

Understanding and Applying Gender Mainstreaming Categories

Why We Need Them

- The Policy on Gender and Development^a of the Asian Development Bank (ADB) adopts *gender mainstreaming* as a key strategy for promoting gender equality and women's empowerment in all ADB operations.
- ADB's Strategy 2020^b includes *gender equity* as one of the five drivers of change, and the Corporate Results Framework includes gender targets: 45% of all operations and 55% of Asian Development Fund operations to be gender mainstreamed.^c
- The gender categorization system^d was developed to define, clarify, and make the concept of gender mainstreaming more tangible, and to ensure ADB-wide consistency and uniformity in its application.
- The gender categorization system is a four-tier system to measure, count, and report on the extent to which gender equality issues are integrated into project design. It is a mechanism for reporting ADB "at entry" gender mainstreaming performance against the corporate results targets.

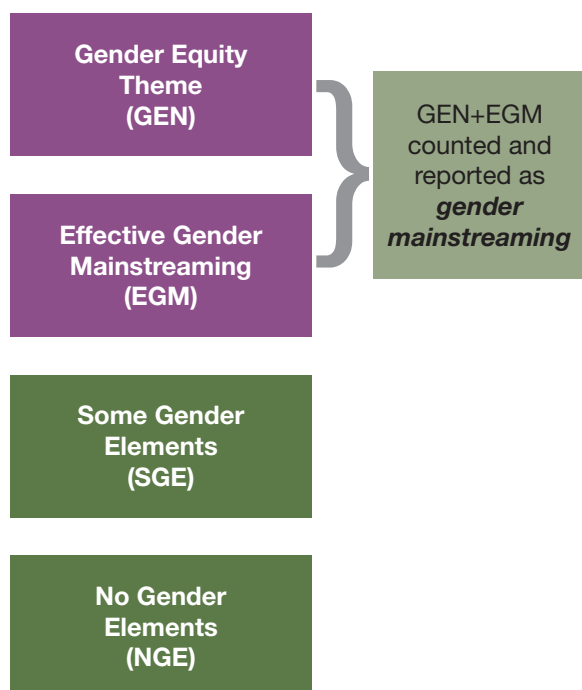
^a ADB. 1998. *Policy on Gender and Development*. Manila.

^b ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila.

^c ADB. 2012. *Review of the ADB Results Framework*. Manila.

^d ADB. 2012. *Guidelines for Gender Mainstreaming Categories of ADB Projects (Updated)*. Manila.

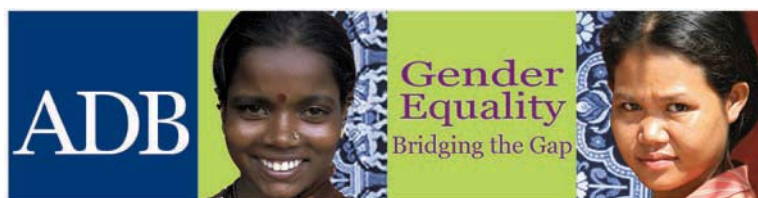
Gender Categorization System at a Glance



Initial Identification of a Project's Gender Mainstreaming Category

Suggest a gender mainstreaming category based on the initial poverty and social analysis (IPSA) conducted during project concept development stage. Checklist for IPSA:

- What are the key gender issues in the sector and subsector that are likely to be relevant to this project or program?
- Does the proposed project or program have the potential to promote gender equality or women's empowerment by improving women's access to and use of opportunities, services, resources, assets, and participation in decision making?
- Could the proposed project have an adverse impact on women and/or girls or widen gender inequality, e.g., loss of land rights or employment, negative impacts due to resettlement, risks of HIV/AIDS, human trafficking?



How to Assign a Gender Mainstreaming Category

Projects and programs are assigned a gender mainstreaming category by operations departments at the concept stage. This is developed and refined during project design and processing, and confirmed at the Management/Staff Review Meeting and before Board approval, in consultation with the Poverty Reduction, Gender, and Social Development Division (RSGS) of the Regional and Sustainable Development Department.

Gender Category	Outcome Expectations	Design Criteria
Gender Equity Theme (GEN)	<p>The project outcome directly addresses gender equality and/or women's empowerment by narrowing gender disparities through</p> <ul style="list-style-type: none"> ❖ access to social services (e.g., education, health, and water supply and sanitation); ❖ access to economic or financial resources or opportunities (e.g., job opportunities, financial services, land, and markets); ❖ access to basic rural or urban infrastructure (e.g., rural electrification, rural roads, pro-poor energy distribution, or urban services for the poor); and ❖ enhancement of their voices and rights (e.g., decision-making processes and structures, political empowerment, or grievance mechanisms). <p>Project outputs should be designed to clearly feed into delivering the project's gender equality outcomes.</p>	<ul style="list-style-type: none"> ❖ Gender analysis is conducted in design with collection of baseline sex-disaggregated data. ❖ Explicit gender equality and/or women's empowerment outcomes are reflected in the DMF outcome statement with gender performance outcome indicators. ❖ GAP is included with gender-inclusive design features, clear gender targets and monitoring indicators, and/or components to narrow gender disparities and directly benefit women or girls. ❖ Ideally, gender targets and design features are reflected in all project outputs and the DMF. ❖ RRP main text discusses gender issues throughout, and Due Diligence (poverty and social section) explains how the project will narrow gender disparities and benefit women. ❖ GAP is linked to RRP (in core appendix) and included in the Project Administration Manual (in Section VIII). ❖ A covenant in loan agreement (or actions in the policy matrix of policy-based programs) is included to support implementation of the GAP or gender design features.
Effective Gender Mainstreaming (EGM)	<p>The project outcome does not specifically address gender equality or women's empowerment, but the project outputs are designed to deliver tangible benefits to women by directly improving their access to social services, economic or financial resources or opportunities, or basic rural or urban infrastructure, and/or by enhancing their voices and rights, which contribute to gender equality and women's empowerment.</p>	<p>All design criteria same as GEN.^a But</p> <ul style="list-style-type: none"> ❖ There is no requirement for DMF outcome statement/indicators to explicitly mention gender or women's empowerment. ❖ Gender design features are required in majority of outputs. "Majority" means more than 50% of project outputs with at least three features in each output; and ❖ DMF should have at least one target/indicator in more than 50% of project outputs.
Some Gender Elements (SGE)	<ul style="list-style-type: none"> ❖ The project is by nature likely to directly improve women's access to services, opportunities, and improved voice (e.g., education, health, rural development, microfinance, rural water supply and sanitation, food security and emergency food and rehabilitation assistance) but does not meet EGM design criteria; or ❖ The project is unlikely to directly improve women's access to services, opportunities, and voice, but significant efforts were made to include some gender features to enhance benefits for women (see Design Criteria column for examples). ❖ Where resettlement is included, attention to women in mitigation plans needs to go beyond the requirements of standard loan covenants (e.g., wage parity or core labor standards) and Safeguard Policy (i.e., gender in resettlement plans). A gender-responsive resettlement mitigation plan on its own will not qualify the project to be categorized as SGE. 	<ul style="list-style-type: none"> ❖ Social/Gender analysis during design stage ❖ A weak GAP or inadequate gender design features that do not meet the EGM design criteria ❖ Some proactive gender features (ideally, two) required for SGE categorization. Examples of proactive gender features qualifying SGE: <ul style="list-style-type: none"> • Female employment targets in construction • Safety provisions for workers, such as helmets for construction workers and protective gloves for garbage collectors • Women's involvement in operation and maintenance • Income generation/skills building • Participation in road safety programs • Women's involvement in the selection of community infrastructure and technology • Budgeted campaign for HIV/AIDS or trafficking prevention • Gender capacity building for executing agency • Consultant or nongovernment organization with gender expertise included in project implementation teams ❖ Resettlement plans <ul style="list-style-type: none"> • Separate or joint compensation payments • Joint land and housing titles • Separate rehabilitation and livelihood restoration assistance • Special assistance for female heads of households or elderly females during relocation
No Gender Elements (NGE)	<p>The project outcome is not expected to provide direct/tangible benefits to women and girls during the project period. However, indirect benefits could be derived or flow to women/girls in the longer term.</p>	<p>The project design does not include any gender features or actions to enhance benefits to women/girls or to address gender equality or women's empowerment issues.</p>

DMF = design and monitoring framework, GAP = gender action plan, RRP = report and recommendation of the President.

^a If technical assistance or other grant-financed components are included to address gender equality and women's empowerment, it should be an integral part of the project design, the DMF, and project financing to qualify for EGM category.

GEN/EGM Criteria in Design: Other Modalities

Policy-Based Loans/Asian Development Fund (ADF)

Grants: A gender action plan (GAP) is not mandatory for policy-based operations. However, the policy matrix should include specific gender-related policy actions and/or measures that are likely to directly result in narrowing gender gaps or improving gender equality. The gender-related policy actions should be reflected in the program design and monitoring framework (DMF), and the main text of the report and recommendation of the President (RRP) should clearly and sufficiently demonstrate how the program actions will result in progress toward gender equality and women's empowerment.

Sector Loans: A GAP is required for the overall project and for each subproject in sector loans.

Sector Development Loans/ADF Grants: For these combined project and program loans or ADF grants, a GAP is required for the project, and gender-based policy actions need to be included in the policy matrix of the program.

Multitranche Financing Facilities (MFFs): A GAP is recommended for the entire facility and required for each periodic financing request (PFR). The facility-wide GAP should be integrated into the sector road map and covenanted in the framework financing agreement. The PFR GAP should be included in the Facility Administration Manual (MFF version of the Project Administration Manual). The exclusion of a GAP in the overall framework does not mean that future PFRs under the facility cannot be categorized as GEN/EGM. Each PFR is counted as a separate project; hence, project categorization is done separately for each PFR.

Tips and Resources

- **Don't reinvent the wheel.** RSGS compiles information on good practices and emerging innovative examples of gender mainstreaming in project design across all sectors and regions.
- **Tap available resources.** The Gender and Development Cooperation Fund and technical assistance resources (i.e., Japan Fund for Poverty Reduction, Technical Assistance Special Fund, and regional technical assistance) can be used for research/studies, project preparation, capacity development, policy/advisory support and pilot activities, if necessary.
- **Consult early on.** RSGS can review draft GAPs and DMFs to assess desired gender category.

What Are Key Gender Design Features?

Sex-disaggregated targets	Men's and women's participation (e.g., meetings, trainings, skills development, jobs in construction and maintenance); representation in decision-making groups (e.g., water users' groups, local government councils); and access to project benefits (e.g., education, scholarships and stipends, credit, employment)
Gender-sensitive physical infrastructure	Girls' dormitories in schools; housing for female teachers or female extension workers; separate male/female toilets; women's section in markets and bus terminals; private space for women in flood refuge centers; women-only compartments or separate seating in public transport; sealed road shoulders near villages and settlements; lightweight dumpsters for solid waste collection; female-friendly design of water pumps; grid or off-grid electricity for lighting and productive uses; household-level biogas digesters and cleaner cooking fuels
Policy, legal, and institutional reforms for gender equality	Gender equality laws on land/property rights, local governance, and domestic violence; public expenditure reforms to improve education for women and maternal health; affirmative action in recruitment, employment, and retention of female civil servants; reform of pension and social safety net programs to avoid gender bias in eligibility and benefits
Measures to mobilize women	Nongovernment organizations with female staff, female extension workers, implementation agency or community mobilization staff with gender expertise to facilitate women's participation; requirement to hire local men and women in project work with equal pay for equal work provisions
Gender capacity development	Gender training for project executing or implementing agencies and service delivery agents; involvement of women's ministry in project steering committees; hiring project-based gender specialists; use of sex-disaggregated data for project monitoring and impact assessment

Tips for Incorporating Gender in RRP Documentation for GEN/EGM Projects

Background: Include at least one paragraph explaining women's involvement in the sector, highlighting any constraints to their greater participation, access, and/or benefits.

Impact/Outcome: For GEN theme projects, the outcome statement and/or outcome indicators should mention gender issues or women's empowerment.

Outputs: Explain and present data on how each output (if relevant) will promote and facilitate women's participation. Any performance targets for women's participation and benefits should be mentioned here.

Due Diligence (Poverty and Social Section): Include at least one paragraph, preferably under a subheading "Gender Impacts" to explain how the project will benefit women and/or girls.

Assurance/Covenants: Include a loan assurance and/or covenant on gender action plan (GAP) implementation, if one was prepared.

Design and Monitoring Framework (DMF): Ensure that gender performance indicators and/or GAP gender targets for female participation and benefits are included in the DMF performance indicators column. For GEN projects, this should apply to outcome level and all outputs, whereas for effective gender mainstreaming (EGM) projects, this should apply to at least 50% of outputs. Where baselines exist, they should be included in brackets next to the corresponding indicator and/or target.

Gender Action Plan: GAPs must be a linked document to the report and recommendation of the President (mandated under Operations Manual C-2) and included in the Project Administration Manual (in Section VIII). GAPs specific to an individual periodic financing request (PFR) should be included in the core appendixes to the PFR. The GAP should mirror the outputs and outcomes of the project. Gender performance targets and indicators in the GAP should be consistent with those in the DMF.

Policy Matrix: Gender policy actions should be included in the policy matrix.

A Good Practice Example

Cambodia's Rural Roads Improvement Project (EGM)^a Gender Action Plan with DMF Gender Indicators Highlighted

<p>Project Outcome: Safe, cost-effective, year-round road access in remote agricultural areas in seven provinces of Tonle Sap Basin</p>	<ul style="list-style-type: none"> • Road accidents decrease in the project area by 20% from baseline. • Average travel times on project roads decrease by 25% from baseline. • Average trip lengths on project roads increase by 40% from baseline. • Share of rural road network in average or good condition increases to 20% from baseline. • Project roads will be accessible year-round by 2014.
<p>Project Output 1: Road Rehabilitation</p>	<ul style="list-style-type: none"> • At least 40% of unskilled laborers hired for road rehabilitation and maintenance will be female with pay equity. • No child labor on civil works contracts • Road shoulders will be sealed surface, enabling carts with wheels to reduce the burden on women and girls who haul water in rural areas.
<p>Project Output 2: Road Asset Management</p>	<ul style="list-style-type: none"> • Capacity building of local contractors on gender and labor-based appropriate technology • Sex-disaggregated database to track the use of local labor • Community contracts to women for road maintenance works • At least 50% women roadside maintenance workers
<p>Project Output 3: Road Safety and Safeguards Program</p>	<ul style="list-style-type: none"> • All project roads in villages with speed bumps and road safety signage for safety of children and pedestrians • A community-based road safety campaign with 50% women facilitators • Inclusion of HIV/AIDS and human trafficking awareness and prevention programs during and after construction • Baseline socioeconomic survey data will be disaggregated by sex by 2011.
<p>Project Output 4: Climate Change Adaptation</p>	<ul style="list-style-type: none"> • Emergency warning systems will engage women in the planning stages. • Provisions will be included for women in actual operation of the systems. • Climate change adaptation will include community-based work programs involving women in planting and caring for roadside trees and other plants.
<p>Project Output 5: Efficient Project Management</p>	<ul style="list-style-type: none"> • All staff of the Project Management Unit and the Social and Environmental Unit (SEU) of the Ministry of Rural Development (MRD) will be trained on social and gender issues by 2012. • At least 25% of the newly established MRD/SEU staff will be female by 2012.

^a ADB. 2010. *Report and Recommendation of the President to the Board of Directors: Proposed Loan to the Kingdom of Cambodia for the Rural Roads Improvement Project* (Loan 2670-CAM).