Gender Action Plan

FP318: Regional Programmatic Approach on Climate Action (RPACA)

Pacific Island Countries | Asian Development Bank (ADB) | GCF/B.46/02/Add.11

5 October 2026



GREEN CLIMATE FUND

7. Gender Equality and Social Inclusion Action Plan: Components 1 & 2

This section provides the RPACA GESI Action Plan (GAP), which sets out how the programme will operationalise its gender equality and social inclusion commitments across finance and infrastructure investments. Implementation of the programme-level GAAP will be coordinated through the Programme Management Unit, with dedicated GESI specialist support to guide and supervise delivery across all components.

The envisioned social and gender impact of the RPACA is to strengthen climate resilience across the Pacific by embedding gender equality and social inclusion into climate finance, infrastructure, and coastal protection systems, ensuring women, men, youth, persons with disabilities, older persons, and island communities, are better represented, benefit equitably, and experience reduced vulnerability to climate risks and impacts.

The gender outcome of the RPACA is to have established gender-responsive and socially inclusive climate finance and infrastructure systems across Pacific Island Countries, resulting in equitable access to climate finance, inclusive decision-making, and climate-resilient infrastructure that reduces the vulnerability of underrepresented and at-risk groups to climate-related hazards. An initial review of baseline data has been undertaken to rationalise the targets included in this GAP. These baselines provide the starting point for quantified measures (e.g., representation of women in fiscal training, adoption of gender-tagged climate finance reporting) and will be strengthened as national and sub-project plans evolve.

By sequencing measures across three horizons - Foundations, Institutionalisation, and Transformation, the GAP recognises that embedding gender equality, disability inclusion, and intersectionality requires progressive change. These horizons are defined here (see Section 1.2 for detailed descriptions) as:

- Foundations (Years 1–3): early measures to embed gender equality and intersectionality in governance, safeguards, and data systems, establishing baseline standards for inclusive practice, with early milestones such as adoption of gender-responsive budget tagging and inclusive pipeline screening
- Institutionalisation (Years 4–6): consolidation of inclusive finance and infrastructure practices, scaling women's empowerment and disability inclusion, and embedding protocols and mechanisms that make inclusion routine, including SEAH-safe protocols and inclusive MSME finance facilities.
- Transformation (Years 7–10): systemic change through legal reform, tenure access, and leadership and decision-making roles for women and excluded groups, evidenced by shifts in decision-making power, equitable access to climate finance, and representation in national climate governance bodies.

This approach positions RPACA to move beyond compliance, aligning with regional strategies and donor requirements while ensuring that women, persons with disabilities, and other excluded or under-represented groups are central to climate-resilient development pathways.

Impact: *IF we adopt a coordinated, long-term approach that integrates climate risk-informed adaptation strategies across sectors, enhances regional collaboration, mobilizes sustained and diversified finance, and promotes shared implementation THEN Pacific Island countries will strengthen community resilience, maximize benefits, and achieve sustainable development BECAUSE this strategy aligns national and regional efforts, restructures institutions, financing architectures, and transformational approaches, it sets a new standard for effective and impactful adaptation outcomes in the region*					
Outcome 1.1 Climate- disaster- and gender-responsive[16], gender equality and inclusive public financial management capacity of Pacific Island Countries' Ministries of Finance and national institutions strengthened.					
Component 1: Enhancing Pacific Island Access to Climate Finance					
Gaps/Barriers	**Outputs**	**Targets and Indicators**	**Agency**	**Timeline**	**Budget** (USD '000)
1. Inadequate integration of GESI into public financial management systems	• 1.1.1 Skills and capacity to address climate- and disaster- and gender-responsive*, and inclusive PFM are enhanced, retained and applied.	• Foundation: At least 3 RPACA countries pilot gender-responsive budget tagging and inclusive fiscal risk analytics in climate finance systems • Institution:100% of RPACA-supported finance flows apply gender-responsive tagging • Transformation: At least 60% of RPACA countries apply gender-responsive tagging and inclusive fiscal risk analytics in pipeline prioritisation and budget decisions aligned with national climate, DRM and GESI policies/strategies n	MoF; NDAs; gender/social ministries; technical support as needed	Y1–3 Foundation Y4–6 Institutionalisation Y7–10 Transformation	250

[16] Gender-responsive refers to policies, programs, projects, services, or approaches that recognize and address the different needs, roles, priorities, constraints, and opportunities of women, men, girls, and boys to promote gender equality and equitable outcomes

	• 1.1.3.1 Gender-responsive climate fiscal risk analytics are established, applied, and used to inform systemic reform and equitable access to climate finance	• Foundation: Interim indicators established in at least 3 RPACA countries to track progress toward systemic reform. • Institutionalisation (Years 4–6): At least 60% of supported NDAs and MoFs apply adapted eligibility criteria and tailored technical assistance measures for women entrepreneurs • Transformation (Years 7–10): Documented economic outcomes for women entrepreneurs attributable to GESI-responsive reforms in national PFM and climate finance systems. • ~~Interim indicators will track progress toward systemic reform and attributable economic outcomes for women~~	MoFs; NDAs; Programme technical support MoFs; NDAs; Programme technical support	Y1–3 Foundation Y4–6 Institutionalisation Y7–10 Transformation Y1–3 Foundations; Y4–6 Institutionalisation; Y7–10 Transformation	(USD '000): Included in subproject support costs Included in programme technical support costs
Representation of under-represented groups in national climate finance committees is limited	• 1.1.2 Regional climate finance and adaptation planning coordination with gender equality and inclusion mainstreamed is enhanced, retained, and applied	• Foundation: Representation baseline established in all RPACA countries. • Institutionalisation: Progressive increase in representation of under-represented groups documented annually. • Transformation: At least 40% representation of under-represented groups in national climate finance committees	NDAs; national climate governance bodies; gender/social ministries	Y1–3 Foundation Y4–6 Institutionalisation Y7–10 Transformation	(USD '000): Included in subproject support costs
2. Limited visibility of gender equality and	•	• Foundation: Initial pilots of gender-tagged budget lines	MoF; NDAs; NSOs; gender/social ministries	Y1–3 Foundation	250

inclusion allocations in climate finance	• 1.1.3.2 Gender-responsive and inclusive budget integration tools and processes are piloted, institutionalised, and applied across RPACA finance flows	disclosed in at least 2 RPACA countries' budget statements; At least 80% of RPACA subprojects qualify for effective gender mainstreaming or higher categorization under Guidelines for Gender Mainstreaming Categories of ADB Projects. ▪ Institutionalisation: Gender-tagged budget lines integrated in 100% of RPACA-supported finance flows. • • Transformation: At least 60% of PICs track gender-tagged climate finance reports At least 80% of eligible completed RPACA subprojects achieve successful gender equality results at completion, in accordance with ADB's Guidelines for the At-Exit Assessment of Gender Equality Results of Projects		Y4–6 Institutionalisation Y7–10 Transformation	
3. Exclusionary adaptation investment pipelines	• 1.1.2.2 Regional knowledge products and policy briefs with gender equality and social inclusion mainstreamed are prepared, disseminated, and applied to strengthen adaptation investment pipelines	• Foundation: At least 2 RPACA countries disclose gender-tagged budget lines in national statements. • Institutionalisation: Public disclosure of GESI-tagged allocations integrated in 100% of RPACA-supported finance flows\ • Transformation: At least 60% of PICs publish annual gender-tagged climate finance reports with attributable benefits for women-led enterprises.	MoF; NDAs; NSOs; gender/social ministries	Foundation; Institutionalisation; Transformation	50

	• 1.1.4 Prioritised, costed, and finance-ready climate adaptation investment pipelines with inclusive screening criteria and gender-responsive prioritisation are developed, retained, and applied	• Foundation: Inclusive screening criteria piloted in at least 2 RPACA pipelines. • Institutionalisation: Inclusive screening criteria applied to 100% of RPACA pipelines • Transformation: Documented attributable benefits for women-led enterprises into pipeline prioritisation and budget decisions.	NDAs; MoF; sector ministries;	Y1–3 Foundation ; Y4–6 Institutionalisation; Y7–10 Transformation	100
	• • 1.1.3.1 Gender-responsive Climate fiscal risk analytics	• Foundation: Interim indicators established to track systemic reform • Institutionalisation: Intersectional risk/opportunity assessments applied to 100% of RPACA-supported investments. • Transformation: Documented measurable outcomes for women into investment	NDAs; MoF; sector ministries;	Y1–3 Foundation Y4–6 Institutionalisation Y7–10 Transformation	100
4. Structural barriers to women-led MSME and its access to climate finance	• 1.1.1 Skills and capacity to address climate-, disaster-, and gender-responsive, inclusive PFM are enhanced, retained and applied	• Foundation: At least 1 MSME finance facility piloted with tailored eligibility criteria. • Institutionalisation: At least 3 inclusive MSME finance facilities piloted; at least 30% of loans per year granted to women-owned MSMEs; progressive increase from baseline in loans to youth and PWD-led enterprises • Transformation: 50% of PICs adopt inclusive MSME finance criteria;	NDAs; MoF; local banks; CSOs; DPOs;	Y1–3 Foundation Y4–6 Institutionalisation Y7–10 Transformation	350

		documented increases from baseline in access for youth and PWD-led enterprises. .			
	2.1.3.1 Developing technical capacity of national agencies, including women staff, to design and implement inclusive MSME finance facilities and de-risking mechanisms	• Foundation: Interim indicators established to track systemic reform • Institutionalisation: De-risking mechanisms applied in at least 3 inclusive MSME finance facilities; tailored guarantees and technical assistance measures adopted; progressive increase from baseline in support for youth and PWD-led enterprises • Transformation: Documented attributable economic outcomes for women entrepreneurs integrated into national climate finance reporting; documented increases from baseline in access for youth and PWD-led enterprises.			

	• • Output 2.1.3.2: Inclusive digital finance platforms designed and implemented to meet accessibility standards.	• Foundation: Interim indicators established to track accessibility compliance. ▪ Institutionalisation: At least 3 MSME finance facilities adopt digital platforms meeting accessibility standards; progressive increase from baseline in access for youth and PWD-led enterprises. ▪ Transformation: Documented measurable outcomes for women-led, and PWD-led enterprises attributable to accessible digital finance platforms.			

5. **Limited inclusiveness of national financial institutions**	1.4 National financial institutions for inclusive climate finance are strengthened, with gender-responsive financial sector policy, inclusive credit assessment tools, accessible insurance products, and SEAH-safe compliance protocols integrated, retained, and applied	• Foundation: At least 2 reserve banks or local banks pilot inclusive credit assessment tools and SEAH-safe compliance protocols; interim indicators established to track systemic reform [FC1.1][CP1.2]. • Institutionalisation: Inclusive credit assessment tools adopted in at least 50% of PICs; at least 40% of new climate credit products explicitly attributable to women-led enterprises, tracked through interim indicators; progressive increase from baseline in access for youth and PWD-led enterprises [FC2.1][CP2.2]. • Transformation: Accessible insurance products available in 60% of PICs; 100% SEAH-safe compliance protocols integrated in relevant support areas of RPACA-supported institutions; at least 80% of NDAs/MoFs trained on GESI-responsive financial regulation; documented measurable outcomes for women, youth, and PWD entrepreneurs integrated into national climate finance reporting [FC3.1][CP3.2][CP3.3].	Reserve banks; local banks; insurance companies; MoF; NDAs; gender/social ministries; CSOs; DPOs	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	300

	• •	• 100% SEAH-safe compliance protocols integrated in relevant support areas of RPACA-supported institutions • At least 80% of NDAs/MoFs trained on GESI-responsive financial regulation by Transformation. • Foundation: Interim indicators established to track systemic reform. • Institutionalisation: At least 40% of new climate credit products explicitly attributable to women-led, tracked through interim indicators; progressive increase from baseline in access for youth and PWD-led enterprises • Transformation: Documented measurable outcomes for women, youth, and PWD entrepreneurs integrated into national climate finance reporting.	Reserve banks; local banks; insurance companies; MoF; NDAs; gender/social ministries; CSOs; DPOs Reserve banks; local banks; insurance companies; MoF; NDAs; gender/social ministries; CSOs; DPOs		
6. **Weak monitoring and accountability of inclusive climate finance outcomes**	• • 1.5 Gender- and inclusion-responsive monitoring and accountability mechanisms in PFM systems, with CSO and regional oversight participation, are	• Foundation: At least 2 RPACA countries pilot gender-responsive monitoring scorecards and publish initial climate finance reports with disaggregated data. • Institutionalisation: Climate finance reports integrate GESI indicators in all participating RPACA countries.	MoF; NDAs; gender/social ministries; CSOs; regional oversight agencies	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	200

	established, institutionalised, and applied	• Transformation: At least 50% CSO participation in climate finance bodies; climate finance reports disaggregate access outcomes by gender and age, tracking women's and youth participation in credit and fund allocation.			
Sub-Total					**USD 1.600**
Outcome 2.1: Climate resilience of communities, infrastructure systems, and institutions in Pacific Island Countries strengthened with gender equality and social inclusion mainstreamed					
Component 2: Protecting Pacific Communities through Climate-Resilient Infrastructure and Coastal Protection					
7. Infrastructure planning and design processes exclude lived experience of diverse groups	• 2.1.2 Climate-resilient and inclusive adaptation infrastructure sub-projects are completed and operationalised with inclusive design and participation of women, youth, persons with disabilities, and socially excluded groups	• Foundation: Inclusive consultations conducted in 70% of RPACA sub-projects, ensuring participation of women, youth, persons with disabilities, and socially excluded groups. • Institutionalisation: Inclusive consultations conducted for 100% of RPACA sub-projects, defined as consultations that ensure participation of women, youth, persons with disabilities, and socially excluded groups, with documented feedback integrated into sub-project design. • Transformation: Consultation reports publicly disclosed in at least 60% of PICs.	NDAs; sector ministries; CSOs; DPOs; SPC/SPREP technical support	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	200

8. Infrastructure assets vulnerable to climate impacts and disasters with disproportionate impacts on women, persons with disabilities, older people, and rural/outer island communities	• 2.1.2 Climate-resilient design standards (flood proofing, heat-resilient materials, storm surge protection, elevated pathways) are integrated into all RPACA infrastructure investments, ensuring differentiated impacts on women, PWD, older people, and rural communities are addressed	• Foundation: Climate-resilient design standards piloted in at least 50% of RPACA sub-projects • Institutionalisation: Gender-responsive and accessible climate-resilient design applied in 100% of RPACA sub-projects • Transformation: At least 60% of PICs adopt national climate-resilient design codes, measured through formal government approval and publication in official gazettes or national standards registries. • .	NDAs; sector ministries; SPC/SPREP technical support; contractors	Y1–3 Foundations; Y4–6 Institutionalisation; Y7–10 Transformation	300
9. Procurement systems and contractor practices often exclude inclusion standards and lack SEAH safeguards	• 2.1.3 Institutional capacity and enabling environment for inclusive infrastructure management are strengthened, with inclusive procurement and contractor compliance — including SEAH-safe worksites, non-discriminatory labour practices, and mandatory	• Foundation: Inclusive procurement clauses piloted in at least 2 RPACA contracts. • Institutionalisation: All RPACA contracts include inclusive procurement clauses. • Transformation: Independent compliance audits conducted in at least 50% of PICs .	NDAs; MoF; contractors; gender/social ministries; SPC/SPREP oversight	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	250

	universal design specifications integrated into all contracts and supervision protocols				
10. Emergency infrastructure and evacuation systems are not accessible or safe for vulnerable groups	• 2.1.2 Evacuation-ready design, accessible shelters, safe transport routes, and continuity of essential services for persons with disabilities, older people, caregivers, and rural communities are integrated into RPACA infrastructure investments, with survivor-centred SEAH safeguards embedded in shelters, evacuation centres, and service delivery protocols	• Foundation: Accessible evacuation design piloted in at least 3 RPACA sub-projects. • • Institutionalisation: Emergency accessibility integrated in 100% of RPACA sub-projects • Transformation: At least 60% of PICs adopt national emergency accessibility standards	NDAs; sector ministries; national disaster management agencies; CSOs; DPOs	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	250
11. Operations and maintenance practices fail to preserve accessibility and universal design features	• 2.1.3 Inclusive operations and maintenance (O&M) requirements are embedded to ensure accessibility, safety, and universal design features are preserved throughout the asset lifecycle, with	• Foundation: Inclusive O&M protocols piloted in at least 3 RPACA sub-projects. • Institutionalisation: Inclusive O&M protocols applied in 100% of RPACA sub-projects. • • Transformation: At least 40% of PICs adopt national inclusive O&M standards.	NDAs; sector ministries; contractors; local governments; CSOs/DPOs	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	150

	monitoring protocols and community feedback mechanisms institutionalised				
12. Limited uptake of nature-based and hybrid infrastructure solutions in coastal protection	• 2.1.2 Nature-based and hybrid infrastructure solutions (mangrove buffers, vegetated swales, ecosystem-based shoreline protection) are integrated into RPACA infrastructure projects, ensuring differentiated benefits for women, youth, persons with disabilities, older people, and rural/outer island communities	• Foundation: Nature-based solutions piloted in at least 2 RPACA sub-projects, with interim indicators tracking gender-responsive outcomes • Institutionalisation: Nature-based solutions integrated in at least 50% of RPACA sub-projects • Transformation: 60% of PICs adopt national guidelines for hybrid infrastructure	NDAs; sector ministries; SPC/SPREP; CSOs; community groups	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	200
13. Infrastructure and coastal planning committees remain male-dominated, limiting participation of women, persons with disabilities, youth, older people, and SOGIESC groups	• 2.1.3 Representative governance structures in infrastructure and coastal planning committees are institutionalised, with mandatory seats for women, PWD, youth, older people, and	• Foundation: Representative governance clauses piloted in at least 2 RPACA committees. • Institutionalisation: All RPACA sub-projects adopt representative governance clauses. • Transformation: At least 40% representation of women in governance committee; Proportionate participation of	NDAs; sector ministries; gender/social ministries; CSOs; DPOs	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	200

	SOGIESC groups embedded in RPACA sub-projects	under-represented groups in the governance committee.			
14. Limited capacity building and vocational pathways linked to infrastructure projects, reducing leadership opportunities for under-represented groups	• 2.1.3 Tailored capacity building and vocational training linked to RPACA infrastructure projects are provided, creating leadership pathways for women, youth, persons with disabilities, older people, and SOGIESC groups	• Foundation: Inclusive training pilots conducted in at least 4 RPACA sub-projects • Institutionalisation: At least 60% of RPACA sub-projects adopt inclusive capacity building components • Transformation: At least 40% of women trainees and 40% trainees from under-represented groups progress into leadership or technical roles.	NDAs; sector ministries; training institutes; CSOs; DPOs	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	250
15. Gendered and social barriers to land, resource, and tenure access reduce equity and legitimacy in infrastructure planning	• 2.1.3 Barriers to land, resource, and tenure access are addressed through GAAPs, representative governance, legal alignment, and quantified targets, with intersectional analysis (gender, age, disability, ethnicity) embedded in relevant land/resource planning processes.	• Foundation: Inclusive training pilots conducted in at least 2 RPACA sub-projects. • Institutionalisation: 100% of RPACA sub-projects apply gender-responsive policies. • Transformation: At least 40% of women and 40% of vulnerable groups with documented tenure rights.	NDAs; land/resource ministries; gender/social ministries; CSOs; DPOs	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	300
				Sub-Total	**USD 2,150**

Gaps/Barriers	**Activities**	**Targets and Indicators**	**Agency**	**Timeline**	**Budget** (USD ‘000)

Cross-Component Measures (Components 1 & 2)					
1. Requirement to embed GESI issues, gaps, and opportunities in sub-project GAP preparation	Undertake comprehensive GESI analyses during project preparation to identify issues, gaps, and opportunities, providing the evidence base for GAP development through updated datasets (including Appendix 1: Pacific Country GESI-Climate Profiles) and inclusive stakeholder consultation	• Foundation: 100% of RPACA sub-projects conduct gender analyses and prepare draft GAAPs using inclusive consultations and disaggregated data. • Institutionalisation: All sub-project GAAPs aligned with programme-wide framework and national GESI policies (quality standards applied). • Transformation: Sub-project GAAPs embedded in national systems and inform broader climate finance and infrastructure strategies.	NDAs; gender/social ministries; Programme technical support	Y1–3 Foundations; Y4–6 Institutionalisation; Y7–10 Transformation	Included in all sub-project preparation budgets
2. Engagement of GESI Specialist for programme-wide technical support	Recruit and embed a GESI specialist within RPACA programme structures to provide technical guidance, quality assurance, and capacity support for sub-project GAPs and monitoring.	• Foundations: GESI specialist recruited and embedded in programme structures, providing technical inputs to all sub-projects during preparation • Institutionalisation: Specialist ensures 100% of sub-project GAAPs meet programme-wide	PIU	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	Included in programme management costs

		framework and national GESI policy standards. • Transformation: Specialist role institutionalised within national systems or regional support mechanisms, ensuring sustainability of GESI integration.			
3. Programme-wide monitoring and reporting of GESI outcomes	Establish a unified monitoring framework to track GESI indicators across all RPACA components, ensuring sex-disaggregated data collection and regular reporting.	• Foundation: Monitoring framework piloted in at least 2 countries, with sex-disaggregated data collected for all sub-projects. • Institutionalisation: 100% of RPACA sub-projects report against agreed GESI indicators, with consolidated programme-wide reporting. • Transformation: GESI monitoring integrated into national climate finance and infrastructure reporting systems.	PIU	Y1–3 Foundation Y4–6 Institutionalisation; Y7–10 Transformation	Included in programme management costs
4. Limited institutional capacity of NDAs and ministries to apply GESI criteria in climate finance	Deliver structured training and technical support to NDAs, ministries, and implementing agencies to	• Foundations: Training modules delivered in at least 3 RPACA countries, with 40% of participants being women.	PMU and embedded in sub-projects where feasible	Y1–3 Foundation; Y4–6 Institutionalisation; Y7–10 Transformation	Included in programme management costs

and infrastructure planning	strengthen institutional capacity for GESI integration.	• Institutionalisation: All NDAs and implementing agencies adopt GESI criteria in project appraisal and design • Transformation: Institutional capacity embedded in national systems, with ongoing professional development programmes sustained			
				Total	**USD 3,750**