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THE MULTILATERAL FUND FOR THE
IMPLEMENTATION OF THE MONTREAL PROTOCOL

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**REPORT ON THE REVIEW OF THE IMPLEMENTATION OF THE OPERATIONAL POLICY
ON GENDER MAINSTREAMING FOR MULTILATERAL FUND-SUPPORTED PROJECTS
(DECISION 84/92(E))**

Background

1. The draft operational policy on gender mainstreaming for Multilateral Fund (MLF)-supported projects was approved by the Executive Committee at the 84th meeting and the Executive Committee requested bilateral and implementing agencies to, *inter alia*, apply the operational policy on gender mainstreaming throughout the project cycle, beginning with projects for consideration at the 85th meeting, and to provide, when available, gender-relevant information in reports on ongoing projects approved prior to the 85th meeting. In the same decision, the Executive Committee also requested the Secretariat to review the implementation of the operational policy on gender mainstreaming, and to prepare based on the review a report for consideration of the Executive Committee at its 89th meeting (decision 84/92 (c) (d) and (e))².
2. This report is prepared in response to decision 84/92(e).

Scope of the document

3. To respond to the request of the Executive Committee, the Secretariat undertook a desk review of the project submissions and relevant documents from bilateral and implementing agencies submitted to the Executive Committee meetings in 2020-2021,³ to collect and assess data on how the operational gender mainstreaming policy was considered in project requests for new stages and tranches of HCFC phase-out management plans (HPMPs), throughout project implementation, and what the relevant results were. Annex I provides a summary of the gender-related data from the project submissions. In addition, the Secretariat also developed a questionnaire for the bilateral and implementing agencies (see Annex II), requesting their input on the following: how they used the operational gender mainstreaming policy of the Multilateral Fund in MLF-supported projects, synergies with the agencies' corporate gender policies, the

¹ Document UNEP/OzL.Pro/ExCom/90/1.

² Document UNEP/OzL.Pro/ExCom/84/75.

³ The 85th, 86th, 87th, and 88th meetings.

entry points for integrating the policy within the projects, how the checklists and indicators were used, what country-level initiatives were taken, how reporting on indicators was approached, challenges in implementing the gender mainstreaming policy, and the agencies' views on the adoption of this policy.

4. The present report is based on the Secretariat's analysis of both the submitted documentation, and the responses provided by the bilateral and implementing agencies to the questionnaire. It also identifies early learnings that may be enhanced to ensure the broad implementation of the MLF operational gender mainstreaming policy, as well as a summary of the elements found in project submissions and documentation that demonstrated how the gender mainstreaming policy was implemented from the time this was agreed by the Executive Committee at the 84th meeting and of the results attained through the implementation of the policy. The report also provides conclusions and a recommendation.

Review and summary of the implementation of the operational policy on gender mainstreaming for MLF-supported projects in line with decision 84/92(c)

5. The operational policy on gender mainstreaming for MLF-supported projects identified three key areas of action for bilateral and implementing agencies:

- (a) Developing tools to facilitate gender mainstreaming in the review/approval process, reporting, monitoring, and evaluation systems of the Multilateral Fund, including the tracking and reporting on activities and results of gender mainstreaming. This effort is based on the collection of sex-disaggregated data, where possible, and the reporting of any observations made during the project cycle related to gender equality and women's empowerment and/or possible gender impacts or implications;
- (b) Considering and addressing gender equality and women's empowerment systematically in all projects prepared to phase out and phase down controlled substances for Article 5 countries in all phases of the project cycle; and
- (c) Delivering capacity building for bilateral and implementing agencies' partners and Article 5 countries to facilitate gender mainstreaming, and effective use of the identified strategic entry points to promote gender equality and women's empowerment in all projects financed by the Multilateral Fund.

6. The Secretariat gathered and collated gender related information reported in submissions to meetings of the Executive Committee in 2020 and 2021⁴ and reviewed whether these contained any or all the action areas identified in the gender mainstreaming policy. The analysis looked at the number of projects that contained gender-related actions, and what actions were included, as described in the section below.

Analysis of gender-related data reported by meeting

7. This review was done to identify whether gender related data was reported to each meeting for existing projects and for new submissions, to identify the actions described in the submissions, and to categorize these into themes to understand which were most frequently reported. Each project submission was reviewed to see which ones included the gender mainstreaming checklist of activities and indicators provided at the 84th meeting, and those that identified new and specific gender-focused activities and requested Multilateral Funding either as part of a new stage of the HPMP or a tranche. Table 1 presents a summary of the submissions to these meetings which were included in the analysis.

Table 1: Project submission data since gender mainstreaming requirement

⁴ The analysis was limited only to new stages and tranches of HPMPs submitted to the 85th, 86th, 87th, and 88th meetings, individual investment projects were not included as these are considered part of the HPMP.

Meeting	85 th	86 th	87 th	88 th	Totals
Number of project proposals submitted	39	53	23	33	148
New stages of HPMPs	5	26	13	16	60
Tranche submissions for existing HPMPs	34	27	10	17	88
Number of submissions that did not include gender activities/indicators/checklist in the original submission ⁵	13	7	4	6	30
Number of submissions that included gender activities/indicators/checklist in the original submission	26 (66 %)	46 (87%)	19 (83%)	27 (81%)	118
Number of submissions that specifically included a completed gender checklist	2	27	12	22	63
Number of submissions that included a request to the Multilateral Fund for gender related activities	2	3	2	5	12

8. While there was a lower percentage of projects that included gender information in their original submissions at the 85th meeting (66 per cent) when the gender mainstreaming policy was first applied, in the subsequent meetings the number of projects that included gender information in their original submissions was over 80 per cent. Overall, 80 per cent of the projects reviewed for the whole period included some information on gender related activities in their original submission. Further it was noted that some submissions included a completed gender checklist to show which actions were being applied and considered. The number of submissions which included the gender checklist in addition to other information describing gender related activities and indicators was low at the 85th meeting (5 per cent) and went up to 67 per cent by the 88th meeting of those that included gender related information in their first submission. It was also observed that the information on gender-related actions and descriptions being provided in general in project submissions had increased since the inception at the 85th meeting. Out of a total of 148 project submissions reviewed during the period, 30 (20 per cent) did not include gender activities or indicators at the first submission, but this information was provided during the negotiation and discussion process.

9. When the information provided, whether obtained in the original submission or through follow up, was analysed, it was noted that 93 projects (63 per cent) described at least one to four gender action being undertaken, while 55 projects (37 per cent) provided description of more than five actions being undertaken. The number of actions being described increased from only 26 per cent describing more than 5 actions at the 85th meeting to 44 per cent at the 88th meeting. Over the review period there were 12 (8 per cent) of the submissions that included a request for Multilateral Funds for specific gender-related activities (i.e., providing scholarships for women technicians, etc.); this number also increased from the 85th meeting where there were two requests representing 5 per cent of the submissions to the 88th meeting where there were five requests representing 15 per cent of the submissions to that meeting.

Gender mainstreaming-related actions described in project submissions

10. The actions identified in the project submissions in 2020-2021 described relevant gender-responsive measures and activities. These were classified into the key action areas identified in the gender mainstreaming policy, and additional categories defined below:

⁵ Where reports did not include gender information on submission this information was obtained through follow up by the Secretariat.

Table 2: Categories of activities included in the submissions of tranches and new HPMPs at the 85th to 88th meeting

Category	Key area	Description of activities
Data collection	Data and statistics	The submission described actions related to the collection of sex-disaggregated data and/or qualitative information to analyze gender issues, establishment of baselines and/or tracking participation in HPMP activities.
	Gender indicators	Activities described include developing gender mainstreaming indicators or provided selected gender indicators that would be used.
Developing strategies and planning	Study (policy review)	A study, needs/gap assessment, or policy review would be conducted to define priority actions for the future.
	Consultation	Advice, input, or partnership with a women/gender-focused ministry, group, association, or gender unit in partner organizations would be sought.
	Expert recruitment	A gender expert with specific gender knowledge or a dedicated staff/consultant with gender related tasks incorporated in their job description was recruited.
	Gender considerations	A holistic approach will be used in the next stage or tranche to look at all aspects of the HPMP for opportunities to integrate gender mainstreaming. The submission described applying "gender considerations" or "gender sensitive approach" to HPMP implementation, in the policy, planning and decision making for the next stage or tranche.
Providing equal opportunity	Gender balanced recruitment	Recruitment aims to include females and/or to work toward a gender balance for project personnel and/or gender balanced representation in project boards and steering committees.
	Training topic/materials	Incorporating gender aspects into training sessions and/or training materials or gender mainstreaming training for staff and consultants (presentation of sex-disaggregated data, presentation of different effects of chemicals on women and men, presentation of policy on gender or gender mainstreaming concepts).
	Women only training	A RAC technician training workshop exclusively for female technicians during the implementation of HPMP.
	Stakeholder engagement	Activities include outreach to key stakeholders' groups (technical schools, RAC associations, industry groups, ministries) to discuss strategies for encouraging gender participation, gender mainstreaming indicators and to inform of the gender mainstreaming policy.
Building capacity	Incentives	Activities include some form of financial or equipment incentive to encourage women to pursue RAC studies in vocational schools; or activities include an award and recognition of women in the field.
	Training targets	Activities include specific measurable targets for female participation in activities.
	Promotion as trainers or professional	Plans to encourage and promote female trainers in HPMP activities and/or vocational schools or promoting female professionals in the RAC field (including importers, customs officials, business owners, etc.).
	Outreach and awareness raising	Activities would be undertaken to encourage women's participation in HPMP activities and training workshops.
	Communications	Considerations would be given to gender sensitive communications. Ex. "Communication and awareness activities will be targeted to women"; "introduction of gender-sensitive language in communications"; "visuals of women and men where applicable".
Participation of women	Gender participation staff/decision making (outcome)	Submission provides data to illustrate an already obtained level of gender participation in the last tranche of the HPMP activities regarding staff, trainers, consultants, or decision makers.
	Gender participation training/sector (outcome)	Submission provides data to illustrate an already obtained level of gender participation in the last tranche of the HPMP activities such as training workshops or females working in the sector.
Monitoring, evaluation and sharing	Monitoring and evaluation	Identified activities to be undertaken in terms of specific reporting on gender issues and progress made to address these (quantitatively and/or qualitatively) and/or evaluation of results, in addition to requirements for reporting in the HPMP.

	Lessons learned	Discussion of gender issues during thematic workshops to share experiences and lessons learned on gender mainstreaming.
Budgeting	Budget allocation	Includes those submissions that specifically identified specific activities with budget allocations for gender mainstreaming activities.

11. The analysis based on the 148 projects reviewed identified 578 actions described in the narratives of the submission with an average of four actions per proposal, which were categorized into the 20 key areas and seven categories⁶. Of the various kinds of actions described:

- (a) Twenty-eight per cent of the actions described plans to provide equal opportunities for women through gender balanced recruitment of national ozone unit (NOU) staff, trainers, and experts and consultants; developing specific training materials for the NOUs to better understand the gender mainstreaming policy of the Multilateral Fund; organizing training specifically for women only; and encouraging stakeholder engagement in gender mainstreaming;
- (b) Twenty-six per cent of the actions identified aim to build the capacity of women through the provision of incentives to encourage the participation of women in trainings and vocational programmes; setting specific targets for the participation of women in training activities; promoting women as trainers and as certified professionals; and targeting women in awareness-raising related to activities using gender-sensitive communications;
- (c) Twenty per cent of the actions defined plans for data collection activities, identifying gender indicators, and other data and statistics;
- (d) Sixteen per cent of the actions described were to incorporate and improve the monitoring and evaluation of gender actions and indicators including issues identified and actions taken to address these; activities to identify and share lessons learned on gender mainstreaming in MLF projects; and some described how specific budget allocations will include the activities for gender related actions; and
- (e) Ten per cent of the actions identified included activities to develop strategies and plans for integration of gender into projects supported by the MLF, and had elements for identifying gender resource persons or organizations, preparing internal policy reviews, and studies to identify gender needs and gap assessments, etc.

12. These figures show how frequently the activities listed above were described in the submissions and point to the fact that there is recognition of the importance of providing equal opportunities to women in activities related to the Montreal Protocol. It also establishes the priority that bilateral and implementing agencies have placed on the gender mainstreaming policy and its implementation.

13. While the depth and scope of actions on gender varied across the projects, the review suggests that these identified potential entry points to address gender elements relevant to MLF-supported projects and how they relate to the key action areas identified in the policy. It is expected that as the bilateral and implementing agencies get more used to systematically including gender considerations into project development, the eventual implementation of these activities may result in a broader change in project implementation and thus in the impact of the MLF-supported projects on gender equality and the empowerment of women. Further details of the analysis of submissions are provided in Annex I.

⁶ Details are shown in Annex I in Tables 5-7.

Summary and analysis of responses to the questionnaire sent to IAs

14. A questionnaire was prepared and sent to bilateral and implementing agencies to understand their perspective on how they applied the operational gender mainstreaming policy in MLF-supported projects, and how their own organizational gender mainstreaming policy contributed to its implementation. The questionnaire is attached in Annex II.

15. The agencies were asked how they integrated the gender mainstreaming policy into new and existing projects from the 85th meeting; what were the objectives of the integration; what types of interventions were initiated; how the gender mainstreaming policy was communicated to client countries; whether countries had taken specific actions on gender as a result of the gender mainstreaming policy; how the gender mainstreaming checklist and indicators were used and reported; what were the challenges faced during implementation of the gender mainstreaming policy; and, the agencies' views on how the policy transformed the way projects were designed and implemented, what support agencies' need to fully implement the policy, and what other actions they would do to consider gender objectives in MLF-supported projects.

16. The responses received from the four implementing agencies and one bilateral agency (i.e., the Government of Germany) were reviewed and analysed, and the information gathered is described below.⁷

Integration of the MLF gender mainstreaming policy into new and existing projects from the 85th meeting

17. Bilateral and implementing agencies described the approaches used to integrate the operational gender mainstreaming policy into new and existing projects from the 85th meeting, and how this aligned and complemented the different entities' gender policies consistently and coherently. The agencies also provided information on the objectives of integration, the specific interventions undertaken, and how they communicated this policy with partner countries. These are summarized in the sections below.

Aligning the MLF gender mainstreaming policy with organizational gender policy

18. All bilateral and implementing agencies have a gender mainstreaming policy at the corporate level. The policies emphasize the importance of promoting gender equality and of mainstreaming a gender perspective in the programmes and projects of each organization. They recognize gender equality as a means for achieving sustainable development, and related SDGs. However, for projects submitted prior to the 84th meeting, while some agencies managed to include some activities related to gender in proposals submitted to the Executive Committee, most were limited by the fact that there was no gender mainstreaming policy agreed for the Montreal Protocol and for integrating the gender dimension in MLF-Multilateral Funded projects. The approval of the operational gender mainstreaming policy at the 84th meeting provided agencies with the opportunity to further ensure that gender issues were integrated into the design, implementation, and reporting of projects in line with the MLF gender mainstreaming policy and consistent with their organization's gender policies.

19. In their responses, the agencies explained how the established policy strengthened many of their gender-related actions and in fact supplemented their own internal policies. In some cases, the policy increased the impact of these interventions with national stakeholders. In summary, the following are the observations on how respondent agencies aligned the Multilateral Fund's gender mainstreaming policy with their organization's own policy:

- (a) UNDP utilizes several institutional mechanisms to ensure gender mainstreaming: (i) the

⁷ The Governments of Canada and France provided some views on what needed to be looked at by agencies when integrating gender issues into projects but did not provide responses to the questionnaire. Their views are integrated in the overall report.

project appraisal process, in accordance with UNDP Programme and Operational Policies and Procedures; (ii) the gender marker tracking system on investments for gender equality results; and (iii) the Results Oriented Annual Report (ROAR), which includes a section on gender. Whilst the UNDP Montreal Protocol Unit attempted to integrate these institutional mechanisms described above to Multilateral Fund projects, they could only design limited actions without guidance from the Executive Committee on gender issues. With the approval of the Multilateral Fund's gender mainstreaming policy, UNDP's Montreal Protocol Unit had the needed mandate to ensure that the UNDP gender requirements and those of the Executive Committee, could be applied within the Multilateral Funding approved for these projects;

- (b) The UNEP gender mainstreaming policy and strategy⁸ builds on the Rio+20 outcome document, "The Future We Want", and the United Nations System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN SWAP). The UNEP OzonAction Programme uses this policy and strategy document as the main reference for their actions to integrate gender into their projects. The approval of the Multilateral Fund's gender mainstreaming policy allowed the OzonAction Programme to develop tools, particularly for institutional strengthening projects to identify gender activities/indicators used by countries, and to facilitate reporting. In addition to this, OzonAction launched its own internal Gender Mainstreaming Plan in March 2022, which provides a comprehensive approach to gender mainstreaming in its work and covers both institutional (internal) and programmatic (external) actions. Other tools will be developed by UNEP for use by countries and partners for the HPMPs to ensure the inclusion of the Multilateral Fund's gender mainstreaming policy in project preparation and implementation;
- (c) For UNIDO who had already developed a Guide on Gender Mainstreaming for Montreal Protocol Projects in 2015, the Multilateral Fund's policy supported UNIDO in increasing gender awareness amongst stakeholders to the Montreal Protocol at all levels to highlight the need to address gender issues. In some countries, it was the boost required to ensure that countries push the rationale for mainstreaming gender into execution. UNIDO's guide provides practical tools to include gender issues at various levels of project cycle (i.e., project formulation, implementation, monitoring, and evaluation). It suggests the need for gender analysis and gives examples of gender indicators. While UNIDO is now better equipped, internally to handle gender-related issues in Multilateral Fund projects, there is still a need to increase responsiveness and understanding from countries on the priority given to this issue;
- (d) The World Bank applies its Gender Equality, Poverty Reduction, and Inclusive Growth – Gender Strategy (2016-2023) to all operational levels, including MLF Multilateral Funded projects. It is implemented through the Country Partnership Frameworks, which undertakes gender assessments and report, disseminates the findings and conclusions, and identifies gender-responsive actions that are proposed as part of the World Bank's assistance strategy for the country. With this as the main starting point, the Multilateral Fund's gender mainstreaming policy aligns well with that of the World Bank where projects aim to consider gender gaps by conducting gender analysis as an integral part of project preparation to inform Bank-implemented projects; and
- (e) The Government of Germany implements its bilateral projects through GIZ who has its own corporate gender mainstreaming policy. At the inception phase of a project, discussions take place with the respective gender officers within the organization or cluster and a gender analysis is incorporated in the conceptual phase of the project. The operational

⁸ UNEP Gender Equality and the Environment: Policy and Strategy (2014-2017).

gender mainstreaming policy of the MLF has supported these discussions and provided a stronger directive to their country partners on the need to ensure that gender-relevant activities are included in projects.

Activities undertaken to implement and communicate the Multilateral Fund's gender mainstreaming policy with partners

20. Framed within the integration and alignment of the respondent agencies' organizational gender mainstreaming policy with the Multilateral Fund's gender mainstreaming policy, the following aggregated activities were implemented by the agencies in projects funded by the Multilateral Fund from the 85th meeting, including steps taken to communicate the policy to stakeholders and partners:

- (a) Undertake a gender analysis to find ways to mitigate possible risks that may exacerbate gender inequalities, and highlight opportunities to enhance positive outcomes; identifying strategic opportunities to narrow gender gaps (gaps between males and females; or gaps among groups of females or males, such as between women of different socio-economic status, different age groups, or urban and rural women, etc.) within the scope of the specific projects, where feasible;
- (b) Development of tools, publications and establishing partnership initiatives to support project preparation and implementation of Multilateral Fund-supported projects and assist in identifying concrete activities related to gender mainstreaming in the servicing sector;
- (c) Collection of sex-disaggregated data to understand specific national circumstances and to create baselines that will be used to plan activities and interventions and for future monitoring of the impact of gender-related activities;
- (d) Promote an increase in women's participation and empowerment during technician training, meetings, and workshops through better dissemination, or specifically targeting women technicians and participants;
- (e) Increase parity in the recruitment of international and national experts, trainers, and staff of NOUs; and
- (f) Promote women's economic empowerment through skills development such as certification of women engineers in cooperation with women-led business association.

21. Specific examples of where the above-mentioned gender-related interventions were made in projects supported by the Multilateral Fund included the following:

- (a) Some of the gender activities included in UNDP's MLF-Multilateral Funded projects included: (i) in Sri Lanka, women were encouraged to participate in the RAC sector by introducing 'Ozone Friends' a national badge to the Girl Guides of Sri Lanka; (ii) in Colombia a workshop was organized on "basic gender concepts and their incorporation into Montreal Protocol projects"; (iii) in Paraguay a gender expert was hired for the RAC sector; (iv) in Panama, a workshop especially for women technicians was conducted and participants were provided with tools; (v) in many countries, IS projects now include gender-specific indicators, such as the percentage of women members in steering committees;
- (b) UNEP's gender-focused activities for new HPMP stages for the servicing sector included *inter alia* providing scholarships for female technicians, targeted campaigns to encourage

students, especially female students, to study in the field of RAC servicing, and on including gender indicators for IS projects;

- (c) UNIDO noted that in Chile's stage II of the HPMP, considering the lack of women participating in RAC skill development, the NOU organized a women-only train-the-trainers session, focused on attracting mechanical engineering students to develop skills as trainers; actions to increase parity in the recruitment of international and national experts for coordination of verification has been done in Chile, Mexico, Sudan (the), and Syrian Arab Republic where women project coordinators and consultants were hired; and women's economic empowerment and skill development was promoted through the certification of women engineers in cooperation with a women-led business association (Chile); and
- (d) For the World Bank, examples of MLF-Multilateral Funded and Bank-implemented projects that are narrowing gender gaps include (i) stage II of the HPMP for Thailand where training materials were developed with consideration for gender responsiveness, and the number and percentage of male and female participants in capacity building activities and the number and percentage of trainings for gender issues were measured; and ensuring women owned enterprises were provided with necessary and targeted technical assistance; (ii) stage II of the HPMP for China included activities that ensured women-led SMEs and enterprises with a gender mainstreaming policy in place were given priority; these gender indicators were listed in the qualification criteria for subproject candidates for support, and (iii) stage II of the HPMP for Jordan found in collecting gender data that companies employed women in both administrative and technical departments.

22. Agencies also provided their views on the implementation of the gender mainstreaming policy till present, summarized as follows:

- (a) The adoption of the MLF's gender mainstreaming policy has opened the door for discussions on gender within the Multilateral Fund community; the issue of gender can now be raised in the context of MLF-Multilateral Funded projects, which is helpful to ensure the implementation of the policy;
- (b) Support is required from the Executive Committee, such as clearer guidance on specific activities that can be included in projects, and how these will be supported by the necessary resources considering the differentiated needs of countries when it relates to gender is needed;
- (c) Implementation of gender mainstreaming policy requires an enabling environment that often exceeds the mandate of the project; a more concerted effort is required to transform the ground realities in countries to allow for greater and more effective participation of women;
- (d) Dedicated financial resources need to be allocated to promote gender equality in projects supported by the MLF; and
- (e) There is a need for collective capacity building for agencies and beneficiary countries to achieve a broader change in project implementation modality that systematically includes gender considerations.

Use of the gender mainstreaming checklist and indicators

23. The agencies were asked to provide their views on the indicators and the gender activity checklist contained in Annexes II and IV of document UNEP/OzL.Pro/ExCom/84/75,⁹ how they were used, whether these were useful in developing actions for gender mainstreaming in projects, and requested suggestions, if any, to improve their utility. The responses are summarized below:

- (a) All respondent agencies confirmed the utility of these Annexes in ensuring that all required tasks/targets are taken into consideration during project design and implementation;
- (b) The list of indicators was a good starting point especially for countries where gender mainstreaming is new; during project design and implementation, these needed to be further refined by each agency to be more consistent with country needs and priorities; gender mainstreaming efforts will be best tailored to project context when a nationally- led gender baseline assessment is conducted; and
- (c) For some, the indicators are integrated at the outcome level when designing new strategies for developing national phase out plans and the checklists are used to ensure that gender- responsive indicators are included in project design and implementation.

24. One suggestion for improving these indicators is that once sufficient gender-disaggregated data is collected from project preparation and implementation, as well as good practices and lessons learned on the ground, the indicators need to be revised to focus on short-term, medium-term, and long-term outcomes and impacts, depending on the type of initiative and level of intervention. Another proposal mentioned that the revision of these indicators be considered from the context of how these are currently categorized (i.e., reference to enabling environments and achieving gender parity as compared to the current references to gender-friendly environments and simply measuring the number of women in the workforce, etc.) and those classifications that are broader and more relevant be used. There were also suggestions for adding new indicators for instance, ensuring gender parity in panels and adding a procurement related indicator suggesting the inclusion of several supplier firms/contractors who are women-led and/or women-owned.

Reporting on indicators

25. All respondent agencies noted that currently, reporting progress on gender mainstreaming is part of both the organization's requirement to report on established gender markers and the requirement of the Executive Committee to report on how the policy had been integrated into Multilateral Fund projects. Often, the gender indicators required at the corporate level are aligned with those required for reporting to the Executive Committee. Each agency has specific requirements for status reports, which provide guidance to partner countries on the inclusion of gender sensitive and responsive actions which will be carried out during implementation as well as their monitoring.

26. One agency noted that it was premature to report on indicators when there had not been enough time to implement the gender mainstreaming policy broadly and comprehensively in MLF-supported projects; the suggestion was that once more experience was gained, perhaps a mechanism could be designed to facilitate clear reporting of outputs (activities) and outcomes (impact).

27. To ensure progress is made on gender equality, the gender mainstreaming policy and indicators need to be incorporated systematically in all MLF-supported projects. It is also important to have results and performance frameworks with gender indicators when developing country and regional strategies for

⁹ Draft operational policy for gender mainstreaming for Multilateral Fund-supported projects.

programs, or projects and when implementing, monitoring, reviewing, reporting, and evaluating programs and projects.

There was also recognition that reporting is the responsibility of both the beneficiary country and the implementing agency, therefore it should be recognized that gender is a cross-cutting activity, and with the goal of increasing the adoption of gender equality and women's empowerment policies and programmes, the capacity of NOUs to develop gender sensitive actions with clear indicators in the context of Montreal Protocol projects needs to be further strengthened.

Challenges in implementing the gender mainstreaming policy

28. The questionnaire requested agencies to identify challenges in implementing the gender mainstreaming policy from two aspects: those that were faced and shared with the countries as projects were designed and implemented; and the challenges in monitoring and reporting to the Executive Committee and to their own organization. One challenge commonly identified by agencies was that while integrating gender elements is more straightforward in projects related to development and social issues, it was more complicated in the case of MLF-supported projects which were highly technical and thus more difficult to identify entry points, limiting the range of interventions that could be identified and implemented. This was further complicated by the fact that resources approved for existing projects were already allocated to specific activities, and there was little room to include new activities to mainstream gender except for those that could be done without additional resources (i.e., identifying women participants and resource speakers for trainings, etc.).

29. Agencies identified a series of challenges in applying the Multilateral Fund's gender mainstreaming policy to projects:

- (a) An integrated and comprehensive approach needs to be taken to identify gaps in knowledge and capacity to implement gender-responsive actions and interventions for projects funded by the Multilateral Fund;
- (b) The lack of capacity for implementing gender mainstreaming activities from some agencies' Montreal Protocol units (no gender specialists) and at the country level means that gender considerations are often left out in project design, and eventual implementation; gender training for both agencies and project staff to include gender into project design is necessary;
- (c) There was no clear guidance on what gender activities could be proposed and included in project activities especially for those approved prior to the 84th meeting, thus making it complicated to report on those;
- (d) There is limited awareness from stakeholders in beneficiary countries of gender issues and insufficient knowledge of how to effectively mainstream gender in respective policies and plans which hampered a broader integration of these activities at the national level, especially for LVCs;
- (e) There is a lack of concrete best-practice examples that would help to identify opportunities to ensure effective gender mainstreaming; and
- (f) There is a lack of dedicated Multilateral Funding specifically to implement the MLF gender mainstreaming policy in projects; enhanced collaboration and the involvement of gender advisers and gender focal points in the design of projects, in surveys and other data collection instruments, should be supported.

Conclusions

30. To better promote gender-sensitive activities in MLF-supported projects, the respondent agencies noted the need to fill knowledge gaps on the link between gender mainstreaming and the predominantly technical nature of the activities supported by the Multilateral Fund. While there are opportunities within projects to include some activities for gender mainstreaming, there is a need for dedicated financial resources and guidance from the Executive Committee regarding eligibility of gender associated activities to ensure the full implementation of the Multilateral Fund's policy on gender mainstreaming that is consistent with SDG Goal 5.

31. From the review of project submissions, it was found that while depth and scope of interventions on gender varied across the projects, the analysis suggested that the activities already included in the submissions contributed to identify the potential entry points to effectively mainstream the gender dimension in the projects. Bilateral and implementing agencies are also ensuring that the identification and use of gender indicators improve in future project submissions based on experience in implementation.

32. The following conclusions can be drawn from the desk review of those projects submitted from 2020-2021 and gender considerations are being integrated in reporting (for tranches) and submissions (new HPMP stages):

- (a) Gender dimensions were not considered in the initial project design for projects approved before the 85th meeting and one-off actions were included as a response to the request by the Executive Committee at the 84th meeting.
- (b) New plans (HPMPs) submitted from the 85th meeting incorporated actions to carry out gender analyses, develop specific plans, collect sex-disaggregated data and use gender sensitive indicators during project development, however these were limited in scope and not fully comprehensive.
- (c) There is an acknowledgment of the importance of gender issues at the NOU level as shown by the activities included to develop plans of action, raise awareness, build capacity, and promote equal opportunities for women included in the project submissions.
- (d) Overall, 80 per cent of the project submissions reviewed during this period included information on gender related actions in their original project submissions and there was a marked increase in those projects that included gender-related activities in original project submissions from the 85th to the 88th meetings as well as a notable increase in the amount of information being provided in the submissions related to gender focused activities.

33. The following conclusions can be drawn from the review of the agencies' responses to the questionnaire:

- (a) To ensure progress is made on gender equality, the gender mainstreaming policy and indicators need to be incorporated systematically in all MLF-supported projects;
- (b) Activities related to gender are not clearly defined and sufficiently funded under the projects approved by the Multilateral Fund; there was a view that resources for the HPMPs can be used for gender mainstreaming activities only on a limited scale;
- (c) There is a need for collective capacity building for agencies and beneficiary countries to achieve a broader change in project implementation modality that systematically includes gender considerations; and

- (d) The challenges identified by the agencies when implementing the gender mainstreaming policy included:
- (i) The need to have a comprehensive approach to identifying knowledge gaps and capacity to implement gender-responsive actions and interventions for the Multilateral Fund;
 - (ii) The lack of capacity for implementing gender mainstreaming activities in agencies' Montreal Protocol units (no gender specialists) and at country level means that gender considerations are often left out in project design, and eventual implementation, gender training for project staff to include gender into project design is necessary;
 - (iii) Lack of clear guidance on what gender activities could be proposed and included in project activities especially for those projects approved prior to the 84th meeting;
 - (iv) Limited awareness from stakeholders in beneficiary countries of gender issues and insufficient knowledge of how to effectively mainstream gender in respective policies and plans which hampered a broader integration of these activities at the national level, especially for LVCs;
 - (v) No compilation of concrete best-practice examples which would help to identify opportunities to ensure effective gender mainstreaming; and
 - (vi) A lack of dedicated funding specifically to implement the MLF gender mainstreaming policy in projects to enhance the involvement of gender advisers and the inclusion of gender focal points in the design of projects, in surveys and other data collection instruments.

Recommendation

34. The Executive Committee may wish:
- (a) To note the report on the review of the implementation of the operational policy on gender mainstreaming for Multilateral Fund-supported projects (decision 84/92(e)) contained in document UNEP/OzL.Pro/ExCom/90/37;
 - (b) To consider whether to provide additional guidance and resources within the HCFC phase-out management plan to facilitate better integration of gender elements and a broader implementation of the gender mainstreaming policy for all Multilateral Fund--supported projects from the 92nd meeting;
 - (c) To encourage bilateral and implementing agencies to continue ensuring that the operational gender mainstreaming policy of the Multilateral Fund is applied to all Montreal Protocol projects and apply, when appropriate, use of the gender indicators and checklist to facilitate reporting;
 - (d) To request the Secretariat:
 - (i) To develop improved project requirements including specific outputs and outcomes, and related key performance indicators for a systematic application of the operational gender mainstreaming policy of the Multilateral Fund for consideration of the Executive Committee at its 92nd meeting; and

- (ii) To further review and provide an update on the implementation of the gender mainstreaming policy of the Multilateral Fund for consideration of the Executive Committee at its last meeting in 2024.

Annex I

Summary of the gender related data from project submissions from 2020 to 2021

1. The implementation of the gender mainstreaming policy was assessed based on progress and plans reported within the project submissions. Quantitative information was collected, and a qualitative analysis was performed on the narrative information provided by the bilateral and implementing agencies in the progress reports and plans included within the submissions.
2. Submissions to the 85th, 86th, 87th, and 88th meetings for tranches and new stages of the HPMP were collected, collated, and analysed. The following is a summary of the data collected:

Table 1. General project submission data since gender mainstreaming requirement

Meeting	85 th	86 th	87 th	88 th	Totals
Total project proposals	39	53	23	33	148
Total new stage submissions	5	26	13	16	60
Total tranche submissions for stage already underway	34	27	10	17	88
Original submissions that <u>did not</u> include gender considerations (obtained through follow up)	13	7	4	6	30
Total projects lead by UNEP	20	22	13	10	65
Total projects lead by UNIDO	8	10	4	12	34
Total projects lead by UNDP	9	18	3	11	41
Total projects lead by a bilateral agency	2	3	2	0	7
Total projects lead by World Bank	0	0	1	0	1

Table 2. Percentage and number of submissions that did not include gender mainstreaming information in original submission¹

Meeting	85 th		86 th		87 th		88 th		Totals	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
UNEP-lead submissions	4	20%	1	5%	0	8%	2	20%	8	11%
UNIDO-lead submissions	2	25%	2	20%	2	50%	2	17%	8	24%
UNDP-lead submissions	5	56%	2	11%	0	-	2	18%	9	22%
Bilateral-lead submissions	2	100%	2	67%	1	50%	0	-	5	71%
WB-lead submissions	0	-	0	-	1	100%	0	-	1	100%
Total original submissions	13	33%	7	13%	4	17%	6	18%	30	20%
New stages	1	20%	1	4%	1	8%	1	6%	4	7%
Tranche submissions	12	35%	6	26%	3	40%	5	29%	26	30%

¹ Gender mainstreaming information was obtained through follow up with the agency.

Table 3. Percentage and number of submissions that included the gender mainstreaming checklist

Meeting	85 th		86 th		87 th		88 th		Totals	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
New stage submissions	1	20%	19	73%	12	92%	15	94%	47	78%
Tranche submissions	1	3%	8	30%	0	-	7	41%	16	18%
Total submissions	2	5%	27	51%	12	52%	22	67%	63	43%

Table 4. Percentage and number of submissions that included a request for funding for gender mainstreaming related activities

Meeting	85 th		86 th		87 th		88 th		Totals	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
New stage submissions	1	20%	0	-	2	15%	5	31%	8	13%
Tranche submissions	1	3%	3	11%	0	-	0	-	4	5%
Total submissions	2	5%	3	6%	2	9%	5	15%	12	8%

Gender mainstreaming-related actions described in submissions

3. All gender related information reported in submissions to the 85th, 86th, 87th and 88th meetings whether part of the original submission or obtained through follow-up was coded into key action areas and organized into categories for actions. Definitions for each key action area and category are outlined below. Most reports included on average four different categories of activities across seven themes. The most frequent themes for activities to occur are under collecting data, providing opportunities, and building capacity. The tables below show the themes and categories for actions.

Table 5. Themes for action categories on gender mainstreaming in projects

Meeting	85 th		86 th		87 th		88 th		Totals	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Collecting data	30	21%	38	16%	19	24%	30	23%	117	20%
Developing strategies and planning	13	9%	19	8%	6	8%	20	15%	58	10%
Providing equal opportunity	33	23%	65	28%	24	30%	39	30%	161	28%
Building capacity	41	29%	65	28%	22	28%	29	22%	152	26%
Current participation	19	13%	21	9%	7	9%	5	4%	52	9%
Monitoring, evaluation and sharing	5	4%	18	8%	1	1%	9	7%	33	6%
Budgeting	0	0%	5	2%	0	0%	0	0%	5	1%
Total	141	100%	231	100%	79	100%	132	100%	578	100%

Table 6. Key actions areas on gender mainstreaming in projects

Meeting		85 th		86 th		87 th		88 th		Totals	
Category	Key area	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Collecting data	Data and statistics	27	19%	24	10%	13	16%	18	14%	82	14%
	Gender indicators	3	2%	14	6%	6	8%	12	9%	35	6%
Developing strategies and planning	Study (or policy review)	1	1%	3	1%	1	1%	7	5%	12	2%
	Consultation	2	1%	6	3%	2	3%	6	5%	16	3%
	Expert Recruitment	3	2%	0	0%	0	0%	2	2%	5	1%
	Gender considerations	7	5%	10	4%	3	4%	5	4%	25	4%
Providing equal opportunity	Gender balanced recruitment	6	4%	24	10%	6	8%	8	6%	44	8%
	Training topic/materials	11	8%	19	8%	8	10%	17	13%	55	10%
	Women only training	1	1%	1	0%	0	0%	0	0%	2	0%
	Stakeholder engagement	15	11%	21	9%	10	13%	14	11%	60	10%
Building capacity	Incentives	3	2%	4	2%	4	5%	1	1%	7	1%
	Training targets	2	1%	2	1%	2	3%	1	1%	7	1%
	Promotion as trainers	3	2%	9	4%	2	3%	4	3%	18	3%
	Outreach and awareness raising	26	18%	44	19%	12	15%	17	13%	99	17%
	Communications	7	5%	6	3%	2	3%	6	5%	21	4%
Current participation	Gender participation staff/decision making (outcome)	11	8%	17	7%	4	5%	1	1%	33	6%
	Gender participation training/sector (outcome)	8	6%	4	2%	3	4%	4	3%	19	3%
Monitoring, evaluation and sharing	Evaluation and monitoring	5	4%	11	5%	1	1%	5	4%	22	4%
	Lessons learned	0	0%	7	3%	0	0%	4	3%	11	2%
Budgeting	Budget allocation	0	0%	5	2%	0	0%	0	0%	5	1%
Total		141	100%	231	100%	79	100%	132	100%	578	100
Average number of actions		4	-	4	-	3	-	4	-	4	-

Table 7. Number of gender mainstreaming action categories described in submissions

Meeting	85 th		86 th		87 th		88 th		Totals	
Submission Type	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Projects	39	100%	53	100%	23	100%	33	100%	148	100%
Total with four or less actions	29	74%	29	55%	16	70%	18	58%	93	63%
Total with five or more actions	10	26%	24	45%	7	30%	14	42%	55	37%
New stage with four or less actions	2	40%	9	35%	7	54%	4	25%	22	37%
Tranches with four or less actions	27	79%	19	70%	9	90%	14	82%	69	78%
New stage with five or more actions	3	60%	17	65%	6	46%	12	75%	38	63%
Tranches with five or more actions	7	21%	7	26%	1	10%	2	12%	17	19%
Average number of categories of activities	4	-	4	-	3	-	4	-	4	-

Meeting	85 th		86 th		87 th		88 th		Totals	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Median number of categories of activities	3	-	4	-	3	-	4	-	4	-

Table 8: Categories of activities included in the submissions of tranches and new HPMPs at the 85th to 88th meeting

Category	Key area	Description of activities
Data collection	Data and statistics	The submission described actions related to the collection of sex-disaggregated data and/or qualitative information to analyze gender issues, establishment of baselines and/or tracking participation in HPMP activities.
	Gender indicators	Activities described include developing gender mainstreaming indicators or provided selected gender indicators that would be used.
Developing strategies and planning	Study (policy review)	A study, needs/gap assessment, or policy review would be conducted to define priority actions for the future.
	Consultation	Advice, input, or partnership with a women/gender-focused ministry, group, association, or gender unit in partner organizations would be sought.
	Expert recruitment	A gender expert with specific gender knowledge or a dedicated staff/consultant with gender related tasks incorporated in their job description was recruited.
	Gender considerations	A holistic approach will be used in the next stage or tranche to look at all aspects of the HPMP for opportunities to integrate gender mainstreaming. The submission described applying “gender considerations” or “gender sensitive approach” to HPMP implementation, in the policy, planning and decision making for the next stage or tranche.
Providing equal opportunity	Gender balanced recruitment	Recruitment aims to include females and/or to work toward a gender balance for project personnel and/or gender balanced representation in project boards and steering committees.
	Training topic/materials	Incorporating gender aspects into training sessions and/or training materials or gender mainstreaming training for staff and consultants (presentation of sex-disaggregated data, presentation of different effects of chemicals on women and men, presentation of policy on gender or gender mainstreaming concepts).
	Women only training	A RAC technician training workshop exclusively for female technicians during the implementation of HPMP.
	Stakeholder engagement	Activities include outreach to key stakeholders’ groups (technical schools, RAC associations, industry groups, ministries) to discuss strategies for encouraging gender participation, gender mainstreaming indicators and to inform of the gender mainstreaming policy.
Building capacity	Incentives	Activities include some form of financial or equipment incentive to encourage women to pursue RAC studies in vocational schools; or activities include an award and recognition of women in the field.
	Training targets	Activities include specific measurable targets for female participation in activities.
	Promotion as trainers or professional	Plans to encourage and promote female trainers in HPMP activities and/or vocational schools or promoting female professionals in the RAC field (including importers, customs officials, business owners, etc.).
	Outreach and awareness raising	Activities would be undertaken to encourage women's participation in HPMP activities and training workshops.
	Communications	Considerations would be given to gender sensitive communications. Ex. "Communication and awareness activities will be targeted to women"; "introduction of gender-sensitive language in communications"; "visuals of women and men where applicable".

Participation of women	Gender participation staff/decision making (outcome)	Submission provides data to illustrate an already obtained level of gender participation in the last tranche of the HPMP activities regarding staff, trainers, consultants, or decision makers.
	Gender participation training/sector (outcome)	Submission provides data to illustrate an already obtained level of gender participation in the last tranche of the HPMP activities such as training workshops or females working in the sector.
Monitoring, evaluation and sharing	Monitoring and evaluation	Identified activities to be undertaken in terms of specific reporting on gender issues and progress made to address these (quantitatively and/or qualitatively) and/or evaluation of results, in addition to requirements for reporting in the HPMP.
	Lessons learned	Discussion of gender issues during thematic workshops to share experiences and lessons learned on gender mainstreaming.
Budgeting	Budget allocation	Includes those submissions that specifically identified specific activities with budget allocations for gender mainstreaming activities.

Annex II

REVIEW OF THE OPERATIONAL GENDER POLICY OF THE MULTILATERAL FUND

QUESTIONNAIRE

Bilateral and Implementing agency (please select) Choose an item.

Name of person completing the questionnaire:

Designation:

The following questions will collect information and data to understand how bilateral and implementing agencies used the operational gender policy of the Multilateral Fund in MLF-funded projects. Your cooperation in providing as much detail as possible will be appreciated.

Integration of the MLF gender policy into new and existing projects from the 85th meeting

1. Please describe the approaches used to integrate the operational gender policy into new and existing projects from the 85th meeting, focusing on how this aligned and complimented your organization's gender policy consistently and coherently.
2. What were the objectives of this integration (i.e., simply gathering sex-aggregated data; engaging in more gender-responsive approaches, supported efforts to realize the right of women to participate in training programmes or have opportunities to engage in/improve technical vocational skills like servicing, etc.).
3. Please list the interventions/activities undertaken and provide specific examples of the benefits to women that would accrue from these initiatives beyond more than just participation in training programmes.
4. How did you communicate the need to integrate the operational gender policy of the MLF into projects with client countries?

Country Actions (only where relevant, in no actions, were taken a brief explanation why would help)

5. Were any interventions designed to initiate the integration of this policy with the country's national gender policy and effectively into project implementation? Please describe.
6. If a client country had no national gender policy in place, describe actions taken to put the necessary legal framework to support this in implementing MLF-funded projects?

Use of the gender mainstreaming checklist and indicators

7. Bilateral and implementing agencies were requested to use Annexes II and IV of document 84/73¹ to facilitate actions to integrate the operational gender policy of the MLF into MLF-assisted projects. Please provide your views on the following:
 - a. How were these indicators used?
 - b. Were they useful in developing actions for gender mainstreaming in projects?
 - c. Any suggestions for improving these indicators to ensure that they are appropriate and helpful in designing interventions for gender mainstreaming.

Reporting on indicators

8. Kindly describe how the integration of the gender policy was reported in existing and new projects and provide suggestions on how this can be done in future.

Challenges in implementing the MLF gender policy

9. Please list and describe the key challenges/constraints faced by the implementing agency and the country in implementing the gender policy, with specific examples and explanations for each element identified.
10. What were the challenges for bilateral and implementing agencies in monitoring and reporting the implementation of the gender policy, both to the Executive Committee and to your institution (as it links to your organization's gender policy)?

Agency views on the use of the operational gender policy

11. How, if at all, has the MLF's gender policy changed how you have implemented projects, linking it to question #1 above?
12. Kindly provide your views on the following:
 - a. What support is needed from the Executive Committee to fully implement the operational gender policy
 - b. In addition to what had been implemented and reported to the Executive Committee on both existing and new projects from the 85th meeting, what other actions will agencies do to fully implement the gender policy to consider gender objectives in MLF-funded projects comprehensively?

THANK YOU VERY MUCH FOR YOUR COOPERATION!

It would be appreciated if you could please send your responses to the Secretariat no later than 1 April 2022.

¹ Draft operational policy on gender mainstreaming for Multilateral Fund-supported projects