

## OPERATIONS MANUAL BANK POLICIES (BP)

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*These policies were prepared for use by ADB staff and are not necessarily a complete treatment of the subject.*

### GENDER AND DEVELOPMENT IN ADB OPERATIONS

#### A. Introduction

1. ADB's policy on gender and development<sup>1</sup> (GAD), approved in 1998, adopts gender mainstreaming as a key strategy for promoting gender equity. This requires gender concerns to be treated as a cross-cutting theme influencing all social and economic processes. ADB's Strategy 2020<sup>2</sup> identifies gender equity as one of the five drivers of change to achieve the vision and strategic agenda of inclusive economic growth and to make the greatest impact on the development challenges in Asia and the Pacific. The GAD policy provides a policy framework; introduces institutional mechanisms to address gender concerns in ADB's program of activities; and supports a greater emphasis on gender issues in all ADB operations.

#### B. The Policy

2. ADB's policy on GAD adopts mainstreaming as a key strategy for promoting gender equality and women's empowerment. The key elements will include the following:

- (i) "Gender sensitivity" to observe how ADB operations affect women and men differently, and to take into account their different needs and perspectives in planning these operations.
- (ii) "Gender analysis" to assess systematically the impact of programs and projects on men and women and on their economic and social relationships.
- (iii) "Gender planning" to formulate specific strategies that result in equal opportunities and outcomes for women and men.
- (iv) "Gender mainstreaming" to ensure that gender concerns and women's needs and perspectives are explicitly considered in all ADB operations, and that women and men participate equally in the decision-making process in development activities.
- (v) "Agenda setting" to assist developing member country (DMC) governments in formulating strategies to reduce gender disparities and in developing plans and targets for women's and girls' education, health, legal rights, employment, and income earning opportunities.

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<sup>1</sup> ADB. 1998. *Policy on Gender and Development*. June. Manila.

<sup>2</sup> ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank 2008-2020*. April. Manila.

## **OPERATIONS MANUAL BANK POLICIES (BP)**

---

3. "Mainstreaming" requires explicit integration of gender considerations into all aspects of ADB operations. This entails addressing gender considerations in ADB's knowledge management activities, country partnership strategies and programs, including studies on the impact of economic reform programs on women; undertaking gender analysis in projects; and ensuring the consideration of gender issues at all stages of the project cycle, including identification, preparation, implementation, and monitoring and evaluation.

4. The GAD policy recommends that gender disparities be directly addressed through the design of a larger number of programs and projects with specific gender features and targets that deliver gender equality and women's empowerment benefits, such as improved access to social services, economic and financial resources and opportunities, basic rural and urban infrastructure, and/or enhanced voices and rights.

5. While gender mainstreaming forms the major thrust of ADB's approach to reducing gender disparities and empowering women, exclusive women-targeted projects may be formulated and implemented where special socio-cultural circumstances dictate and permit separate resource allocation to improve women's access to and control over project benefits. Stand-alone projects for women may also be formulated and implemented to address glaring gender inequalities.

6. The GAD policy identifies five specific areas of intervention to support policy implementation:

- (i) provide assistance to developing member countries in GAD policy support, GAD capacity building and awareness, and the formulation and implementation of policies and programs to improve the economic and social status of women;
- (ii) conduct gender analysis and prepare project gender action plans for lending and Asian Development Fund grant operations;
- (iii) assist the DMCs to implement commitments made at the United Nations Fourth World Conference on Women in Beijing and in the Millennium Development Goals related to gender equality and women's empowerment;
- (iv) explore opportunities to address some of the new and emerging issues for women in the Asia and Pacific region directly; and
- (v) promote greater GAD awareness within ADB through training workshops and seminars, development of suitable approaches, and staff guidelines to implement the GAD policy.

**OPERATIONS MANUAL  
BANK POLICIES (BP)**

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**Basis:** This OM section is based on:

ADB. 1998. Doc. R74-98. Revision 1, Final. *Policy on Gender and Development*. 11 June. Manila.

This OM section is to be read with OM Section C2/OP.

**For other background information and references, see:**

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

ADB. 2005. *The Public Communications Policy of the Asian Development Bank*. Manila.

ADB. 1985. Doc. R56-85. *Role of Women in Development*. 17 June. Manila.

**Compliance:** This OM section is subject to compliance review.

**For inquiries:** Questions may be directed to the Director, Poverty Reduction, Gender, and Social Development Division, Regional and Sustainable Development Department.



## OPERATIONS MANUAL OPERATIONAL POLICIES (OP)

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### GENDER AND DEVELOPMENT IN ADB OPERATIONS

#### A. Introduction

1. ADB aims to operationalize its policy on gender and development (GAD) primarily through mainstreaming gender considerations into all ADB operations. However, ADB will continue to develop and finance stand-alone projects directed at correcting gender disparities and promoting the empowerment of women, especially in developing member countries (DMCs) with glaring gender inequalities.

#### B. Application of the Policy

2. As GAD is a cross-cutting theme and a driver of change in Strategy 2020<sup>1</sup>, gender issues must be integrated into all ADB operations, including country partnership strategies and programs, project preparation, implementation, and monitoring and evaluation.

#### C. Country Partnership Strategy

3. Since country partnership strategies (CPSs) set the framework for ADB's assistance to its DMCs, the GAD policy recognizes that gender mainstreaming at the country level must begin with the development of the CPS. Therefore, gender issues must be systematically addressed in the main text, sector road maps, and the results framework of the CPS. For each DMC, the relevant regional department (i) prepares or updates the country gender assessment (see para. 5)<sup>2</sup>; and (ii) formulates an appropriate gender strategy (see para. 6), which specifies how ADB intends to promote and implement its overall GAD objectives in that DMC, and discusses how ADB assistance will address gender equality and women's empowerment issues. A summary of (i) and (ii) is included in the CPS linked document.

4. As part of its ongoing policy dialogue and analytical work, ADB (i) collects recent sex-disaggregated data on social and economic indicators pertaining to gender disparities in the DMC; (ii) identifies GAD policies and priorities of the DMC, and relates them to ADB's country strategy; and (iii) examines the GAD policies and strategies of other relevant agencies and nongovernment organizations in the DMC. The data obtained form the basis of policy dialogue between ADB and the DMC on gender equality and the empowerment of women.

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<sup>1</sup> ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank 2008-2020*. Manila.

<sup>2</sup> Preparation of the country gender assessment may not coincide with CPS. However, it will be used as an integral part of the continual dialogue and analytical work in the country concerned.

## **OPERATIONS MANUAL OPERATIONAL PROCEDURES (OP)**

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### **D. Country Gender Assessment**

5. The country gender assessment (CGA) informs the formulation of the gender strategy in the CPS. The CGA contains (i) a social and economic overview of the situation of women in the DMC; (ii) information on gender disparities with regard to access to education, health, employment, resources, productive assets, and decision making; (iii) a description of the DMC government policies and institutions related to women; (iv) GAD policies and programs of other institutions (national organizations and international development agencies); (v) an assessment of the impact of ADB operations on gender equity and empowerment of women; (vi) recommendations for potential ADB initiatives and interventions; and (vii) concrete suggestions for mainstreaming gender concerns in the project pipeline. The CGA is a public document, which may be published as a stand-alone ADB publication and made available through the internet or by other means, in accordance with ADB's public communications policy<sup>3</sup>.

### **E. Country Gender Strategy**

6. The country gender strategy for a DMC specifies how ADB intends to address the gender issues highlighted in the CGA, and how the overall gender objectives will be achieved through ADB's program and pipeline of assistance. The gender strategy indicates the sectors and subsectors for which gender initiatives are required, the operational approaches, and the actions required to achieve strategic GAD outcomes. The gender strategy may include policy dialogue, special studies, targeted investments to correct gender disparities, strategies for increasing women's participation in the development process, support to the DMC for promoting gender equality and the empowerment of women, institutional development, policy support, and regional cooperation activities. Policy reform and capacity building in GAD are given particular focus.

### **F. Country Operations Business Plan**

7. The country operations business plan (COBP) includes indicative lending and non-lending pipeline. Projects likely to be categorized with a gender equity theme or effective gender mainstreaming are indicated as such in the COBPs.

### **G. GAD at the Project Level**

8. Gender considerations are an essential element of loan, Asian Development Fund grant, and technical assistance (TA) operations. Gender issues must be considered at all stages of the project cycle: identification, preparation, implementation, and monitoring and evaluation. A preliminary review is conducted at the project concept paper stage to identify the project's potential to address gender equity and the empowerment of women. A detailed gender analysis and preparation of a project gender action plan are required for projects that have potential to correct gender disparities, significantly mainstream gender equity concerns, or are likely to have substantial gender impact. The gender mainstreaming category of each project must be determined at an early stage of project preparation (see para. 12). During implementation of these projects, monitoring of gender concerns and components is required.

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<sup>3</sup> ADB. 2005. *The Public Communications Policy of the Asian Development Bank*. Manila.

## **OPERATIONS MANUAL OPERATIONAL POLICIES (OP)**

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### **H. Initial Poverty and Social Assessment**

9. An initial poverty and social assessment (IPSA)<sup>4</sup> is required for all ADB projects and programs. Gender analysis must be conducted as an essential component of the IPSA. A gender analysis checklist for the IPSA is provided in Appendix 1. The IPSA is carried out as early as possible in the project cycle, and preferably at the fact-finding stage for the project preparatory technical assistance or another project preparatory study. When it has been completed, the IPSA must be posted on ADB's website in accordance with ADB's public communications policy<sup>5</sup>.

### **I. Project Gender Action Plan**

10. If the IPSA indicates that the project has the potential to mainstream gender concerns significantly, or is likely to have a substantial gender impact, a detailed gender analysis needs to be undertaken during the project design to inform development of a project-specific gender action plan (GAP).<sup>6</sup> For such projects, the GAP is prepared during the design phase by a social development or gender specialist. A guide to key gender considerations in project design is provided in Appendix 2. The results of the gender analysis are provided in the linked summary poverty reduction and social strategy of the report and recommendation of the President (RRP).

11. A project GAP must be prepared for projects with potential to address gender equality and women's empowerment, and those that are categorized with gender equity<sup>7</sup> theme or "effective gender mainstreaming"<sup>8</sup> under ADB's project classification system. The GAP identifies strategies, mechanisms and/or project outputs for addressing gender concerns, and reports on how women are to be involved in the design, implementation and monitoring process. The budget provision for these components or design features must also be highlighted in the plan. The project GAP consists of (i) the preparatory work undertaken to address gender issues in the project; (ii) the gender inclusive design features, mechanisms, targets and monitoring indicators included in the project design to facilitate and promote women's

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<sup>4</sup> See OM Section C3 on Incorporation of Social Dimensions into ADB Operations.

<sup>5</sup> ADB. 2005. *Public Communications Policy of the Asian Development Bank*. Manila.

<sup>6</sup> In the case of policy-based loans or grants, a GAP may not be necessary if the policy matrix, program design and monitoring framework and the main text of the report and recommendation of the President clearly and sufficiently demonstrate how the program actions will result in gender equality and women's empowerment.

<sup>7</sup> A project is assigned a gender equity theme if the project outcome directly addresses gender equality and/or women's empowerment by narrowing gender disparities through access to social services (e.g. education, health, and water supply/sanitation); and/or economic and financial resources and opportunities (e.g. employment opportunities, financial services, land, and markets), and/or basic rural and urban infrastructure (e.g. rural electrification, rural roads, pro-poor energy distribution, and urban services for the poor); and/or enhancing voices and rights (e.g. decision making processes and structures, political empowerment, and grievance mechanisms); and (ii) the outcome statement of the project design and monitoring framework explicitly mentions gender equality and women's empowerment and/or, the outcome performance indicators include gender indicators.

<sup>8</sup> A project is assigned an effective gender mainstreaming category if the project outcome is not gender equality or women's empowerment, but the project is still likely to deliver tangible benefits to women by improving their access to social services, and/or economic and financial resources and opportunities, and/or basic rural and urban infrastructure, and/or enhancing voices and rights, which contribute to gender equality and women's empowerment.

## **OPERATIONS MANUAL OPERATIONAL PROCEDURES (OP)**

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participation and/or tangible gender benefits from the project; and (iii) mechanisms to ensure implementation of the gender design elements. Key gender targets and monitoring indicators should be reflected in the design and monitoring framework of the RRP. The gender action plan format is in Appendix 3.

12. Key features of the GAP should be described in the main text of the RRP in the due diligence section. The project GAP summary is a mandatory RRP linked document. The project GAP should be covenanted in the project or loan agreements. It is also included in the project administration manual (PAM).

### **J. Project Implementation**

13. The GAP activities are included in the PAM under Section VIII, Gender and Social Dimensions. During project implementation, monitoring and reporting on gender targets and indicators and on the implementation progress of the GAP and other gender provisions is required. Review missions and project completion missions include assessments and reports on GAP implementation and achievements of the gender targets included in the GAP and the design and monitoring framework.

### **K. Implementation Arrangements**

14. The responsibility for implementing ADB's GAD policy rests with the regional departments. The responsibility for monitoring the gender inclusive design features of individual projects, programs, and TAs also rests with the regional departments. The Regional and Sustainable Development Department (RSDD) provides advice and assistance with implementation of the GAD policy, and has overall responsibility for coordinating and monitoring ADB's gender-related activities. RSDD compiles such information and prepares periodic reports and good practice case studies.

**Basis:** This OM section is based on OM Section C2/BP and the supporting documents cited therein.

**Compliance:** This OM section is subject to compliance review.

**For inquiries:** Questions may be directed to the Director, Poverty Reduction, Gender, and Social Development Division, Regional and Sustainable Development Department.

## **OPERATIONS MANUAL OPERATIONAL POLICIES (OP)**

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### **Gender and Development Section of Initial Poverty and Social Analysis (IPSA)**

Gender issues should be addressed when

- there are striking disparities and inequalities between the access of men and women to and use of relevant services, resources, assets, opportunities, and participation in the decision-making process;
- the project has the potential to redress such differences and inequalities; or
- the project presents evident risks to the empowerment and gender equality of women and girls.

Key questions to be answered in the IPSA are:

1. What are the key gender issues in the sector and subsector that are likely to be relevant to this project or program?
  - Refer to the country gender assessment and the country partnership strategy for sector or subsector specific gender issues;
  - Where the above do not exist, contact the gender specialists in the respective department or in the Regional and Sustainable Department to assist in identifying relevant literature and data.
2. Does the proposed project or program have the potential to promote gender equality and/or women's empowerment by improving women's access to and use of opportunities, services, resources, assets, and participation in decision making?

Yes:

- If women are substantially engaged and/or involved in the sector, or if the project or program has the potential to directly improve the access of women or girls to opportunities, services, assets, or resources, it should be ticked as "Yes".
- If yes, the project has the potential to pursue gender equity theme or effective gender mainstreaming. Indicate the project gender category in the project concept paper.
- If yes, detailed gender analysis and preparation of a gender action plan are required. Include these in the terms of reference of the project design stage and consider recruitment of a gender specialist.
- Briefly explain how the project is likely to provide gender benefits and the potential measures to be considered for maximizing the positive impacts.

No:

- If not, briefly explain why.

**OPERATIONS MANUAL  
OPERATIONAL PROCEDURES (OP)**

---

3. Could the proposed project have an adverse impact on women and/or girls or widen gender inequality?
- Examples of negative gender impacts may include:
    - women's loss of traditional land rights or employment or livelihood opportunities as a result of project activities or policy changes
    - negative impacts on women related to environmental impact, resettlement, or negative impacts on indigenous women (which should be addressed under the safeguards policy statement and its required procedures)
    - increased risks for women and girls to HIV/AIDS and sexual transmitted infections, human trafficking, non-compliance with core labor standards
    - high service charges and other fees that are likely to exclude vulnerable women from access to services
  - If yes, actions and /or measures should be prepared during project preparatory TA or due diligence. Project designs should include developing detailed implementation arrangements and allocation of budget for these actions and measures to mitigate and compensate these adverse impacts and/or risks.
  - Describe these measures in the IPSA section on social safeguards issues and other social risks.

## **OPERATIONS MANUAL OPERATIONAL POLICIES (OP)**

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### **Key Gender Considerations in Project Design**

#### **Gender Analysis**

- Have both men's and women's needs for the possible project interventions been assessed?
- Have both women and men been consulted and involved in project design?
- Have cultural, social, legal, economic, and other constraints on women's potential participation and gender equal benefits been identified?
- Have strategies been formulated to address the constraints?
- Have local women's organizations been consulted and their capacity as service providers assessed?
- Will women directly benefit from all project outputs?
- Have the baseline key sex-disaggregated data (e.g., % of women in training, representation in decision-making bodies) been collected to inform the gender targets in the gender action plan and the project design and monitoring framework?

#### **Project Design**

- Have the findings of the gender analysis been integrated into the design of project outputs?
- Does the project design include outputs, strategies, design features, or targets to promote and facilitate women's active involvement in the project?
- Has a project gender action plan (or gender-inclusive policy matrix, in the case of policy-based lending) been prepared?
- Is there a budgetary allocation for these design features, strategies, and mechanisms?
- Has a separate budget been set aside for facilitating the participation of women?
- Are the strategies and targets for women's participation included in the design and monitoring framework of the project?
- Is gender expertise included during project implementation?
- Is there a provision to strengthen the executing agency and implementing agency staff so they can effectively plan and implement gender-inclusive components and design features?
- Is the implementation mechanism in place to implement the gender action plan or gender provisions that coordinates across different project outputs?

#### **Project Performance Monitoring**

- Have gender-related targets and indicators to measure progress in achieving benefits for men and women been integrated into the project design and monitoring framework?
- Have gender-related targets and indicators defining the benefits to women and men been developed and integrated into the project design and monitoring framework?
- Will sex-disaggregated data be collected during implementation to monitor gender impact?
- Are women and men involved in monitoring and evaluation?



## OPERATIONS MANUAL OPERATIONAL POLICIES (OP)

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### Project Gender Action Plan Format

The gender action plan should focus on how gender issues, concerns, and constraints identified through the gender analysis have been addressed in the project design. It should be presented in a table format that corresponds to the structure of each project output. Targets and responsibilities need to be specified.

1. **Project Design.** For each relevant project output, describe any actions, features, mechanisms, strategies, and/or targets included in the project design to maximize positive gender equality impacts and promote women's active involvement in the project and direct access to project benefits. The gender action plan needs to include specific design features in the majority (i.e. 50% or more) of project outputs to facilitate and ensure women's participation and access to project benefits, with most of these outputs having at least three gender design features or mechanisms. Any targets set for women's participation or access to project benefits — e.g., number of women to be trained, reserved seats for women on decision-making bodies such as water-user groups, number of scholarships for girls, involvement of women in operation and maintenance, monitoring and evaluation, etc. — should be mentioned and highlighted here. Any gender capacity-building assistance for executing or implementing agencies, or provisions to mobilize and train women, should also be mentioned here. Budget line items for gender and development (GAD) activities should be listed. Policy dialogue to improve women's access to assets such as land or to address the strategic needs of women should be highlighted. This is the most important section of the gender action plan.

2. **Implementation.** The implementation arrangements to ensure the features and mechanisms designed in the project to address GAD objectives should be described here. This section should describe (i) inclusion of GAD specialists among the implementation consultants, (ii) engagement of nongovernment organizations to facilitate women's participation, and (iii) preparation of a GAD implementation plan to systematically implement the GAD components or specific GAD reporting requirements.

3. **Monitoring and Evaluation.** Provision and requirements for collection of sex-disaggregated data in the baseline surveys and development of monitoring indicators to assess the gender-differentiated impact of the project should be highlighted here. Any provision to involve women in the monitoring and evaluation of the project should also be described. Requirements to discuss gender issues and impacts in any midterm review and regular progress reports to be submitted to ADB should also be mentioned.