of the members of the AT

responding to the survey conducted by the evaluation Team, *“the overall goal was to ensure that CC decisions included gender sensitive policies, strengthened the capacity of both negotiators and civil society on the importance of the link between CC and gender; and to increase the number of gender ‘champions; in CC negotiations.”* The selection of AT members represented a wide range of expertise, as noted by another respondent in a questionnaire, *“...in all the building blocks of the Bali Action Plan – mitigation, adaptation, capacity building, technology, as well as forestry and market (CDM).”*

Advocates have complemented the work of the delegates to the CC meetings in a wide range of ways, by building cohesion in strategic messaging on gender among civil society organizations and other stakeholders deeply engaged in the UNFCCC process. This work builds on a critical mass that reached a ‘tipping point’ after feminist activism on climate change was being undertaken by a range of organizations and individuals. The AT was able to consolidate some of these gains and build strong collaboration with others. Questionnaires were submitted by the Evaluation Team to the 12 AT members; eight responses were received, representing 66% of the AT members. From the questionnaires, 88% of the respondents thought that the Advocacy Team coordinators contributed effectively to drafting comprehensive, technical position papers. All respondents thought that team members represented a sufficiently wide range of expertise.

As a member of the Climate Action Network (CAN) and a founding member of the Women and Gender Constituency under the UNFCCC, WEDO led the Advocacy Team to liaise with the environmental NGO community, the women and gender-focused civil society, and many others, such as the Caucuses of the Indigenous Peoples and Youth. Numerous opportunities for official interventions are taken advantage of; WEDO takes the lead in drafting many of the Women and Gender Constituency oral interventions, reflecting priority advocacy messaging of the whole GGCA Advocacy Team.

In 2012 the AT continued its efforts to integrate a gender perspective into UNFCCC and related processes and fora by carrying out awareness raising through side events, the drafting of submissions, and engaging a wide range of delegates. The advocates who worked in cooperation with GGCA partners contributed toward influencing global climate change agreements and decisions, including the Nairobi Work Programme, and the new Gender Decision. The AT contributed to the preparation of advocacy material to promote that climate finance mechanisms, including the Green Climate Fund (GCF) as well as (REDD+) initiatives are made gender-responsive.

The increasingly technical and complicated negotiations have demanded more and more technical knowledge, and advocates engage in ongoing research to be up to date on each current stage of discussions at and around the UNFCCC. To be optimally responsive to strategic needs, the Advocacy Team ToRs are regularly updated and circulated to ensure qualified and technically competent advocates are able to continue to work on the implementation of the advocacy strategy. Technical guidance is drawn from

previous advocates and allies by email and list-serves, reducing the dependence on travel funds; sustained communication among a wide range of skilled advocates has been an asset to the fast-paced negotiations and strategy changes.

Due to the reduced funds in Phase 3, WEDO worked more closely with the GGCA Secretariat to tap into the GGCA membership for more support and involvement from those members already participating in international advocacy that could support gender messaging in their advocacy. From the questionnaire responses, 75% thought the preparation for each UNFCCC session adequate by team coordinators. One interviewee thought it was “adequate”, another thought “*there could have been more preparation for new negotiators*”.

In addition to the international focus, many advocates collaborate on integrating gender equality dimensions into climate change decision-making and programming at the country and regional level. According to the 2012 GGCA Annual Report, WEDO evolved the advocacy modality from Phase 2 to Phase 3 to focus more on regional and national gender and climate change advocacy focal points. WEDO placed increased attention on the regional and national level, and on fostering more multi-directional information flow and exchange of positions and strategies from the national to the global level, and vice versa. All survey respondents participated in the Women’s Caucus or women’s provisional constituency. All interviewees found that their participation in the international meetings gave them a meaningful insight into regional/country positions on issues that are relevant to their work.

Recognising that the experience and knowledge needs to impact at the national level is critically important. One survey respondent noted: “*We have established the Gender Action on Climate Change for Equality and Sustainability (GACCES) in Ghana. The knowledge and experience from my participation in the international climate change meetings and workshops have helped immensely in enhancing the capacities of members of the Coalition and other key actors through sensitization forums, capacity building workshops and outreach programmes in communities and also through the mass media. Indeed, our engagement with duty bearers on gender perspectives in climate change programmes has improved greatly as a result of our understanding of the international negotiation processes and texts. We have become a leader on gender and climate change in Ghana and the West Africa sub-region as a whole. We have benefitted from a 2-year UN Women grant that has enabled us to work on the issues to benefit women in Ghana at all levels.*”

AT members “*gained very useful insights that have helped [my organization] play the lead role in advocating for gender issues to integrate into policy formulation and programme implementation at the national and regional level. At the regional level, [my organization] through its membership of the Pan Africa Climate Justice Alliance has influenced the African Ministerial Committee on Environment (AMCEN) to incorporate gender issues in their work. Similar strategies have been adopted at the national level.*”

The linkages between the AT and the GGCA membership and secretariat in Phase 3 have been very effectively developed. In addition, advocates have engaged with stakeholders to identify effective ways in mainstreaming gender in sub-missions coming from large and influential environmental coalitions such as CAN.

One interviewee noted that the AT was very organized, they shared information between sessions, and that continuity was very important, especially maintaining key experienced team members. One of the results of this was the awareness of opportunities where entry points were seized to make strategic interventions to include gender language in negotiated texts or policies. The same respondent noted that one of the challenges was how to ensure increasing participation from South, although another member of the AT felt that all significant attention was paid to ensuring a balance from the regions of the South.

AT questionnaire respondents referred to a number of specific policies, action plans, legislation, programmes and documents at the national level that they believe include gender directly as a result of their work with the GGCA. For example, the Ghana National Climate Change Policy Framework; UNDP's Africa Adaptation Programme (AAP); the Costa Rican ccGAP; Niue National Gender Policy; and Ghana National Climate Change Policy Framework.

While it is difficult to document the contribution to changes in the global agreements in terms of gender to the AT, it is the impression of the Evaluation Team that the AT did make an important contribution to this in combination with other GGCA activities and interventions by other organisations.

Finally, in responding to an invitation from the Evaluation Team on the questionnaires for recommendations for the next phase, one respondent noted that Finance, Technology, Mitigation and Adaptation are the key issues that should continue to be the key foci for the next phase.

**Recommendations:**

- Revitalise the Advocacy Team by providing more support for advocates and technical experts to attend key negotiations on a continuous basis.
- Continue to strengthen the relationship of the AT with the Alliance and Secretariat.

**Lessons Learned:**

- Strategic synergies between government and civil society are vital to achieving the goals.
- Professionalising advocacy and ensuring consistency, institutional memory and the availability of experienced advocates results in better advocacy.
- Strategic interventions to gender language across all the areas of CC require both technical expertise and institutional knowledge of the climate negotiation process.

- Diversity in the team membership is critically important, both thematically and geographically: as it creates the flexibility to deploy the expertise and knowledge to contribute to different and emerging processes.
- A long-term involvement of a dedicated team of advocates in the process to be influenced can enhance the results of advocacy efforts.

#### **4.2.1.3 Women Delegates Fund**

The objective of the WEDO managed WDF is to increase the participation of women delegates at the UNFCCC negotiating meetings by providing travel support, networking opportunities, technical advisory and capacity building to enhance their ability to contribute substantively to the negotiations. Moreover, the WDF includes monitoring women's participation in the climate negotiations, and outreach (e.g. networking events, information materials, mailing list) The WDF participants are mostly government representatives, or in some cases civil society representatives, who are part of their national delegations. The WDF Coordinator coordinates capacity building activities to support, train and advise the WDF participants. Moreover, WEDO highlights that the advocacy In some countries, WDF participants have also been integrated into other GGCA activities such as national strategy development. Throughout Phases 1-3, the WDF has supported 28 women delegates from the Global South who have both climate change and women's empowerment experience, and 10 delegates were consistently supported in Phases 2 and 3. While the WDF originally began as a travel fund, in early Phase 2 WEDO restructured the WDF to be a more in-depth programme that offers networking, training and mentorship for a smaller number of women government delegates, with IUCN playing an important role in the capacity building and UNDP also facilitating some training sessions.

Participants were chosen based on a transparent set of criteria, in line with the overall objectives of the project and GGCA goals. Regional diversity was a target for the Phase 2 programmes. Delegates were nominated through their National Focal Points. Emphasis was on the importance of the consistency of delegates' participation, as WEDO recognized that continuity would contribute toward increased leadership and capacity. It is noted that some participants were specifically identified by Finland. Each delegate had ToR outlining targeted objectives for each meeting. Funding for each travel was contingent upon the receipt of signed ToR.

WEDO reports that some 20 people who were not funded by WDF have participated in the trainings and around 50 have participated in single sessions. The table below (provided by WEDO) gives detailed information on the WDF delegates and others reached by WDF. As can be seen, approximately half the delegates were from LDCs and a couple of countries would not have had women on their delegations without WDF funding.

Year	Meeting	Total # of WDF Delegates	# of LDC women of total	# which were only woman on their Delegation	Average # additional participants in training	# attending networking event	Estimated # reached through outreach
2010	Bonn III	4	2	2	3		
	Tianjin	8	5	4	7		
	COP16	11	6	1	8		200+
2011	Bangkok	5	4	3	3		
	Bonn	10	6	4	10		
	Panama	3	2	2	0		
	COP17	10	6	2	11	50	300
2012	Bonn	5	3	2	12		
	Bangkok	4	3	2	0		
	COP18	7	4	0	20		500+
2013	Bonn I	2	2	2	0		
	Bonn II	6	4	2	3	40	150+
	COP19	9	5	1	16		

The Evaluation Team received responses from 10 WDF participants on the questionnaires sent out (the questionnaire was circulated by WEDO to 14 delegates), so the response rate was good, and the sample covers 38% of the total WDF funded delegates during Phases 1, 2 and 3 and the majority of the 10 receiving continuous support. Some were selected by their governments to attend, some applied to their governments to attend with WDF funding, and some were selected by WEDO. All respondents reported that climate change and gender were significant aspects of their jobs, at least at the time that they were selected to participate. In one case, the participant's job changed on her return.

GGCA partners have indicated that without continued funding from GGCA, the funded delegates would not be able to continue participating in COPs. However, as the table below shows, the picture is mixed; and at least some WDF delegates have been able to participate either prior to, in between, or after WDF funding. This mixed picture was also reflected by three interviews with WDF participants. As can be seen from the table, WDF funding was provided for participation in both COPs and inter-sessional meetings.

Participation in GGCA events by WDF participants								
Event type	Participation funded or co-funded by WDF				Participation with other funding			
	2010	2011	2012	2013	2010	2011	2012	2013
COP	5	7	6		4	1	2	
Inter-sessional	4	6	5	5	2	1	2	1
UNFCCC meeting					2	3	2	1
Other	1	1			1		1	

Capacity building: Ninety per cent of interviewees received training from WEDO. Eighty-eight percent of interviewees received training at the COPs. As



can be seen from the table below, the majority of the respondents generally found the training provided to be either useful or very useful, although the training on the national level implementation was not found as useful as the other topics.

Rating of training provided by WEDO	No of responses					Average
	Very high 4	High 3	Medium 2	Low 1	Very low 0	
Relevance – did the training address important needs and priorities?	5	2	1	-	-	3.5
Quality – how useful was the skills building on mutual gains in negotiation?	3	4		-	-	3.4
Quality – how useful was the skills building on communication and media?	2	5	2	-	-	3
Quality – how useful was the capacity building training on national level implementation?	2	1	4	-	-	2.7
Quality – how useful was it to learn from other delegates from other countries?	3	4	1	-	-	3.2
Usability – did you gain useful knowledge on the MEAs, and the UNFCCC and its instruments?	3	4	1	-	-	3.2
Usability – did the training enable you to raise gender issues in relation to CC in the COP negotiations?	4	2	2	-	-	3.3
Overall, how do you rate the training?	3	4	1	-	-	3.3

In addition to the training provided, WEDO also provided mentoring and advice for the WDF delegates with some support from IUCN and UNDP. Moreover, the training was planned according to feedback and suggestions from participants. Two respondents noted that the technical expert support role of the WDF Special Advisor was very important, preparing background papers before negotiations and highlighting key issues: *“She would make sure that delegates were on top of X, Y or Z”*.

As can be seen from the table below, the training and support was generally seen by the participants as having significantly enhanced their knowledge of the participants on gender and climate change from low before the training to high after the training.

Rating of knowledge of gender in the climate change context by respondents	No of responses					Average
	Very high 4	High 3	Medium 2	Low 1	Very low 0	
Before WDF/WEDO involvement		1	1	5	2	1.1
Now (after being involved)	3	5	1			3.2
<b>Change</b>						<b>+2.1 (199%)</b>

One lesson learned from the WDF was that the GGCA could not simply pay for travel and then expect the delegates to contribute to the COP process. According to one interviewee, it became really clear that building women’s capacity to navigate the COPs was critically important:

*“In all meetings, participants always said that the most important thing is that we have a space to come together and talk, we don’t have that normally – a safe space for women to hold their positions and teach each other. That evolved into creating a space for women delegates themselves hosting informational session for their fellow delegates so women could ‘sometimes teach their bosses.’ “*

Input to negotiation process: It is difficult for the Evaluation Team to verify the extent to which the WDF participants were able to a) effectively engage in the UNFCCC negotiations and b) play a significant role in their respective delegations. Nonetheless, two of the interviewed WDF delegates felt that they were treated as full teams members and listened to by their delegations; this was even true for a civil society delegate. One delegate was selected as a core negotiating team member, attributing this directly to the knowledge and skills she gained from WDF. This is in contrast to one interviewed delegate who said that the delegation did not listen to her at all, noting that *“those in higher positions have a bigger voice, and it is men who have more power so they have bigger voices. The delegation focused on the important issues like financing, NAMAs and Kyoto”*. Reportedly, WDF delegates are typically responsible for leading one or two major areas of negotiations on behalf of their country.

The evaluation cannot determine whether, how and the extent to which the small number of WDF participants or other delegates who participated in WDF trainings had a significant impact on the climate change negotiations. Nonetheless, one respondent noted:

*“Through the advocacy, lobbying, and training of women delegates and other delegates the GGCA /WEDO has been able to ensure that gender dimension of climate change especially gender languages have been incorporated in the various decisions, also bodies under the UNFCCC have women representation. Women delegates have been capacitated to fully and actively participate in the negotiation process. Thus, there is a decision on promoting women’s participation in the process. More delegations have begun including females as part of the delegation especially LDCs.”*

However, this statement is not sufficient to attribute such change to the WDF, as both other GGCA activities as well as actors outside GGCA have most likely also played an important role in this. Nonetheless, an important commentary on the success of the WDF comes from a GGCA member: *“The relations between the WDF and the negotiators in UNFCCC include some really influential connections ...”*

Further involvement in GGCA: Sixty-two per cent of interviewees have engaged further with GGCA after participation in climate events. Eighty per cent of interviewees responded “yes” to the question “Is it useful for you to remain involved with the GGCA network for your work?”

Six of the ten WDF participants surveyed by questionnaire carried on their engagement with the GGCA after their participation in the events, through just

keeping in touch through email updates or participating on other regional workshops. The majority of respondents stated that remaining involved with the GGCA network was critical for their ongoing work. One respondent noted: “there will always be huge scope to develop policies, programs, regulations, training programs addressing gender and CC.”

Link to GGCA at country level: A number of WDF delegates also report that they use the skills obtained from the WDF outside the UNFCCC negotiations in different ways, such as: participating in drafting national strategies and policies on gender and CC adaptation; sensitising communities on gender and CC; and integrating gender issues into CC discussions. However, several respondents noted that there should be a stronger link between the WDF delegates and the work of the GGCA at the national level. Such involvement would further enhance the synergies and coherence between the different GGCA activities. Since WEDO has no country offices or programmes, this would require stronger collaboration with UNDP and IUCN at the country level. This has taken place in five countries (incl. Liberia), where WDF delegates have played a leading role in the ccGAP process, but in other countries, there were no linkage (e.g. Kenya). Hence, the involvement of WDF delegates in GGCA at the national level could be further expanded.

Cost-effectiveness: In Phase 2, the total budget for the WDF was USD 813,819, hence at a cost of around USD 40,000 annually per WDF delegate the WDF programme is quite expensive. While some of these costs would be associated with the training and participation of the approx. 70 additional people, and production and dissemination of knowledge and information on women’s participation in the COPs etc., the costs remain expensive compared to the number of direct beneficiaries from both travel support and training, although the WDF also reached other delegates through its information materials and . Hence, the cost-effectiveness appears debatable. On one hand, many countries believe a travel fund is necessary to improve the gender balance at COPs (especially the participation of women from LDCs), and a couple of countries would not have had any women on the delegations without WDF funding, and many of the supported women would not have been able to participate without WDF and the continuous in-depth support has yielded very good results. On the other hand, the WDF including its training and capacity building only reached a small number of women compared to its costs and the hundreds or even thousands of female delegates participating in COPs, and the significant increase in women participation in the negotiation cannot be attributed to the WDF, although it may have contributed to this. Hence, focusing on identifying appropriate women delegates, who were already core members of country delegations and training (but not funding their travel costs) these would have reduced costs, and enabled WDF to reach more people. If these were carefully selected, they could also be provided with continuous support. Moreover, the risk of their COP participation being discontinued after the Programme ends would probably be lower than for the WDF participants. On the other hand, the funding of WDF participants enabled the WDF to demonstrate the value of having women on the COP delegations to a couple of countries, who would otherwise not have had women on their delegations. Considering the difference between the

large need for funding for travel for LDC women and the low number of participants WDC is able to fund, the focus should perhaps have been on advocating for the establishment of a more comprehensive travel fund mechanism for LDC women rather than paying travel costs for a small number of women.

**Recommendations:**

- Ensure that WDF participants systematically are linked to GGCA country level interventions, including UNDP interventions.
- Involve both country offices of programme partners and GGCA members systematically in country in the selection of possible future WDF participants.

**Lessons learned:**

- Selection of appropriate participants is critical for empowered participation.
- Funding of participation is not enough in itself to ensure effective participation of, and contributions from, women; capacity building plays a critical role in this and support is most effective when provided consistently over time.
- Linking of delegates in global negotiations to country level interventions can enhance synergies and coherence.

**4.2.2 Global collaboration and technical advisory**

**4.2.2.1 Collaboration with UNFCCC Secretariat**

As part of the efforts to ensure that gender issues were taken on board in the UNFCCC, GGCA has since 2008 collaborated with the UNFCCC Secretariat's gender team in different ways to ensure that gender was mainstreamed into the UNFCCC work process, during Phase 2 and 3 this include:

- Establishing with IUCN an internship programme at the UNFCCC Secretariat for women from LDCs (candidates still to be selected).
- Preparation by IUCN of documents on gender mainstreaming into the work stream of the conventions, incl. UNFCCC – this enabled the UNFCCC, CBD, and UNCCD Secretariats to develop a joint action plan on gender, and there is now a Gender Day at every COP (since 2012). Moreover, at Rio+20, the Convention Secretariats could raise awareness of their gender work with high-level dialogues.
- GGCA Secretariat arranging a side event at the UNFCCC Secretariat initiated Gender Day at COP18.
- IUCN in collaboration with the UNFCCC Secretariat conducted a working session for 30 UNFCCC Secretariat staff (see Chapter 4.2.1.1). As a result, IUCN was requested by UNFCCC to engage in a) work on the Clean Development Mechanism (CDM), and b) revising reporting guidelines.
- Inputs from IUCN on criteria/methodologies for gender inclusion in NAP, NAPA and NAMA development and GEF funding guidelines for LDCs.
- UNFCCC staff being guest speakers at WDF trainings.

- Collaboration between the UNFCCC Secretariat and the GGCA Secretariat (as chair of the Collective Working Group on the COP18 Gender Decision) to elaborate objectives and identify panellists for the UNFCCC Gender Workshop at COP19.

The UNFCCC Secretariat expresses high appreciation of the collaboration, which has contributed to bringing gender on the agenda at COP 18 and the decision of having a gender item in the COPs every year. However, the UNFCCC Secretariat finds that GGCA has engaged more in the adaption discourse and calls for the GGCA to in the future focus more on gender and mitigation, as it will be a focus area for the UNFCCC, not least in relation to supporting countries in implementing their emission plans.

#### **Recommendations:**

- Investigate options for GGCA to engage more strongly in the mitigation discourse – although not necessarily within the current programme.

#### **Lessons learned:**

- An important entry point to mainstreaming gender in international agreement is to support its inclusion in the work process in order to create space for gender to be considered discussed by the parties.

#### **4.2.2.2 Climate finance**

Activities related to gender mainstreaming in climate financing were primarily implemented with Danish funds during Phase 2. Climate finance activities under the Programme were in particular spearheaded by UNDP, who engaged a consultant over an extended period of time to work on climate financing, although all partners have carried out work on climate finance, e.g. in the GGCA Climate Finance Working Group.

The Adaptation Fund (AF): UNDP has participated as an observer in the AF's board meetings. Activities have included informal discussions with board members and a presentation to the board meeting on gender and adaptation financing (2011). Reportedly, this presentation led to the revision of the operational guidelines and templates so they now include gender considerations.

Climate Investment Funds (CIF): The most important area of work on finance was in relation to the World Bank managed CIF. UNDP and the GGCA Secretariat (with WEDO as alternate) participate in the CIF Trust Fund Committee meetings as observers; and UNDP has on behalf of GGCA advocated for inclusion of gender considerations, e.g. the need for gender expert inputs in technical reviews. Moreover, UNDP hosted a meeting with the CIF Administrative Unit to discuss options for inclusion of gender considerations (2011). UNDP has also provided guidance on how to integrate a gender perspective into independent evaluations. IUCN held in collaboration with the German Federal Ministry for Economic Cooperation and Development a side event at the CIF Partnership Forum in 2011 on "The Role of Gender in Mitigation Efforts". Outside GGCA, but as a result of GGCA work, IUCN was contracted by the CIF to conduct a gender review of the CIF

portfolio. The GGCA Secretariat coordinated advocacy efforts for the adoption of the review, which resulted in the allocation of 2014 resources for the recruitment of a CIF gender specialist. Furthermore, the inclusion of gender experts in development of investment plans is now a requirement and all projects must have at least one gender indicator. The CIP reports that now a number of projects have gender components. The CIP says that their interaction with GGCA has not been frequent, but it has been useful and with clear messages. One important factor that enabled GGCA to engage effectively with the CIF, as the quite open structure, where observers can engage directly in discussions at Trust Fund Committee meetings.

Green Climate Fund (GCF): The GCF is not yet operational, but is envisaged to become a major instrument for climate finance. UNDP and IUCN have participated in the GCF meetings and collaborated with the Heinrich Boell Foundation (HBF) to jointly draft position papers, presenting elements for incorporating gender dimensions into the GCF. WEDO has contributed to the position papers, shared with the GGCA Climate Finance Working Group for inputs, which catalysed collaboration between GGCA members. The GGCA inputs have contributed to the inclusion of gender references in the operational guidelines of the GCF.

UN-REDD: The UN-REDD is implemented by UNDP, UNEP, and FAO. Although not directly part of the Programme, the UNDP Gender Team utilised the Cadre of Expert to facilitate and inform its UN-REDD related activities, i.e. organising a gender information session, supporting a presentation at the UN-REDD Policy Board meeting on gender and national REDD+ action, developing a business case for gender mainstreaming, and ongoing work on a guidance note on gender integration.

Publications: under the Programme, UNDP has made the following publications on gender finance (please refer to Chapter 4.2.5 for an assessment of GGCA knowledge products):

- Ensuring Gender Equity in Climate Change Financing
- Exploring the gender dimensions of the Least Developed Countries Fund and Special Climate Change Fund
- Exploring the gender dimensions of the Clean Development Mechanism
- Exploring the gender dimensions of the Adaptation Fund

Country level: Until now, GGCA's focus on climate finance has been on advocacy at the global level to ensure gender sensitivity and this work took mainly place during Phase 2. Nonetheless, the UNDP Gender Team has in collaboration with the UNDP East and Southern Africa Regional Centre commissioned two country level studies on climate finance readiness from a gender perspective, in Kenya and in Malawi. These are implemented as part of UNDP's country level activities in Phase 3. Early draft study reports have been prepared and submitted to UNDP, but the process is still ongoing. These studies are mainly intended at informing the global and regional levels, and in Kenya the UNDP COs have so far had only limited involvement in the studies, although it is the intention to validate the studies with national stakeholders.

Stronger involvement of the Kenya CO in the process would probably have a) enhanced the ability of the consultants to interview national stakeholders, which was a challenge in Kenya, and b) ensured better linkage to national processes and informed national stakeholders. Annex 2a provides more information on the evaluation findings from Kenya.

Several interviewees both within and outside GGCA indicated to the Evaluation Team that climate finance would be a key issue to focus on for GGCA in the near future, especially at the national level, where there is a critical capacity gap in relation to accessing and effectively utilising climate financing. GGCA stakeholders find that in order to engage effectively in the global discussions, continuity and long term participation was critical for demonstrating that GGCA had something to offer.

#### **Recommendations:**

- Reengage in climate finance at the global level to at least the same degree as during in Phase 2.
- Identify and implement appropriate mechanisms for GGCA to engage in climate finance at the country level to build the national capacity to include and address gender issues in the implementation of climate change interventions.

#### **Lessons learned:**

- Effective engagement in global finance discussions requires a continued presence.
- To enhance accuracy and to maximise the potential benefits of national level studies by global and regional (UNDP) entities it is important to adequately involve national stakeholders (incl. COs) and link to national processes – even if the studies are intended mainly to inform global and regional levels.

### **4.2.3 Global and regional capacity building**

#### **4.2.3.1 UNDP Cadre of Experts**

An important regional and global activity for UNDP under the programme is the establishment of a Cadre of Experts on gender and climate change, which can be drawn upon by national Governments, Regional Institutions, UNDP and others. Regional training workshops were carried out for the Cadre of Experts, both under Phase 1 and Phase 2; two trainings were carried out in Phase 2 in 2011, in Nairobi (47 participants) and Bangkok (43 participants). The training in Nairobi in 2011 was a follow-up training after the training in Addis Ababa; whereas the training of the Cadre of Experts in Asia was only carried out in 2011. The trainings in Africa were planned in collaboration with UNEP. Each of the trainings in 2011 comprised five modules; the first four were similar for both regions, but in response to regional priorities the fifth module in Africa was on food security while in Asia it was on Disaster Risk Reduction. A policy brief was prepared for each training module. The curriculum for the regional trainings was adapted from global ToTs carried out under Phase 1 jointly by all implementing partners (led by IUCN). Reportedly, more than 500 experts were trained, i.e. also several experts who were not

included in the Cadre of Experts. The membership of the Cadre of Experts is broad and diverse, as can be seen from the box below.

<b>Composition of UNDP Cadre of Experts:</b>	
•	The total number of experts in the Cadre of Experts roster is 218 – with 56 African, 57 Asian, and 105 international members.
•	The experts include academics, government staff at senior or technical levels, consultants, NGO staff, and UNDP staff. Some are also WDF funded delegates or WEDO advocates and others have been involved in UNDP implemented GGCA activities at the countries level.
•	There are both female and male (reportedly around 25%) experts in the roster.

A questionnaire was circulated to the 90 participants in UNDP regional trainings in Phase 2 as part of the evaluation. The response rate was relatively low, a total of 17 responses (approx. 19% of the total number of experts trained) were received (ten African, six Asian, one international). Hence, the sample may not be statistically significant, but it does nonetheless provide useful information about the Cadre of Experts and the training provided.

The initial identification of experts was done in a number of ways, including an open and competitive call, or appointment by implementing partners or other institutions involved in the programme. The Evaluation Team has only been in direct contact with a few of the experts; they generally appeared very qualified, but in one case the experts appeared not to have sufficient expertise on neither gender nor climate change to be part of the Cadre.

The table below shows that the participants generally found the training very relevant, of high quality and implementable.

Rating of training by respondents	No of responses					Average
	Very high 4	High 3	Me- dium 2	Low 1	Very low 0	
Relevance – did the training address important needs and priorities?	9	5	1	-	-	3.53
Quality – was the training well planned and conducted, and was it interesting?	6	8	1	-	-	3.33
Quality – to what extent did you gain useful knowledge and skills?	6	8	1	-	-	3.33
Usability – did the training enable you to address gender issues in relation to CC?	6	7	2	-	-	3.27
Overall, how do you rate the training?	4	6	-	-	-	3.40

As can be seen from the table below, the training was generally seen by the participants as having enhanced their knowledge of the participants on gender and climate change from medium before the training to high after the training.

Rating of knowledge of gender in the climate change context by respondents	No of responses					Average
	Very high 4	High 3	Me- dium 2	Low 1	Very low 0	
Before training		5	8	4		2.06
Now (after training)	7	6	3			3.25



Change	+1.19 (58%)
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The use of the skills and knowledge imparted appears to be high:

- All experts reported that they have subsequently transferred the skills imparted to other people, mainly through trainings/workshops (71%), seminars/conferences (47%), technical advisory (71%), or informal advice (65%). The transfer of knowledge especially targeted government staff (94%), but also civil society (76%), academia (59%), private sector (53%), and media (53%). Most experts carried out the capacity building in their own country (96%), but several also carried it out in other countries in their region (41%), and some even outside their region (24%).
- 88% of the experts have also used the knowledge obtained in other ways, such as lobbying, project and proposal development, project monitoring and evaluation, commenting on plans, gender-sensitive budgeting, guidelines, curriculum development, etc.

The extent to which the experts have been further involved in the Programme or Alliance appears to have been fairly high, but there could have been a bias towards receiving responses from experts active in GGCA. 35% of the respondent indicated having being further engaged in GGCA, 35% had not been engaged or even in touch with GGCA, and the remaining 30% did not respond to the question.

Those who had been engaged further in GGCA had been so in a number of ways, including: staff of GGCA member organisation, involvement in UNDP/GGCA country level interventions (e.g. as consultants), or participation in WDF. Moreover, eight of the experts in the Cadre of Experts roster have been on long-term retainer contracts with the UNDP Gender Team (e.g. with AAP cofunding). UNDP also reports that the Cadre of Experts roster is shared with UNDP COs.

Several respondents indicated an interest in GGCA providing trainings for national governments and stakeholders, or follow-up activities or training for the Cadre of Experts.

**Recommendations:**

- Assess the capacity of experts and the extent to which they should be kept in the roster, i.e. the quality of the trainings and other activities they have carried out.
- Assess the need for further training.

**Lessons learned:**

- Concrete efforts to build a pool of regional experts can enhance the availability of technical expertise, and thereby contribute to the implementation of other activities and initiatives.

**4.2.3.2 IUCN Training of Trainers and Delegates**

Capacity building was a major contribution of IUCN to the Programme. During Phase 1 and Phase 2, IUCN conducted global trainings of delegates to the COPs (ToD) and global and regional training of trainers (ToT). In Phase 3 only one ToT was carried out; in Mozambique (2013, 20 participants).

At the global level, intensive three-day ToTs followed by one-day ToDs (also called delegate orientation sessions) were conducted in connection with the COPs in 2008-2010); the technical experts participating in ToTs would subsequently contribute to the ToDs. External experts would be invited to provide training on specific topics, e.g. REDD. UNDP also provided training to the participants, and WEDO provided the ToT and ToD participants with an orientation an update on the climate negotiations; which would help small delegations from LDCs who would not be able to follow all numerous negotiation streams themselves. The ToDs were open to interested delegates and thus reached a wider group than the WDF trainings. The ToD contributed to the advocacy work of the programme, by: a) providing training to WDF delegates, and b) making country delegations familiar with the GGCA and the Advocacy Team so they would come to the Advocacy Team for advice, and c) creating awareness and support for the gender advocacy among delegations. In Phase 2, one ToD was carried out (2010) for 38 delegates from 29 countries.

At the regional level, IUCN conducted a couple of ToTs with a focus on the Arab States (Jordan 2011) and Latin America and the Caribbean (Costa Rica 2010) in Phase 2. WEDO led the negotiation and advocacy updates in the regional ToTs. A couple of ToTs were also conducted at the country level: in Nepal in 2012 (44 participants), in South Africa in 2011 (82 participants, done in collaboration with the South African UNDP CO) (in both of these WEDO and UNDP also participated in the training sessions) and in Mexico in 2010 (in collaboration with UNPD CO). Moreover, seven country level ToTs were conducted in relation to the ccGAPs.

The total number of ToT/ToD participants trained in regional ToTs during Phases 2 and 3 was 265. An additional 297 participated in national ToTs in relation to ccGAPs.

In Mid 2011, it was decided to discontinue the ToDs and general ToTs and instead focus on a) contributing to the capacity building for WDF participants including conducting night schools, and b) building the capacity to develop ccGAPs.

Questionnaires circulated by IUCN to ToT participants at the end of the trainings show that participants rate the quality and relevance as being high.

A brief questionnaire focusing on the use of the skills imparted and the further contact with GGCA was circulated to 175 regional ToT participants as part of the evaluation (but some of these had only participated in training in Phase 1). Unfortunately, the response rate was very low, only seven responses (corresponding to 2.6% of the total number of people trained in regional ToTs in Phases 2 and 3) were received from participants in the ToTs carried out in

Phase 2, and all of these were from participants in the training in Costa Rica, while none of the participants in Jordan responded. Hence, the sample is not statistically significant, but does provide some indication of the participants' view of the trainings. While 6 respondents were trained in Phase 1, the training methodology in Phase 2 was similar. Given the questionnaire focused on the post-training use of skill and subsequent contact to GGCA, the Evaluation Team chose to include these six responses in the analysis, to get a larger, more geographically diverse, and hence more representative sample of responses, although still too low to be statistically representative (corresponding to 7.4% of the people the questionnaire was sent to).

As can be seen from the table below, the training was generally seen by the participants as having enhanced their knowledge of the participants on gender and climate change from medium before the training to high after the training.

Rating of knowledge of gender in the climate change context by respondents	No of responses					Average
	Very high 4	High 3	Me- dium 2	Low 1	Very low 0	
Before training	1	3	9			2.38
Now (after training)	6	7				3.46
<b>Change</b>						<b>+1.08 (45%)</b>

The use of the skills and knowledge imparted appears to be high:

- All experts reported that they have subsequently transferred the skills imparted to other people, mainly through trainings/workshops (69%), seminars/conferences (54%), technical advisory (23%), or informal advice (38%).
- The transfer of knowledge especially targeted civil society (62%), but also government staff (46%), academia (46%), private sector (15%), and media (15%).
- All experts carried out the capacity building in their own country (100%), but a number also carried it out in other countries in their region (38%), and one expert even outside her/his region (8%).
- 92% of the experts have also used the knowledge obtained in other ways, such as project and proposal development, commenting on strategies, lecturing at universities, development of manuals, etc.

The extent to which the experts have been further involved in the Programme or Alliance appears to have been somewhat low. 23% of the respondent indicated having being further engaged in GGCA, 69% had not been engaged or even in touch with GGCA, and the remaining 8% did not respond to the question. Those who had been engaged further in GGCA mainly indicated this as receiving information and updates from GGCA rather the active involvement, but only few responses were given on the nature of the involvement. Several respondents indicated an interest in GGCA providing trainings for national governments and stakeholders, further information and communication form GGCA, or further training for the ToT participants. IUCN staff indicates that the intention of the ToT training was not to create a Cadre/roster of experts for IUCN (IUCN relies on own staff rather than

consultants, e.g. for ccGAP trainings) but rather to ensure the availability of regional and national expertise in general. Nonetheless, a number of the trained experts have worked with IUCN on the ccGAPs (Jordan, Egypt, Tanzania, Nepal, Liberia, Mozambique and Bangladesh), been engaged in GGCA advocacy, or been involved as WDF delegates.

#### **Recommendations:**

- Assess the capacity of experts trained (i.e. the quality of the trainings and other activities they have carried out) and the need for further training or support in other ways.
- Consider to develop approaches to maintain contact to the experts trained and provide support to them (e.g. technical involvement in sharing of experiences, etc.).
- Consider to revitalise the ToD/ToT approach with a focus on a) building the capacity to implement climate agreements, b) climate finance, and c) mitigation.

#### **Lessons learned:**

- ToTs can serve multiple purposes, such as transfer of skills and knowledge to a larger audience, enhancing global advocacy work, create synergies between the work of partner institutions, and enabling technical inputs to national planning and implementation.

#### **4.2.4 Climate policy change at country level**

The rationale for the Programme to engage at the country level is twofold: a) evidence and experiences from the ground strengthen the credibility of global advocacy efforts, and b) the implementation of international climate change agreements will happen at the country level, but the capacity is currently insufficient to do so effectively in a gender sensitive way.

##### **4.2.4.1 UNDP country projects**

UNDP implements different types of activities at the country level, mainly in Africa and Asia. The approach used is to provide funds to UNDP COs or sometimes Regional Offices. They then use GGCA funding in ongoing projects at the country or regional level and support, to either a) address identified gender and climate change issues of relevance to the project, or b) enhance gender aspects within the project itself. UNDP's GGCA activities were selected on the basis of an invitation sent out to COs; interested COs then based on their own priorities prepared and submitted concept notes for funding. USD 30,000 was provided per country in each Phase (Phase 2 and 3) of the Programme.

The table below provides an overview of UNDP's GGCA country level interventions. The types of activities implemented are:

- Studies/reviews/assessments
- Guidelines
- Training workshops
- Events
- Publications/briefs
- Roadmaps/strategies/guidelines

- Gender mainstreaming/activities in projects where there otherwise is no gender

Country	UNDP GGCA Country project	Phase	
		2	3
		Com-pleted	On-going
Bangladesh	Gender in Focus: Piloting Gender Support in Energy Efficient Brick Kilns – integration of gender concerns: training and advocacy on labour rights, medical assistance, gender input to Brick Production Act, contribution to the development of a Green Brick Center, study on traditional and energy efficient sites brick kiln, gender sensitization workshops for brick brick manufacturers, government officials, technical partners, school students, CSO and the media	X	X
Bhutan	Integrating Gender into Climate Change Policies & Programmes – policy and project document review, interviews and data collection, training		X
Cambodia	Engendering UNDP Cambodia’s Energy and Environment Portfolio – preparation of gender mainstreaming roadmap.. Integration of gender in strategic plan of the Ministry of Women’s Affairs incl. a 5-year gender and CC work and budget plan; enhanced awareness on gender and CC through youth debate programme; translation of gender and CC training material into Khmer plus ToT	X	
Nepal	Support to IUCN led ccGAP – awareness raising	X	
Thailand	Strengthening the Capacities of Vulnerable Coastal Communities to Address the Risk of Climate Change and Extreme Weather Events – training, forum/event, recommendations report		X
Viet Nam	Reinforce climate change gender analysis and capacities in on-going UN climate change adaptation activities in Vietnam – workshop, policy brief	X	
Mexico	Gender Mainstreaming in climate Change		X
Burkina Faso	Consolidation of Local Environmental Governance – 2 training workshops for local actors. Guidelines, tools, and indicator development		X
Kenya	Strategy and guidelines for Mainstreaming Gender in Climate Change – through AAP	X	
Mozambique	National Strategy on Gender, Environment and Climate Change – capacity strengthening on disaster risk reduction and CC adaptation and green development: study of 5 local NRM/DRM committees, guidelines and training for environmental educators, stocktaking on women’s participation in local management committees, guidelines on increasing women’s local participation in in local management committees.	X	
Namibia	Mapping gender dimensions of climate change – policy briefs, fact sheets, gender and CC organisation database, indicators, gender and CC assessment report	X	
Niger	Study on the integration of gender and climate change into national and sectoral development policies. Developing indicators, documenting good practices		X
Zambia	Adaptation to the Effects of Climate Variability and Change in Agro-Ecological Regions I & II – scoping study, gender mainstreaming guidelines, recommendations for indicators and targets		X
Kenya + Malawi	Gender and Climate Finance Readiness: Country Level Case Studies		X
East and Southern Africa	Regional African Reader - study with case studies from Kenya, Tanzania, Uganda, South Africa and Zambia: best practices in mainstreaming gender into CC adaptation progs. and projs.		X
Africa	African region practitioner-policymaker dialogue and knowledge platform on gender and climate change. Partnership with the Huairou Commission to facilitate this work.		(Planned)
Africa	Support for regional awareness raising and training on climate resiliency and women’s empowerment through green growth. Partnership with Golda Meir Mount Carmel International Training Center + Center for International Agricultural Development		X

	Cooperation (Ministry of Agriculture and Rural Development) in Israel		
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The Evaluation Team visited Kenya, Viet Nam and Bangladesh and met UNDP's GGCA country intervention stakeholders. Hence, the findings in this chapter are in particular based on the findings from these countries.

Considering the limited funding available to GGCA for country level interventions, the UNDP Gender Team's approach of collaboration with existing UNDP projects at the regional and country levels in order to catalyse gender action, national awareness and coordinated/collaborative approaches within organisations and ongoing programmes working at the country level is rational. A particularly important collaboration was the partnership with the Africa Adaptation Programme (AAP) at both the regional level and in a number of countries, which the AAP final evaluation found had worked very well. Moreover, in some countries partnerships were made with other agencies, such as UN Women, Care and Oxfam GB in Viet Nam, where GGCA provided a value adding input to an ongoing process.

However, in spite of the attempts to create synergies with existing projects and link into ongoing processes to enhance results, some significant challenges and limitations were experienced in at least some projects, many of which are related to the small size of the fund allocations:

- High transaction costs: COs find the costs of managing USD 30,000 too high. In two of the visited countries, the COs did not find it the GGCA engagement worthwhile compared to the transaction costs and one country chose not to continue the collaboration in Phase 3, partly due to the transaction costs.
- Lack of continuity: Due to the limited resources, many of the interventions were on the shorter term or even one-off activities (e.g. events). It was hence often not possible to follow a process through, e.g. in Kenya where a Gender strategy and guidelines were developed, but there was no follow-up to ensure the use of these products. In Viet Nam there was limited follow-up on the workshop held and the policy brief prepared; and while the policy brief was found to be very useful, its use appears to be somewhat limited.
- Limited national ownership: In the consultation workshops held in Kenya, reportedly a number of ministries were represented by junior staff. Moreover, the government ownership of the strategy and guidelines is limited. In Viet Nam, the workshop and policy brief were part of a larger process on including gender into the new disaster relief law, but in the final draft of the law, gender was reportedly only reflected to a limited extent.

It is the impression of the Evaluation Team that the relevance of and value added of the country interventions have varied. In general, the activities appear to have been relevant to the host projects, but in at least in one case this appears not to have meant they were fully relevant to the Programme. The activities under the brick kiln project in Bangladesh may have strengthened the project and contributed to improving the involved women's

working conditions, but the activities were not linked to mainstream gender in climate change policy and planning.

In other cases, the relevance and value added (or potential to add value) by the UNDP GGCA interventions is far clearer. For example, the gender mainstreaming strategy and guidelines prepared are well within the GGCA mandate and have the potential to help enhancing gender consideration in national climate change plans. Moreover, the final evaluation of AAP found that the AAP-UNDP Gender Team partnership, which included the Programme had worked very well and added value to AAP's work on national climate change policies and planning. UNDP reports that the gender and climate change project in Cambodia has been recognised by the GEF Secretariat as a best practice to be followed by other climate projects.

**Recommendations:**

- Focus on fewer countries/projects and increase the funds allocations, to at least USD 60,000 per country.
- Focus efforts on following through processes that have already been initiated – but only when there is a real potential to achieve the intended and tangible results.
- Do not start new initiatives or processes, unless they are clearly and significantly contributing to the fruition of results of earlier GGCA country projects.
- Focus only on activities, which directly relate to gender mainstreaming in CC policy and planning processes.
- Make sure that all activities are complementary to the host project and add value, and do not fund activities that should in reality have been funded by the host project itself.
- Link more systematically to UN Women.

**Lessons learned:**

- Ensuring gender mainstreaming in climate change policies and planning involved continuous processes, and short term or stand-alone efforts are unlikely to significantly influence policies and plans, unless firm provisions are made for ensuring the process is followed through by others.
- Funding should be of a sufficient size to follow processes through; either by providing sufficiently large grants or by demanding co-funding.
- It is rational for global programmes to use existing country level projects and processes as vessels to enhance national anchoring, outreach and continuity, but care should be taken to ensure that the activities are complementary, add value and remain loyal to the global programme objectives.

**4.2.4.2 IUCN ccGAPs**

The primary focus of IUCN's work at the country level was to support the development of gender and climate change strategies. This comprised two main elements, a) Climate Change and Gender Action Plans (ccGAP) and b) Gender and REDD+ Roadmaps.

The ccGAPs are strategies for ensuring that the national policies, plans and programmes on climate change are gender sensitive. They provide descriptions of the climate change scenario, and the national socio-economic and policy/legislative context from a gender perspective. Based on this context, they identify key focus sectors and within these, they identify key challenges, opportunities and actions to ensure that the gender dimension is included in climate change plans. The Gender and REDD+ Roadmaps are strategies for mainstreaming gender considerations into national REDD+ processes. Hence, ccGAPs and Gender and REDD+ Strategies are not intended as stand-alone programmes, but rather as strategic national guidance, which should ideally be integrated in Governments' climate change strategies and plans, including sector plans and budgets.

The ccGAPs and Gender and REDD+ Strategies are developed through a consultative process, typically comprising (based on the Liberia and Bangladesh country visits carried out as part of the Evaluation):

- An analysis and stocktaking of the legislative and policy framework, mapping of stakeholders, and capacity analysis
- Training workshops for women and women's organisations on climate change and its gender implications
- A ccGAP/ REDD+ Strategy identification workshop with multiple stakeholders (staff from different ministries, local government, civil society, academia, international organisations)
- Drafting of ccGAP/REDD+ Strategy by IUCN staff in consultation with government based on the outcomes from the identification workshop
- A multistakeholder ccGAP validation workshop on the draft ccGAP
- Finalisation of ccGAP/ REDD+ Strategy
- Endorsement of ccGAP/ REDD+ Strategy by Government
- Implementation of ccGAP/REDD+ Strategy

A total of 16 strategies are developed under the programme, as can be seen in the box below.

Country/region	Process		Status				
	ccGAP	REDD+ Roadmap	Under impl'n	Endorsed	Completed	Draft	Under prep'n
Bangladesh	X			X	X		
Nepal	X				X		
Liberia	X				X		
Tanzania	X			X	X		
Jordan	X		X	X	X		
Egypt	X		X	X	X		
Panama	X					X	
Costa Rica	X					X	
Haiti	X				X		
Mexico	X						X
Ghana		X	X		X		
Uganda		X			X		
Cameroon		X	X		X		
League of Arab	X				X		



States							
Central America	X		X		X		
Note: a ccGAP has also been prepared for Mozambique, but not under the Programme.							

As can be seen from the table, most ccGAPs have been prepared. A number of Governments have not yet formally endorsed them and most countries have not yet moved to the implementation stage, with the exception of Jordan and Egypt. The Gender and REDD+ Roadmaps are generally under implementation, except in Uganda.

The Evaluation Team visited Liberia and Bangladesh and met ccGAP stakeholders. Hence, the findings in this chapter are in particular based on the findings from these countries. Annex 2b and 2c provide brief, yet more detailed overviews of the findings from each country and country-specific recommendations. Key findings from the country visits include:

- The workshops are highly appreciated by stakeholders, both in terms of capacity building/enhancing knowledge as well as in terms of being heard and included in the strategy process – although stakeholders still ask for more training (e.g. longer workshops, follow-up training, or training at the district level)
- It can be a challenge to ensure that ministries and government agencies appoint the right people with the ability to influence decision-making to participate in the workshops. This applies to ensuring the attendance of sufficiently senior people and technical people with appropriate mandates and roles within their agencies, who can influence both the political and technical level. The Evaluation Team met several participants, some of whom were at a senior level with decision-making power (e.g. country superintendents) or at the technical level (e.g. gender and climate change focal points), but also junior staff and even an administrative assistant who neither had the appropriate technical role or the ability to influence their agencies.
- Those stakeholders who have read the ccGAPs find them very relevant, well written and of high quality.
- Moving from strategy development to implementation is a challenge, and a number of constraints affect this:
  - It can take a long time from completion of the ccGAP formulation until the ccGAP is officially endorsed by government, even when Government is showing a high degree of commitment (in Liberia the ccGAP has not yet been presented to cabinet more than one year after its formulation).
  - Weak financial and technical capacity – many government strategies are never implemented due to such constraints. This can potentially be a risk for ccGAPs as well.
  - Transitions, such as e.g. a) incomplete decentralisation processes (Liberia) or b) restructuring or replacement of senior staff after a change of government following elections (anticipated to be a risk in Bangladesh in 2014 wherein the ccGAP consultative process may have to begin again).
  - The degree to which the different ministries participating in the workshops/process assume ownership and commit themselves

- to the ccGAP process varies – it appears to be determined by a) how obvious the relevance of gender and climate change is to their core mandate and targets, and b) the presence of an influential champion, who is pushing the process ahead.
- Low awareness among decision-makers and stakeholders who did not participate in ccGAP workshops and a tendency of viewing climate change as an environmental rather than a development/economic issue.
  - Difficulties in influencing government budget processes and getting ccGAP actions on government budgets.
  - Many stakeholders view ccGAPs as projects, for which donor funding needs to be raised for implementation.
- The ccGAP training workshops can lead to tangible action in their own right. Several county level government staff (gender focal points, Liberia) indicated that after the workshops, they had begun to include gender and climate change messages and advice in their interaction with communities.
  - IUCN has published its approach in the “The Art of Implementation” publication and provided participants with access to PowerPoint presentations and training information. Nonetheless, a number of national ccGAP process participants mentioned that they did not receive the full training materials, which could have helped subsequent implementation of the skills learned, but only handouts.

Due to the above, further support will be needed to ensure that ccGAPs will actually be implemented. IUCN is aware of this, and intends to include support for ccGAP implementation in Phase 4 of the programme. Moreover, IUCN is in the process of raising funds for ccGAP implementation as well as advising governments on fundraising, as more funding will be needed than the Programme can accommodate.

#### **Recommendations:**

- Put demands on who ministries and agencies can send for training, and accept only participants for whom the workshops are relevant and who can influence their institutions and support ccGAP implementation.
- Support implementation of ccGAPs as a priority in Phase 4. Focus on sector ministries, which show a genuine commitment to the ccGAP and have champions who can drive the process.
- Share ccGAP approaches and tools more systematically with national stakeholders.

#### **Lessons learned:**

- Champions in key government agencies are critical for a successful ccGAP planning process and ultimately ccGAP implementation.
- Government capacity constraints, uneven awareness, and to some extent a tendency of viewing ccGAPs as projects which need donor funding can hamper ccGAP implementation.

#### **4.2.5 Knowledge management and products**

The generation of new knowledge on gender and climate change, and the documentation and dissemination of lessons learned and best practices has been an ongoing contribution of the GGCA – of the three programme partners as well as the broader alliance. Many of the knowledge products are included in the Documents List at Annex 6.

In Phases 2 and 3 partners prepared a series of knowledge products and publications. While some of these publications highlight new insights and quantitative and qualitative research results, others focus on concrete developments and progress made in the field of gender and climate change. Partners have invested in the preparation of training materials and targeted briefs for decision-makers and practitioners to facilitate capacity building and access to information for a wide range of stakeholders and beneficiaries.

Working drafts of knowledge products are often shared for comment with the GGCA network and Cadre of Experts as well as regional and national level gender and climate change development practitioners and scholars. Based on their specific expertise, these experts provide feedback and guidance, including country specific data and case studies, on training modules and policy briefs.

The evaluation finds the knowledge products to be of generally very high quality in both their content and design. However, the proof of the utility of the products is in their uptake and usability. Anecdotal evidence by the evaluation notes that the materials produced by GGCA on the emerging field of gender and CC is found referenced in many other agencies' and organisations publications, for example by the GEF. Three respondents to the questionnaire for the WDF delegates rated the materials provided to them very high and three rated their quality as medium. The GGCA website (<http://www.gender-climate.org>) contains a plethora of publications, links to members' websites, news and events, and updates on the COPs and other meetings. From January to October 2012, there were 12,000 hits on the website, with the most popular being publications (4,000 hits) and the twitter chat of the COP18 Gender Decision (4,000 hits). Publications were downloaded 244 times, and the training manual had 1814 hits. This does not cover the individual websites of the partners, where GGCA publications are also available, only the GGCA website.

A quarterly Programme newsletter was circulated in 2012 – June 2013. The newsletter provides a brief background of the programme and showcases partners' achievements and experiences on a regular basis and is circulated to a wide audience of practitioners and policy makers. It contributed to raising awareness on gender and climate change and identifying new opportunities for synergies and collaboration with other development partners. The GGCA Secretariat also established a GGCA member newsletter in 2012, which gives members the opportunity to showcase their key activities on a quarterly basis, and to report on achievements and planned activities.

In addition to their participation in the global summits themselves, partners prepared knowledge products and background papers, and engaged in online

dialogues and e-discussions on sustainable development, gender and CC prior the events and up to this date. Through full engagement in all channels available, partners raise awareness on gender concerns, and on best practices and lessons learned from gender and climate change activities and advocacy at the negotiation table. In addition, they importantly advocate for gender-responsive indicators and targets for the post-2015 development agenda.

**Recommendations:**

- Revisit and clarify the GGCA branding policy by the Steering Committee and the Project Board.

**4.2.6 The Alliance**

The GGCA is a membership coalition, currently comprising 91 organisations. It is governed by the Steering Committee (SC) (see chapter 4.1.1). The GGCA Secretariat facilitates the Alliance. The membership makes the GGCA much more representative and diverse, by bringing together many members with expertise on gender and CC under the GGCA umbrella. The Alliance members work with the Programme in many capacities – as trainers, partners, advocates, and allies.

The present Coordinator began in April 2011 after a 2-year hiatus with no coordinator. The Coordinator serves the whole membership of GGCA. In May 2012, a new part-time Communications Officer joined the Coordinator to support GGCA Secretariat activities. The finances for the Secretariat are administered through WEDO. The office of the Secretariat is based in Colorado. The Secretariat developed GGCA Member Guidelines and facilitated the expansion of the GGCA membership. The GGCA Secretariat receives new GGCA membership applications on an on-going basis. Applications are considered by the full membership and approved by the SC twice a year in May and November.

The GGCA Secretariat has provided a series of member services. In 2012, these included two surveys focused on mapping the priorities, areas of expertise and needs of GGCA members; and on advocacy interests leading up to COP18 (and beyond). The objective of these surveys was to further strengthen Secretariat services and coordinate member advocacy efforts at the international level. The GGCA member mapping survey was completed by 77% of the GGCA membership. Members rated information and collaboration as two of the top benefits of GGCA membership.

The GGCA Secretariat launched new working groups (WGs) and listserves on climate finance, post Rio+20 implementation, and COP18. Through these WGs, members coordinate and communicate on a regular basis, identify joint strategies, collaboratively prepare issue-specific briefing notes and advocacy papers, and share reports from recent relevant events and meetings. For example, the Coordinator convened an international gathering of over 40 organizations to discuss the COP18 Gender Decision (GD), leading to the formation of the Working Group on the GD (WGGD) and its listserve, which included working with several organisations and coalitions with whom the

GGCA had not previously collaborated. This is very important as the GD mandates Parties and Observers to put forward strategies on gender and CC at COP19 in November 2013. The WGGD has been spearheading information sharing and strategies and proposing guiding questions to draft submissions.

The Secretariat identifies strategic opportunities for outreach such as side events, exhibit booths and other awareness raising as useful tools toward advocacy, focusing these events to meet the strategic advocacy goals identified by the GGCA. They play a pivotal convening role with the Advocacy Team and the partners' individual activities, and help other GGCA members to strategize together and collaborate closely to ensure maximum coverage of and influence in global events. Moreover, the GGCA website was updated and the GGCA's social media presence was expanded on Facebook and Twitter.

The Coordinator holds weekly and monthly teleconferences with GGCA members, Climate Action Network members, partners in the Women and Gender Constituency, women delegates, and many networks of influential allies to share updates, challenges and strategies for continued influence in the UNFCCC sphere. In-person meetings with Missions and other representatives of Member States sustain close working relationships with a wide range of governments. The Coordinator also undertakes complementary activities throughout the year to ensure effective information sharing and network building to be able to effectively evolve advocacy positions.

Expanding the GGCA membership not only strengthens the ability of the GGCA to do advocacy on the issues, it vastly increases the reach and coverage of their ability to participate in global and national processes. With the GGCA Secretariat leadership, the members become more active.

However, the Alliance is currently largely dependent on funding from the Programme and hence the three founding/programme partners' activities are pivotal for GGCA. The Alliance is thus to a large extent driven by UNDP, IUCN and WEDO, albeit with contributions from the rotating Steering Committee members – CARE, ENERGIA & WOCAN. So far, none of the other Alliance members have raised funds, established working partnerships, or initiated significant programmes under the GGCA umbrella, although reportedly a number of members have expressed interest in doing so, since this option was included in the GGCA Guidelines in February 2012. Hence, the Alliance and Secretariat are not yet solid and sustainable, and models for achieving legal status of the Secretariat and financial sustainability are being explored by the SC. All parties interviewed, including the donor, want to ensure that the GGCA will continue to exist beyond Phase 4, the final phase of the funded project, as there will be a continued need to advocate for, and work on, inclusion of gender in the global climate change agenda.

### **Recommendations**

- Develop a more democratic and formalised structure in order to create the ground for more active participation of members and a more sustainable Alliance:

- Develop a constitution/charter for the entire GGCA.
- Revise the Steering Committee structure, and replace the permanent membership and the veto right of the founding partners with a more equal model.
- Develop a funding model, e.g. through membership fees, a percentage of funds raised by members or activities under the GGCA umbrella, or other funding modalities.
- Define the role and services GGCA Secretariat will provide to the members.

### Lessons learned

- Drawing on experiences of a broad range of members can enrich the discussions and knowledge base.
- Cohesive messaging on gender and climate change and representation at global events is important to further global agreement on the issues.
- An active Secretariat makes active members.

#### 4.2.7 Attainment of outcomes, objectives, and goal

This chapter is an attempt to provide an assessment of the attainment so far of the outcomes, objectives and goal of the Programme Phases 2 and 3. Due to the shortcomings in the monitoring system and the logframes described in Chapter 4.1.2, the availability of information on the progress and results vis-à-vis the goal, objectives and outcomes of the Programme is scarce and scattered. Furthermore, with the advocacy nature of the programme it can be difficult to attribute policy results to the Programme or measure the extent to which the Programme has contributed to these. These limitations also make it difficult to clearly segregate results from Phase 2 and Phase 3. Given that Phases 2 and 3 have been guided by several different logframes, the below is structured as a reconciliation of the three logframes in the funding proposals, with the logframe for Phase 2 of the Finnish support providing the basic structure.

### Objective 1 and related outcomes

Objective 1:

- Phase 2: *Integrate a gender perspective into policy, finance and decision making in order to ensure that the UN mandates on gender equality are fully implemented (Finland + Denmark)*
- Phase 3: *Integrate a gender perspective into the post 2012 UNFCCC agreement and relevant programme decisions as well as other international, regional and national policy and decision making related to climate change*

The first objective for Phases 2 and 3 are similar, albeit with some differences in their phrasing. Moreover, objective 2 of Phase 3 is in reality a subset or an outcome of this rather than an objective in its own right (*but put as a separate objective based on conversations with Finland*): *Promote the leadership of women at global, regional and national levels through the Women Delegates Fund.*

As depicted in the table below, four outcomes are related to the first objective, with a number of intended results contributing to the attainment of the outcomes. The table also provides an assessment of the achievement of these.

Outcomes and results intended	Achievement/Status
<p><b>Outcome:</b></p> <ul style="list-style-type: none"> <li>• <b>Global policymaking on climate change is gender-responsive (Phase 2: 1A, Phase 3: 1.1)</b></li> <li>• <b><i>Global policymaking and implementation/ national communications/actions on climate change are gender-responsive (Phase 2: 1C (Denmark))</i></b></li> </ul> <p><u>Results:</u></p> <p>Phase 2:</p> <ul style="list-style-type: none"> <li>• Policy language supported by governments from both the global South and North</li> <li>• Awareness raised among COP 16 and - 17 participants (governments, institutions, civil society, media) and UNFCCC Secretariat</li> <li>• High level political support on gender and climate change</li> </ul> <ul style="list-style-type: none"> <li>• Gender criteria/actions integrated into overall NAPA, REDD, <i>CIF</i>, <i>GEF</i>, <i>Adaptation Fund</i>, <i>NWP</i> guidelines</li> <li>• Establishment of official women's constituency with UNFCCC Secretariat</li> <li>• <i>Network of GGCA advocates with technical expertise from across multiple regions (Denmark)</i></li> <li>• <i>UNFCCC Secretariat staff is engaged and aware of gender issues (Denmark)</i></li> <li>• <i>Actions for enhancing women's participation and gender responsive plans are agreed (Denmark)</i></li> </ul> <p>Phase 3:</p> <ul style="list-style-type: none"> <li>• UNFCCC decisions and other climate-related international policies and programs include gender references and considerations</li> </ul>	<p><b>Outcome:</b></p> <ul style="list-style-type: none"> <li>• <b>Gender is featured in UNFCCC texts and now an item in COP negotiations</b></li> <li>• <b>Gender is reflected in CC finance mechanism guidelines, principles and/or policies such as CIF, AF, and GCF Programme</b></li> </ul> <p><u>Results:</u></p> <ul style="list-style-type: none"> <li>• Both South and North governments have been allies of GGCA, (e.g. Liberia, Finland, Iceland)</li> <li>• Reportedly, advocacy and training has enhanced awareness, which is supported by the inclusion of gender text, especially in Doha</li> <li>• Appears to be in place in some, but not all countries. The overall contribution of GGCA to creating high-level support is unclear, but GGCA has successfully engaged high-level decision-makers in global events</li> <li>• GGCA has helped facilitate gender inclusion in principles and guidelines in the CIF, AF, GCF, and UN-REDD as well as in NAPA criteria</li> <li>• Advocacy Team, WDF delegates, GGCA members, Cadre of Experts with technical knowledge</li> <li>• UNFCCC, CBD, and UNCCD Secretariats have joint action plan on gender, gender day at COPs, etc.</li> </ul> <ul style="list-style-type: none"> <li>• Gender texts in UNFCCC agreements, gender considerations in climate finance guidelines, etc. (see above)</li> </ul>
<p><b>Outcome: <i>Climate change finance mechanisms are gender-responsive (Phase 2: 1B Denmark)</i></b></p>	<p><b>Outcome: GGCA has facilitated gender inclusion in guidelines and criteria, especially in CIF, but also AF, GCF guidelines. Actual inclusion in implementation is yet to be seen</b></p>

<p><u>Results:</u> Phase 2:</p> <ul style="list-style-type: none"> <li>• Awareness on linkages between gender and climate change raised among members of governance bodies of climate finance mechanisms</li> <li>• Gender criteria/actions integrated into overall REDD, CIF, GEF, Adaptation Fund, CDM and guidelines</li> <li>• Climate finance mechanisms are equally accessible to women and men</li> <li>• Climate finance mechanisms have an equitable focus on both women and men's priorities</li> </ul>	<p><u>Results:</u></p> <ul style="list-style-type: none"> <li>• Awareness raised among governments in ccGAP countries, with WDF delegates, and others</li> <li>• GGCA has facilitated gender inclusion in guidelines and criteria, especially in CIF, but also in AF guidelines and GCF principles</li> <li>• Actual inclusion and access in implementation is yet to be seen</li> <li>• Guidelines and criteria in place, but focus in financed projects yet to be seen</li> </ul>
<p><b>Outcome:</b></p> <ul style="list-style-type: none"> <li>• <b>Women's leadership in climate change negotiations (Phase 2: 1B)</b></li> <li>• <b>UNFCCC discussions and decisions reflect both women's and men's perspectives (Phase 3: 2.1)</b></li> </ul> <p><u>Results:</u> Phase 2 and 3:</p> <ul style="list-style-type: none"> <li>• Increased gender balance in UNFCCC delegations</li> <li>• (Women delegates have) Enhanced understanding of UNFCCC process and climate change technical issues</li> <li>• Increased capacity among women leaders to advocate for inclusion of gender in climate change texts and process/Increased capacity of women delegates to serve as effective members of their delegations, leading on negotiating topics as possible</li> <li>• Women's voices and perspectives are reflected in climate change policy</li> </ul> <p>Phase 3:</p> <ul style="list-style-type: none"> <li>• Enhanced engagement between women delegates and GGCA partners, Advocacy Team and UNFCCC Secretariat representatives</li> <li>• Increased communication, networking, and knowledge-sharing at global, regional and national levels between the delegates, Advocates and other stakeholders</li> </ul>	<p><b>Outcome:</b></p> <ul style="list-style-type: none"> <li>• <b>Most WDF delegates have actively taken part in negotiations, e.g. on behalf of their country delegations</b></li> <li>• <b>Women have participated actively in COP discussions and gender text is now included</b></li> </ul> <p><u>Results:</u></p> <ul style="list-style-type: none"> <li>• Percentage of women delegates has significantly increased, albeit still with more male delegates</li> <li>• WDF delegates have significantly enhanced understanding, but their number is low. GGCA has also reached other women delegates, but the results of this on increasing understanding is not known to the evaluation team</li> <li>• WDF delegates have significantly enhanced capacity to advocate, but their number is low. Results among other women leaders not known</li> <li>• Gender is now included in text of UNFCCC</li> <li>• GGCA has engaged with delegates, especially through WDF and Advocacy Team</li> <li>• Sharing is taking place between WDF delegates. Sharing between other delegates, and at regional and national levels appears more limited</li> </ul>
<p><b>Outcome: Strengthened capacity of governments and institutions to address gender and climate change in policy and planning (Phase 2: 1C)</b></p>	<p><b>Outcome: Capacity to include gender in plans has been increased in ccGAP countries and some, but not all, UNDP supported countries, but the capacity to integrate in (sector) policies and</b></p>



<p><u>Results:</u></p> <ul style="list-style-type: none"> <li>Improved understanding by governments on the linkages between gender and climate change</li> <li>Gender sensitive climate policies and measures</li> <li>Strengthened transnational cooperation</li> </ul>	<p><b>decision-making (and to implement the policies and plans) is still not fully build</b></p> <p><u>Results:</u></p> <ul style="list-style-type: none"> <li>The understanding has been improved in GGCA countries, but to varying degrees and still unevenly spread among government agencies and staff</li> <li>Some countries now have gender mentioned in plans and policies, but not always sufficiently so</li> <li>ccGAPs and some UNDP country initiatives have brought ministries together in plans, but transnational cooperation appears not to have been increased to a significant degree</li> </ul>
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As can be seen from the table above, good progress has been made towards delivering the intended outcomes for objective 1, and gender is now reflected well in the UNFCCC agreement texts, gender is recognised as an official agenda item of the COP, and gender has been, and is being, included in the modalities for financing mechanisms. While these results cannot not be exclusively attributed to the Programme, as other actors have also influenced the climate change and gender agenda, it is the opinion of the Evaluation Team that GGCA has played an important role and significantly contributed.

Nonetheless, key areas where more work is needed and the intended results have not yet been fully delivered is in relation to implementation of the UNFCCC agreements and projects with climate finance, and in relation to building the capacity to implement gender responsive climate change interventions at the regional and especially national levels.

Hence, **objective 1** of integrating a gender perspective into UNFCCC agreements, and climate policies, financing and decision-making at international, regional and national and ensuring gender equality is fully implemented has **so far** been **partly achieved**.

## Objective 2 and related outcomes

Objective 2:

Phase 2: Build capacity at all levels to design and implement:

- gender in national and global climate change initiatives (Finland)
- gender-responsive climate change policies, strategies, programmes and finance (Denmark)*

Phase 3 does not share objective 2 for Phase 2 due to a different logframe structure, but strategy 1.2 under the first objective of Phase 3 in reality contributes to objective 2 of Phase 2.

As depicted in the table below, two outcomes are related to the second objective, with a number of intended results contributing to the attainment of the outcomes.

Outcomes and results intended	Achievement/Status
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<p><b>Outcome:</b></p> <ul style="list-style-type: none"> <li>• <b>Gender-responsive regional and national climate change policies (Phase 2: 2A)</b></li> <li>• <b>National and regional climate change initiatives are gender-responsive (Phase 3: 1.2)</b></li> </ul> <p><u>Results:</u> Phase 2:</p> <ul style="list-style-type: none"> <li>• Regional and national policies and plans reflecting gender actions on gender and climate change</li> <li>• Women's networks and government agencies or ministries at national and local level implementing gender actions in climate change programmes</li> <li>• Gender guidance notes for NAPA implementation at national level developed</li> <li>• Vulnerability/gender assessments on NAPA, REDD, DRR projects</li> </ul> <p>Phase 3:</p> <ul style="list-style-type: none"> <li>• Regional and national policies are gender responsive</li> <li>• National and regional projects and programs mainstream gender</li> <li>• Gender experts and women's groups participate in policy and program formulation at the national and regional levels</li> <li>• Women's groups, civil society organizations and national and local level government agencies have capacity to integrate gender into projects, policies and programs</li> </ul>	<p><b>Outcome:</b></p> <ul style="list-style-type: none"> <li>• <b>ccGAPs (mainly national but also a few regional) prepared to influence policies and plans but not yet influencing policies, only a few cases with some gender text in climate plans (e.g. Kenya)</b></li> <li>• <b>UNDP support has enabled gender responses in selected UNDP projects, but gender is not (yet) systematically mainstreamed into national and regional initiatives</b></li> </ul> <p><u>Results:</u></p> <ul style="list-style-type: none"> <li>• ccGAPs prepared and UNDP has supported a couple of gender strategies, but so far only a few examples of policies and plans with gender actions</li> <li>• No/limited implementation at national/local level due to GGCA (other than selected UNDP projects)</li> <li>• Inputs on criteria/methodologies for gender inclusion in NAPAs provided, but not guidance notes per se</li> <li>• Some gender assessment have been carried out and 4 REDD+ roadmaps have been prepared, but assessment have not been done systematically in relation to NAPA and DRR projects</li> <li>• So far, policies have only been influenced to a limited extent</li> <li>• Some UNDP projects influenced to mainstream gender, but otherwise limited influence on national and regional projects and programmes</li> <li>• Gender experts have been involved by IUCN in ccGAPs and by UNDP in relation to some country-level activities and in Cadre of Experts</li> <li>• Capacity of representatives of women's groups/ civil society representatives built in relation to WDF, ccGAPs, UNDP country projects and Cadre of Experts</li> </ul>
<p><b>Outcome: Climate change initiatives at national and regional levels are gender responsive/National and regional climate change initiatives are gender-responsive (Phase 2: 2B, Phase 3: 1.2)</b></p> <p><u>Results:</u> Phase 2:</p> <ul style="list-style-type: none"> <li>• Improved training programmes in 2010</li> </ul>	<p><b>Outcome: Selected UNDP projects have been supported to be more gender sensitive, but otherwise the attributable influence on national and regional initiatives limited, so far</b></p> <p><u>Results:</u></p> <ul style="list-style-type: none"> <li>• Regional and national trainings provided for experts by UNDP and IUCN</li> </ul>

<ul style="list-style-type: none"> <li>• A cadre of experts established and supporting national and regional initiatives <i>and financing proposals</i></li> <li>• Quality assurance mechanism in place</li> <li>• Capacity and resources exist to ensure gender is integrated in planning, programmes <i>and finance</i></li> <li>• <i>Region-specific training materials on gender and climate change</i></li> </ul> <p>Phase 3: (see above)</p>	<ul style="list-style-type: none"> <li>• UNDP Cadre of Experts established and IUCN has trained experts – experts are actively using skills in different ways, especially at national level</li> <li>• No quality assurance mechanism appears to have been established</li> <li>• Cadre of Experts available to assist in ensuring gender integration, but government capacity to ensure integration still not sufficiently build</li> <li>• Training materials developed and refined by partners. UNDP materials developed for Africa and Asia</li> </ul>
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As can be seen from the table above, the foundation has been made towards delivering the intended outcomes for objective 2 through building capacities at regional and national levels and preparing ccGAPs, roadmaps, guidelines and strategies. However, climate changes policies and initiatives at regional levels have not yet, or only to a limited extent, been influenced to ensure gender responsiveness and governments’ capacities appear not yet sufficient to ensure this. Hence, **objective 2** building the capacity to design and implement gender responsive policies, strategies and initiatives has **so far** been **partly achieved**.

### Contribution to the intended Goal

The overall goal of GGCA is the following:

- Phase 2: *To ensure that climate change policies, decision-making, and initiatives are gender responsive, and thus efficient and effective.* One of the underlying principles is to ensure the inclusion of women’ voices, particularly from developing countries, in decision-making and policy development.
- Phase 3: *To ensure that climate change policies, programs and initiatives are gender responsive.*

While phrased with some differences, the overall goal of the GGCA for Phases 2 and 3 is basically the same. While GGCA, and the Programme are not the only initiatives or actors, which work actively to contribute to this goal, it is the impression of the Evaluation Team that GGCA is a significant actor, especially at the global level.

GGCA is widely seen as instrumental for, and significantly contributing to, the progress at the global level in terms of gender responsiveness, particularly in relation to the UNFCCC agreements, the COP process and the CIP guidelines. Collaborators with GGCA and WDF delegates note the consistent use of gender language at the UNFCCC negotiations, which they at least partly attribute to the direct involvement of WDF delegates and the Advocacy Team, and the connections made with negotiators, who seek advice and information from GGCA partners.

A number of stakeholders interviewed or responding to questionnaires are of the opinion that the COP18 Gender Decision (Decision L.36: *“Promoting*

*gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol”) was to a large extent the result of the lobbying, advocacy, capacity building and awareness raising undertaken by GGCA. Moreover, advocacy efforts lead by WEDO and other GGCA members are seen as having contributed to new texts on women’s rights and gender equality throughout negotiating streams. For example, substantive decisions on National Adaptation Plans, Loss and Damage, criteria for the advisory board of the technology mechanism, and the new work programme on Article 6 on education and information, recognise the importance of integrating gender into implementation the ensure effective implementation.*

The GGCA is building on decades of feminist movements addressing the lack of gender in institutions on all issues, not just climate change; IUCN and WEDO were engaged in advocacy activities on these issues prior to the formation of the GGCA.

At the regional and national levels, GGCA activities such as the ccGAPs, UNDP projects, the Cadre of Experts, and ToTs have laid the foundation, build capacities and provided women with opportunities to engage in the climate discourse, but more work is needed to ensure that climate changes policies and interventions are gender responsive and include the voices of women.

#### **Recommendations:**

- Focus on supporting the implementation of climate agreements, especially ensuring gender responsiveness of regional and national climate change policies and plans, and climate investments/projects.

## **5 Performance Assessment**

This chapter provides the Evaluation Team’s assessment of the performance of the Programme vis-à-vis the OECD/DAC evaluation criteria of relevance, efficiency, effectiveness, and sustainability.

### **Relevance**

The Programme is assessed as very relevant. Climate change is increasingly becoming a major challenge and barrier to future economic and social development, and has differentiated impacts on women, men and children, but at the onset of the Programme, gender was only considered and addressed to a limited extent in the international climate change agreements and the modalities of climate financing mechanisms. The awareness of the gender dimension of climate change was insufficient and the capacity to address it very limited, especially at national level. This is reflected in the fact that most national climate change policies, plans and investment projects are generally not (sufficiently) gender responsive. The approach and strategies of the Programme of addressing gender and climate change at global, regional and national levels was appropriate, and most interventions appear to have been relevant.

## **Efficiency**

Overall, the Programme is efficient and managed to reach out broadly and engage in several processes at global, regional and national levels with a quite limited budget. The Programme proved very good at establishing partnerships and collaboration with other entities, including the UNFCCC Secretariat, CIF, and a number of national Governments and Delegations. Moreover, UNDP created synergies with other UNDP projects to enhance the outreach of the Programme, in particular the AAP. That being said, the Evaluation Team did find some challenges and shortcomings, mainly in relation to the programme management and coordination; these inefficiencies appear to some extent to have had a negative impact on the programme implementation and results. Firstly, the programme setup was paradoxical in the sense that the GGCA was seen as an equal partnership, but with UNDP as programme administrator and fund manager having extra responsibilities and power. This created tensions among the partners, which affected implementation; but partners report that these issues have now been fully resolved. At the global level the partners coordinated their work and collaborated on joint activities, but at the national level activities were less coordinated and some potential synergies between partners and activities were not utilised. Some administrative requirements, such as quarterly financial reporting and disbursements created some challenges for IUCN and WEDO in terms of planning and implementation of activities with a longer time span, and UNDP had to invest significantly in providing guidance on the procedures. The monitoring system is not sufficiently outcome oriented to effectively capture the results of the programme or provide strategic guidance for its implementation, but at the same time the reporting appears overly elaborate and time-consuming. In relation to the activity implementation, two important efficiency-related points should be noted:

- WDF is expensive and consumes a significant amount of programme funds, but only supports and builds the capacity of a limited number of delegates, albeit its outreach is broader than the delegates trained.
- The limited funds disbursed to UNDP COs a) makes it difficult to engage and follow processes through, so there is a tendency of supporting on-off interventions without sufficient follow-up, and b) means that the transaction costs for UNDP COs are too high compared to the benefits to make the GGCA attractive to COs.

## **Effectiveness**

Overall, the effectiveness of the Programme is satisfactory. The two objectives and the outcomes of the Programme have partly been achieved; Gender is now reflected well in the UNFCCC agreement texts, gender is recognised as an official agenda item of the COP; GGCA contributed significantly to this. In addition, gender is being included in the modalities for financing mechanisms, especially the CIF. Stakeholders widely acknowledge the contribution of GGCA as being significant and governments and delegates approach GGCA for advice and support. Capacities at regional and national levels have been built with good results. Moreover, ccGAPs, roadmaps, guidelines and strategies have been prepared and lay the foundation for formulating gender responsive climate change policies and plans. However,

the intended results in relation to ensuring that policies, plans and investment projects are formulated and that national stakeholders have the capacity to implement them in a gender responsive manner have not yet been fully achieved, and more work is needed to support this, e.g. by further building national capacities and ownership, supporting the implementation of ccGAPs (i.e. their mainstreaming into sector policies, plans and budgets) and the preparation (and ultimately the implementation) of projects with climate financing. **Considering that less than a year is remaining of Phase 3, this is very unlikely to be achieved within the remaining implementation period, so the intended objectives will not be fully achieved.** However, considering the complexity of this and the time such processes take, in the opinion of the Evaluation Team **this does not allude to deficiencies in the programme implementation, but rather to somewhat unrealistic expectations** of what could be achieved within the limited timeframe of Phases 2 and 3.

It should however also be noted, that the tendency of implementing one-off or time limited interventions with limited follow-up (especially at regional and national levels), e.g. in relation to UNDP country projects or IUCN ToTs means that the intended or potential results or catalytic effects have not always fully achieved.

### **Sustainability**

With Phase 3 ending in mid 2014 and the following two-year Phase 4 being the final phase, the Programme has approximately 2.5 years to ensure full sustainability. At the global level, especially in relation to the UNFCCC process, awareness and capacity has been created, the number of female delegates has increased, and with the COP18 Gender Decision and gender as an item in future COPs, the process is very likely to continue even after the completion of the Programme, although the momentum may slow down, depending on the extent to which other actors and initiatives will continue promoting the gender agenda. In relation to climate financing, however, the processes are less mature and there will be a continued need to promote gender responsiveness as the financing mechanisms are rolled out.

At the regional and national level, the GGCA interventions are not yet consolidated and sustainable. For example, without continued support, the ccGAPs and gender strategies are unlikely to be implemented. Moreover, a number of the one-off and short-term activities implemented by GGCA at regional and national level are unlikely to have a lasting influence, unless the processes embarked upon are followed through.

Finally, the GGCA is not yet a consolidated and sustainable alliance as it largely depends on programme funding from Finland and remains largely driven by the programme partners. As described earlier, it is the intention of the programme partners to ensure that the Alliance becomes a sustainable and viable structure, which is not fully dependent on a single programme, i.e. by creating the enabling environment for other members to raise funds and implement activities under the GGCA umbrella, and by ensuring sufficient core funds to maintain the key Secretariat functions.

Considering the limited timeframe available, sustainability would require that the Programme during the remaining period of Phase 3 and Phase 4 focus fully on consolidating the current initiatives and results achieved rather than embarking on new initiatives.

<b>Performance assessment</b>			
<b>Criterion</b>	<b>Sub-criterion</b>	<b>Explanation</b>	<b>Score*</b>
<b>Relevance</b>	Relevance for global CC agreements	CC affects men and women differently, but the international UNFCCC agreements were not duly gender responsive	5
	Relevance for climate finance mechanisms	Climate finance mechanisms modalities were not sufficiently gender responsive to ensure equal benefits	5
	Relevance for national CC policies and plans	Most national policies and plans are not sufficiently gender sensitive	5
	Addressing critical constraints	Countries do not have the capacity to effectively address gender and CC issues and ensure equal benefits of interventions	5
	Relevance of interventions implemented	Most activities were very relevant.	4
			<b>5**</b>
<b>Efficiency</b>	Cost-effectiveness	Engaged in several processes at global, regional and national levels with a limited budget. WDF expensive and supporting only few delegates. Country level funding often too limited to follow processes through, and high CO transaction costs	4
	Programme management, administration, and coordination	Tensions between partners, but now solved. Good coordination and collaboration on joint global level activities, but limited coordination and opportunities lost for activities at national level. Financial procedures created some implementation challenges	2
	Ability of M&E system to guide implementation and capture results/change	Output and reporting focused. Not used as a management tool, not fully capturing outcomes/results. Overly elaborate reporting	2
	Ability to engage and collaborate with partners	Effective collaboration with other entities and national governments. Synergies with other UNDP projects	4
			<b>3**</b>
<b>Effective-ness</b>	Achievement of objective 1: <i>Integrate gender perspective into:</i> <ul style="list-style-type: none"> <li>• <i>Policy, finance and decision making</i></li> <li>• <i>post 2012 UNFCCC agreement, programme</i></li> </ul>	Partly achieved, unlikely to be fully achieved. <ul style="list-style-type: none"> <li>• Gender is reflected in UNFCCC texts and has own COP item, and included in financing mechanisms</li> <li>• Results not fully delivered re.</li> </ul>	3

	<i>decisions and other int'l, reg'l and nat'l policy and decision making</i>	influencing programme decisions, projects with climate finance, national policies and decision-making	
	Achievement of objective 2: <i>Build capacity at all levels to design and implement gender in national and global climate change initiatives (policies, strategies, programmes and finance)</i>	Partly achieved, unlikely to be fully achieved. <ul style="list-style-type: none"> <li>Reg'l and nat'l capacity enhanced. ccGAPs, roadmaps, guidelines, strategies prep'd</li> <li>Nat'l policies and initiatives levels not gender responsive and gov capacities not sufficient to ensure this</li> </ul>	3
	Achievement of outcomes:		
	Global policymaking on climate change is gender-responsive	Largely achieved: Gender is featured in UNFCCC texts and now an item in COP negotiations	4
	Climate change finance mechanisms are gender-responsive	Largely achieved: Gender included in guidelines, especially for CIF, but also for AF, GCF. Equal access of women and men to finance too early to assess	3
	Women's leadership in CC negotiations /UNFCCC discussions and decisions reflect both women's and men's perspectives	Largely achieved: WDF delegates and women have participated actively in COP discussions and gender text is now included	4
	Strengthened capacity of governments and institutions to address gender and climate change in policy and planning	Partly achieved: Capacity to include gender in plans increased in ccGAP countries and some UNDP supported countries, but the capacity to implement these still remains to be build	3
	Gender-responsive regional and national climate change policies/initiatives	Not achieved yet: ccGAPs and gender strategies prep'd, but not yet influencing policies, only few cases with gender text in plans, gender not systematically mainstreamed in initiatives	2
	Climate change initiatives at nat'l and reg'l levels are gender responsive	Not achieved: UNDP projects supported to be more gender sensitive, but otherwise the attributable influence on nat'l and reg'l initiatives limited	2
			<b>3**</b>
<b>Sustain-ability</b>	Robustness of gender in UNFCCC process	Gender responsiveness in grained in UNFCCC process: Awareness raised, capacities built, COP18 Gender decision and gender item in future COPs	4
	Robustness of gender in climate financing	Gender included in guidelines, but financing mechanisms generally young and still evolving	3
	Reg'l and nat'l ownership and capacity to continue ccGAP and UNDP initiated processes, and to include gender in policy formulation	Ownership created, but still uneven. Capacity constraints. Processes initiated still not fully robust and integrated in Government's work	2



	and implementation		
	Robustness of the Alliance	Not sustainable yet. Members active in working groups and advocacy. Still mainly driven by programme partners, and dependent of funding from Programme.	2
			3**
<b>OVERALL</b>			<b>3.5**</b>
* Rating:	1 = very low/unsatisfactory 2 = low/below expectations 3 = medium/meets expectations/satisfactory 4 = high/above expectations 5 = very high/excellent performance		
**	Criterion scores and the overall score are not calculated arithmetically; they are qualitative assessments based on sub-criteria scores		

### Recommendations:

- Given resources are limited and there is a risk of spreading them too thinly, carefully analyse the processes supported and results achieved, and focus resources on the more promising ones, where there is a good chance of achieving success and sustainability within the remaining time frame. This analysis should also take into account the extent to which the interventions contribute to the higher objectives of GGCA.
- Focus on the implementation of the international agreements, i.e. ensuring that countries are able and willing to ensure gender-sensitiveness when implementing climate agreements, e.g. in policy formulation, planning and budgeting, and programme implementation. In relation to the implementation of ccGAPS and UNDP work on gender strategies, one way could be to focus on 1-2 specific sectors and helping them in translating ccGAPs and strategies into concreted and budgeted actions in their work plans.
- Focus on climate finance, i.e. a) ensuring that global finance mechanisms are gender responsive in their implementation, and b) ensuring that work on making countries climate finance ready also includes gender.
- Focus on consolidation of the results achieved and the processes that have already been initiated, to ensure that the intended results/outcomes (and impact) are fully achieved and sustainable.
- Do not start new interventions, unless they contribute to the consolidation of what has already been done in a tangible and significant way.
- Focus on following continuous processes through rather than one-off activities, especially at the regional and national levels.
- To reduce costs and facilitate continuity after Phase 4, undertake research into the viability of other methods of training, capacity building and support that are virtual, do not incur travel costs, and lower the carbon footprint. In between COPs and international meetings, videoconferences could be a viable option to reduce costs.