



FEDERAL  
DEMOCRATIC  
REPUBLIC OF  
ETHIOPIA

Ministry of Finance



# **Climate Resilient Green Economy (CRGE) Facility Gender Mainstreaming Strategy**

***A practical framework to support the mainstreaming of gender equality and  
social inclusion in the operations of the Ethiopia's CRGE Facility***

**CRGE Facility and Global Green Growth Institute (GGGI)**

***2020 to 2023***

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## Acronyms and Abbreviations

AF	Adaptation Fund
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIF	Climate Investment Fund
CRGE	Climate Resilient Green Economy
CSA	Central Statistics Authority
DAE	Direct Access Entities
DPs	Development Partners
EFCCC	Environment, Forestry and Climate Change Commission
FDRE	Federal Democratic Republic of Ethiopia
FHH	Female Headed Household
FTI	Fast Track Investment
GAD	Gender Affairs Directorate
GCF	Green Climate Fund
GGGI	Global Green Growth Institute
GHG	Green House Gas
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
M&E	Monitoring and Evaluation
MHH	Male Headed Household
MoA	Ministry of Agriculture
MoF	Ministry of Finance
MoWCY	Ministry of Women Children and Youth
NAP	National Adaptation Plan
NDAs	National Designated Authority
NGOs	Non-Governmental Organizations
PDC	Planning and Development Commission
PSI	Policy Studies and Research Institute of Ethiopia
PSNP	Productive Safety Net Program
SDGs	Sustainable Development Goals
UNFCCC	United Nations Framework Convention on Climate Change

## Foreword

Ethiopia's vulnerabilities to climate change constitute a major burden for our economies. Those of us in the frontline of the climate crisis cannot afford to merely wait around and watch the world breach the 1.5-degree tipping point. The impacts of climate change affect poor and vulnerable people disproportionately with a major impact on women and other disadvantaged groups. Addressing these threats requires a people-centered and human-rights, including gender mainstreaming approach intended to meet the needs of all vulnerable people.

Since the launching of its Climate Resilient Green Economy (CRGE) Strategy in 2011, the Federal Government of Ethiopia has been striving to direct its development towards gender responsive climate compatible direction and has committed to gender equality, as outlined in the National Action Plan for Gender Equality and the Second Growth and Transformation Plan. Further, as a Party to the United Nations Framework Convention on Climate Change (UNFCCC), we are working toward gender-responsive climate action, in line with the Gender Action Plan agreed in 2017.

Reaffirming the centrality of gender responsive and inclusive approach, the CRGE Facility in collaboration with the Global Green Growth Institute (GGGI) as delivery partner is implementing a Green Climate Fund (GCF) Readiness Project with one of the project priorities focusing on the development of gender mainstreaming strategy to address gender gaps and opportunities especially in its climate finance mandates.

This CRGE Facility Gender Mainstreaming Strategy, 2020–2023 is an important first step, one that will enhance institutional capacity to address gender concerns in the climate change space and strengthen key interventions tackling structural changes that accelerate gender equality and inclusion in the core operations of the CRGE Facility and its implementing and executing entities at various levels. The Strategy builds upon findings and recommendations of Gender Framework of the Facility developed in 2017, the National Women Policy and the GCF Gender Policy and Action Plan. The CRGE Facility is committed for the implementation of the gender mainstreaming strategy and will continue its support for gender responsive and inclusive approach to achieve its CRGE vision.

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## 1. INTRODUCTION AND BACKGROUND

Ethiopia remains a highly climate vulnerable country especially in the areas of agriculture, access to efficient energy sources and water management. Agriculture underpins Ethiopia's economy and the majority of people's livelihoods. Agricultural production is dominated by small-holders and is predominantly rain-fed, making it very sensitive to climate variability and shocks. Similarly, a large proportion of the land area of Ethiopia is arid and is dominated with pastoral farming, which is highly sensitive to climate extremes in general including drought. Vulnerability to the impacts of climate change, with implications to food security, livelihoods and economic development, is presently one of the major challenges faced by Ethiopia.

Recognizing these challenges, Ethiopia is moving towards a low carbon and climate resilient economy and it has one of the most advanced climate policy landscapes in Africa. A Climate Resilient Green Economy (CRGE) vision was launched in 2011 which sets out the national objective to achieve a climate resilient middle-income economy with no net growth in greenhouse gas emissions by 2025. While committed to continued rapid growth and the attainment of lower-middle-income country status by 2025, the GoE intends net-zero Green House Gas (GHG) emission growth while simultaneously building the resilience of the economy to climate shocks. Its CRGE Strategy is focused on mobilizing resources to achieve these triple goals - adaptation, mitigation and economic growth.

Gender equality and the empowerment of women and girls is a sustainable development goal and prerequisite for both successful climate change adaptation and the transition to low-carbon development pathways in developing countries including Ethiopia. Although progress has been made in recent years, particularly in addressing some of the gender issues associated with climate change impacts, e.g. the Fast Track Investment (FTIs) project targeted women and disaggregated its data by sex; integration of gender considerations in Ethiopia's National Adaptation Plan (NAP) development process; development of a gender action plan for projects financed through the CRGE Facility including the gender framework.

The Ethiopian government established the CRGE Facility in 2012 as a financial mechanism to support CRGE implementation and is a dedicated entity to attract and channel climate finance from international, public and private sources to implement initiatives towards establishing a climate-resilient, green-economy. All government structures are mandated by the national women policy to mainstream gender equality considerations in their operations. However, there is very little articulation of the same in CRGE Facility Strategy and the operations of the CRGE Facility. Therefore, this provides an opportunity for the development of a framework that will provide guidance and institutionalization of gender mainstreaming in the Facility operations.

The CRGE Facility in collaboration with GGGI plan to build the institutional capacity of Ministry of Finance (MoF) through the development of the Gender Mainstreaming Strategy to address gender gaps and opportunities especially in its climate finance mandates. The Strategy forms one of the main outputs of the Green Climate Fund (GCF) Readiness Project of the CRGE Facility in collaboration with GGGI as a delivery partner.

This Gender Mainstreaming Strategy is designed to provide strategic guidance for addressing gender inequalities in the operations of the CRGE Facility and improve the accountability mechanisms on how gender mainstreaming can be ensured in climate finance. The Strategy is structured by first outlining the background information on how gender mainstreaming is critical to the mandate of the Ministry of Finance and CRGE Facility and highlighting the objective of the strategy. Secondly, an overview of the policy context that elaborates the legal, policy and institutional framework of gender equality is provided. Thirdly, it provides a thorough discussion on the strategic objectives, outcomes, and outputs of the gender mainstreaming strategy of the CRGE Facility. It finally concludes with the implementation plan (gender action plan) for the Strategy.

### **1.1 The CRGE Gender Mainstreaming Strategy Mandate**

The Government of Ethiopia developed the CRGE Strategy in 2011 to achieve a climate resilient middle-income economy with no net growth in greenhouse gas emissions by 2025. The CRGE Strategy elaborates several low carbon emitting actions and resilience building initiatives across

key economic sectors to achieve its vision. The strategy also tasked the Ministry of Finance (MoF) to establish a national climate fund to mobilize climate finance from various sources to realize this vision. Accordingly, in 2012 MoF in collaboration with Environment Forest and Climate Change Commission (EFCCC) established and operationalized the CRGE Facility to attract climate finance to support the institutional building and implementation of Ethiopia's CRGE Strategy. The CRGE Facility is managed under the UN Agencies, CRGE Facility and Regional Economic Cooperation Directorate in MoF.

The Green Climate Fund (GCF) is an entity established formally as a fund in 2010 under UNFCCC and Paris Agreement Framework. It is a mechanism to help developing countries reduce their greenhouse gas emissions and enhance their ability to respond to climate change in eight key result areas of:

- **Mitigation:** (1) Energy generation and access (2) Transport (3) Buildings, cities, industries and appliances (4) Forests and land use
- **Adaptation:** (5) Health, food, and water security (6) Livelihoods of people and communities (7) Infrastructure and built environment (8) Ecosystems and ecosystem services

Funding through the GCF includes readiness program supports - provides resources for strengthening the institutional capacities of National Designated Authorities (NDAs) or focal points and Direct Access Entities (DAE) to efficiently engage with the Fund. The Global Green Growth Institute (GGGI) is a delivery partner for GCF and has accessed a GCF readiness support to build the institutional capacity of MoF in the period of 2019 and 2021.

The readiness program includes institutional capacity building support that fosters DAE gender responsive approach as part of engendering the country's CRGE implementation. The CRGE Facility in collaboration with GGGI has developed a gender framework with an objective of identifying existing gender equality issues in the implementation of the CRGE strategy vis a vis the CRGE Facility's mandate and develop a framework that facilitates the integration of gender equality. The findings of the framework revealed that relevant policies are weak in areas of gender equality integration-mainly due to lack of gender analysis during program/policy design as well as weak participation of the gender and women's rights related stakeholders in the



processes. This translates into the lack of identification of clear gender related activities that need to be addressed with sufficient budget.

## **1.2 Purpose of the CRGE Gender Mainstreaming Strategy**

The purpose of this strategy document is to **enhance the institutional capacity of MoF in gender mainstreaming in climate change adaptation and mitigation interventions financed through the CRGE Facility**. In return, this will contribute towards a more gender responsive CRGE facility and overall gender equality and women's empowerment in the country.

The Gender Mainstreaming Strategy therefore

- (i) provides strategic guidance for gender mainstreaming in the operations of the CRGE Facility
- (ii) Improves accountability mechanisms on gender mainstreaming in climate finance, and
- (iii) Develops a guide for gender mainstreaming and gender action plan for implementation

This Strategy is designed for use by frontline climate change project planners, implementers, M&E practitioners among other proponents from all the executing and implementing entities at various levels, federal, regional and district as well as the National Designated Authority (NDA). The Strategy also provides a number of gender mainstreaming tools and approaches, which can be employed during program and project designing stages. These methodologies and tools are applicable to a broad range of climate change mitigation and adaptation initiatives. The strategy focuses on the minimum set of tools needed to meet the requirements of the CRGE Facility core operations through reviewing existing secondary data.

In preparation of this Strategy, the processes consists of reviewing various national and international documents and frameworks on gender and climate change including the GCF Policy and its Gender Mainstreaming Guidelines; conducted a rapid gender analysis of the CRGE facility and the broader gender and climate issues in the country; reviewed the gender framework of the CRGE Facility and the national women policy; and, facilitated consultations with the CRGE Facility Stakeholders and Gender Affairs Directorate of MoF.

### **1.3 Background to the CRGE Facility Gender Framework**

In 2017, the CRGE Facility made commitments to integration of gender equality considerations within the execution of its mandate. The gender framework highlighted, relevant sectoral level the gender differentiated impacts of climate change in Ethiopia. It further identified the constraints and barriers that hinder women farmers' effective adaptation to climate change and mitigation against adverse climate change impacts, through reviewing existing secondary data. Additionally, it proposed actions for enhanced gender mainstreaming in the Facility and this Gender Mainstreaming Strategy is the main output and outcome that would ensure promotion of gender equality. The adoption of this action was validated in December 2019 and shared to all CRGE executing entities in the country.

The GCF Board adopted its Gender Policy and Action Plan in March 2015 and its rationale is rooted in the GCF's mandate to encourage a paradigm shift towards low-emission and climate-resilient development pathways. The GCF's commitment to gender equality centers on gender-responsive country programmes and initiatives that benefit everyone - women and men. The GCF Policy states that:

- Women, as well as men significantly contribute to combating climate change. Shifting the paradigm towards low-emission and climate-resilient development pathways, which is the Fund's mandate, requires a large number of individual and collective decisions by women and men. A gender-sensitive approach is therefore part of a paradigm shift.
- Climate change impacts women and men differently, to the detriment of women, and existing gender inequalities are likely to be exacerbated by climate change; and
- Gender inequality, exacerbated by climate change, is linked, as are other development areas, to vulnerability and risks. The greater vulnerability of women to climate change stems from gender norms and discrimination that result in the imbalanced division of labor, lower incomes, and lesser livelihood opportunities; less access and control over land and other productive assets; fewer legal rights; lesser mobility and lesser political and professional representation.

The development of the Strategy therefore used a gender sensitive approach to climate change and referred to the outcomes and lessons of the of the gender framework of the CRGE Facility and the GCF Gender Policy and its Gender Mainstreaming in GCF Projects Guideline.

#### **1.4 Defining Gender Mainstreaming**

Gender mainstreaming is a process for making women's, as well as men's, concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programs in all political, economic and social spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. Research shows that gender inequalities exist in most societies and are the result of deeply rooted attitudes and power relations which pervade communities, institutions and market forces. In Ethiopia, like most other developing countries, gender inequality diminishes the economic and welfare prospects of rural women and girls and consequently their households and communities.

## **2. NATIONAL SITUATIONAL STATUS ON GENDER, POVERTY, CLIMATE AND INCLUSION**

Ethiopia has put in place various strategies for mainstreaming gender and this section outlines some of those and the contextual analysis on gender equality, social inclusion and poverty elimination efforts.

### **2.1 Situation on gender equality, social inclusion and vulnerabilities in Ethiopia**

In Ethiopia, women comprise nearly half of the country's population of 115 million people as of 2018. Women are among the most vulnerable groups in the country, least prepared and likely worst affected by climate change, due to, among others - their differing needs, opportunities, and capacities. Due to historic inequalities, women are more typically placed in the informal sectors and largely perform unpaid care work in households and communities. Women, most poor people and indigenous groups have limited opportunities to accessing assets, credit, lower levels of participation in the labor and employment markets and benefit less from the natural

resources. According to UNDP (2018), Ethiopia achieved significant gains in advancing gender equality and women's empowerment in various fronts. Significant achievement has also been made in promoting women's political participation – in the year 2020, women occupy 50% of the Cabinet/Ministers and 38.8% of seats of the House of Peoples' Representatives. The 2018 global human development report shows that Ethiopia is among countries with low Gender Development Index (ratio of female to male HDI values) scoring 0.846. The 2018 Global Human Development Report indicates that Ethiopia's Gender Inequality Index (GNI) score is one of the lowest. Ethiopia ranked 121<sup>st</sup> out of 160 countries on GNI scoring 0.502.

The following outlines the major bottlenecks in Ethiopia with regards to inclusive green growth:

- (i) **Limited access to productive resources:** Though women play a pivotal role supporting climate change related activities in agriculture, energy, environment, among others, they still lack access to productive resources such as land, credit and extension services compared to men. Due to climate effects, most parts of the country experience water shortages for people and animals – affecting women even more as they are the main water users and collectors, spending more time to access the same. The same is true with fuel collection which is mainly done by women and girls – affecting their productivity and other economic opportunities. Poor yields on the other hand also has different coping mechanisms for women and men - some sell household assets and livestock, men from poorer households may migrate to urban areas. The limited decision-making power in various public and private spaces also limits the voice of women in climate actions.
- (ii) **Social cultural norms:** Harmful practices and negative stereotypes are one of the major obstacles to gender equality and women's empowerment. Adverse climatic changes and local customary practices result in unequal food allocation during times of food scarcity. Drop out from schools increases during climate related disasters and usually more girls are affected. Additionally, the vulnerability to HIV infection is higher in women and girls and their overall household vulnerability is exacerbated. Single headed households, especially those of females have less livelihood alternatives hence their household is more prone to food loss and shocks. In climate crisis, older sons may migrate, poorer families and female-headed households may marry off their daughters at a young age to save food and gain benefits from dowries.

- (iii) **Intra-household dynamics** especially caused by unequal sharing of power and decision making over the use of income, assets including land, and food. Socially, rural women have the major responsibility of household water supply and energy for cooking and heating, as well as for food security, and are negatively affected by drought, rainfall and deforestation

This Gender Mainstreaming Strategy recognizes that women can be ‘agents of change,’ and not always as victims and this can be done by ensuring that their needs, capabilities, responsibilities are taken into consideration fully, and ensure their meaningful involvement in climate change related initiatives.

## **2.2 Overview of the Policy/Legislative Framework and institutionalization of gender**

Ethiopia ratified the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1981 – a convention that among others provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life, education, health and employment rights. The country also adopted the Program of Action of the International Conference on Population and Development in 1994, which emphasized the fundamental role of women's interests in population matters and introduced the concepts of sexual and reproductive health and reproductive rights. In 1995, it adopted the Beijing Platform for Action, and in 2015 endorsed the United Nations Sustainable Development Goals (SDGs) demonstrating its commitment to gender equality. The SDGs has put a spotlight on various development goals and one of which is Goal 5 which has been stated below;

*Goal 5: Achieve gender equality and empower all women and girls. Its targets include*

- Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.
- Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate

- Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life.

At national level, the country has made legislative and institutionalization of gender equality as follows:

- The Ethiopian Constitution, 1995 - Both federal and regional constitutions enshrine the equality of men and women, "All persons are equal before the law and are entitled without any discrimination to the equal protection of the law" (article 25). Article 35 addresses women's equal rights to free marriage, to the control and use of land, to own and inherit property, to employment, rights to maternity leave and pay and to full consultation in the formulation, design and execution of national development policies. Affirmative action to address the historical legacy of inequality and discrimination is provided for in the Constitution.
- Equality provisions are extended to all federal and regional laws including the revised Family Code (2000), Labour Legislation (1993, amended 2005), Civil Servants Proclamation (2007) and the new Criminal Code (2005). The Proclamation of Executive Organs of the Federal Democratic Republic of Ethiopia (2010) gives the mandate to all sector ministries, government agencies and government development enterprises to integrate gender issues according to their powers and duties (and according to the law). The Rural Land Administration and Land Use Proclamation (2005) contains provision on women's equal right to land.
- National Policy on Women, 1993 - The National Policy on Women was developed with the objective of addressing women's needs in all development sectors in an integrated way, highlighting the Government's commitment to the full participation of all members of the society in social, economic and political spheres. The policy called for the establishment of women's machinery at all levels: federal, regional and sub-regional. Subsequently personnel were assigned as gender focal points and were to take responsibility for ensuring that the needs of men and women were included in the design and implementation of all policies and interventions. However, the focal point system was never completely implemented across all sectors and levels.
- The Ministry of Women Children and Youth (MoWCY) was established in 2005 and entrusted with the responsibility of coordinating and following up on the implementation of the National Policy on Women. It also developed and launched the National Action Plan for Gender Equality (2006-10) to promote and implement Ethiopia's commitment to the Beijing Platform for Action (UN Women 2014).

- The Federal Family Code of Ethiopia (2000) legislates against child, early and forced marriages while Chapter III of the Criminal Code of Ethiopia (2005) is devoted to criminalizing harmful traditional practices that cause injuries, health problems and death. Though the Chapter is of general application, it is particularly relevant to violence against girls and women. In particular, Articles 561-570 of the Code are relevant.
- All ministries, agencies, organizations and institutions are mandated to design gender aware policies and strategies. Additionally, all the Government ministries have established the Women/Gender Affairs Directorate at federal level and gender focal point structure within decentralized structures to mainstream gender.
- Ethiopia's international commitments on climate change mitigation, captured in its 2015 NDC to the UNFCCC are the same as its CRGE commitments since they were the basis of the NDC.

Institutional mechanisms for the advancement of women in the country have evolved over time in terms of structure, capacity and leadership. This includes decisions 691/2010 which called for the establishment of Ministry of Women, Children and Youth (MoWCY) and the capacity of the women's civil servants to act as a catalyst for the advancement of gender-aware policies and the implementation of laws has increased significantly over the course of the last decade, particularly at the federal level. On-going programs to develop sector-specific gender mainstreaming guidelines and gender audits demonstrate MoWCY's increased capacity to carry out its mandate and coordination function, which is further supported by Regional Ministries of Women Affairs. Amongst others, achievements include the implementation of Gender Responsive Budgeting (GRB) by the Gender Directorate of Ministry of Finance and the development of gender mainstreaming guidelines and the appointment of inter-departmental gender focal points within the Ministry of Agriculture. The country is still challenged in ensuring that all the legislative and policy frameworks are translated into the desired change, therefore, the development this Strategy is timely as it paves the way for improving institutional mechanisms and accountability for gender responsive climate action.

### 3. THE CRGE GENDER MAINSTREAMING STRATEGIC OUTCOMES

The overall goal of the CRGE Facility gender mainstreaming strategy is to enable vulnerable women and men, young girls and boys to improve their livelihood, to raise their incomes and strengthen their resilience to climate change by creating equitable and fair opportunities for men and women to support a paradigm shift to low-emission and climate-resilient development. The strategy has four strategic outcomes which addresses both the supply and demand sides of the pathway to achieving gender equality and social inclusion. Each strategic objective sets out clear outputs, activities needed to deliver on these outputs, and gender action plan is prepared to ensure its implementation and monitoring and evaluation.

***The strategy is built on the following understanding:***

- Gender inequalities are socially determined, that is they are the result of deeply rooted attitudes and cultural traditions that vary from area to area but are responsible for the discrimination especially faced by women, girls and other vulnerable groups. These deeply held attitudes and practices are embedded in society and its institutions, but they are not immutable - they can be changed.
- Gender inequalities often begins at the household level - household members negotiate decisions about work, division of labor, reproduction, consumption, etc. Households then interact with institutions (formal and informal) and markets. The quest for ensuring sustainability for gender equality has therefore to intervene at all levels.
- Households are composed of individuals with varying preferences and needs; they are not homogeneous units. Likewise, women are not a homogeneous group – it is important to consider the different needs and roles within the household as that would also come into play in the formal and informal sectors.
- Women's social, economic and political empowerment is central to the strategy, however, progress in achieving equality will only be accomplished by addressing the power relations between men and women and galvanizing their support for change.
- Gender equality is a right enshrined in the Ethiopian Constitution and other legislative policy frameworks - The strategy seeks to contribute towards realizing some of those commitments.

***The strategy is built on the following operational approaches:***



- Uses the concept of gender transformative development that emphasizes the importance of working with both women and men to understand the causes and consequences of inequalities and to challenge and change power relationships
- The strategy focused on national legislative frameworks and other related international and regional commitments on gender equality, social inclusion and the empowerment of women and marginalized groups.
- Focuses on results to ensure that progress towards gender equality can be measured and evaluated.

This CRGE Facility Gender Mainstreaming Strategy is the first of its kind to develop a gender specific operation tool in the climate change interventions in the country. The Strategy delineates the CRGE Facility commitment to:

- (i) Strengthen interventions that accelerate gender equality, social inclusion and women's empowerment
- (ii) Strengthen the integration of gender equality into CRGE Facility core work streams.
- (iii) Better align CRGE Facility with its development partners including the GCF focus on gender equality and women's empowerment.

The Strategy is grounded in the requirement that all the executing and implementing entities adopt gender mainstreaming methodologies, as mandated by the 1995 Beijing Platform for Action, defined by Economic and Social Council agreed conclusions 1997/2 on mainstreaming the gender perspective into all policies and programs, and guided by the normative frameworks provided in the Convention on the Elimination of all Forms of Discrimination against Women.

Recognizing that gender equality is a precondition and accelerator for achieving climate compatible development, CRGE Facility is committed to promoting and mainstreaming gender equality and women's empowerment in all that it does. The CRGE Facility approach to gender mainstreaming is dual – CRGE Facility supports the empowerment of women and girls through targeted gender-specific interventions and addresses gender concerns in developing, planning, implementing and evaluating projects and programs. To achieve this, CRGE Facility will rely on minimum requirements of conducting gender analysis and pursue integrated, cross-sectoral approaches that address interconnected development challenges.

*The following are the four strategic outcomes:*

- I. **Strengthened policies, institutions, and processes within the CRGE Facility and implementing entities on the promotion of gender equality**
- II. **Enhanced gender mainstreaming capacities and strategy delivery within the CRGE Facility and Executing Entities**
- III. **Increased design of gender-responsive projects and programs in the CRGE Facility**
- IV. **Increased participation of women climate actions decision making.**

Below are the discussions for each of the strategic outcomes of the strategy.

### 3.1 Strategic Outcome 1: Strengthened policies, institutions and processes on gender equality

This strategic objective focuses on ensuring that all the policies, institutions and processes that guide the operation of the CRGE Facility and its executing and implementing entities reflect the new gender mainstreaming strategy and develop a system of accountability. This outcome also focuses on policies and procedures that guide the administrative and programmes operations of CRGE Facility and executing entities reflect the gender equality perspectives, the gender action plan for this strategy and other national commitments on gender and climate change.

There are a number of different stakeholders engaging with the CRGE Facility operations including development partners, national and international NGOs as well as other ministries with their regional replica whose work has a bearing on the proposed outcomes. Hence, this strategic outcome will contribute towards strengthening networking, coordination and partnerships within and across CRGE line ministries as well as development partners, private institutions and NGOs enhanced to promote gender equality.

In order to make gender transformative approach understood and translated into day to day activities of staff in management and at implementation level, systematic way of recognition and rewarding those transformative practices are important through motivation of outstanding gender-transformative practices by individuals and teams within CRGE Facility and excuting entities , disseminating outstanding gender transformative practices using different media (print, website, etc.) for learning.

### 3.2 Strategic Outcome 2: Enhanced gender mainstreaming capacities and strategy delivery

Gender Affairs Directorates are established in all sectoral ministries with the mandate to provide support to mainstream gender equality to all directorates and programs including the CRGE unit in their respective ministry. There are still challenges in realizing the same due to limited capacity of GADs particularly with in the CRGE units. There is also weak linkage between sectoral GAD and CRGE unit in the sector; both are crosscutting issues with no established clear joint working modality. Given that the overall responsibility for the delivery of the strategy will be placed within the CRGE Facility and GADs, measures need to be taken to ensure that these unit are strengthened and capable of intervening to galvanize support and commitment to the strategy at different levels of the CRGE Facility.

This strategic outcome will contribute towards strengthening the competence of CRGE Facility gender focal point, staffs and GAD to lead implementation of gender strategy strengthened. Some of the key interventions include undertaking capacity need assessment and organizing training for trainer's to enable GAD to deliver gender and climate training at lower levels. The CRGE Facility will strive to ensure that all capacity building trainings, communities of practice and other learning opportunities incorporate sessions on gender equality and social inclusion led by a gender expert. Based on the gaps identified and standardized training package on gender and climate change will be developed to deliver at the regional and woreda level.

Gender disaggregated data is very important for result based gender responsive climate finance interventions. There is also a need to establish and disseminate gender responsive monitoring and evaluation system and provide tools (gender analysis and gender action plan). Hence, this strategic outcome will enhance the capacity in gender disaggregated data, knowledge and learning for monitoring improved and research evidence on gender transformative issues generated. To improve the implementation gender responsive implementation capacity, this

strategy includes approaches of establishing gender readiness fund with the objective of developing sector specific gender analysis and capacity development interventions

### 3.3 Strategic Outcome 3: Increased design of gender-responsive projects and programs

Gender responsive and gender focused interventions require ongoing follow up from the planning stage throughout the project cycle for effective results that leads towards gender equality and women's empowerment. This strategic outcome will focus on identifying key interventions for mainstreaming gender and social inclusion in all the project/program cycle management of the CRGE Facility such as integrating gender equality and social inclusion considerations in the monitoring and evaluation system manual , environment and social safeguard framework of the CRGE Facility . Furthermore, need assessment will be undertaken to identify gaps on gender responsive MEL and reporting and improve the skill of MEL and gender professional There will also be emphasis on the inclusion of gender analysis and action plan as a mandatory criteria part of eligibility requirement to access funding from and/or through the Facility and the required system will be in place to ensure implementation of gender action plan .

### 3.4 Strategic Outcome 4: Increased participation of women in climate action

Generally, girls and women are not brought up to voice their demands and views and have limited role in decision making. This strategic outcome emphasized on the critical importance of women's participation and leadership in all forms of decision-making, including the CRGE Facility institutional structure, administrative and programmatic operations at different levels.

It requires changing gender power structures and discriminatory practices, both formal and informal, within the organization and in programmatic/ policy work. A strong commitment to gender equality stems from the top, to this end CRGE Facility senior management engage will

engage in advocacy efforts through including equality and social inclusion consideration in public speeches/key note and ensuring the involvement of MoWCY in the regular CRGE Facility management committee . Recognizing triple role of women and time constrain, flexible working hour and promotion of establishment of day care facilities at workplace are some of the approaches to achieve result in this objective .

#### 4. THE CRGE GENDER MAINSTREAMING STRATEGY IMPLEMENTATION PLAN

The CRGE Facility gender and safeguards specialist in collaboration with the GAD of Ministry of Finance will continue its process of internal transformation to ensure that gender mainstreaming at both policy and operational levels remains at the heart of its activities. This Gender Action plan (GAP) is developed to guide the implementation of the CRGE Facility Gender Mainstreaming Strategy.

<b>Strtegic Outcome 1: Strengthened policies, institutions, and processes within the CRGE Facility and implementing entities on the promotion of gender equality</b>	<b>Timeframe (2020 to 2023)</b>	<b>Responsibility</b>	<b>Cooperating Partner</b>
<b>Output 1.1 Policies, strategies, procedures in the CRGE Facility reflect gender equality</b>			
Review manuals, frameworks and procedures to identify gender gaps for amendment in order to reflect gender equality and inclusion considerations members of staff .	2021	GAD	All CRGE Executing Entities
Conduct awareness sessions and understanding of gender mainstreaming strategy to key policy and decision makers at all level	2021	GAD	All CRGE Executing Entities
<b>Output1.2: Gender disaggregated data ,knowledge and learning for monitoring improved and research evidence on gender transformative issues generated</b>			
Collaborate with National Planning and Development Commission , PSI and CSA to revise data sets in the monitoring and evaluation indicator assessment report to reflect wider categories of sex disaggregation: female-headed households, married women, single women.	2021	CRGE Facility	EFCCC, PSI,CSA ,GGGI and other
Produce and disseminate policy briefs , promotional materails on best practice and research findings on gender equality in climate finance .	2020	CRGE Facility, GAD of Ministry of Finance	All CRGE EE and IE
<b>Output 1.3: Networking, coordination and partnerships within and across CRGE line ministries as well as development partners, private institutions and NGOs enhanced to promote gender equality</b>			
Improving the communication between the CRGE and GAD through establishing regular reporting system	2021	CRGE Facility and GAD	All CRGE EE and IE

Screen and select outstanding gender transformative practices	2022	CRGE Facility and GAD of Ministry of finance	All CRGE EE and IE
Establish community of practice on gender and climate change under the Federal Women department forum led by MoWCY to be co chaired by the GAD units of the MoF and EFCCC.	2021	CRGE Facility	GAD of EFCCC
Facilitate the annual International Women's Day Commemorations and recognize/award outstanding individuals, government ministries and regions leading on gender mainstreaming in climate change	2022	CRGE Facility and GAD of Ministry of Finance	All CRGE EE and IE
<b>Strategic Outcome 2: Enhanced gender mainstreaming capacities and strategy delivery within the CRGE Facility and Executing Entities</b>			
<b>Output 2.1: Competence of CRGE Facility gender focal point, staffs and GAD to lead implementation of gender strategy strengthened</b>			
Undertake performance reviews of CRGE Facility staff and implementing units at all levels with regard to intergrate gender equality and inclusion considerations members of staff	2020	CRGE Facility	All CRGE EE and IE
Facilitate training for trainers on gender mainstreaming in climate change, targeting GAD officials who would in return deliver the same at lower levels.	2020	CRGE Facility	All CRGE EE and IE
Roll out the capacity building on gender and climate change at the woreda level	2021	CRGE Facility	All CRGE EE and IE
Undertake capacity need assessment and develop standardized gender and climate change training package, that can be adapted to needs of programmes and projects with cascade system to deliver at the regional and woreda level	2020	CRGE Facility	All CRGE EE and IE
Improve and amend the recruitment procedure to increase the number of female staffs	2021	CRGE Facility, GAD of Ministry of Finance	All CRGE EE and IE
Build the technical capacity of CRGE Facility and GAD staffs to use gender disaggregated data/information collection, storage, analysis and dissemination.	2020	CRGE Facility	All CRGE EE and IE
<b>Strategic Outcome 3: Increased design of gender-responsive projects and programs in the CRGE Facility</b>			

<b>Output 3.1: Enhance monitoring, evaluation and learning practice</b>			
Conduct need assessment within the CRGE Facility on Gender and MEL capacity	2020	CRGE Facility and GAD of Ministry of Finance	All CRGE EE and IE
Regularly follow up the period reports of CRGE Facility to integrate gender equality and social inclusion	2020	CRGE Facility and GAD of Ministry of Finance	All CRGE EE and IE
Integrate gender equality and social inclusion considerations in the monitoring and evaluation system manual and environment and social safeguard framework of the CRGE Facility	2020	CRGE Facility	All CRGE EE and IE
Deliver training for M&E and gender professionals on gender responsive MEL and reporting	2021	CRGE Facility	All CRGE EE and IE
Include Gender assessment and action plan as a mandatory criterion part of eligibility requirement to access funding from and/or through the facility	2020	CRGE Facility	All CRGE EE and IE
Provide training on gender responsive programming including topics like gender and climate change and project cycle management and gender equality policies of Development Partners such as the GCF	2020	CRGE Facility	All CRGE EE and IE
Review and follow up the implementation of gender action plan of different projects/programs financed by the CRGE Facility for gender mainstreaming activities, gender-specific and women-specific activities	2020	CRGE Facility	All CRGE EE and IE
Engage the GAD units through out the project cycle management of the CRGE Facility	2020	CRGE Facility	All CRGE EE and IE
<b>Strategic Outcome 4: Increased participation of women in climate action</b>			
<b>Output 4.1: Women's participation and leadership in all forms of decision making increased</b>			
Senior management of the CRGE Facility will include gender equality and social inclusion in speeches/key note addresses that will be delivered during the national and international events for wider advocacy	2020	CRGE Facility	All CRGE EE and IE



Revise the human resource manual to increase the representation of women in senior management team	2021	CRGE Facility, GAD and HR units	All CRGE EE and IE
Review project implementation manuals and/or rules for committees in natural resource management, safety net, co-operatives and other climate change projects/programmes to institute increase women participation	2021	All CRGE Executing entities at woreda and kebele level	CRGE Facility
Facilitate periodic management committee meetings involving MoWCY and GAD units of the respective CRGE line ministries	2022	CRGE Facility, GAD units	All CRGE EE at the federal level
Develop strategy on how to work with men (elders, leaders and boys) in promoting/advocating for women rights and gender equality	2021	CRGE Facility	All CRGE EE and IE
Develop a system for flexible working hour for women recognizing their time constraint and triple functions such as allowing work from home arrangement	2023	CRGE Facility	All CRGE EE and IE
Promote the establishment of day care facilities at work place	2022	CRGE Facility and GAD units	All CRGE EE and IE

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## Annex 1: Key Gender Concepts and Definitions

**Gender** refers to the roles, behaviors, activities, and attributes that a given society at a given time considers appropriate for men and women.

**Gender equality** refers to the equal rights, responsibilities and opportunities of women, men, girls and boys. Equality, therefore, does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female.

**Gender equity** A process of according fair and positive treatment to women, men, girls and boys whilst taking into account their specific needs. It may involve equal treatment, or, treatment which may be considered discriminatory, but which results in equivalent rights, benefits and opportunities

**Gender responsiveness** refers to outcomes that reflect an understanding of gender roles and inequalities and which make an effort to encourage equal participation and equal and fair distribution of benefits. Gender responsiveness is accomplished through gender assessment and gender inclusiveness.<sup>1</sup>

**A gender-transformative** approach means that promoting gender equality—the shared control of resources and decision-making—and women's empowerment are central to an intervention.

**Gender assessment** includes but is not limited to an analytical tool based on sex-disaggregated data and gender information. This is used to inform and to understand the relationships between women, men, girls and boys, their roles and responsibilities, access to and control over resources, activities and the dynamics of power between them and the constraints faced in a given situation. It is a planning tool which can be used to promote strategic courses of action to address identified gender disparities and gender inequalities and promote women's empowerment

**Gender mainstreaming** is a process of assessing the implication for women and men of any planned action in all areas and at all levels. It is a strategy for making women's as well as

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<sup>1</sup> UNDP 2015. *Gender Responsive National Communications Toolkit*.  
<https://www.undp.org/content/dam/undp/library/gender/UNDP%20Gender%20Responsive%20National%20Communications%20Toolkit.pdf>

men's experiences and concerns an integral part of design, implementation and monitoring so that women and men benefit equally. Gender mainstreaming should result in gender equality.

Gender mainstreaming is the chosen approach of the United Nations system and international community toward realizing progress on women's and girl's rights, as a sub-set of human rights to which the United Nations dedicates itself. It is not a goal or objective on its own. It is a strategy for implementing greater equality for women and girls in relation to men and boys.

The primary objective behind gender mainstreaming is to design and implement development projects, programmes and policies that:

- Do not reinforce existing gender inequalities (**Gender Neutral**)
- Attempt to redress existing gender inequalities (**Gender Sensitive**)

Attempt to re-define women and men's gender roles and relations (Gender Positive/Transformative)

**Gender targeted projects** are those projects whose principal purpose is to advance gender equality.

**Sex disaggregated data** is data or information which is collected and presented in categories based on sex e.g. presenting information separately for men and women, boys and girls.

Sex-disaggregated data reflect roles, real situations, general conditions of women and men, girls and boys in every aspect of society. For instance, the literacy rate, education levels, business ownership, employment, wage differences, dependents, house and land ownership, loans and credit, debts, etc. When data is not disaggregated by sex, it is more difficult to identify real and potential inequalities. Sex-disaggregated data is necessary for effective gender assessment.

**Women's empowerment** - the core of empowerment lies in the ability of a women to control their own destiny. This implies that to be empowered, women must not only have equal capabilities (e.g. such as education and health) and equal access to resources and opportunities (e.g. such as to land and employment) but they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions, for example through leadership opportunities and participation in political institutions. To exercise agency, women must live without the fear of coercion and violence.

**Gender-blind policies/programs:** Are policies/programs that fail to distinguish between the different needs of women and men in their formulation and implementation. Thus, such

policies are biased in favour of existing gender relations and therefore are likely to exclude women or exacerbate existing inequalities between women and men.

**Gender-neutral policies/programs:** are policies/programs that use the knowledge of gender differences in a given context to target and meet the practical needs of both women and men. Gender-neutral policies do not interfere with existing gender relations.

**Gender-sensitivity:** Is the ability to consider gender norms, roles and relations and gender awareness. It includes gender awareness on concepts of equality between women and men, counting and valuing women's work, respecting their view.

**Effective Participation:** refers that women and men have the potential and the ability to equally engage and articulate their needs and interests and take responsibilities for development actions.

**Gender Responsive Budgeting** is a strategy that aims to make women's lives more visible and integrate women's economic activities into formal economic planning. This is implemented through the MoF that sets a system for integrating, investigating and verifying whether gender is mainstreamed into sector ministries' budgets and plans. Feedback is provided to sector ministries in line with the parameters of 'gender equity' during the annual budget hearing meetings.

## Annex 2: How to conduct a Gender Analysis and develop a Gender Action Plan (GAP)

### **When is a gender analysis used?**

Gender analysis needs to take place early in the planning process so that an understanding of gender roles and power relations is built into the project/program proposal documents including across all levels of the project result framework. All projects/programs should include an analysis of gender and include data on gender issues within the overall situation analysis.

### **Some of the Gender Analysis Questions which needs to be addressed at the project preparatory/planning stage**

1. What is the division of labor among women and men in the project/program area?
2. What are commonly held beliefs, perceptions, and stereotypes related to gender in the project/program footprint area which has direct and indirect relation to the project's sectoral focus
3. What is the legal status of women and men in the project intervention area in relation to the project's sectoral focus?
4. What is the participation between women and men in the formal/informal economy in the project area?
5. In terms of the proposed project/program sectoral focus, will there be any anticipated differences in men's and women's vulnerability and adaptive capacity to climate change? If so, what are these?
6. Are there existing gender inequalities that may be exacerbated by climate change impacts in the proposed project/program area?
7. What roles women and men are anticipated to play in the context of the project/program? What will these entail in terms of time commitment and need for mobility?
8. What resources (economic, financial, physical, natural, other assets relevant to the sectoral focus of the proposal) do women and men have access to? Who manages or controls access to these resources?
9. Do women and men from vulnerable communities have equal access to information and opportunities necessary to participate and benefit fully from the anticipated outcomes of the project/program?
10. Will services provided by the project/program be available and accessible to both women and men?
11. Are there differential needs/priorities of women and men in the context of the project/program? Will the project/program be able to address their respective needs and priorities? If so, how?
12. What specific response strategies needed to address the identified the distinct vulnerabilities of women and men in relation to the program/project focus area?
13. Are the specific knowledge and skills of women and men, being utilized to contribute to project/program outcomes and solutions?
14. What are the opportunities and potential actions to challenge gender stereotypes and increase positive gender relations through equitable actions?

## Developing a Gender Action Plan

A project/program-specific Gender Action Plan (GAP) is a tool used to complement the follow up of the implementation progress of gender equality issues which are mainstreamed into sectoral project/program proposals based on the gender analysis findings. The project/program GAP is not a separate component rather it summarizes specific gender equality and equity related actions for better follow up. It mirrors the logical framework of the project and is an integral part of project/program design. GAPs include clear targets, gender design features and measurable performance indicators to ensure women's participation and benefits.

*The GAP presents:*

- Work undertaken to address gender issues in the project/program.
- Targets and design features, included in the project/program to address gender concerns and ensures tangible benefits to women and men, especially from vulnerable communities.
- Mechanisms to ensure implementation of the gender design elements.
- Gender - sensitive monitoring and evaluation indicators.

**Below is generic presented a template of a GAP.**

Activities	Indicators	Targets	Timeline	Responsibility	Cost
Impact Statement: Write the project/program impact statement here					
Outcome Statement: Write the project/program outcome statement here					
Output(s) Statement: Write the output statement here. In many cases, there will be more than one output for a project or program: therefore, for each output					

## Considerations when developing a result framework

A results-based or logical framework guides project implementation and M&E, laying out a project's indicators at the goal, outcome and output levels. It also establishes baselines, targets and the means of verification. Indicators should capture impacts on women and men. A gender-responsive results-based framework measures changes relating to gender equality and women's empowerment over time. Such indicators can be quantitative, based on sex-disaggregated data, which can be measured separately for men and women. Gender equality indicators can also capture qualitative changes, for example, increases in women's levels of political empowerment or behavioural changes indicating greater gender equality in terms of social and cultural norms. Measurements of gender equality might address changes in the relations between men and women, such as in household decision-making; the outcomes of a particular policy, programme or activity for women and men; or changes in the status or situation of men and women, such as levels of poverty, participation, or unpaid care and domestic work. The CRGE Facility has integrated gender equality considerations in its monitoring and evaluation manual which can be a basis for developing gender responsive result framework for projects/programms in climate compatible development.