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Guidelines for Gender Mainstreaming Categories of ADB Projects

Asian Development Bank

GUIDELINES FOR GENDER MAINSTREAMING CATEGORIES OF ADB PROJECTS

I. INTRODUCTION

1. The projects¹ of the Asian Development Bank (ADB) have four gender mainstreaming categories²:

- (i) category I: gender equity³ as a theme (GEN);
- (ii) category II: effective gender mainstreaming (EGM);
- (iii) category III: some gender elements (SGE); and
- (iv) category IV: no gender elements (NGE).

2. A description of the criteria for these categories is provided in Section II.

II. GENDER MAINSTREAMING CATEGORIES

A. Gender Equity Theme

1. Definition

3. A project is assigned GEN if

- (i) the project **outcome directly** addresses gender equality and/or women's empowerment by **narrowing gender disparities** through access to social services (e.g. education, health, and water supply/sanitation); and/or economic and financial resources and opportunities (e.g. employment opportunities, financial services, land, and markets), and/or basic rural and urban infrastructure (e.g. rural electrification, rural roads, pro-poor energy distribution, and urban services for the poor); and/or enhancing voices and rights (e.g. decision making processes and structures, political empowerment, and grievance mechanisms); and,
- (ii) the outcome statement of the project design and monitoring framework (DMF) explicitly mentions gender equality and women's empowerment and/or, the outcome performance indicators include gender indicators.

2. Requirements

4. The requirements for projects with a GEN theme include:

- (i) **gender analysis** conducted during project preparation;

¹ The term 'project' in this document refers to that financed by (i) Ordinary Capital Resources (OCR) loans, (ii) Asian Development Fund (ADF) loans, (iii) ADF grants, and (iv) non-ADF grants supporting investments and programs such as microfinance and infrastructure. The term also includes both projects and programs.

² Category I is based on ADB's *Project Classification System* (2009; page 9, available in the ADB portal <http://pcs.asiandevbank.org/pcs-filessetup/>). Categories II and III were developed by the Gender, Social Development and Poverty Reduction Division (RSGS). These categories had been used since 1998 to monitor ADB's gender performance, and were updated and clarified by the inter-departmental Technical Working Group on Gender Mainstreaming in ADB Operations in 2009.

³ Gender equity is a process for achieving the goal of gender equality. Gender equality between women and men is a desired outcome or result. In the context of Strategy 2020, gender equity is used as a driver of change.

- (ii) **explicit gender equality** and/or **women's empowerment outcome(s)** and/or gender-specific performance outcome indicators and activities in the project DMF;
- (iii) a **gender action plan (GAP)** with gender-inclusive design features, and clear gender targets and monitoring indicators, and/or components to directly benefit women or girls ⁴;
- (iv) inclusion of the **GAP** in the **Report and Recommendation of the President to the Board (RRP)** as a linked document and GAP included in the Project Administration Memorandum (PAM);
- (v) the RRP main text discusses how the project will contribute to improving women's access to or benefits from the project, at a minimum in the **Poverty and Social** subsection under the **Due Diligence** section (see Appendix 2); and,
- (vi) a **covenant** or a condition in the policy matrix to support implementation of the GAP or gender-design features.

5. GEN can be applied to investments, program loans such as public resource management programs, and other modalities.

6. Examples of gender-inclusive design features are provided in Appendix 1. Guidelines for incorporating gender issues in RRP's are provided in Appendix 2.

B. Effective Gender Mainstreaming

1. Definition

7. A project is assigned EGM if the project outcome is not gender equality or women's empowerment, but project outputs are designed to directly improve women's access to social services, and/or economic and financial resources and opportunities, and/or basic rural and urban infrastructure, and/or enhancing voices and rights, which contribute to gender equality and women's empowerment.

8. EGM category can be applied to virtually all sectors of ADB operations contingent upon meeting the requirements outlined in Section 2 below. Sample EGM projects across a range of sectors are available from RSGS and can be provided by on request.

2. Requirements

9. The requirements for projects with an EGM classification include:

- (i) the **social analysis** conducted during project preparation included careful consideration of gender issues highlighting both constraints and opportunities;
- (ii) **specific gender design features** are included in the majority⁵ of project outputs and/or components to facilitate and ensure women's participation and access to project benefits. Most of these outputs/components should have at least 3 **gender design features and targets**. See examples of gender design features in Appendix 1;
- (iii) gender targets and performance and monitoring indicators in the project **DMF** ⁶;

⁴ Gender targets and monitoring indicators should be reflected in the DMF at the output level.

⁵ Majority means 50% or more of project components or outputs, inclusive of 50%.

⁶ Applies to 50% of project outputs

- (iv) a **GAP** is included as a linked document to the RRP and included in the related PAM;
- (v) the RRP main text discusses how the project will contribute to improving women's access to or benefits from the project, at a minimum in the **Poverty and Social** subsection under the **Due Diligence** section (see Appendix 2); and,
- (vi) a **covenant** or a condition in the policy matrix to support implementation of the GAP.

10. Examples of gender-inclusive design features are provided in Appendix 1. Guidelines for incorporating gender issues in RRP are provided in Appendix 2.

3. Grant-Financed Project Components

11. The inclusion of grant-financed components addressing gender equality and women's empowerment as an integral part of the overall project design, project DMF, and project financing will qualify the project to be classified as EGM.

12. Technical assistance (TA) and non-Asian Development Fund (ADF) grants do not require a gender action plan for GEN and EGM, although it is recommended.

4. Program Loans, Sector Loans, and Multi-tranche Financing Facilities

13. The definitions and requirements of GEN and EGM categories also apply to program/policy-based loans, sector loans, and multi-tranche financing facilities (MFFs). The following further clarifications are provided for these modalities:

- (i) **Program/Policy-based loans.** For GEN and EGM categories, the policy matrix should include specific policy actions/measures that are likely to directly result in narrowing gender gaps, improving access to and service delivery of basic services (social and basic rural and urban infrastructure services); improving access to financial and economic resources and opportunities; enhancing voices and rights; supporting gender-related policy and legal/regulatory reforms, improving public resource/expenditure management for the benefit of women, and more generally promoting gender equality and women's empowerment. A GAP and/or the compliance with criterion (ii) in para. 9 may not be necessary if the policy matrix, program DMF, and the main RRP text clearly and sufficiently demonstrate how the program actions will result in gender equality and women's empowerment.
- (ii) **Sector loans.** For GEN and EGM, a GAP is required for the overall project, and for subsequent subprojects as applicable. The gender mainstreaming project category applies to the entire project and not to each subproject.
- (iii) **MFFs.** For GEN and EGM, a GAP is required for the entire Facility and for each Periodic Financing Request (PFR) if the need was identified at the time of preparing the facility. A facility-wide GAP should be integrated into the sector roadmap and covenanted in the framework financing agreement. Project categorization will be done separately for each PFR. The exclusion of a GAP in the original framework does not necessarily mean that future PFRs under the framework cannot be categorized GEN/EGM. Since each PFR is counted as a separate project, a GEN/EGM classification for each PFR is possible if the criteria for such classification are met.

C. Some Gender Elements

14. A project is assigned “some gender elements” if it meets either of the following:

- (i) by its nature it is **likely to directly improve** women's access to social services; and/or economic and financial resources and opportunities, and/or basic rural and urban infrastructure, and/or enhance their voices and rights (for example education, health, rural development, microfinance, water supply and sanitation, food security, and emergency food and rehabilitation assistance), but that included little, if any gender analysis and few or no specific design features; and did not meet the EGM criteria, or
- (ii) is **unlikely to directly improve** women's access to social, economic or financial resources or opportunities, but **significant efforts** were made during project preparation to identify potential positive and negative impacts on women. Some gender features are included to enhance benefits to women (for example targets for employment of women in project construction work, provision of equal pay for equal work, information campaigns on HIV/AIDS risk, gender training of executing/implementing agencies, and adherence to core labor standards, especially child labor); and where resettlement is involved includes attention to women in the mitigation/resettlement plans (such as compensation payments to both men and women, joint-ownership of replacement land/housing, restoration of livelihood initiatives for women, and so forth).

D. No Gender Elements

15. A project is assigned “no gender elements” when it does not include any gender design features.

III. APPLICATION OF PROJECT CATEGORIES

16. The above categories apply to all sovereign projects.

17. The gender mainstreaming categories will be assigned in consultation with RSGS in Regional and Sustainable Development Department (RSDD) to ensure consistent applications across departments, through a process that is consistent with that for other thematic areas.

EXAMPLES OF GENDER INCLUSIVE DESIGN FEATURES

1. Targets for women's participation and/or access to project/program benefits (e.g., education and training programs, formation of beneficiary groups such as water user groups; receipt of loans, scholarships/stipends, or other benefits); and/or for women representatives in project committees or local associations; and/or for the number or percentage of female staff in an executing agency or project implementation unit, or among extension workers, social mobilizers, nongovernmental organization (NGO) facilitators, etc..
2. Special and separate facilities, training programs, beneficiary groups, etc., for women or girls to facilitate their participation in project activities.
3. Design of gender-sensitive physical infrastructure (e.g. separate sanitation facilities in schools, public buildings and facilities such as train stations and bus terminals, separate selling spaces for women in public markets, private spaces in flood refuge centers, separate compartments on public transport, access to municipal buildings, if required, etc.).
4. Provision for joint ownership by men and women of land or other assets.
5. Projects which—in addition to the physical infrastructure components—adopt pro-poor, socially-inclusive, and gender-responsive approaches through the development of specific components promoting people-centered infrastructure development which may involve:
 - (i) effective incorporation of identified needs of both men and women in the design of the project; and/or
 - (ii) extension of equal opportunities to male and female community members to participate in project activities and benefit from skill development, employment, and/or other opportunities; and/or
 - (iii) mechanisms to ensure women's equal representation and participation in decision-making processes and structures related to the design, operation, and maintenance of infrastructure; and/or
 - (iv) support for women-targeted awareness, livelihood enhancement, and income generation programs; and/or
 - (v) support for the development of urban/rural transportation services taking into account the needs of both male and female community members.
6. Access to electricity for lighting and productive end-users through grid extension, off-grid energy and key public facilities for households, and connections for the urban poor in slum communities; access to cleaner fuels and efficient technologies for cooking and heating by increasing improved cooking stove programs; increasing the supply of household level biogas digesters, promoting LPG for cooking and energy technologies, promoting renewable energy entrepreneurs, and gender mainstreaming in energy policies and programs.
7. Project components directly benefiting women or girls (e.g., reproductive health services, and/or support for food production and subsistence activities).
8. Mobilization measures to facilitate women's participation in project activities; provision or preference for hiring women for project-related work (e.g., construction or maintenance of project facilities or labor for road construction); requirement of equal or fair pay for male and female workers.

9. Collaboration with NGOs that service or work primarily with women (e.g., NGOs that provide microfinance primarily to poor women).
10. Reform measures likely to benefit women or girls (e.g., increases in government budget for reproductive health and/or, education; public expenditure management likely to improve basic service delivery to women, reform of discriminatory laws on land ownership/land titling and/or other assets; anti-discriminatory law(s), and laws to promote women's security (e.g. domestic violence and anti-rape laws), and/or introduction of changes in public sector hiring and employment practices to facilitate women's recruitment, retention and promotion), usually in a program or sector development loan.
11. Inclusion of Technical Assistance (TAs) or Japan Fund for Poverty Reduction (JFPRs) in the program/project design to enhance direct benefits for women such as promoting women's access to justice, gender sensitization of the judiciary, and/or training for police on handling domestic violence.
12. In sector projects, the requirement that sub-projects include gender analysis and/or consultation with women's groups during preparation and the inclusion of sub-project gender action plans (GAPs) as part of the project selection criteria.
13. Hiring of gender specialists to advise an executing agency or project implementation unit, or to work as project implementation staff.
14. Gender capacity-building components for executing agencies and project implementation units.
15. Use of sex-disaggregated data for project monitoring; and/or use of specific indicators to monitor and assess the gender impacts of a project/program.
16. Consideration of gender issues/impacts during the mid-term review.
17. Inclusion of the national women's ministry in the project or program steering committee.
18. Inclusion of JFPR, other TA, or, other grant project within the project design to facilitate or enhance women's access to, or direct benefits from, the project, especially in large scale infrastructure projects with designs that may not lend themselves easily to gender mainstreaming.

GUIDELINES FOR INCORPORATING GENDER MAINSTREAMING REQUIREMENTS IN THE REPORT AND RECOMMENDATION OF THE PRESIDENT TO THE BOARD (RRP)

1. Projects with a Gender theme (GEN) or effective gender mainstreaming (EGM) include the following information in the RRP.

A. Rationale

2. An explanation on women's involvement in the sector, highlighting key constraints to their greater participation, access, and/or benefits.

B. Outcome Statement

3. For projects classified GEN theme, the outcome statement explicitly mentioning gender or women's empowerment, and/or outcome performance indicators include gender indicator(s).

C. Output Section

4. An explanation on how the outputs will promote and facilitate women's participation. Key performance targets for women's participation and benefits should be mentioned here – e.g. female quotas for scholarships and training, targets for women's inclusion in water user groups, etc.

D. Due Diligence Section

5. Points on how the project will benefit women in the **Poverty and Social** subsection.

E. Design and Monitoring Framework (DMF)

6. Targets for female participation and benefits from the project gender action plan (GAP) are included in the performance measures and targets column of the DMF.

F. Covenants

7. A covenant or a policy condition to ensure implementation of the project GAP, if one was prepared.

G. GAP

8. A GAP as a linked document to the RRP.