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STEPS TO STRIDES

The Sustainable Development Network's
Companion to the World Development Report 2012

THE WORLD BANK
Sustainable Development Network

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Foreword

It is high time to step our work on gender mainstreaming.

It gives me great pleasure to introduce "Steps to Strides" - the Sustainable Development Network's (SDN) Companion to the World Development Report (WDR) 2012. While we have been making considerable progress on gender mainstreaming across the World Bank, the WDR 2012 refocused the spotlight on core issues of gender inequality. Gender is also a key result against which the performance of International Development Association's (IDA) will be measured and the Bank has committed to rate itself on gender as part of the Corporate Scorecard.

In SDN, we find that performance on gender mainstreaming is mixed. While some sectors including Agriculture and Rural Development have been at the forefront of innovation, other sectors have found identifying indicators to measure mainstreaming more problematic. Challenges typically relate to the type of projects, the existence of an evidence base, incentives and resource constraints. Moving forward, SDN's focus will be on providing support for all sectors to ensure effective indicator design.

"Steps to Strides" is the Sustainable Development Network's Companion to the WDR 2012. It "translates" the messages of the WDR for practitioners, especially those who work on infrastructure projects. It has been produced by reviewing a range of SDN projects, and is an amplification of voices of SDN task leaders.

This Companion to the WDR 2012 makes some important recommendations. It argues for the need to make relevant evidence on gender more easily available and accessible. It highlights the importance of more effective methods to share information, and the importance of peer-to-peer learning. Finally, and perhaps most importantly, it underscores the need for qualified staff and just-in-time seed money to help innovation and scaling up. We are taking the issue of staff capacity and incentives very seriously and will work closely with the global practice on gender mainstreaming that exists outside the Bank.

Perhaps the most salient message of "Steps to Strides" is the need to fully develop systems of accountability for gender mainstreaming within SDN. We have already taken some initial steps - the SDN Council now directly monitors progress, quarterly reporting is the direct responsibility of managers, and senior, empowered gender "champions" will start to oversee the actions. But there is more to be done. We are determined to take measured strides in the right direction.

Rachel Kyte
Vice President
Sustainable Development Network

Acknowledgments

Abbreviations

ARD	Agriculture and Rural Development		IFAD	International Fund for Agricultural Development
AAA	Analytical and advisory activity			
ADB	Asian Development Bank		MHT	Mahila Housing SEWA Trust
CDD	Community-driven development		MIS	Management information system
CoP	Community of practice		M&E	Monitoring and evaluation
CAS	Country Assistance Strategy		MAR	Multilateral Aid Review
CMU	Country management unit		MDB	Multilateral development bank
CPS	Country Partnership Strategy		NGO	Nongovernmental organization
DEC	Development Economics		OPCS	Operations Policies and Country Services
DFID	Department for International Development, United Kingdom		PSIA	Poverty and social impact analyses
			PRSP	Poverty Reduction Strategy Paper
DPL	Development policy loan		PPIAF	Public-private Infrastructure Advisory Facility
DIME	Development Impact Evaluation Initiative			
			PRMGE	Gender and Development
ENRM	Environment and Natural Resource Management		PRMPR	Poverty Reduction Group
			PROFOR	Program on Forests
ESMAP	Energy Sector Management Assistance Program		PAD	Project Appraisal Document
			PSD	Private Sector Development
EI	Extractive industry		QAG	Quality Assurance Group
FPD	Finance and Private Sector Development		RTP3	Third Rural Transport Project
FY	Fiscal year		SDN	Sustainable Development Network
GAP	Gender Action Plan		SDV	Social Development Department
GAD	Gender and development		SEWA	Self-Employed Women's Association
GFDRR	Global Facility for Disaster Reduction and Recovery		SHG	Self-help group
			TTL	Task team leader
GPOBA	Global Partnership for Output-based Aid		VPU	Vice presidential unit
HDN	Human Development Network		WBG	World Bank Group
HIV/AIDS	Human immunodeficiency virus/acquired immunodeficiency syndrome		WDR	World Development Report
			WHO	World Health Organization
ICT	Information and communication technology		WPA	Work Program Agreement
			WSP	Water and Sanitation Program
IEG	Independent Evaluation Group		WSS	Water supply and sanitation
IFC	International Finance Corporation		WUA	Water user associations
IDB	Inter-American Development Bank		WUSC	Water user and sanitation committee
IDA	International Development Association			

Summary

Steps to Strides is the Sustainable Development Network's (SDN) Companion Piece to the World Development Report (WDR) 2012: Gender Equality and Development. It is meant to support the operationalization and delivery of World Bank Group (WBG) commitments on gender, while building on the insights of the WDR 2012 and practical experience from SDN sectors. Its primary audience is World Bank SDN sector staff.

The WDR 2012 focuses on three dimensions of gender equality: endowment, economic opportunity and agency. It argues that outcomes for women can improve through accumulation of endowments; use of such endowments to take up economic opportunities and generate income; and application of endowments to take action or agency. In applying the framework operationally, these three dimensions of gender equality can be seen as both entry points to addressing gender issues and outcomes of successful delivery of services generated.

The SDN Companion Piece highlights both achievements in gender mainstreaming and remaining opportunities—while recognizing the constraints and gaps. It is based on "collective introspection" of a cross section of SDN task leaders, as well as a review of SDN projects and of the global practice on gender mainstreaming, particularly in the infrastructure sectors. It finds that SDN has been doing more on gender than is often realized, with some sectors being at the forefront of innovation. Yet, good practice is not systematically documented or disseminated. During its preparation, the Companion Piece helped identify good practices and resulted in a vibrant virtual network of SDN.

Steps to Strides identifies a number of substantive and process-related challenges in integrating gender more uniformly across the sectors. The constraints inter alia, from the heterogeneity of the SDN sectors and work programs, resource constraints, poor empirical bases for designing actions, weak systems of recognition and incentives and unclear lines of accountability. The priority now is to focus on sectors where mainstreaming is more daunting due to these reasons of substance and process.

In light of the constraints identified, the Companion Piece puts forward a set of concrete actions to move the process of integrating gender in the SDN sectors. These actions have been endorsed by the highest body of the network, the SDN Council. Going forward, there will be a shift in the primary onus for actions to the Sector Boards. Progress will be monitored by the SDN Council and will be complementary to PRMGE reporting at the corporate level. Finally, in order that gender issues are both mainstreamed and institutionalized, it is critical that projects and programs as well as upstream documents leverage on the Bank's internal synergies and build better partnerships outside.
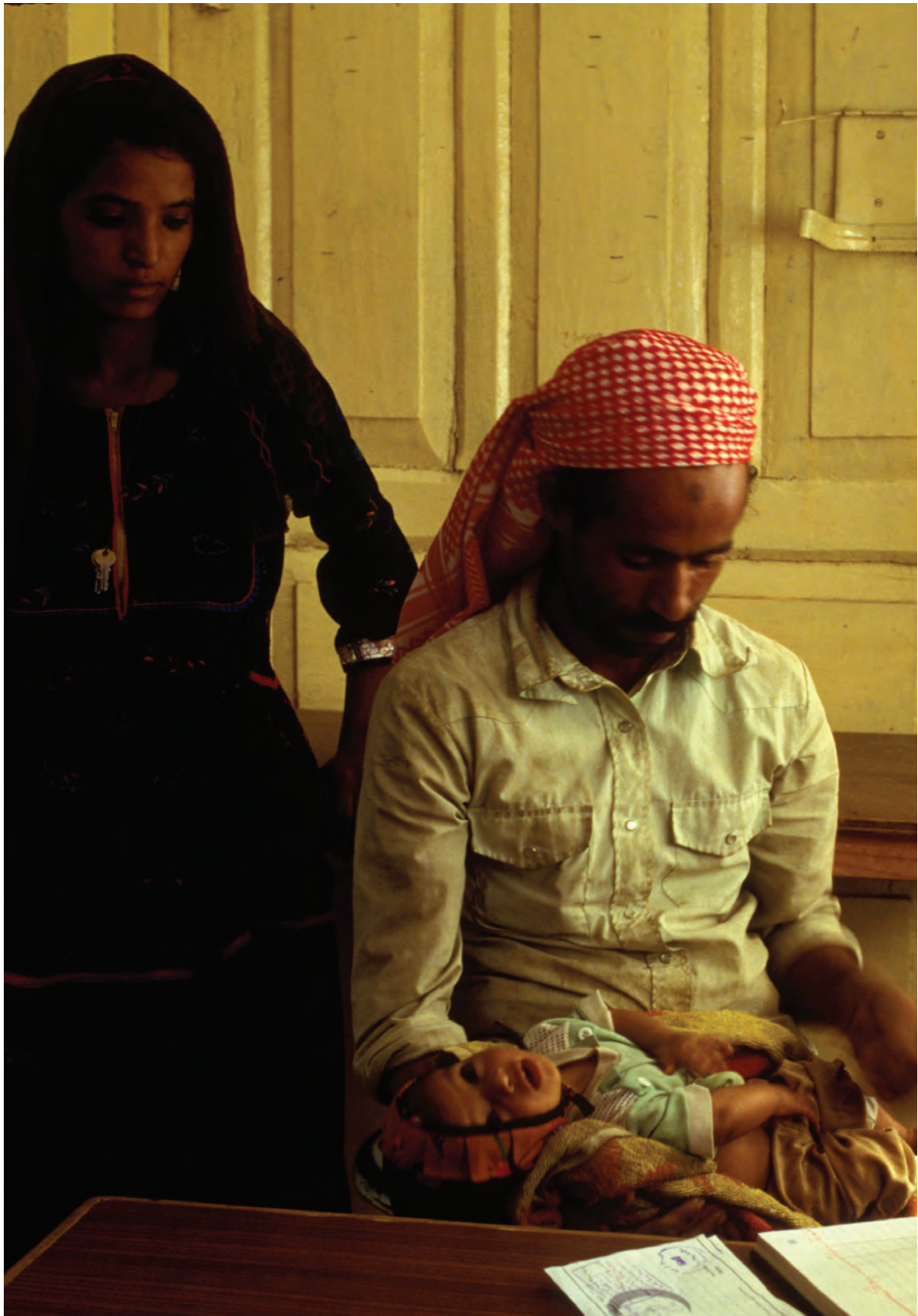
Photo: Curt Carnemark/The World Bank

I. Context

A. Objectives and Audience

This Companion to the World Development Report (WDR) 2012 *Gender Equality and Development* (World Bank 2011d) is intended to support the operationalization and delivery of World Bank Group (WBG) commitments on gender, while building on the insights of the WDR 2012 and practical experience from the Sustainable Development Network (SDN). It has coincided with the formal monitoring of the portfolio to inform the Bank's performance in the International Development Association's (IDA) 16 results framework. The primary audience for the Companion is World Bank SDN sector staff. In addition, there is considerable external interest in the Bank's follow up to the WDR 2012, and this makes donor partners and civil society another important audience for the Companion. Using examples from Bank and non-Bank projects and programs, this Companion provides an analysis of constraints and opportunities for gender mainstreaming in the SDN as well as a set of concrete actions with which to move forward.

During its preparation, the Companion has fed into the infrastructure strategy that was approved by the Committee on Development Effectiveness in November 2011. In the immediate future, the Companion is expected to inform the Bank's dialogue in the run up to the Rio+20 United Nations Conference on Sustainable Development[1] to be held in Brazil in June 2012, as well as other forums on the international stage at which senior SDN management is represented.

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http://www.uncsd2012.org/rio20.

B. SDN Performance on Gender Mainstreaming

The World Bank has intensified its attention on gender issues over the last several years. Some important initiatives include: commitments announced by the World Bank President in 2008 (annex 1); the WBG Gender Action Plan (GAP) 2008 (World Bank 2006a); and the Roadmap for Gender Mainstreaming (World Bank 2010a).

The SDN encompasses about 60 percent of the Bank's lending volume, implying that results for IDA 16 will be impossible to achieve without SDN engagement. Some SDN sectors have been at the forefront in terms of innovation in gender mainstreaming. The Agriculture and Rural Development (ARD) sector, for instance, was the first to identify monitoring indicators to measure mainstreaming and to set targets that were regularly monitored. This mechanism was later picked up by the SDN. ARD also put in place one of the first sectoral thematic groups on gender. Other sectors have also been innovators in gender mainstreaming, and many of the guidance notes and tools published by SDN sectors are used outside the Bank as well. The SDN Anchor has an active group of gender focal points who provide technical assistance and direct support to projects and programs.

Several SDN sectors have experimented with program and project design, with a focus on the differential needs and usage patterns of men and women. The transport and water sectors stand out because much of their early innovation has now become sector practice, including segregated spaces for men and women in cultures where it is

the norm. Attention should also center on women's access to water—because they are often the collectors and managers of drinking water—and sanitation, because their needs are different than men's needs. The social development sector is steeped in the business of consultation and social assessment, which are the first steps to identifying gender issues in projects and programs. These innovations are explored in later sections.

However, some SDN sectors have lagged. Several internal and external reviews have noted the substantive and process-related challenges in integrating gender, particularly in high-value infrastructure operations (for example, in the energy sector), resulting in poor performance for gender mainstreaming efforts.

All aid agencies face challenges in gender mainstreaming. The recent Department for International Development (DFID) *Multilateral Aid Review* (MAR; DFID 2011) reviewed the performance of DFID's partners for a range of criteria, including

gender. Its somber conclusion was that "two thirds of the…multilateral organisations are weak or unsatisfactory against this (gender) component, including all of the multilateral development banks (MDBs) and private sector development organisations, the European Commission, and half of the global funds and humanitarian organisations" (DFID, 64). Among the organizations paying satisfactory attention to gender issues, DFID (65) reports that the:

> Best performers have strategy action plans to ensure that gender is integrated into all of the organisation's work, operational guidelines to ensure that gender considerations are included at the design stage of country interventions, a good emphasis on collecting and using gender-disaggregated data, and clear organisational structures to promote and support gender mainstreaming.

The Independent Evaluation Group (IEG) evaluated the Bank's performance on gender in a

Figure 1:
Gender informed lending in SDN sectors, FY2010-12 (Q1-Q3)
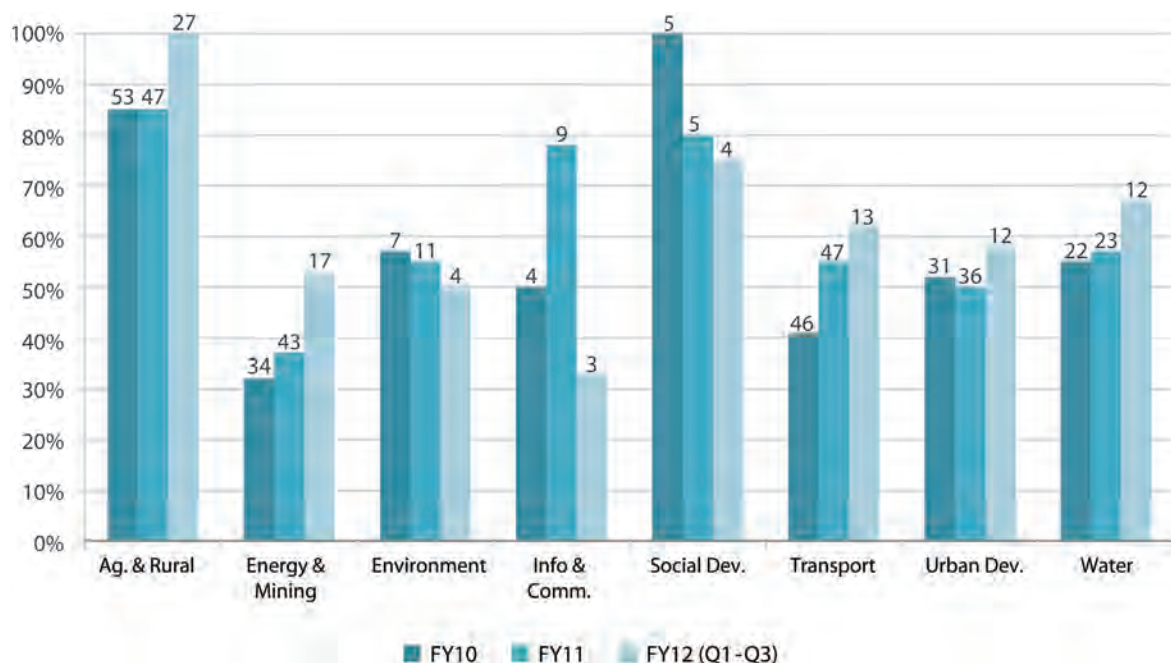
Source: PRMGE monitoring numbers as on June 7, 2012.
Note: Percentages indicate share of gender informed projects in SDN's lending portfolio. Total number of projects in each sector is shown above columns.

report released in 2009. It found that while the amount of gender-informed lending has increased substantially, there remains a need to improve the quality of attention to gender; increase staff capacity; improve monitoring and evaluation (M&E); and strengthen management accountability (IEG 2009).

While defining and measuring gender mainstreaming are difficult and ongoing processes, the real challenge lies in implementation. Renewing an old discourse, Bank staff members often ask: What is gender mainstreaming? Both the term and its implications are highly contested in the gender and development (GAD) literature, and in practice within development institutions. Annex 4 provides different working definitions adopted by aid agencies. The WBG measures gender mainstreaming by identifying the share of activities that systematically **integrate gender into the underlying analysis, content, and/or monitoring and evaluation.**

Total gender-informed lending[2] in the SDN is high compared to other networks, second only to the Human Development Network (HDN). The SDN's performance has improved over the last three years, until the third quarter of fiscal year (FY) 2012. This is important given the relative size of the SDN portfolio, which is two to six times larger than those of other sectors and includes many large infrastructure projects that traditionally have been more difficult to engender.

Looking across SDN sectors, there has been a growth in the share of gender-informed projects from FY2010 to the third quarter of FY2012. For example, 85 percent of 53 projects in FY2010, and 85 percent of 47 projects in FY2011, were gender informed in the agriculture sector. In the first three quarters of FY2012, gender informed lending in this sector reached 100 percent, with all 27 projects having a gender element. Similar trends were recorded in transport, water and energy and mining sectors, where the share of gender informed projects has increased steadily between FY2010 and FY2012(Q3).

At the same time, the overall SDN portfolio expanded by 10 percent (from 202 to 221 projects) during FY2010–11, an increase of almost 10 percent, while the number of gender-informed SDN projects rose from 114 to 130, an increase of about 14 percent. As a result, the percentage of gender-informed projects in the SDN increased from 56 to 59 percent. Although the numbers for FY2012 are based on the first three quarters only, there are encouraging signs: of the 92 SDN projects commissioned, 65 (or 71 percent) were gender informed.

C. Methodology and Process

The preparation of this Companion motivated a collective introspection of a sample of SDN staff on gender mainstreaming. Such internal introspection is not unique among organizations, and several multilateral and bilateral aid agencies undertake both independent evaluations and candid institutional soul-searching to see how they have performed on various aspects of their mandate, of which gender can be one. The literature on organizational behavior and organizational change underscores the importance of staff perceptions in change management to make cultural shifts in organizations (Pashiardis 1994; Thompson 2002).

Forty SDN task team leaders (TTLs), across eight sectors and six regions, including from anchor units, who are at the cutting edge of being able to either include gender or disregard it, were interviewed. Purposively sampled and structured as discussions, the 45 minute, open-ended interviews were conducted in person by members of the Social Development Department's (SDV) social inclusion team and covered three main issues: (i) the role of gender in World Bank and SDN operations; (ii) factors that affect the success of gender innovations; and (iii) how innovations on gender diffuse across the Bank and become standard practice.[3]

The interviews revealed important findings.

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2 See annex 2 for the rating methodology developed by the Gender Anchor (also known as PREM Gender or PRMGE) and the GAD Board (March 2012).

3 The responses were transcribed and coded into NVivo, a qualitative data analysis software (see annex 2 for detailed methodology).

They helped identify good practices and "unsung heroes" who have integrated gender innovatively and creatively into their projects. They also helped the team hear voices and perspectives of those who find integrating gender challenging and why, which was one of the original reasons for conducting the interviews. Moreover, this process of staff engagement resulted in a vibrant virtual network of SDN gender focal points and an extended group that is working on integrating gender into projects and programs under the SDN umbrella. This virtual network is called the SDN Gender Community of Practice (CoP).

Other sources also informed this Companion. These included reviews of recent reports that assessed gender mainstreaming in international agencies, internal Bank documents such as a portfolio review of SDN projects conducted in 2010 (World Bank 2010e), a rapid review of Bank projects that addressed gender, and a review that looked at examples from outside the Bank (Pande 2011).

D. Organization of the SDN Companion

This Companion is divided into five sections. The next section (section II) applies the World Development Report (WDR) framework to the SDN and discusses what the messages of the WDR mean for SDN sectors. Section III discusses entry points

to address gender. Section IV identifies key constraints and opportunities, and section V defines the contours of an SDN Compact to deepen gender mainstreaming and lays out an action plan for the SDN.

Before reading this Companion, two reminders are in order:
1. *Progress on gender equality takes time*, despite the existence of low hanging fruit that can yield quick results. Being realistic about gestation periods and time lags will be important in quantifying success.

2. Gender equality is ultimately a political process where the real leadership lies within countries, with national actors. While aid agencies can facilitate the process, they also need to be realistic about how far they can go. Where country demand is weak, efforts first need to be made toward raising awareness about the importance of gender issues and the benefits of promoting gender equality.

Photo: Nugroho Nurdikiawan Sunjoyo/The World Bank

Photo: Tran Thi Hoa/The World Bank

II. Endowments, Economic Opportunity, and Agency: What Do They Mean for the SDN?

The WDR 2012 (World Bank 2011d) focuses on three dimensions of gender equality: endowment, economic opportunity, and agency. It argues that outcomes for women can improve through accumulation of *endowments* (education, health, and physical assets); use of such endowments to take up *economic opportunities* to generate income; and application of endowments to take action or *agency*.

On the one hand, the framework used in the WDR 2012 allows for a broad view of gender equality, on the other, at the operational level, it is difficult to distinguish one dimension from another. This is evident both at the project and at the individual level. At the project level, for instance, in the construction of a large thermal power plant, initial consultations can enhance agency, while the use of local labor for civil works can enhance economic opportunities, and the delivery of electricity to households can enhance endowments. Similarly, when a project uses a broader, local development approach, it could potentially impact all three aspects of gender equality. At the individual level, quotas in civil works for women can enhance economic opportunity, but also provide simultaneous on-the-job training and so enhance endowment and enable women to have greater voice in the household and outside, and, in the process, enhance agency. One of the components of Bolivia's Urban Infrastructure Project is the Barrios de Vereda (Real Neighborhood), which built indoor sanitation facilities and installed street lighting to improve pedestrian mobility and women's security, which in turn are said to have decreased outdoor violence against women. The project also constructed child care fa-

cilities, community centers and recreational centers, which enabled women to engage in a range of activities outside the home. Finally, the project focused on making sure women had titles to the land and assets, which were being registered. Clearly, the Barrios de Vereda project had direct and indirect benefits along all three dimensions of gender equality (World Bank 2010f).

Just as gender equality cuts through all three dimensions outlined in the WDR, often simultaneously, so does gender inequality, which can manifest itself in a similar manner. This point was illustrated by comments from a focus group discussion with women in Chibelela, Tanzania, conducted for the WDR 2012:

> *Getting to town means paying bus fare, which can be a problem. Try to imagine the little money you have and you have to spend it on travelling to go and apply for a job of which you are not sure. But again, if you got a job in town and you did not know where to stay, that can be a problem also: coming back home in the village is hardly possible everyday…. So, you simply fear getting a job in town.*

The WDR 2012 tends to focus on *women's* status for the most part, based on the fact that women tend to fare worse than men along a range of dimensions in most countries. But, the WDR 2012 also highlights the fact that the relationship between men and women and the cultural norms surrounding those dynamics are in fact central to women's status relative to men's. In fact, the most

egregious forms of gender inequality that manifest themselves in violence and death or women dying needlessly in childbearing are intimately intertwined with these dynamics. Therefore, programs and projects that address, either directly or indirectly, the safety and security of women or provide them with greater access to improve their chances of survival, actually alter the gender dynamics and the relationship between sexes in that area as well. An area that this Companion does not address is the vulnerability of men and boys and constructions of masculinity that have a bearing on gender dynamics, and in turn, unequal outcomes. Some SDN and other teams are exploring these frontiers, realizing that the focus on men and boys will be central to eliminating gender inequality (Bannon and Correia 2006).

The WDR 2012 highlights three broad entry points for the Bank to implement its framework: *financing, innovation and learning, and partnerships*. Drilling down, the Bank laid out five strategic directions in an *implications paper* for the development committee that was discussed by the governors' during the Annual Meetings in October 2011. Those five strategic directions are:

1. Informing country policy dialogue and raising awareness

2. Enhancing country-level gender diagnostics

3. Scaling up lending for domestic priorities

4. Increasing the availability of gender-relevant data and evidence

5. Leveraging partnerships

Table 1 outlines some of the entry points to operationalize the WDR 2012 framework for the SDN. In applying the framework operationally, the three dimensions of gender equality addressed in the WDR framework are essentially both *entry points to addressing gender issues* and *outcomes of successful delivery of services generated*.

A. Building Endowments

Infrastructure and agriculture sectors play a defining role in improving access to education and health. Adequate street lighting in some projects, for instance, has increased safety and enabled children in the community to study at night. Riders for Health, winner of the 2004 World Bank Development Marketplace Award, is designed to save lives of pregnant women in Zambia and Zimbabwe by using the Uhuru, a motorcycle ambulance (Lee and Tayan 2007). Agriculture projects can have positive impacts on household food security. While malnutrition is not particularly gendered among children, it is so among adults, with pregnant and lactating women particularly at risk. Many community-driven development (CDD) projects that facilitate local-level collectives such as self-help groups (SHGs) have successfully integrated elements of human development directly into their design.

Several urban reform programs, particularly in Latin America, build in components that provide child care programs that enhance early childhood development and while allowing women to take advantage of economic opportunities. Providing spaces for child care can enable women (who shoulder the major burden of child care) to access other opportunities while improving human development outcomes for their children. The Reactivation of the Center of La Paz Program, financed by the Inter-American Development Bank (IDB), is an example of such a program. This program requires that some projects or supported programs that have worksites or training centers with a minimum number of women attending must also have crèches or child care facilities, thereby enhancing economic opportunity and building endowments.

Training and skills development are also important ways to build human capital. Project examples using this path toward building human capital are:

*   In Cameroon, a long established women's business association, ASAFE, identified cell phones as a profitable business opportunity for young

TABLE 1: Endowments, Economic Opportunity, and Agency—Illustrative Applications

Example of project component or project idea	Illustrative entry point to integrate gender issues	WDR 2012 dimension of gender equality		
		Endowments	Economic opportunities	Agency
Land and asset titling	▪ Taking into account cultural norms with regard to women's ownership of property and knowing the difference between rights on paper and rights in practice	x		x
Agriculture	▪ Ensuring that women receive extension services in easily accessible form ▪ Ensuring that seeds, fertilizers, and other inputs are accessible to women		x	x
			x	x
	▪ Information on market prices accessible to women	x	x	x
Training	▪ Training women in nontraditional trades that are more lucrative, as well as in traditional trades in project-related activities	x	x	x
	▪ Taking a local development approach that builds capacity of local communities, including of women	x		x
	▪ Separate training for men and women on issues concerning community well-being, such as gender-based violence, public safety, and recourses available			x
Water	▪ Consulting women and men on location of drinking water sources	x		
	▪ Involving women in maintenance of community water sources	x	x	
	▪ Working with utilities to eliminate connection policies that create additional access barriers to women	x		
Sanitation	▪ Ensuring public toilets are sited correctly to ensure safety of and ease of access by women	x	x	
	▪ National strategies for sanitation in schools, with emphasis on safe, separate, well-maintained facilities for girls and boys	x		x

TABLE 1 (cont.): Endowments, Economic Opportunity, and Agency—Illustrative Applications

Example of project component or project idea	Illustrative entry point to integrate gender issues	WDR 2012 dimension of gender equality		
		Endowments	Economic opportunities	Agency
Information	▪ Separate training for men and women in information and communication technology (ICT) training facilities and separate use of telecenters	x		
	▪ Small business opportunities for women and men in community ICT solutions	x	x	
	▪ Mobile phone applications that target issues important to women	x		x
	▪ Communication strategies and mediums that are accessible for men and women			x
	▪ Engaging young men and women from the community for information dissemination activities	x	x	x
Wage employment	▪ Ensuring project personnel are conscious of gender parity in hiring decisions		x	
	▪ Civil works that expressly include women	x	x	
Small business development	▪ Management of spaces like market sheds that ensure that both men and women have access and mechanisms to avoid elite capture	x	x	x
Procurement	▪ Requiring contracted firms to hire a gender specialist or undertake some type of project-related activity that ensures a gender specialist is on the team		x	
	▪ Using women's groups for local contracts as appropriate	x	x	x
	▪ Civil works with quotas for women		x	
Urban policy and zoning	▪ Setting aside space for child care centers and hostels for working women	x	x	
Links to finance	▪ Housing projects that link to finance and target women for ownership	x	x	
Food security	▪ Agricultural extension for kitchen garden development	x	x	
Safety and mobility	▪ Transport projects that also include street lighting and access roads		x	x
	▪ Sponsoring safety audits			x
	▪ Public transport that takes into account women's needs in terms of access (routes) and timing (schedules)	x	x	x
	▪ Women's ownership and use of transport-related assets such as taxis and bicycles	x	x	x
Benefit-sharing arrangements	▪ Transport and mining projects with social component that generates awareness on HIV/AIDS		x	x
Cross-cutting	▪ **Consultations, analysis, and results monitoring**			

women in rural and peri-urban areas. Women are trained to repair cell phones, sell them, and in the process run viable businesses. They receive technical and management training and a loan to acquire 10 cell phones, pay for equipment, and rent a small space (Melhem, Morrell, and Tandon 2009; World Bank 2010d).

- The IDB's Urban Rehabilitation Program in Haiti finances training for market vendors, 90 percent of whom are women, as well as shelters for vulnerable girls, including unpaid domestic workers, street children, and sexually exploited teens (IDB 2007). In Sri Lanka, the World Bank is supporting the government's gender strategy as part of the Poverty Reduction Strategy Paper (PRSP) process. The strategy includes increased emphasis on protection of women's rights, conforming to the United Nations Convention on the Elimination of All Forms of Discrimination Against Women; continuing support for entrepreneurial programs for women; and introducing an employment policy to promote equal training and employment opportunities for women.

- In some infrastructure projects, benefit-sharing arrangements are premised on "giving back to communities" by training and hiring local labor. Infrastructure companies also set up scholarship programs that enable the youth to build endowments. Gender can be integrated into these types of programs.

That information is power is a truism, but information also builds endowments, which in turn can enhance agency (Box 1). The National

Ganga River Basin Project in India seeks to clean the giant river Ganga and provide sewage networks and connections in previously unserved areas. Realizing that women play a critical role in sanitation and hygiene within their households, the project is targeting its awareness campaigns in places where women congregate and at times when they are free from household chores. The Western Africa HIV/AIDS Project for the Abidjan-Lagos Transport Corridor includes two important gender-related information dissemination activities. First, female traders are educated about their rights and on the documentation required so that they can avoid harassment at check points during border crossings; and second, sex workers receive training on HIV/AIDS prevention and free female condoms, or cash grants if they want to take up formal jobs (World Bank 2010h).

B. Enhancing Economic Opportunities

SDN projects can enhance economic opportunities directly or indirectly. Agriculture, forestry or infrastructure, for instance, can ***directly*** create jobs, or they can enable access to markets through transport and communication and in the process ***indirectly*** enhance economic opportunity. But access to services and markets is often differential, as are most opportunities. If task teams are conscious of gender differences, the benefits from SDN programs and projects can be made more equitable.

Direct employment benefits from SDN projects can occur through a range of interventions targeted at women or vulnerable men and boys: wage employment is one type of intervention. Most infrastructure projects tend to hire male labor, which is a function of household labor supply decisions and of the cultural norms associated with women's work in most regions. But when added efforts are made to seek out the possibility of hiring female labor, the results are often instructive. Some projects have innovated with quotas for women in civil works. The transport sector has considerable experience in this area: for instance, the World Bank's transport team in India has introduced a clause in contract documents to ensure that at least

10–15 percent of jobs on civil works related to road projects are reserved for women. The clause requires that women receive equal wages and that worksites have separate toilets and crèches.

Both public agencies and the private sector are increasingly cognizant of their potential in providing direct employment benefits to local communities, and to women in particular, through the use of targeted programs. The following programs are examples:

- Xstrata Copper Peru Las Bambas has an employment policy stating that 50 percent of its temporary work should go to women. The community decides how the work will be divided between men and women. The company offers two jobs for each family: one for a man and the other for a woman. Ward and Strongman (2010) cite a number of further examples from private mining companies.

- The Green Brigade in Burkina Faso (Ouagadougou) facilitated economic opportunities for women while also helping the environment. The project goal was to improve the city environment by employing 1,200 women (at the time of this review) to clean the streets and public spaces. Most of these women—called the Green Brigade—were the breadwinners for their families (UN Habitat 2008).

- In Bangladesh, the government's Rural Electrification Board employs women to spread awareness about bill collection, ensuring uninterrupted services, and other aspects of the functioning of the utility. Twenty percent of positions for billing assistants, assistant cashiers, and data entry operators are reserved for women.

- In Kenya, recruiting and training women water meter readers is part of a water and sanitation World Bank–supported program.

In addition to wage employment, SDN projects can support the creation and ownership of assets like land, housing, and other high-value assets. Fostering asset ownership is particularly im-

portant, because a very small proportion of women are wage employees. Most women in World Bank client countries are self-employed in agriculture, but often do not have either de facto or de jure ownership rights.

The World Bank finances several projects that improve land titling. Ensuring that titles are in the names of both spouses can be a good way to guarantee economic security and opportunity. The resettlement plan for the Yemen Flood Protection Project, for example, required the names of both husband and wife on the land title. Traditionally, women do not have their names on such titles in the Republic of Yemen, but despite this, very few households rejected this option, showing that norms are not cast in stone and incentives can help bring change.

In the water sector, quotas in irrigation projects can ensure women's access to irrigated land and water, such as in the World Bank's Land Conservation and Smallholder Rehabilitation Project in Ghana. In other cases, projects have encouraged small businesses through provision of market spaces (detailed earlier in table 1) and by providing ICT infrastructure to improve their efficiency.

Nurturing and supporting nonfarm enterprises through access to finance can have positive gendered impacts (Box 2). Women are more likely than men to be concentrated in (usually informal) nonfarm ventures and less likely to have access to financing (World Bank 2011d). Finance, even in small amounts, can be an important success driver of such nonfarm enterprises. The Microfinancing for Home Improvement Program under the Vietnam Urban Upgrading Project was implemented primarily by the Vietnam Women's Union—a grassroots organization dedicated to empowering women through education, vocational training, microcredit facilities, and policy advocacy. Consequently, over 66 percent of the borrowers have been women, who more effec-

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Box 2: Mahila Housing SEWA Trust—Making Vertical and Horizontal Links

The Self-Employed Women's Association (SEWA) is a registered trade union of 1.1 million poor, self-employed women in India. As an organization, SEWA is constantly innovating and changing in response to needs of its members. In the 1990s, internal research of SEWA Bank indicated that more than one-third of all loans were used for housing, and that about 80 percent of those loans were spent on housing-related activities, including water connections, construction of toilets and drains, and acquiring electricity. In 1994, Mahila Housing SEWA Trust (MHT) was officially registered with the objective of improving housing and infrastructure conditions of poor women in the informal sector, specifically to:
- Improve housing and infrastructure conditions and the overall living environment of SEWA members, including construction of low-cost housing and infrastructure;
- Create improved access to important services such as shelter finance, legal advice, technical assistance, information on housing material market and shelter-related income, and employment opportunities for poor, working women; and
- Influence housing- and infrastructure-related urban and rural development policies and programs and bring the benefits of these policies within the reach of poor women by promoting their own institutions.

MHT's partnership with state agencies has been particularly beneficial to the members of SEWA. Many of MHT's initiatives are also rigorously evaluated.

Source: http://www.sewahousing.org.

tively articulate the need for toilets and running water in the home (World Bank 2010f). World Bank–financed livelihood projects across South Asia operate on the premise that provision of microcredit is the key to building assets, opportunity, and agency.

Projects that encourage nonfarm enterprises can ensure that both men and women are included in project benefits. The Integrated Coastal Zone Management Project in India has reserved spaces for poor fisherwomen at the front of the markets and fishing auction centers and formed women's SHGs and SHG federations to provide a platform for women to sell fish and other products (for example, fish pickles). Another initiative, Solar Sisters, uses AVON, a cosmetics company, to distribute solar energy–powered lamps in Uganda, Sudan, and Rwanda. Solar Sisters' objective is to give rural women an income and a renewable light source through the use of low-technology, efficient, easy-to-use, and affordable solar lamps. In Bangladesh, the Asian Development Bank's (ADB) Rural Infrastructure Development Project undertook a number of measures to enhance gender mainstreaming, including providing women with spaces in market sheds created by the project, recruiting female labor, ensuring wage equity, providing training opportunities, giving women seats on market management committees, and ensuring that project personnel and local government members were trained in gender issues (Lateef 2006).

Some projects contract local groups for operations and maintenance, some of which are women's groups. Vietnam's Third Rural Transport Project (RTP3) found that women from an ethnic minority would have been left out of access to a road project, so it contracted them as a group to manage road maintenance. The pilot effort trained these women in engineering and road-building practices. Besides providing direct income benefits, the project improved awareness of the importance of road maintenance among local communities and helped women achieve a greater voice in community and household decision making. An International Fund for Agricultural Development (IFAD)–supported community-based resource

management project in Bangladesh outsourced the manufacture of flood-resistant concrete blocks to community groups. This allowed residents, especially women, to fit the work in with household tasks. The project also assigned women from the poorest households the responsibility for routine maintenance and care of trees. In Mumbai, India, the Municipal Corporation reserved 50 percent of the contracts for the pay-and-park lots for women's SHGs and 25 percent for educated unemployed youth.

C. Facilitating Agency

SDN and indeed other parts of the Bank can *use agency* to both strengthen projects and programs as well as *enhance agency* through their programs. A point to remember about enhancing or using the agency of groups that have traditionally had low voice is the strong likelihood of its impact on power relations—in this case between the sexes. The usually strong positive impact in terms of access and agency can sometimes result in resistance from dominant groups as well. For example, in cultures where women's segregation is the norm, their increased presence in public spaces due to enhanced safety and access to services can trigger a conservative backlash.

TTLs sometimes face resistance to suggestions about utilizing Bank programs to enhance women's agency. TTLs report resistance to change from state structures that can be conservative and risk averse.

> It is women who are often apprehensive about claiming their benefits. They are worried about what these benefits might mean or about upsetting the power relations in their households. This is apparent in consultations as sometimes women leaders will not talk in the consultation process if there are men. We have had situations in which we have separate consultations and only after a while we bring men and women together.
> *TTL for a land administration project*

It is difficult to talk about gender issues with people in the government in transport. In fact, their response is usually very defensive e.g. if we raise issues of safety, it is taken as if we are implicating the government for not ensuring safety for women. Similarly, we have been to several meetings where we have made representations to include small practices that help women. But we are told that programs under the Department of Women and Child Development are already covering all initiatives for women, and hence, they don't want to do more. This mindset can be influenced, if at all, through higher-level dialogues.

Transport TTL

SDN experience shows how separate consultations with women and men cannot only improve project design, but also enhance agency. The Liaoning urban transport project in China found during consultations that women's main concerns were safety and the hazards posed by poor lighting, long waits for buses due to infrequent service, and lack of pedestrian walkways and crossings. The project team accordingly changed the initial project design to focus on improvement of secondary roads, traffic management, sidewalks and crossings, public transport services, and street lighting. This project has a number of other examples of successful and meaningful consultations.

Addressing safety and security can raise women's confidence and their ability to access markets and services. Women-only subways, buses and train cars have been used to combat aggression and harassment of women in a number of countries, including Japan, Brazil, the Arab Republic of Egypt, Mexico, India, Belarus, and the Philippines. The Tokyo subway system adopted women-only cars and hired women attendants to reduce harassment in crowded public transport systems. In Manila's light rail system, the two front rail cars are reserved for women and children, while in Mexico City, recent

women-only buses along busy routes have been added to the women-only cars that operate during rush hour in its subway. Men and women also have segregated spaces on train platforms. Several urban transport projects financed by the Bank now include indoor sanitation facilities and street lighting in their design to improve pedestrian mobility and women's security (World Bank 2010c).

Technology solutions can reduce the drudgery of household tasks for which women are disproportionately responsible in almost all cultures. A biogas project in Nepal helped women in beneficiary households save about three hours daily by using biogas for cooking instead of collected fuelwood. Women have used this time for child care, literacy training, and participation in community organizations. Biogas-fueled stoves have also dramatically reduced indoor air pollution, thereby having a salutary impact on the health of women.

Other projects have used women to communicate messages that affect the lives of other women and the community. In ADB's Indonesia's Coral Reef Rehabilitation and Management Program, women's groups are trained and given key roles in promoting messages on the core program objective of protecting coral reefs. Women also hold managerial positions in the project at all levels—national, provincial, and village—and a series of activities to promote women's participation have continued through implementation.

Some projects and programs make the leap from mere participation to recruiting women for leadership and enhancing their leadership skills. Some recent examples of these programs are briefly outlined here.

- In Poland, the World Bank has supported training women leaders from communities impacted by mine closures. These leaders have mobilized grant funding, including from the European Union, and have been able to provide leadership in their communities on various issues including women's health, domestic violence, alcohol and substance abuse, poverty allevia-

tion, small business development, employment counseling, public relations, legislation, public speaking, and entrepreneurship.

- In Brazil, as part of the government-led urban reform program, a cadre of Women for Peace has been established. It includes over 10,000 female residents from areas with high rates of violent crime whose primary assignment is to serve as a mentor/guardian for at least one person from their community who is at risk to drug addiction. These guardians receive a stipend, training in human rights and conflict prevention and specific training on the Maria da Penha Law, which was designed to prevent domestic violence.

- The Girls in Risk Reduction Leadership Project in the Ikageng Township of Potchefstroom, South Africa, has sought to reduce the social vulnerability of marginalized adolescent girls using practical capacity-building initiatives to increase individual and community resilience to natural disasters. Girls have been trained in personal

and public health, fire safety, counseling, and disaster risk planning (ISDR and UN 2008).

Sustained improvements in agency can happen through programs and projects when lessons are integrated into broader strategies that are owned by the country. For example, women in mining areas often face discrimination, economic deprivation, and domestic violence. Their traditional social roles can be eroded with the arrival of mining operations. The World Bank and the Papua New Guinea Department of Mining sponsored a series of workshops on gender and mining that have led to the preparation of a five-year National Women and Mining Action Plan. Similarly, the government of Bangladesh recognizes the importance of including women side by side with men in disaster risk reduction and in mitigating the effects of the disasters that are so commonplace in the country. Accordingly, local-level plans and their implementation target women separately in information sharing and key actions for mitigation.

Figure 2: Enhancing Agency—from Being Heard to Leading

LEADING
Women, young men, or other vulnerable groups as leaders and decision makers

PARTICIPATING
Women, young men, or other vulnerable groups as information bearers

BEING HEARD
Consultations with men and women
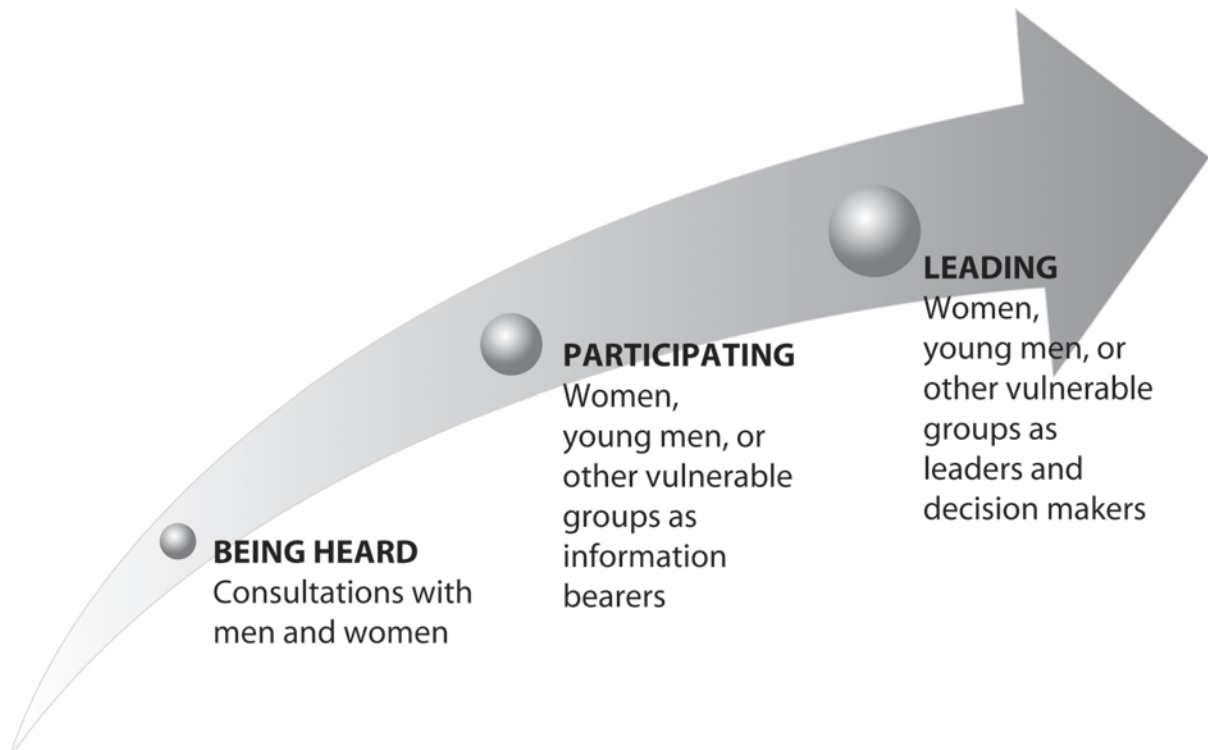
UN Photo/Eric Kanalstein

III. Entry Points, Instruments, and Mechanisms to Address Gender

This section outlines project-level entry points based on both TTL experience and a review of World Bank projects that integrated gender.

Identifying entry points for gender mainstreaming is not always easy, and the salience of gender issues in a project is not always immediately obvious. Pushing for gender mainstreaming where it makes little technical or practical sense can be counterproductive. As part of the current exercise, TTLs were asked if anything "puts them off" about the way gender issues are approached in the Bank. They reported frustration with (i) what they perceive as excessive advocacy and (ii) institutional requirements that many see as prescriptive. Some TTLs indicated that they would integrate gender where it was possible and sensible, but when they were presented with normative and prescriptive

Figure 3: Project-Level Entry Points for Gender Mainstreaming
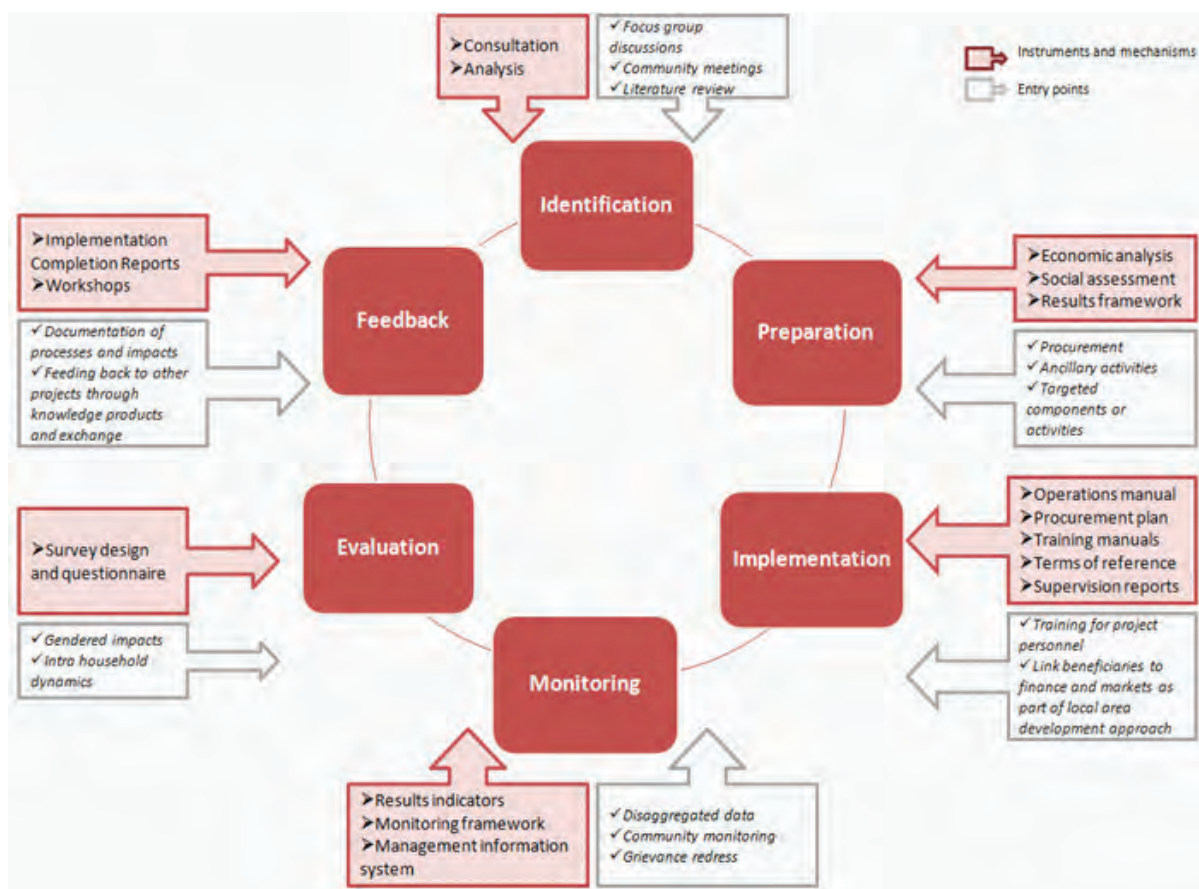
directives not grounded in analysis, they would push back and just check the box or address gender superficially. Overall, they called for less theoretical and advocacy work and more tangible technical assistance to integrate gender, particularly in infrastructure projects, where they believe is value and potential for gender (Box 3).

A. Preparation

In all cases, it is important to identify the potential relevance of gender through good analysis and consultations early in the design stage. The lack of an evidence base hampers both the ability of teams to understand why gender matters and how it can be integrated for good results—this lack has been emphasized in numerous assessments of the World Bank's performance on gender mainstreaming. This section offers ways of filling this gap.

Gender analysis can be integrated into project preparation in a variety of ways, as many Bank projects show (Table 2). The most common way to integrate gender analysis in SDN projects is incorporating it into social assessments. In many cases, social development specialists attached to projects are also the gender focal points in projects and the first to identify opportunities to mainstream gender. Where social assessments are not mandated, gender analysis can be either woven into or added on to the range of feasibility studies and technical appraisals conducted at the design stage. There could be a stand-alone research program as part of a project. Knowledge, attitude, and practice (KAP) studies of HIV/AIDS (human immunodeficiency virus/acquired immunodeficiency syndrome) helped the transport sector in Argentina, Honduras, and Haiti shed important insights on gender dimensions, but these were a part of broader social studies (Bruschett 2009). Similarly, just breaking economic benefits down by gender and paying attention to intrahousehold differentials, as data allow, could work well. In other cases, a more thoughtful application of gender may be needed for economic analysis of the project.

There are excellent examples of gender analysis informing project preparation in *non-Bank projects* as well (Table 2). An ADB project on engendering urban transport in Vietnam found that given women's and men's different transport needs, women were often willing to pay more for better transport as long as their mobility and safety were ensured. The assessment accordingly led to an urban transport design that addressed the different gender needs and constraints, with a GAP to track outputs and corresponding key activities and targets. In another example, mining company Rio Tinto decided to undertake a baseline study of the situation of women in the communities neighboring its project in La Granja, while another extractive industry (EI) firm, Minera Quellaveco, using a less formal approach, learned through its community representatives about women's priorities.

Consultations conducted separately with men and women early in the project cycle are often a first step to understanding how and whether a project can address gender equality. This is also one of the core functions of the social development specialist on the team, yet often, due to constraints of time and/or resources, consultations can get sidelined or undertaken perfunctorily. A review of the SDN portfolio found that only around one-fifth of SDN projects between 1995 and 2009 conducted consultations that included gender issues (figure 4).

B. Implementation

Taking the step from analysis, gender integration at the implementation stage is complex but critical (Box 4). Perhaps the most important precondition to ensuring that analysis and consultation can inform implementation is to understand the motivation of the team. If the idea is to "check a box" or to satisfy a corporate requirement, the chances are that the analysis will not inform the design or lead to meaningful results. If, on the other hand, the motivation is to really understand whether and how issues of gender equality can be addressed, and the analysis is accompanied by brainstorming within the

TABLE 2: Summary of Illustrative Entry Points for Gender Mainstreaming in Projects and Programs

PROJECT COMPONENT OR INTERVENTION	ENTRY POINT TO INTEGRATE GENDER ISSUES	SOURCE
Barrios de Vereda (Real Neighborhood), Bolivia's Urban Infrastructure Project	• Indoor sanitation facilities and street lighting to improve pedestrian mobility and women's security • Child care facilities, community centers, and recreational centers • Titles to the land and assets registered to women and men	World Bank 2010f
Riders for Health in Zambia and Zimbabwe	• Saved lives of pregnant women by using the Uhuru, a motorcycle ambulance	
Reactivation of the Center of La Paz Program	• Provided child care to enable women to access other opportunities	Melhem, Morrell, and Tanadon 2009; World Bank 2010d
National Ganga River Basin Project in India	• Targeted awareness campaigns in places where women congregate and at times when they are free from household chores	
Western Africa HIV/AIDS Project for the Abidjan-Lagos Transport Corridor	• Educated female traders about their rights and about required documentation so that they could avoid harassment at border check points • Trained sex workers on HIV/AIDS prevention and provided free female condoms, or cash grants if they want to take up formal jobs	World Bank 2010h
Urban Rehabilitation Program in Haiti	• Trained market vendors and provided shelters for vulnerable girls, including unpaid domestic workers, street children, and sexually exploited teens	IDB 2007
ASAFE ICT Project	• Trained young women to repair and sell cellular phones, and provided them with loans to acquire 10 cell phones, pay for equipment, and rent a small space	
Green Brigade in Burkina Faso (Ouagadougou)	• Employed women to clean the streets and public spaces	UN Habitat 2008
Government of Bangladesh's Rural Electrification Board	• Employed women to spread awareness about bill collection, ensuring uninterrupted services, and other aspects of the functioning of the utility • Reserved 20 percent of jobs, including billing assistants, assistant cashiers and data entry operators, for women	Jahangeer 2007
Yemen Flood Protection Project	• Required names of both husband and wife on the land title	
Land Conservation and Smallholder Rehabilitation Project in Ghana	• Set quotas to ensure women's access to irrigated land and water from irrigation projects	

TABLE 2 (cont.): Summary of Illustrative Entry Points for Gender Mainstreaming in Projects and Programs

PROJECT COMPONENT OR INTERVENTION	ENTRY POINT TO INTEGRATE GENDER ISSUES	SOURCE
Barrios de Vereda (Real Neighborhood), Bolivia's Urban Infrastructure Project	• Indoor sanitation facilities and street lighting to improve pedestrian mobility and women's security • Child care facilities, community centers, and recreational centers • Titles to the land and assets registered to women and men	World Bank 2010f
Riders for Health in Zambia and Zimbabwe	• Saved lives of pregnant women by using the Uhuru, a motorcycle ambulance	
Reactivation of the Center of La Paz Program	• Provided child care to enable women to access other opportunities	Melhem, Morrell, and Tanadon 2009; World Bank 2010d
National Ganga River Basin Project in India	• Targeted awareness campaigns in places where women congregate and at times when they are free from household chores	
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Yemen Flood Protection Project	• Required names of both husband and wife on the land title	
Land Conservation and Smallholder Rehabilitation Project in Ghana	• Set quotas to ensure women's access to irrigated land and water from irrigation projects	
Microfinancing for Home Improvement Program under the Vietnam Urban Upgrading Project	• Empowered women through education, vocational training, microcredit facilities, and policy advocacy	World Bank 2010f

PROJECT COMPONENT OR INTERVENTION	ENTRY POINT TO INTEGRATE GENDER ISSUES	SOURCE
The Integrated Coastal Zone Management Project in India	• Reserved spaces for poor fisherwomen at the front of markets and fishing auction centers and formed women's SHGs and SHG federations to provide a platform for women to sell fish and other products	
Solar Sisters in Uganda, Sudan, and Rwanda	• Used AVON, a cosmetics company, to distribute solar energy–powered lamps, which gave rural women an income and a renewable light source through the use of low technology, efficient, easy-to-use, and affordable energy	http://www.csmonitor.com/World/Making-a-difference/Change-Agent/2011/0701/Solar-Sister-wants-to-light-up-rural-Africa
ADB's Rural Infrastructure Development Project in Bangladesh	• Provided women with spaces in market sheds created by the project	Lateef 2006
IFAD-supported Community-Based Resource Management Project in Bangladesh	• Outsourced the manufacture of flood-resistant concrete blocks to community groups, which allowed women to fit the work in with household tasks • Assigned women from the poorest households responsibility for routine maintenance and care of trees.	
Brihanmumbai Municipal Corporation in Mumbai	• Reserved 50 percent of the contracts in the pay-and-park lots for women's SHGs and 25 percent for educated unemployed youth	http://www.bmc.gov.in/PovertyAlleviation.asp?lnk=4&PL=3
Vietnam's Third Rural Transport Project	• Trained ethnic minority women in engineering and road-building practices to provide direct income benefits	http://siteresources.worldbank.org/INTEA-PREGTOPSOCDEV/Resources/12339-Vietnam.pdf
ADB's Indonesia's Coral Reef Rehabilitation and Management Program	• Trained women's groups and assigned key roles to them in promoting core program objective of protecting coral reefs • Assigned managerial positions to women at all levels of the project—national, provincial, and village	
Girls in Risk Reduction Leadership Project, Ikageng Township of Potchefstroom, South Africa	• Trained girls in personal and public health, fire safety, counseling, and disaster risk planning	ISDR and UN (2008)
World Bank and Department of Mining in Papua New Guinea	• Workshops on gender and mining that led to the preparation of a five-year National Women and Mining Action Plan	http://siteresources.worldbank.org/INTEA-PREGTOPSOCDEV/Resources/12339-PNG.pdf
Transport sector innovations	• Improved indoor sanitation facilities and street lighting to improve pedestrian mobility and women's security • Initiating women-only cars in trains and women-only public buses with women attendants to reduce harassment in crowded public transport	World Bank 2010c; TTL interviews

team and with the counterpart on how to incorporate gender equality strategies in implementation, there is a very high chance that the analysis will yield results.

Having skilled staff on the team is vital for gender analysis and its translation into action. This has been emphasized by several influential analysts, including Kabeer (2003), who identifies lack of expertise as a major barrier to gender mainstreaming in policy-making institutions. Rao Gupta (2004) found that a lack of technical expertise was the main obstacle to improving gender mainstreaming in the World Health Organization (WHO), and it is an issue that cuts across development organizations (NMFA 2002) and country governments. Sector staff in the World Bank also reiterate the need for more in-depth involvement of technical staff who understand gender issues, so they can contextualize the guidance available to sectoral needs. "I don't think budget is as much of constraint as finding the right people to do gender work," said a transport TTL at an interview conducted for this Companion.

Some projects have assigned dedicated staff within the project team to gender issues. A few examples of these projects are described here:

- In Nepal, the design of ADB's Small Towns Water Supply and Sanitation Sector Project had a GAP back in 2000 (ADB 2000). The GAP included provisions to enable the district water supply and sanitation (WSS) staff to ensure women's active participation in water user and sanitation committees (WUSC); involve women in surveys, public awareness campaigns, and health and hygiene education programs; ensure that a woman is one of two WUSC representatives in the town project office on a full-time basis; and that there is a female "social mobilizer" in town project offices.

- In Kenya's Water and Sanitation Services Improvement Project, a team of gender experts participated in project design and review missions, including several gender focal points from the Ministry of Water and Irrigation and the water companies who had been trained

through support from the World Bank and the Water and Sanitation Program (WSP).

- In Peru, Provias Descentralizado—the implementing agency of the Second Rural Roads project—trained its staff on gender awareness and appointed regional gender focal points to help track gender-related indicators.

Using existing instruments to integrate gender into projects ensures institutionalization and sustainability. These instruments could be:

- *Procurement plans and ToRs.* For instance, the e-Rwanda project required firms that delivered some of the project components to have a gender specialist on their teams. Other procurement-related innovations described elsewhere in this Companion.

- *Monitoring arrangements.* Arrangements that include communities could similarly be broken down by gender. Experience from a number of places shows that women's watchdog groups can be effective third party monitors.

- *Results frameworks.* The most effective way of ensuring that gender issues are addressed in projects is to include them in results frameworks.

In some cases, addressing gender through special instruments like a stand-alone pilot or a separate annex can highlight the importance of the issue. The Nepal country program decided to require projects to have a separate "gender and social inclusion" annex. This was preceded by a landmark piece of analysis that showed how gender relations can stymie project success. The requirement of a special annex worked for Nepal at the time because of the overall focus and momentum on gender inequality in the country and of the country team, but it may have mixed results without such focus.

C. Monitoring and Evaluation

Developing *and implementing* a monitoring system, and sticking to it, is important. This is true for all aspects of a project, but especially for gender

Figure 4: Use of gender methods in infrastructure projects, FY1995-2009
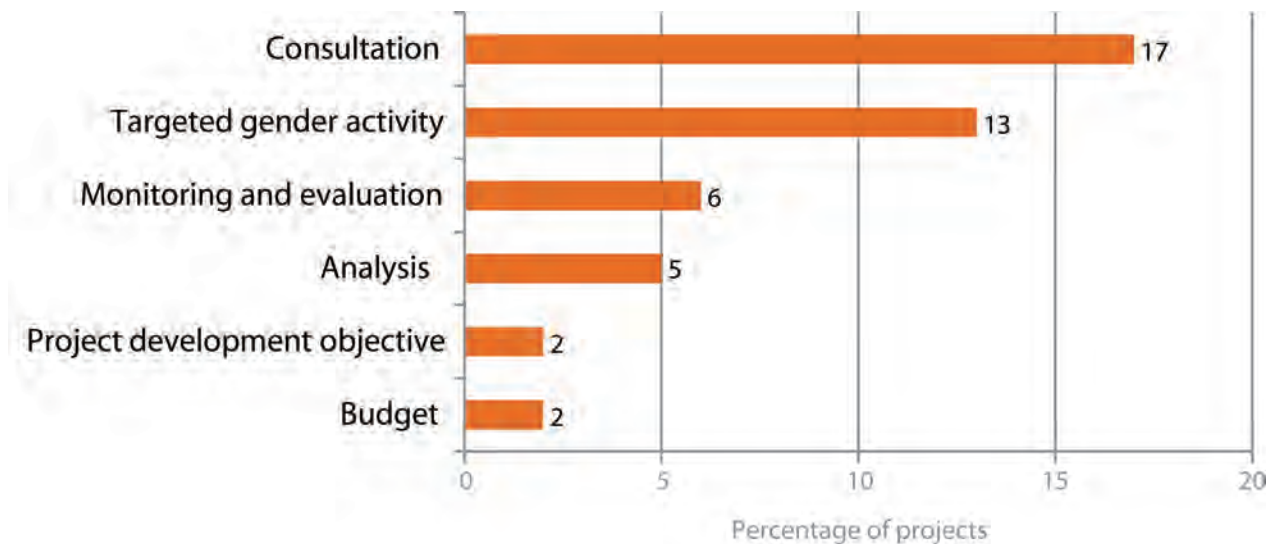
Source: World Bank (2010e), based on Project Appraisal Documents and Implementation Completion Reports for 1,246 projects.

aspects, because these may be more likely than others to slip through the cracks once implementation is underway. The most effective projects undertake gender analysis and monitoring *throughout* the project cycle. Others build gendered aspects into their management information system (MIS), but this is less common. Some illustrations of effective monitoring systems are described here:

- The World Bank's transport unit in India conducts citizen satisfaction surveys that gather gender-disaggregated perceptions of users, including how they would rate the quality of the infrastructure and/or service, security issues, roadside amenities, and others. Usually conducted around the midterm, these findings are then integrated into the project to ensure that gender-related objectives are met.

- The WSP is instituting a "gender audit" of its program to benchmark gender mainstreaming progress and will follow up with concrete actions.

- Argentine metropolitan transport authorities

routinely survey citizens to receive inputs on the regularity and efficiency of transport services. They now want to analyze the data from a gender lens to better serve the underserved populations and to understand women's travel patterns better.

- Compañía Minera Poderosa, a private minng company, conducts surveys of women in neighboring communities to find out how they feel about the social programs funded by the company, about members of their family working for the company, and other issues. These questions have given the company a sense of how it "scores" regarding women's satisfaction with the company's performance and, therefore, the extent to which the company is having an influence on local development (Ward and Strongman 2010).

Rigorous evaluations are needed to demonstrate that gender interventions have concrete outcomes. One of the most commonly observed constraints at the operational level is the lack of effective

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A large majority of programs in the SDN portfolio involve infrastructure. In the words of a TTL from the energy sector, "it (power) is not an MDG, but it is a critical input into the MDGs." By and large, staff that were interviewed for this Companion agreed that the focus of the World Bank should not be on just the provision of infrastructure (for example, building a power plant), but also on how it is used, for example, how power is delivered to households and communities and the equity spaces. The quotes below illustrate the opportunities and challenges of addressing gender in infrastructure.

What do you consider as the
ultimate purpose of infrastructure?
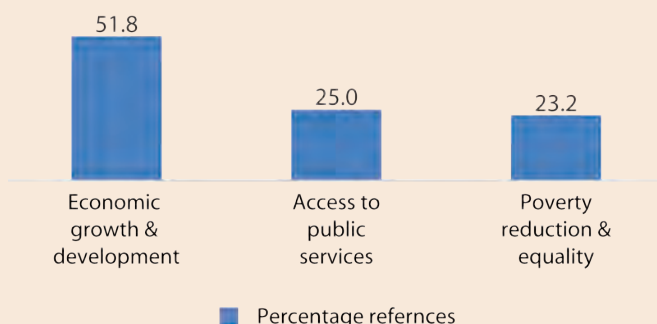
Source: Based on interviews with SDN TTLs.

There is so much potential for gender in infrastructure. Earlier, the focus was on building massive infrastructure to facilitate economic development. Recently, the focus has shifted toward service provision for poor people—this approach puts people first. The role of gender in infrastructure can be thought of as falling under this umbrella.

Urban transport TTL

evaluations of gender mainstreaming activities. The testimony of an ICT policy specialist at an interview conducted for this Companion reinforces this point: "I think one thing that hinders gender is the fact that there is no evidence of gender being a game changer or a key success factor, especially in projects that are infrastructure based." Conducting rigorous impact evaluations of interventions to improve the evidence base and determine which interventions work and which do not, and why, is critical for applying lessons learned and scaling up and replicating interventions that do work. Many impact evaluation initiatives are presently underway at the World Bank, including under the Development Impact Evaluation (DIME) Initiative, Africa's Gender Innovation Lab, and Latin America and Caribbean's Monitoring and Evaluation Network as well as a number of technical notes on conducting gender-sensitive monitoring and evaluation across SDN sectors.[4]

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4 Some technical notes and toolkits on gender-sensitive monitoring and evaluation include rural development (http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTARD/0,,contentMDK:20438885~isCURL:Y~pagePK:148956~piPK:216618~theSitePK:336682,00.html), poverty reduction strategies (http://siteresources.worldbank.org/INTPRS1/Resources/383606-1205334112622/4221_chap10.pdf), and disaster risk management (http://www.gfdrr.org/gfdrr/sites/gfdrr.org/files/Guidance_Note_3_Gender_Informed_Monitoring_and_Evaluation_in_Disaster_Risk_Management.pdf) and rural roads (http://www4.worldbank.org/afr/ssatp/Resources/HTML/Gender-RG/Source%20%20documents/Tool%20Kits%20&%20Guides/Designing%20Projects/TLPRO2%20GRTI%20Technical%20Notes/TLPRO2.2%20GRTI%20TN%202%20M&E.pdf). There are also gender-focused monitoring and impact evaluation networks outside the World Bank, such as the Africa Gender and Development Evaluators Network (http://www.agden.org).

We often do infrastructure for infrastructure's sake. We build roads when needed, better storage/infrastructure facilities for floods, drainage, etc. A lot of the time we forget to undertake activities that need to go with infrastructure. There is the danger of it becoming a goal in and of itself. But the Bank should always try to undertake infrastructure from the economic and poverty side, with resources to improve the local economy.
Environment TTL

The benefit of thinking about gender while working in infrastructure projects is acknowledging that different groups oftentimes have different needs, and thereby ensuring that the development considers these differences and benefits the entire population. The effects of infrastructure interventions are not necessarily going to be the same for different groups—including men and women. We need a gender lens to see what is happening, working, and is needed for men and women, respectively.
Transport TTL

Broadly, our sector is gender neutral, looking at incomes and quality of life. For our direct users, there are improvements in quality of life at home and in the economy, which impacts gender and well-being quite significantly. In many of the countries and cultures in which the Bank works, women get low priority, including with regards to energy. Women are the first to be affected by energy rationing, and are the ones worst affected by lack of access to energy—which is a burden in their lives in terms of cooking, heating, cleaning, and entertainment. But increased incomes and facilities can help offset these inequities.
Energy TTL

In certain sectors, there is a clear need, reason, and way to engender programs. In the urban sector, however, and perhaps with infrastructure more broadly, it is a bit less clear what role gender should play. The focus in urban programs has been on better drainage, sewage, housing, etc. Consultations have included men and women and looked at male and female beneficiaries, but not necessarily at addressing or incorporating gender issues in other ways and from the beginning and at the project design level.
Urban TTL

- The challenge is to bolster efforts to generate knowledge from these evaluations and apply it to sectoral programs, which requires adequate resources for impact evaluations, facilitating access to information, and building client capacity to conduct impact evaluations themselves (Pande 2011).

- **Establishing a feedback loop helps projects adapt for better outcomes.** What do projects do with the information they get from evaluation surveys, midterm appraisals, and ongoing analysis and consultations? The best ones usually integrate the lessons into implementation. This feedback loop is important for gender considerations as well. In fact, integrating gender issues into the overall plan for evaluation and

midterm appraisals may be a more sustainable way to proceed. Repeater projects provide a formal mechanism to integrate learning from previous phases. For instance, data from the first phase of the Bank's Land Conservation and Smallholder Rehabilitation Project in Ghana showed that the project had not been able to adequately address capacity building for water user associations (WUAs) and women's access to land and water. The second phase therefore was designed to systematically and rigorously grant women access to dry season irrigation plots by involving them in WUAs and giving them a quota in plot allocation.

A project-cycle approach to integrate gender issues should not be cast in stone. After a studied

reflection at the initial stage, a project team may well conclude that the current operation is not a vehicle to address gender issues. But it can still integrate gender during the implementation stage (box 5). Sometimes projects may end up addressing gender issues without specifically setting out to do so. In fact, the unforeseen and unintended gender impacts of projects can be quite significant, and either positive or negative. It is not always possible ex ante to anticipate such impacts, but good analysis should be able to focus on possible pathways should the team want to integrate gender at a later stage.

Box 4: Perspectives on Implementation

This [gender] issue will go nowhere without persuasion. Know your business—and really bring this across. Present data, figures, facts to illustrate why gender is so important, and show how it can be integrated and used in various sector initiatives to make an important and positive difference, not just to avoid negatives and harm. Who the purveyors are of these gender messages is very important. It really comes down to just knowing your business. Know it!

Lead urban economist, World Bank

What's really important is getting it down to the right level in terms of language and specifics, so that people at the more technical end can be convinced and use the information. It has to get down to the level of showing why something is worth doing and how you go about the integration.

Transport TTL, World Bank

There has to be water, and the horse has to be thirsty. On the supply side, there have to be lessons learned, interviews with people, and innovations by sector presenting innovations and illustrating how the innovations emerged…and the horse has to be thirsty. So, on the demand side, the Bank's gender advocates (should not be) preaching to the converted. Instead, attention should be diverted to people who haven't thought about gender issues much. … We need to figure out what is happening in the rest of the world, and how other people are thinking. And we have to figure out ways to reward local innovation, not through money but through recognition.

Environment TTL, World Bank

Source: Drawn from TTL interviews conducted for this Companion.

Box 5: Changing by Listening

Photo: Curt Carnemark/World Bank

Women adversely affected by a **mining project** in **Papua New Guinea** never spoke up during initial consultations. But when the project team held sex-segregated meetings, they heard about women's concerns like abandonment, increased promiscuity and exposure to HIV/AIDS, once men had more cash in hand, as a result of mining activities. This led to a new engagement of the project with men and women, with the latter having a greater role in decision making.   So, the project did not start off being explicitly gendered, but the issues that came up were followed up in a systematic manner. This was the case of someone doing a project well, not going in thinking that she would "do gender." These are the stories that we need to hear. The point is**, let's get to share our experiences on gender integration, learn about the entry points, and understand the limitations.**

— As Told by a Transport Specialist

Source: Author's compilation drawn from interviews conducted for this Companion.

IV. Designing Actions by Seeing the Gaps

This WDR Companion has highlighted both achievements in gender mainstreaming and remaining opportunities for gender integration—while recognizing constraints and gaps. This section synthesizes the gaps at the SDN and sector level and proceeds to recommend actions that can overcome these constraints and fill the gaps. Many of the actions are likely to be sector or region specific and can be further developed in regional action plans (in response to the commitments under IDA 16) and in the SDN sector plans that this Companion proposes. This Companion ends with a set of actions that will be supported by the SDN going forward, with clear lines of accountability on both the "doing" and the "monitoring."

Besides the gaps identified by staff in box 6, there are more ***upstream gaps*** as well.

Box 6: Staff Reported Constraints to Addressing Gender in World Bank Projects

In many cases, lack of interest or conviction regarding the importance of gender mainstreaming on the part of teams implementing SDN (or other) projects is a constraint. Even when there is interest and conviction, obstacles get in the way. TTLs trying to overcome these obstacles and constraints cited:

- Lack of easy access to gender-disaggregated data in the project area.
- Lack of empirical evidence on impact and excessive reliance on anecdotal success stories; often there is a lack of documentation on good practices, failures, and even on the processes for teams to use to integrate gender.
- Shortage of skilled staff in general, particularly in country offices.
- Lack of effective training programs for staff and counterparts.
- Incentive system that focuses on taking projects to the Board, accompanied by lack of accountability for follow-up actions.
- Insufficient resources, especially inadequate World Bank budget devoted to gender mainstreaming; many TTLs would use trust fund resources to hire consultants, but need resources for staff time to supervise quality.
- Shortage of time to brainstorm within the team and with the counterpart.
- Lack of client interest in using World Bank projects to address gender issues, with or without conservative cultural norms.

Source: Drawn from interviews conducted for this Companion.

Photo: Simone D. McCourtie/The World Bank

- The *first* is the issue of heterogeneity across sectors. Some sectors, such as ARD, have a longer history of gender integration. The priority now is to focus on sectors where mainstreaming is more challenging due to reasons of substance and process.

- *Second*, gender is less likely to be addressed in macro-policy documents such as development policy loans (DPLs), partially because of the nature of the instrument (discussions around gender typically do not find place in budget support operations), and partially because of the type of issues that DPLs have historically handled.

- *Third*, more engendering takes place across SDN sectors at the project level than what is accounted for, but this is not always reflected in upstream gold standard strategy documents.

- Finally, for gender to be both mainstreamed and institutionalized, it is critical that projects and programs as well as upstream documents leverage on the Bank's internal synergies *and* build partnerships outside. As shown in this Companion, there is a considerable body of work on gender within the Bank housed in different sectors. These internal advantages need

to be synergized. Also, there is a lot of innovation on integrating gender outside the Bank, in other MDBs, nongovernmental organizations (NGOs), and the private sector. For the Bank to gain traction on gender issues, learning from and partnering with these actors is critical.

A. Designing Actions for Gender Mainstreaming

This section outlines the types of actions that can take further the agenda of gender mainstreaming. It is based in large part on the constraints that Bank staff has identified.

1. Strengthening the availability and accessibility of relevant evidence on gender

The relationship between gender and many SDN sectors is complex, and known more through practical experience and less through rigorous empirical findings. This is often cited as the single most important bottleneck at the time of designing programs and projects. Section III made a case for more project-level analysis, and this section underlines the need for a sound empirical basis for understanding the distributional effects of a proposed project, program, or policy through different vectors, including

gender, poverty, place of residence, or any other vector in which one group may be disproportionately affected.

There are three broad kinds of evidence on gender mainstreaming: (i) diagnostic evidence that seeks to understand gender dynamics and the differential roles and needs of men and women in a sector, program, or project; (ii) evidence on the impact of interventions; and (iii) gender-disaggregated data (Box 7). All three types are important and complementary.

There is considerable variation across the SDN in terms of the empirical underpinnings. More analytical work and impact evaluations on gender exist in ARD than in other sectors. There are variations within sectors as well. A rapid portfolio analysis of 444 WBG Environment and Natural Resource Management (ENRM) projects (FY2002–9) found that projects that dealt with biodiversity conservation, environmental policies and institutions, water resources management, and land administration and management made greater progress in addressing gender in their Project Appraisal Documents (PADs) over the period covered by the review than climate change and pollution management (World Bank 2010b). Gender was addressed through one of more of the following four methods: gender analysis, gender-inclusive consultations, gender-responsive design, or gender-responsive M&E.

Over the last few years, SDN staff have focused more heavily on providing gender-based evidence in sector strategies and Country Assistance Strategies (CAS) through a range of analytical products. Many of the country gender assessments highlighted in the IEG evaluation (World Bank 2009) as instrumental in engendering CAS processes were undertaken by SDN social development staff and by Poverty Reduction and Economic Management (PREM) regional poverty teams (sometimes jointly). More microlevel analyses have also informed policy dialogue and project preparation, particularly in the ARD and water and environment sectors.

The WDR 2012 (World Bank 2011d) makes an important contribution by pulling together a number of evaluation studies that show the importance of infrastructure in enhancing endowments, economic opportunity, and agency. More recently, the Social Development Anchor has reviewed evidence and some primary studies that address gender equality issues in areas that have historically had a weaker evidence base. These studies include:

- Two studies—a field study to understand the links between poverty, environment, and gender in Ethiopia and Ghana and another that sought to understand the differential impacts and adaptation patterns of men and women to climate change in Bangladesh—highlighted gender dynamics that would otherwise have gone unnoticed.

- A review of gender and energy more broadly informed the WDR 2012 (Köhlin et al. 2011; Clancy et al. 2011) and an ongoing Energy Sector Management Assistance Program (ESMAP) study on cookstoves addresses not only the drudgery that poor women face in their cooking responsibilities, but also how their agency can be enhanced through improved cookstoves.

However, despite these and other examples of analytical work that directly affects SDN programs, some sectors and areas remain relatively uncharted as far as understanding gender dynamics is concerned, and remain even more uncharted as far as knowing the impacts of interventions.

2. Disseminating experiences and good practices and the importance of peer-to-peer learning

A majority of the SDN staff interviewed for this Companion agreed that there is not enough accessible practical guidance on *how* to integrate gender into projects and sectors. This is despite the existence of tools and "how-to" notes for almost all sectors. Yet the quality of these resources is uneven, and they are often not subjected to a rigorous enough review process or piloted well enough to be used in the field. A disconnect between the existence of resources, their relevance, and their use comes

Box 7: Rallying for Gender-Disaggregated Data in Kenya

While the agriculture sector in the World Bank has set the pace for gender mainstreaming, both within and outside the SDN, it still suffers from lack of gender-disaggregated data at the project, program, and country level. In particular, understanding intrahousehold allocation of resources and impacts is almost impossible. To address this issue, the Kenya Agricultural Productivity and Agribusiness Program, with the financial support of the GAP, developed a gender-disaggregated methodology, survey instruments, and questionnaire based on global best practice. Other sectors took the opportunity to piggy back on the survey to generate much-needed gender-disaggregated data in the areas of water and sanitation, energy, and climate change and also to contribute resources. These survey instruments have been used to generate a comprehensive and unique set of gender-disaggregated baseline data, addressing the primary farmer in the household (household survey), plus, where possible and available, a spouse (individual survey). These gender-disaggregated data are currently being analyzed with the aim of effectively contributing to policy dialogue on gender and agriculture and related sectors in Kenya.

Source: Adapted from the Kenya CAS.

through in this assessment, and going forward, knowledge sharing for operational staff needs to keep in mind their needs and time constraints as well as quality, relevance, and ease of access to materials and events.

Looking ahead, there are a few key points to keep in mind to enhance knowledge management:

- Learning notes and tools are most useful if they draw on real life examples rather than merely a set of arcane "dos" and "don'ts." In a recent publication, the East Asia and Pacific (EAP) Region Infrastructure Unit first took stock of its engagement on disaster risk management and then developed learning notes for other teams on how to integrate it. Authors of such stock-taking exercises also become important technical resources in the Bank and outside.

- Easy-to-use and well-populated databases that contain terms of reference are also excellent resources for TTLs who are usually under tight deadlines but who want to integrate gender into their projects.

- TTLs also find sharing with and learning from peers to be a very positive way of answering questions and getting ideas and resources. Most of the sector staff interviewed for this Companion called for more active but not too formal **communities of practice** that share experiences between peers. They also indicated that time constraints, time differences, and locations of field-based staff prevent them from attending the rich repertoire of seminars that are conducted mostly at World Bank headquarters.

- ARD's **online platform** for learning on gender and agriculture and IEG's successful **e-discussion group** on gender and environment, which brought together a large group of internal and external practitioners, are other examples of recent initiatives in this area.

3. Supporting staff and counterpart capacity through practical training and other initiatives

TTLs' reluctance to take on gender issues is often explained by lack of time, resources, and skills (box 6). The importance of staff trained in integrating gender has been underscored in many assessments conducted by large aid organizations (Mehra and Rao Gupta 2006). But while specialists who can support gender integration in ongoing programs and projects are needed, a broader complementary approach can also be effective. This requires a clear sense of training needs, followed by the design of creative modules linked to other, more popular training programs. Currently Sector Weeks provide the opportunity for much of the training on gender. Furthermore, gender has also now been included in the on-boarding training for new staff in the social development and the water sectors.

Several projects and sectors have invested in training project personnel on gender. Peer learning among project implementation agencies is often more effective than conventional training programs. In addition to training for Bank staff, the SDN, in collaboration with the South–South Experience Exchange Facility and the World Bank Institute, can use available resources for peer-to-peer learning on gender. Such South–South events, besides being important learning opportunities, also give visibility to programs and projects whose demonstration effects can be substantial.

4. System of rewards and incentives for staff

Many SDN staff feel that formal incentives and recognition can go a long way in motivating them to innovate on gender mainstreaming. The Golden Plough in ARD, the Green Awards in the environment sector, and the People First Awards in SDV are not only incentives, they have also created some healthy competition that is motivating staff to improve their performance. The same can be accomplished by creating awards to recognize good practice in gender mainstreaming.

5. Setting aside financial resources for gender mainstreaming from core Bank budget

Most TTLs underscore the importance of "seed money" or "top-up funding" for "gender work" in their projects. Gender focal points in the SDN who have access to the Bank budget are far more effective than those who have to moonlight to undertake gender-related activities. While historically few teams have had access to the core Bank budget, when they do, it ensures that gender stays high on the radar of country and sector management units. Some regions and CMUs have already set aside untied funds during the work program agreement process (box 8). There are also other options for fundraising. Partnerships with governments and the private sector can potentially lead to contributions. Some projects have managed to get bridge financing through bilateral donors at the country level.

6. Tailoring actions based on the variation across lending and nonlending instruments

- Early DPLs focused on utility reforms and gender aspects were not addressed in most cases, even in the poverty and social impact analyses (PSIAs). With new and more flexible DPLs, there is a huge opportunity to address gender, not just as a mandatory stand-alone paragraph in the document, but through two clear ways:

- First, PSIAs can be undertaken as analyses that show the differential impacts of the reform on men and women; and

- Second, it is possible for DPLs to actually create change in gender relations through incorporating gender issues in policy actions.

The recent DPL for the state of Bahia in Brazil is a good example of a policy action that was introduced to promote gender equality. Similarly, gender was central to a PSIA that was undertaken as a nonlending technical assistance in Orissa, where as part of the request from the government, the team was asked to assess the impact of SHGs and the participation of women in social audits. Increasingly, PSIAs are addressing the gendered impacts of policy reform, but the evidence

is still thin and there is room for improvement in regards to making a difference to more DPLs.

7. *Integrating gender at sector and policy levels*

Both the IEG evaluation (IEG 2009) and the DFID *Multilateral Aid Review* (2011) show that gender is less likely to be integrated in upstream and macrolevel conversations in many aid organizations. This has been the case for some time now, as Moser and Moser's (2005) study of 14 varied international development agencies discovered. Most sector strategies in the SDN do, however, espouse their commitment to integrating gender. For instance, the recently approved Infrastructure Strategy (World Bank 2011b) includes gender as a core focus area.

The CAS or the Country Partnership Strategy (CPS) is the foundation of the Bank's engagement at the country level. Not only do the CAS and CPS lay out the broad goals of country partnership, but they also develop results matrices and attach indicative budgets. In FY2008, only 60 percent of approved CASs and CPSs had drawn upon the findings of gender assessments, but by FY2010, the number had grown to

83 percent. In FY2011, there was universal coverage (World Bank 2011c).

There are now also explicit targets: IDA mandates 100 percent of CPSs to address gender, and the Corporate Scorecard mandates the same for all CPSs, International Bank for Reconstruction and Development and IDA.

In this context, there is already greater demand for technical expertise as well as the chance to actually infuse gender considerations through country programs. Responding to CMU demands in an organized and high-quality manner will be the responsibility of regional focal points and technical staff at the anchors, which in turn will need better organization of technical and human resources. Figure 5 shows the pathways and entry points through which gender can be integrated into country programs.

8. Reinforcing external partnerships

While the Bank's leadership is considered cutting edge in a variety of development areas and its analytical work on gender is widely used and cited, the Bank is not yet considered a leader in integrating gender into policies and operations. Other donors, NGOs, and governments often seem to drive innovation in gender mainstreaming. This review finds that projects that build creative external partnerships such as links to civil society or academia tend to report positive results. The Bank's Development Marketplace and Lighting Africa are examples of innovations spurred by small-scale investments and creative partnerships.

a) *Private sector.* The Bank already engages with the private sector on issues of gender at the corporate level, through initiatives. While it is important to deepen this engagement and partner with International Finance Corporation (IFC) in the process, it is also important to engage the private sector at the national and subnational levels. This is particularly important for the SDN because large private companies actually undertake the construction of infrastructure in Bank-financed projects, as in others. Major utilities that the Bank engages with

Box 9: The Country Partnership Strategy Is the Most Influential Point of Entry

The Bangladesh CPS (2010–13) included gender as a core result, even before the IDA requirement came into effect. This was preceded by several years of high-impact analytical work that made the link between poverty and gender and presented opportunities for gender mainstreaming across the portfolio. The championship of successive country directors, influence of bilateral donors, an active women's movement, high-quality technical expertise from several sectors, and a responsive client aided the process. But it is not often possible to have all the ingredients for effective mainstreaming lined up, in which case including key elements in future work is especially important. The Vietnam CPS (2012–16), for example, was informed by the country GAP and gender assessment prepared in 2011, which indicated that the narrowing of gender wage gap should be included as a key element under the equal opportunity pillar of the CPS. Of course the Bank alone is unlikely to make an impact, and partnerships with other agencies, including UN Women, for example, as well as bilateral agencies can be very important. The Honduras CPS (2012–14), in addition to making reference to a number of gender-informed projects in the Bank's existing portfolio, also includes the commitment of the country office to participate in the gender donor group in Honduras to identify where the Bank's input may be most useful.

are also often private or quasi private.

b) *NGOs and women's groups, at the international, national, and local levels.* Greater attention can be paid to those groups that have traditionally not engaged with the Bank. This is likely to be a high-risk but high-return activity also at the country level. Some countries may consider a client survey on gender.

c) *Academia.* Much of the research on gender, as in other areas, takes place in academia, and engaging this constituency more in understanding how research can inform projects and programs is an area where the Bank can expend more energy. Again, in the face of thin evidence in many of the SDN sectors, engaging academia in framing questions and in evaluating impacts is likely to have positive results.

9. Building on internal synergies

One of the most important contributions of the WDR 2012 and the attendant internal and external pressure to implement its recommendations is that many more sectors within the Bank are paying serious attention to gender issues. This has created avenues for synergies that were not there before. The action matrix for the SDN in table 3 reminds sectors to identify internal partnerships where there are natural synergies. Alliances with PRMGE, Poverty Reduction Group (PRMPR), Private Sector Development Unit (PSD), the IFC, Development Economics (DEC), and Development Impact Evaluation Initiative (DIME) are the most natural ways to generate higher impacts.

The SDN also houses some of the Bank's most high profile partnership programs; the Climate Investment Fund, the Global Facility for Disaster Reduction and Recovery (GFDRR), the Program on Forests

Figure 5: Evolution of a Country Sector Program—Opportunities and Entry Points
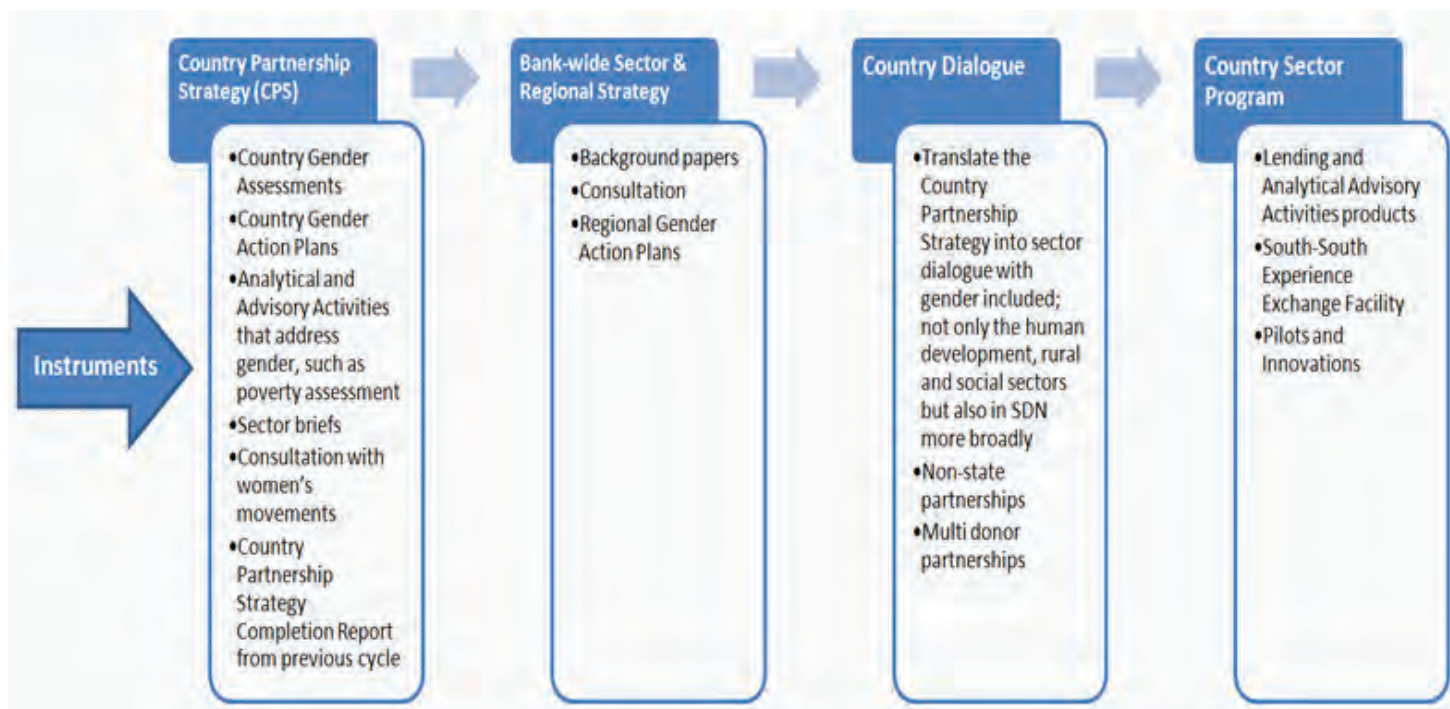
(PROFOR), the Cities Alliance, the WSP, the Public-private Infrastructure Advisory Facility (PPIAF), the ESMAP, and the Global Partnership for Output-based Aid (GPOBA) come under the purview of the SDN. Often the donors to these programs have considerable capacity and interest in gender mainstreaming.

In fact, some of these partnership programs have already funded some very innovative work within the SDN. Rather than using these programs mainly as sources of seed money, the SDN can use its considerable influence in countries to make a difference in country dialogue and impacts on the ground.

Photo: Tran Thi Hoa/The World Bank

V. Steps to Strides:
SDN Actions on Deepening Gender Mainstreaming

This final section identifies the elements of SDN actions endorsed by the highest body of the SDN—the Network Council. The major change is in the accountability mechanism. In keeping with the recommendations of this Companion, the SDN Council placed the responsibility for gender mainstreaming with the Sector Boards who will be held accountable by the SDN Council.

The SDN actions focus on strategic planning, implementation, and enhanced monitoring, keeping in mind that the work on the ground is the mandate of regions, and networks and anchors play supportive technical and strategic roles. Many of these areas of action are in place for some sectors, but by no means uniformly so. Table 3 lays out the discrete actions and monitoring framework.

The SDN actions propose shifts the primary onus for actions to Sector Boards and, on the analytical side, to the Chief Economist. Progress monitored by the SDN Council will be complementary to PRMGE reporting at the corporate level and will follow the same reporting cycle. SDN reporting to the council will include reporting on the SDN Sector Board Work Plans as well as on gender mainstreaming in the portfolio.

Planning

SDN Sector Board Work Plans

The proposed Sector Board Work Plans are intended as multiyear strategic plans on gender. The plans will include, among others, the following aspects:
- ✓ An annual work plan, with Bank budget allocated

- ✓ A review to ensure that the Sector Board Work Plans are compatible with regional priorities.
- ✓ An analytical agenda for the sector, in consultation with the Chief Economist.
- ✓ Specificity on engagement with external partners, especially civil society and the private sector.
- ✓ Identification of pipeline projects for impact evaluation.
- ✓ Identification of sector training needs
- ✓ Identified senior level (GG-GH) gender "champions" for each sector who will oversee the progress and quality of implementation of the work plans

Implementation

- ✓ Modules and/or guidance notes for impact evaluations of SDN projects by sector.
- ✓ Guidance note on integrating gender into PSIAs (with PRMGE as part of the efforts to better engender DPLs).
- ✓ Quarterly SDN Gender (Good Practice) Note Series.
- ✓ Engendering the process and outputs of social assessments better through clear guidance and training (with PRMGE).
- ✓ SDN Gender Award.
- ✓ SDN-IFC-PRMGE gender coalition to engage the private sector.
- ✓ Allocation of Bank budget to implement Sector Board Work Plans.

Monitoring

- ✓ PRMGE and Operations Policies and Country

Services monitor IDA commitments on gender mainstreaming as well as the Corporate Score Card. The SDN Council will also receive quarterly updates on the lines that PRMGE sends to the managing directors.

✓ The SDN Actions will be directly monitored by the SDN Council

Coordination of the SDN Gender Actions

The responsibility for coordinating gender mainstreaming in the SDN was assigned by the SDN Council to the SDV, which functions as the secretariat to the council. In fulfilling this function, the SDV has a dual role— coordination and sector-specific actions. On the latter, the SDV takes the lead at the project level on social assessments and facilitating community consultations. At the macrolevel, SDV undertakes social and political analysis as part of a CAS process or as stand-alone analytical and advisory activity (AAA) and disseminates its findings through a learning and knowledge-sharing strategy. Gender is salient in all these activities, but particularly so in the context of violence prevention and in fragile and conflict situations.

As the secretariat to the SDN Council, in its role as monitor of the SDN Gender Compact, the SDV will strengthen its role in aggregating, coordinating, and reporting to the council; preparing briefs for corporate purposes; and coordinating the SDN gender focal points and the SDN Gender Community of Practice.

Photo: Maitreyi Das/World Bank

TABLE 3: SDN Actions on Gender Mainstreaming

ACTION	ACTION BY	COMPLETED BY	MONITORING BY	FREQUENCY OF REPORTING
Sector Board Gender Work Plans with Anchor budgets	SDN Sector Boards	June 2012	SDN Council	June 2012 for the first plan and then annually
Guidance on monitoring and evaluation of SDN projects by Sector Modules and /or guidance notes and sector-specific sample results indicators	SDN Sector Boards with outreach to DEC and DIME	First module/ guidance note by December 2012 Guidance note on gender in PSIA by July 2012	Quality and progress monitoring by the Chief Economist's office, reporting to the SDN Council	March 2013 and then quarterly
Guidance on integrating gender into PSIAs (as a means to engender DPLs)	Program Management of PSIA MDTF (SDV with PRMPR and PRMGE)	Module on gender in PSIA training developed by July 2012 and piloted by December 2012	SDN Council	June 2012 and then quarterly
SDN Gender Notes Series (to document good practice)	SDV with region and sector inputs	First note by September 2012	Chief Economist	December 2012 and then quarterly
Engendering social assessments through clear guidance and training	SDV with PRMGE	Initial guidance to social staff by October 2012 Gender in social assessments included in annual training programs from FY 13, then ongoing	SDN Council	December 2012 and then annually
SDN Gender Award	SDV to initiate	First Award by March 2013 and then with SDN Weeks	SDN Council	June 2013 and then annually
SDN-IFC-PRMGE Gender Coalition to engage the private sector	SDV with GPOBA, PPIAF and other Global Partnership programs with significant private sector involvement	October 2012	SDN Council	December 2012 and then annually

World Bank Group Commitments on Gender Equality

President Robert B. Zoellick announced six new World Bank Group commitments on gender equality on April 11, 2008. The six commitments are:

1. To measurably improve the integration of gender equality into the Bank's Agriculture and Rural Development projects by the end of the implementation of the Gender Action Plan in December 2010. In the Africa Region, at least half of the Bank's rural projects will include gender-responsive actions in their design. An example of the work in this sector is helping women obtain title to their land, because it is often a prerequisite to obtaining financing.

2. To channel, through the International Finance Corporation (IFC), at least $100 million in credit lines at commercial banks for women entrepreneurs by the end of 2012.

3. To have World Bank country directors report by June 1 on what the Bank is doing and what more it should be doing to empower girls and women economically in the countries in which the Bank works.

4. To launch a work program with private and public sector leaders with the theme "young women count for economic development" at an event prior to the 2008 Annual Meetings. The event will focus on the development value of increasing adolescent girls' economic opportunities and seek to mobilize government, donors, foundations, and private sector engagement and funds. A first program already being implemented is a public-private partnership with the Nike Foundation and the government of Liberia to expand economic opportunities for adolescent girls in Liberia through job training and transition-to-work programs.

5. To create a Private Sector Leaders' Forum to support the Gender Action Plan and convene their first meeting on the margins of the 2008 Annual Meetings.

6. To increase IDA investments for gender equality. President Zoellick will ask for a review of IDA-funded activities involving gender mainstreaming at the end of the IDA15 cycle, with the objective of increasing IDA investments on gender equality in operations financed through IDA16.

Photo: Curt Carnemark/World Bank

Rating the Gender Content of World Bank Operations

There are major corporate commitments relating to the extent to which CASs and operations are gender informed. The corporate scorecard requires 55 percent of International Bank for Reconstruction and Development/IDA investment lending is gender informed. IDA 16 commitments require that, by the end of IDA 16 cycle, at least 60 percent of IDA projects are gender informed. Since 2006, PREMGE has reviewed all Bank operations approved by the Board using the rather complex Quality Assurance Group (QAG) methodology.5 With the increased emphasis on results and the growing corporate reporting on gender, PRMGE, the Gender and Development (GAD) Sector Board, and Operations Policies and Country Services (OPCS) have developed a streamlined approach to rating operations. This methodology is simpler, less subjective, and more closely aligned with the approach used in CAS reviews.6 This annex describes the new methodology.

Methodology

The new methodology assesses the extent to which gender considerations enter into three different dimensions of an operation: analysis, actions, and monitoring and evaluation. Within each dimension, projects are rated according to a binary scale that takes the value of 1 if the assessment is positive and 0 if it is not. Overall, projects are considered to be gender informed if they score 1 in at least one di-

mension, but they also receive a numerical score 0–3, with 0 given to operations that score 0 in all dimensions, and 1, 2, or 3 given to activities that score a 1 in 1, 2, or all dimensions, respectively. Operations with scores 1–3 are gender informed, those scoring 0 are not. PREM proposes to report not only the minimally gender-informed projects, but also those that cover two dimensions, and highlight those which are fully gender informed across all three dimensions.

In a nutshell, the method can be presented as a checklist.

- **Analysis** and/or consultation on gender-related issues

    ☐ Yes   ☐ No

- Specific **actions** to address the distinct needs of women and girls, or men and boys, and/or **positive impacts on gender gaps:**

    ☐ Yes   ☐ No

- Mechanisms to monitor gender impact to facilitate gender-disaggregated analysis

    ☐ Yes   ☐ No

If "yes" is selected for any of the three dimensions, this will create a gender flag.

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5 For more details on the QAG methodology see http://siteresources.worldbank.org/INTGENDER/Resources/fy09_annual_gender_monitoring.pdf (annex 2).

6 This method also enables a flag consisting of three binary questions to be answered by TTLs at the Activity Initiation Summary (AIS) stage, compulsory from the Concept Note (CN) stage onwards. This will be introduced at the beginning of FY2013.

TABLE A2.1: Gender Rating of Operations—Methodology and Checklist

The considerations are briefly elaborated in table A2.1.

Dimensions	Criteria	Guiding questions: does the project ……	Check	Score
Analysis	The activity includes analysis and/or consultation on gender-related issues	• Identify and analyze gender issues *relevant* to project objectives or components?		
		• Report findings of country/regional gender diagnostics (gender assessment, poverty assessment, and so forth) relevant to project development objectives or components and undertake a social or environmental or poverty and social impact assessment?		
		• Reflect the results of consultations with women/girls/men/boys and/or NGOs that focus on these groups and/or specific line ministries?		
		If at least one check above		**1**
Actions	The activity is expected to narrow gender disparities, including through specific actions to address the distinct needs of women/girls (men/boys) to have positive impact(s) on gender equality	• Include specific or targeted actions that address the needs of women/girls or men/boys?		
		• Propose safeguards for women in a social or environmental assessment or in a resettlement framework?		
		• Show how interventions are expected to narrow existing gender disparities?		
		If at least one check above		**1**
Monitoring & evaluation	The activity includes mechanisms to monitor gender impact and facilitate gender-disaggregated analysis	• Include specific gender- and sex-disaggregated indicators in the results framework?		
		• Propose an evaluation that will analyze the gender-specific impacts of the project?		
		If at least one check above		**1**
Ratings				
Overall score		In how many dimensions does the document score 1?		**0–3**
Gender Informed		• Does the document score 1 in at least 1 dimension? • Is the score of this activity 1 or above?		**Y/N**

ANNEX 3:
Methodology of the TTL Interviews

To collect information on perceptions of an informative group of TTLs, the team used a qualitative approach that entailed a purposive sampling strategy and open-ended interviews structured as discussions.

The TTLs were chosen based on several steps. First, the team reviewed secondary resources (for example, project documents) and consulted colleagues across the Bank to create a list of willing interviewees from across the SDN. Then, the TTLs who had previously encountered gender in their sectors or projects were selected to make sure the interviews were informative. The sample was diversified on the basis of sectoral and regional affiliation of the TTLs, although it was not possible to include a TTL from every region for every sector (table A3.1). The resulting sample consisted of 40 staff members (or approximately 10 percent of all SDN TTLs) across eight sectors, six regions, and the anchor. It was neither random nor representative of the SDN as a whole.

The TTLs were interviewed in person for 45–60 minutes, during which they were guided through a set of questions to discuss three main topics. Since gender is typically seen as a subset of social issues and most SDN projects focus on infrastructure, the interviews started with broad discussions on the perceived roles of infrastructure, social development, and gender in World Bank and SDN operations. Then, the interviewers zoomed on the specific factors that the TTLs thought were important for the success of gender innovations in their sectors. Finally, the TTLs were asked to discuss the institutional characteristics of the World Bank, focusing particularly on the discouraging dimensions of gender discussions

and mechanisms for idea diffusion across the Bank.

The open-ended responses were transcribed and coded in NVivo by using the interview questions, participant characteristics, and the common phrases that occurred in the data as thematic nodes. NVivo is a commonly used qualitative data analysis software that has advanced tools for sorting, categorizing, and analyzing textual data. It facilitated an inductive analysis of the responses by making it easier to detect recurrent themes and to categorize the related responses.

TABLE A3.1: Sectoral and Regional Distribution of Sampled TTLs

	ARD	Energy	Environment	Extractive Industry	ICT	Transport	Urban	Water
AFR	x	x	x		x	x		x
EAP						x		
ECA	x	x					x	
LAC	x		x			x		
MNA	x						x	x
SAR			x			x	x	x
Anchor		x		x	x		x	x

Note: For each sector, at least one TTL was interviewed from the marked regions. AFR = Africa Region; EAP = East Asia and Pacific; ECA = Europe and Central Asia; LAC = Latin America and Caribbean; MNA = Middle East and North Africa; SAR = South Africa Region.

Gender Mainstreaming—
Definitions at Major International Agencies

GENERAL DEFINITION	
Asian Development Bank	• To engender the development process, questioning the nature of development itself as reproducing women's unequal position in society. • Gender as a cross-cutting issue with relevance for and influencing all economic, social, and political processes. • A means to address women's concerns more holistically and effectively, encouraging the integration of gender considerations into legislation, public policy, programs, and projects. It encourages: a) Gender planning to be applied to all development operations and projects allowing women to be factored into economic and development policy. b) Efforts to encourage women's participation in the decision-making process in development activities.
World Bank	• To integrate a gender dimension into relevant analytical work and lending instruments. • To support the strategic integration of gender into operations. • To align resources with the elements of the gender strategy.
African Development Bank	• As a means of fostering poverty reduction, economic development, and gender equality on the continent. • Includes incorporation of gender perspective in all bank policies, capacity building for gender competence, engendering of the bank's resource allocation mechanism, identification of priority areas, and specific monitoring and evaluation indicators. • A process of identifying, taking full account of, and integrating the needs and interests of women and men into all policies, strategies, programs, and administrative and financial activities. It involves the recognition and examination of the cooperative and conflicting relations that exist between women and men. Also seeks to involve women, to the greatest possible extent, in the development decision-making process.
SIDA	• A practical work to include a gender equality perspective into development efforts.
CIDA	• No definition. Emphasis on gender equality.
USAID	• No definition. Emphasis on equal opportunities for women.
OCDE/DAC	• To direct the attention to equality as an objective to provide a framework within which to identify initiatives targeted at men or at institutional change as a means to move toward equality between women and men. Mainstreaming is the strategy to support the goal of gender equality. It has two major aspects: a) Ties integration of gender equality concerns into the analyses and formulation of all policies, programs, and projects; and b) Initiatives to enable women as well as men to formulate and express their views and participate in decision-making across all development issues.

GENERAL DEFINITION	
APEC	• To incorporate gender perspectives into the goals, structures, priorities, policies, decisions, processes, practices, activities, projects and resource allocation as well as participation in all levels. • Gender mainstreaming means women and men having equitable access to and benefit from society's resources, opportunities and rewards, and equal participation in influencing what is valued and in shaping directions and decisions.
United Nations	• A strategy for promoting gender equality. Involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities—policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementation, and monitoring of programs and projects.
United Nations Development Programme	• Gender mainstreaming makes a gender dimension explicit in all policy sectors, so that gender equality is no longer viewed as a separate question but becomes a concern for all policies and programs. • Gender mainstreaming is not only a question of social justice, but is necessary for ensuring equitable and sustainable human development by the most effective and efficient means. • Gender mainstreaming, as a comprehensive strategy, should also address the environment (corporate, office) in which policies and programs are developed and implemented.
United Nations Development Fund for Women	• To make technical processes gender responsive to influence long-term political, policy, and program decisions that ultimately affect women's and men's opportunities, capacities, and influence.
Food and Agriculture Organization	• General.
International Labour Organization	• An institutional strategy aimed at giving equal opportunities and rights to men and women as beneficiaries, participants, and decision makers.

Overall UN definition mandated by the Economic and Social Council

The process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Source: Compiled from different sources by Ana Maria Munoz Boudet.

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