

# HOW TO CLOSE GENDER GAPS WITH RESULTS-BASED FINANCING IN CLIMATE CHANGE PROJECTS

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@2020 The Global Partnership for Results-Based Approaches (GPRBA)  
The World Bank  
1818 H Street, NW  
Washington,  
DC 20433  
USA

Website: <http://www.gprba.org>

Contact us at: [rbfinfo@gprba.org](mailto:rbfinfo@gprba.org)

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## Why?

- **Advancing gender equality and empowering women and girls is critically important for realizing the Sustainable Development Goals (SDGs).** SDG 13, which focuses on combating climate change and its impact, calls specifically for the promotion of “mechanisms for raising capacity for effective climate change-related planning and management in least developed countries, including focusing on women.”
  - **Climate change is not gender-neutral.** It has a greater impact on those who are most reliant on natural resources for their livelihoods and/or those who have the least capacity to respond to natural hazards, such as droughts, landslides, floods and hurricanes. Women, and particularly elderly, immigrant, indigenous, and young women, are disproportionately represented in this group. Women are also more likely to experience poverty and to have less socio-economic power than men; in consequence, they face higher risks and greater burdens from the impacts of climate change.
  - **Women and girls are especially vulnerable to the negative impacts of climate change.** Studies show that women and girls are 14 times more likely than men to die during natural disasters.<sup>1</sup> 70% of fatalities from the 2004 Asian tsunami and 96% of fatalities from the 2014 Solomon Islands floods<sup>2</sup> were women and children.
- Moreover, during and after disasters, women are at greater risk of sexual Gender-Based Violence (GBV), including rape, sexual exploitation, and assault.<sup>3</sup> The work burden of fetching water and collecting firewood usually falls on women and girls, who have to travel long distances to fulfill the needs of their families during the droughts, which exposes them to the risk of physical and sexual violence.<sup>4</sup>
- **Climate change effects exacerbate existing gender inequalities.** Gender norms may limit women’s abilities to make quick decisions in disaster situations. Norms related to the clothes women wear, or their responsibilities in caring for children or providing food and fuel, could hamper their mobility in times of emergency, for instance, when flooding and drought occur.<sup>5</sup> Women tend to possess fewer assets and depend more on natural resources for their livelihood, and typically have less capacity and resources than men and boys to prepare for and adapt to climate change.<sup>6</sup> For example, a lack of financial capital and access to technologies means many women cannot easily diversify their livelihoods when needed.<sup>7</sup> Inequality between men and women that manifests in women’s unequal participation in decision-making processes often prevent women from fully contributing to climate-related planning, policy-making and implementation.<sup>8</sup>

- **Both men and women are invaluable agents in designing and implementing effective climate change responses.** Women play an important role in climate change adaptation and mitigation, given their wide-ranging functions in the agricultural sector and in livestock, fisheries, energy, forestry, water and land management sectors.
- **Women can offer valuable insights into climate change disaster reduction strategies.** For example, their experiences and traditional knowledge of many natural resources can be an asset in designing climate change disaster reduction strategies.<sup>10</sup>
- **Women's hands-on knowledge puts them in a position to contribute to livelihood strategies adapted to changing environmental conditions.** Women and girls who experience the consequences of climate change are often leaders in developing effective coping strategies and building resilience by adapting their farming practices. For example, in Nepal,<sup>11</sup> Haiti,<sup>12</sup>

Vietnam,<sup>13</sup> and beyond, women-led and women-focused organizations have demonstrated the knowledge and capacity to drive effective disaster preparedness, response, and recovery efforts in their communities. Furthermore, communities do better in resilience and capacity building strategies when women are involved.

- **Women are usually the first responders in community responses to natural disasters.**<sup>14</sup> Ensuring equal access for women to productive resources, climate-smart practices and technologies is crucial to enhancing the sustainability of agriculture, achieving food security and nutrition, eradicating poverty and building the resilience of rural households and communities.<sup>15</sup>

**Gender in Results-Based Financing (RBF) can contribute to and support an accountable transition to climate resilient communities, and projects can do so at various stages.**



People who are socially, economically, culturally, politically, institutionally, or otherwise marginalized are especially vulnerable to climate change and also to some adaptation and mitigation responses. This heightened vulnerability is rarely due to a single cause. Rather, it is the product of intersecting social processes that result in inequalities in socioeconomic status and income, as well as in exposure. Such social processes include, for example, discrimination on the basis of gender, as well as class, ethnicity, age, and (dis)ability.”

Source: IPCC, ‘Summary for Policymakers’, in Climate Change 2014: Part A, p. 6.<sup>9</sup>





#### Examples of Measures to Improve Safety and Promote Gender Equity:

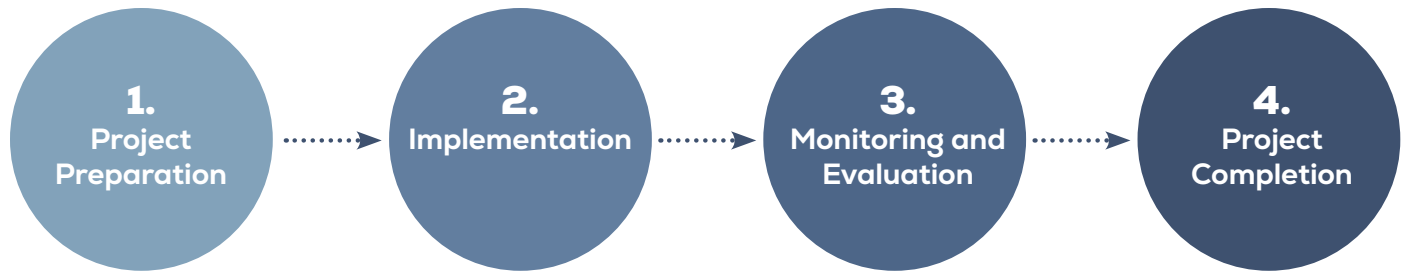
- Inclusion of training on disaster preparedness or providing early warning equipment packages and kits
- Support for female beneficiaries to be trained to play an active role in the project leadership and decision-making
- Provision of gender-focused capacity building on the use and potential maintenance of solar-powered products at the household level
- Use of gender transformative approach when addressing resilience to climate change (e.g. addressing climate-smart agriculture (CSA) practices and technologies).

## RBF and Climate Change: Project Entry Points

- Sector-specific measures can be incorporated to improve safety and promote gender equity.
- M&E and project resources can focus on obtaining gender disaggregated data on the impact of climate change on women and men.
- Any type of project disbursement can be linked to priorities defined as part of the project gender analysis.
- Targets to close and/or reduce identified gender gaps can appear as part of disbursement linked indicators (DLIs).
- Project disbursement can be contingent on training in gender data collection and increased coordination of M&E activities concerning gender.
- Physical verification can help reach target population and service providers, especially those otherwise underserved in projects.
- RBF incentives can be used to improve targeted services.
- RBF incentives can bridge the gap between the cost of service provision and the funds available.
- Using household surveys would provide more accurate and nuanced understanding of the target beneficiaries (instead of using ratio of 50% by 50% disaggregated by gender).
- Linking financing to outcomes can encourage target populations to modify their behaviors.
- Planning impact evaluations can help set and achieve concrete gender targets.

## How?

Figure I: Following the project cycle:





## 1. Project Preparation

- Link objectives to impacts. At this point, the task team should decide how a project will address gender gaps, and how it will be reflected in M&E plan.<sup>16</sup>
- Zero in on the gender gaps. This is the moment to identify: i) the unmet needs of men and women in the context of project development objectives (PDOs), ii) the factors that contributes to different gender outcomes, and iii) the significant differences between women as a group, by ethnicity, age, etc. To identify the gender gaps, consult the following useful resources:
- Allocate funds to gender gaps analysis during project preparation, and additional funds during midterm review, if needed.
- In the context of PDO, conduct an in-depth and evidence-based analysis of women's and men's roles in climate change, including their strategies for coping with climate change. For this purpose, you may also utilize analysis conducted as part of the CPF.
- Analyze the context of inequality using specific gender domains and questions (see box below).
- Focus on services, outputs and outcomes that are particularly beneficial to women and girls (e.g. improved health; better access to credit and other financial services; increased access to land and land rights; control, access, and use of forests and other natural resources; participation in resource management activities, etc.) and think backwards how to get there. Are there opportunities to incentivize women (for example, by securing women's tenure to land, which gives women the opportunity to participate in soil conservation, trees planting, and avoiding deforestation)?
- Consider how to build capacity for implementing the activities that would respond to the identified gender gaps. For example, consider how the project can benefit women-headed households, which in some cases are more vulnerable to various impacts of climate change than male-headed households.<sup>17</sup>
- Set specific goals. Results are more likely achieved through indicators that convey a concrete improvement: for example, increase in women's land use; receipt of services such as information on disaster preparedness, or early warning equipment packages; increase in women's access to and use of CSA food systems/practices, etc. The project should then clarify how the desired result is narrowing the gender gap.



### Resources to Identify Gender Gaps in Climate Change Adaptation and Mitigation:

- [Introduction to Gender and Climate Change \(UNFCCC\)](#)
- [Addressing gender in climate change policies for agriculture \(video\)](#)
- [Gender and Climate Change: Three Things You Should Know \(World Bank 2011\)](#)
- The World Bank Group Gender Strategy 2016–2023;
- World Bank's Gender website
- Regional/Country Gender Action Plans (RGAPs)
- Systematic Country Diagnostics (SCD) and Country Partnership Frameworks (CPF)
- Global Practice (GP) Follow-Up Notes to the Gender Strategy

- Plan to measure how the outcomes for each gender are changing. For example, to what extent has women's access to financial services, land, and land rights increased?
- Consult the Global Practice Gender Expert at PCN stage and the GPRBA gender strategy.
- Communicate, consult, and engage with women, men, boys and girls, in all consultations and communication plans, with inclusive and participatory techniques to reflect the social realities.
- Obtain gender disaggregated data or set up mechanisms for its collection.
- Involve a gender expert in all the phases of the project cycle.
- Require projects to think about sexual and GBV (see box below).

Together with the counterparts, require projects (particularly when GBV was identified as an issue for the project) to think about sexual and GBV in the project cycle, including the development of GBV prevention, response and reporting mechanisms, inclusion of GBV awareness training, development of codes of conduct for project implementors, or mechanisms for governments to enhance more systematic provision of quality services for survivors of GBV. Use the Good Practice Guidance Note for Addressing GBV in Investment Project Financing, to assess the GBV risk of the project and include actions to mitigate the risk. When possible, go beyond risk mitigation and include gender transformative actions, which address root-causes of GBV.



#### Gender Domains and Exemplary Questions to Analyze the Context:

- **Activities:** Who does what in the community? What do women and men do in the household and elsewhere?
- **Assets and Property:** How and with what? Who has what?
- **Obligations:** Who is responsible for what?
- **Claims/Rights:** Who has the right to what?
- **Income/Expenses:** Who controls what?
- **Power, distribution and Redistribution:** Who decides what? Who receives what? Who wins and who loses?
- **Social Norms and Customs:** Why, what is the basis of the situation?



#### Exemplary Questions to Consider during Project Preparation:

- Is the delivered service (for example, training courses on climate change adaptation and mitigation in the fields of agriculture, the environment and risk management) benefiting men and women equally? Are these services accessed by men and women equally?
- Have gender-sensitive approaches been integrated into the disaster preparedness, response, and recovery activities?
- To what extent would a project benefit each gender?
- Are women accessing jobs in the sector (e.g. green jobs, such as green energy consultant, farmers and entrepreneurs, biofuels and natural science experts, environmental engineers, etc.) at the same rate as men? If not, what are the barriers?

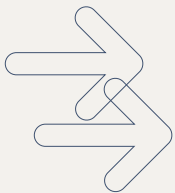


- What legislation exists promoting gender equality in the sector (e.g. can women legally inherit land)?
- Is there a gender pay gap in the sector, and are men and women equally promoted within the sector?
- Are there indicators in the Results Framework measuring outcome/impact on different genders?
- Who has access to and control over assets (e.g. land), and how and to what degree does the disparity in assets affect how men and women experience the impacts of climate change?
- Who has access to and who uses certain services (e.g. information, social networks, financing opportunities in the sector)? How and to what degree does access disparity determine how men and women respond to climate change?
- How do men and women perceive climate change and, particularly, the livelihood risks associated with climate change?
- Which coping strategies and adaptation and mitigation options are favored by women and men, respectively, and why?



#### **Questions addressing GBV:**

- Do project activities provide information on and/or include services to prevent GBV in all adaptation and mitigation efforts?
- Given the increase in both violence itself, and the visibility of pre-existing violence (e.g. due to overcrowded and unsafe living conditions in evacuation centers, temporary housing, and shelters, etc.), caused by displacement of people during and after climate change related disasters, are there coordination mechanisms in place to effectively prevent and respond to GBV?
- Do adaptation and mitigation (e.g. CSA) efforts increase the risk of GBV?
- To what extent does the project support communities by including specific measures to protect women and girls after disasters?



#### **Examples of objectives to set during project preparation:**

- Improve leadership and participation of women in climate change decision making; for example, in village forest conservation committees
- Increase women's participation at the national level in climate change decision-making. The representation of females in parliament results in lower carbon dioxide emissions<sup>18</sup>, and increases the likelihood of ratifying international environment treaties<sup>19</sup>.
- Address the issue of women's land rights in order to enhance women's resiliency to climate change, yield greater and increased food security, and strengthen the communities' ability to respond well to shifting circumstances
- Promote sources of income for women; for example, so that they can fulfill their household's nutritional needs, especially in deteriorating drought conditions.
- Address the root causes of the rise in GBV likely to occur as a result of climate change impacts.

## 2. Implementation

- As with any RBF project implementation, teams working to close gender gaps should think of the purpose of monitoring and information systems, invest upfront in verification, and be adaptive and flexible in order to address realities on the ground and course-correct where needed.
- Designated officers can be trained to collect and analyze data at regular intervals (every six months, for example). Data can seek to understand how many women/girls are benefiting, whether or not attendance targets are being met, etc. This enables task teams to review predicted impacts and examine the effectiveness of adaptation and mitigation efforts.
- Restructuring is the opportunity to make sure that no group is being left behind, and – just as importantly – to consider whether the project is actually working towards narrowing a gender gap in the sector.
- Examine if new gender disparities emerged during implementation, and make sure they are reflected in the midterm review. If the release of performance-based funds is conditional on performance, the risk is that those who were already doing quite well will receive even more money. If not mitigated, financing can have regressive effects on gender equity. Revisit, for example, gender equity in access to information, use of services, GBV, etc.
- Consider complementary services to maximize the impact of adaptation and mitigation projects (e.g. information and advisory services for women's farmers, education services and agricultural extension, credit and other financial services, GBV prevention, response and reporting mechanisms, etc).
- Ensure that gender inequalities are considered in the project implementation (e.g. limited participation of women's in climate change decision making, climate change illiteracy, women's time use including the unequitable division of responsibilities within the household, etc.).





### 3. Monitoring and Evaluation

#### M&E: Selecting targets and indicators that help close gender gaps

Select targets and indicators that help close gender gaps, but think beyond sex-disaggregation by including indicators that will show the closing of concrete gender gaps within the sector. Some examples include:

- Percentage of all laws, policies and regulations reviewed and addressed using social and gender lens
- Proportion of women involved in climate change decision-making (national, local, and project level), including decision-making in climate change policy (percent change)
- Percentage of women in high-level positions making decisions related to climate change in related national ministries (e.g. environment, transport and energy, etc.)
- Number of gender-sensitive technologies based on needs and interest of both female and male farmers (e.g. technologies that reduce time and labor for women farmers, and technologies that are accessible and affordable to both men and women, developed by the project)<sup>20</sup>
- Number of female farmers who have access to and use, for example, weather and climate information services, credit and financial resources and services (percent change)
- Number of female farmers who generate income and participate in village savings and loan associations, market cooperatives, producer association, etc., as a result of the project (disaggregated by sex and by type of association)
- Percentage of women with improved livelihood income, compared to baseline

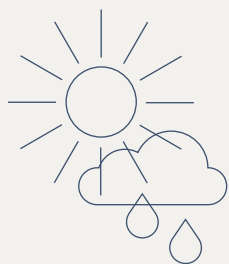


Verification agents can be trained to ask additional questions, such as:

- What was the impact of interventions on women's access to and control of natural assets, women's land rights, climate change leadership and decision making?
- To what extent and how is the delivered service (e.g. CSA practice and technologies, credit and other financial services, educational opportunities and training, increased access to and use of land, etc.) making an impact on dynamics between men and women/boys and girls in the household?
- How sustainable is this same impact 6 months and 12 months from now?
- Who makes the decision about how to respond to climate change impacts (e.g. food insecurity, migration, etc.)?
- What is the household members' current knowledge about new forms of climate change risk management?

## 4. Project Completion

- Analyze gender-differentiated data collected.
- Upon completion, an impact evaluation is recommended. This provides an opportunity to collect useful data for lessons learned on closing gender gaps.
- There is growing evidence from other sectors that combining different RBF interventions within the same program can generate better results than using any one intervention alone. It would be helpful for GPRBA to accumulate the lessons on whether this is also the case when attempting to close gender gaps.



### A Project in the Climate Change Sector that Closes Gender Gaps

#### Ethiopia Resilient Landscapes and Livelihoods Project

<http://operationsportal.worldbank.org/secure/P163383/home?tab=dashboard>

**The project objective** is to improve climate resilience, land productivity and carbon storage, and increase access to diversified livelihood activities in selected rural watersheds.

**The gender gap analysis identifies** inequitable access to natural resources, as well as lower access to and control of land ownership, administration and use among women.

**The actions that support closing the gender gap** focus on providing women, individually or jointly with a man, second level land holding certificates.





## ADDITIONAL RESOURCES

- [Gender and Climate Change: Three Things You Should Know \(World Bank 2011\).](#)
- [World Bank Open Learning Campus: Addressing Gender in Climate Change Policies for Agriculture \(World Bank\).](#)
- [Gender in Climate-Smart Agriculture Module 18 for the Gender in Agriculture Sourcebook \(World Bank and FAO 2015\)](#)
- World Bank. Violence Against Women Resource Guide. <https://www.vawgresourceguide.org/>
- [World Bank Gender Website](#)
- [Good Practice Guidance Note for Addressing GBV in Investment Project Financing Involving Major Civil Works \(World Bank 2018\).](#)
- [Global Facility Disaster Reduction and Recovery Guidance Note on Addressing Gender Equality and Women's Empowerment in Disaster Reduction and Recovery \(GFDRR\).](#)

## ENDNOTES

- <sup>1</sup> Peterson, K. 2007. Reaching Out to Women When Disaster Strikes. Soroptimist White Paper / DFID (2013) by Bradshaw S., Fordham M. Women, Girls and Disasters
- <sup>2</sup> UN Women/GCF. 2016. Leveraging co-benefits between gender equality and climate action for sustainable development.
- <sup>3</sup> UNWomen Factsheet: <https://www.unclearn.org/sites/default/files/inventory/unwomen701.pdf>
- <sup>4</sup> FAO. 2018. Tackling Climate Change Through Rural Women's Empowerment. The Food and Agriculture Organization of the United Nations (FAO).
- <sup>5</sup> Wong, S. 2016. Can Climate Finance Contribute to Gender Equity in Developing Countries?' Journal of International Development 28, no. 3, pp. 428–444; Institute of Development Studies (IDS). 2008. Gender and Climate Change: Mapping the Linkages – A Scoping Study on Knowledge and Gaps. ODS, June 2008.
- <sup>6</sup> Mearns, R. and Norton, A., eds., Social Dimensions of Climate Change: Equity and Vulnerability in a Warming World. Washington, D.C.: World Bank, 2010; Institute of Development Studies (IDS). 2008. Gender and Climate Change: Mapping the Linkages – A Scoping Study on Knowledge and Gaps. ODS, June 2008.
- <sup>7</sup> BRIDGE. 2011. Gender and Climate Change Overview Report.
- <sup>8</sup> For more information please see: Introduction to Gender and Climate Change, available at: <https://unfccc.int/gender>
- <sup>9</sup> Intergovernmental Panel on Climate Change (IPCC). 2014. Summary for Policymakers. Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects, Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change, Field, C. B. and Barros, V. R. et al., eds. (Cambridge, U.K. and New York: Cambridge University Press, 2014), pp. 1–32.
- <sup>10</sup> UNDP. 2016. Gender and Climate Change. Overview of linkages between gender and climate change. 2016 United Nations Development Programme.
- <sup>11</sup> Action Aid, 2016. On the Frontline: Catalyzing Women's Leadership in Humanitarian Action.
- <sup>12</sup> UN Women, 2011. UN Women on the Ground: Haiti's Women a Year After the Earthquake. <http://www.unwomen.org/en/news/stories/2011/1/un-women-on-the-ground-haiti-s-women-a-year-after-the-earthquake>
- <sup>13</sup> UN Climate Change. 2014. Building Storm-Resistant Houses. <https://unfccc.int/climate-action/momentum-for-change/lighthouse-activities/building-storm-resistant-houses>
- <sup>14</sup> UNDP. 2016. Gender and Climate Change. Overview of linkages between gender and climate change. 2016 United Nations Development Programme.
- <sup>15</sup> FAO. 2018. Tackling Climate Change Through Rural Women's Empowerment. The Food and Agriculture Organization of the United Nations (FAO).
- <sup>16</sup> It is not realistic for GPRBA pilots to have a large project preparation and M&E budget that is out of proportion vis-à-vis recipient-executed grants and their overall impact.
- <sup>17</sup> Martin Flatø, Raya Muttarak, André Pelser. 2017. Women, Weather, and Woes: The Triangular Dynamics of Female-Headed Households, Economic Vulnerability, and Climate Variability in South Africa. World Development, Volume 90, 2017, pages 41–62.
- <sup>18</sup> Mavisakalyan, Astghik, Tarverdi, Yashar. 2018. Gender and climate change: Do female parliamentarians make difference? GLO Discussion Paper 221.
- <sup>19</sup> NORGAARD, Et Al., 2005. Gender Equality and State Environmentalism. Gender and Society. Vol. 19 No. 4, August 2005, 506–522.
- <sup>20</sup> According to FAO, gender-responsive technologies are defined as a set of technologies that pay due attention to gender-differentiated needs and constraints, reduce drudgery among women, release time for alternative activities, and promote labor efficiency and sustained household economic and welfare gains.



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