GENDER AND SOCIAL INCLUSION ASSESSMENT FRAMEWORK (GSIAF) FOR CLIMATE CHANGE ADAPTATION AND MITIGATION PROJECTS IN THE CENTRAL AFRICAN REPUBLIC

Study report

Readiness Project CAF RS 003

Central African Republic

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LIST OF ACRONYMS

ADB: African Development Bank
AE: Accredited Entity
AFOLU: Agriculture, Forestry, and Other Land Uses
AWP: Annual Work Plan
CAR: Central African Republic
CPF: Country Partnership Framework
CSO: Civil Society Organisations
EPI: Environmental Performance Indicator
FPIC: Free, Prior, and Informed Consent
GBV: Gender-Based Violence.
GCCNS: Gender and Climate Change National Strategy
GCCS/NDC: Gender and Climate Change Strategy for the implementation of the NDC
GCF: Green Climate Fund
GCF: Green Climate Fund
GE: Gender Equality
GSI: Gender and Social Inclusion
GSIAF: Gender and Social Inclusion Assessment Framework
GWP: Global Water Partnership
HDI: Human Development Index
IE: Implementing Entity
IP: Indigenous People or Population
IPCC: Intergovernmental Panel on Climate Change
IPP: Indigenous Peoples Plan
IPPF: Indigenous Peoples Planning Framework
MDGs: Millennium Development Goals
NAP: National Adaptation Plan
NDA: National Designated Authority
NDC: Nationally Determined Contribution
NOP: National Observatory on Parity
NPPOL: National Policy for the Promotion of the Older Persons
NRPBP: National Recovery and Peacebuilding Plan for the Central African Republic
REPALEAC: Network of Indigenous and Local Populations for the Sustainable Management of Forest Ecosystems in Central Africa
RRPF: Relocation or Resettlement Policy Framework
SEA: Sexual Exploitation and Abuse
SH: Sexual Harassment
SI: Social Inclusion
SMNRE: Sustainable Management of Natural Resources and the Environment
UNDP: United Nations Development Programme
UNFCCC: United Nations Framework Convention on Climate Change
WB: World Bank
WHO: World Health Organization

EXECUTIVE SUMMARY

OBJECTIVES AND EXPECTED OUTCOMES

This activity focuses on developing the Gender and Social Inclusion Assessment Framework (GSIAF) for project ideas in the CAR.

The overall objective is to provide tools for conducting a gender and social inclusion analysis of the pipeline of climate finance projects, mainly for the GCF. Concretely, the GSIAF provides research questions to guide data collection during the gender and inclusion analysis of the pipeline of climate change projects of the CAR.

The framework provides a structure for organising data on gender and social inclusion roles and relationships. It represents a means of systematising information on gender differences in various areas of social life and reviewing how these differences affect the lives of men, women, boys and girls, and vulnerable groups.

As regards outcomes, project designers and managers, and above all, the National Designated Authority (NDA), will be equipped to conduct a holistic review onp how gender and social inclusion are systematically considered in all programmes and projects aimed at mitigating climate change in CAR.

METHODOLOGY AND APPROACH

The governing instrument gives the GCF a mandate to enhance a gender-sensitive approach in its processes and operations. According to GCF requirements, any project or programme applying for GCF funding must include a Gender Analysis and Action Plan (GAAP). A GAAP is a mandatory annexe to the project funding proposal. A gender analysis must effectively inform the design of a project. It must, therefore, precede or be conducted in parallel with the preparation of the funding proposal to be submitted to the Fund. It is essential to collect relevant data and information, mainly through a stakeholder analysis, to conduct a gender analysis.

This assessment framework was developed mainly based on a literature review. The following documents were consulted: the National and international gender policies and strategy documents, the Gender Policy, and Policy on Indigenous peoples of the Green Climate Fund (GCF), the gender strategy documents of various technical and financial partners, etc. Analytical grids were used to highlight the importance of considering gender and social inclusion in the project cycle while considering overall governance mechanisms, leadership, the monitoring and evaluation system and reporting. The issues raised by this analysis helped to formulate questions that will serve as a framework for the gender and social inclusion analysis of the GCF pipeline of projects in CAR. Interviews with a number of practitioners in the field consolidated this analysis.

OVERVIEW

- **PRINCIPLES**

The GSIAF principles include i) the Principle of Sustainability, ii) the Principle of Equality, iii) the Principle of Equity, iv) the Principle of Social Inclusion, and v) the Principle of good Financial Management.

- **GENDER AND SOCIAL INCLUSION ANALYSIS GRID FOR PROJECTS AND PROGRAMMES**

An analysis grid was proposed to enable the team responsible for the assessment within the NDA to determine the level of implementation of the principles of gender equality and social inclusion for each indicator. The primary evaluation tool was the Gender and Social Inclusion Marker (GSIM). It was developed by the project team with the support of Global Water Partnership, Central Africa (GWP-CAf). Two levels of analysis will be considered:

- ✓ **Case of New Projects or Programmes:** It refers to the pipeline of programmes or projects that were never started or are in the process of being prepared. At this level, the analysis of the gender and social inclusion perspective is applied to the project/programme document. The grid focuses on the minimum criteria to be considered in a project or programme (GSI Analysis, GSI Action Plan, etc.) with a score of one point for a positive response to each criterion.

- ✓ **Case of Follow-Up Projects or Programmes** Although not a fundamental requirement, the tool will also review follow-up projects or programmes, i.e. with several phases. Thus, the analysis of the gender and social inclusion perspective will be applied to the previous cycle of preparation, implementation, and monitoring evaluation of the project/programme. A series of checklists were proposed for each stage of project management. The project cycle was summarised at four levels: Diagnosis and Planning, Budgeting, Implementation, and Monitoring and Evaluation.

ASSESSMENT GRID FOR INTEGRATING GENDER AND SOCIAL INCLUSION IN GOVERNANCE, COORDINATION MECHANISMS, AND MONITORING AND EVALUATION OF PROJECTS OR PROGRAMMES A checklist was proposed to assess how gender and social inclusion are integrated by the institution in charge of managing or coordinating the project or programme and how gender and social inclusion are considered or institutionalised within the management system. The framework also checks if the organisation responsible for implementing the project has a policy on Gender-Based Violence (GBV), Sexual Exploitation and Abuse (SEA) and Sexual Harassment (SH).

INTRODUCTION

1.1. Background

The Central African Republic is a Central African country covering an area of 623,000 km². It is landlocked by Chad to the north, Congo and the Democratic Republic of Congo to the south, Cameroon to the west, and Sudan and South Sudan to the east. The country is characterised by an equatorial warm and humid climate, characterised by two seasons: a dry season and a rainy season. CAR experiences extreme climate hazards such as torrential rains followed by floods and droughts. The probability of a return to these hazards is likely to increase with climate change.

The population of around 5.4 million is predominantly rural (62.1%) and young (49.4% under the age of 18). The country is sparsely populated and unevenly occupied, with 7.2 inhabitants per km² (Central African Institute for Statistics and Economic and Social Studies (ICASEES), 2022). Decades of military and political crises have severely inhibited the country's efforts to advance sustainable development. Amidst this context, the need to address the vulnerability of the country's economy, its people's livelihoods, and its ecosystems to climate change has been neglected and urgently needs to be addressed. CAR is one of the poorest countries in the world, with an estimated Human Development Index of 0.397 in 2019 (UNDP, 2021), ranking 188th out of 189 countries. Poverty affects more than half the population, accompanied by food insecurity and a lack of basic social services.

Various endogenous constraints to the country's development exist, including a low level of industrialisation and a lack of road and river infrastructure. These are compounded by the effects of climate change. It is important to note that the vulnerability to climate change and low adaptability to adverse impacts pose severe threats to social cohesion, stability, natural resource management and sustainable development.

In the coming years, climate change is expected to lead to an increasing change in precipitation patterns, with more frequent and longer droughts and an increase in extreme weather events (Revised NDC, 2022). Rising temperatures and reduced precipitation will further reduce the length of the rainy season, increasing evaporation and desiccation of already poor soils and affecting agricultural calendars. It will affect food crops such as cassava, millet, corn, and peanuts. Pastoralism, which is the livelihood of many rural people, could also be affected by changes in rainfall regimes. This could in turn, worsen the farmer-herder conflict.

Climate change poses a significant risk to CAR and threatens its ability to achieve the Sustainable Development Goals (SDGs). Under the United Nations Framework Convention on Climate Change (UNFCCC), CAR finalised and submitted its first two National Communications (2003 and 2015) and presented its Nationally Determined Contribution (NDC) in 2015.

The NDC outlines priority areas in which resilience to climate change needs to be strengthened (agricultural and food security sectors, health, natural resource management and infrastructure) to contribute to national cohesion, the stabilisation of the country and the restoration of state authority and action. Its adaptation component

aims to serve as a strategic and ambitious instrument to consolidate, report on and update the commitment and progress of the Central African Republic.

CAR is also a post-conflict country, and the implementation of its climate change mitigation programmes depends on the support of technical and financial partners. In line with this, the country received support from the Green Climate Fund (GCF) for a Readiness Programme titled: **"Advancing the CAR Country Programme by supporting the NDA and Country Stakeholders in Programme Development for Climate Finance."**

The proposed Readiness request addresses the Central African Republic's limited institutional capacity to support climate finance programmes at the scale that the country needs. In order to overcome this challenge, the objectives of this Readiness Request include: i) strengthen the capacity of the NDA to monitor potential sources of climate finance, as well as track the country's climate finance pipeline and actual flows, thus increasing the country's capacity to access, oversee the utilization of, assess and report on the status, gaps and effectiveness of climate finance; ii) enhance the country-level networks of climate finance stakeholders by training non-NDA stakeholders on climate finance and linking these stakeholders with the NDA through formalised arrangements; and iii) advance the country's GCF pipeline by developing concept notes and ensuring CARs project pipeline is optimised to be gender responsive and socially inclusive.

There are currently four main challenges that are preventing the NDA from realizing these goals: Firstly, the NDA does not have the tools and capacity to track climate finance flows in the country; it, therefore, cannot measure and manage what it does not track. Secondly, critical stakeholders in climate finance beyond the NDA (including the private sector) do not yet have sufficient knowledge of the GCF and its financing windows, operational modalities, and requirements, nor do they have the capacity for GCF project development. Thirdly, CAR has not yet submitted a single national funding proposal to the GCF, and the country project pipeline does not yet have sufficient project ideas that are being taken forward as Concept Notes. Fourth, CAR's priority projects in its GCF Country Programme have not been adequately screened for gender-responsiveness and social inclusion; absence of adequate screening at the earliest project design level, gender-responsiveness and social inclusion are likely not to be considered till later design stages of climate finance projects – a classic reason why projects fail to create opportunities to advance gender equality and social inclusion meaningfully and in turn, can risk exacerbating existing gender and social inequalities.

Concerning this fourth challenge, CAR's   priority projects pipeline was sufficiently scrutinised in terms of gender sensitivity and social inclusion. The priority projects in CAR, described in the GCF country programme and the draft National Adaptation Plan, were subject to a limited assessment in terms of gender sensitivity. No information is available on how other social inclusion considerations (such as the rights of Indigenous peoples) were integrated into these priority projects. If these crucial criteria are not integrated at the initial stages of project prioritisation and design, there is a risk that, as is often the case, they will be overlooked until the advanced stages of project design - in which case the integration of gender and social inclusion aspects will only mean shallow support to the project. The GCF Gender Policy and the Indigenous Peoples Gender Policy, as well as others, recommended good practice on social inclusion.

CAR does not have an institutionalised and technically sound framework for gender and social inclusion criteria in the early stages of prioritising and designing adaptation and mitigation projects. The institutionalisation of such a framework requires the development and maintenance of significant political support, leading to an environment conducive for the implementation of this type of framework (including the allocation of funding for it).

In a bid to address this fourth challenge and meet the requirements of the GCF, a Gender and Social Inclusion Consultant was commissioned to improve the way gender is considered in future climate change adaptation and/or mitigation programmes/projects in CAR.

The overall mission was to conduct a Gender and Social Inclusion Assessment of CAR's pipeline of priority projects. It involves, on the one hand, developing a Gender and Social Inclusion Assessment Framework (GSIAF) for the project ideas of CAR, on the other hand, applying the developed Framework to undertake a GSIA of CAR's priority project pipeline , as described in the GCF Country Programme, the draft National Adaptation Plan, as well as other climate finance programmes. Finally, the consultant will contribute to the training of national actors on the procedures and protocols of the GCF.

1.2. Objectives and Expected Outcomes

In order to comply with the requirements of the GCF and national legislation, it is essential to consider gender when preparing projects. This activity focuses on developing the Gender and Social Inclusion Assessment Framework (GSIAF) for project ideas on climate change in the CAR.

For the development of this framework and its alignment with the ToR, the overall objective is to provide tools for conducting a gender and social inclusion analysis of the project pipeline for climate finance, particularly for the GCF. Concretely, the GSIAF provides research questions to guide data collection during the gender and inclusion analysis of the climate change pipeline projects in CAR.

The framework provides a structure for organising data on gender and social inclusion roles and relationships. It represents a means of systematising information on gender differences in various areas of social life and reviewing how these differences affect the lives of men, women, boys and girls, and vulnerable groups.

As regards outcomes, the NDA team has the tools they need to conduct a holistic analysis of how gender and social inclusion are systematically integrated into all climate change mitigation programmes and projects in CAR.

1.3. Methodology

The methodological approach used to develop the GSIAF combined both literature review and stakeholder consultation. The draft GSIAF was presented to stakeholders at a consultation and ownership workshop held on 15 March 2024 in Bangui. In attendance were more than thirty participants. The workshop provided an opportunity to collect the views of stakeholders and produce the final version of the framework.

Various gender analysis and assessment tools were explored to build a tool adapted to the realities of CAR. Other documents consulted included the gender policy documents at the national level, the GCF's Gender Policy, the Policy on Indigenous People, and the Gender Strategy Documents of various technical and financial partners. The literature review highlighted the importance of gender and social inclusion in the project cycle while considering mechanisms for overall governance, leadership, the monitoring and evaluation system and reporting. The issues raised by this analysis are formulated questions that will serve as a framework for the gender and social inclusion analysis of the GCF pipeline of projects in CAR.

For the gender analysis in the climate change priority project pipeline in CAR, the framework encompasses the following four (4) areas of gender analysis: **access to assets, beliefs and perceptions, practices and participation, institutions, laws, and policies.** A final area is **power**, which cuts across all four areas and determines who owns, who can acquire and use assets, and who can make decisions.

For each level of management of the project or project cycle, as well as for governance, coordination mechanisms, monitoring, and evaluation, a series of questions is proposed, integrating the four areas of the GSIAF.

1.4. Structure

This report is structured in three (3) sections:

- Summary description of the Project and Definition of the Concepts: Gender and Climate Change,
- Background information on Gender, Social Inclusion and Climate Change in CAR,
- Presentation of the Gender and Social Inclusion Assessment Framework (GSIAF) for climate change programmes and projects.

SECTION I - SUMMARY DESCRIPTION OF THE PROJECT AND DEFINITION OF CONCEPTS: GENDER, SOCIAL INCLUSION AND CLIMATE CHANGE

This section briefly presents the issues and challenges of the Readiness project. It outlines the fundamental concepts relating to gender, social inclusion, and climate change to create a shared understanding among all the people and institutions who will be using this tool and working on the theme.

I.1. Issues and Challenges of the Readiness Project

The Central African Republic, a country at the heart of the African continent, has a population of around 5.4 million, 50.7% of whom are women (ICASEES, 2022). It is one of the sub-Saharan African countries facing severe development problems. On the Human Development Index, CAR ranks 188th out of 189 countries (UNDP, 2021). More than half the population lives below the poverty line and struggles to afford basic social services, making it increasingly vulnerable to military and political crises and climatic hazards. However, this situation contrasts with the immense wealth of the country's soil and subsoil, not to mention its abundant natural resources. The country is firmly committed to low-carbon sustainable development. CAR signed the Paris Climate Agreement and has already developed its second Nationally Determined Contribution (NDC) document.

The government's stated commitment to implementing programmes and policies under the Climate Change Convention is undermined by the limited resources at its disposal. Due to limited cash flow, the available internal resources are much more often channelled into sectors deemed to be priorities, of which the environment is not one. The low propensity of private sector operators must be added to the commitment to projects and programmes that prioritise environmental issues (CAR Country Programme with GCF, 2018). As a result, ideas for environmental projects and programmes are not sufficiently mature to be submitted for funding by potential donors. Also, the CAR's priority project pipeline does not integrate gender and social inclusion dimensions sufficiently, thus limiting the hoped-for impact of these projects in reducing gender inequalities and, hence, between the country's various social components.

The government, through the National Designated Authority (NDA) of the Green Climate Fund (GCF) and with the support of Global Water Partnership (GWP) as a Delivery Partner, obtained approval from the Green Fund for a Readiness Assistance Project. The implementation of the project began on 16 June 2022, and the main deliverables are as follows:

> 1) Climate finance tracking tool for the NDA is developed,
> 2) Stakeholders are trained in GCF protocols and procedures and the financial structuring of GCF project proposals,
> 3) Two (2) GCF concept notes considering gender and social inclusion for water-focused suitable adaptation projects submitted to the GCF.
> 4) A gender and social inclusion assessment of the pipeline of priority projects of CAR is conducted.

I.2. Definition of Key Concepts

Gender: "Gender" refers to the roles, behaviours, activities, and attributes that a given society at a given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male and female and the relationships between women and men, girls and boys, gender also refers to the relations between women and men. These attributes, opportunities, and relationships are socially constructed and learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed, and valued in a woman or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, and decision-making opportunities. Gender is part of the broader socio-cultural context, as are other critical criteria for socio-cultural analysis, including class, race, poverty level, ethnic group, sexual orientation, age, etc. (UN WOMEN - Gender Equality Glossary (unwomen.org)).

Sex refers to a set of biological attributes found in humans and animals. It is linked mainly to physical and physiological characteristics, such as chromosomes, gene expression, hormone levels and the anatomy of the reproductive system.

Social Inclusion (SI) is a process that ensures citizens have the opportunities and resources necessary to participate fully in economic, social, and cultural life and to enjoy a standard of living and well-being that is considered normal in the society in which they live. It is a process that also guarantees people more significant participation in the decision-making processes that affect their lives and better access to their fundamental rights. SI relates to the concept of Social Exclusion, which refers to the unequal access of specific people or groups to the economic, social, cultural, political, and civil rights necessary for the practice of citizenship.

Gender and Social Inclusion Approach: Gender Equality and Social Inclusion (GESI) is an approach that aims to address the inequalities and barriers faced by individuals based on their sexual (gender) and/or social identities and how, based on experiences of vulnerability and marginalisation, these identities work together to create a supportive environment. Gender equality and social inclusion are two distinct concepts, although they are interdependent. Each focuses on different types of exclusion, recognising how people's multiple identities influence their opportunities and experiences. Gender equality uses gender roles and norms (social relations between the sexes) as a starting point for understanding inequalities. In contrast, social inclusion recognises the vulnerability of people because of their social identities (Indigenous, disabled, etc.), regardless of their sex.[1]

For this report, **Gender, and Social Inclusion** (GSI) will be understood as an analytical process by which inequalities resulting from discriminatory practices based

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[1] United Nations Peace Fund for Nepal Strategies. (2020). Gender Equality and Social Inclusion: UN Peace Fund for Nepal Strategies and Lessons Learned. United Nations.

on sex, age, geography, ethnic origin, language, income, religion, disability, family situation, etc., are analysed[2].

Intersectionality is a sociological approach which studies forms of domination and discrimination not in a compartmentalised way but by taking other factors into account: gender, age, ethnicity, social status, disability, and geographical area. It is an approach that makes it possible to measure the degree of vulnerability of various social categories (men, women, children, the elderly, etc.) in a given area, such as the impact of climate hazards on people.

The terms associated with gender and climate change are defined in the following section:

Gender equality (GE) refers to the equal rights, responsibilities, and opportunities of women, men, girls, and boys. Equality does not mean that women and men will become the same; it means that women's and men's rights, responsibilities, and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for and indicator of sustainable people-centred development.[3]

Equity refers to a state of mind that seeks to go beyond what is legally fair. It is a process of defending and eliminating unjust and avoidable gender disparities. It is a principle of moral justice.

Gender-Sensitive Analysis: policy concepts and analyses are said to be gender-sensitive when they recognise that development stakeholders are both women and men and that they face different and often unequal challenges as participants and potential beneficiaries of the development process and may, therefore, have different and sometimes conflicting needs, interests, and priorities (Kabeer and Subrahmanian, 1996: 1).

Gender Analysis is a tool for discovering how gender relations affect a development issue in a specific field. The aim may be to show that gender relations are likely to affect the gender solution.

It is designed to understand:

- The social relationships between women and men,
- The roles of women and men,
- The access of women and men to resources,
- The control of women and men over these resources,
- The various opportunities that women and men have in the community,
- The various benefits that women and men can derive from an intervention.

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[2] USAID: Morocco Civil Society Strengthening Programme Gender and Social Inclusion Training. Trainer's manual.

[3] (Website of UN-WOMEN: http://www.un.org/womenwatch/osagi/conceptsandefinitions.htm)

Gender-Based Analysis: It is an in-depth analysis of the specific characteristics of each gender, which forms the starting point for any intervention that is supposed to take gender issues into account.

Gender Approach: A tool, a methodology that aims to reduce social, economic, political, and cultural inequalities between men and women, girls, and boys. It reveals the injustices and discrimination that are tolerated or even encouraged in various social contexts, most often against women." (DNEEG, 2009, p11).

Gender Sensitivity: The content recognises the specific needs and constraints related to social gender norms. It takes account of power inequalities. Gender role stereotypes are addressed but remain unchanged by the project objectives.

Gender-Responsive Budgeting: This involves ensuring that there are appropriate budget allocations to meet gender needs and that funds are available to address gender issues in a project, programme, or policy, as this cannot be done without an adequate budget.

Gender Analysis Framework enables a gender analysis process based on several different but complementary tools. Gender analysis is the first step towards systematic gender mainstreaming in development policies and actions.

Gender Mainstreaming: According to the Council of Europe's Group of Specialists on Gender Mainstreaming (EG-S-MS), gender mainstreaming is: "The (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policymaking."

Gender Transformation: The content aims to promote gender equality through the transformation and redefinition of social norms of gender role stereotypes, which will create a more equitable and equal relationship between women and men. A gender transformative programme is designed not only to address the practical needs of men and women but also to address strategic interests for more significant and sustainable gender equity (Catholic Relief Services, 2014).

Climate Change: Climate change refers to a change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forcings such as modulations of the solar cycles, volcanic eruptions, and persistent anthropogenic changes in the composition of the atmosphere or land use. (IPCC, 2013).

Adaptation to Climate Change: Adjustment in natural or human systems in response to actual or expected climate change or its effects, which mitigates harm or enhances benefits.

Adaptive Capacity: the ability of a system to adapt to climate change (including climate variability and extreme weather events) to reduce potential damage, take advantage of opportunities, or adapt to the consequences. The ability to adapt determines resilience.

Resilience: The ability of a community to resist, absorb, accommodate, and correct the effects of a hazard in a timely and effective manner, preserving or restoring its basic structures, essential functions, and identity.

Vulnerability (to Climate Change): the degree to which a system is likely to, or unable to cope with, adverse effects of climate change, including climate variability and extreme weather events. Vulnerability is the risk of exposure to any hazard.

Mitigation – The process of reducing the exposure of a system by protecting it from significant disturbances, in this case, to moderate the impacts of climate change. The central theme of successive **IPCC** reports is defined as the human intervention needed to reduce the sources or increase the sinks of greenhouse gases.

Social Development: Social development refers to the promotion of the individual and collective well-being of populations through (i) strengthening social transfers to the most vulnerable population groups, (ii) expanding the personal and material scope of social security, (iii) redoubling the civil protection warning system, and (iv) improving communication strategies to ensure better participation by all in social life and development.

Social Education: It consists of supporting and encouraging people in situations of exclusion to improve their living conditions and their empowerment strategy.

Socially Vulnerable People: People whose physical, social, mental, cultural, and/or economic condition is such that they are unable to look after themselves or meet the demands of society. They are people whose capacity for self-sufficiency, social integration or reintegration is totally or partially, permanently, or temporarily impaired.

Local Communities: Populations that are geographically and physically close to a project and that may be directly or indirectly affected by said project.

Vulnerable Population: These are mainly people with disabilities, children in difficult situations, prisoners, older people, prostitutes, people living with HIV/AIDS (PLWHA), women who are potentially vulnerable because of their fragile social status (due to certain socio-cultural constraints), delinquents, Indigenous minorities, young people, refugees, and displaced persons.

Indigenous Peoples: Human groups whose way of life, way of thinking, history, civilisation, cultures, and aspirations reflect their social reference values. They live on the margins of the development circuits of their environment and generally in conditions of precariousness and social exclusion. Because of their break with the socio-cultural identity of many of their fellow citizens, they are considered vulnerable due to the absence of inadequacy of access to basic social services. In the absence of a universally accepted definition, the United Nations has established international criteria for identifying Indigenous Peoples. Generally, they are populations whose identity and culture are inseparable from the territories on which they live and the natural resources on which they depend.

Rights of Indigenous Peoples: Rights of Indigenous Peoples are the international legal provisions designed to protect the three hundred and seventy (370) million people (and their way of life) who make up Indigenous peoples.

SECTION II - BACKGROUND INFORMATION ON GENDER, SOCIAL INCLUSION AND CLIMATE CHANGE IN CAR

The Central African Republic is committed to promoting gender equality and eliminating all forms of violence against women. It is reflected in its accession to several international legal instruments, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The adoption of the National Policy for the Promotion of Equity and Equality in 2005, the enactment of the Law on Parity between Men and Women and the Constitution of 30 March 2016 reaffirm this commitment. Article 6 of the Constitution of CAR stipulates that "all human beings are equal before the law, without distinction of race, ethnic origin, region, sex, political affiliation or social position".

Like other countries in the world, CAR is also committed to protecting the environment by signing the various conventions proposed at the Earth Summit in Rio de Janeiro in 1992, the United Nations Framework Convention on Climate Change (UNFCCC). It was in this context that it signed up to the Paris Agreement, the outcome of international negotiations at the twenty-first Conference of the Parties (CoP21) in accordance with the principle of "*common but differentiated responsibility*".

Several strategies and programmes were developed to translate this political will into action. They include the development of the country's programme for engagement with the Green Climate Fund (GCF) in 2018, the revision of the Nationally Determined Contribution (NDC) in 2021, the development of the preliminary National Adaptation Plan (NAP) in 2022, the development of the Gender and Climate Change Strategy for the implementation of the NDC (GCCS/NDC) in 2022, and the National Gender and Climate Change Strategy (NGCCS) in 2023, to name but a few of the most recent actions.

As with other funding mechanisms, the climate finance mechanism is subject to specific requirements. The GCF, for example, has the Indigenous Peoples Policy, which was adopted in 2018 to avoid any negative impact of the activities and projects supported on the rights of Indigenous Peoples (IPs) and to compensate for any unavoidable damage that IPs may suffer. The fund also has a gender policy, which must be integrated during project preparation and implementation.

II.1. Current and Future Climate in CAR and Vulnerable Sectors

II.1.1. Background

As a reminder, and according to the revised NDC of 2021, the climate in the Central African Republic is characterised by an upward trend in mean annual temperature of around 0.3°C per decade, which began in the 1970s. This variation, which changes according to climatic zone, increased more rapidly from the 1950s onwards, especially in the southwestern areas. The figure below shows these temperature trends.

Observed Temperatures in CAR 1951-2020
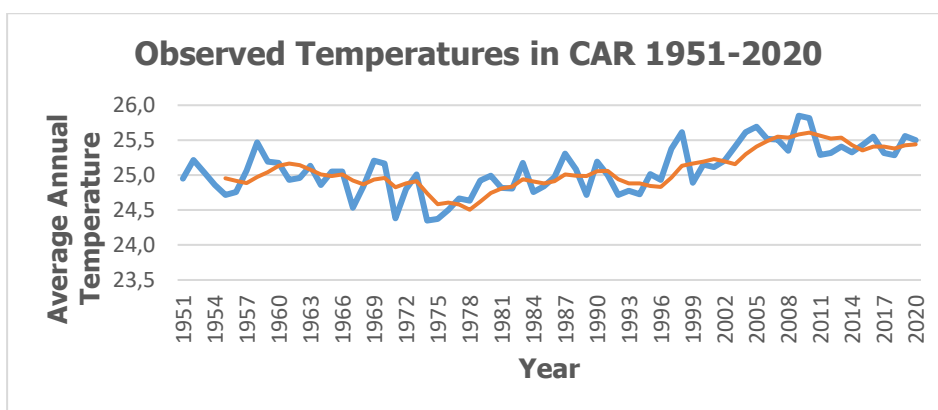
Source: NDC, 2021

Temperature projections show an increase of between 0.7 and 1.5°C by 2030 for the RCP 8.5 scenario and an increase of between 1.4 and 2.7°C by the middle of the 21st century compared with the 1986-2005 reference period.

Table 1: RCP 8.3 scenario projections for climate elements

Cmip5	RCP 8.5 scenario projections[4]				
	Observations (1986 to 2005)	By 2030	By 2050	By 2070	By 2090
Annual temperature anomaly (°C)	+0.35°C per decade	+0.7 to +1.5 (+1.1°C)	+1.4 to +2.7 (+1.9°C)	+2.3 to +4.2 (+2.8°C)	+3.1 to +5.7 (+3.8°C)
Annual rainfall anomaly (mm)	+8%	-18.4 to +21.9 (0.8 mm)	-21.0 to +29.6 (1.7 mm)	-21.5 to +38.5 (5.5 mm)	-28.2 to +50.4 (6.6 mm)
Heavy rainfall (%)		-2 to +14%	-2 to +22%		
Drought periods (days)		-9 to +3 days	-15 to +3 days		

Source: NDC, 2021

The figure below shows a slight upward trend in annual rainfall, estimated at 8% over the last thirty years.

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[4] The value in bold corresponds to the range (10th-90th percentile), and the values in brackets indicate the median (or 50th percentile). For heavy rainfall and dry periods, the values correspond to the 5th and 95th percentiles (90% in the centre).

Observed Annual Rainfall in CAR 1951-2020
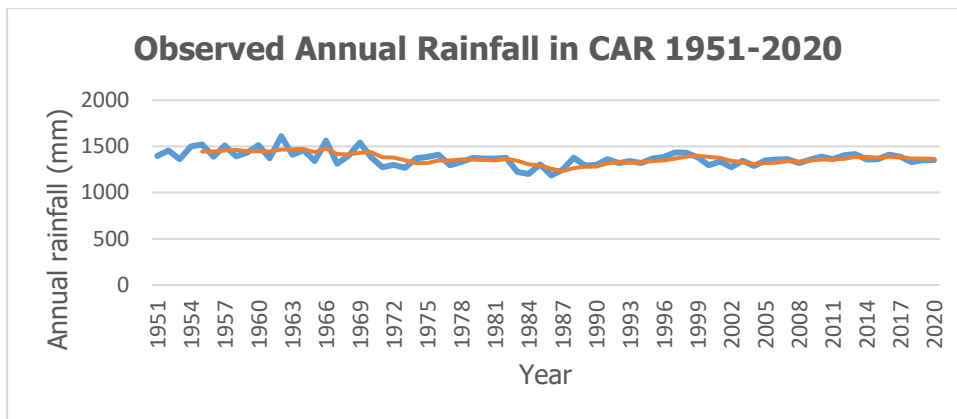
Source: NDC, 2021

Annual rainfall projections show a slight upward trend in total annual rainfall. This relative increase is accompanied by an upward trend in extreme events, reflected in a rise in the number of rainy days with 10 mm of rainfall over the same period. The most marked climatic hazards in recent years were storms, flooding (in the southwest) and drought (in the north).

II.1.2. Vulnerable Areas Identified in the NDC

Additional analyses[5] conducted as part of the preparation of the revised NDC identified the following vulnerable areas: agriculture, energy, forestry, water resources, health, land use planning, infrastructure, and housing.

These vulnerable areas are included in the 2017-2023 National Recovery and Peacebuilding Plan (RCPCA) as Government priorities. The vulnerability of these areas is worsened by political insecurity and inequality in a context marked by growing gender inequality, whose index is considered to be one of the highest in the world.

II.2 Gender and Areas Vulnerable to Climate Change

III.2.1. Normative, Political, and Institutional Framework for Gender and Social Inclusion

- **Legal Framework**

There are two levels to consider: the international and the national legal framework:

- **International Legal Framework**

The country has signed/ratified the following conventions, protocols, and declarations:

- United Nations Charter of 1945,

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[5] The analysis of risks, impacts and vulnerabilities is drawn from the NAPA (2008), the 2015 NDC and, above all, the as-yet-unpublished report on vulnerability and adaptation to climate change produced as part of the Third National Communication (TNC). The methodology used to analyse vulnerability is based on the Climate Change Vulnerability and Adaptive Capacity Analysis (CVCA) method.

- Universal Declaration of Human Rights of 10 December 1948,
- International Covenant on Economic, Social and Cultural Rights of 16 December 1966,
- Convention on the Elimination of All Forms of Discrimination against Women of 18 December 1978,
- Convention on the Rights of the Child of 20 November 1989,
- Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa of 11 July 2003,
- African Charter on the Rights and Welfare of the Child,
- The 1995 Beijing Declaration and Platform for Action on Women;
- Protocol on the Prevention and Suppression of Sexual Violence against Women and Children of the International Conference of the Great Lakes Region of 30 November 2006,
- ILO Convention 169 on Indigenous peoples.

- **National Legal Framework**

- **The Constitution of 30 March 2016 of the Central African Republic**

The Constitution of 30 March 2016, while enshrining the inviolability of the human person in Article 1, reaffirms in the Preamble its adherence to and attachment to the Charter of the United Nations Organisation, the Universal Declaration of Human Rights; the International Covenants on Economic, Social and Cultural Rights on the one hand and Civil and Political Rights on the other, all duly ratified International Conventions, in particular those relating to the prohibition of all forms of discrimination against women and the protection of the rights of the child. Article 6, paragraph 3 of the Constitution clearly states that *"The law guarantees equal rights for men and women in all domains. In the Central African Republic, no one is subjected to or granted privileges based on their place of birth, person, or family. According to Article 7, paragraph 5 of the Constitution, "The protection of women and children against violence and insecurity, exploitation, and moral, intellectual, and physical neglect is an obligation of the State and other public authorities. This protection is ensured through appropriate measures and institutions provided by the State and other public authorities."*

- **Law No. 16.004 of 24 November 2016 on Parity between men and women in the Central African Republic.**

Article 1 institutes parity between men and women in public, semi-public and private employment, as well as in decision-making bodies in CAR. Article 7 stipulates that*: "A minimum quota of 35% women is required in nominative and elective decision-making bodies in both state and private structures, based on their skills. Appointed positions are to be filled based on numerical equality between men and women."* (Art.5), Article 8, paragraph 1, the entities concerned by the law and to which it applies: the State, political parties, local authorities, semi-public and private institutions, and civil society. A National Observatory on Parity (NOP) was established (Art.10). It has two essential missions to support the implementation of this law: (i) "*promote the principle of parity in training structures and all other entities referred to in Article 1, paragraph 3 of this law*", (ii) monitoring and evaluation.

- **Law No. 00.007 of 20 December 2000 on the Status, Protection and Promotion of People with Disabilities in the Central African Republic**

Its implementing decree (Decree No. 02.205 of 6 August 2002 to lay down the conditions for implementing some provisions of this law) attempts to reduce the permanent discrimination faced by people with disabilities, and a certain number of benefits are granted to them to restore the balance, in particular:

- ➢ Special aid and advantages (disability card, allowance, exemption, subsidies),
- ➢ Educational assistance,
- ➢ A 10% quota for each batch integrated into the public service,
- ➢ Job protection.

The following laws ensure the protection and promotion of gender:

- ➢ Ordinance No. 66-26 of 31 March 1966 on the advancement of young girls,
- ➢ The Family Code of 27 November 1991,
- ➢ Law No. 091/009 of 25 September 1991, repealed by Law No. 96.003 of 10 January 1996, creating the National Human Rights Commission,
- ➢ Law No. 06.030 of 12 September 2006 on the rights and obligations of People Living with HIV,
- ➢ Law No. 06.005 of 20 June 2006 on reproductive health,
- ➢ Law No. 06.032 of 15 December 2006 on the Protection of Women Against Violence in the Central African Republic,
- ➢ Law No. 09.004 of 29 January 2009 on the Labour Code of the Central African Republic,
- ➢ Law No. 10.001 of 6 January 2010 on the Criminal Code,
- ➢ Law No. 10.002 of 6 January 2010 on the Criminal Procedure Code.

- **Policy Framework**

The policy framework for the promotion of gender equality is based on the commitment of CAR to the 17 Sustainable Development Goals (SDGs), in particular SDG 5 "*gender equality*". In addition, the National Recovery and Peacebuilding Plan (RCPCA 2017-2021, which was extended to 2023) set itself the cross-cutting objectives of promoting gender equality and equity, gender equality and the inclusion of young people. Finally, the National Policy for the Promotion of Equality and Equity (2005) and its Action Plan (2007), developed with the technical and financial support of UNFPA, is the third essential element of this framework. The National Policy for Older Persons (NPOP) and the National Action Plan for Older Persons complete this framework.

- **Institutional Framework**

The Ministry for Women's Empowerment, the Family and the Protection of Children oversees all issues relating to the protection and promotion of gender. The Directorate General for Gender Promotion is the linchpin of gender promotion. Under the impetus of this department, Gender Focal Points (GFPs) were designated in all ministries and trained on the gender approach with the support of technical and financial partners. In addition to the Ministry, other bodies were set up to defend human rights in general and to protect against GBV:

The Office of the High Commissioner for Human Rights (OHCHR) was established by Decree No. 01.074 of 30 March 2001. The mission of the OHCHR includes monitoring and implementing the government's human rights policy and contributing to the promotion of a culture of peace.

The National Human Rights Commission (NHRC) was created by Law No. 91/009 of 25 September and replaced by Law No. 96.003 of 10 January 1996.

The National Committee to Eliminate Traditional Practices Harmful to Women's and Girls' Health and Violence Against Them: created by Interministerial Order in 2001, members of the Committee include the following ministries: Social Affairs, Health, Interior, Justice, Education, Planning and Environment.

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) Monitoring Committee, set up by Order No. 012 of 13 June 2007.

Other ministries are also involved in women's protection issues. They include:

- ➢ The Ministry of Health,
- ➢ The Ministry of Security, through the police and the brigades - Joint Rapid Intervention and Repression Unit for Violence against Women and Children (UMIRR)[6]. The mission of UMIRR is to prevent and punish all forms of sexual and gender-based violence against women and children. It is a unit with national jurisdiction, based for the time being in Bangui, and works in collaboration with the other FSIs and focal points (brigades and police stations) within the country,
- ➢ Ministry of Justice,
- ➢ NGOs (national and international): In the humanitarian field, the civil society Maison de Service (MDS) is a platform with more than 300 members (Bangui and provinces) and has a thematic gender working group. The network of local and Indigenous populations (REPALCA) and the Sustainable Management of Natural Resources platform (GDRNE) are active in the environmental sector. The most active international NGOs in the environmental sector are WWF and, in the humanitarian sector, a wide range of organisations such as OXFAM, ACTED, SOLIDARITES, Action Contre la Faim, etc.
- ➢ Technical and Financial Partners (WB, UNFPA, WHO, UN-WOMEN, UNICEF, UNDP, etc.).

In addition to these institutions, a Sectoral Technical Committee on Gender Equality and Poverty Reduction was set up by Prime Ministerial Order No. 014 of 14 May 2008.

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[6] The UMIRR is established by Inter-ministerial Order No. 16/958 of 9 December 2016, amending, and supplementing specific provisions of Order No. 16/003 of 29 February 2016 on the organisation and operation of the Joint Rapid Intervention and Repression Unit for Violence against Women and Children (UMIRR).

Knowledge of active institutions and the laws and regulations in force will serve as a backdrop for developing the gender and social inclusion assessment framework for analysing and monitoring the inclusion of gender in projects and programmes aimed at mitigating climate change in CAR.

II.2.2. Reality of Gender and Social Inclusion in CAR

- **Political Governance and Regulations**

Despite the provisions of the Constitution on gender, the enactment of the law on parity and the development of gender policies, particularly for women, older people and people with disabilities, the gender situation is not improving on the ground (the objectives are still far from being achieved).

Statistics from the Ministry of the Public Service show that the number of women out of the total number of workers employed by the Central African administration remains low. In 2012, out of a total of 25,523 workers employed by the Central African administration, women accounted for only 15% or 4,200 employees[7]. The majority of trader are made up of women (over 80%), but very few of them have access to capital, limiting their potential to develop their economic activity. Today, the incidence of poverty in the country is felt more by women than men. The high dropout rates among girls can also explain the feminisation of poverty.

In terms of women's participation in decision-making bodies, the percentage[8] of women who are leaders of ministerial departments is only 17.4%, female Senior Divisional Officers 12.5% (2 women out of 16 Senior Divisional Officers), 19% in the Internal Security Forces, 9.8% in the corps of magistrates, 8.6% of female MPs, 10% of Presidents of Special Delegations (acting in place of Lord Mayors); quotas that are a long way from the minimum of 35% stipulated by the Parity Law. Access to land for women remains a challenge. Positive law guarantees Central African women the right to own property, but in practice, this right is limited, by customary rules that discriminate against women[9]. During the conflict, many men die, and their widows sometimes find themselves without access to land or means of subsistence[10].

- **Economic, Social, and Cultural**

The United Nations Development Programme (UNDP, 2022) Human Development Report shows that CAR ranks 188 out of 191 countries (Human Development Index (HDI)). The country profile for CAR published by the UNDP in 2021 states that the Human Development Index was 0.353 in 2016, well below the regional average for sub-Saharan African countries, which is 0.475. The country ranks 153rd out of 177 countries, with a score of 20% on Transparency International's Corruption Perceptions Index, and 52nd out of 54 countries on the Ibrahim Index of African Governance, with a score of 25.7% in 2015.

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[7] National MDG Monitoring Report for the Central African Republic, 2012
[8] CAR Country Profile, UNDP 2021
[9] AFD, 2014. Gender Profile of the Central African Republic
[10] ACAPS, Central African Republic Country Profile

Economically, changes in GDP over the last few decades have made CAR one of the poorest countries in Africa. The poverty rate has risen from 70.5% in 2019 to 72.2% in 2020 due to the population's loss of purchasing power, as per capita income has fallen by 1.3% in 2020. The agricultural sector alone employs 70% of the Central African working population and produces more than 75% of the country's food. The agricultural and livestock sectors employ 63% of poor households. Over 60% of household heads are farmers. Rural women account for 80% of food production and more than 65% of agricultural output. On the other hand, women, displaced people, and refugees are the most seriously affected by food insecurity. It is estimated that around 2 million people (around 45% of the population) are still affected by food insecurity throughout the country.

As regards employment, women's participation in the labour force is 64.4% compared with 79.8% for men. In 2018, 64% of the working population was effectively employed, while 34.2% was underemployed (unemployment), 35.7% of which was in urban areas. Unemployment affected women more (42.1%) than men (28.6%).

Concerning health, maternal mortality, which was estimated at 850 per 100,000 live births in 2010, has worsened with the conflict, rising to 880 deaths per 100,000 live births in 2018. This rate is the 2nd highest in the world (UNICEF, 2018). Due to the conflict, access to health services has decreased in insecure areas, increasing the risk of death for complicated deliveries. In 2013, there were 890 deaths per 100,000 live births, and in rural areas, only 36% of pregnant women were attended to by skilled personnel. The prevalence of HIV AIDS in the population aged between 15 and 49 is estimated at 3.7%. It is 4.6% among women and 2.7% among men. In 2018, it was estimated at 4.2% among women aged 15 to 49 and 2.9% among men in the same age group. Among young people aged 15 to 24, prevalence was 0.6% higher among girls than boys (1.68% versus 1.04%). In 2019, the prevalence of HIV infection among pregnant women was 5.0%[11].

The African Development Bank's Country Strategy Paper (ADB, 2017) estimates that the conflicts the country experienced in recent decades affected women much more than men, thus slowing down the progress made in eliminating gender disparities in education (the female literacy rate is 27% compared with 49% for men nationally). Between 2012 and 2018, the Gross Enrolment Rate (GER) rose from 87.81% in 2012 to 116%. Unfortunately, this improvement in the Gross Enrolment Rate has not translated into reducing the enrolment gap between girls and boys.

In terms of access to basic social services, the rate of access to drinking water is estimated at less than 30%, with 31.8% in urban areas and 27.6% in rural areas. In the city of Bangui, the rate is 36.5% and 27% in rural areas. The national coverage rate for basic sanitation remained below 30% in 2018. This situation[12] impacts the time management of women and girls, whose social roles make them responsible for providing water in households.

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[11] CAR Country Profile, UNDP 2021
[12] CAR Country Profile, UNDP 2021

- **Women's Economic Empowerment and Gender-Based Violence**

The World Bank's Country Partnership Framework (CPF) for CAR from 2021 to 2025 (CPF, 2021-2025) identified obstacles that prevent women and girls from achieving their full potential. It indicates that discriminatory laws and social norms, poor access to justice and domestic violence limit women's economic empowerment. In addition, gender-based violence (GBV) and rape as a weapon of war were common during the crises, and these practices persist. Economic opportunities are further limited by poor school performance, low literacy rates and stubbornly high fertility rates (including teenage pregnancies).

According to the same source, the CAR ranks 159th out of 162 countries in terms of its Gender Inequality Index (GII), which stands at 0.682. Levels of violence against women and girls are exceptionally high, with 11,000 incidents reported each year, 74% of the victims are children. The framework states that gender inequalities in CAR begin as early as a woman's adolescence. A series of problems emerges around adolescence, contributing to high population growth, low economic empowerment of women and poor maternal and child health outcomes. Data from the 2010 Multiple Indicator Cluster Survey (MICS) show that 27 per cent of young women have had sexual intercourse before the age of 15, compared to only 11 per cent of young men. It translates into a high adolescent fertility rate, with 104 births per 1,000 women aged 15 to 19.

II.2.3. Link between Gender, Social Inclusion, and Climate Change

The CAR presents significant environmental risks. The 2016 Environmental Performance Index (EPI) for CAR is 43.4 out of 100, ranking the country 168th out of 180 countries assessed[13]. This score reflects high ecological vulnerability and limited capacity for investment in environmental infrastructure, effective pollution control and environmental management. The regular occurrence of climatic hazards, such as floods, drought, etc., are manifestations of climate change in CAR.

According to the Nationally Determined Contribution (NDC, 2016) of CAR, the entire national territory is exposed to extreme climate hazards, mainly droughts and torrential rains followed by floods, and vulnerable groups such as rural communities, women, children, and older persons are the most exposed.

If gender inequalities (men, women, people living with disabilities, young people, etc.) are acknowledged as obstacles to development, they are also recognised as obstacles to mitigating and adapting to climate change. Climate change affects women disproportionately. Analyses[14] of the impact of natural disasters on women give indisputable statistics.

- *The number of deaths in natural disasters, which are multiplying with climate upheaval, is 14 times higher among women and children. This over-representation has several causes, including the following:*

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[13] The African Development Bank's Country Strategy Paper (AfDB, 2017)

[14] Développement et Paix, *Chaud devant : impacts des changements climatiques dans les pays du sud et recommandations pour une action du Canada,* rapport officiel, 2015.

- *Women account for almost 70% of the population living below the poverty line, which puts them at greater risk of natural disasters,*
- *Women are more likely to live in disaster-prone areas. Men are more likely to migrate for work, while women are more likely to stay with their families in rural, sometimes mountainous, areas. If they are called upon to migrate to urban areas, their economic situation often confines them to underprivileged neighbourhoods that are more vulnerable to natural disasters,*
- *The culture and traditional roles attributed to women influence their mobility. Taking responsibility for dependents considerably increases the time needed to evacuate them in the event of a disaster. In some cases, they find themselves unable to flee because of their traditional attire or because their socialisation has discouraged the acquisition of skills such as climbing trees or swimming. Some stay behind because they need their husband's permission to leave.*
- *Women often have less access to warnings and evacuation information.*

Women, in general, are among the most vulnerable populations, and the links between climate change and gender equality can be presented as follows[15]:

- The impacts of climate change worsen existing gender inequalities,
- Gender inequalities limit and reduce the capacity to respond to the effects of climate change,
- Women are not only victims of climate change but are also active agents of change and possess critical knowledge for the implementation of sustainable, equitable and inclusive adaptation and mitigation solutions,
- Understanding the differentiated risks and impacts of climate change on women and men is fundamental to achieving sustainable low-carbon and climate-resilient development,
- Women living in rural areas are more exposed to the effects of climate change because of their direct activities with nature,
- Young people, people living with disabilities, Indigenous peoples, and older people, who are generally poorer, also have vulnerabilities to the effects of climate change and specific capacities that need to be considered,

Although there are currently no studies in CAR analysing the differential impact of the effects of climate change on gender, the various analyses clearly show that women and young people are under-represented in natural resources jobs (agriculture, water resources, wood energy, etc.), which are unfortunately affected by climate change. Given that they are poor, female-headed households are more exposed to the recurrent effects of the floods witnessed in recent years in the country simply because of their unsafe (vulnerable) locations and non-resilient dwellings.

The organisation, in terms of institutions, laws, and regulations put in place, is an essential step towards gender equality and social inclusion to meet these challenges.

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[15] SNGCC, 2023

SECTION III - PRESENTATION OF THE GENDER AND SOCIAL INCLUSION ASSESSMENT FRAMEWORK FOR CLIMATE CHANGE PROGRAMMES AND PROJECTS

III.1. Definition and Purpose

GSIAF is a strategic evaluation tool used to measure the level of integration of gender and social inclusion in a climate project or programme, which is in line with the GCF's guidelines aimed at considering gender in climate change projects.

The framework provides a structure for assessing data on gender and social inclusion roles and relationships. It contains guidelines for the collection of preliminary information required for the implementation of climate projects on gender mainstreaming and social inclusion through a checklist in each phase of the project cycle.

GSIAF aims to provide an approach to review the relevance, consistency, efficiency, effectiveness, impact and sustainability of gender equality and social inclusion actions conducted in the various adaptation and mitigation programmes and projects.

When it is used as a dynamic tool to stimulate debate on gender equality and social inclusion mainstreaming during the early stages of project identification, GSIAF has the most significant impact, i.e. when there is still room for significant change.

This framework will be used for all future climate change projects in CAR.

III.2- Green Climate Fund (GCF) guidelines for considering gender in Climate Change Projects

The Governing Instrument gives the GCF a mandate to enhance a gender-sensitive approach in its processes and operations. It is clearly stated in the following paragraphs of the governing instrument:

- Paragraph 3: ***"The Fund will strive to maximize the impact of its funding for adaptation and mitigation, and seek a balance between the two while promoting environmental, social, economic and development co-benefits and taking a gender-sensitive approach"***,
- Paragraph 31: ***"The Fund will provide simplified and improved access to funding, including direct access, basing its activities on a country-driven approach and will encourage the involvement of relevant stakeholders, including vulnerable groups and addressing gender aspects"***
- Paragraph 71 of the Governing Instrument explicitly lists women among GCF stakeholders.

The objectives of the GCF Gender Policy are as follows:

Objective 1: To support climate change interventions and innovations through a comprehensive gender approach, applied both within the institution and by its network of partners, including accredited entities (AEs), etc.,

Objective 2: To promote climate investments that advance gender equality through climate change mitigation and adaptation actions and minimize social risks related to gender and climate in all climate change actions.

Objective 3: To contribute to reducing the gender gap of climate change-exacerbated social, economic, and environmental vulnerabilities and exclusions through GCF climate investments that mainstream gender equality issues.

Table 2: Illustration of the links between climate and its impact on gender

GCF Result Area	Vulnerabilities: Demographic Structure and Impacts	Capacities for Change: Women's Role in a Sector, Existing Policies, and Institutional Frameworks
Reducing Emissions from		
Energy access and power generation	- Percentage of women and women-led households without energy access - Impacts women are experiencing due to lack of energy access	- Roles of women in household energy supply/use - Proportion of women and men in the energy labour market and type of occupation - Policies and institutional framework to promote gender equality in energy/power generation
Low-emission transport	- Percentage of women among users of public transport, share of women without access to public transport - Impacts women and men are experiencing due to lack of or poor quality of transport	- Roles of women in the community/family regarding transport patterns - Proportion of women and men in the transport labour market and type of occupation - Policies and institutional framework to promote gender equality in the transport sector
Buildings, cities, industries, and appliances	- Percentage of women among building occupants, users of public/communal infrastructure, users of appliances - Percentage of women in energy/fuel poverty - Impact women and men are experiencing due to inefficient patterns of resource use in buildings, cities, industries and/or by appliances (health, poverty)	- Roles of women in the buildings, cities, and industries regarding resources/energy use patterns - Proportion of women and men in the relevant labour market and type of occupation - Policies and institutional framework to promote gender equality in buildings, cities, industries
Agriculture, Forestry and Other Land Uses (AFOLU)	- Proportion of women among forest and land users - Impact women and men are experiencing due to inefficient patterns of forest/land use	- Role of women in the community/ household regarding forest/land use - Share of women and men in the forestry/land labour market and type of occupation

		- Policies and institutional framework to promote gender equality in forestry and land use
Adaptation to the Effects of Climate Change		
Most vulnerable people and communities	Proportion and number of women among vulnerable groups of population and communities	- Roles of women in targeted communities - Proportion of women and men in relevant labour markets and type of occupation - Policies and institutional framework to address vulnerabilities
Health and well-being, food, and water security	- Proportion and number of women with increased exposure to water or food insecurity or health-related hazards	- Roles of women in targeted communities - Percentage of women and men in relevant labour markets and type of occupation - Policies and institutional framework to address vulnerabilities
Infrastructure and the Built Environment	- Proportion and number of women lacking access to adequate infrastructure (water supply, sanitation, flood protection, housing, energy access, etc.)	- Roles of women in the design and maintenance of infrastructure and the built environment - Proportion of women and men in relevant labour markets and type of occupation - Policies and institutional framework to promote equal access to adequate infrastructure
Ecosystem and ecosystem services	- Proportion and number of women depending on ecosystem and ecosystem services for livelihoods	- Roles of women in the community/household with reference to natural resource use - Percentage of women and men in the natural resources/agricultural labour market and type of occupation - Policies and institutional framework to promote gender equality in access to ecosystem services

Source: GCF, UNWOMEN: Mainstreaming Gender in Green Climate Fund Projects A practical manual to support the integration of gender equality in Climate Change Interventions and Climate Finance, 2017

According to GCF requirements, any project or programme applying for GCF funding must include a Gender Analysis and Action Plan (GAAP). A GAAP of the project is a mandatory annexe to the project funding proposal.

A gender analysis must effectively inform the design of a project. It must, therefore, precede or be conducted in parallel with the preparation of the funding proposal to be submitted to the Fund. It is essential to collect relevant data and information, mainly through a stakeholder analysis, to conduct a gender analysis.

The Gender Action Plan presents a set of specific activities aligned with the problems identified during the Gender Assessment.

Table 3: Scoring criteria for GCF project/programme components

Scoring criteria	Checklist
Gender Analysis and Social Inclusion	Does the gender assessment offer regional or national data on gender disparities and gaps within the programme or project and illustrate the presence of a supportive environment for gender mainstreaming and women's empowerment?
	Does the assessment provide information on gender differences and gaps specific to the climate change sector or project area?
	Does the assessment identify vulnerable groups and their existing challenges? (women heads of households, women entrepreneurs, older persons, young people, Indigenous population, internally displaced persons, housewives, etc.)
	Does the assessment analyse the root causes of the challenges and the sources of vulnerability related to CC?
	Was the assessment conducted based on a review of relevant literature?
	Was the assessment conducted based on consultations with stakeholders, mainly including women?
	Did the consultations conducted for the assessment ensure that Indigenous Peoples were able to access information in a timely and culturally appropriate manner or Indigenous communication systems?
	Are women's organisations and organisations representing women included in the consultations at various levels?
	Does the Gender Equality Assessment Plan include explicit activities that are aligned with the outcomes of the Gender Equality Assessment?
	Does the Gender Equality Assessment recognize gender-based violence as a significant challenge?
	Does the project/programme propose mechanisms to prevent and address gender-based violence?
Gender and Social Inclusion Action Plan (GSIAP)	Does the GSIAP for gender equality and social inclusion include specific activities that address the issues identified during the assessment?
	Does the GSIAP include a timetable?
	Does the GSIAP include valid and reliable indicators?
	Does the Gender and Social Inclusion Action Plan (GSIAP) include objectives that are disaggregated explicitly by gender?
	Does the GSIAP have a baseline?

	Does the Gender and Social Inclusion Action Plan (GSIAP) include a budget allocation for conducting the planned activities?	
	Does the budget allocated to the GSIAP represent at least 5% of the overall project/programme budget?	
	Is the GSIAP consistent with the project's overall logic model?	
	Does the GSIAP include a gender equality expert?	
	Does the overall GSIAP encompass a wide range of activities focused on empowering women as agents of change, including leadership development, enhancing influence in decision-making, and capacity development?	
Gender-sensitive monitoring and evaluation framework	Does the Gender-Sensitive Monitoring and Assessment Framework include sex- and gender-disaggregated indicators?	
	Is the monitoring and evaluation framework designed to be participatory, ensuring the engagement of Indigenous peoples, including women and young people, throughout all project stages?	
	Do the indicators include baselines and targets?	
Total		

The consultant adapted the table. The source is "Mainstreaming Gender in Green Climate Fund Projects," GCF.

III.3. Approach to Preparing the Gender and Social Inclusion Assessment Framework for projects and programmes

A Gender and Social Inclusion Assessment Framework (GSIAF) is required to analyse the systematic inclusion of gender in the pipeline of climate change mitigation projects in CAR. The GSIAF will provide a structure for organising data on gender and SI roles and relationships. The framework developed encompasses the following four areas of gender analysis:

- **Access to assets:** how more comprehensive gender relations affect access to the resources needed for a person to be a productive member of society. It includes tangible assets (land, capital, and tools) and intangible assets (knowledge, education, and information),
- **Beliefs and perceptions** stem from cultural norms or beliefs about what it means to be a man or a woman in a specific society. These beliefs affect the behaviour, dress, participation and decision-making capacity of men and women. They also facilitate or limit the access of women and men from vulnerable groups to education, services, and economic opportunities,
- **Practices and participation**: norms that influence the behaviour of men, women and vulnerable groups also influence the type of activities in which they participate, as well as their roles and responsibilities. This dimension of the framework summarises information about the various roles of men and women, when and where their activities occur, their ability to participate in different types of economic, political, and social activities, and their decision-making,
- **Institutions, laws, and policies**: this dimension focuses on information about the formal and informal rights of men, women, and vulnerable groups and how they are affected differently by the policies and rules governing institutions, including the health system.

A final area is power, which cuts across all these four areas and determines who owns, who can acquire and use assets, and who can make decisions.

For each level of management of the project or project cycle, as well as for governance, coordination mechanisms, monitoring, and evaluation, a series of questions is proposed, integrating each of the four areas of the GSIAF.

III.4. Principles of the Gender and Social Inclusion Assessment Framework for projects and programmes

The principles of GSIAF are based on the principles of the National Gender and Climate Change Strategy of CAR, which include the following:

- **Principle of Sustainability:** It is incumbent upon the current generation to safeguard and pass on to future generations a prosperous and sustainable natural heritage. **Principle of Equality:** Ensure equal opportunities, rights, and access to climate adaptation and mitigation strategies for men and women, mainly focusing on the most vulnerable.
- **Principle of Equity:** In climate change adaptation and mitigation efforts, social justice demands addressing the specific needs of men and women, young people, individuals with disabilities, Indigenous populations, and older adults to ensure inclusivity and leave no one behind. It requires prioritising the group with the greatest needs to reduce inequality gaps.
- **Principle of Social Inclusion:** Every stakeholder and target for action must be considered and included, ensuring no one is overlooked.
- **Principle of Sound Financial Management:** Climate funding from a gender perspective remains inadequate. Effective financial management could potentially increase funding levels.

III.5 Roles and Responsibilities of the National Designated Authority (NDA) to GSIAF

The GSIAF is implemented from the initial stages of project or programme identification and preparation to ensure comprehensive integration of gender and social inclusion considerations into project design activities. Gender and social inclusion screening of all activities is conducted during the project identification and preparation stage to determine the appropriate level of analysis for each activity. During the project or programme appraisal stage, a more detailed gender analysis is conducted to refine categorizations and select suitable interventions to be included in the financing or funding contract.

Therefore, the GSIAF is designed to provide the NDA with a clear framework outlining the minimum requirements that projects or programmes must fulfil to meet Green Climate Fund (GCF) standards. It streamlines the process of assessing and scoring projects by establishing a set of minimum criteria that each project proposal endorsed by the NDA must satisfy. It ensures greater project credibility and enhances the likelihood of successful submission to the Green Climate Fund or other potential donors. As the lead overseeing the process at the national level, the National Designated Authority (NDA) must ensure the inclusion of gender expertise within its team. The role of the gender expert within the NDA team involves categorizing gender and social inclusion aspects assigned to projects or programs. This expert collaborates

closely with project or programme promoters to gather necessary information for gender and inclusion analyses aimed at categorization.

The proposed category undergoes scrutiny and approval by the NDA during the compliance review of the project or programme appraisal report. It ensures institutional coherence and maintains quality control over the implementation of Green Climate Fund guidelines in this domain. Once the Concept Note is approved, the gender expert assumes responsibility for conducting gender and social inclusion analyses of projects and developing corresponding action plans in collaboration with the project team.

Throughout the project cycle, other responsibilities related to gender categorization are distributed among various staff members and operational units, which may include internal Gender Focal Points. The GSIAF-based assessment serves as a clear example of the National Designated Authority's (NDA) role in promoting accountability and providing incentives to enhance institutional and operational efforts toward gender equality and social inclusion. Additionally, the NDA may choose to enhance its support for interventions that prioritize gender equality and inclusion as core objectives (Value 3). This decision aims to address the current under-investment in climate projects overall, particularly those that aim to significantly contribute to achieving gender equality and inclusion goals. Simultaneously, it underscores efforts to mainstream gender equality and social inclusion across all climate initiatives.

III.6. Gender and Social Inclusion Assessment Framework Tools for projects and programmes

The following grids allow the assessment team to evaluate the implementation level of gender equality and social inclusion principles for each indicator. The evaluation will distinguish between new projects/programmes and follow-up projects. Two tools are proposed: (i) The Gender and Social Inclusion Marker (GSIM), This primary tool is used for analysing gender and social inclusion programmes and projects, and (ii) the Checklist for Assessment of Gender Mainstreaming and Social Inclusion: This tool is used explicitly for follow-up projects to assess the integration of gender and social inclusion throughout the project/programme cycle.

III.6.1. Tool 1: Gender and Social Inclusion Marker (GSIM)

The tool below allows the assessment team to evaluate the level of implementation of gender equality and social inclusion principles for each previously identified criterion. It applies to both new projects/programs under preparation and follow-up projects, where one phase has been completed, and another is about to start.

- **Presentation of the Tool**

The Gender and Social Inclusion Marker (GSIM) used here is inspired by the gender marker system of the West African Development Bank (WADB), which, in turn, draws from the marker system of the Organisation for Economic Cooperation and

Development (OECD)[16]. The OECD marker system serves as the benchmark for developing marker systems across all development finance institutions. It is worth noting that the gender equality aid policy marker established by the OECD's Development Assistance Committee (DAC) is an effective tool for monitoring accountability in the context of implementing the 2030 Agenda for Sustainable Development.

The GSIM comprises a four-point scoring system that is defined and corresponds to four (4) scoring values relating to gender equality and social inclusion. The system provides a clear view of the minimum characteristics that a project or programme must have to meet the 0, 1, 2 and 3 scores. It thus facilitates the process of scoring projects and programmes by providing a list of minimum criteria to be met.

Gender and social inclusion aspects are analysed simultaneously to avoid making the tool too complex. In this way, the criteria defined consider not only gender disparities but also refer to other vulnerabilities that prevent people from participating more fully in the decision-making processes that affect their lives and from gaining better access to their fundamental rights or the benefits derived from the services offered.

- **Scoring system and minimum criteria**

All projects and programmes submitted for climate financing, whether in the public or private sector, must be systematically categorized based on gender and social inclusion. The four-point scoring system indicates the degree of integration of gender and social inclusion from the initial identification stage. It facilitates the incorporation of gender integration measures throughout the project's or programme's life cycle. The extent of gender mainstreaming and social inclusion is determined by the level to which the project or programme addresses these considerations. The scoring is based on 4 points. Within a project or programme, the following elements are reviewed:

➢ Analysis of gender and social inclusion issues in the background and rationale of the project/programme,
➢ The existence of one or more gender and social inclusion objectives, components, outcomes, outputs, etc. in the results chain,
➢ Existence of one or more gender-sensitive and social inclusion actions, activities, or tasks with a substantial budget,
➢ The existence of one or more indicators disaggregated by gender or age, type of status or vulnerability at the level of the results chain.

Each element is scored with one point throughout the results chain and then summed. The assessment of the scoring elements is not cumulative. At least one element in the results chain must address gender and social inclusion. The primary goal is to ensure that promoters demonstrate good faith and a willingness to incorporate gender and inclusion dimensions in various projects and programmes. The tables below provide a summary of the different scores, the related values, and an overall understanding of each of these scores and values.

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[16] Handbook on the OECD-DAC Gender Equality Policy Marker, December 2016.

Table 4: Gender and social inclusion scoring criteria for climate change projects/programmes

No.	Scoring criteria	Description	Question of Control	Response (Yes/No)	Scoring Yes=1 No=0	Remarks/ Comments
1	**Analysis of gender and social inclusion issues in the background and rationale of the project/programme**	The gender and social inclusion analysis systematically identifies the fundamental challenges that exacerbate gender inequalities and various forms of discrimination, many of which contribute to poor development outcomes, particularly around climate change. This process examines how power relations between men and women, as well as among different social groups, lead to discrimination, subordination, and societal exclusion. It also considers other types of marginalization such as age, social class, ethnicity, caste, disability, status, and sexuality. All climate change projects are systematically recommended to conduct such an analysis, with the identified issues clearly outlined in the concept note and later in the full proposal. If a comprehensive gender analysis has not yet been conducted by the project/program promoter, the gender and social inclusion issues should still be considered in the project rationale. Additionally, a link must be established between the budget	When formulating the project or programme, the overview or needs assessment must include an analysis of the situation of men and women, girls and boys, and other vulnerable groups affected by climate change. This analysis should be clearly reflected in the background and rationale of the project. Has the project or programme been linked to the National Gender Policy?			

		programs and the programs and actions of the National Gender Policy.				
2	**The existence of one or more gender and social inclusion objectives, components, outcomes, outputs, etc. in the results chain**	The formulation of project or programme objectives must clearly incorporate the dimension of gender and social inclusion. It ensures that the objectives not only address but also positively impact the dynamics between men and women and various social categories, especially vulnerable groups.	Does the project or programme include one or more objectives that influence the situation and relations between men and women, girls and boys, and different social categories, particularly vulnerable groups?			
3	**Existence of one or more gender-sensitive and social inclusion actions, activities, or tasks with a**	A distinction can be made between: -Actions, activities, or tasks that meet the needs of all. These are services that are safely accessible to all target groups (men and women, Indigenous populations, and/or those affected) and that take steps to meet needs or fight gender discrimination and social discrimination. -Specific gender activities aimed at strengthening gender equality (empowerment, structure, and relationships): Strengthen gender equality	Are gender issues (men and women, girls, and boys) and social inclusion (young people, Indigenous people, people with disabilities, displaced people, etc.) clearly stated in the formulation of actions, activities, and tasks?			

	substantial budget.	through activities that seek to change women in the following areas: empowerment, changing relationships and changing structures. - Specific actions, activities or tasks relating to Indigenous populations. N.B.: actions, activities or tasks must be accompanied by a budget.	If so, is there a budget for gender-sensitive and inclusive actions, activities, and tasks?			
4	**Existence of one or more indicators disaggregated by gender or age, type of status or vulnerability under the results chain.**	The monitoring and evaluation system must be backed by gender indicators, which will be analysed regularly to understand how needs, risks, limitations, and access change according to gender, age and other types of vulnerability. Use this information to tailor the response to individual needs and capacities. They include: -Indicators disaggregated by gender/category (They include indicators usually used but broken down by gender or interest group). For example, for a training course, the indicator will not be the "number of participants who benefited from the training" but rather the "number of men and number of women who benefited from the training." -Specific indicators to measure the reduction of gender inequalities / the improvement of the situation (empowerment) of marginalised groups (women...) and the improvement of their	Are the data (indicators, benchmarks, targets) used to monitor the extent to which the objectives of the project or programme, actions or activities were achieved broken down by gender, age, and other types of vulnerability?			

		participation. For example, improving women's participation in decision-making as part of the water management committee, and the number of women in an association or cooperative.				
	Total				**4**	

Table 5: Scoring grid: Gender and social inclusion scoring criteria for climate change projects/programmes

Score	**Value**	**Description**
Score 1 Aggravated risk	Project or programme with an objective presenting a risk of worsening gender inequalities and social discrimination in the CC: Value 0	The project or programme was reviewed with regard to the marker but was not found to be aimed at gender equality and the social inclusion of vulnerable groups. The project or programme, therefore, presents a risk of worsening gender inequalities and vulnerabilities or will maintain existing inequalities and vulnerabilities. It may offer an opportunity to reduce inequalities and vulnerabilities, but it does not include specific measures to do so. Since such a project or programme cannot be eligible for the GCF, its promoter must review its content and form to align it with gender and social inclusion requirements. N.B.: This value cannot be used as a default. Projects and programmes that were not examined must not be marked, i.e., no value must be entered in the field provided. The aim is to avoid any confusion between projects/programmes that are likely to worsen

		inequalities (value 0) and those whose orientation in this respect is unknown (field to be left empty or put N/A: Not Applicable).
Score 2 Weak	Project or programme with an objective that addresses gender equality and social inclusion in CC to a limited extent or incidentally: Value 1	The project or programme was reviewed in relation to the marker. It is noted that gender equality and social inclusion are not explicit objectives. This score acknowledges the efforts made to design a Gender and Inclusion project/programme that is "neutral," i.e., that applies the same conditions to men and women and other categories without distinction. The consequence is that it considers the needs and interests of all populations without distinction of sub-categories. In this way, gender equality and social inclusion issues are residually integrated. Not only are these aspects not an objective of the project or programme, but they are also not the main reason for conducting it. All the same, the targeted interventions could affect both women and men, girls, and boys, without a significant impact. Such a project/programme is unlikely to be eligible for the GCF. Its promoter needs to review its content and form to align it with gender and social inclusion requirements.
Score 3 Significant	Project or programme with an objective that significantly addresses gender equality and social inclusion in CC: Value 2	The project or programme was reviewed in relation to the marker. Gender equality and social inclusion are essential and deliberate objectives of the project or programme but are not the main reasons for its implementation. Otherwise, this category refers to projects or programmes that include gender equality as one of their objectives or components. In addition to its other objectives, the project/programme in question is intended to have a positive impact on the advancement of gender equality and/or the empowerment of women and girls, the reduction of discrimination or inequalities based on gender, or

		the response to gender-specific needs, the inclusion of vulnerable groups and categories with special needs.
		This category of projects or programmes is likely to be financed by the GCF and other donors. However, following the project evaluation stage, the gender and social inclusion analysis and action plan could improve the project's gender sensitivity and its contribution to the national gender and social inclusion policy in CAR.
Score 4 Principal	Project or programme with an objective principally addressing gender equality and social inclusion in CC: Value 3	The project or programme was reviewed in relation to the marker. Equality between women and men and the inclusion of vulnerable groups are the main objectives of the project/programme, and its pursuit fundamentally determines its design and expected outcomes. The project/programme would not have been undertaken without the objective of gender equality and social inclusion. The project/programme was designed with the primary aim of advancing gender equality and/or the autonomy of women and girls, reducing discrimination or inequalities based on gender, addressing gender-specific needs, or promoting the inclusion of vulnerable and special needs groups and categories. These types of projects or programmes also fall within the pipeline of GCF and other donors. However, complementary measures may be suggested after the assessment phase to increase the effectiveness of the outcomes and the desired impact of the project or programme.

Source: Gender marker adaptation WADB

This initial screening of projects intended for submission to the GCF assesses whether the minimum requirements have been fulfilled. Table 6 below outlines a checklist for each criterion identified in Table 4 above.

Table 6: Minimum criteria to be considered in a CC project/programme

Scale	Value	Description of project and programme classification criteria	Scoring
Score 1 Aggravated risk	Project or programme likely to worsen inequalities and discrimination in CC: Value 0	-None of the 4 criteria listed in Table 4 were met	0/4
Score 2 Weak	Project or programme with an objective, component or outcome that incidentally addresses equality and inclusion in CC: Value 1	-One or two of the 4 criteria listed in Table 4 were met	1/4 or 2/4
Score 3 Significant	Project or programme with an objective, component or outcome that significantly addresses gender equality and social inclusion in CC: Value 2	Three of the 4 criteria listed in Table 4 were met	3/4
Score 4 Principal	Project or programme with an objective primarily focused on advancing gender equality and promoting social inclusion within the context of climate change initiatives.	-All 4 criteria listed in Table 4 were met	4/4

- **How can the Gender and Social Inclusion Marker (GSIM) be applied to CC projects?**

Practically, this approach will identify vulnerabilities associated with gender and social inclusion, as well as assess capacities for change within projects intended for submission to the GCF or other potential donors. The main concern will, therefore, be how to apply the Gender and Social Inclusion Markers in climate projects and programmes. As such, complete the information in the box reserved for the project/programme, following the four steps below:

STAGE 1: First, acquaint yourself with the Gender and Social Inclusion Marker Tool (GSIM) designed for climate change projects and familiarize yourself with its scoring criteria. Next, thoroughly review the project document or Concept Note provided. Finally, proceed to complete the relevant information as per the guidelines provided below.

STAGE 2: Refer to Table 4 and utilize the checklist questions to assess the integration of gender and social inclusion across the project/programme's background, rationale, objectives, components, outcomes, outputs, actions, activities, tasks, and indicators. Provide a yes or no response for each criterion, accompanied by explanations and references for justification. Assign 1 point for a yes and 0 points for a no.

STAGE 3: Calculate how many criteria the project/programme has considered gender and social inclusion for, totalling up to 4 points. Refer to Table 5's scoring guide to determine its corresponding scale score (0, 1, 2, 3).

STAGE 4: Lastly, fill in the last column of Table 4 (Comments) with detailed explanations, supporting documents for each statement, suggested recommendations, and lessons learned that could enhance the integration of gender and social inclusion in the project or programme.

- **Case of new projects and programmes or consecutive projects and programmes**

New programs or projects are those that have not yet commenced. They can be in the form of a concept note or a fully developed project proposal. At this level, the analysis of gender and social inclusion perspective is conducted on the project/programme document following the guidelines provided by the Gender and Social Inclusion Marker (GSIM) for climate change projects. Consecutive projects and programs are projects or programs where one phase has been implemented and closed. In most cases, these are projects that will continue through a new phase. The analysis approach is different with these types of projects because it is vital to derive lessons from the previous phase to inform the development of the new phase. Therefore, the analysis extends beyond reviewing just the new project document or concept note. Instead, it ensures that gender and social inclusion are integrated across all stages of the previous project or programme, notably at the identification, planning and budgeting, implementation, and monitoring and evaluation stages. In addition to the Gender and Social Inclusion Marker (GSIM), the second tool proposed is the checklist for assessing gender mainstreaming and social inclusion in the project/programme cycle.

It is essential to state that this tool can be applied in its entirety to a completed programme or as a function of a stage.

III.6.2. Tool 2: Checklist for Gender Mainstreaming and Social Inclusion in the Project/Programme Cycle

The project cycle reflects the ongoing progression of a project, where each stage influences the next. For instance, data gathered during the project identification phase supports the development of a detailed project plan. Subsequent stages build upon and integrate perspectives from previous phases to ensure the project's feasibility. Strong foundations laid in these initial stages pave the way for success in subsequent stages.

Incorporating gender and social inclusion into the project cycle entails addressing these aspects throughout each phase. It involves systematically conducting analyses to understand the roles and positions of women, men, and other vulnerable groups in the project/programme. This process begins during the identification and planning stages and continues through implementation, monitoring, and evaluation. Such an approach is crucial for promoting gender equality and social inclusion within the project's framework.

- **Presentation of the Tool**

In contrast to the gender marker, this tool is exclusively qualitative. It offers a comprehensive evaluation of how thoroughly the project/programme incorporates the gender and social inclusion perspective. Therefore, we are proposing a checklist for each of the four stages of the project cycle. [17].

Stage 1: Project/Programme Identification

In projects aimed at climate change mitigation, gender and social inclusion considerations are pivotal and should be integrated into the project cycle starting from the diagnosis and preparation phase. This integration allows for addressing the participation of men, women, and vulnerable groups, understanding their roles and positions within the project. It also involves assessing the project's effects and impacts on these groups, including inequalities between men and women, and the potential for transforming social relationships. The diagnostic phase is crucial for integrating gender and inclusion considerations. If these aspects are not addressed during this phase, there may be limited opportunities to do so during planning and implementation. It is during this initial phase that a gender-sensitive and inclusion matrix of priorities should be developed, serving as the foundation for subsequent monitoring and evaluation. The checklist of elements to be verified includes the following points to ensure that these functions are fully addressed or have been adequately met:

1. Has a gender and social inclusion analysis of the area of intervention been conducted?

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[17] There are several planning schools. We propose a four-stage model.

2. Were organisations representing women, young people, people with disabilities, Indigenous peoples, etc., consulted during the planning of projects/programmes to combat climate change?
3. Were women, men and vulnerable groups in the target populations involved in defining the problems and solutions?
4. Has the analysis made it possible to identify the differences between women and men (differentiated impacts of the effects of climate change on men and women) in the intervention and explanation of the causes?
5. Did the analysis enable the identification of measures to be put in place as part of the programme to ensure equity and promote equality? Which areas of the climate change mitigation does these measures target (adaptation, mitigation, technology transfer or resource mobilisation)?
6. What is the level and type of participation of women, men, and vulnerable groups with regards to intervention (priority sectors of the NDC)?
7. What are the obstacles to the participation of women, men, and vulnerable groups in the intervention area?
8. What is the impact of current conditions in the sector on women, men, and vulnerable groups?
9. What are the gender and social inclusion inequalities in the sector?
10. What is the impact of gender inequalities on women, men, and vulnerable groups in the intervention sector?
11. Does the area of intervention consider mitigation actions, adaptation to change and capacity building for women, young people, IDPs, returnees, Indigenous people, etc.?
12. What is the level of participation of women in climate change adaptation and mitigation activities?
13. What is the level of penetration of environmentally friendly technologies among vulnerable groups in the sector concerned?

Stage 2: Project/Programme Formulation, Planning and Budgeting

Integrating gender and social inclusion into the formulation, planning, and budgeting of the project or programme relies on the information gathered during the diagnostic phase. It considers the issues, needs, priorities, and solutions identified by the project/programme beneficiaries, ensuring that the specific constraints and expectations of men, women, and vulnerable groups are systematically addressed. Gender-responsive and inclusive budgeting is essential in climate change projects because women, men, girls, boys, and various vulnerable groups often have distinct practical and strategic needs and priorities. Due to their under-representation in public life and decision-making bodies, projects may overlook their specific needs and priorities. Therefore, integrating gender-responsive and inclusive budgeting ensures that these diverse needs are adequately considered and addressed within project planning and implementation. The following points should, therefore, be checked:

1. Does the project or programme integrate gender objectives?
2. Have specific components, such as the Indigenous Peoples Plan (IPP), been developed as part of the project?
3. Has the project implemented Free, Prior and Informed Consent (FPIC) for activities affecting IPs?

4. Have specific women's empowerment activities been planned in the various adaptation and/or mitigation programmes?
5. Does the programme/project include mechanisms that will enable women and vulnerable groups to exercise control over programme resources?
6. Does the programme/project include actions to raise awareness among women, men, and vulnerable groups with the aim of transforming unequal gender relations?
7. Does the programme/project include an objective and/or expected outcomes in terms of women's empowerment, reduction of gaps between men, women, vulnerable groups, and/or gender equality?
8. Is women's economic empowerment a defined objective in the planning of climate change adaptation or mitigation activities?
9. Based on the gender and social inclusion analysis, does the proposed strategy outline how it will contribute to addressing the dimensions of inequality?
10. What are the weaknesses of gender consideration in the planning process?
11. What measures can be taken to ensure that gender is effectively considered in the planning process?
12. What resources are available to implement actions on gender and social inclusion?
13. What additional resources need to be mobilised?
14. Are there mechanisms to ensure the equal participation of women and men, including taking account of the vulnerable, in the management and implementation of the programme/project?
15. Have sufficient resources (human, financial and technical) been allocated to implement measures to promote gender equality and SI?
16. What is the budget level allocated for the promotion of gender equality and SI in the project?
17. Does the project have a specific budget for actions targeting gender, such as training, expert work, or specific actions aimed at women or men?
18. Have resources been allocated for activities that respond to constraints/opportunities based on gender and SI for each of the outputs?
19. Are the allocated resources disbursed?
20. Has the project team received training in gender budgeting?
21. Have women's organisations and other vulnerable groups been involved in the project's (overall and annual) budgeting process?
22. Is the annual budgeting process sufficiently transparent, participatory, and inclusive?
23. What are the obstacles in the budgeting process for programmes to fight climate change?

Stage 3: Implementation of the Project/Programme

Once the Gender and Social Inclusion (GSI) analysis is conducted during the diagnosis phase and GSI objectives are established, the implementation phase becomes the action stage. This phase involves unfolding the project itself, aligning with the set objectives by conducting planned activities aimed at achieving specific outcomes. It facilitates the integration of gender and social inclusion competencies and the

application of practical gender frameworks tailored to the context and objectives. Moreover, it is the stage for executing the GSI Action Plan developed during the project planning phase and following the GSI analysis. This phase also includes establishing protocols to verify whether the implementing organization has policies addressing Gender-Based Violence (GBV), Sexual Exploitation and Abuse (SEA), and Sexual Harassment (SH). The following issues should be checked when implementing the project or programme:

1. What has the programme/project done to ensure the effective participation of vulnerable women and men in the target group?
2. Have the programme or project partners been sensitive to gender and social inclusion issues?
3. Was there equitable representation of women and men in the project management team?
4. Were the team members sensitive to gender issues (recognition of the disadvantaged position of women and the vulnerable in society, willingness to change this position and promote equality, etc.)?
5. Do the team members have experience in institutionalising the gender approach?
6. Have the team members been trained in the systematic integration of gender and inclusion in climate change programmes and projects?
7. What are the weaknesses of considering gender dimensions in the process of implementing adaptation and mitigation activities?
8. What measures can be taken to ensure that the gender dimension is effectively considered in the process of implementing adaptation and mitigation activities?
9. Are there sufficient resources to implement these gender promotion and social inclusion actions in the project?
10. Have specific activities to empower women been implemented in the various adaptation and/or mitigation programmes?
11. Has the Indigenous Peoples Plan (IPP), if developed, been implemented as part of the project?
12. Has the project provided an appropriate grievance mechanism for IPs?
13. Have women, youth, Indigenous people, and other vulnerable groups been trained in new technologies for adapting to climate change?
14. Have advocacy/lobbying activities been conducted to ensure that gender and social inclusion are considered in the political and legislative reforms planned or underway?
15. Do vulnerable groups have access to information on the risks and vulnerabilities associated with climate change and the related response measures?
16. Is a technology and knowledge transfer programme for women and vulnerable groups provided and implemented?
17. Is the project/programme working to raise awareness of inequalities between men and women, girls and boys, Indigenous people, and people with albinism in sectors vulnerable to climate change?
18. Are the various stakeholders mobilised to implement climate action?

19. Have capacity-building needs in the field of adaptation, mitigation and gender mainstreaming been identified at various levels and have the relevant responses been provided?
20. Have employment opportunities been created through green entrepreneurship in sectors aimed at mitigating climate change?
21. Are organisations representing women, young people, people with disabilities, Indigenous peoples and other vulnerable groups involved in implementing adaptation or mitigation activities?
22. Are women and vulnerable groups involved in climate change planning and research?
23. Does the formulation of Tender Documents and the Call for Expressions of Interest consider gender issues?
24. Does the institution implementing the programme/project consider gender parity and social inclusion?
25. Are women and the vulnerable represented in decision-making bodies?
26. Are the staff of the implementing institutions trained in the national gender and social inclusion policy and the GCF Gender and Indigenous Peoples Policy?
27. Are surveys conducted regularly to collect information related to gender equality and SI issues from employees (e.g. well-being at work surveys) and stakeholders (e.g. user satisfaction surveys)?
28. Does the organisation take responsibility for gender equality and SI policies and plans by incorporating compliance with these policies into the performance appraisal of senior managers and take steps to link gender equality and SI performance to promotions or compensation?
29. Does the organisation include gender equality and SI in its procurement policies with independent contractors, requiring them to adhere to the organisation's non-discrimination policies?
30. Does the organisation explicitly include gender equality and SI in its communications policy to ensure that it presents images of both women and men, vulnerable groups and uses inclusive (non-sexist) language in internal and external communications?
31. Does the climate change implementing organisation have a comprehensive training strategy that includes awareness raising and training on gender equality and SI issues internally (with staff at various levels) and externally when collaborating with stakeholders?
32. Does the organisation implementing the climate change programmes regularly check job categories, remuneration policies, and all benefits to avoid bias and its adverse effects on women, men, and vulnerable groups?
33. Does the organisation regularly assess employees' needs for childcare and assistance for older persons and sick family members?
34. Has the organisation developed policies and procedures that affirm its commitment to preventing, responding to, and protecting individuals from all forms of harassment, including harassment related to ethnicity, gender identity/expression and/or religion?

35. Does the organisation provide training on gender-based violence, sexual exploitation and abuse and sexual harassment, including specific training for managers and security staff?
36. Does the organisation publicly display a zero-tolerance policy towards gender-based violence?
37. Is there a precise mechanism accessible to all stakeholders for reporting cases of GBV/SEA/SH and a reporting and support system for victims of discrimination or sexual harassment?

Stage 4: Project/Programme Monitoring, Evaluation and Reporting

The definition of a gender-sensitive monitoring and evaluation system is one of the GCF requirements in this area.

Therefore, the monitoring stage serves to ensure continuous oversight of the project's progress, enabling timely corrective actions if needed. It also monitors the ongoing impact of the project on gender relations and social inclusion. This phase allows for the integration of new gender-related actions as required, including specific interventions targeting women, men, and vulnerable groups.

In terms of evaluation, this phase critically assesses the extent to which objectives have been achieved and provides recommendations for the project's future. It ensures that evaluation tools incorporate gender criteria and indicators, offering specific recommendations for Gender and Social Inclusion (GSI). Ultimately, successful outcomes in GSI contribute to expertise enhancement and the dissemination of best practices.

The systematic integration of GSI aims to uphold standards that respect human rights. Projects are expected to establish reporting systems to document transformative changes achieved and their sustainability in terms of gender equality and social inclusion. The Paris Agreement emphasizes a robust transparency framework across all levels of climate action, underscoring the importance of comprehensive systems for measuring, reporting, and verifying adaptation and mitigation efforts. The checklist includes:

1. Have mechanisms been provided to ensure that women and the vulnerable participate in programme/project monitoring and evaluation?
2. Have gender-specific indicators been developed to measure the outcomes, effects and impacts of the programme on women, the vulnerable and men?
3. Have indicators been developed and monitored to measure the reduction of gender gaps?
4. Have indicators been developed and monitored to assess women's empowerment?
5. Do women and representatives of other vulnerable groups have a seat in the steering, monitoring and evaluation framework of projects/programmes?
6. Are gender and SI outcomes monitored and assessed by sector and area of activity?
7. Does the monitoring and evaluation system prioritise the quality and usefulness of sex-disaggregated data?

8. What are the weaknesses of considering gender and SI dimensions in the programme assessment process?
9. What measures can be taken to ensure that the gender dimension is effectively considered in the programme assessment process?
10. Does the report indicate the participation of women, men, and vulnerable groups in project/programme activities as beneficiaries, decision-makers, or agents of change during the period under review?
11. Does the report indicate how adaptation and mitigation activities contributed to improving the condition and situation of women, men, and vulnerable groups?
12. Are there any internal and/or external factors that contribute to the success/failure of integrating gender equality and SI into adaptation and mitigation activities?

13. What is the impact of the activities/projects conducted on the promotion of gender, the empowerment of women and the inclusion of disadvantaged groups?
14. Are the transformational changes achieved sustainable in terms of gender equality and social inclusion?

N.B.: Throughout all stages, the checklist presents elements for qualitatively assessing gender mainstreaming and social inclusion. There is no numerical grading applied at this level of assessment.

CONCLUSION

The Gender and Social Inclusion Assessment Framework report provides a thorough framework for evaluating gender mainstreaming and social inclusion in accordance with national legislation requirements and donor guidelines such as those of the GCF. The framework also considers the GCF policy regarding the Indigenous population. Following this framework, the initial step in advancing gender mainstreaming and social inclusion in GCF projects involves conducting a Gender and Social Inclusion Assessment of CAR's priority pipeline projects . This assessment will encompass projects outlined in the GCF Country Programme, the draft National Adaptation Plan, and other climate finance initiatives, utilizing the developed framework.

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