



ADB



Gender Tool Kit: Public Sector Management

Asian Development Bank



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Abbreviations

4Ps	–	Pantawid Pamilyang Pilipino Program (Building Bridges for the Filipino Family Program)
ADB	–	Asian Development Bank
ADF	–	Asian Development Fund
CBO	–	community-based organization
CCT	–	conditional cash transfer
CPA	–	core policy area
CPS	–	country partnership strategy
DAG	–	disadvantaged group
DMC	–	developing member country
DMF	–	design and monitoring framework
DSWD	–	Department of Social Welfare and Development
DWD	–	Department of Women Development (Nepal)
EGM	–	effective gender mainstreaming
FDS	–	family development sessions
GAD	–	gender and development
GAP	–	gender action plan
GEN	–	gender equity theme
GESI	–	gender equality and social inclusion
GoS	–	Government of Sindh
GRAP	–	Gender Reform Action Plan
GRB	–	gender-responsive budgeting
HRMDS	–	Human Resources Management and Development Services
IP	–	indigenous people
LGCDP	–	Local Governance and Community Development Program (Nepal)
MDG	–	Millennium Development Goal
MLD	–	Ministry of Local Development (Nepal)
M&E	–	monitoring and evaluation
NGO	–	nongovernment organization
NHTS-PR	–	National Household Targeting System for Poverty Reduction
PCU	–	program coordination unit
PPP	–	public-private partnership
PSIA	–	poverty and social impact analysis
PSM	–	public sector management
RETA	–	regional technical assistance
RPMO	–	regional project management office
SMEs	–	small and medium-sized enterprises
TA	–	technical assistance
WSS	–	water supply and sanitation

Foreword

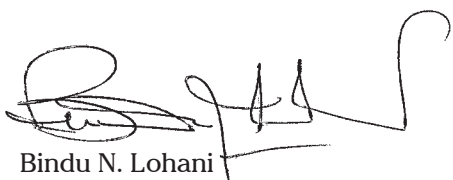
Gender equality and women’s empowerment are at the front and center of the Asian Development Bank’s (ADB) development agenda for Asia and the Pacific. ADB recognizes that harnessing the talents, human capital, and economic potential of women is essential for better development outcomes, such as inclusive growth, faster poverty reduction, and accelerated progress toward attainment of the Millennium Development Goals. Hence, promoting gender equity is embedded in ADB’s corporate strategy Strategy 2020, while its Policy on Gender and Development provides the overall guiding framework. Gender mainstreaming is a key strategy for ensuring gender equality issues are integrated in all ADB operations—across all sectors and regions.

This tool kit on gender and public sector management (PSM) is designed to guide staff and users in identifying and addressing gender issues in PSM programs and projects. It will help users identify and investigate gender issues in the relevant PSM subsectors and build practical design elements into proposed PSM programs and projects.

Effective public institutions are essential to the achievement of the development goals for poverty reduction, inclusive growth, and gender equality. Public institutions and processes, such as planning, budgeting, and administration, are often considered gender-neutral. In reality, however, any public decision-making process is likely to have different impacts on different social and economic groups. Incorporating a “gender lens” in PSM will ensure that public institutions promote gender equality and do not inadvertently reinforce gender biases and disparities.

Public institutions have played a critical role in advancing gender equality and women’s empowerment through constitutional guarantees and laws on gender equality; national gender policies and action plans; establishing ministries of women; and setting quotas or reservations for women in parliaments, local government decision-making bodies, and public agencies. However, gender disparities persist and public policy reforms are still needed to tackle gender inequalities; ensure women’s and men’s equal access to basic services, labor markets, resources, and assets; and to promote equal voice in decision making.

The tool kit series is the product of collaboration between the Gender Equity Community of Practice (CoP) and the respective sector CoPs. It is hoped that it will substantially contribute to improve the design of gender-inclusive PSM programs and projects and, subsequently, deliver better gender equality outcomes.



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Purpose of the Tool Kit

This tool kit is designed to assist staff and consultants of the Asian Development Bank (ADB) in implementing ADB's Policy on Gender and Development (June 1998) and related guidelines on gender mainstreaming in ADB operations. The tool kit will guide users in identifying and addressing gender issues in public sector management (PSM) programs and projects. The tool kit does not cover the entirety of the PSM sector but is confined to the main PSM areas of ADB's engagement.

More specifically, the tool kit will help users identify and investigate gender issues in the relevant PSM subsectors, build practical design elements into proposed PSM programs and projects as needed, and monitor these interventions during implementation. It is designed for ready reference in a variety of PSM programs and projects. The tool kit is divided into three parts:

Part I outlines good practices for mainstreaming gender concerns in PSM.

Part II provides guidance on gender issues in key PSM subsectors, including

- economic management,
- fiscal management,
- public administration,
- decentralization, and
- law and judicial reform.

Each subsector section highlights potential gender issues in the subsector and provides guidance on due diligence questions with suggestions for possible entry points. Users are also referred to sample ADB program and project case studies.

Part III provides guidance on gender issues in sector policy reform, including

- agriculture and natural resource management;
- education;
- health;
- water supply and sanitation;
- urban development;
- finance;
- trade, industry, and small and medium-sized enterprise development; and
- infrastructure.

Finally, the tool kit includes supplementary resources in several appendixes, including sample terms of reference for gender specialists (for program/project preparation) and sample gender action plans, as well as relevant references.

The tool kit was prepared by Eugenia McGill (staff consultant) in close cooperation with Shireen Lateef (senior advisor – Gender) with production assistance from Francoise Marie B. Alonzo-Calalay.

INTRODUCTION

Gender and Public Sector Management

Why Gender Mainstreaming Is Important in Public Sector Management

Gender equality and women’s empowerment are important national priorities in themselves, and are also recognized as key factors in reducing poverty and achieving inclusive and sustainable growth. Public institutions have played a critical role in advancing gender equality and women’s empowerment, for example, through constitutional guarantees and gender-equitable laws, national gender policies and action plans, ministries of women and other gender focal points, quotas or reservations for women in parliaments and public agencies, and tools for analyzing policies, programs, and budgets from a gender perspective. However, gender disparities persist in social, economic, and political life, and they are often reinforced by laws, policies, and public decision-making processes that are either biased or “gender-blind.” Gender-equitable policy reforms are still needed to overcome gender biases and to ensure women’s and men’s equal access to basic services, labor markets, resources, and assets, and to promote equal voice in decision making.

Effective public institutions are essential to the achievement of national and local development goals, including poverty reduction, inclusive growth, and gender equality. To be effective, public institutions need to be transparent and predictable, efficient in their use of resources, and inclusive and accountable to citizens. Inclusive public institutions ensure that all citizens have a voice in decisions that affect them, so that public policies, investments, and services can respond appropriately to the needs of different citizen groups.

Gender and Public Sector Management

Public institutions have played a critical role in advancing gender equality and women’s empowerment...However, gender disparities... are often reinforced by laws, policies, and public decision-making processes that are either biased or “gender-blind.”

Public institutions and processes, such as planning, budgeting, and administration, are often considered “gender-neutral.” In reality, however, any public decision-making process is likely to have disparate impacts on different social and economic groups. Incorporating a gender lens in public sector management (PSM) ensures that public institutions promote gender equality and do not inadvertently reinforce gender biases and disparities. Gender analysis therefore should be an essential part of any policy reform initiative. Including the perspectives of both women and men in public decision making—especially women and men from poor and marginalized communities—also ensures that public policies, investments, and services are more responsive to community needs.

Relevant ADB Strategies and Policies

ADB's Strategy 2020¹ recognizes that effective public institutions and gender equality are both essential to achieving inclusive and sustainable development in Asia and the Pacific. Good governance and capacity development of public institutions, and gender equity are two of the five drivers of change identified in Strategy 2020. The strategy aims to help ADB's developing member countries (DMCs) strengthen the capacity of their public institutions and organizations to support more inclusive growth and more cost-effective delivery of public goods and services. Recognizing the widespread social and economic benefits of gender equality and women's empowerment, the strategy also commits ADB to continue paying careful attention to gender issues across the full range of ADB operations. This includes gender-responsive design of projects and programs across all sectors and regions.

Gender and Public Sector Management

Public decision making is likely to have different impacts on women and men—based on their different education/skill levels, economic activities, access to assets and resources, household responsibilities, and other factors.

ADB's investments in PSM programs and projects include investments across several subsectors, including (i) economic management and management of public affairs, (ii) public fiscal management and public expenditure, (iii) public administration, (iv) decentralization, and (v) law and judiciary. Under these general categories, PSM programs and projects cover a wide range of issue areas, including support for poverty reduction strategies and national Millennium Development Goals, recovery from

economic crises, strengthening of social safety nets, sector policy reforms, promotion of public-private partnerships, public resource management, anticorruption measures, business-process reengineering, e-governance initiatives, civil service reform, public participation in governance processes, decentralization, legal/regulatory reform, and access to justice. ADB's support for PSM is also aligned with ADB's governance policy,² which stresses the importance of accountability, participation, predictability, and transparency as key elements of sound development management. As discussed further below, all of these good governance principles and PSM subsectors have important gender dimensions.

ADB's support for gender equality and women's empowerment is embedded in ADB's Policy on Gender and Development (GAD)³ which adopts gender mainstreaming as a key strategy for promoting gender equality. The policy provides for mainstreaming gender concerns in all aspects of ADB operations, while continuing to support targeted gender interventions, especially in countries with significant gender disparities. ADB has some good experiences in mainstreaming gender concerns in PSM programs and projects. However, this experience has been uneven. Hence, this tool kit is intended to help ADB staff and consultants integrate gender concerns more consistently and effectively in PSM programs and projects. Another relevant resource is ADB's tool kit on gender, law, and policy.⁴

¹ ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila.

² ADB. 1995. *Governance: Sound Development Management*. Manila.

³ ADB. 1998. *Policy on Gender and Development*. Manila.

⁴ ADB. 2006. *Gender, Law, and Policy in ADB Operations: A Tool Kit*. Manila.

Entry Points for Addressing Gender Issues in Public Sector Management

PSM programs and projects provide a wide range of opportunities to directly promote gender equality, to ensure gender inclusion, and to avoid gender biases and minimize gender-related risks and vulnerabilities.

Gender and Public Sector Management: Entry Points

- Directly promote gender equality and women's empowerment, where possible.
- Make PSM programs and projects more gender-inclusive.
- Avoid gender bias and minimize gender-related vulnerabilities and risks.

A sample of possible interventions is provided below with more detailed guidance and suggestions for gender entry points in different subsectors provided in Part II.

1. Opportunities to promote gender equality and women's empowerment

- **Economic management:** Develop additional targets and indicators under Millennium Development Goal (MDG) 3 – *Gender Equality and Women's Empowerment* and MDG 5 – *Maternal Mortality*, update the national action plan on gender equality, or develop a new social safety net program for poor women.
- **Fiscal management:** Calculate the expenditures necessary to achieve targets under MDGs 3 and 5. Support gender-responsive budgeting and accompany with capacity development for the ministry of finance and other sector agencies.
- **Public administration:** Introduce affirmative measures in civil service recruitment and promotion to achieve gender parity and support setting of mechanisms to monitor and implement these measures.
- **Decentralization:** Support setting of quotas or targets for women's representation in decentralized decision-making processes and structures. Support capacity development of locally elected or appointed female councilors to reserved seats.
- **Law and judicial reform:** Support development and enactment of gender equality and domestic violence laws, or amendment of existing laws to ensure women's equal rights to own land, businesses, or other assets; establish women's police cells; provide gender training to police and judiciary; and increase the numbers of female judges and magistrates.

2. Opportunities to maximize gender inclusiveness

- **Economic management:** Conduct a gender impact analysis and ensure participation of the national ministry for gender equality (or women) in developing a new national development plan, sector policy reforms, economic recovery programs, or a public-private partnership strategy.
- **Fiscal management:** Carry out a gender analysis of the national medium-term expenditure framework, national budget, and proposed tax policy reforms, including gendered implications of tax reforms on women in the informal sector and female entrepreneurs.
- **Public administration:** Include gender focal points in business process reengineering of key line ministries. Collect and analyze sex-disaggregated data on public service delivery.

- **Decentralization:** Include both women and men on local planning committees and provide capacity development support to elected female representatives in local governance structures. Conduct awareness campaigns for male representatives to enhance their understanding of the rights, needs, and constraints experienced by female representatives and constituents.
- **Law and judicial reform:** Conduct gender assessments of all new proposed laws. Propose amendments to existing laws to remove explicit or implicit gender bias.

3. Opportunities to avoid gender bias and minimize gender-related vulnerabilities and risks

- **Economic management:** Reform pension and other social safety net programs to eliminate gender bias.
- **Fiscal management:** Develop a gender-sensitive anticorruption strategy to address harassment of female and male petty traders by tax inspectors.
- **Public administration:** Conduct gender impact assessment of public sector downsizing plan to protect affirmative action gains.
- **Decentralization:** Provide awareness training to local officials on domestic violence, property grabbing, and human trafficking.
- **Law and judicial reform:** Repeal discriminatory laws and regulations.

PART I

Tools for Gender Mainstreaming in Public Sector Management Programs and Projects

This section discusses good practices in due diligence and program/project planning that are relevant to most public sector management (PSM) programs and projects, including (i) information-gathering techniques, (ii) gender impact analysis tools for proposed policy reform, (iii) gender-responsive budgeting tools, (iv) gender action plans, and (v) targets and indicators for design and monitoring frameworks and policy matrices.

Gender Due Diligence for Public Sector Management

The gender issues in PSM are not always immediately apparent. Due diligence during program/project preparation therefore plays an important role in identifying gender gaps or biases in the relevant PSM subsector, and in understanding the possible gender-related impacts of any proposed policy changes.

Information gathering for gender analysis

The program/project preparation team should begin by collecting any available data on

- gender (in)equalities and the status of women and girls in the country, including relevant variations (e.g., by region, caste/ethnicity, income);
- the representation of women and men among the decision makers and staff in the ministries and other organizations involved in the proposed program/project, and among the citizens/consumers affected by these entities;
- gender issues in the relevant PSM subsector, including any gender biases in current laws, policies, or administrative practices; and
- possible impacts of the program/project on different groups of women and men.

Much of this information can be found in secondary sources such as

- ADB's country gender assessment and similar assessments prepared for the World Bank and other development partners,
- the government's national action plan on gender equality or women,
- the government's latest report to the United Nations Committee on the Elimination of All Forms of Discrimination against Women (CEDAW),
- the national poverty reduction strategy,
- the most recent Millennium Development Goals progress reports, and
- the latest census and recent household surveys which also provide critical information.

ADB's country gender specialist can be helpful in locating these and other relevant background documents, and in referring the team to other local gender experts.

In collecting any other background information, the program/project preparation team should request sex-disaggregated data, if available. Any baseline survey commissioned for the program/project should collect sex-disaggregated data as well. In many countries, consultations with citizen groups will yield more valuable information if the team meets separately with groups of women and men (and with relevant subgroups of women and men, based on age, income, occupation, location, caste/ethnicity, or other factors).

Gender-aware stakeholder analysis and consultations

In identifying relevant stakeholders to consult and involve in the preparation of the program/project, the preparation team should cast a wide net and ensure that representatives of both women and men are included. In preparing a program/project likely to have a gender equity theme (GEN) or effective gender mainstreaming (EGM),⁵ the team should try to meet with representatives of

- the national ministry for gender equality or women's affairs and gender focal point(s) in other relevant ministries,
- gender focal points in provincial/district offices and locally elected bodies (for decentralization programs/projects),
- the national planning agency (to discuss national policies and priorities on gender),
- any parliamentary committee on gender issues,
- research institutes or other local experts working on relevant gender issues,
- women's business associations (for business reform programs),
- both female and male members of relevant beneficiary or user groups (e.g., water and sanitation committees, school boards, savings groups),
- women's nongovernment organizations (NGOs) and other NGOs working on relevant gender issues, and/or
- other local gender experts.

⁵ See Box 7 ADB's *Guidelines for Gender Mainstreaming Categories of ADB Projects* for more details and guidance.

Gender-aware institutional and organizational analysis

In preparing a PSM program or project, a gender lens should be applied to any analysis of government institutions or organizations. Relevant considerations might include the following:

- **Rules:** To what extent do gender norms determine or limit women's or men's roles in the sector or organization?
- **Activities:** To what extent are women and men involved in policy making, planning, budgeting, implementation, and monitoring activities in the sector/organization?
- **Resources:** To what extent do women and men have access to key resources, including information, training, and funding?
- **Power:** Who has the authority or leverage to make key decisions? How transparent is the decision-making process? Do both women and men have the opportunity to speak and be heard?

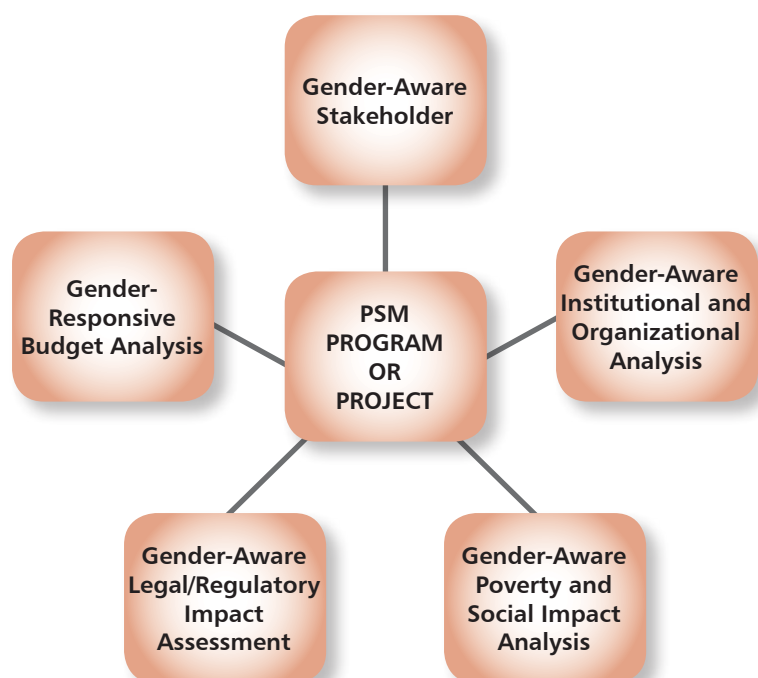
To assess the "gender responsiveness" of an institution or organization, consider the following:

- **Commitment and policy:** Is there a gender policy (or gender equality legislation, in the case of the national government)? Are senior officials or managers committed to the policy? How well is the policy translated into practice?
- **Budget:** Are budgets reviewed for their gender impact? What percentage of program/project budgets is allocated to gender-related activities or to programs directly relevant to women?
- **Responsibility:** Who is responsible for implementing the gender policy? What is their decision-making power and how are they perceived by other officials/staff? Do they have the necessary skills, resources, and support to fulfill their mandate? How are they involved in key decision making?
- **Competence/capacity:** What skills and tools do officials and staff need to carry out their work in a gender-inclusive way? Who in the institution/organization has these skills/tools and how competent are they? What training or other support is provided to strengthen the gender competence of staff? What incentives are there to motivate staff to be more gender competent?
- **Culture:** To what extent do the shared values of the institution/organization support gender equality? What is the attitude toward female and male staff? Are there accepted practices (e.g., working late or socializing after work) that discriminate against women or men? What is the incidence/perception of sexist remarks or sexual harassment?
- **Human resources management:** What is the gender balance of staff at different levels? Is there an equal opportunity policy and how effectively is it implemented? Is gender competence a criterion in hiring and promoting staff and in selecting partners and consultants? Are there working conditions (e.g., sanitary facilities, hours/overtime, travel) that disadvantage women or men? Is being a woman or man considered an advantage or disadvantage for certain jobs?

Gender Impact Analysis Tools for Public Sector Management

PSM programs and projects usually involve support for policy or legal/regulatory reforms. While policy statements, laws, and regulations often seem to be gender-neutral, they can have different impacts on women and men—and on particular subgroups of women and men—because of their different employment and livelihood activities, control of assets, household responsibilities, and prevailing gender norms and biases. Proposed policy and legal/regulatory changes should therefore be analyzed from a gender perspective to minimize any negative impact on women or men (or particular groups of women or men), and to maximize the gender equality benefits of the reforms.

Figure 1 Gender Analysis Tools to Inform Public Sector Management Program/Project Designs



PSM = public sector management.

Source: Adapted from Swiss Agency for Development and Cooperation. 2004. *Gender in Organizations*.

Gender-aware poverty and social analysis

ADB is increasingly aware of the distributional impact of policy changes in developing countries, and concerned in particular to minimize any negative impact on poor households and other disadvantaged groups. In policy-based loans and grants, ADB therefore requires an assessment of the impact of any proposed reforms on the poor and vulnerable groups, and measures to mitigate or offset any adverse impacts on these groups.⁶ Any poverty impact assessment that is prepared should be sex disaggregated to the extent feasible. Program

⁶ ADB. 2010. Program Lending. *Operations Manual*. OM D4/BP. Manila (issued 7 April). See also ADB. 2003. Sector Development Programs. *Operations Manual*. OM D5/BP. Manila (issued 29 October).

preparation teams should avoid assuming that proposed policy reforms are gender-neutral, or that the impact of the reforms will be the same for poor women and men.

Because women and men are likely to have different economic circumstances and household responsibilities, and may be subject to different constraints (e.g., on their mobility), gender-specific mitigation strategies may be needed to minimize the negative effects of policy changes. For example, as illustrated in Box 1, a simulation exercise on the impact of public sector downsizing in Viet Nam resulted in the development of different severance packages for male and female workers in state-owned enterprises.

Box 1 Assessing the Gender Implications of Public Sector Downsizing in Viet Nam

CASE STUDY

Public sector downsizing can have very different impacts on male and female workers, depending on their location in the civil service system, their different earnings levels, and their alternative employment opportunities. For example, the massive downsizing program in Viet Nam in the early 1990s disproportionately affected women, who represented 70% of displaced public sector workers. Therefore, in contemplating a major restructuring of state-owned enterprises, the government sought to minimize the negative gender and other social impacts. Simulations of possible severance packages were carried out using the Downsizing Options Simulation Exercise tool developed by World Bank economists. Using separate earnings functions for men and women, the simulations indicated that a severance package based on a multiple of current earnings would be more favorable to men, while a lump-sum package would be more favorable to women. Based on these results, the government modified its severance packages to include a lump-sum component.

Source: World Bank. 2003. Beyond 'One Size Fits All': Equitable Downsizing in Vietnam. *Promising Approaches to Engendering Development*. Washington, DC.

A wide range of qualitative and quantitative approaches can be used to assess ex ante the poverty and social impact of policy reforms—collectively referred to as poverty and social impact analysis (PSIA) tools.⁷ Gender considerations can easily be incorporated into all of these approaches. For example, gender-specific questions can be asked at each stage of the PSIA, and for each of the transmission channels through which policy changes may have distributional impacts (Box 2). See Part III for gender issues related to policy reforms in different sectors.

Gender-aware regulatory impact assessment

PSM programs and projects often involve changes in laws, regulations, or regulatory processes. While laws and regulations often seem gender-neutral, they may have disparate impacts on women and men, or on particular groups of women and men. These differences may relate to social norms on ownership of land or businesses, on the ability to enter into contracts and obtain bank loans, or on interaction with public officials, which may in turn influence the way laws and regulations are interpreted and applied by government officials and staff.

In assessing the likely impact of a proposed change in laws, regulations, or regulatory processes, possible gender-related impacts of these changes should be considered and steps taken to avoid or minimize any negative impacts. For a program/project likely to be categorized as GEN or to include EGM,⁸ opportunities should be explored to strengthen the gender responsiveness

⁷ See also ADB's Summary Poverty Reduction and Social Strategy guidelines.

⁸ See Box 7 ADB's *Guidelines for Gender Mainstreaming Categories of ADB Projects*.

of relevant laws, regulations, and regulatory processes. Box 3 provides a checklist to guide this assessment. Part II also discusses gender-related strategies and actions in law reform programs and projects, while Part III identifies specific gender issues related to legal/regulatory reform in different sectors.

Box 2 Integrating Gender in Poverty and Social Impact Analysis (PSIA)

What is being analyzed? For the relevant sector, consider male and female differences in the division of labor, access to and control over assets and resources, and voice in decision making.

What is the welfare measure being assessed? Recognizing the multidimensional nature of welfare and poverty (both income and non-income dimensions), select suitable indicators of welfare and poverty based on an understanding of the differences in female and male outcomes across a broad range of indicators. For example, consider indicators that explicitly address risk, vulnerability, capability, opportunity, security, and empowerment of both women and men. Also consider impacts on time use and household duties.

Whose welfare is being analyzed? Explicitly consider different impacts on women and men, including relevant subgroups of women and men based on age, income, occupation/livelihood, location (e.g., urban/rural), caste/ethnicity, marital status, citizenship status, disability, or other context-specific factors.

How are impacts channeled? Consider differences, disparities, and relationships between women and men with respect to

- **employment/livelihoods** (e.g., women tend to be employed in lower-paying and more precarious jobs in the same sector),
- **prices/wages** (e.g., increases in prices of food, medicine, or other essential goods may disproportionately harm poor women as household managers),
- **access to goods and services** (e.g., restrictions on female mobility may limit women's access to markets, government offices, or other facilities),
- **access to and control over assets** (e.g., biased laws and regulations or gender norms may restrict women's direct access to credit, direct ownership of a business, or formal title to land),
- **entitlement to and control over transfers and taxes** (e.g., social security benefits may only accrue to full-time, formal sector workers or to recognized "heads of household," who are more likely to be men), and
- **decision-making power/authority** (e.g., gender norms often limit women's participation in public decision making).

How do institutions affect outcomes? Consider which institutions will be directly or indirectly affected by the reforms (e.g., markets, legal system), and how women and men engage differently with these institutions.

When do impacts materialize? Consider the potential short- and long-term effects of the policy changes on women and men.

What are the risks of an unexpected outcome? Recognize that unexpected outcomes could result in very different risks for women and men, based on their different circumstances and vulnerabilities.

Sources: World Bank. 2007. *Tools for Institutional, Political and Social Analysis of Policy Reform: A Sourcebook for Development Practitioners*; World Bank. 2003. *A User's Guide to Poverty and Social Impact Analysis*; World Bank. 2004. *Integrating Gender into PSIA's*.

Box 3 Integrating Gender in Legal/Regulatory Impact Assessments

To integrate a gender perspective in impact assessments of proposed changes in laws, regulations, or regulatory processes, consider the following questions:

- **What are the main laws and regulations governing the sector? Do these laws/regulations contain any explicit references to men/women, or boys/girls?**
 - If so, are any of these provisions explicitly biased or discriminatory?
 - If the laws/regulations contain special measures to narrow gender disparities, have these been effective? If not, what have been the weaknesses or obstacles?
- **Does the legal/regulatory framework contain any implicit gender biases or provisions that could disadvantage women? For example, does the law/regulation**
 - allocate rights or entitlements only to heads of household, landowners, full-time registered workers, members of particular user groups, or decision-making bodies, who are more likely to be men?
 - condition rights or entitlements on a certain educational level, or on basic literacy or numeracy? Are these requirements necessary?
 - require an identity card or other documentation to access services? Are these documents necessary? Are they easy for both women and men to obtain?
 - require collateral to obtain credit? Are there alternative ways to provide security?
 - establish connection charges, registration fees, user fees, or other financial requirements to access services?
- **What changes in the legal/regulatory framework are proposed under the program/project?**
 - Will these changes address gender biases or gaps?
 - Could any of these changes inadvertently disadvantage women or men (see above)?
- **Do any other formal or informal barriers restrict women in accessing services or otherwise benefiting from the program/project? For example:**
 - are women excluded or absent from key decision-making bodies, user groups, or dispute settlement mechanisms relevant to the program/project?
 - do women need their husband's or someone else's permission to participate in any activities supported by the program/project?
 - do women or men lack the time, financial resources, experience, or confidence to participate in activities supported by the program/project?
- **What measures could be taken under the program/project to address gender biases or gaps or other barriers to women's participation in the sector? For example, could the program/project**
 - support the amendment or repeal of discriminatory laws, or issuance of supplemental regulations or directives?
 - establish new organizations or institutional mechanisms, or improve the accessibility and responsiveness of existing institutions?
 - correct any gender imbalances, discrimination, poor working conditions, or inadequate facilities in sector organizations?
 - provide training to government staff on proper implementation and enforcement of relevant laws and regulations?
 - raise awareness among community leaders and women's groups about women's rights and entitlements under the relevant laws/regulations?
 - provide legal assistance or other support to women and women's groups to claim their rights and entitlements?

Source: ADB. 2006. *Gender, Law, and Policy in ADB Operations: A Tool Kit*. Manila.

Gender-Responsive Budget Analysis

Revenue-raising, budgeting, and expenditure management activities by governments are often viewed as gender-neutral. However, it is well recognized that fiscal management decisions have distributional impacts, and there is growing recognition that women and men (and different subgroups of women and men) may be differently affected by fiscal policies because of their different occupations, assets, household responsibilities, and other factors. At the same time, public budgets and expenditures reflect government priorities, and are essential in order to execute programs and projects. Gender analysis of a government's fiscal management activities can ensure that the government's gender equality commitments—for example, reflected in its national action plan on gender equality or national MDG 3 targets—are adequately funded, and that its general revenue-raising and expenditure patterns are gender-equitable. These goals are also very much in line with the trend toward more “performance-based budgeting” by government units.⁹ In ADB operations, gender analysis is especially relevant to budget support programs, sector investment programs, and mechanisms for allocating revenues from large infrastructure projects.

Many countries in the Asia and Pacific region have been involved in some form of gender-responsive budgeting (GRB) activities. GRB initiatives generally do not involve creating a separate “women's budget.” They have included activities at the national, provincial, and municipal levels. Some have focused on particular sectors (e.g., agriculture, education, or health) or on specific issue areas (e.g., costing of MDG 3 commitments or programs addressing gender-based violence), while others have looked at the overall budget process. Recently, Bangladesh, Indonesia, and Nepal embarked on GRB initiatives for the overall budget process with the active involvement of the ministries of finance, gender equality/women, and sector ministries.

In 2009, Bangladesh introduced a GRB initiative within the medium-term budget framework requiring sector ministries to formulate budgets that disaggregated expenditures and beneficiary data to show the proportion of sector activities directly or indirectly supporting women's advancement.¹⁰ Programs and projects are assessed on a set of 14 criteria for their level of gender responsiveness (Box 4). By 2011, 33 ministries had formulated budgets that sex-disaggregated expenditures (Box 17).

Box 4 Bangladesh: Criteria of Gender Impact Assessment for Gender-Responsive Budgeting

- Access to health care and improved nutrition
- Access to public properties and services
- Access to education and training
- Reduction of daily working hours of women
- Women's participation in labor market and income-generating activities
- Enhancement of social safety for women and reduced probable vulnerability and risk
- Women's empowerment in the course of decision making in the household, society, workplaces, and political structure
- Women's participation in various forums
- Assurance of safety and free movement for women
- Monitoring and evaluation
- Increase in social status of women
- Access to law and justice for women
- Information technology for women
- Reduction of violence and oppression

Source: ADB.

⁹ Rhonda Sharp. 2003. *Budgeting for Equity: Gender Budget Initiatives within a Framework of Performance Oriented Budgeting*. New York: UNIFEM.

¹⁰ Government of Bangladesh. Gender Budgeting Report 2010/2011. Dhaka. Bangladesh.

The Government of Indonesia instructed line ministries to implement GRB in the budget proposals for 2010 and 2011, and a gender budget statement is now included in the annual budget documents. A draft manual offering guidance to regional governments on implementing GRB will support the rollout of GRB to subnational governments. See Box 25 for policy actions in ADB's Local Government Finance and Governance Reform Program in Indonesia.

Table 1 Nepal: Gender-Responsive Budget Scoring System Indicators

No.		%
1	Women's capacity development	20
2	Women's participation in formulation and implementation of program	20
3	Women's share in the benefit	20
4	Support in employment and income generation for women	20
5	Quality reform in time use and minimization in workload of women	20
	Total	100

Source: Government of Nepal. 2008. Gender Responsive Budget Brochure. Kathmandu, Nepal.

Nepal also introduced GRB in 2007/2008 requiring sector ministries to categorize their program budgets according to the extent to which they support gender equality. The three prescribed categories are (i) **directly responsive**, which indicates that more than 50% of the allocation directly benefits women; (ii) **indirectly responsive**, which indicates that 20%–50% benefits women; and (iii) **neutral**, which indicates that less than 20% benefits women. Table 1 provides the breakdown of Nepal's gender-responsive budget scoring system.

Box 5 Integrating Gender Considerations in the Budget Process

Budget Preparation

- Include gender-specific budget initiatives in the overall budget policy.
- Include gender policies in the overall budget guidelines and instructions issued by the central budget office.
- Set gender-specific priorities for budget allocations within ministries and other government units.

Budget Approval

- Develop gender guidelines for revenue and expenditure legislation in the overall framework for legislative decision making.
- Include gender-specific language in legislation establishing new programs and agencies, and in any related appropriations.
- Use gender-responsive budgeting guidelines in allocating discretionary resources.
- Include gender outcomes into fiscal notes accompanying new revenue and expenditure legislation.

Budget Execution

- Develop gender guidelines for expenditures where discretion is given to ministries or other government units by legislative bodies.
- Develop gender guidelines for outsourcing, procurement, and grant disbursement.
- Implement gender goals in staffing.

Audit and Evaluation

- Include attention to gender issues in financial audits focusing on expenditures and compliance.
- Include attention to gender issues in performance audits focusing on outputs and outcomes.
- Audit for compliance with gender policies, goals, and guidelines.

Source: Austrian Development Cooperation. 2009. *Making Budgets Gender-Sensitive: A Checklist for Programme-Based Aid*.

Most GRB initiatives to date have involved gender analysis of existing or proposed budgets. However, it is also important to integrate a gender perspective in the budget-formulation process. Box 5 identifies entry points for gender considerations at each stage of the budget process.

Box 6 summarizes some of the analytical tools that have been developed and tested in GRB initiatives. Most of these tools can also be useful in conducting poverty and social impact analysis of proposed policy reforms (discussed previously).

Box 6 Gender-Responsive Budget Analysis Tools

Tools for Analyzing Revenues

Sex-disaggregated tax incidence analysis examines both direct and indirect taxes to estimate the variation in taxes paid by various groups of households and individuals (subject to data availability). The analysis considers both explicit and implicit gender biases. Two aspects should be considered: (i) tax burden on women (as individuals, for their businesses, etc.) and (ii) general progressiveness/regressiveness of tax structure.

Sex-disaggregated analysis of user charges/fees examines the incidence and impact of user fees on women and men, or particular groups of women and men. User fees for basic services can have a disproportionate impact on poor women, who are primarily responsible for the basic needs of their households.

Tools for Analyzing Expenditures

Gender-aware policy or program appraisals consider the explicit gender goals and implicit gender impacts of a particular policy or program, the related resource allocations, and the likelihood that the policy or program will reduce gender inequalities (or alternatively the risk that it may maintain or even widen existing gender gaps).

Gender-disaggregated public expenditure incidence analysis compares public expenditures for a particular program with household surveys or similar data to estimate the distribution of expenditures between women and men, or girls and boys. This analysis is usually most informative when gender analysis is combined with income-quintile analysis, since gender effects often differ according to income or class.

Gender-aware beneficiary assessments ask actual or potential beneficiaries of a particular program—disaggregated by sex—whether the existing form of service delivery meets their needs as they perceive them. This information can be gathered through surveys, focus groups, interviews, and/or participant observation.

Sex-disaggregated analysis of budget impact on time use considers the relationship between particular budget expenditures and the way time is used by households and individual household members. The objective is to account for the impact of public expenditures on caregiving and other unpaid work, which is typically carried out by women.

Gender-aware budget statements provide a report from a particular ministry, or the government as a whole, on its audit of policies, programs, and related budgets, and the extent to which they fulfill the government's gender equality objectives. The process of developing a gender budget statement can involve several of the tools noted above.

Sources: Austrian Development Cooperation. 2009. *Making Budgets Gender-Sensitive: A Checklist for Programme-Based Aid*; Kathleen Barnett and Caren Grown. 2004. *Gender Impacts of Government Revenue Collection: The Case of Taxation*; Debbie Budlender and Rhonda Sharp, with Kerri Allen. 1998. *How to Do a Gender-Sensitive Budget Analysis: Contemporary Research and Practice*.

Gender Planning for Public Sector Management Programs and Projects

PSM programs and projects categorized as GEN or EGM are required to document the specific gender-mainstreaming strategies and actions incorporated in the program/project design. This will enable the program/project implementation team, including executing agency officials and staff, implementation consultants, and implementing partners, to carry through on the original gender objectives of the program/project, and for their activities to be monitored and eventually evaluated. The main entry points for documenting a program/project gender strategy are (i) the gender action plan (GAP) (for project loans or grants),¹¹ (ii) the design and monitoring framework, and (iii) the policy matrix (for policy-based loans or grants). These requirements for GEN and EGM programs and projects are described further in Box 7.

Gender action plans

For projects categorized as GEN or EGM, a GAP should have been developed during the preparation phase. In some circumstances, policy-based loans and grants may also include GAPs, although this is not a requirement (Box 7).

The GAP identifies gender-related strategies and activities for each output or policy area of the program/project, as well as the mechanisms selected in consultation with local stakeholders to ensure the GAP's implementation. The GAP should discuss the following:

- **Preparation:** Work undertaken during the preparation phase to identify and address gender issues in the program/project;
- **Program/project design:** Special measures included in the project design to address gender impacts, and facilitate and encourage women's involvement or ensure tangible benefits for women, including related targets and indicators (or for a program, the gender-related policy actions for each tranche or subprogram);
- **Implementation:** Mechanisms to ensure that the GAP is implemented in an effective and timely manner, such as the involvement of the ministry for gender equality/women or other government focal points, inclusion of gender specialists on the implementation team, engagement of civil society or other partners, and training/capacity development of other team members and executing agency staff; and
- **Monitoring and evaluation:** Provisions for developing monitoring indicators to track the gender-related impacts of the program/project, collecting sex-disaggregated baseline and monitoring data, involving women in these monitoring activities, and considering gender issues and impacts in progress reports and any midterm or other review of the program/project.

It is recommended to summarize the GAP in a matrix format that shows, for each project output, the gender-related strategies and activities that are needed. The GAP matrix can be further expanded to also include corresponding targets and performance indicators and stakeholders responsible for implementation and monitoring (Table 2). See Appendix 2 for sample GAPs for PSM programs and projects.

¹¹ Gender action plans are not mandatory for program loans. See Box 7.

Box 7 Gender Mainstreaming Categories

Gender Equity Theme (GEN): A program or 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),
- access to economic or financial resources or opportunities (e.g., related to employment opportunities, financial services, land, or markets),
- access to basic rural or urban infrastructure (e.g., rural electrification, rural roads, pro-poor energy distribution, or urban services for the poor), or
- enhancement of their voices and rights (e.g., decision-making processes and structures, political empowerment, or grievance mechanisms);

and (ii) the outcome statement in the project design and monitoring framework (DMF) explicitly mentions gender equality and women's empowerment, and/or the outcome performance indicators include gender indicators.

Effective Gender Mainstreaming (EGM): A program/project is assigned EGM if the outcome is not gender equality or women's empowerment, but is still likely to deliver tangible benefits to women by 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.

The GEN and EGM categories can be applied to virtually all sectors of ADB operations including public sector management contingent upon meeting the requirements outlined below. Sample GEN/EGM projects across a range of sectors are available from the Poverty Reduction, Gender, and Social Development Division and can be provided on request.

Requirements for projects assigned GEN or EGM include the following:

- (i) a gender analysis conducted during project preparation;
- (ii) for GEN, 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 outputs that directly benefit women or girls. The majority^a of outputs should have at least three gender design features or mechanisms;
- (iv) gender targets and performance and monitoring indicators in the DMF;
- (v) inclusion of the GAP in the report and recommendation of the President to the Board (RRP) as a linked document and in the Project Administration Memorandum;
- (vi) 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; and
- (vii) a covenant or a condition in the policy matrix to support implementation of the GAP or gender-design features.

Policy-Based Loans and Grants: For GEN and EGM categories, the policy matrix should include specific policy actions/measures or law reforms that are likely to directly result in narrowing gender gaps; improving access to or delivery of basic services (such as social, or basic rural or urban infrastructure services); improving access to financial or economic resources and opportunities; enhancing voices and rights; 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 (iii) 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.

^a Majority means 50% or more of project components or outputs.
Source: ADB.

Table 2 Suggested Format for Gender Action Plan Matrix for Public Sector Management Project

Output	Gender-Related Strategies/Activities	Targets/Indicators	Stakeholders Responsible
1.			
2.			
3.			
4.			

Design and monitoring frameworks

For all programs/projects, performance indicators in the design and monitoring framework (DMF) should be sex-disaggregated, if possible. For programs/projects categorized as GEN or EGM, gender-specific targets from the GAP should also be included at the outcome and output levels. (For example, these targets could relate to implementation of the GAP, hiring of gender specialists, gender training of executing agency and program/project staff, and women's participation in program/project activities and receipt of benefits.) For GEN programs/projects, gender-specific targets should also be included at the impact level (e.g., relevant national targets related to the MDGs or the national action plan on gender equality).

Policy matrices

In policy-based loans and grants, the policy matrix should include sex-disaggregated data for any policy actions that refer to numbers of beneficiaries assisted, staff hired or trained, small businesses assisted, etc. For programs categorized as GEN or EGM, the policy matrix must also include gender-specific policy actions for at least a majority of policy areas. See Part III for sample policy actions related to specific PSM subsectors.

Single-tranche programs

Programs that are funded through single-tranche loans or grants present some challenges for gender mainstreaming, since the policy actions that are the basis for the program have typically occurred before the approval of the program and release of funds. Hence, there is less opportunity to introduce new gender-related policy measures, or to improve the gender responsiveness of other policy measures. A GAP is not required since the program is releasing funds against activities already completed. However, if the program is part of a cluster or

Gender in the Policy Matrix

Requirements for policy-based loans/grants classified as having a gender equity theme or effective gender mainstreaming:

- A gender action plan is recommended but not required.
- The policy matrix, program design and monitoring framework, and the main text of the report and recommendation of the President must sufficiently demonstrate how the program actions will contribute to gender equality and women's empowerment.

series of subprograms, a GAP may be useful. In any case, a number of steps can still be taken to maximize the positive gender impacts of a single-tranche program, especially where it is part of a program cluster or series:

- When preparing a single-tranche program, the program team should review the current country gender assessment and country gender strategy and consult with the country gender specialist and other local gender experts to identify recent gender-related policy actions taken by the government that are relevant to the program (e.g., enactment of a gender equality law, approval of a new national action plan on gender equality/women, adoption of a gender strategy by the relevant sector ministry, or achievement of relevant targets under MDG 3, the national action plan for gender equality/women, or any gender strategy for the sector). Specific gender policy actions that are relevant to the program should be included in the DMF and policy matrix (discussed below).
- The program team should collect sex-disaggregated data, if available, for all key targets expected to be included in the policy matrix (e.g., number of beneficiaries reached through a social safety net program, number of farmers or small businesses assisted, number of new teachers/health workers/extension workers hired).
- The program team should also ensure that any monitoring system set up to track the impact of the program will collect and report sex-disaggregated data, and that any impact studies of the program will analyze gender-related impacts.

If any future subprograms or related programs are contemplated, the program team should identify possible gender-related policy actions that could be taken and include them in any matrix or discussion of triggers for future programs (Table 3). If possible, gender-related policy actions should be sequenced over the series of subprograms. At a minimum, any future subprograms or related programs should include gender-impact analysis of key policy measures included in the current program. (See Part II for examples of gender-related policy measures in the various PSM subsectors.)

Table 3 Suggested Format for Gender Action Plan Matrix for Public Sector Management Cluster Program

Policy Area	Gender-Related Policy Action (Subprogram 1)	Gender-Related Policy Action (Subprogram 2)	Stakeholders Responsible
1.			
2.			
3.			
4.			

PART II

Gender Issues and Interventions in Public Sector Management Subsectors

This part provides guidance on identifying gender issues in particular public sector management (PSM) subsectors, and developing specific strategies and actions to incorporate in programs and projects in these subsectors. In practice, however, PSM programs and projects often include measures from more than one subsector. The following sections are organized according to the PSM subsectors in ADB's sector classification system:

- economic management and management of public affairs,
- public fiscal management and public expenditure,
- public administration,
- decentralization, and
- law and the judiciary.

Effective gender mainstreaming involves including specific measure or policy actions, and related performance targets or indicators, in the design of the PSM program or project. This ensures that the intended gender-related benefits of the program/project (e.g., narrowing gender disparities, promoting women's or girls' empowerment, or ensuring that men and women can participate equally in the program/project) are realized and that these results can be monitored. (See Box 8 and Appendix 2 for a detailed gender action plan [GAP].)

For programs and projects categorized as having a gender equity theme (GEN) or effective gender mainstreaming (EGM), specific gender features should be included in most of the project outputs, and each of these outputs should have at least three gender features or design mechanisms. Projects categorized as GEN or EGM should include a GAP to summarize these features (see Part I), and related performance targets or indicators should be included in the design and monitoring framework (DMF), policy matrix (for a policy-based loan/grant), and program/project administration memorandum. This will facilitate monitoring of the gender-related measures and will ensure that these measures can be assessed in any post-evaluation. (See Box 8 and detailed project GAP/DMF in Appendix 2.) For policy-based loans/grants, a project GAP is not required. However, if categorized GEN or EGM, they are required to include gender-related policy actions in the program matrix.

Box 8 Philippines: Social Protection Support Project (2010)

CASE STUDY

This project is classified with a gender equity theme and aims to reduce income and non-income poverty in the Philippines through the strengthening and expansion of several social safety programs. The gender action plan (GAP) includes detailed strategies and actions for each of the project outputs, and several gender-specific or sex-disaggregated targets are included in the design and monitoring framework (DMF) at the impact, outcome, and output levels. These include boy/girl school attendance; deliveries by skilled health personnel and at health facilities; percentage of women among cash grant recipients and project management staff; number of project staff trained in gender analysis, prevention of sexual harassment, and sensitivity to indigenous people's concerns; and piloting of participatory gender audits and community-driven GAPs. (See Appendix 2 for the complete project GAP and DMF.)

Source: ADB.

Economic Management

Gender issues

This subsector includes programs and projects supporting (i) national development plans, including poverty reduction strategies and national MDG targets; (ii) economic recovery and countercyclical programs; (iii) strengthening of social safety net programs, including pension reforms; (iv) sector policy reforms; and (v) promotion of trade, private sector investment, and public–private partnerships.

The gender dimensions of poverty reduction strategies are fairly well recognized, since participatory poverty assessments conducted in most developing countries in Asia and the Pacific have documented the different impacts of poverty on men and women, their different coping strategies, the particular vulnerabilities of widows, divorced, or abandoned women and women from marginalized ethnic or caste groups, and therefore the importance of considering gender differences in designing poverty reduction programs. The gender dimensions of the MDGs are also well recognized, since two of the goals—MDGs 3 and 5—specifically address gender equality, women’s empowerment, or women’s health, and since gender-specific strategies are needed to reach most of the other goals.

Economic Management: Gender Issues

- **National development policies** are rarely gender-neutral.
 - **Economic recovery plans** emphasizing infrastructure investments tend to provide more employment for men (in absence of gender-equity targets, etc.).
 - **Social security schemes** generally assist full-time, formal sector workers, who are more likely to be men.
 - **Business reforms** to assist large, formal sector firms may not meet the needs of micro- and small businesses, where women tend to dominate.
 - **Public–private partnerships** need to ensure access to affordable basic services, and equitable business and employment opportunities for both men and women.
-

Other aspects of national development planning are often considered to be gender-neutral, especially areas related to macroeconomic policy and economic development. In fact, most aspects of national development planning are likely to affect men and women—or particular groups of men and women—differently, based on their different work and livelihood patterns, education and skill levels, asset ownership, access to resources, voice in public decision making, and household responsibilities. These gender differences should be considered in developing or reforming national policies, including economic policies, to ensure that women and men benefit equitably from any policy changes and that policy reforms do not inadvertently reinforce existing gender biases. For example:

- Economic recovery programs that emphasize infrastructure investments are more likely to provide construction employment for men, although sectors employing women may also have been affected by the economic slowdown. Programs that provide retraining and employment opportunities for both women and men, and that strengthen social safety net programs, are more likely to produce gender-equitable impacts and to address the additional burdens that economic crises impose on caregivers, who are usually women.

- Women are less likely to benefit from pension schemes, unemployment insurance, and other social security programs because they are less likely to hold formal sector jobs, and those who do work in the formal sector usually accumulate fewer years of service due to child-rearing responsibilities. Pension and other social security reforms provide opportunities to address existing gender biases in these programs.
- Trade policies tend to benefit larger manufacturers, agribusinesses, and service providers, and may inadvertently undermine the livelihoods of artisans, small manufacturers, smallholder farmers, and petty traders, including large numbers of women. Export manufacturing has increased employment opportunities for women, but most jobs tend to be low-skilled and insecure. Gender-aware trade policy reform has the potential to expand the benefits of trade to smaller producers and workers, including large numbers of women.
- Business reforms also tend to respond to the needs of larger, formal sector firms, which may not coincide with the needs of micro- and small businesses, especially informal businesses where women tend to predominate. However, efforts to streamline government registration and approval processes (e.g., “one-stop shop” initiatives) can assist small businesses, including businesses owned by women, if designed with their concerns in mind.
- Policies promoting public–private partnerships need to ensure continued access to affordable basic services and equitable business and employment opportunities for both women and men. (See Box 9 and the detailed project GAP in Appendix 2.)

Gender issues related to specific sector policies are discussed further in Part III.

Box 9 Pakistan: Sindh Growth and Rural Revitalization Program, Subprogram 2 (2010)

CASE STUDY

This subprogram aims to promote inclusive and balanced growth in the Sindh Province of Pakistan through greater private sector participation in the economy, improved public expenditure management, investment in rural infrastructure and services, and crosscutting reforms to promote gender equity. The gender action plan (GAP) for the program builds on several actions taken under the Gender Reform Action Program approved by the Government of Sindh in 2004, and key gender-related policy actions are included under each core policy area in the policy matrix: (i) inclusion of gender equity provisions as well as the Equator Principles in the new public–private partnership policy, guidelines, and selection criteria; (ii) representation of the Women and Development Department in the Provincial Development Working Party; (iii) requirement to include sex-disaggregated data on the development project template of the Pakistan Planning Commission; and (iv) inclusion of a gender filter in the new land record system. The establishment of minimum service standards for primary health care providers and third-party evaluations of health provider performance could also benefit women if the measures are implemented in a gender-inclusive manner. (See Appendix 2 for the complete project GAP.)

Source: ADB. 2010. Pakistan: Sindh Growth and Rural Revitalization Program, Subprogram 2.

Due diligence questions – Economic Management

In preparing a PSM program or project involving economic management issues, the program/project team should collect data related to the following questions:

- How are women and men differently situated in the economy, in terms of their employment/livelihoods, business ownership/management, asset ownership, and access to resources (e.g., credit, extension or business services, other inputs)? What further differences exist based on caste or ethnicity, region, or other factors?
- What are the relative contributions of women and men to unpaid household work, including subsistence farming and gardening and caregiving?
- How are women and men represented in staff and management positions in the relevant ministries and government offices, or in national and local business associations?
- What roles do the national ministry for gender equality/women, gender focal points in other ministries, women parliamentarians, and/or women’s nongovernment organizations (NGOs) play in national planning and economic management processes?
- How have women and men been differently affected by recent economic trends or events, such as trade liberalization, privatization, or economic crises? Consider the situation of women and men as business owners, employees, consumers, caregivers, and citizens.
- What are the possible impacts—positive and negative—on women and men of the policy reforms in the program/project?
- What opportunities exist in the program/project to reduce gender disparities and improve women’s voice and participation in economic management?

Gender strategies and actions – Economic Management

In designing a PSM program or project with economic management components, consider incorporating some of the following design elements (see Box 10 for sample policy actions to include in the DMF and/or policy matrix):

- ✓ Collect sex-disaggregated baseline data on women’s and men’s employment status, business ownership, asset ownership, access to productive resources, and other relevant factors. Disaggregate the data further based on caste or ethnicity, region, or other relevant factors.
- ✓ Consult with stakeholders representing both women’s and men’s interests about the proposed policy changes, including the ministry for gender equality/women, women business owners, and women’s NGOs.
- ✓ Use gender-sensitive poverty and social impact analysis or regulatory impact assessment tools to assess the possible impacts of the proposed policy changes on women and men (Part I).
- ✓ Modify proposed policy reforms, if needed, to ensure equitable treatment of women and men, and benefits for small and informal businesses.
- ✓ Include the ministry for gender equality/women, gender focal points from relevant line ministries, and/or representatives of women’s business associations in any steering committee overseeing the proposed policy changes.

Economic Management: Gender Strategies and Actions

- ✓ Update the national action plan on gender equality.
 - ✓ Include gender employment targets in public infrastructure investment programs.
 - ✓ Review social security programs, including gender differences in eligibility or benefits, and recommend changes to achieve gender parity.
 - ✓ Establish retraining program for retrenched workers, with male/female targets matching the pattern of recent job losses.
 - ✓ Consider “ring-fencing” social expenditures in economic recovery programs.
 - ✓ Include women’s business associations in the national business advisory council.
 - ✓ Include measures in a new public–private partnership strategy to ensure equitable access to affordable basic services and equal employment opportunities for women and men.
-

- ✓ Consider “ring-fencing” social expenditures in economic recovery programs.
- ✓ Include targets to ensure equitable female participation in any training, scholarships, loans, grants, technical assistance, or other benefits supported by the program/project.
- ✓ Provide for monitoring of gender impacts of the program/project through appropriate targets and indicators in the DMF, policy matrix (if applicable), and program/project administration memorandum.
- ✓ Provide for a gender impact assessment of future policy reforms in the sector.

Box 10 Gender-Related Policy Actions in Economic Management Programs

Possible gender-related actions in the policy matrix for an economic management program:

- Ministry for [Gender Equality/Women] to propose, and the government to adopt, a new National Action Plan on [Gender Equality/Women] by [date], with a related budget allocation included in the national budget for [year].
- Ministry of [Social Welfare] to review existing social security programs, including any gender differences in eligibility or benefits, and to make recommendations to ensure equitable treatment of women and men.
- Government to undertake a study of existing social safety net programs, including participation of [the Ministry for Gender Equality/Women, national gender experts, and women’s organizations], and including gender analysis of expenditures and benefit incidence, by [date].
- Government to establish a retraining program for retrenched workers by [date], and to ensure that (i) the program is designed to enable women’s participation and (ii) the participation of women is at least equal to their representation in the retrenched workforce.
- Ministry of Trade to establish a trade facilitation program for small businesses, ensuring that at least [50%] of participating small businesses are owned or managed by women.
- Ministry of Industry to establish a business advisory forum, including representatives of women’s business associations, and to establish a subcommittee for businesses owned or managed by women.
- Government to establish a public–private partnership strategy, including measures to ensure equitable access to affordable basic services, equal employment opportunities for women and men, and policies against sexual harassment.

See Box 11 for sample projects with gender designs in ADB-supported programs/projects.

Box 11 Gender Mainstreaming in Economic Management Programs and Projects

Indonesia: Poverty Reduction and Millennium Development Goals Acceleration Program (2007)

CASE STUDIES

This program aimed to accelerate Indonesia's progress toward achieving the Millennium Development Goals. The program, categorized as having a gender equity theme, supported a number of education, health, and cross-sectoral reforms. The design and monitoring framework (DMF) included several gender-specific and sex-disaggregated targets at the impact, outcome, and output levels (e.g., girl/boy enrollment ratio, female illiteracy rate, HIV prevalence among pregnant women, collection of at least four sex-disaggregated indicators on health and education by at least 30% of districts, at least 40% female representation on school boards in 100 surveyed schools, and at least 30 midwives per 100,000 population in all provinces). The policy matrix included a cross-sectoral policy objective to achieve gender equity in access to health and education services through several specific policy actions (e.g., an evaluation of gender mainstreaming in nine sectors, issuance of a new national action plan on gender equality and a ministerial decree on gender mainstreaming, and inclusion of sex-disaggregated indicators in the medium-term development plans for three ministries). The policy matrix also included a number of specific gender-related actions in the education and health sectors (e.g., reporting of sex-disaggregated data, issuance of guidelines requiring at least 40% female representation on district education boards and school committees, an independent survey of mothers and fathers on their satisfaction with basic education services, approval of a national policy on reproductive health, and approval of incentives for doctors and midwives to work in remote areas).

Pakistan: Accelerating Economic Transformation Program, Subprogram 2 (2009)

This subprogram was part of a program cluster to assist Pakistan in recovering from the global economic and financial crisis, including sharp hikes in food and fuel prices in 2008 that disproportionately hurt poor households. The first subprogram approved in 2008 had included the establishment of the Benazir Income Support Programme (BISP), a new cash transfer program targeting poor households. Under this second subprogram, \$150 million was directed to the BISP, whose primary recipients are female heads or adult females of poor eligible households, to smooth the impact of the food and fuel crises. Actions were taken to help women obtain computerized national identification cards (CNICs) issued by the National Database Registration Authority (NADRA) as a precondition to receive BISP benefits. The DMF included targets for expanding BISP coverage to at least 5 million families (with women as primary recipients) and increasing the number of identity cards issued to women. The BISP triggered NADRA to accelerate issuance of CNICs to adult females, resulting in over 9 million adult women obtaining their CNICs by June 2010. By the end of 2011, 4.6 million adult females had received cash payments, and 7 million poor households are targeted to be covered nationwide. To assist women recipients, BISP established a Special Initiatives Wing to develop and implement three graduation programs (micro lending, vocational training, and health insurance).

Kyrgyz Republic: Emergency Assistance for Recovery and Reconstruction (EARR, 2010)

The significant political disturbance and community violence of June 2010 resulted in many deaths and injuries, substantial property damage and losses, and internal displacement. The EARR aimed to assist the government to maintain essential public expenditures and rebuild critical social and public infrastructure assets in areas affected by the community violence. Assistance was provided in three areas: (i) uninterrupted service delivery by health and education institutions managed by the central and local governments, (ii) continued provision of social safety nets to vulnerable groups, and (iii) maintenance of roads and urban services. The program was categorized as effective gender mainstreaming with the following gender-related performance targets in the DMF: (i) teachers' salaries (85% women) maintained and paid monthly; (ii) health expenditures for maternal and reproductive health to be maintained to at least the same as 2008; (iii) the number of social assistance program beneficiaries to be not lower than April 2010 levels, including (a) unified monthly benefits maintained for 351,000 recipients (53% women) and (b) monthly social benefits retained for 63,818 recipients (51% women); (iv) compensation for 52,009 recipients (including their families); and (v) sex-disaggregated data on beneficiaries of monthly benefits and monthly social benefits collected for 2010.

Fiscal Management

Gender issues

Fiscal Management: Gender Issues

- **Public resource allocations** are rarely gender-neutral
 - Budgets and resources are required to **fund national gender equality initiatives** (e.g., national gender action plans; Millennium Development Goals 3 and 5)
 - Different forms of **taxation and user fees** can affect women and men differently (e.g., Viet Nam value-added tax, school fees)
 - **Income transfers** can affect women and men differently (e.g., transfers to formal sector workers and “heads of household”)
 - Research indicates that **poor women and men can be more vulnerable to demands for informal payments** from public service providers and other government officials/staff
-

Government budgeting, revenue raising, and expenditures are often considered gender-neutral. In fact, the funding and allocation of public resources have definite gender implications which have prompted the launch of gender-responsive budget initiatives in several countries in Asia and the Pacific (Part III). These initiatives fit especially well with recent efforts to introduce results-based, performance-based budgeting, and to improve transparency and citizen participation in the national and local budget processes. Some related issues include the following:

- Budgets and resources are needed to fund national gender equality initiatives, such as the national action plan on gender equality/women, and national targets under MDGs 3 and 5 (Box 12).
- Gender-responsive budget analysis is needed to ensure that the allocation of public resources is aligned with other national development goals, and that the allocation of expenditures is equitable to both women and men.

Box 12 Indonesia: Poverty Reduction and Millennium Development Goals Acceleration Program (2007)

CASE STUDY

This program aimed to accelerate Indonesia’s progress toward achieving the Millennium Development Goals (MDGs) in education, health, gender equality, and poverty reduction. The program, categorized as having a gender equity theme, supported a number of education, health, and cross-sectoral reforms (see Box 11). The policy matrix included measures to increase and better target expenditures to achieve the education and health related MDGs, including MDG 3. These include specific budget increases for the education and health sectors, technical guidelines to improve resource allocation to poor districts, development of minimum service standards for education and health and to better target poor households for basic services (such as obstetric delivery services), and approval of incentives for doctors and midwives to work in remote areas.

- Income transfers, such as social security payments and conditional cash transfers, can affect women and men differently depending on how they are structured, and therefore should also be subject to gender analysis.
- Different forms of taxation and other revenue-raising strategies, such as user fees or value-added tax (VAT), also can affect women and men differently, and therefore need to be analyzed from a gender perspective (see Box 13).
- Research indicates that women, especially poor women, are especially vulnerable to demands for informal payments from public service providers and other government officials. Anticorruption strategies should therefore take women's particular concerns and experience into account.

Box 13 Viet Nam: Impact of Value-Added Tax on Women's Enterprises (2003)

CASE STUDY

A study was undertaken on the impact of the value-added tax (VAT) on male- and female-owned businesses in Viet Nam. The study considered the application of the VAT to inputs of labor, capital, and materials, as well as the availability of VAT exemptions to women's and men's businesses. The researchers concluded that the Vietnamese VAT places a relatively higher burden on female-owned businesses for several reasons: (i) because female-operated businesses rely less on unpaid household labor, female entrepreneurs pay a relatively higher proportion of their total earnings as tax; (ii) female entrepreneurs tend to pay higher rates for business loans, so they are likely to pay higher VAT on their cost of capital; (iii) female-owned businesses are more likely to be in the trade sector, where VAT rates are higher (10% generally and 20% for food and beverage sales, compared with 5% for the production sector where male entrepreneurs predominate); and (iv) VAT exemptions can only be claimed by registered businesses, but the registration rate for female-operated businesses is lower than for male-operated businesses.

Source: Irene Van Staveren and A. Haroon Akram-Lodhi. 2003. A Gender Analysis of the Impact of Indirect Taxes on Small and Medium Enterprises in Vietnam. Draft paper.

Due diligence questions – Fiscal Management

In preparing a PSM program or project involving fiscal management issues, the program/project team should collect data related to the following questions:

- What are the gender commitments in relevant national policies (e.g., the national development plan, poverty reduction strategy, national MDG targets, national action plan on gender equality/women, or relevant sector strategy)? What are the approximate costs of implementing these gender commitments, and are they reflected in the existing national or sector expenditure framework or budget?
- What is the current allocation of expenditures under the relevant national or sector budget, and is it consistent with the government's related gender commitments?
- What is the role of the ministry for gender equality/women, women parliamentarians, and women's NGOs in the national budget process?
- Are there any key "gender champions" in PSM counterpart agencies such as finance, planning, and economic management?

- Have gender-responsive budget analysis tools been used by government officials or others, and, if so, what were the main lessons learned?
- What are the possible impacts—positive and negative—of the likely fiscal management reforms on women and men (e.g., introduction of medium-term expenditure frameworks, budget process changes, budget cuts, tax reforms)?
- How are women and men differently affected by demands for informal payments or other types of corruption?
- What opportunities exist in the proposed program/project to reduce gender disparities and improve women’s voice and participation in fiscal management?

Gender strategies and actions – Fiscal Management

Fiscal Management: Gender Strategies and Actions

- ✓ Increase national budget allocation to gender equality/women’s ministry affairs.
 - ✓ Require gender analysis in public expenditure review, medium-term expenditure frameworks, and budget.
 - ✓ Include gender in impact analysis of proposed revenue-raising reforms (e.g., value-added tax, user charges).
 - ✓ Increase budget allocation for safety net programs targeting poor households and collect/analyze sex-disaggregated data on benefits received.
 - ✓ Establish unit in national anticorruption office to investigate and address corruption abuses against women (e.g., by health personnel).
-

In designing a PSM program or project with fiscal management components, consider incorporating some of the following design elements (see Box 15 for sample policy actions to include in the DMF and/or policy matrix):

- ✓ Collect sex-disaggregated baseline data on the benefit incidence of the relevant development or sector policies (or tax incidence, if relevant), and the allocation of public expenditures under the development or sector policy.
- ✓ Consult with stakeholders representing both women’s and men’s interests on the proposed fiscal management reforms, including the ministry for gender equality/women, women business owners, and women’s NGOs.
- ✓ Consider support for introducing gender-responsive budget initiatives (Box 14).
- ✓ Introduce and/or apply gender-responsive budget tools to assess the possible impacts of the proposed budget, revenue, or expenditure changes on women and men (Part I).
- ✓ Modify the proposed fiscal management reforms, if needed, to ensure equitable treatment of women and men, and benefits for small and informal businesses.
- ✓ Include the ministry for gender equality, gender focal points from relevant line ministries, and/or representatives of women’s business associations in any steering committee overseeing the proposed fiscal management reforms.
- ✓ Support collaboration between the ministry for gender equality/women and key PSM agencies such as finance, planning, and economic management.

Box 14 Bangladesh: Public Expenditure Support Facility Program (2009)**CASE STUDY**

The program is intended to enhance pro-poor and gender-inclusive growth and to improve living standards of vulnerable populations. The program, classified with a gender equity theme, includes policy actions in three areas: (i) providing effective service delivery, including scaling up of social safety net programs; (ii) improving the investment climate; and (iii) strengthening public financial management. The policy matrix includes policy measures related to gender budgeting—finalizing gender budget guidelines and preparing a gender budget report for 4 ministries (Tranche 1 condition) and implementing the gender budget guidelines in at least 20 ministries (Tranche 2 condition). By 2011, 33 ministries had formulated budgets that disaggregated expenditures. About 29.7% of the entire budget consolidated across 33 ministries in 2010 was allocated for gender-related expenditures, of which 18.3% was for expenditures targeting women directly.

- ✓ Provide for gender training and capacity development of sector ministry staff in relevant gender-responsive budget tools.
- ✓ Develop an appropriate outreach and communication strategy to inform both female and male stakeholders about the fiscal management changes.
- ✓ Provide for monitoring of gender impacts of the program/project through appropriate targets and indicators in the DMF, policy matrix (if applicable), and program/project administration memorandum.
- ✓ Provide for the use of gender-responsive budget analysis in future expenditure reviews or budget exercises.

Box 15 Potential Gender-Related Policy Actions in Fiscal Management Programs

Government to increase the budget allocation to the Ministry for [Gender Equality/Women] to [amount] beginning in fiscal [year].

- ❑ Government [or relevant sector ministry] to introduce gender analysis in the public expenditure review, medium-term expenditure framework, and annual budget processes beginning in fiscal [year], and to publish annual gender budget statements beginning in fiscal [year].
- ❑ Government to implement the gender budgeting guidelines in line ministries that have adopted the medium-term budgetary framework to ensure greater transparency and accountability of the share of expenditure supporting gender equality and women's empowerment.
- ❑ Ministry of Finance to analyze the poverty and social impact of the proposed value-added tax [or other tax reform], including any differential gender impact, and to propose modifications to mitigate any negative impact on poor women and men, by [date].
- ❑ Government to increase the budget allocation for [specify social safety net programs] by [amount] beginning in fiscal [year], and to ensure that the [implementing ministry or agency] collects and reports sex-disaggregated data on the benefits received.
- ❑ Government to establish a task force on fiscal reform, including representation from [the Ministry for Gender Equality/Women].
- ❑ Government to establish an Anticorruption Office by [date], including a unit to investigate and address corruption abuses against women (e.g., demands for informal payment from health personnel).

Public Administration

Gender issues

The delivery of basic services such as education, health care, and water and sanitation has well-recognized gender implications, since narrowing gender disparities in education and improving maternal health are international and national priorities, and since women generally take responsibility for their household's education, health, and water needs. Delivery of other public services is often viewed as gender-neutral. However, women's and men's different economic activities, household responsibilities, mobility, and personal security concerns suggest that they are likely to have different needs related to energy, public transportation, public market facilities, police protection, and other services.

Public Administration: Gender Issues

- Delivery mechanisms for public services need to be “gender-smart” to be effective.
 - Gender disparities persist in the civil service, especially at higher levels. Rightsizing initiatives can undermine gender equity gains.
 - E-governance initiatives need to consider gender differences in basic literacy and internet/mobile access.
 - Public accountability measures (e.g., citizen report cards) need to be designed and implemented with sensitivity to women's and men's different time, mobility, and other constraints.
-

Public administration is also often viewed as a gender-neutral topic. However, lack of attention to gender in this area can reinforce existing gender imbalances in the public sector workforce, public decision making, and the provision of public services. On the other hand, thoughtful attention to gender issues in public administration can promote gender equality in the public service and improve the quality and responsiveness of public services to the population as a whole, and poor citizens in particular. For example:

- Efforts to introduce more results-based management practices in the public sector, including business process reengineering, have the potential to improve the quality of public services and the accountability of public servants to all citizens. However, they could inadvertently exacerbate gender inequalities if public services were reduced or streamlined without adequate attention to the possible negative impact on women as primary caregivers in most households.
- Women are still grossly underrepresented in decision making and senior staff positions in most public administrations in the Asia and Pacific region, often due to explicit or implicit bias in hiring, training, and promotion practices. New civil service reform measures need to include affirmative measures to preserve recent gains and to further improve the gender balance in the public sector.

- E-governance initiatives have the potential to improve both women’s and men’s access to public information and services, but need to consider differences in basic literacy, computer and “smartphone” literacy, and access to the internet or mobile phone networks, especially among women and men in poor urban and rural communities.
- Public accountability measures, such as the use of citizen report cards, also hold promise to improve the quality of public services and the responsiveness of government officials, but need to be designed and implemented with sensitivity to women’s and men’s different time, mobility, and other constraints.

Due diligence questions – Public Administration

In preparing a PSM program or project involving public administration issues, the program/project team should collect data related to the following questions:

- What is the representation of women and men in the public sector, by ministry and level, and also including contract staff? What gender differences exist in pay, benefits, work hours, training, leave, and work travel arrangements? Are childcare facilities or subsidies provided for civil servants?
- To what extent are the roles, policies, and programs of the national public service agency and civil service unions, especially with respect to creation of civil service posts, recruitment, promotion, career development, and retirement gender-responsive?
- What explicit or implicit biases, if any, exist in public sector hiring, training, and promotion practices (e.g., educational qualifications, prior work experience, travel commitments)?
- What is the role of the ministry for gender equality/women, and gender focal points in the relevant ministries, in any business process reengineering, downsizing, or other civil service reform initiatives?
- Have gender-responsive impact analysis tools been used for any proposed civil service reform (e.g., the World Bank’s Downsizing Options Simulation Exercise¹² or a gender-aware organizational assessment)?
- What are the possible impacts—positive and negative—of the likely public administration reforms on women and men (e.g., introduction of business process reengineering, layoffs or hiring freezes, changes in hiring or promotion practices, reductions or other changes in compensation/benefits, e-governance initiatives, or new accountability mechanisms such as citizen report cards)?
- What opportunities exist in the proposed program/project to reduce gender disparities or improve women’s representation, voice, and participation in the civil service or in the delivery of public services?

¹² Martin Rama and Alberto Chong. Downsizing Options Simulation Exercise (Excel Application) <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/0,,contentMDK:20253891~isCURL:Y~menuPK:489433~pagePK:148956~piPK:216618~theSitePK:336868,00.html>

Gender strategies and actions – Public Administration

Public Administration: Gender Strategies and Actions

- ✓ Establish gender focal points in each ministry/office with clear mandates and resources.
 - ✓ In business process reengineering teams, include equal numbers of women and men.
 - ✓ Develop a new human resources strategy to reduce gender bias/gaps in hiring, compensation, training, and promotion, and to prohibit sexual harassment.
 - ✓ Increase number or percentage of female civil servants, especially at higher levels.
 - ✓ Ensure that civil service reform does not reduce the percentage of female civil servants (based on an appropriate base year).
 - ✓ Ensure gender equity in the ratio of government staff attending training activities.
 - ✓ Improve monitoring systems for public services to collect and analyze sex-disaggregated data.
-

In designing a PSM program or project with public administration components, consider incorporating some of the following design elements (see Box 16 for sample policy actions to include in the DMF and/or policy matrix):

- ✓ Collect sex-disaggregated baseline data on public sector officials, staff, and contract workers by ministry and level. Disaggregate the data further based on caste/ethnicity or other relevant factors.
- ✓ Consult with stakeholders representing both women's and men's interests on the proposed public administration changes, including the public service commission, civil service unions, ministry for gender equality/women, gender focal points in other relevant ministries, women parliamentarians, and women's NGOs.
- ✓ Introduce and/or apply gender-responsive impact analysis tools to assess the possible impacts of the proposed reform changes on women and men (Part I).
- ✓ Modify the proposed public administration reforms, as needed, to ensure equitable treatment of women and men, and to maximize women's participation (e.g., in e-governance and public accountability initiatives).
- ✓ Include the ministry for gender equality/women and gender focal points from relevant line ministries in any steering committee overseeing the proposed public administration reforms.
- ✓ Closely involve and obtain the "buy-in" from the public service commission for gender initiatives.
- ✓ Assess impact of any proposed recruitment freeze or rightsizing on women.
- ✓ Consider policy actions for achieving gender balance in the civil service, including proposed affirmative action policies.
- ✓ Consider introduction of affirmative action initiatives to increase the numbers of women at higher levels of the civil service.
- ✓ Include actions to reduce gender gaps in recruitment and promotion of civil servants, including introduction of sexual harassment policy and guidelines.
- ✓ Include gender modules in civil service training institutes and programs.

- ✓ Make provision for special coaching for women undertaking civil service exams.
- ✓ Consider setting targets or quotas for female enrollment in civil service training.
- ✓ Develop an appropriate outreach and communication strategy to inform both female and male stakeholders about the public administration reforms.
- ✓ Include targets to ensure equitable female participation in any hiring, training, scholarships, technical assistance, or other benefits supported by the program/project.
- ✓ Provide for monitoring of gender impacts of the program/project through appropriate targets and indicators in the design and monitoring framework, policy matrix (if applicable), and program/project administration memorandum.
- ✓ Provide for the use of gender-responsive impact analysis in future public administration reviews or reforms.

Box 16 Gender-Related Policy Actions in Public Administration Programs

Sample gender-related actions for inclusion in the public administration program policy matrix:

- Government to establish [gender units/gender focal points] in each sector ministry, with terms of reference developed in consultation with the Ministry for [Gender Equality/Women].
- Government [or the relevant sector ministry] to ensure that business process reengineering teams include equal numbers of male and female staff, and that any proposed business process changes will not have a negative impact on poor households, especially households headed by females.
- Government [or the relevant sector ministry] to develop a human resources strategy, including measures to eliminate gender discrimination in hiring, compensation, training, and promotion, and to prohibit sexual harassment in the civil service.
- Government to develop and adopt sexual harassment policy/guidelines for the civil service.
- Government [or the relevant sector ministry] to increase the percentage of female civil servants at levels __ and above to at least __% by [date].
- Government to ensure that the civil service reform process does not reduce the percentage of female civil servants below the level in [year], and that it enables ministries and offices to meet their targets for improving the gender balance at level __ and above.
- [Relevant sector ministry] to increase the number of female [primary/secondary school teachers, medical doctors, midwives, extension workers, etc.] to [number] by [date].
- Government [or the relevant sector ministry] to ensure that the percentage of female staff participating in training activities under the program is at least equal to the percentage of female staff in the work units eligible for training.
- Government [or relevant sector ministry] to ensure the program monitoring system includes relevant gender-related indicators and collection of sex-disaggregated data.

See Box 17 for sample ADB projects/programs with gender-specific design addressing public administration.

Box 17 Gender Mainstreaming in Public Administration Programs

Nepal: Governance Reform Program (2001)

CASE STUDIES

This program aimed to establish a civil service in Nepal that was more results- and people-oriented and gender-responsive. The program included policy actions to (i) develop internal capacity to undertake governance reform, (ii) improve civil service efficiency, (iii) improve civil service governance and reduce corruption, (iv) improve civil servants' competence and motivation, and (v) improve performance in key ministries. The gender action plan (GAP) for the program documented the extremely low representation of women in Nepal's civil service, the social and other constraints to women's recruitment and promotion, and the gender challenges posed by the proposed hiring freeze and rightsizing. The policy matrix therefore included several policy actions to improve the gender balance in the civil service and mitigate any negative effects of other reforms. These included establishing focal points for mainstreaming women's participation in key ministries; preparing a gender-sensitive reform plan; publishing annual reports on the reform process including information on women; approving an affirmative action policy and program to increase women's representation in the civil service, including at senior levels; requiring that any rightsizing actions narrow the gender gap in the civil service; and providing that new procedures for recruitment, promotion, and handling of grievances would be gender-sensitive. The affirmative action plan included the funding and organizing of coaching classes for women to prepare for the civil service entry exam, the introduction of appropriate nonmonetary benefits and procedures to address women's concerns, and a directive to include women in staff development training activities.

Pakistan: Punjab Millennium Development Goal Program (2008–2010)

This program, consisting of three subprograms, aims to improve access, quality, and equity in the provision of health services in the Punjab Province of Pakistan, particularly in relation to Millennium Development Goals 4 and 5 (related to maternal and child health). The program, which is classified with a gender equity theme, includes policy actions to (i) improve the availability and quality of primary and secondary health services, (ii) strengthen the management of health service delivery, and (iii) establish sustainable pro-poor health financing arrangements. While the overall program is intended to improve maternal, neonatal, and child health (MNCH), several policy actions with explicit gender benefits include developing and implementing detailed minimum service delivery standards for MNCH; ensuring that each basic health unit has at least a female medical officer, lady health visitor, or midwife; upgrading all nursing and paramedic schools; providing training to all MNCH workers; consolidating a medium-term financing plan and establishing a grant mechanism for MNCH services; and establishing a pro-poor health financing system, especially for pregnant women and children. The GAP for the program also provides for a gender assessment of information and behavior change campaigns, surveys on male and female health-seeking behavior and attitudes of health workers, gender-sensitivity orientation in in-service training for MNCH workers, a plan for recruitment and retention of female health workers as well as their protection in rural areas, and recruitment of a gender specialist and establishment of a gender focal point committee to ensure implementation of the GAP.

Decentralization

Gender issues

Decentralization: Gender Issues

- Local planning, budgets, revenue raising, and expenditures are rarely gender-neutral.
 - Quotas or reservations may be needed to promote women's participation in local decision making, i.e., in local councils, etc.
 - Local administrators often have little experience in identifying or addressing gender concerns in their work.
 - Local norms, authorities, and practices may be gender-biased (e.g., norms or practices related to marriage, inheritance, land ownership, and dispute resolution).
-

The decentralization of governance functions to lower administrative levels is an ongoing process in many of ADB's developing member countries. This devolution of authority and responsibility is expected to improve the responsiveness of government to local needs and priorities. From a gender perspective, decentralization also holds the promise of more locally appropriate public service delivery and increased opportunities for women to participate in government planning, budgeting, and oversight. However, the same explicit and implicit gender biases that can infiltrate national planning, budgeting, and administration can also operate at the local level. In some contexts, local gender norms and traditional authorities may inhibit women's access to public services and participation in public decision making even more than at the national level. Decentralization processes therefore are rarely gender-neutral. Locally informed gender analysis, strategies, and capacity development are needed to ensure that local government institutions are responsive to both women's and men's needs, and that women and men have equal opportunities to participate in local decision making (Box 18).

Box 18 Gender-Responsive Decentralized Governance in Asia (2008)

CASE STUDY

This regional technical assistance (RETA) aimed to improve the gender responsiveness of local governments in Cambodia, Indonesia, and Nepal through participatory research, capacity development, and pilot activities at the district level, in partnership with national research institutes and women's organizations. The project's situation analysis found that there are many policies, laws, and regulations to address gender equality, but implementation at the subnational level is often hampered by low capacity and low resources, and the pursuit of gender equality is often not fully integrated with processes of decentralization. Gender-responsive budgeting initiatives were piloted at the district level, with a specific sector focus in each country (agricultural roads in Nepal, education in Cambodia, housing in Indonesia). This built the capacity of local stakeholders to analyze district budgets through a gender lens, and enhanced women's awareness and participation in budget planning and decision-making processes. For example, training was provided in Nepal to 429 executive members of village citizen forums and ward citizen forums (210 women and 219 men) and to 1,134 ordinary members (594 women and 540 men). Advocacy training was also provided to 113 participants from 46 community-based and nongovernment organizations in Chitwan (90 women and 23 men). The RETA generated strong ownership of government officials and other key development partners through the establishment of national technical advisory groups to steer project implementation and guide reporting on lessons learned.

- Local administrators often have little experience in identifying and addressing gender concerns in their work and typically need capacity development in this area, among others. The introduction of gender specialists and gender focal points at the provincial and district level can significantly strengthen local gender mainstreaming capacity.
- Where women have not traditionally participated in local decision making, quotas or reservations have been useful mechanisms for increasing women's participation in locally elected councils (Box 22). Mechanisms to solicit input from informal women's groups or women's organizations in local planning and oversight have also been useful (Box 18).
- In many countries in the region, local norms and practices related to marriage, inheritance, land ownership and transfers, and dispute resolution are gender-biased, often in conflict with national laws and policies related to gender equality. Decentralization processes provide opportunities to address many of these biases (e.g., by introducing birth and marriage registration systems, individual identity cards, joint land titles, and more gender-equitable dispute resolution systems). (See Box 11 – Pakistan, Box 20, and Box 24 – Nepal.)
- As at the national level, local government budgeting, revenue raising, and expenditures have gender implications, and therefore gender-responsive budgeting tools can be extremely helpful at the local level (see Box 19 and Box 22 – Indonesia).

Box 19 Pakistan: Devolution Support Program (2002)

CASE STUDY

This program, which was supported by a cluster of Asian Development Bank loans, aimed to improve the representation, accountability, and efficiency of local government to deliver basic services. It also included a number of measures to mainstream gender equality principles and practices at the federal, provincial, and local levels. In particular, a condition for release of the second program tranche was cabinet approval and implementation of gender reform action plans (GRAPs) at the federal and provincial levels. Eventually, the federal government and all but one state government adopted their own GRAPs. The GRAPs, initially developed with technical assistance support from the Asian Development Bank, include actions and related costings in four areas: (i) improved representation and participation of women in political and administrative structures; (ii) a policy shift from social welfare to social development, and from women's development to gender equality; (iii) restructuring of government institutions and procedures to better address gender and social development issues; and (iv) changes in planning and budgetary processes to narrow the gender gaps in public expenditures and service delivery. The GRAPs have provided a basis for further policy actions, for example, in setting up gender mainstreaming cells in government departments and introducing new programs to assist poor women.

Due diligence questions – Decentralization

In preparing a PSM program or project involving decentralization issues, the program/project team should collect data related to the following questions:

- What is the representation of women and men in local government offices (by sector and level), local elected councils, local courts or other tribunals, local user groups, and other local bodies?
- Are there reservation quotas for elected women in local governance structures?
- Are there gender specialists or gender focal points in local government offices, and, if so, where are they located and what are their responsibilities and budgets?
- What is the current allocation of expenditures by local governments for tackling gender disparities, and is it consistent with the national government’s gender commitments? Are mechanisms in place to “safeguard” budget allocations directly supporting women?
- What share of local expenditures is controlled by local governments?
- Have gender-responsive budget analysis tools been used at the local government level, and, if so, what were the main lessons learned?
- What are the possible impacts—positive and negative—of the likely decentralization reforms on women and men (e.g., related to results-based management, local development planning and budgeting, or local government staffing and training)?
- What opportunities exist in the proposed program/project to reduce gender disparities and improve women’s voice and participation at the local level?

Box 20 Cambodia: Commune Council Development Project 2 (2006)

CASE STUDY

This project supports the formation and strengthening of new institutions of elected local government and local administration. The project outputs include (i) support for commune council facilities, (ii) further development of a new civil registration system, and (iii) capacity development. The project gender action plan (GAP) identifies gender-related strategies and actions for each of the main project outputs, including measures to ensure women’s participation in planning of commune council facilities; construction of separate toilets for men and women and working spaces for women councilors and women/child focal points in the commune council facilities; employment opportunities for women in the civil registration system; and engagement of a gender specialist and nongovernment organization partner to provide gender training and capacity support to provincial, district, and commune officials and project staff, and ensure that all GAP activities are effectively implemented and monitored. The design and monitoring framework includes targets on gender and skills training of male and female councilors and women/child focal points, and a media campaign to encourage women’s participation in local governance.

Gender strategies and actions – Decentralization

In designing a PSM program or project supporting local governance, consider incorporating some of the following design elements (Box 21 for sample policy actions to include in the DMF and/or policy matrix):

Decentralization: Gender Strategies and Actions

- ✓ Consider amendment of local governance law to include minimum number or percentage of women on local governing councils.
- ✓ Ensure that gender units in provincial and district planning office have clear mandates and resources.
- ✓ Require provincial and district government annual plans to include gender action plans.
- ✓ Require provincial and district governments to conduct gender budget analysis and prepare annual gender budget statements.
- ✓ Establish human resources strategy for local government to reduce gender bias/gaps in hiring, compensation, training, and promotion, and to prohibit sexual harassment.
- ✓ Budget for gender training program for local government officials (including gender sensitization and gender-responsive planning, budgeting, and monitoring and evaluation).
- ✓ Ensure that the male/female ratio of government staff attending training activities is comparable to the male/female ratio in the pool of staff eligible to attend the training.
- ✓ Require local government offices to issue identity cards to both women and men on the same basis.
- ✓ Introduce birth and marriage registration systems, if they do not already exist.
- ✓ Introduce gender-equitable local dispute resolution mechanisms.

-
- ✓ Collect sex-disaggregated baseline data on local government officials and staff (by sector and level), local elected councilors, local tribunal officials, local user groups, and other local bodies. Disaggregate the data further based on caste/ethnicity or other relevant factors.
 - ✓ Collect baseline data on the composition of local taxes and other sources of revenues and local government expenditures, and estimate the tax/benefit incidence by gender, caste/ethnicity, and other relevant factors.
 - ✓ Consult with stakeholders representing both women's and men's interests on the proposed local governance reforms, including the ministry for gender equality/women, any gender focal points at the local government level, and local women's organizations and groups.
 - ✓ Introduce and/or apply gender-responsive budget tools to assess the possible impacts of any proposed local budget, revenue, or expenditure changes on women and men (Part I).

Nepal: Governance Support Program Cluster (2008)

Tranche conditions in policy matrix:

- 1st Tranche: Ministry of Local Development (MLD) to approve gender budget audit guidelines
- 2nd Tranche: MLD to approve a Gender Equality and Social Inclusion Strategy for the program, including detailed implementation arrangements with budget allocation (approved in March 2010)

- **Cambodia Commune Council Project 1 (2002) and 2 (2006) provided capacity development of elected female commune councilors through training in local administration and developing networks among women commune councilors (see Box 20).**
- **In Pakistan, Bangladesh, and Nepal, the Gender and Governance Issues in Local Government project provided training and capacity development to locally elected women under female reservation quotas in local government enabling them to carry out their functions more effectively.**

Source: ADB. 2001. *Regional Technical Assistance for Gender and Governance Issues in Local Government*.

- ✓ Modify the proposed local government reforms, if needed, to ensure equitable treatment of women and men, and to maximize women's participation in local decision making. For example, if not already in place, (i) set quotas or targets for women's representation in local governance structures; (ii) introduce gender specialists or gender focal points at the local government level, and involve these gender focal points as well as local women's organizations in local planning, budgeting, and oversight processes; and (iii) introduce gender-equitable hiring and promotion practices for local government offices, including appropriate gender targets (Box 22).
- ✓ Include the ministry for gender equality/women and gender focal points from relevant line ministries in any steering committee overseeing the proposed local government reforms.
- ✓ Provide for gender training and capacity development of local government officials and staff in gender mainstreaming tools, including gender-responsive budgeting (Box 20).
- ✓ Provide/consider capacity development activities for elected female officials (Box 22).
- ✓ To the extent possible, introduce or strengthen mechanisms to reduce gender disparities and improve women's representation, voice, and participation at the local level (e.g., birth and marriage registration systems, individual identity cards, joint land titles, or more gender-equitable dispute resolution systems). (Box 11 – Pakistan, Box 24 – Nepal.)
- ✓ Where possible, require that gender action plans be prepared as part of provincial/district government annual plans (see Box 19 and Box 22 – Nepal).
- ✓ Include targets to ensure equitable female participation in any training, scholarships, technical assistance, or other benefits supported by the program/project.
- ✓ Provide for monitoring of gender impacts of the program/project through appropriate targets and indicators in the design and monitoring framework, policy matrix (if applicable), and program/project administration memorandum.
- ✓ Provide for the use of gender analysis (including gender-responsive budgeting) tools in future planning, budgeting, and oversight processes at the local level.

Box 21 Gender-Related Policy Actions in Decentralized Governance Programs

Possible gender-related actions to include in the policy matrix for a decentralized governance program:

- Government to submit to parliament by [date] a proposed amendment to the [Local Government Act] requiring at least __% of [local governing council] seats to be held by women.
- Ministry of [Interior] to establish [gender units/gender focal points] in each provincial and district planning office, with terms of reference developed in consultation with the Ministry for [Gender Equality/Women], by [date].
- Ministry of [Interior] to revise the [Planning Guidelines] under the [Local Government Act] by [date] to require that [provincial and district governments] (i) include a gender action plan in their annual plans and budgets; and (ii) include local gender focal points, locally elected female officials, and local women's organizations in the local planning process.
- Ministry of [Interior] to require [provincial and district governments] to conduct gender budget analysis and prepare annual gender budget statements beginning in fiscal [year].
- Ministry of [Interior] to establish a human resources strategy for local government offices, including measures to eliminate gender discrimination in hiring, compensation, training, and promotion, and to prohibit sexual harassment in the civil service.
- Ministry of [Interior] to establish and budget for a gender training program for local government officials, including gender-inclusive planning, budgeting, and monitoring and evaluation, by [date].
- Ministry of [Interior] to ensure that the percentage of women included in any training under the program is at least equal to the percentage of women in the local government units eligible for the training.
- Ministry of [Interior] to streamline procedures for issuing identity cards and to require district offices to issue identity cards to both women and men on the same basis by [date].

Many of these policy actions can also be implemented by line ministries at central and local levels, as part of the decentralization process.

See Box 22 for sample ADB projects/programs with gender-specific design addressing decentralization and governance.

Box 22 Gender Mainstreaming in Decentralized Governance Programs and Projects

Bangladesh: Second Urban Governance and Infrastructure Improvement (Sector) Project (2008)

CASE STUDIES

This project is supporting the improvement of urban governance, infrastructure, and service delivery in *pourashavas* (secondary towns). The project outputs include (i) urban infrastructure, (ii) urban governance and capacity development, and (iii) project management and implementation support. The project gender action plan (GAP) outlines gender activities for all of the main project outputs, including measures to ensure women's and men's equal participation in the planning of infrastructure and service improvements and in construction and maintenance activities; formation of *pourashava* gender committees led by female ward commissioners; quotas for representation of women in ward- and town-level coordinating committees and sector working groups; gender-sensitization programs for *pourashava* officials and project staff; development of *pourashava* GAPs; recruitment of women as *pourashava* and project staff and facilitators; and inclusion of sex-disaggregated indicators in the project monitoring system. The design and monitoring framework includes targets on the establishment of gender committees, representation of women in other local fora, and implementation of local GAPs with identified budgets in all 30 targeted *pourashavas*. Capacity development training was provided to 700 elected women town councilors, enabling them to serve on tender committees and environment subcommittees in 30 municipalities, and contribute to decisions related to timely payment of municipal taxes and utility bills. More than 2,200 courtyard meetings were held that mobilized women citizens' voices on governance and infrastructure services. The project's gender equality provisions led to policy changes under the Pourashava Act 2009, such as the introduction of town- and ward-level committees and mandating a 30% female quota for town and 40% for ward committees.

Nepal: Governance Support Program, Subprogram 1 (2008)

This subprogram is part of a program cluster supporting local governance and community development in Nepal. The subprogram is classified with a gender equity theme and supports policy actions in three main areas: (i) promoting citizen engagement and local government accountability; (ii) better managing public resources and service delivery; and (iii) strengthening policy and institutional frameworks for decentralization, devolution, and community development. Gender-related policy actions reflected in the policy matrix include the approval of (i) a gender equality and social inclusion (GESI) action plan with detailed implementation arrangements and budget allocation, and (ii) gender budget/audit guidelines. The GESI action plan outlines activities, including appointment of GESI focal points in all district development committees with clear mandates, and coordination with district women development offices; recruitment of social mobilizers by local bodies (at least 60% from women and disadvantaged groups); at least 60% participation by women and disadvantaged groups in local planning and decision-making processes; gender sensitization of local government officials and staff; at least 50% of local capital expenditure grants allocated to priority projects identified by women; review and revision of decentralization, sector devolution, and local staffing policies to promote gender and social inclusion; and introduction of GESI-responsive budgeting processes in local government. Performance targets in the design and monitoring framework include increased allocation of block grants for women and 50% of capital expenditure grants spent on projects prioritized by women (see the detailed GAP in Appendix 2).

Indonesia: Second Local Government Finance and Governance Reform Program (2011)

Subprogram 2 of the Local Government Finance and Governance Reform Program is aimed at strengthening the financial and management capabilities of regional governments. The second phase of the program targeted reforms in six core areas, including improving capacity development for gender budgeting and gender mainstreaming. Gender-related policy actions included (i) women's representation on key drafting teams; (ii) ministries' preparation of minimum service standards for delivery of basic services, including the integration of issues on domestic violence against women and children; (iii) memorandum of understanding signed between the Ministry of Women's Affairs and various provincial governments to advance women empowerment and protection of children; (iv) issuance of a decree by the Ministry of Finance instructing line ministries to implement gender-responsive budgeting (GRB); (v) a gender budget statement required to be included in the annual budget documents; (vi) a draft manual prepared offering guidance to regional governments on the implementation of GRB; and (vii) regional government monitoring systems, including gender indicators on female representation in local authorities and targets for capacity development.

Law and Judicial Reform

Gender issues

Law and Judicial Reform: Gender Issues

- Laws and regulations may be explicitly or implicitly biased (e.g., toward heads of household or registered landowners).
 - Administrators, police, or court officers may be biased or indifferent in interpreting and applying laws.
 - Women may not be able to access justice institutions because of lack of information, filing fees, time/travel required, or societal pressure.
 - Traditional authorities and dispute resolution at the local level may be gender-biased.
-

Legal and justice institutions play key roles in promoting gender equality and women's rights through constitutional and legal guarantees of equal treatment, legal protections against harms such as child marriage, domestic violence, sexual harassment, and human trafficking, and enforcement of these protections by the police, courts, and other tribunals. However, these institutions can also perpetuate and reinforce explicit and implicit gender biases. Therefore, proposed law and judicial reform programs should be analyzed to avoid inadvertent gender biases and identify opportunities to promote gender equality and ensure equal access to justice, especially for women and men from poor and marginalized communities. For example:

- Gender-neutral laws and regulations may contain gender biases (e.g., by allocating rights or entitlements only to heads of households, registered landowners, registered workers, or members of user groups, who are likely to be men; or by requiring higher education, collateral, identity papers, payment of fees, or other conditions that may be more difficult for women to satisfy).
- Administrators, police, or judicial officers may be biased or indifferent in their interpretation and enforcement of laws and regulations. This can be addressed by providing training on gender-equitable enforcement of laws and by taking affirmative measures to increase the representation of women in the legal profession and justice institutions.
- Women's access to administrative and judicial processes may be constrained by lack of information, filing fees, the travel and time required, and societal pressure to not seek legal redress. Various measures can address these constraints, including awareness-raising campaigns, fee waivers, streamlining of court procedures, and provision of legal aid.
- Traditional dispute resolution mechanisms at the local level can also be gender-biased. Depending on the context and receptivity of local leaders, these mechanisms may be amenable to reform through gender awareness-raising and the addition of female adjudicators, or alternative dispute resolution processes may be introduced.

For additional discussion of gender issues related to law and judicial reform, also see ADB's tool kit on gender, law, and policy.¹³

¹³ ADB. 2006. *Gender, Law, and Policy in ADB Operations: A Tool Kit*. Manila.

Due diligence questions – Law and Judicial Reform

In preparing a PSM program or project involving legal or judicial reform issues, the program/project team should collect data related to the following questions:

- What is the representation of women and men in the legal profession, law enforcement, the courts, and other tribunals?
- What explicit or implicit gender biases exist in current laws and regulations? Are there gender biases evident in traditional justice systems?
- Is there any gender content in the training requirements for legal/law enforcement professions and judicial appointments?
- What factors impede access to justice for women, especially those who are poor or marginalized?
- What are the possible impacts—positive and negative—of the proposed law reforms on women and men?
- What opportunities exist to promote more gender-equitable laws and equitable access to justice through the proposed program/project?

Gender strategies and actions – Law and Judicial Reform

Law and Judicial Reform: Gender Strategies and Actions

- ✓ Require gender analysis of all proposed laws.
 - ✓ Draft and submit laws on gender equality, domestic violence, and sexual harassment.
 - ✓ Establish an equal opportunity commission, including 50% female commissioners, to enforce gender equality law.
 - ✓ Identify gender discriminatory laws and propose amendments to eliminate them.
 - ✓ Establish and fund gender sensitization program for police, judges, magistrates, lawyers, and court personnel.
 - ✓ Establish women's police cells in all districts.
 - ✓ Set up a legal aid fund to support nonprofit legal aid offices, with at least 50% of grants to provide legal assistance to poor women.
-

In designing a PSM program or project supporting legal or judicial reform, consider incorporating some of the following design elements (see Box 23 for sample policy actions to include in the DMF and/or policy matrix):

- ✓ Collect sex-disaggregated baseline data on staffing in the legal profession, law enforcement, the courts, and other tribunals, and filing and disposition of court cases. Disaggregate the data further based on caste/ethnicity or other relevant factors.
- ✓ Consult with stakeholders representing both women's and men's interests on the proposed legal or judicial reforms, including the ministry for gender equality/women, female lawyers' associations, and women's NGOs.
- ✓ Propose amendments to existing laws and/or regulations to eliminate explicit or implicit gender biases.

- ✓ Modify proposed law reforms, if needed, to avoid inadvertent gender bias.
- ✓ Support implementation of newly approved laws to promote gender equality.
- ✓ Provide gender sensitization training to police, lawyers, judges, magistrates, and court personnel (Box 24).
- ✓ Introduce strategies and targets to increase female enrollment in law schools and female candidates for the judiciary, and to recruit additional women as police, court officials, and prison guards.
- ✓ Establish women's police cells to deal with female crime victims and female defendants (see Box 24 – Pakistan case).
- ✓ Introduce or strengthen systems to register births, marriage, and deaths and to provide individual identity cards to both women and men (see Boxes 11 and 24).
- ✓ Support legislation or other initiatives to promote women's property, land, and inheritance rights.
- ✓ Establish and/or fund public or nonprofit legal aid offices to provide legal services to the poor, especially women.
- ✓ Support improvements in traditional dispute resolution mechanisms to adjudicate claims and disputes in a more gender-equitable manner.
- ✓ Support national or local information campaigns to publicize law reforms and raise awareness of issues such as violence against women or women's property rights.
- ✓ Support women's self-help groups or community organizations to take action on issues such as land rights, protection from violence and forced marriage, birth/marriage registration, and legal identity.
- ✓ Introduce a requirement to conduct gender impact assessments of any new laws or regulations (e.g., by the ministry of justice or a parliamentary committee).
- ✓ Include targets to ensure equitable female participation in any training, scholarships, technical assistance, or other benefits supported by the program/project.

Georgia: Social Services Delivery Program (2010)

A program action included “Gender Equality Law implemented in accordance with its provisions” and the program captured the opportunity to provide incentives for the initial implementation start-up of the law.

Source: ADB.

Land Titles for Women

In 2008, Nepal introduced tax exemptions of 25% in urban areas (municipalities), 30% in rural areas, and 40% in remote areas to promote women's land ownership and inheritance rights. By 2011, land registered in joint titles (male/female) increased by 25%.

Source: UN Women. 2011. *Progress on the World's Women: In Pursuit of Justice*. New York. p. 22.

See Box 24 for sample ADB legal and judicial reform projects/programs with gender-inclusive designs.

Box 23 Gender-Related Policy Actions in Law and Judicial Reform Programs

Possible gender-related actions to include in the policy matrix for a law and judicial reform program:

- Government to submit a draft [Law on Gender Equality/Domestic Violence/Sexual Harassment] to parliament by [date].
- Government to establish an [Equal Opportunity Commission], including 50% female commissioners, within [six] months after enactment of the [Gender Equality Law].
- Ministry of Justice, in consultation with the Ministry for [Gender Equality/Women], to identify gender discriminatory laws by [date] and to submit proposed amendments to parliament to eliminate these discriminatory provisions by [date].
- Government to establish a gender analysis unit in the Ministry of Justice by [date], with the mandate to review all newly proposed legislation to avoid gender bias.
- Ministry of Justice, in consultation with the Ministry for [Gender Equality/Women], to establish a gender sensitization program for police, judges, lawyers, and court personnel by [date].
- Government to establish women's police cells in each district by [date].
- Government to establish a Legal Aid Fund to make grants to nonprofit legal aid offices, with at least 50% grants going to provide legal assistance to poor women.

Box 24 Gender Mainstreaming in Legal and Judicial Reform Programs and Projects

Nepal: Gender Equality and Empowerment of Women Project (2004)

CASE STUDIES

This project aims to tackle the multiple and mutually reinforcing dimensions of gender discrimination through cross-sectoral interventions to promote women's (i) economic, (ii) legal, and (iii) social empowerment. The project also includes policy and legal reforms to create a more level playing field for women by including provisions for enactment of the Gender Equality Act, 2006; removal of gender discriminatory provisions in 64 existing laws; and the introduction of an affirmative action policy to increase the number of women civil servants. Under the project, the government also committed to pass legislation on domestic violence and on the powers of the National Women's Commission. The legal empowerment component also supports (i) a large-scale awareness-raising campaign on legal issues related to gender, caste, and ethnicity; (ii) preparation of a university law course on the rights of women and other vulnerable groups; (iii) training of judicial and local government officials and police officers on the rights of women and other vulnerable groups; (iv) establishment of alternative dispute resolution mechanisms and training of mediators and paralegals; and (v) legal aid to poor women in project districts. By 2011, 80% of women in the project areas received citizenship certificates, 76.5% registered their marriages and obtained birth certificates, and 1,600 women wage laborers were provided with awareness on labor rights.

Philippines: Governance in Justice Sector Reforms Program (2008)

This program aims to enhance the rule of law, improve the efficiency of the justice sector, and expand access to justice in the Philippines. The program includes policy actions to (i) strengthen the justice sector's fiscal autonomy and accountability; (ii) enhance the integrity of justice sector personnel; (iii) improve the efficiency and governance of justice sector agencies; (iv) expand access to justice for the poor and vulnerable groups, with specific focus on addressing gender gaps and gender discrimination; and (v) expand the delivery of justice through alternative dispute resolution. The policy matrix commits the Supreme Court of the Philippines to adopt a gender action plan and evaluate its implementation, and to conduct gender-sensitivity training for judges, lawyers, court clerks, and legal researchers; and it commits the Philippine National Police to establish 1,700 women and children desks at police stations, provide capacity development and training to the desk officers, and establish a monitoring and evaluation system for the desks. The design and monitoring framework includes related targets on funding the costs of these gender-related actions and providing training to family court judges and court personnel on sensitive handling of gender-based violence cases. Under a piggyback technical assistance grant, a national nongovernment organization, in consultation with other national organizations, is carrying out a range of activities to strengthen the gender capacity of selected justice sector agencies, including the Philippine National Police, to address issues such as gender-based violence.

Pakistan: Access to Justice Program (2001)

This program of policy loans and technical assistance aimed to reduce poverty and promote good governance in Pakistan through reform of both the judicial and police systems. The five intended outputs of the program included (i) providing a legal basis for judicial, polity, and administrative reform; (ii) improving the efficiency, timeliness, and effectiveness of the judicial and police services; (iii) providing greater equity and accessibility in justice services for the poor; (iv) improving predictability and consistency between fiscal and human resource allocations, and the mandates of the reformed institutions; and (v) ensuring greater transparency and accountability in the performance of justice sector agencies. The program also had a gender equity theme, and the program completion report noted a number of gender-related achievements. These included (i) amendments to the Family Courts Act to provide women with greater protection in divorce cases; (ii) a near doubling in the number of women judges in the subordinate judiciary from 2001 to 2007; (iii) creation of gender crime cells at the national level to prioritize investigation of crimes against women; (iv) abolition of provincial quotas limiting the number of police posts for women, together with the establishment of women-only police stations in Sindh; and (v) integration of a curriculum on women's rights in the police training program.

PART III

Gender Issues in Sector Policy Reform

Programs addressing public sector management (PSM) issues may include policy reforms related to a specific sector or sectors. Sector policy reforms are rarely gender-neutral. In most cases, sector policy changes will affect women and men differently—or particular subgroups of women and men—because of their different employment and livelihood activities, access to assets and resources, and household responsibilities, and because of prevailing gender norms and biases. Hence, it is important to develop recommendations for sector policy reforms to consider the gender implications of the proposed changes. To the extent possible, policy reforms supported by ADB should contribute to narrowing gender disparities. At a minimum, these reforms should not reinforce or exacerbate existing gender biases and gaps.

The following sections include identifying some of the gender issues associated with policy reforms in various sectors. These issues relate to (i) explicit or implicit gender biases in existing sector policies, (ii) other formal or informal barriers that can restrict women’s or girls’ participation in the sector, and (iii) possible gender impacts of proposed changes in sector policies.¹⁴ These sectors include the following:

- agriculture and natural resource management;
- education;
- health;
- water supply and sanitation;
- urban development;
- finance;
- trade, industry, and small and medium-sized enterprise development; and
- infrastructure

¹⁴ These checklists are based on ADB. 2006. *Gender, Law, and Policy in ADB Operations: A Tool Kit*. Manila.

Agriculture and Natural Resource Management

- Are there any **discriminatory provisions or implicit gender biases** in the policy framework (including the charters/bylaws of cooperatives and user groups), or other provisions that could disadvantage women? For example:
 - ❑ Is membership in cooperatives or other user groups, or access to extension services or credit, seeds, or fertilizers limited to heads of households or landowners?
 - ❑ Are management positions in these cooperatives or user groups limited to heads of households, landowners, or members with a certain literacy or numeracy level? Are these literacy or numeracy requirements necessary?
 - ❑ Is there an insufficient number of female extension workers in rural areas?
- Are there any other **formal or informal barriers to women's participation** in the sector or the project/program? These might include
 - ❑ customary exclusion of women from owning land;
 - ❑ social exclusion of women from extension programs;
 - ❑ women's limited literacy or numeracy; or
 - ❑ women's lack of time, resources, or mobility to attend extension programs.
- What is the **gender balance in key organizations** in the sector (such as the sector ministry, extension offices, local government, village development committees, and user groups)? What are the possible causes of any gender imbalance? Are male and female extension workers and other government staff paid equal pay for work of equivalent value? Do government offices provide culturally appropriate facilities for women and men?
- What **changes in the law and policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women (e.g., changes related to the privatization of extension services, allocation of land or credit only to heads of households or landowners, or the promotion of commercial crops)?
- Possible **gender-responsive actions** could include the following:
 - ❑ Development of a **gender strategy** for the sector
 - ❑ **Amendments or supplements to the existing sector law and policy** (including any standard charters or bylaws of cooperatives and user groups) to correct gender biases or gaps, or repeal of discriminatory provisions
 - ❑ Development of policies that favor the use of local resources and labor intensity for rural infrastructure and managing rural landscapes. Within these policies, support could be provided for women-led enterprises and female employment, e.g., for reforestation or road paving with locally produced bricks
 - ❑ Enhanced **incentives for female extension workers** to be posted in rural areas, such as safe housing and transport
 - ❑ Setting and adopting sector targets for women's participation in water and irrigation management user groups
 - ❑ **Training of government staff** on gender awareness and gender-responsive implementation of the sector law and policy

- ❑ Mechanisms to **facilitate women's employment** in construction and maintenance of project facilities (e.g., targets, provisions for equal pay and safe working conditions, formation of women's construction groups); and/or training of women to operate equipment, including heavy equipment and vehicles such as dump trucks
- ❑ Support for the ministry of agriculture to promote sustainable agricultural mechanization to reduce the drudgery of farm work
- ❑ Partnerships with local nongovernment organizations (NGOs) or community-based organizations (CBOs) to **raise women's awareness of their rights** to land, extension services, credit, and other project benefits; and to mobilize women to form self-help groups to participate in the project/program.

Education

- Are there any **discriminatory provisions or implicit gender biases** in the policy framework, or other provisions that could disadvantage women and girls? These might include
 - ❑ legal or policy restrictions on pregnant or married girls attending school;
 - ❑ school fees or requirements that students pay for books or uniforms;
 - ❑ membership in school management committees being limited to heads of households;
 - ❑ an insufficient number of female teachers;
 - ❑ rigid teacher accreditation requirements that are difficult for rural and ethnic minority candidates to satisfy (especially female candidates);
 - ❑ rigid language-of-instruction policies that prohibit teaching in ethnic minority languages; and
 - ❑ vocational courses geared to the interests of male students, or tracking of boys and girls into traditionally male and female vocations.
- Are there any other **formal or informal barriers** to girls' school attendance or to women's participation in school management committees or informal education programs? These might include
 - ❑ social pressure for early marriage,
 - ❑ girls' household duties or women's household work burden, or
 - ❑ parents' concerns about their daughters' security in traveling to school.
- What is the **gender balance among key actors** in the sector (including the Ministry of Education, school administrators, teachers, school principals, and school management committees)? What are possible causes of any gender imbalance? Do the ministry and school districts provide equal pay and benefits to men and women for work of equal value? Do they provide culturally appropriate facilities for women and men (and girls and boys)?
- What **changes in the policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women or girls (for example, an increase in school fees or a hiring freeze for teachers)?
- Possible **gender-responsive actions** could include the following:
 - ❑ Development of a **gender strategy** for the sector
 - ❑ **Amendments or supplements to the existing education laws and policies** to correct gender biases or gaps, or repeal of discriminatory provisions
 - ❑ Enhanced **incentives for female teachers** to be posted in rural areas, e.g., safe housing
 - ❑ Policy measures to **improve the learning environment** for girls and boys, including training of female teachers, gender awareness training for male and female teachers, adopting affirmative action policies, stipends/scholarships for female (or male) students to encourage retention and completion, and promoting positive messages to students (especially boys) related to gender roles and responsible sexual behavior

- ❑ **Awareness-raising campaign** on the benefits of delayed marriage and/or childbearing and continued education for girls, involving locally elected female officials and targeting community leaders and parents (males and females)
- ❑ Setting of gender targets for parents on school management committees
- ❑ Partnerships with local NGOs or CBOs to **mobilize women to form self-help groups for training** in literacy and numeracy, life skills, livelihood skills, and/or vocational skills.

Health

- Are there **any discriminatory provisions or implicit gender biases** in the policy framework or provisions that could disadvantage women and girls? These might include
 - a requirement that a husband or parent consent to certain medical treatments;
 - fees for health services and out-of-pocket costs for drugs and hospital stays;
 - mandatory, nonconfidential HIV/AIDS testing at antenatal clinics;
 - community membership in local health committees limited to heads of households;
 - an insufficient number of female health personnel, especially in poor and rural areas; or
 - health insurance programs that are only available to full-time, formal sector workers.
- Are there any other **formal or informal barriers** to women's access to health services? These could include
 - social pressure for early marriage;
 - social norms limiting women's mobility and interaction with male health personnel;
 - women's preference for traditional birth attendants and traditional health practices, including birthing practices;
 - community tolerance of domestic violence;
 - misinformation, stigma, and discrimination surrounding HIV/AIDS; or
 - low literacy levels and language barriers, especially among ethnic minority women.
- What is the **gender balance among key actors** in the sector (including the Ministry of Health, staff in hospitals and health centers, and local health committees)? What are the possible causes of any gender imbalance? Do they provide culturally appropriate facilities for women and men?
- What **changes in the policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women or girls (e.g., new fees for health services, a reduction in the coverage of free health services, a hiring freeze for health workers, or introduction of mandatory or nonconfidential HIV testing)?
- Possible **gender-responsive actions** could include the following:
 - Development of a **gender strategy** for the sector
 - **Amendments or supplements to the existing health laws and policies** to correct gender biases or gaps, to improve access to essential medicines (including antiretroviral drugs), or to prohibit discrimination against people living with HIV/AIDS
 - **Incentives for female health workers** to be posted in rural areas, e.g., safe housing
 - **Training for health workers** (both male and female) to deal sensitively with female patients, especially victims of domestic violence and those living with HIV/AIDS

- ❑ **Awareness-raising campaigns** on the benefits of family planning, antenatal care, delivery in health facilities, prevention of HIV and/or protection against violence, involving locally elected female officials and targeting community leaders, adolescents, and men
- ❑ **Partnerships with local NGOs or CBOs** to provide health outreach services, promote family planning and HIV awareness, and/or provide counseling and legal aid to victims of domestic violence and people living with HIV/AIDS.

Water Supply and Sanitation

- Are there any **discriminatory provisions or implicit gender biases** in the water supply and sanitation (WSS) policy framework or other provisions that could disadvantage women? For example:
 - ❑ Is decision making on the location and type of WSS facilities limited to district or village officials, with little or no community participation?
 - ❑ Is the water tariff structure regressive (without a lifeline block, installment scheme for connection charges, or other accommodation for poor households)?
 - ❑ Is membership in water/sanitation user groups limited to heads of households?
 - ❑ Are management positions in water/sanitation user groups limited to members with high literacy and numeracy skills? Is literacy or numeracy necessary for these positions?
 - ❑ Are there few female staff in local water authority offices?
- Are there any **other formal or informal barriers to women's participation** in the sector (such as traditional male control of community decision making; women's low literacy/numeracy levels; or women's lack of time, mobility, or confidence to participate in water/sanitation user groups or other sector activities)?
- What is the **gender balance in key organizations** in the sector (such as the national and municipal water authorities, their local offices, and water/sanitation user groups)? What are the possible causes of any gender imbalance? Do the water authorities provide equal pay for work of equivalent value? Do the authorities' offices provide culturally appropriate facilities for women and men?
- What **changes in the policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women (e.g., increases in water tariffs, or establishment of water management bodies or water/sanitation user groups without adequate female representation)?
- Possible **gender-responsive actions** could include the following:
 - ❑ Development of a **gender strategy** for the sector
 - ❑ **Amendments or supplements to existing WSS law or policy** (including model bylaws of water/sanitation user groups) to correct gender biases or gaps, or repeal of discriminatory provisions, or setting national targets for women's representation in water user groups
 - ❑ Enhanced **incentives for female water authority staff** posted in rural areas
 - ❑ **Training for water authority staff** in gender awareness and techniques to involve women in WSS activities
 - ❑ Mechanisms to **facilitate women's involvement** in the design of WSS facilities and employment in construction and maintenance (such as consultation with women's groups, employment targets, provisions for equal pay and safe working conditions, or formation of women's construction groups)
 - ❑ **Awareness-raising campaigns** on the benefits of safe water and sanitation practices, involving locally elected female officials, community leaders, males, and women's groups
 - ❑ Partnerships with local NGOs or CBOs to **mobilize women to form self-help groups** to finance household WSS improvements and promote hygiene awareness.

Urban Development

- Are there any **discriminatory provisions or implicit gender biases** in the urban development policies, or other provisions that could disadvantage women? For example:
 - ❑ Is decision making on urban planning and infrastructure limited to municipal officials with little community participation?
 - ❑ Is the tariff structure for household water and energy use regressive (without lifeline tariffs, installment schemes for connection charges, or other accommodations for poor households)?
 - ❑ Is membership in community organizations and user groups limited to heads of households?
 - ❑ Is leadership in these organizations and groups limited to those with high literacy and numeracy skills? Is literacy or numeracy necessary for these positions?
 - ❑ Is entitlement to housing plots and housing loans limited to heads of households?
 - ❑ Are there few female staff in municipal offices?
 - ❑ Do housing finance regulations or guidelines require a husband's or male family member's endorsement on a woman's housing loan application?
- Are there any other **formal or informal barriers to women's participation** in the sector? These might include
 - ❑ traditional male control of community decision making;
 - ❑ customary rules or social norms restricting women's ownership of land and housing;
 - ❑ women's limited literacy and numeracy; or
 - ❑ women's lack of time, mobility, or confidence to participate in community associations, user groups, or other sector activities.
- What is the **gender balance in key organizations** in the sector (such as municipal governments and agencies, community associations, and water user groups)? What are the possible causes of any gender imbalance? Do the municipal governments and agencies provide equal pay for work of equivalent value? Do they provide culturally appropriate facilities for women and men?
- What **changes in the policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women (e.g., increases in tariffs for basic services; introduction of public housing scheme limited to heads of households; or the establishment of new municipal corporations, community associations, or user groups for basic services without adequate female representation)?
- Possible **gender-responsive actions** could include the following:
 - ❑ Development of a **gender strategy** for the sector
 - ❑ **Amendments or supplements to existing urban development laws and policies** (including any model charters/bylaws of community associations and user groups, or housing finance regulations, or legislation related to housing leases and titles) to correct gender biases or gaps, or repeal of discriminatory provisions
 - ❑ **Recruitment of additional female staff** in municipal government and municipal agencies

- ❑ **Training for municipal government staff** in gender awareness and strategies to involve women in urban development activities
- ❑ **Mechanisms to facilitate women's involvement** in urban planning, in the design of housing settlements and basic infrastructure facilities, and in employment on construction and maintenance of housing and basic infrastructure (such as employment targets, provisions for equal pay and safe working conditions, or the formation of women's construction groups)
- ❑ **Awareness-raising campaigns** on alternative housing and tenure arrangements, safe water and sanitation practices, and other matters, involving locally elected female officials, community leaders, and women's groups
- ❑ Partnerships with local NGOs or CBOs to **mobilize women through self-help groups** to finance housing, other household improvements, or microenterprises
- ❑ **Partnerships with slum dwellers' associations** (including female members and leaders) to construct appropriate housing, community toilets, and other improvements for slum dwellers.

Finance

- Are there **any discriminatory provisions or implicit gender biases** in finance policies, or other provisions that could disadvantage women? For example:
 - ❑ Do all commercial loans require collateral?
 - ❑ Are housing loans only extended to heads of households?
 - ❑ Are commercial loan products geared toward large enterprises?
 - ❑ Are savings products geared toward wealthier savers?
 - ❑ Are women required to obtain the consent (or guarantee) of their husbands, or the endorsement of other males, in order to apply for a personal or business loan?
 - ❑ Are loan applications complicated and time-consuming to process?
 - ❑ Are there few senior female bankers or female officers in banks and other financial institutions such as credit unions?
 - ❑ Are the locations and business hours of financial institutions inconvenient for female customers?
- Are there any other **formal or informal barriers** to women's access to financial services? These might include
 - ❑ traditional male control of household income and assets;
 - ❑ social norms that assign responsibility to men to sign contracts, register land interests, or conduct banking business;
 - ❑ difficulty for women in obtaining their own identity cards or tax identification numbers;
 - ❑ bias of bank officers against female customers;
 - ❑ women's limited literacy and numeracy (and consider what level of literacy/numeracy is necessary); or
 - ❑ women's limited mobility or lack of time to transact banking business or participate in savings and credit groups.
- What is the **gender balance in key organizations** in the sector (such as the finance ministry, housing finance corporations, rural banks, credit unions, and microfinance institutions)? What are the possible causes of any gender imbalance? Do these institutions provide equal pay for work of equal value? Do they provide culturally appropriate facilities for women and men?
- What **changes in the policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women (such as changes in prudential regulations that will be difficult for microfinance institutions and other nonbank financial institutions to meet; introduction of new documentation requirements for banking transactions that are difficult for small businesses or individuals to satisfy; establishment of new financial institutions with few savings and loan products geared to small businesses and individuals; elimination of subsidized credit for small farmers or businesses; or the discontinuation of social mobilization activities or business development services linked to small or microloans)?

- Possible **gender-responsive actions** could include the following:
 - Development of a **gender strategy** for the sector
 - **Amendments or supplements to existing finance laws, regulations, or policies** (including model charters, lending guidelines, or codes of conduct of financial institutions) to correct gender biases or gaps, or repeal of discriminatory provisions
 - **Recruitment or promotion of more female staff** in rural banks, credit unions, and/or housing finance offices
 - **Training of finance ministry staff and staff in financial institutions** in gender awareness and strategies to improve women's access to financial services
- **Partnerships with NGOs, CBOs, or women's business associations** to mobilize women for savings, credit, and business development activities.

Trade, Industry, and Small and Medium-Sized Enterprise Development

- Are there any **discriminatory provisions or implicit gender biases** in these policies, or other provisions that could disadvantage women? For example:
 - Are business registration and licensing requirements, tax credits and other incentives, tax regulations, import/export rules, or other business regulations skewed toward large enterprises?
 - Is there provision for business development services for sectors dominated by women-owned and -managed small and medium-sized enterprises (SMEs)?
 - Do women need the consent of their husband or a male family member in order to enter into contracts, apply for a loan, register or pledge land or other assets, or transact other business?
 - Is it difficult for women (especially married women) to obtain an identity card or their own tax identification number?
 - Are businesswomen excluded from business advisory councils, in national trade associations, or in chambers of commerce?
 - Are labor laws poorly enforced?
 - Do more relaxed labor standards apply in export processing or other industrial zones?
 - Do protective labor laws prevent women from seeking employment in certain sectors, or from working at night?
- Are there any **other formal or informal barriers to women's participation** in these sectors? These might include
 - collateral requirements, lending guidelines or bias on the part of loan officers, which can limit businesswomen's access to credit;
 - customary rules or social norms that legitimize male control of family businesses, including registration of land and other assets and signatures on contracts and loan documents;
 - social bias against businesswomen;
 - businesswomen's household responsibilities, which may limit the location and scale of their enterprises;
 - women's lower levels of education and vocational training, which limit their job opportunities (taking into consideration what levels of education or training would be necessary to reverse this trend); or
 - few women's business associations or networks of businesswomen.
- What is the **gender balance in key organizations** in the sectors (including ministries of trade, commerce, or industry; trade associations; and chambers of commerce)? What are the possible causes of any gender imbalance? Do these institutions provide equal pay for equal work? Do they provide culturally appropriate facilities for women and men?

- What **changes in the policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women (e.g., tariff reductions that are likely to result in increased imports of products undercutting small farmers and manufacturers; an industry restructuring that will result in disproportionate layoffs of female workers; or an SME development policy that is developed without input from businesswomen)?
- Possible **gender-responsive actions** could include the following:
 - ❑ Development of a **gender strategy** for the trade, industry, or SME sector
 - ❑ **Amendments or supplements to existing laws and policies** (related to trade, industry, or SME development, and also including industry codes of conduct) to correct gender biases or gaps, or repeal of discriminatory provisions
 - ❑ **Recruitment and promotion of more women** in trade, commerce, or industry ministries
 - ❑ **Training for trade, commerce, or industry ministry staff** in gender analysis and strategies to improve women's business prospects and employment opportunities
 - ❑ **Retraining and social safety net programs** for retrenched workers
 - ❑ **Mechanisms to include businesswomen** in trade, industry, and SME policy development (e.g., through representation in business advisory councils and business associations)
 - ❑ **Partnerships with women's organizations** (including businesswomen's associations, workers' associations, and women's cooperatives) to promote women's participation in trade, industry, and SME development
 - ❑ **Partnerships with local NGOs or CBOs** to mobilize women through self-help groups to develop and expand their businesses.

Infrastructure

- Are there any **discriminatory provisions or implicit gender biases** in the policy framework for infrastructure development, or other provisions that could disadvantage women? For example:
 - Is the national infrastructure investment strategy biased toward infrastructure development for commercial use (rather than toward use by households)?
 - Are there inadequate mechanisms to consult with local women on the location and design of facilities and on resettlement arrangements?
 - Are there high up-front connection fees and high tariffs for utilities (without a lifeline block or an installment payment scheme for poor households)?
 - Is the enforcement of labor laws weak in construction campsites?
 - Do civil works contractors pay lower wages to women for equivalent construction work on the project?
- Are there any other **formal or informal barriers to women's participation** in the sector? These could include
 - traditional male control of community decision making;
 - rural women's limited literacy and numeracy (but consider what level of literacy/numeracy is needed for women to participate in the sector); and
 - women's lack of time, mobility, or confidence to participate in consultations on infrastructure design and resettlement arrangements.
- What is the **gender balance in key organizations** in the sector (including infrastructure ministries, their local offices, and construction contractors)? What are the possible causes of any gender imbalance? Do these organizations provide equal pay for equal work? Do they provide culturally appropriate facilities for men and women?
- What **changes in the policy framework** are proposed under the project/program? Will these changes address gender biases in the law and policy framework? Could any of the proposed changes inadvertently disadvantage women (e.g., increases in electricity tariffs without pro-poor exemptions; establishment of road maintenance funds or new institutions in resettled communities without adequate representation of women; inadequate monitoring of working conditions at construction sites; or inadequate funding and monitoring of community-awareness programs on the risks of HIV transmission and trafficking)?
- Possible **gender-responsive actions** could include the following:
 - Development of a **gender strategy** for the energy, transport, or communications sector
 - **Amendments or supplements to existing laws and policies** to correct gender biases or gaps, or repeal of discriminatory provisions
 - **Training of infrastructure ministry staff** in gender awareness and strategies to involve women in infrastructure activities

- ❑ **Mechanisms to facilitate women's involvement** in the design of infrastructure facilities, in employment in construction and maintenance, and in resettlement planning and management (such as employment targets, provisions for equal pay and safe working conditions, formation of women's construction groups, and targets for women's participation in the governance structure of resettled communities)
- ❑ **Awareness-raising campaigns** on road safety, HIV, and trafficking risks, involving locally elected female officials, community leaders, and women's groups
- ❑ **Partnerships with local NGOs or CBOs** to support resettled women in claiming their entitlements to basic services, land, and other compensation.

Appendix 1

Sample Terms of Reference for Gender Specialist

Qualifications

The gender specialist will have a postgraduate degree in social science, law, or other relevant discipline, and formal training in gender and development. She or he will be familiar with public sector management trends and issues in Asia and the Pacific, and in [the program/project country] in particular. She or he will have demonstrated expertise and experience in mainstreaming gender considerations in public sector management programs or projects. She or he will also be familiar with the program/project processing procedures of ADB or other international development organizations. Prior work experience in [the program/project country or subregion] is desirable.

The gender specialist's responsibilities will include the following:

Program/Project Preparation

- As part of the poverty and social analysis of the proposed program/project, conduct a participatory gender analysis in collaboration with other specialists on the preparation team, including the following tasks:
 - consult with representatives of the ministry for gender equality/women, gender focal points in other relevant ministries, local gender experts and nongovernment organizations (NGOs) working on gender issues in the relevant public sector management (PSM) subsector, and groups of women/men likely to be positively or negatively affected by the program/project;
 - collect information on (i) gender equalities/inequalities and the status of women/girls in the country, including relevant variations (e.g., by region, caste/ethnicity, age, or income); (ii) representation of women and men among decision makers and staff in the ministries and other organizations (e.g., local government bodies, user groups, or business associations) likely to be involved in the proposed program/project; and (iii) gender issues in the subsector;
 - collect sex-disaggregated baseline data on the intended beneficiaries of the program/project;
 - review relevant laws, policies, and regulations in the PSM subsector from a gender perspective, and identify any explicit or implicit gender biases, as well as any opportunities to support gender-related policy reforms;
 - analyze factors underlying any disparities in women's and men's participation in the PSM subsector, and identify opportunities to narrow gender gaps through the program/project;
 - assess possible gender-related impacts of the program/project (positive or negative), and identify possible measures to minimize and mitigate any negative impacts; and

- identify possible government, nongovernment, and/or private sector partners who could enhance the gender responsiveness of the program/project, and assess their capacity to participate.
- Based on the gender analysis, develop gender-responsive strategies, activities and/or policy actions for the program/project, and summarize these in a gender action plan (GAP), including the following:
 - the main gender issues in the PSM subsector;
 - expected gender impacts/benefits of the program/project;
 - specific strategies/activities to include in each component to maximize gender benefits;
 - related performance targets or indicators;
 - resources needed to implement these strategies/activities; and
 - appropriate implementation arrangements (e.g., involvement of the ministry for gender equality/women or other government focal points, gender specialists on the implementation team, civil society, or other partners; gender training of implementation team members and executing agency staff; and monitoring of gender results).
- Based on the GAP, identify gender-related targets and indicators to include in the design and monitoring framework, policy matrix (if applicable), and program/project administration memo.
- In collaboration with other specialists, provide input to the program/project design, implementation arrangements, assurances, and program/project administration memorandum.
- Draft terms of reference for gender specialists on the program/project implementation team.
- Recommend government, nongovernment, and/or private sector partners who can assist in implementing the GAP (e.g., the ministry of gender equality/women, local research institutes or NGOs with gender expertise, women parliamentarians, or women's business associations), and identify any capacity strengthening to enhance their participation.

Program/Project Implementation

- Develop or, if one already exists, refine the GAP for the program/project, and develop more detailed implementation guidelines if needed.
- Assist the program/project office in recruiting staff, NGO partners, and/or community mobilizers to ensure appropriate gender expertise and women's equal representation.
- Assess gender awareness and gender-mainstreaming capacity among program/project staff, executing agency staff, and NGO and community-level partners, and develop and conduct appropriate gender training and other gender capacity-building activities with them.
- Coordinate and monitor implementation of the GAP, and identify any adjustments or additional activities that would enhance the gender responsiveness of the program/project.
- Assist in setting up the monitoring and evaluation system for the program/project, to ensure that data are collected for the gender-related targets and indicators in the GAP and program/project administration memorandum, and that sex-disaggregated data are collected for all other program/project targets and indicators, to the extent feasible.
- Assist in preparing progress reports, and participate in periodic reviews, to ensure that gender-related progress and impacts are included.

Appendix 2

Sample Gender Action Plans

Nepal: Local Governance and Community Development Program Summary Gender Equality and Social Inclusion Action Plan

Introduction

The premise of the gender equality and social inclusion (GESI) action plan is that subprogram 1 (SP1) of the Governance Support Program, which helps the Government of Nepal to implement its Local Governance and Community Development Program (LGCDP), has strong potential to have differential impact on women and disadvantaged groups (DAGs). While the LGCDP has a dedicated component to strengthening community mobilization, it does not necessarily follow that this alone will adequately address the demands and needs of the women and DAGs.

Key Principles and Approaches

The key principles and approaches of the LGCDP that support including GESI concerns are (i) affirmative action policies in favor of the poor, women, and DAGs to maximize their participation in and benefit from the program; (ii) capacity building in leadership and managerial skills for women and DAGs (including Dalits, Janajatis, and others) to empower them; (iii) the harmonization of procedures for working with communities and for targeting the poorest and most disadvantaged segments of these communities; (iv) a rights-based approach based on participatory planning and the development of demand-responsive local service providers through social mobilization and advocacy for civil rights; and (v) special targeted programs and mechanisms to ensure that DAGs are covered by the program and that their voices are heard through participation, empowerment, and access to resources and capacity building.

The Ministry of Local Development (MLD) will prepare a GESI strategy and implementation guidelines for the LGCDP in the inception phase, by January 2009. This GESI action plan of SP1 will support incorporating GESI issues in the comprehensive strategy. It lays out some specific actions to ensure the inclusion of issues relevant to women and DAGs in all three program components. It highlights implementation arrangements for the plan and provisions for appropriate monitoring and evaluation (M&E) related to GESI.

Program Design

Component 1 of the LGCDP specifically targets GESI inclusion, resulting from interactions among numerous stakeholders. In particular, outputs 1.1 and 1.2 of the program are direct results of consideration given to GESI issues. The components and targets of the LGCDP that relate to GESI issues are summarized in the following table.

Nepal: Gender Equality and Social Inclusion Action Plan for the National Program

Component 1: Citizens and Communities Actively Engaged with Local Bodies and Hold Them Accountable	
Activities	Targets/Indicators
<ul style="list-style-type: none"> Develop targeted modalities of social mobilization making it GESI-responsive and suitable for highly marginalized caste and ethnic groups based on differential socioeconomic, cultural, and geographical dimensions Encourage that social mobilizers recruited by local bodies are women and members of DAGs Allocate appropriate budget for institutional setup and capacity development of CBOs led by women and DAGs on leadership development and managerial skills Identify CBOs led by women and DAGs and develop their capacity 	<ul style="list-style-type: none"> Year-on-year increase in the number of disadvantaged groups that utilize program resources to empower themselves Increased number of social mobilizers; at least 60% from women and DAGs mobilized CBOs of women and DAGs able to set agenda, prioritize development programs, plan, and monitor Increase in instance of local bodies directly responding to concerns of DAGs, as compared with 2007–2008
<ul style="list-style-type: none"> Ensure participation of women and DAG members in participatory planning processes, budget allocation, program prioritization, and public and social audits Provide practical training on local governance issues to grassroots women leaders; women's organizations; and Dalits, Janajatis, Madhesis, and other DAGs 	<ul style="list-style-type: none"> At least 60% participation by women and DAGs in decision-making and planning processes Decrease in number of failures of local bodies to satisfactorily respond to concerns of DAGs Women and DAG organizations increasingly engaging with local bodies to voice their agenda compared with 2007–2008
Component 2: Increased Capacity of Local Bodies to Manage Resources and Deliver Basic Services Inclusively and Equitably	
<ul style="list-style-type: none"> Provide orientation and sensitization on GESI in local governance, GESI strategy, and GESI-responsive budgeting, planning, and monitoring Use DAG mapping for effective targeting and ensuring participation of women and DAGs Increase allocation in block grant funds for programs that directly benefit women and DAGs Allocate budget for capacity building and operation of gender-mainstreaming committee, Dalit coordination committee, and Janajati coordination committee Apply guidelines and criteria for GESI integration in block grant allocations, prioritization, and planning Review MCPM system to give sufficient weight to GESI indicators Work toward ensuring appropriate number and quality of women and DAG representatives in integrated planning committee Organize interaction activity between local bodies, communities, civil society, line agencies, and other service providers to seek feedback on service delivery Appoint GESI focal points in all district development committees (DDCs) with clearly defined terms of reference and develop capacity by series of training and workshops to undertake given responsibilities 	<ul style="list-style-type: none"> At least 70% of local body staff and officials are sensitized and oriented on GESI Participation of women and DAGs increased by 50% in program activities as compared with the 2007–2008 baseline 33% of CBOs of DAGs turned into federations and cooperatives and linked to local bodies At least 33% of the capital expenditure grant provided to municipalities and village development committees is spent on prioritized projects by women and DAGs Inclusive integrated planning committee functional in all local bodies 33% of CBOs turned into federations and cooperatives Public hearings, public and social audits, citizen report cards, etc. are institutionalized by all local bodies Increasing number of local bodies can demonstrate application of inclusiveness in service delivery, as compared with 2007–2008 All gender focal points in the districts made capable and effectively performing

Table continued

Component 3: Strengthened Policy and National Institutional Framework for Local Self-Governance	
<ul style="list-style-type: none"> • Review of decentralization and sector devolution policies, regulations, and operational guidelines from GESI perspective, identification of gaps, and integration of necessary GESI concerns in updated framework • Work toward revising GESI-responsive staffing policy of the local bodies and implement it • Initiate GESI-responsive budgeting processes in local bodies • Ensure institutional arrangements and capacity for GESI integration while restructuring MLD • Develop clear mandates, structure, and role of GESI section in MLD, develop an institutional capacity-building plan, and earmark budget to implement it • Strengthen coordinating role of district Women Development Office in GESI in coordination with Department of Women Development (DWD) at center • Conduct review of GESI strategy (DDC gender focal person with Ministry of Women, DWD, and gender focal points of all line ministries) at least once a year • Conduct periodic consultations with broader stakeholders, including ministry GESI focal persons, Women's Commission, Dalit Commission, Federation of Indigenous Nationalities, and others 	<ul style="list-style-type: none"> • Human resource policies related to local staffing strengthened, particularly related to affirmative action • More inclusive local body staff composition compared with 2007–2008 • All central and local budgeting processes have GESI indicators integrated in them, and gender-responsive budgeting is implemented by all local bodies • GESI section at MLD strengthened, compared with 2007–2008 • Increased capability of Women Development Office to monitor GESI compliance by local bodies • All gender focal points in central line agencies will have participated in at least one training workshop to strengthen their skills and are in better coordination with MLD • Improved coordination of MLD on GESI issues with government line agencies, local bodies, and civil society organizations

CBO = community-based organization, DAG = disadvantaged group, DWD = Department of Women Development, GESI = gender equality and social inclusion, MCPM = minimum conditions and performance measures, MLD = Ministry of Local Development.

Source: ADB.

Implementation Arrangements

Implementation arrangements in the LGCDP specifically to incorporate GESI provisions include the (i) inclusion of gender and development specialists in the teams designing the LGCDP and developing its relevant strategies; (ii) provision of a GESI specialist in the program coordination unit (PCU) for the program duration; (iii) provision of GESI specialists and related officers in the PCU for specific technical inputs (e.g., gender budgeting), intermittently based on need; (iv) provision of gender focal points in all local bodies; and (v) inclusion of GESI specialists in all review teams. The Ministry of Women, Children and Social Welfare and the Department of Women Development (DWD) will be key partners, along with gender focal points in each line agency, in ensuring that gender considerations are taken on board by the program. The Women Development Office will be a key local partner, with coordination support from DWD. Women's and DAGs' community-based and nongovernment organizations will be identified to ensure their concerns are reflected in the implementation of the program. The Women's Development Training Center and Local Development Training Academy will play roles in providing training to local women.

Budget and Capacity-Building Provision. While the action plan does not require a separate budget, as it is integrated into the overall program cost, the LGCDP makes particular provisions

to ensure that capacity-building opportunities for women and DAGs are facilitated. Budgeting provisions have been incorporated in the LGCDP to ensure this.¹

Monitoring and Evaluation. The LGCDP makes several provisions related to M&E:

- (i) Provisions are made to incorporate GESI indicators in M&E systems such that implementation arrangements can be continually strengthened depending upon the review results based on the gender-sensitive M&E system.
- (ii) Reporting requirements will be strengthened in the LGCDP such that specific indicators of program impact can be tracked as they relate to women and DAGs.
- (iii) DAG mapping will ensure that more specific monitoring provisions can be built in for areas with a category 4 (most disadvantaged) rating.²
- (iv) Finally, provision has been made for women and DAGs to be part of program review.

The M&E of the action plan will be incorporated into the overall M&E plan developed for all the project components. This is to be done in the PCU, which has provision for a GESI specialist and an M&E specialist. A midterm evaluation and regular reviews will provide scope for realigning the program focus so that attention to gender and DAG issues continues to enjoy emphasis. The national advisory committee and the PCU in MLD will be responsible for establishing and coordinating M&E activities.

Conclusion

Issues of gender equity and social inclusion have been given central importance in the LGCDP, and this has been conveyed to the implementing agencies down to the local level. The action plan on GESI will be updated regularly to ensure that any central policy directions are translated into local practice. In that regard, all output managers in the PCU and members of the national advisory committee will be made familiar with this action plan and its implications for their own work.

¹ Separately, the Local Development Training Academy will be strengthened (outside the purview of the LGCDP but in alignment with it) to train female social mobilizers that will, in the short term, be involved in local social mobilization and, in the medium term, be the core of a cadre of local body staff that will serve in the districts. This is a unique provision that the government greatly supported.

² DAG mapping will be used to ensure that sex-disaggregated data in the baseline surveys are used to assess the gender-differentiated impact of the program.

Philippines: Social Protection Support Project Gender Action Plan

Project Output	Actions Proposed
Output 1: Efficient implementation of a national targeting system to select poor households	<ul style="list-style-type: none"> • Disseminate information on objective and dates of survey through a range of appropriate local media and channels accessed by women (including posting information in areas frequented by women such as markets, mobile microphones, interpersonal communication through social welfare, health, education, nongovernment organization [NGO] officials). • Ensure that survey schedules take into consideration women’s work schedules.
Output 2: Conditional health and education cash grants provided to poor households	<ul style="list-style-type: none"> • Ensure pregnant women are required to attend a health center or rural health unit according to the Department of Health protocol. • Disseminate information through local media and channels to women on the Pantawid Pamilyang Pilipino Program (Building Bridges for the Filipino Family Program) [4Ps] program, cash entitlements, and conditionalities, to ensure that they have sufficient knowledge of their rights related to 4Ps. • Hold consultations with women in each municipality so that the distribution of cash transfers takes place on convenient days and hours and under culturally acceptable conditions. • Ensure that bank accounts opened are in the name of women beneficiaries (except where cash grants are being provided to households headed by single males). • Ensure that marriage certificates are not used as a prerequisite for validation and opening of bank accounts. • Explore options for providing transport assistance to households that have to travel long distances to get their grants through local government units and/or NGOs/civil society organizations. • Provide briefings to beneficiaries on prevention of exploitation and abuse, any acts committed against women by implementers, the grievance redress system and its reporting channels, and punitive measures.

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Table continued

Project Output	Actions Proposed
	<p>Family Development Sessions</p> <ul style="list-style-type: none"> • Ensure family development sessions (FDS) promote joint home care management and gender-fair child-rearing practices. • Identify gender and development (GAD) core messages for all the modules of the FDS and review and revise learning materials to carry these messages. • Develop new FDS training materials (or adapt from existing training materials) on citizenship and rights, politics, leadership, and teamwork skills, as well as violence against women and building nonviolent, healthy intrafamilial relationships. • Encourage 70% male attendance for specially designed sessions on GAD, violence against women and building nonviolent, healthy intrafamilial relationships, joint home care management and gender-fair child-rearing practices. Males/fathers will be consulted on the times that these sessions will be held so as not to interfere with their work schedule. • Provide information to and support beneficiaries to access the support and services. • Ensure that monthly meetings support and facilitate women’s organization and mobilization around their entitlements, individual, familial, and community issues (e.g., crèches for children so that women may travel away from home to collect cash grants, to go to markets, and to undertake other out-of-home chores; issues of domestic violence; alcoholism of men, etc.) • Develop language-specific and culture- and gender-sensitive training materials for trainers and handouts for participants. Ensure that training materials for illiterate beneficiaries includes pictorial and other forms which they are able to understand. • Develop a training curriculum for parent leaders on the FDS to support them to co-facilitate FDS provided by NGOs and other service providers, e.g., livelihood and income-generating training and opportunities, adult literacy classes, alternative/crisis centers for women and children victims of abuse, legal aid, etc.
Output 3: Strengthened capacity for CCT program operations	<ul style="list-style-type: none"> • Provide training and 6-monthly refresher courses on gender and prevention of sexual exploitation, abuse and harassment and anti-corruption and reporting mechanisms to all existing and new 4Ps staff at the various levels. • Undertake increased coordination with the Department of Social Welfare and Development GAD Focal Person and GAD Technical Working Group and ensure inclusion of GAD mainstreaming initiatives for the 4Ps Program in the GAD Plan and Budget of the agency.
Output 4: Improved systems for monitoring and evaluation of social protection programs	<ul style="list-style-type: none"> • Integrate gender equality outputs and outcome indicators into the monitoring and evaluation system. • Ensure that sex-disaggregated data is collected, analyzed, and included in the reporting on program coverage, income of women, nutritional status, and access to health and education as well as data on out-of-school children to help identify ways to strengthen conditional cash transfer programs and referrals. • Ensure that yearly and midterm reviews consider gender- and ethnicity-specific challenges and concerns. • Ensure indicators are linked with the National Commission on the Role of Filipino Women–National Economic Development Authority–harmonized GAD guidelines for project design, implementation, and monitoring

Source: ADB.

Implementation Arrangements

The implementation of the gender action plan (GAP) will be overseen by the national project management office. A national gender and development/indigenous people (GAD/IP) focal person and GAD/IP focal persons in the regional project management offices (RPMOs) will be recruited. The national GAD/IP focal person will advise and assist the project manager and deputy project manager (PM/DPM) on GAP implementation. The national focal person will advise and support regional GAD/IP focal persons on GAP implementation, training, and coaching. The national focal person will act as the coordinating link between the regional GAD/IP focal persons and the PM/DPM. The national focal person will coordinate with the Department of Social Welfare and Development (DSWD) Human Resources Management and Development Services (HRMDS) for meeting capacity development needs of the Pantawid Pamilyang Pilipino Program³ (4Ps) staff related to gender and IPs and support the institutionalization and rollout of training. The national and regional focal persons will identify a core team of training and monitoring task force to roll out and oversee training, mentoring, and monitoring support. The national focal person will also coordinate with the DSWD GAD Technical Working Group to achieve synergy with other GAD-related initiatives of the agency. Coordination mechanism will be established to collaborate with and learn from Kapit Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Service⁴ on gender-related interventions.

The regional focal person will coordinate with the RPMO in providing technical assistance in the field implementation of the GAP and provide direct support to municipal links and regional staff. The monitoring and evaluation unit will ensure generation of sex-disaggregated data for planning and evaluation. The capacity building unit will be responsible for review and revision of family development session modules to ensure integration of GAD core messages. The terms of reference of all consultants contracted for this program will specify responsibilities for looking at GAD concerns in their assignments.

³ Building Bridges for the Filipino Family Program.

⁴ KALAHI-CIDSS.

Philippines: Social Protection Support Project

Design and Monitoring Framework

Design Summary	Performance Targets/ Indicators with Baseline	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>Impact</p> <p>Reduced income poverty and non-income poverty</p>	<p>By 2018:</p> <p>Accelerated progress toward the following national MDG targets:</p> <p>MDG 1: Proportion of population below national poverty threshold less than 25% (baseline 33%)</p> <p>MDG 2: Primary net enrollment more than 90% (baseline 85.1% in 2008–2009)</p> <p>MDG 3: achieved</p> <p>MDG 4: achieved</p> <p>MDG 5: maternal mortality less than 100 per 100,000 live births (baseline 162)</p>	<p>Data published NSCB</p> <p>4Ps evaluations and MIS data (DSWD)</p>	<p>Assumptions:</p> <p>Beneficiary households continue investments in human capital after exit from 4Ps</p> <p>Risk:</p> <p>Political and financial support for 4Ps and SP reform not maintained</p>
<p>Outcome</p> <p>Increased consumption and increased utilization of education and health services among poor households and women 4Ps beneficiaries</p>	<p>By 2015:</p> <p>At least 10% increase from baseline in average per capita consumption of beneficiaries in target communities</p> <p>At least 90% each of boys and of girls aged 6–14 in poor beneficiary households attend school (baseline 84.4%)</p> <p>At least 70% of pregnant women deliver in a health facility (baseline 44.5%)</p> <p>At least 80% of births delivered by skilled health personnel (baseline 62.2%).</p> <p>At least 85% of children fully immunized before 1 year of age (baseline 70%)</p> <p>Decrease from baseline in the share of children aged 6–14 out-of-school and working in project areas</p>	<p>NSCB Small Area Estimates of Poverty</p> <p>Impact evaluation survey (DSWD)</p> <p>MIS (DSWD)</p> <p>Proxy Means Test (DSWD)</p> <p>Data published by NSCB</p> <p>National Demographic and Health Survey (NSO)</p> <p>Field Health Service Information System (FHSIS)</p>	<p>Risks</p> <p>Other determinants of income, consumption, and human capital investments not present (e.g., political and economic stability)</p> <p>Transitory movements of households in and out of poverty not captured by targeting system</p> <p>Cash transfer a disincentive to work (dependency)</p> <p>Poor quality of social services</p>

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Table continued

Design Summary	Performance Targets/ Indicators with Baseline	Data Sources/Reporting Mechanisms	Assumptions and Risks
Outputs 1. A national targeting system to select poor households implemented efficiently	By 2015: 20% of poor households nationwide registered in NHTS-PR NHTS-PR has less than 10% inclusion error and exclusion error At least three national programs using NHTS-PR as targeting mechanism At least 60% of poor households registered in the database receive benefits of social protection programs	Database of NHTS-PR (DSWD) 4Ps impact evaluation (DSWD) NHTS-PR annual report (DSWD)	Assumption Necessary financial and institutional support maintained to achieve and sustain National Household Targeting Systems
2. Health and education cash grants provided to poor households	By 2015: At least 580,000 poor households receive cash grants, among which at least 90% of grant recipients are women At least 80% of mothers in beneficiary households receive 4Ps grants regularly and on time At least 80% of households meet education conditionalities regularly At least 80% of households meet health conditionalities regularly At least 80% of women and men attend monthly family development sessions Local area maps produced showing locations of (i) target households; (ii) health facilities, day care centers, and schools; (iii) payment windows; and (iv) location and quality of roads	Database of NHTS-PR (DSWD) MIS (DSWD) Attendance monitoring sheets Spot check reports	Risks Supply-side capacity insufficient or geographically inaccessible to target households Payment windows geographically inaccessible to target households Delays in availability of funds

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Table continued

Design Summary	Performance Targets/ Indicators with Baseline	Data Sources/Reporting Mechanisms	Assumptions and Risks
3. Strengthened capacity for CCT program operations	<p>By 2011:</p> <p>Project management structures established at central and local levels, with at least 40% women staff (senior, mid, and junior positions)</p> <p>At least 200 staff members at central and local levels have acquired skills on gender analysis, IP sensitivity, and prevention of sexual harassment</p> <p>Gender action plan implemented</p> <p>90% of grievances received resolved within established time protocol</p> <p>Participatory gender audits and community-driven gender action plans piloted in municipalities</p>	<p>Detailed work schedule and budget plans (DSWD)</p> <p>Training and workshop records (DSWD)</p> <p>Project management meeting minutes (DSWD)</p> <p>Audit reports MIS (DSWD)</p> <p>Records of grievance redress system (DSWD)</p>	<p>Risk</p> <p>Political interference in compliance verification and/or grievance redress processes</p>
4. Improved systems for M&E of social protection programs	<p>MIS established and functioning to support payments, verification, updates, and grievance system</p>	<p>Spot check surveys MIS (DSWD)</p> <p>4Ps impact evaluation (DSWD)</p>	<p>Assumption</p> <p>Continued political support for producing quality impact evaluations</p>
	<p>At least two rounds of spot checks (for 4Ps) of schools, clinics, municipal links, and beneficiary households carried out annually</p> <p>Impact evaluation report based on first follow-up survey</p>		<p>Risks</p> <p>Difficult to find control sites for impact evaluation</p> <p>Intervention started before baseline data can be collected</p>

Table continued

Activities with Milestones	Inputs																								
<p>1. National targeting system (NHTS-PR) to select poor households implemented and functioning efficiently</p> <p>Activities:</p> <p>1.1 Household assessment in Set 3 areas, and registration of poor households into the NHTS-PR database (Q3 2010; updates through Q2 2015)</p> <p>1.2 Completion of list of potential 4Ps beneficiaries, using NHTS-PR PMT, for all sets (Q3 2010)</p> <p>1.3 NHTS-PR PMT targeting mechanism applied in two other national programs (by Q2 2015)</p> <p>2. Health and education grants provided to poor households</p> <p>Activities:</p> <p>2.1 Set 2 and Set 3 beneficiary household validation, Land Bank enrollment, and identity card distribution (by Q3 2010)</p> <p>2.2 Distribution of cash cards to beneficiaries (initiated in Q3 2010, completed by Q4 2011)</p> <p>2.3 Preparation and DSWD transmission to Land Bank of beneficiary payrolls for every quarter during 2010–2015</p> <p>2.4 Payments of 4Ps grants to Set 2 and Set 3 beneficiaries (quarterly)</p> <p>2.5 Computerized compliance verification system operational for Set 3 by Q1 2011 and used as basis for all subsequent grant payments</p> <p>3. Strengthened capacity for CCT program operations</p> <p>Activities:</p> <p>3.1 Mobilization of additional staff as per new staffing plan under approved reorganization, including hiring of contractual staff for NPMO and RPMO (by Q4 2010)</p> <p>3.2 Completion of supply-side assessment and analysis (by Q2 2011)</p> <p>3.3 Training and capacity building (periodic, during Q3 2010–Q4 2015)</p> <p>3.4 Information dissemination (periodic; Q3 2010 to Q4 2015)</p> <p>3.5 More efficient institutional mechanisms for providing grants to remote beneficiaries in place by Q4 2012</p> <p>4. Improved systems for M&E of social protection programs</p> <p>Activities:</p> <p>4.1 By Q4 2010, launch of core modules for computerized MIS: (i) household information, (ii) registration, (iii) verification, (iv) payments, (v) updates, and (vi) grievance redress system</p> <p>4.2 Fully integrated computer-based MIS operational by Q2 2011</p> <p>4.3 Development and testing of spot-checking methodology (Q3 2010)</p> <p>4.4 Actual spot-checking and reporting twice a year (Q3 2010 to Q4 2015)</p> <p>4.5 M&E studies (Q4 2010 to 2015), final M&E reports by Q3 2015</p>	<p>ADB: \$400 million</p> <table border="1"> <thead> <tr> <th>Item</th> <th>Amount (\$ million)</th> </tr> </thead> <tbody> <tr> <td>Output 1</td> <td>3.7</td> </tr> <tr> <td>Output 2</td> <td>362.5</td> </tr> <tr> <td>Output 3</td> <td>21.6</td> </tr> <tr> <td>Output 4</td> <td>4.5</td> </tr> <tr> <td>Contingencies</td> <td>7.7</td> </tr> </tbody> </table> <p>Government: \$481.6 million</p> <table border="1"> <thead> <tr> <th>Item</th> <th>Amount (\$ million)</th> </tr> </thead> <tbody> <tr> <td>Output 1</td> <td>9.9</td> </tr> <tr> <td>Output 2</td> <td>436.1</td> </tr> <tr> <td>Output 3</td> <td>15.1</td> </tr> <tr> <td>Output 4</td> <td>0</td> </tr> <tr> <td>Financing charges</td> <td>20.5</td> </tr> </tbody> </table> <p>Capacity Development Technical Assistance: \$1 million</p> <p>ADB: \$800,000 Government: \$200,000</p>	Item	Amount (\$ million)	Output 1	3.7	Output 2	362.5	Output 3	21.6	Output 4	4.5	Contingencies	7.7	Item	Amount (\$ million)	Output 1	9.9	Output 2	436.1	Output 3	15.1	Output 4	0	Financing charges	20.5
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4Ps = Pantawid Pamilyang Pilipino Program (Building Bridges for the Filipino Family Program), ADB = Asian Development Bank, CCT = conditional cash transfer, DSWD = Department of Social Welfare and Development, IP = indigenous people, M&E = monitoring and evaluation, MDG = Millennium Development Goal, MIS = management information system, NHTS-PR = National Household Targeting System for Poverty Reduction, NPMO = national project management office, NSCB = National Statistical Coordination Board, NSO = National Statistic Office, RPMO = regional project management office, SP = social protection.

Pakistan: Sindh Growth and Rural Revitalization Program (Subprogram 2)

Gender Action Plan

Gender Mainstreaming in Sindh. The Government of Pakistan developed the Gender Reform Action Plan (GRAP), a road map to systematically mainstream gender at the federal and provincial levels, aided by the Asian Development Bank’s Decentralization Support Program.⁵ The Government of Sindh (GoS) approved GRAP in 2004 and notified the Women Development Department as the lead agency for its implementation. Gender mainstreaming cells were established in 11 key departments of the GoS. In the Sindh Assembly, 29 seats were reserved for women out of a total of 168 members. Vocational training for women to work as secretaries, entrepreneurs, beauticians, and in day care was organized for 1,600 women, and training is planned for another 2,000 females in 2010. A Bill on Sexual Harassment in the Workplace and Domestic Violence is being deliberated by the Law Department. The allocation for gender-focused schemes in the Annual Development Plan increased from PRs172 million in FY2009 to PRs302.9 million in FY2010. In addition to GRAP, the GoS initiated a “land for landless *haris* (tenants)” program and a cash grant program for the poor at the union council level (the lowest tier of government). The grant scheme targets 500,000 female beneficiaries, and 80,000 acres of state land has been distributed to landless poor women with supporting credit, seed, and business development programs.

The Sindh Growth and Rural Revitalization Program builds on GRAP-led reforms. Categorized as “effective gender mainstreaming,” the program promotes a multitiered approach to strengthening gender responsiveness in GoS operations, namely, with respect to (i) policies governing the public sector and public sector operations, (ii) sector development policy, (iii) project design and selection, (iv) coordinated administration of gender-based programs across all line departments, and (v) reliable and complete sex-disaggregated data generation to form performance benchmarks and inform policy decisions.

Under the program’s core policy area (CPA) 1, the GoS has developed robust policy and institutional frameworks for public–private partnerships (PPPs). PPP policy and project development facility guidelines have been drafted to include clear provisions for addressing any adverse project impacts (e.g., loss of livelihoods or opportunities) on women, and ensuring that any positive impacts from PPP projects (such as employment generation) accrue to women as well as men. As part of CPA 2, the GoS modified the format of PC-1 (mandatory development project template of the Pakistan Planning Commission) to solicit sex-disaggregated data on project impact and beneficiaries; the goal is to move from targeted programs for women to resource allocation based on gender needs. The GoS also reconstituted the Provincial Development Working Party, which will include the secretary of the Women Development Department as a permanent member, enabling gender-responsive policy inputs to be incorporated in the entire public sector development portfolio. This will encourage equitable budgetary allocations, and may contribute to behavioral change among public sector planners. Under subprogram 2, a “one-window” pension facilitation cell for expeditious pension processing has been initiated. Women comprise a significant portion of beneficiaries, both as pensioners and widows of

⁵ ADB. 2002. *Report and Recommendation of the President to the Board of Directors: Proposed Program and Technical Assistance Loans to the Islamic Republic of Pakistan for the Decentralization Support Program*. Manila.

civil servants. CPA 3 concentrates on reforms in health care and land record management. Lack of clear land titling not only deprives people of their assets, but also limits their ability to access other resources (such as credit and rural support services) by leveraging their land. The program's technical assistance resources supported the Board of Revenue's land record computerization initiative introducing a gender filter in the new record-keeping program. Women landowners, including *haris*, will be able to access credit and support programs using land as collateral. Under subprogram 2, the GoS will develop improved minimum service delivery standards, for maternal and child health care (Millennium Development Goals 4 and 5); assess current gaps in service delivery via third-party evaluation of public and private primary health care providers; and develop a results-based health sector framework, to close the gaps.

Policy Actions for Gender Mainstreaming under Subprograms 2 and 3

Core Policy Area	Actions for Subprogram 2 (Jan 2009–Jun 2010)	Indicative Triggers for Subprogram 3 (Jul 2010–Dec 2011)	Detailed Actions
1: Promote private sector participation	GoS to have finalized drafts of (i) PPP policy and (ii) PDF guidelines, incorporating Equator Principles and gender equity provisions	GoS to adopt PPP policy and PDF guidelines, incorporating Equator Principles and gender equity provisions	PPP Policy Board to notify (i) PPP Policy, (ii) PDF guidelines, (iii) PPP procurement manual, and (iv) PPP selection criteria incorporating Equator Principles and gender equity provisions
2: Improve public expenditure management	GoS to have included the secretary of the WDD as a permanent member of PDWP GoS to have developed coordination procedures among WDD and line departments	P&DD to ensure sex-disaggregated data are solicited in the PC-1 pro forma GoS to have included WDD as lead department for gender mainstreaming in the rules of business GoS to strengthen human resource and technical capacity of WDD	P&DD to revise PC-1 pro forma to capture sex-disaggregated project data GoS to notify secretary WDD as a permanent member GoS to notify coordination mechanism between line departments and WDD
	Sindh accountant general to have completed entry of all available civil service payroll records and historical records of civil servants and pensioners in SAP/R3	Employee Benefit Administration Task Force to confirm accuracy and accessibility of data in SAP/R3	Sex-disaggregated statistics on employment and employee benefits to be generated to inform GoS policy decisions
3: Revitalize the rural economy	GoS to have notified revised minimum service delivery standards for primary health care, including maternal and child health care	Health Department to develop health sector results-based framework with key performance indicators and a structured monitoring mechanism	GoS to develop minimum service delivery standards Monitoring mechanism established at provincial and district levels
	GoS to have conducted a third-party evaluation to assess performance of PPHI and public health providers, and to measure citizen satisfaction	GoS to facilitate third-party evaluation to assess performance of PPHI, and public and private health care providers to measure citizen satisfaction	Ongoing third-party evaluation to collect sex-disaggregated data on usage, coverage, access to services, and beneficiary analyses. Results expected by August 2010

GoS = Government of Sindh, P&DD = Planning and Development Department, PC-1 = Pakistan Planning Commission development project template, PDF = Project Development Facility, PDWP = Provincial Development Working Party, PPHI = People's Primary Healthcare Initiative, PPP = public-private partnership, SAP/R3 = software by SAP AG/third generation, WDD = Women Development Department.

Source: ADB.

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