

The World Bank Gender and Development Policy Framework –

A Guidance Note

The main objective of this guidance note is to clarify management's position that the Bank's gender policy framework is wider than just OP/BP 4.20 and that project level entry points for integrating gender issues are triggered by a number of factors. This guidance note, therefore, pulls together in one place the various strands of Bank policy that have a gender focus. It is aimed at fostering greater clarity and better implementation of the various Bank policies, procedures, good practices, guidelines and templates for routine Bank project preparation that are relevant for mainstreaming gender issues in the Bank's work. [More »](#)

This guidance note includes the following:

[Chapter 1: Mainstreaming Gender Issues at the World Bank](#)

The World Bank recognizes that gender issues are important dimensions of its poverty reduction, economic growth, human well-being and development effectiveness agenda.

[Chapter 2: The Gender and Development Policy Framework: an Overview](#)

The gender and development policy framework comprises nine Operational Policies (OPs) and/or Bank Procedures (BP): five are relevant for investment lending generally, one for development policy lending, and three for safeguard policies.

[Chapter 3: OP/BP 4.20: The Bank's Operational Policy Focused Specifically on Gender and Development](#)

The 2003 OP/BP 4.20 establishes a country-level, strategic approach to mainstreaming gender issues in Bank work.

[Chapter 4: Other Operational Policies in the Gender and Development Policy Framework](#)

Beyond OP/BP 4.20 on gender and development, the policies in the gender and development policy framework vary in the level of visibility they give to gender - or sometimes women's -issues.

[Chapter 5: Implementing the Gender and Development Policy Framework in the Evolving Bank Agenda](#)

Recent changes in the Bank's agenda and procedures should influence all Bank work; the current focus on results is particularly relevant for mainstreaming gender issues in several areas of Bank work.

[Chapter 6: Overall Accountability for Implementing the Gender and Development Policy Framework](#)

The overall accountability of Bank managers and staff for mainstreaming gender issues into the World Bank's work comprises the institutional accountabilities listed in BP 4.20 as well as the pertinent requirements of the Safeguard policies and other policies as relevant to gender mainstreaming.

[Chapter 7: Monitoring Implementation and Results – The Current Framework](#)

The current monitoring framework for gender mainstreaming brings together the monitoring processes for the gender dimensions of development as specified in the gender mainstreaming strategy and OP/BP 4.20, together with the monitoring processes common to all Bank policies and those specific to safeguard policies.

[Annexes](#)

Annotated Bibliography of Key World Bank Publications Underpinning the Gender and Development Policy Framework [More »](#)

Summary of Key Elements of Each Policy, and Main Sources of Guidance [More »](#)

Chapter 1: Mainstreaming Gender Issues in the World Bank's Work

1.1. Gender as a Thematic, Cross Sectoral Issue

1.2. Key Bank Research and Analysis Underpinning Current Efforts to Mainstream Gender Issues in Bank Work

1.3. The Regions' and Networks' Programs for Mainstreaming Gender Issues

1.1. Gender as a Thematic, Cross Sectoral Issue

The World Bank recognizes that gender issues are important dimensions of its poverty reduction, economic growth, human well-being and development effectiveness agenda. The term “gender”—the culturally-based expectations of the roles and behaviors of males and females—is associated with disparities between men and women in access to resources, in economic opportunities, and in voice. Throughout the developing world, women and men differ in legal, social, and economic rights. Some form of disparity due to gender is found in all countries; it hampers men and women in various ways: in access to education and to financial services; in opportunities for jobs, entrepreneurship, and agriculture; and in voice at the community, professional, and national levels. Gender disparities are reflected in laws, policies and regulations, and institutional systems and lead to inefficiencies across numerous sectors of the economy.

A growing body of empirical evidence shows that countries with low gender disparities tend to have lower rates of poverty and better growth (see Annex 1). Evidence also shows that increasing women's productivity and earnings is an effective way to lower household poverty.

Since 1994, recognizing that investing in women's and girls' education and economic opportunities contributes to development and economic growth, the World Bank has adopted policies to address gender issues as part of its poverty reduction strategy. Efforts to mainstream gender issues within Bank work occur in a diversity of sectors and thematic areas, and they are included in numerous Bank activities and instruments. These efforts require a strategic, systematic approach at the country level, in partnership with each client country in which the Bank has an active assistance program. Such a strategic theme cannot be addressed through one single Bank operational policy as a stand-alone piece. As a thematic issue that cuts across many sectors, gender issues are addressed, directly or indirectly, in nine of the formal Operational Policies (OPs) and Bank Procedures (BPs) contained in the [World Bank Operational Manual](#).

What is “Gender”? The World Bank's Definition

According to the gender mainstreaming strategy, “The term gender refers to culturally based expectations of the roles and behaviors of males and females. The term distinguishes the socially constructed from the biologically determined aspects of being male and female.”

Integrating Gender into the World Bank's Work: A Strategy for Action” (Washington, DC: The World Bank, 2002).

1.2. Key Bank Research and Analysis Underpinning Current Efforts to Mainstream Gender Issues in Bank Work

The World Bank's approach to mainstreaming gender issues in its work is founded on the same principles applicable to all Bank work with client countries – namely, policy dialogue that is informed by analytical work, and responsiveness to client demand. Therefore, the Bank's work on mainstreaming gender issues draws from empirical evidence and analytical work, and especially from the following key documents, described in detail in Annex 1:

- The 2001 Policy Research Report, [Engendering Development – Through Gender Equality in Rights, Resources and Voice](#), provided the empirical evidence of the widespread gender disparities in access to resources, rights, and voice and served as the conceptual basis for the 2003 policy.
- The 2002 World Bank Gender Mainstreaming Strategy, [Integrating Gender into the World Bank's Work—A Strategy for Action](#), defined the core strategy and the accountability framework for implementation and monitoring.
- The 2007 Gender Action Plan and 2008 New World Bank Commitments to Gender Equality, reinforce and expand the Bank's commitment to gender mainstreaming. The six commitments announced by President Zoellick in 2008 are presented in Box 1.

Box 1. New World Bank Group Commitments on Gender Equality (2008)

4. To measurably improve the integration of gender equality into the Bank's agriculture and rural developments 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 will be to help women obtain title to their land, often a prerequisite to obtaining financing.
5. 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.
6. 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 the Bank works with.
7. To launch a work program with private and public sector leaders on "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 in this space 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.
8. 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.
9. To increase IDA Investments for Gender Equality. Mr. Zoellick will ask for a review of IDA-funded activities with regard to gender mainstreaming at the end of the IDA15 cycle, with the objective of increasing IDA investments on gender equality in operations financed through IDA16.

For context, see <http://go.worldbank.org/GY6U8JNS50>

1.3. The Regions' and Networks' Programs for Mainstreaming Gender Issues

Throughout the years, the World Bank's Regions and Networks have reinforced their work on gender issues. They have set up [Regional Action Plans](#), and issued numerous guidance notes, good practice examples, promising approaches, tools for mainstreaming gender issues in specific sectors, operational guides for specific sectors, and training programs to increase awareness about gender and development issues and provide support to managers and staff.

Websites on gender issues are in place for each Region, most Networks and several Thematic Groups, with information on issues, action plans, and programs as well as technical guidance. For information on gender issues in specific regions or on sector-specific themes (e.g., gender issues in the transport sector) see a listing of Regional and thematic gender websites below, also available at the following website (<http://go.worldbank.org/0KBIZ7VXA0>).

REGIONS

- [Africa Region](#)
- [East Asia and the Pacific Region](#)
- [Europe and Central Asia Region](#)
- [Latin America and the Caribbean](#)
- [Resource Kit: Regional Caribbean Initiative on Keeping Boys Out of Risk](#)
- [Middle East and North Africa Region](#) | [Gender in MENA](#) (Intranet)
- [South Asia](#)
- [IFC's Women in Business Program](#)

SECTOR/THEME

- [Agriculture & Rural Development](#)
- [Migration](#)
- [HIV/AIDS](#)
- [Private Sector Development](#)
- [Infrastructure](#)
 - [Energy \(ESMAP\)](#)
 - [Transport](#)
 - [Water \(WSP\)](#)
- [Sustainable Development](#)

Chapter 2: The Gender and Development Policy Framework: An Overview

The gender and development policy framework comprises nine Operational Policies (OPs) and/or Bank Procedures (BP): five are relevant for investment lending generally, one for development policy lending, and three for safeguard policies. Table 1 lists the policies included in this framework, together with the Bank unit in charge of coordination and monitoring implementation and results.

Table 1: The World Bank’s Gender and Development Policy Framework

The table below contains the link to full text of policy, the title of the policy, the sector or thematic area, and the Bank unit responsible for coordination & monitoring implementation and results.

The Gender and Development Policy			
OP 4.20 BP 4.20	Gender and Development	Gender	Director, PRM Gender and Development. PRMGE
The Policy on Country Assistance Strategies (CAS)			
BP 2.11	Country Assistance Strategy	Lending	Director, Country Services Department, OPCS
Policies relevant for Mainstreaming Gender Issues in Bank Operations and Analytical Work			
OP 1.00	Poverty reduction	Lending	Sector Director, PRMPR
OP 2.30	Development Cooperation and Conflict	Lending	Director, Fragile and Conflict-affected Countries Group, OPCS
OP 13.60	Monitoring and Evaluation	Operational and Country Services	Director, Delivery and Results Department, OPCS
The Policy on Development Policy Lending			
OP 8.60 BP 8.60	Development Policy Lending	Lending	Director, Country Services Department, OPCS
Safeguard Policies			
OP 4.10 BP 4.10	Indigenous Peoples	Environment and Social	Director, Social Development Dept and Quality Assurance and Compliance Unit, OPCS
OP 4.12 BP 4.12	Involuntary Resettlement	Environment and Social	Director, Social Development Dept and Quality Assurance and Compliance Unit, OPCS
OP 4.36 BP 4.36	Forests	Forestry	Directors, Rural Development Dept & Environment Department, and OPCS Quality Assurance and Compliance Unit

Five of the policies in the framework: contain direct, explicit instructions on how Bank staff are to integrate attention to gender issues (or to specific groups of women or men) in their work: 1) OP/BP 4.20 on gender and development; 2) OP 2.30 on development cooperation and conflict; 3) OP/BP 4.10 on indigenous peoples; 4) OP/BP 4.12 on involuntary resettlement; and 5) OP/BP 4.36 on forest. The other policies are also very relevant because they discuss Bank work, instruments, or cross-thematic topics through which the mainstreaming of gender issues is implemented.

The above-mentioned policies are listed in the World Bank's Operational Manual. The World Bank periodically prepares (and updates) a series of guidance notes, good practice examples, templates, sector-specific tools, etc., to assist staff with effective implementation of its policies. While these operational guidance and tools do not constitute policy, many of them are relevant for the gender policy framework because of the direct guidance they provide on the process, due diligence, and quality assurance for mainstreaming gender issues in Bank work, particularly with respect to operations. Many of these operational guidance and tools appear in the [Operations Portal](#). Two of them are particularly relevant because they include detailed guidance for operational work and help with understanding the gender policy framework.

The first is the template and [guidelines for social appraisal of World Bank projects](#). These appraisal guidelines are essential components of the quality assurance procedures for Bank staff as they prepare projects.

The second is the Good Practice on Involving Nongovernmental Organizations in Bank-supported activities (14.70). Listed on the [World Bank's civil society website](#), it is of an advisory nature only, and provides guidance directly relevant for mainstreaming gender issues in the context of Bank engagement with civil society groups.

The content of these policies (and relevant guidance, good practices, and templates) is discussed in Sections 3 (the gender and development policy) and 4 (all other policies). Section 5 discusses how these policies are implemented in the current Bank context, particularly the results-based focus and increased use of core indicators. Section 6 discusses accountability for the overall policy framework and Section 7 discusses monitoring of the gender mainstreaming agenda. Annex I contains an annotated list of the core Bank reports that form the basis for the Bank's gender and development policy framework. Annex II provides summaries of the key elements of each policy in the framework, together with information on the main sources of guidance for Bank staff.

Chapter 3: OP/BP 4.20: The Bank Operational Policy Focused Specifically on Gender and Development

3.1. [A Country-level, Strategic Approach to Mainstreaming Gender Issues](#)

3.2. [Country-level Gender Assessments](#)

3.3. [How the CAS Draws on and Discusses the Findings of the Gender Assessment: the Links between OP/BP 4.20 and the BP 2.11 Policy Provisions for CAS Preparation and Consultation](#)

3.4. [Integrating Gender Issues into Operations as established under the CAS](#)

3.1. A Country-level, Strategic Approach to Mainstreaming Gender Issues

The 2003 OP/BP 4.20 (Box 2) establishes a country-level, strategic approach to mainstreaming gender issues in Bank work. It specifies the objective of the policy and how gender issues are to be reflected in the CAS (paragraph 2). It goes on to state that, “in sectors and thematic areas where the CAS has identified the need for gender-responsive interventions, the Bank’s assistance to the country incorporates measures designed to address this need” (paragraph 4). The BP 4.20 details how the policy is to be implemented and sets clear accountability for each required action.

Box 2. OP 4.20 - Gender and Development, March 2003 [1]

(Note: the text in this Box omits footnotes).

1. The objective of the Bank’s gender and development policy is to assist member countries to reduce poverty and enhance economic growth, human well-being, and development effectiveness by addressing the gender disparities and inequalities that are barriers to development, and by assisting member countries in formulating and implementing their gender and development goals
2. The Bank periodically assesses the gender dimensions of development within and across sectors in the countries in which it has an active assistance program. This gender assessment informs the Bank’s policy dialogue with the member country.
3. The Bank’s Country Assistance Strategy (CAS) draws on and discusses the findings of the gender assessment.
4. In sectors and thematic areas where the CAS has identified the need for gender-responsive interventions, the Bank’s assistance to the country incorporates measures designed to address this need. Projects in these sectors and thematic areas are designed to adequately take into account the gender implications of the project.

The Bank regularly monitors the implementation of this policy.

The 2001 [gender mainstreaming strategy](#) recommended integrating a gender dimension into relevant analytical work and the CAS, as well as supporting the strategic integration of gender issues into operations. The strategy formed the basis for the key principles of the new OP/BP 4.20, which are:

- Confirmation and strengthening of the client-oriented approach already in place under previous gender policies.

- A country-level diagnosis and analysis of gender issues (both male and female issues) that cut across sectors and look at the country's legal, policy, and institutional dimensions (see Section 3.2 for a description of the flexible approaches for conducting these assessments). The recommendations from this analysis must be based on valid, analytical work focused on the situation in that country and its socio-cultural context. Earlier Bank gender policies had pre-identified sectors in which the Bank would focus its attention to gender issues throughout its portfolio. In contrast, the current policy calls for identifying priority issues and/or sectors for each country as appropriate, based on the country-level diagnosis of key gender issues.
- A strategic discussion of gender findings in the CAS. Based on the prior diagnostic and analytical work, the CAS is to identify key gender issues for that country at that point in time, and, given country-ownership, set priorities for the Bank's forthcoming operations and further ESW. It is this strategic, selective approach which is innovative about the 2003 policy. It calls for setting gender priorities within each country, after discussion with the borrower/client country, based on analytical evidence.
- Regular monitoring of implementation.

3.2. Country-level Gender Assessments

OP/BP 4.20 states that the Bank "periodically assesses the gender dimensions of development within and across sectors in the countries in which it has an active assistance program. This gender assessment informs the Bank's policy dialogue with the member country." (Para. 2)

Both the OP and the BP emphasize that this country-level gender assessment can be done in various ways:

"Such gender assessments may be stand-alone assessments or maybe carried out as part of another Bank economic and sector work (ESW), such as poverty assessments, country economic memoranda, public expenditure reviews, development policy reviews, poverty and social impact assessments, or institutional analyses. Alternatively, they may be assessments that have been carried out by the country or by an organization other than the Bank, if the Bank finds the assessments to be satisfactory." (Footnote 2, Para. 2)

According to BP 4.20 (Para. 1), such an assessment (whether stand alone, as part of a broader ESW, or done outside the Bank) typically includes the following:

- e. A description of
 - i. The different socioeconomic roles of females and males, including their participation in both the market and household economies;
 - ii. male-female disparities in access to, control over, and use of assets and productive resources;
 - iii. male-female disparities in human development indicators;
 - iv. The relative participation of females and males in development decision-making; and
 - v. Laws, institutional frameworks, norms, and other societal practices that lead (implicitly or explicitly) to gender discrimination and/or gender inequality;
- f. A review of the country context, including the country's policies, priorities, legal and regulatory framework, and institutional arrangements for implementing its gender and development goals; and
- g. Based on (a) and (b) above, suggested gender-responsive policies and interventions that are relevant for reducing poverty and enhancing economic growth, human well-being, and development effectiveness.

In line with the flexible approach stated in paragraph 2 of OP/BP 4.20, Bank staff has conducted country-level gender assessments through the various means, for example, sometimes as part of a poverty assessment (PA). The Bank recommends integrating country-level gender diagnoses into key ESW rather than conducting a stand-alone country gender assessment (CGA). For example, the Honduras Poverty Assessment (2006) serves as the country-level gender assessment for the purposes of OP/BP 4.20. It contains two chapters, Gender and Child Issues in labor (volume 1), and Labor Markets in Honduras, 1990-2004: Child Labor, Labor Force Participation, and Wage Gaps (volume 2), that address key gender issues in the country.

Stand-alone country-level assessments have sometimes been useful early on when a country starts a systematic process of mainstreaming gender issues in its development policy framework. Where relevant, a country-level assessment may also focus on an issue of importance for the country's, such as labor force participation, as in the case for Honduras. A country-level gender assessment that is integrated into another piece of ESW, such as a poverty assessment, a public expenditure review (PER) or a country economic memorandum (CEM), can increase the likelihood of its integration into policy dialogue with a broader range of development partners. This is because these main types of ESW contain the analytical foundations and data that inform policy dialogue and CASs. Box 3 presents some good examples of different types of country-level gender assessments with links to the reports, as well as guidance sources on gender analytical tools. The PRMGE website contains the criteria for [good practice country-level gender assessments](#).

Box 3. Various Forms of Country-Level Gender Assessments

Good Practice County-Level Gender Assessments Using Diverse Instruments

[Mozambique: Beating the Odds: Sustaining Inclusion in a Growing Economy—A Mozambique Poverty, Gender and Social Assessment, 2007](#)

The PA analyzes poverty and gender issues in the health, infrastructure, agriculture, and education sectors and the labor market. It reports that women's education is one key to reducing poverty. It highlights policies that can achieve this, including concentrating budgets on secondary education, and designing pro-women agricultural initiatives, while paying special attention to water and infrastructure issues to support women farmers.

[Vietnam: Vietnam Country Gender Assessment, 2006](#)

While documenting the considerable progress at reducing gender gaps in all sectors, this CGA notes that women are not equal beneficiaries of growth and prosperity, though they contribute equally to production. Key policy changes proposed include social security reform, gender equality laws, skills training, increasing the value of household work, and land reform.

[Tajikistan: Tajikistan Gender Review, 2005](#)

This gender review reports on gender differentials in education, health, labor force participation and wages. Maternal health and mortality figures remain high. Policy recommendations include: school meals and take-home rations to prevent girls from dropping out; better data to analyze gender gaps; better information for women to improve their health outcomes; and vocational training for women.

[Kyrgyz Republic Poverty Assessment, 2007](#)

This PA focuses on the labor market, growth and employment and persisting gender gaps. Despite gaps in wage and employment, women have higher levels of schooling and human capital development than men. The report recommends additional education and training for women entering into the non-female-dominated public sector, collection of additional data to expand on long-run wage gaps, and non-discrimination legislation and informational campaigns targeting both employers and female employees.

[Chile Country Gender Assessment—Expanding women's Work Choices to Enhance Chile's](#)

Economic Potential, 2007

Chile registers one of the lowest rates of female labor force participation in the region (nearly 39 percent), and a high gender earnings gap, with women's average wage being 67 percent that of men's. The analysis shows that increases in Chile's female labor force participation rate to around 50 percent (the regional average) could have increased Chile's growth advantage compared to the average UMI country from 2.7 percentage points to 3.2 percentage points during the 1990s. Policy recommendations include changes in labor regulations; training and targeting training to sectors not conventionally entered by women; and policies that boost female entrepreneurship.

Lebanon Country Gender Assessment, 2009

This CGA focuses on the working environment for females and the conditions and barriers that women entrepreneurs face in the business environment. Based on the findings, it recommends that public policy should focus on two key constraints that female entrepreneurs face: lack of access to finance and complex regulations. To assist working women with children, government could support childcare initiatives, such as extending the school day, early childhood education, and after-school programs.

Bangladesh: Whispers to Voices, Gender and Social Transformation in Bangladesh, 2007

Bangladesh has achieved impressive gains in the status of women and gender equality, but access to reproductive health services, labor markets, physical security and role in decision-making lag behind. Gender gaps in infant mortality and education have been closed. The micro-credit revolution continues to boost women's solidarity groups and earning potential. However, Bangladeshi women still lack adequate access to reproductive health services. In addition to changes in methods for delivering care, the report calls for increased efforts to use information, education, and communication to raise the demand for health services among women.

Some Guidance Sources

Website on Gender Analytical Tools – provides guidance for:

- Poverty Assessments
- Development Policy Reviews (DPRS)
- Poverty and Social Impact Analysis (PSIAs)
- Public Expenditure Reviews (PERs)
- Poverty Reduction Strategy Papers (PRSPs)

Website on country-level gender assessments

Good Practice Sourcebook on Social Analysis (2003)

Good Practice Note: Using Poverty and Social Impact Analysis to Support Development Policy Operations

Website on Poverty and Social Impact Analysis: includes a section on Gender in Poverty and Social Impact Analyses, case studies and good practices, and a list of resources (intranet/sectors/intgender)

Over the years, annual monitoring reports on the Bank's gender mainstreaming strategy have reviewed the extent to which these types of ESW have integrated gender analysis, the results of such gender analysis on the quality of Bank policy dialogue, and how these gender-informed ESW have influenced operations. The main lesson is that effective mainstreaming requires (i) reliance on sex-disaggregated data for analysis, (ii) sector-specific emphasis of the key findings from the analysis, (iii) recommendations to address any gender disparities revealed in the analysis, and (iv) linkages to planned analytical or operational work. Detailed examples of good gender-informed PAs are presented

in Section 4.Box 4 provides examples of good gender-informed PERs and CEMs.

Box 4. Good Practice Gender-Informed PERs and CEMs

Public Expenditure Reviews

A gender-informed PER draws on available data from multiple sources (however scant) to conduct gender-differentiated benefit incidence analysis, discuss the conclusions, and make policy recommendations. This requires collaboration between the government agency responsible for the budget and public expenditure allocations, and other sectors. The **Liberia Public Expenditure Review (FY09)** focuses on the health and education sectors. It discusses the differential gender impacts of public expenditures and recommends budget reallocations to primary and secondary education and better integration of donor resources into budget planning. It estimates that these changes in expenditure will encourage more girls to stay in school.

Good practice gender-aware PERs also propose concrete targets for lagging sectors. The Bangladesh Public Expenditure and Institution Review (FY09) covers gender analysis and actions in education, health, private sector/labor markets, infrastructure, and governance/legal sectors. The analysis shows how rural road enhancements have resulted in higher female labor force participation, and links gender equity to the poverty analysis. The education sector analysis discusses current budget allocations for rural female education (stipends/tuition payments) and establishes higher education targets (including gender-sensitive texts and programs to enhance involvement of mothers and integrate women's viewpoints into education). Proposed actions linked to sector-specific analysis include organizational support for gender, poverty, and environmental issues, and investment in rural destitute women.

Country Economic Memoranda (CEMs)

The most likely entry point for gender issues in CEMs is the poverty focus of the analysis, even for middle income countries. For example, the Macedonia CEM identifies women, youth and non-Macedonian ethnic groups as the population segment that has not participated fully in economic growth. It reports that female employment and participation rates are among the lowest in the ECA region. Given the gender, spatial, and labor force differentials analyzed, the report recommends continued monitoring of unemployment rates by gender, region, and sector.

Another entry point for gender issues in CEMs is analysis of the linkages between growth, exclusion of vulnerable groups and exogenous shocks. The Madagascar CEM (FY09) analyzes labor laws relating to women who work on night shifts, and maternity and other leave. It concludes that job creation and labor force protections for women are important to ensure that they are not left out of growth. Therefore, it proposes actions for ongoing legal reform of the labor market with view to protecting women workers, including better enforcement of labor laws which affect women (and men) who work at night; and reiteration of employer duties.

3.3. How the CAS Draws on and Discusses the Findings of the Gender Assessment: the Links between OP/BP 4.20 and the BP 2.11 Policy Provisions for CAS Preparation and Consultation

OP/BP 4.20 requires that the findings of the gender assessment - however it was done - be reflected in the CAS. Paragraph 3 of OP 4.20 states that, "The Bank's Country Assistance Strategy (CAS) draws on and discusses the findings of the gender assessment." By putting the CAS at the center of its strategy, OP/BP 4.20 reinforces the opportunity to integrate gender issues into country-wide, strategic planning and to strengthen dialogue with client countries at national, policy, and institutional levels, rather than just at the level of individual projects.

BP 2.11 on the CAS sets forth Bank procedures for CAS preparation. It includes important points relevant for this gender and development provision in OP 4.20:

- “The CAS is grounded in a results framework that highlights the outcomes that are expected from Bank support during the implementation period.” (para. 2). Therefore gender actions that are incorporated into the Bank’s engagement in a CAS are linked to expected outcomes.
- BP 2.11 calls for “network anchors and other relevant Bank Group units ... to participate and comment in (the Bank-wide review process required during CAS preparation);” (para. 10). Gender teams at the Regional and Network levels will be involved as appropriate, since CAS preparation opens many opportunities to strategically address gender issues, drawing from Bank-wide knowledge as well as from the findings of the country-level gender assessment (if one has been completed) and other ESW.

For its annual monitoring of the implementation of the gender mainstreaming strategy, the PREM Gender and Development group reviews CASs and rates them for adequate integration of gender issues based on the type and number of gender-responsive actions by sector or theme. [2] These reviews focus on whether CASs include a discussion of the findings of a country-level gender assessment as specified in OP/BP 4.20, and whether this assessment is of adequate quality. The best CASs are rated “Highly Satisfactory” if they include the four components of a results-based CAS that are exemplary from a gender mainstreaming perspective: vision, diagnosis, gender-responsive actions, and results.

In 2004, the Bank developed specific guidance on how to integrate gender issues into results-based CASs. The 2004 guidance was updated in May 2010, as part of the preparation of this current guidance note on the gender policy framework, to assist Bank staff and country teams with meeting the OP 4.20 provisions for integrating gender issues in CASs [link to April 2010 CAS/gender guidance]. Box 5 presents examples of recent CASs that have incorporated gender content well. The box also includes some sources of guidance for addressing gender issues in poverty assessments, ESW, and other relevant Bank products. Over the years, CASs with good integration of gender concerns have included the following:

- Recognition of male and female gender issues;
- Raising gender issues consistently throughout the CAS;
- Linkages to poverty analysis;
- Conducting gender diagnosis across sectors;
- Including gender-specific progress indicators in the program matrix; and
- Including sex disaggregated data.

Box 5. Integration of Gender Issues into CASs

CAS with exemplary Integration of Gender Issues

Fragile states: Liberia, CAS FY09 ; Haiti CAS FY09

The [Liberia CAS](#) (FY09) contains the following good practices : 1) Recognition of male and female gender issues; 2) Raising gender issues consistently throughout the CAS; 3) Linkages to poverty analysis; 4) References to a gender profile that will be completed; 5) Gender diagnosis across sectors, including in education, health and the labor market; 6) Monitoring of gender-disaggregated data/indicators; and 7) Actions that will impact gender equity in education and a primary education recovery program and other actions in the program matrix.

Marginally fragile states: Yemen, CAS FY09

The [Yemen CAS](#) (FY09) is rated highly for its clarity and outline of gender issues and actions. Empowering the “other half” of Yemen is important for the country’s development in the medium-term. This issue cuts across the CAS, since it is critical to human and social development, as well as to

enhancing governance and improving economic opportunities. It is expected to be reflected in the design of specific interventions in most CAS priority areas. This CAS does not have a specific results matrix; but outcomes and instruments are listed and include gender. Good Practices include: 1) Recognizing male and female gender issues; 2) Raising gender consistently throughout the CAS; 3) Integrating gender issues into the poverty analysis; 4) Conducting gender diagnosis across sectors; 5) Including gender specific progress indicators; 6) Mention of a gender profile; and 7) Sex disaggregated data.

Lower Income Countries: Benin, CAS FY09; Bolivia CAS FY09; Vietnam CAS FY07; Tajikistan FY06

The [Benin CAS](#) (FY09) has strong overall analysis of gender with clear and important linkages between fertility, women's education, water management and welfare support. It also links projects (lending) and programs and support (ESW). Good practices include: 1) Raising gender consistently in the CAS; 2) Gender diagnoses across sectors. 3) Sex-disaggregated data; 4) Gender-specific progress indicators in program matrix; 5) Integrating gender issues into poverty analysis; and 6) Identifying the most relevant gender issues and selecting high pay off gender responsive actions.

Lower Middle Income Countries: Philippines, CAS FY09; India CAS FY09; Moldova CAS FY09; Nicaragua CAS FY08; Pakistan CAS FY06

The [Philippines CAS](#) (FY09) goes one step further than many CASs by mentioning specific IBRD projects that will be started or continued under the CAS that must respond to the gender components of the CAS. It also places a requirement on development partner projects to report annually on gender. The Philippines CAS has more or less all the listed good practices including: 1) Recognition of male and female gender issues; 2) Raising gender issues throughout the CAS with priority to sectors like health and education where MDGs may not be achieved; 3) Linkages to poverty analysis; 4) Gender diagnosis across sectors, including in education, health and gender based violence; and 5) Monitoring.

Some Guidance Sources

Regional websites

Website on Poverty and Social Impact Analysis: includes an extensive section on gender in Poverty and Social Impact Analyses, case studies and good practices, and a list of resources:

www.worldbank.org/psia; [PSIA User's Guide](#)

[Gender and CAS, Results-based CAS: overview](#); [gender in results based CAS: Poverty assessments: Guidance note on Poverty Assessments](#)

3.4. Integrating Gender Issues into Operations as established under the CAS

BP 4.20, paragraph 3 states that, "In sectors and thematic areas where the CAS has identified the need for priority gender-responsive actions", the relevant sector managers ensure that "Bank-financed projects and other Bank activities are gender responsive. The task teams concerned determine how these actions will be optimally integrated into Bank-financed projects..." Integrating the assessment's findings into operations applies throughout the project cycle, with gender-responsive actions integrated into project design, implementation, supervision, and completion, as is expected with any other project action. The current good practices, guidance and templates on the Project Concept Note (PCN), Project Appraisal Documents (PAD), Implementation Supervision Reports (ISRs), and Implementation Completion Reports (ICRs), and so on are all applicable.

Guidance documents and toolkits useful for mainstreaming gender issues at country and project levels can be found in the following:

- [Sector Tools and Data](#);
- [Reports and Publications](#); and

- [Regional and thematic gender web sites](#)

[1] Approved in 2002 and issued in March 2003, OP 4.20 on Gender and Development brought together guidance on gender which had been created over the years: it replaced the October 1999 policy “The Gender Dimension of Development” (also OP 4.20), a December 2001 Operational Memorandum Clarification of Current Bank Policy on Gender and Development, and part of the January 1988 OMS 2.20 Project Appraisal (which included a section on gender and sociological aspects of project appraisal). OP 4.20 was revised in 2004 to adjust to the new OP 8.60 on Development Policy Lending.

[2] CASs that receive “Satisfactory” and “Highly Satisfactory/Good Practice” ratings have integrated gender adequately. This means that the CAS has analysis of gender issues and a subsequent action proposed in at least one sector (with 1 to 5 good practices). Good practices include: recognizing male and female gender issues; designing the consultative process in a way that ensures the incorporation of gender issues; raising gender issues consistently throughout the CAS; integrating gender issues into the poverty analysis; conducting gender diagnoses across sectors; identifying the most relevant gender issues and selecting high pay-off gender-responsive actions; including gender-specific actions in the program matrix; including sex-disaggregated data; including gender-specific progress indicators; and/or including or referring to country gender analysis.

Chapter 4: Other Policies in the Gender and Development Policy Framework

[4.1. Other Operational Policies Relevant for Mainstreaming Gender Issues in Operations and Analytical Work](#)

[4.2. OP 8.60 on Development Policy Lending, August 2004](#)

[4.3. Safeguard Policies](#)

[4.4. Quality Assurance for Bank Operations the PAD Template and Guidelines](#)

[4.5. Good Practice 14.70 on Involving Nongovernmental Organizations in Bank-supported Activities](#)

Beyond OP/BP 4.20 on gender and development, the policies in the gender and development policy framework vary in the level of visibility they give to gender - or sometimes women's -issues. Generally, the gender-responsive actions required under these policies focus on the following areas of concern:

- To establish an inclusive, well informed, participatory process of consultations, and
- To identify and understand the gender dimensions of specific sub-groups of the population, in order to:
 - Mitigate potentially negative effects of Bank lending (a main goal for safeguard policies); and
 - Take advantage of opportunities for economic growth for specific sub-groups.

4.1. Other Operational Policies Relevant for Mainstreaming Gender Issues in Operations and Analytical Work

OP 1.00 on Poverty Reduction (August, 2004)

[OP 1.00 on Poverty Reduction](#) is at the core of the Bank's mission. The OP is consistent with the 2000 World Development Report's definition of poverty as "encompass(ing) lack of opportunities (including capabilities), lack of voice and representation, and vulnerability to shocks" (para. 1). It recognizes "the multidimensional vision of poverty reduction contained the Millennium Development Goals." (ft. 1) While OP 1.00 does not specifically mention gender or women, there are well established gender issues in each of the three dimensions of poverty; gender issues are fully integrated into the [Millennium Development Goals](#); and gender issues are relevant to the Poverty OP's requirement for the periodic assessments of poverty, discussed below.

Gender and Poverty Assessments

OP 1.00 stipulates that the Bank incorporates the client country's "strategy for reducing poverty" in the CAS, and "supports it through economic and sector work and lending operations." (Para. 2) For each country with an active Bank program, OP 1.00 requires the Bank to prepare periodic poverty assessments which include:

- "an analytical synthesis of the existing body of knowledge on three topics: (a) assessment of the poverty situation; (b) analysis of the impact of growth and public actions on poverty; and (c) appraisal of poverty monitoring and evaluation systems;
- An identification of key knowledge gaps with respect to these three topics; and
- New analysis that addresses selected identified gaps or complements existing work." (para. 3)

Given the prevalence of gender disparities across countries and their relevance for poverty reduction, gender issues can be expected to be relevant for the analytical work done in a poverty assessment. In fact, the country-level gender assessment required under OP/BP 4.20 is sometimes done as part of a poverty assessment. But all poverty assessments will need to include the gender dimension in their analytical work, and the process of preparing these assessments may also help identify gaps in data and/or knowledge related to gender and poverty. This is why gender analysis is recognized as a key thematic issue in the Poverty Analysis Clinics available to Bank staff (see the [Guidance on Poverty Assessment](#) site and Guidance Note on Poverty Assessments. Box 6 presents examples of poverty assessments that have done an excellent job of integrating gender issues. It also lists the sources of guidance for completing good gender-informed PAs, followed by two examples (by income category) of what constitutes a good practice PA.

Box 6. Integration of Gender Issues into Poverty Assessments

Examples of gender informed PAs

Fragile states: DRC, PA FY07

Lower Income Countries: Gambia, PA FY09; Bangladesh PA FY08; Kenya PA FY08; Senegal PA FY08; Kyrgyz Republic, PA FY07; Mozambique, PA FY07; Cambodia PA FY06
The Bangladesh Poverty Assessment (FY09) has detailed analysis of gender and the labor market. Cross-sectoral linkages are examined, as are the poverty impacts of improving women's education outcomes and changes in their labor market participation. The report recommends a focus on higher education for women, better enforcement of existing laws, and the creation of support systems to facilitate women's participation in the labor force.

Lower Middle Income Countries: Lesotho, PA FY09; Nicaragua PA FY07
The Lesotho (IDA) Poverty, Gender and Social Assessment (FY09) addresses opportunities, capabilities, security and empowerment of women; and has a gender-sensitive design that examines the impact of public policy and actions on women and data collection methods that capture the differences in impact on males and females. The report analyzes the complex relationship between women's legal rights and poverty, touching on legal reforms undertaken and forthcoming. Sex-disaggregated data highlight gender gaps in labor force participation, wage earnings, and women's access to and control of productive resources (land, agriculture, credit, and savings). Gender-specific risks and vulnerabilities are related to household status and legal status, violence against women and health risks, especially to HIV/AIDS.

Upper Middle Income Countries: Macedonia, PA FY09

Some Guidance sources

[Guidance Note on Poverty Assessments](#)
[Integrating gender into PAs](#)

OP 2.30 on Development Cooperation and Conflict (January 2001)

OP 2.30's statement of objectives for countries in transition from conflict explicitly calls for attention to gender issues:

"In countries in transition from conflict: to support economic and social recovery and sustainable development through investment and development policy advice, with particular attention to the needs of war-affected groups who are especially vulnerable by reason of gender, age, or disability." (Para. 2 c)

Footnote 4 to this paragraph includes "children... the elderly... women who are widowed and, thus, assume new roles as heads of households, or women who have experienced sexual abuse in warfare, may require targeted assistance." These women need more than short-term assistance; they need

support to access long-term economic opportunities. Implementing the gender mainstreaming requirement under this policy may include both mitigating actions (to protect vulnerable groups and/or provide short-term assistance) and more forward-looking actions: capacity building, access to services, labor opportunities and so on, in order to help men and women who have been displaced or otherwise affected by conflict rebuild their long-term opportunities. A number of activities are funded through the State and Peacebuilding Fund, whose [database](#) consists of over 25 projects with a gender focus.

For more guidance on OP 2.30, see the website on [Fragile and Conflict-Affected Countries](#), a comprehensive source of information for all aspects of Bank work in such countries)

OP 13.60 on Monitoring and Evaluation (June 2007)

OP 13.60 Monitoring and Evaluation does not specifically discuss gender issues, but it applies to all country strategies, sector and thematic strategies, lending operations, and analytic and advisory services (footnote 3). In addition, both the gender mainstreaming strategy and OP/BP 4.20 emphasize the need, where appropriate, for well focused, gender-informed monitoring and evaluation within projects. In those areas where the CAS has identified a need for gender responsive actions, they call for the task teams to appraise “the project’s proposed mechanisms for monitoring the different impacts of the project on females and males.” (BP 4.20, para. 3 (d))

The current OP 13.60 is in line with the current Bank-wide emphasis on a results-focused approach. Together with the current increase in the use of core indicators, and efforts to perform solid impact evaluations, the OP strengthens the case for attention to gender in monitoring and evaluation activities where relevant. For guidance, see [link to the [DIME site](#); [PRMGE](#); [IEG](#)]

4.2. OP 8.60 on Development Policy Lending, August 2004

[OP 8.60 on Development Policy Lending \(DPL\)](#) focuses on “rapidly disbursing policy-based financing” that “help a borrower achieve sustainable reductions in poverty through a program of policy and institutional actions that promote growth and enhance the well-being and increase the incomes of poor people.”

Insofar as gender issues may be part of the country’s own reform program, a DPL may provide opportunities to address gender issues at a national or regional level that is not always feasible in projects under investment lending. OP 8.60 requires that the program document describe analytical underpinnings of the operation, by stating in Paragraph 9 that, “the Program Document describes the main pieces of analytic work used in the preparation of the operation and shows how they are linked to the proposed development policy program.” This policy provision may make it possible to refer to any country-level gender analysis available for the country under consideration, as appropriate.

As appropriate, prior analytic work includes analyses of the country’s economy-wide or sectoral policies and institutions aimed at stimulating investment, creating employment, accelerating and sustaining growth, “as well as analyses of the poverty and social impacts of proposed policies.”

Poverty and Social Impact Analysis (PSIA)

In addition to its focus on policy and institutional actions, OP 8.60 requires that “the Bank determine whether specific country policies supported by the operation are likely to have significant poverty and social consequences, especially on poor people and vulnerable groups.” (Para 10) Among the possible consequences are those which may have gender implications. For country policies with likely significant effects, OP 8.60 requires that the Program Document summarize the relevant analytical knowledge of these effects and describe “the borrower’s systems for reducing adverse effects and enhancing positive effects. If there are significant gaps in the analysis and shortcomings in the borrower’s systems... the Program Document describes how such gaps or shortcoming would be addressed before or during program implementation, as appropriate.” [para. 10 and ft 9]

This poverty and social impact analysis (PSIA) process determines distributional impact of operations supporting country policies or sectors, from ex-ante analyses of the likely poverty and social impacts of reforms under consideration to monitoring the results throughout implementation. Because the PSIA focuses on analyzing the distributional impact of policy reforms on the welfare of different stakeholder groups, it may call for attention to gender disparities. Since women and men encounter differing constraints and opportunities, needs, and control over resources in all contexts, they are likely to be impacted in different ways by policy reforms. Therefore, the PSIA may need to identify and address these disparities and monitor them throughout the process as appropriate. Attention to gender issues in the PSIA may also contribute to strengthening the client country's capacity for gender analysis.

A website on [Gender in Poverty and Social Impact Analyses](#) provides extensive guidance on the PSIA conceptual framework and the analytical and monitoring processes [1]. A Good Practice Note on Poverty and Social Impact Analysis and Development Policy Lending has also been prepared to assist Bank staff. [1]

4.3. Safeguard Policies

Three of the policies in the gender and development framework are part of the Bank's environmental and social safeguard policies: [Indigenous Peoples \(OP 4.10\)](#), Involuntary Resettlement (OP 4.12), and Forests (OP4.36). For a summary of the objectives of all safeguard policies, including their gender aspects, see Table A1 annexed to OP and BP 4.00 Piloting the Use of Borrower Systems to [Address Environmental and Social Safeguard Issues in Bank-Supported Projects](#).

[Safeguard policies](#) "are designed to prevent or mitigate harm to people and their environment in the development process." Over the years, safeguard policies have been an important part of the Bank's support for sustainable poverty reduction and have contributed to the effectiveness and impact of projects and programs. Safeguard policies have played a significant role in promoting the participation of stakeholders-- including men and women in vulnerable or marginalized groups - in project design, and have helped with developing a sense of ownership among the populations concerned.

As the Bank's environmental and social agendas have evolved, "its safeguard policies have shifted from focusing on mitigating the potential environmental and social damage toward a more comprehensive focus on sustainability and risk management (a shift from "do no harm" towards "do good.")" Promoting the implementation of safeguard policies by the borrowers brings together staff from across the networks and anchor units as well as the regions, with the multi-disciplinary OPCS Quality Assurance and Compliance Unit (QACU) and the ESSD Network to coordinate the Bank's efforts. The three Safeguard Policies in the gender and development policy framework share several common points:

- They require a process of consultation and participation with the people concerned, including women;
- They address the "do no harm" dimension of safeguard policies. In addition, OP 4.36 on Forests also includes attention to the "do good" aspect of safeguards, regarding economic aspects of forest products; and
- The policies on Indigenous Peoples and on Involuntary Resettlement call for attention to gender issues in the Resettlement Plan or Resettlement Policy Framework or in the Indigenous Peoples Plan or Indigenous Peoples Planning Framework.

[OP/BP 4.10 on Indigenous Peoples, July 2005](#)

OP 4.10 on Indigenous Peoples, in its opening paragraph, calls for consultation with and broad support by "the affected Indigenous Peoples," and for measures to avoid, or at least mitigate, adverse effects on the people concerned. The opening paragraph also addresses gender issues:

“Bank-financed projects are also designed to ensure that the Indigenous Peoples receive social and economic benefits that are culturally appropriate and gender and intergenerationally inclusive.” [Para. 1]

Paragraph 2 expands on the many factors - social, legal, environmental, economic, among others - which influence the situation of particular indigenous peoples, and confirms the relevance and complexity of gender issues, among others.

OP 4.10 even stipulates that, at the country's request, the Bank can provide financial assistance for a variety of initiatives, including those designed to:

- “address the gender and intergenerational issues that exist among many Indigenous Peoples, including the special needs for indigenous women, youth, and children;” [Paragraph 22 (e) and footnote 19 reference to OP/BP 4.20]
- Prepare participatory profiles of Indigenous Peoples to document their culture, demographic structure, gender and intergenerational relations and social organization, institutions, production systems, religious beliefs, and resource use patterns;” [Paragraph 22 (e)]

OP 4.10 calls for a Social Assessment to be done by the borrower during project preparation; its description of the concerned people implies attention to gender issues. (Annex A).

For more guidance, see Sourcebook on Indigenous Peoples; Good Practice Sourcebook on [Social Analysis](#); and [A Gender Responsive Social Analysis: a Guidance Note](#).

OP/BP 4.12 on Involuntary Resettlement, December 2001

OP 4.12 on Involuntary Resettlement calls for providing “displaced persons and their communities, and any host communities” with timely information, opportunities for consultation, participation in “planning, implementing, and monitoring resettlement,” as well as accessible grievance mechanisms (Para. 13). Paragraph 8 addresses gender issues through the following requirement to pay attention to “vulnerable people.”

“to achieve the objectives of this policy, particular attention is paid to the needs of vulnerable groups among those displaced, especially those below the poverty line, the landless, the elderly, women and children, indigenous peoples, ethnic minorities or other displaced persons who may not be protected through national land compensation legislation.”

To do so, OP 4.12 (Paragraph 6 (a) (iv)) calls for “socio-economic studies” to include a census survey with information on vulnerable people, including women, and specifies that the implementing agency is responsible for monitoring and evaluation during project implementation, with the Bank calling on “independent monitors” as appropriate. (Para. 21) For more guidance on involuntary resettlement, see [Involuntary Resettlement Sourcebook](#), which contains a chapter dedicated to gender issues.

OP/BP 4.36 on Forests, November 2002

BP 4.36 on Forests calls for the “assessment of the adequacy of land use allocations for the management, conservation, and sustainable development of forests,” which the borrower provides to the Bank. This assessment should include attention to social aspects and “involve all affected parties in accordance with.....” many of the safeguard policies, including OP 4.10 and 4.12BP

4.36 goes beyond the mitigating actions which are a major part of Safeguard policies and recommends looking for opportunities to actively promote the involvement of women in efforts to enhance access to resources and economic growth. BP 4.36 (Paragraph 6 (c)) specifically notes that community-based forest management and development project design must take into account:

“...the extent to which the livelihoods of local communities depend on and use trees in the project and adjacent areas, ... The participation of indigenous and poor people in the management of the trees and forests..., and Forest product and forest service issues relevant to indigenous people and poor people living in or near forests in the project area, as well as opportunities for promoting the involvement of women.” [Para 6 c]

For more guidance on the Forestry OP/BP, see [Sourcebook on forestry](#).

4.4. Quality Assurance for Bank Operations the PAD Template and Guidelines

Some Bank staff have interpreted OP/BP 4.20’s focus on the CAS to mean that if gender is not mentioned in the CAS as being relevant in a sector, then there is no need for any gender-responsive analytical work or operations in that sector. This interpretation is too narrowly constructed for two reasons. First, as noted earlier, and described in detail in this section, the Bank’s gender policy framework is wider than just OP/BP 4.20. Project level entry points for gender issues are triggered by a number of factors described in this guidance note. One of these factors is the project-level requirements for routine project appraisal standards and norms. Secondly, OP/BP 4.20 does not preclude individual sectors from providing guidance, tools, and indicators to assist staff with integrating gender issues in those sectors. [The Operations Portal](#) contains guidance and templates for project preparation for different types of investment and development policy operations. It is the most comprehensive guide for staff responsible for preparing projects, i.e., task teams and especially the TTL.

Current guidance on project appraisal – the PAD Template and Guidelines

Specific guidance on project appraisal is provided in the PAD [Template](#) and [Guidelines](#). This template lists the four types of inquiries expected to be undertaken as part of the social appraisal of projects. The guidelines for the social appraisal of projects, revised on May 11, 2010, are summarized in Table 2. In the majority of situations, it is entirely appropriate that the analyses of constraints and opportunities arising out of ‘socio-cultural context’ deal with gender issues, given that gender is a socio-cultural construct (as stated in the World Bank’s definition of gender quoted in Section 1). As the unit responsible for the Bank’s work on social issues, the Social Development Network (SDN) plays an important quality assurance role for social issues. In fact, as part of the process of enhancing the mainstreaming of gender issues in Bank operations, the SDN Network is developing targets for gender-responsive project design and gender-responsive monitoring and evaluation in SDN sectors. When these targets are finalized, they will be linked to this guidance note.

Table 2. PAD Template and Guidelines for Social Appraisal of Projects

Section Name	Typical Questions to be Answered in Each Section	Technical Annex Reference
D. Social	<p>a. What are the opportunities, constraints, impacts and risks arising out of the socio-cultural and political context?</p> <p>b. How have key stakeholders (civil society, business, public sector, social, or other non-governmental groups or individuals whose participation can positively or negatively affect project outcomes) participated in project preparation, and how will they be involved in implementation, monitoring and evaluation?</p> <p>c. Are any of the following social issues important in the</p>	

project? If so, how?

- Differential access to project benefits
- Traditional rights or entitlements
- Conflicting demands on the same resources
- Positions of expected winners and losers
- Risk of adverse social impacts of the project
- Social risks to the project
- Public perception and degree of voice in governance
- Adequacy of targeting and delivery mechanisms

d. How will the main social impacts of the project be monitored?

4.5. Good Practice 14.70 on Involving Nongovernmental Organizations in Bank-supported Activities (advisory only)

The World Bank's civil society website lists the Good Practice on Involving Nongovernmental Organizations in Bank-supported Activities ([GP 14.70, advisory only](#)). GP 14.70 states that the Bank encourages borrowers and staff members to consult with NGOs and to involve them, as appropriate, in Bank-supported activities, including economic and sector work and all stages of project processing - identification, design, implementation, and monitoring and evaluation. The rationale for this engagement, as stated in paragraph 4, is that "The Bank's agenda has become more complex in recent years as it has given greater prominence to issues of poverty, participation, gender, the environment, governance, capacity building, and implementation quality. The Bank's portfolio is also undergoing a significant shift toward financing in the social sectors and conservation programs--areas in which many NGOs have clear strengths." GP 14.70 (Paragraph 21- 22) also discusses the useful role that NGOs often play in monitoring and evaluating Bank-funded projects.

[1] Two recent developments reinforce the importance given by the Bank to good quality PSIA that are well integrated into ESW, CAS, and operational work: An IEG evaluation [Analyzing the Effects of Policy Reform on the Poor](#)—An Evaluation of the Effectiveness of Poverty and Social Impact Analysis found that good quality PSIA can have a positive impact, but that they have often not been effectively integrated into the CAS. In February 2010, the Social Development Department, jointly with the PREM Poverty Reduction Group and OPCS, launched a 3-year multi-donor trust fund to "encourage the use of poverty, social and distributional analysis to inform key policy reforms and operational activities by the Bank and partner governments." The trust fund promotes flexible approaches to poverty and social impact analysis with respect to the selection of instruments, communications strategies and tools, dissemination, and timing-- will provide opportunities to better integrate mainstream gender into the PSIA process.

Chapter 5: Implementing the gender and development policy framework in the evolving Bank agenda

[5.1. Results Focus: What it means for Mainstreaming Gender Issues in the CAS and in Operations, as Relevant](#)

[5.2. Expanding the Use of Core Indicators](#)

5.1. Results Focus: What it means for Mainstreaming Gender Issues in the CAS and in Operations, as Relevant

Recent changes in the Bank's agenda and procedures should influence all Bank work; the current focus on results is particularly relevant for mainstreaming gender issues in several areas of Bank work. Many current Bank policies, including OP/BP 4.20 and several others relevant for the gender dimensions of development do not show the explicit results-based focus which now permeates Bank work (a key exception is BP 2.11 on the CAS). That is to be expected, given that these policies were issued before the results agenda came into being. However, the gender mainstreaming strategy's focus on regular monitoring is a good basis for reliance on result-based planning and outcomes. Indeed, the very process promoted by OP/BP 4.20 -- country level assessment, identification of priorities in the CAS, and incorporation of appropriate actions throughout operations -- is conducive to good results-based planning, implementation, and monitoring and evaluation.

There is a two-way positive reinforcement between the results-based agenda and gender mainstreaming:

- Focusing on results may highlight the different needs of male and female project beneficiaries and stakeholders during planning and design, and thus help bring gender issues to the attention of task teams;
- Based on evidence that integrating attention to gender issues into ESW and operations can improve the quality of Bank work, mainstreaming gender issues will help improve the focus on results now required for CASs and operations;
- The results-focused orientation in the Bank also presents an opportunity for improving or taking corrective action if monitoring of implementation reveals that some important gender issues that are relevant for the project's development objectives are not being adequately addressed in an operation or a program.

For guidance, see The Bank's Gender and Development Policy (OP/BP4.20) and Gender-aware [Results-Base Country Assistance strategies \(CASs\)](#). The OPCS homepage provides several examples of [results-based CASs](#). Examples of how the results matrix can consider gender issues in education and rural development projects are available on the [CAS website](#).

5.2. Expanding the Use of Core Indicators

As of July 1, 2009, where relevant, projects are encouraged to identify and measure the number of project beneficiaries, broken down between direct and indirect beneficiaries and disaggregated by sex (male and female). All Bank-supported investment projects (both IDA and IBRD) are required to report these data. Since 2009, a number of core indicators have been (and are being) developed, to be used in conjunction with the Results Frameworks for IDA-supported investments operations. These indicators are used throughout the project cycle, with baseline, annual and end of project targets. These will need to be included in the PAD, ISR and ICR. [[Results Platform core indicators](#) site]

Gender issues are highly relevant in the various sectors and themes for which core indicators already have been issued: Education; Health; Roads and highways; Water supply; Information technology, telecommunications, and public administration/information and communication; Energy; Micro and small/medium enterprise finance; Access to urban services and housing for the poor; and for Agriculture, irrigation, land, agricultural research and extension.

Chapter 6: Overall Accountability for Implementing the Gender and Development Policy Framework

- 6.1. [OP/BP 4.20 Accountability Framework](#)
- 6.2. [Other Policies' Accountability Frameworks](#)

The overall accountability of Bank managers and staff for mainstreaming gender issues into the World Bank's work comprises the institutional accountabilities listed in BP 4.20 as well as the pertinent requirements of the Safeguard policies and other policies as relevant to gender mainstreaming.

6.1. OP/BP 4.20 Accountability Framework

BP 4.20 includes a detailed, explicit list of institutional accountabilities for the implementation of OP/BP 4.20--from Vice Presidents to staff. The list below, which can be considered a best practice accountability framework, ensures that every staff member in the direct line of accountability and decision making regarding operations and ESW is assigned a role with regard to integrating and monitoring gender issues:

- **Regional vice presidents:** each “regional vice president reports annually to the managing director concerned on the implementation of the gender policy.” (BP 4.20, Para. 4)
- Every **country director** “ensures that the results of the (country level) gender assessment are incorporated in the country dialogue and reflected in the CAS. The CAS reports on the status of the gender assessment, and identifies any gender-responsive actions that are proposed as part of the Bank’s assistance strategy for the country.” (BP 4.20, Para. 2)
- **Sector managers:** “In sectors and thematic areas where the CAS has identified the need for priority gender-responsive actions, the relevant sector managers ensure that Bank-financed projects and other Bank activities are gender-responsive.” (BP 4.20, Para. 3)
- Task teams: in situations defined under sector managers above, “(t)he task teams concerned determine how these actions will be optimally integrated into Bank-financed projects. In particular, task teams appraise the following aspects and, as appropriate, ensure that the project design addresses them:
 1. The local circumstances that may affect the different participation of females and males in the project;
 2. The contribution that females and males each could make to achieving the project’s objectives;
 3. The ways in which the project might be disadvantageous to one gender relative to the other; and
 4. The project’s proposed mechanisms for monitoring the different impacts of the project on females and males. (BP4.20, Para. 3)
- The **Director, Gender and Development** (PRMGE) answers questions on OP 4.20 and BP 4.20.

6.2. Other Policies' Accountability Frameworks

Other policies in the gender and development policy framework include lines of accountability that reinforce those specified in OP/BP 4.20.

- Poverty Assessments: OP 1.00 specifies that
 1. The Country Director oversees the preparation of the poverty assessment for the country.
 2. The Poverty Reduction Board reviews poverty assessments to ensure that they satisfy the OP requirements. This Board and the PREM Poverty Group (PRMPR) provide guidance.
- Country Assistance Strategy: BP 2.11 specifies that the Country Director is accountable for the CAS, and that the country team monitors and evaluates its implementation.
- Development policy lending and PSIAs: [BP 8.60](#) describes the corporate review process for Development Policy Operations, particularly in Section 5, with specific references to the Regional Operations Committee (usually chaired by the Regional vice president) or the Operations Committee (usually chaired by the Managing Director, Operations). Stand-alone PSIAs follow the standard ESW review processes for VPU quality assurance and clearance.
- Safeguard policies: All safeguard policies including OP 4.10, OP 4.12 and OP 4.36 specify accountabilities. For example, OPCS' Quality Assurance and Compliance Unit, QACU, reports to Senior Management on the implementation of safeguard policies. The OP 4.36 on forests also describes the responsibilities of Vice presidents and country directors

Chapter 7: The Current Monitoring Framework for Gender Mainstreaming

7.1. [Monitoring Focused Specifically on Gender Mainstreaming \(Annual Gender Mainstreaming Reports – FY02-FY08\)](#)

7.2. [Monitoring Processes Common to all Bank policies](#)

7.3. [Monitoring Specific to Safeguard Policy](#)

[to be updated when current corporate processes relating to GAP Transition Plan, IDA 16 consultations and Annual Monitoring Reviews are finalized]

The current monitoring framework for gender mainstreaming brings together the monitoring processes for the gender dimensions of development as specified in the gender mainstreaming strategy and OP/BP 4.20, together with the monitoring processes common to all Bank policies and those specific to safeguard policies.

7.1. Monitoring Focused Specifically on Gender Mainstreaming (Annual Gender Mainstreaming Reports – FY02-FY08)

The gender mainstreaming strategy and OP/BP 4.20 specify that the regional Vice Presidents, Country Directors, the Gender and Development Board, and other involved units collaborate to monitor progress in gender mainstreaming and report findings to the managing directors:

- “the Regional Vice President reports annually to the Managing Director concerned on the implementation of this policy (Paragraph 4)
- The Gender and Development Board collaborates with relevant units within the Bank to facilitate the integration of gender issues in the Bank’s work. This Board develops guidance to staff on the preparation of gender assessments, establishes a framework for Regional monitoring and evaluation of the implementation of this policy, and consolidates regional monitoring or evaluation reports into annual Bank wide summaries.” (Paragraph 5)

In accordance with this requirement, the Bank has issued Annual Monitoring Reports for FY02, FY03, FY04-05, FY06, FY07, and FY08. These reports monitor and present progress reports on the extent to which key elements of the gender mainstreaming strategy have been implemented in the main Bank products. [FY09 monitoring report is under preparation.](#)

The processes through which the mainstreaming of gender issues in Bank operations is monitored have evolved over the years to streamline the collaboration among all units concerned (including the regions, PRMGE, OPCS, and QAG, as well as IEG). These processes are evolving to adapt to concurrent changes in monitoring processes for all Bank policies and lending.

7.2. Monitoring Processes Common to all Bank policies

OPCS is responsible for the overall monitoring of the implementation of Bank policies. OPCS also conducts a number of focused reviews in which gender mainstreaming would be relevant:

- [CAS retrospective](#)
- Monitoring of [core indicators](#) in projects, especially IDA-funded projects: The systematic addition of core indicators in project monitoring will provide a significant input into monitoring of the mainstreaming of gender issues. As noted in section 6, starting on July 1, 2009, all IDA-funded

investment projects are encouraged to identify and measure the number of project beneficiaries, broken down between direct and indirect beneficiaries and by male and female and required to report these data. It should increase the availability of disaggregated data on potential and actual beneficiaries and other gender-relevant data, especially in IDA projects.

The Quality Assurance Group now conducts a [Quality Assessment of the Lending Portfolio](#) for projects under implementation.^[1] This review provides a snapshot of progress in design and early implementation at the project level, with specific attention to how well projects address gender issues during implementation and supervision

IEG conducts periodic evaluations of gender mainstreaming in the Bank Group and of related activities. Recent and in-progress [IEG evaluations relevant for gender issues](#) include Gender and Development, An Evaluation of World Bank Support, 2002-08 (2010); Analyzing the Effects of Policy Reform on the Poor: An Evaluation of the Effectiveness of World Bank Poverty and Social Impact Assessments, 2009; Evaluation of the World Bank Group's Experience with Safeguards and Sustainability Policies (1999-2008, in process)

7.3. Monitoring Specific to Safeguard Policies

The World Bank monitors compliance with safeguard policies, particularly, accountability and monitoring procedures; but they differ from monitoring gender mainstreaming because of their focus on specific actions at the project level and the existence of an Inspection Panel.

The Quality Assurance and Compliance Unit (QACU) in the OPCS Network is responsible for monitoring compliance for all safeguard policies (except that on Waterways) at the project level, including any IFC project concerned with these policies. Task teams are responsible for updating a comprehensive [Integrated Safeguard Data Sheet](#) (ISDS) to compile content and issues for their project.

An Inspection Panel reviews and takes action on violations of these policies at the project level, including those related to participation of the concerned populations.

[1] Starting in July 2010, the QAG work on quality reviews will be assumed by OPCS.

[Evaluation of the World Bank Group's Experience with Safeguards and Sustainability Policies \(1999-2008, in process\)](#)