

**IMPLEMENTING THE BANK'S GENDER MAINSTREAMING
STRATEGY: SECOND ANNUAL MONITORING
REPORT, FY03**

January 29, 2004

ACRONYMS AND ABBREVIATIONS

AAA	Analytical and Advisory Services	JSDF	Japan Social Development Fund (grant)
@NGED	Arab Network for Gender and Development	LCR	Latin America and the Caribbean Region
AFR	Africa Region	M&E	Monitoring and Evaluation
AIDS	Acquired Immune Deficiency Syndrome	MAP	Multi-Country AIDS Program
BNPP	Bank Netherlands Partnership Program	MDB	Multilateral Development Bank
CAS	Country Assistance Strategy	MDG	Millennium Development Goal
CASP	Country Assistance Strategy Progress Report	MNA	Middle East and North Africa Region
CCG	MNA Consultative Council on Gender	NGO	Non-Government Organization
CDD	Community Driven Development	OECD/DAC	Organization for Economic Co-operation and Development/Development Assistance Committee
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women	OED	Operations Evaluation Department
CEM	Country Economic Memorandum	OPCS	Operations Policy and Country Services
CGA	Country Gender Assessment	PA	Poverty Assessment
CGC	Country Gender Coordinator	PAD	Project Assessment Document
CIDA	Canadian International Development Agency	PER	Public Expenditure Review
CIS	Commonwealth of Independent States	PREM	Poverty Reduction and Economic Management Network
CODE	Committee on Development Effectiveness	PRMEP	PREM Economic Policy Group
CPIA	Country Policy and Institutional Assessment	PRMGE	PREM Gender and Development Group
DEC	Development Economics	PRSC	Poverty Reduction Support Credit
DL	Distance Learning	PRSP	Poverty Reduction Strategy Paper
DPR	Development Policy Review	PSI	Private Sector Development & Infrastructure Network
EAP	East Asia and Pacific Region	PSIA	Poverty and Social Impact Analysis
ECA	Europe and Central Asia Region	QAG	Quality Assurance Group
ESMAP	Energy Sector Management Assistance Program	QEA	Quality at Entry Assessment
ESSD	Environmentally and Socially Sustainable Development Network	QSA	Quality of Supervision Assessment
ESW	Economic and Sector Work	RUTA	Regional Unit for Technical Assistance (Central America)
FAO	United Nations Food and Agriculture Organization	RVP	Regional Vice President
GAD	Gender and Development	SAD	Sector Adjustment Loan
GDLN	Global Development Learning Network	SAR	South Asia Region
GENFUND	Norwegian/Dutch Trust Fund for Gender Mainstreaming	SB	Sector Board
GPG	Global Public Goods Incentive Fund for Gender Mainstreaming	SDV	Social Development Department (ESSD)
GPRS	Ghana Poverty Reduction Strategy	SSIU	Sector Strategy Implementation Updates
HD	Human Development Network	SSP	Sector Strategy Paper
HNP	Health, Nutrition and Population	TA	Technical Assistance
HQ	Headquarters	TF	Trust Fund
IADB	Inter-American Development Bank	TSS	Transitional Support Strategy
IAWG	Inter-Agency Working Group on Gender (India)	TTL	Task Team Leader
ICR	Implementation Completion Report	UNDP	United Nations Development Programme
IDA	International Development Association	UNECA	United Nations Economic Commission for Africa
IDF	World Bank Institutional Development Fund (grant)	UNOHCHR	United Nations Office of the High Commissioner for Human Rights
IDLO	International Development Law Organization	UNICEF	United Nations Children's Fund
IFI	International Financial Institution	WBI	World Bank Institute
IMF	International Monetary Fund	WID	Women in Development
INGAD	Interagency Gender and Development Group (Pakistan)	WLSA	Women and Law in Southern Africa
JSA	Joint Staff Assessment	WSS	Water Supply and Sanitation

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EXECUTIVE SUMMARY

1. The Bank made good progress in mainstreaming gender in FY03, but there are still challenges to address in implementing its gender mainstreaming strategy. Significant accomplishments in implementation during FY03 include:
2. **The completion of country gender assessments (CGAs), most of which were judged to be of satisfactory or better quality.** By the end of FY03, a total of 25 CGAs had been published or issued since the gender mainstreaming strategy was adopted in FY02. This represents 22 percent of active client countries. Current plans in the regions suggest that up to 86 percent of countries will have completed CGAs, either self-standing or as part of other ESW, by the end of FY05, the date suggested for completion in the Bank's gender mainstreaming strategy.
3. **Increased attention to gender issues in core diagnostic economic and sector work (ESW), especially poverty assessments (PAs).** A large majority of PAs had better than adequate coverage of gender issues, although less than half included gender issues in monitoring and evaluation.
4. **Increased attention to gender issues in country assistance strategies (CASs).** Almost 80 percent of all CASs approved in FY03 proposed actions to address gender issues in at least one sector, compared with 73 percent in FY02. Most gender-related actions proposed in CASs tend to be concentrated in the human development (HD) sectors of education and health.
5. **Greatly increased attention to gender issues in the joint staff assessments (JSAs) of full poverty reduction strategy papers (PRSPs), and somewhat increased attention in the PRSPs themselves.** Over half of the 17 JSAs of full FY03 PRSPs provided concrete advice for improving attention to gender inequalities in the sectors considered in the PRSP, and half also recommended further steps in sex-disaggregated data collection and monitoring. This is a significant improvement from FY02, when none of the 11 JSAs provided a specific gender-related comment or critique. The proportion of PRSPs with extensive diagnosis of gender inequalities increased to 33 percent in FY03 from 17 percent in FY02.
6. **Increased attention to gender issues in project design and supervision.** The Quality Assessment Group's Quality of Supervision in FY01/02 (QSA5) review found that a significantly larger proportion of projects paid attention to gender issues in project design and supervision compared with a review of projects under supervision in FY00 (QSA4). The later review also found that operations that identify gender outcomes up front as project objectives subsequently pay greater attention to such outcomes and score higher on supervision than do those projects that do not identify such outcomes.
7. Completion of a World Bank Institute (WBI) strategy and action plan for integrating gender into its programs and initiation of its implementation, following the appointment of a WBI gender coordinator.

8. **Greater use of partnerships for gender mainstreaming.** The Bank is increasing its collaboration with UN agencies, the multilateral development banks (MDBs) and international financial institutions (IFIs), and bilateral donors as well as with civil society groups to improve attention to gender and development issues at a global, regional and country level.

9. Many significant challenges remain to be addressed if the goals of the mainstreaming strategy are to be met. Priority actions include:

- **Dissemination of and follow-up to CGAs** through (a) active dissemination of the CGA review to Bank operational staff and to clients; (b) dissemination of good practice examples to the same audiences, to provide ideas for effective follow-up to completed CGAs; and (c) targeted assistance in selected countries with recently completed CGAs.
- **Including gender analysis and complementing it with gender-responsive actions and monitoring in Bank ESW and lending.** The Bank will complete guidance for PAs, PSIAs, and DPRs to reflect the need to consider gender issues not only in analysis, but also in consultations, policy recommendations, and monitoring.
- In lending, **increasing attention to gender issues in sectors other than education and health**, especially in sectors where research suggests there are often important gender issues (rural development, social protection, private sector development, water and sanitation and transport). This challenge to gender mainstreaming will be addressed by the thematic groups, and through the “Promising Approaches to Gender Mainstreaming” series.
- **Engendering client and staff capacity building** in such areas as economic policy, rural development, social protection, and infrastructure, through a range of activities including: (a) expanding the number of countries in which client training on gender issues is offered; (b) integrating gender into a broader range of client training programs; (c) increasing gender mainstreaming in the Bank’s Operational Core Curriculum; and (d) disseminating the results of on-going work on gender and economic policy to Bank economists, clients, and others working on economic policy issues. The goal of implementing the gender mainstreaming strategy is ambitious, but achievable. The Bank believes that progress toward this goal has been good, and is committed to ensuring that progress continues in the coming year.

10. In line with the recent agreement at CODE to monitor sector strategy papers’ implementation through periodic integrated Sector Strategy Implementation Updates (SSIUs) covering all SSPs, this will be the last separate progress report on implementation of the gender mainstreaming strategy. Future monitoring of the gender mainstreaming strategy will be reported in the SSIU.

I. INTRODUCTION

1. The Bank continued to make good progress in mainstreaming gender during FY03. This report describes progress in implementing the gender mainstreaming strategy in the Bank's operations, with a focus on the strategy's main elements:

- Country Diagnosis and Analytical Work: country gender assessments (CGAs), core diagnostic economic and sector work (ESW), and poverty and social impact assessments (PSIAs);
- Policy Dialogue: country assistance strategies (CASs), poverty reduction strategy papers (PRSPs), and joint staff assessments (JSAs) of PRSPs;
- Lending: design and supervision of lending operations;
- Capacity Building for Bank staff and clients; and
- Partnerships with other development agencies, clients and civil society groups.

2. The Policy Research Report, *Engendering Development—Through Gender Equality in Rights, Resources, and Voice*, shows that there is no region of the world free from inequalities between males and females.¹ The current report does not attempt to evaluate on-the-ground results of Bank actions, but examines progress on gender mainstreaming within the scope of the Bank's work across regions, sectors, and products. Nor can the report cover all the interesting and valuable initiatives going on in the regions, which are presented in the regional monitoring reports included in Annex 1.

3. Evaluation of on-the-ground results of the Bank's work on mainstreaming gender is being carried out through several means: monitoring process, output and outcome gender indicators in the Bank's Global Monitoring Report; conducting an assessment of the impact of CGAs in selected countries (planned for FY05); and collaborating with the Operations Evaluation Department (OED) to increase attention to the gender dimension of the Bank products and processes they evaluate.

4. During FY03, accomplishments included:

- The completion of CGAs for additional client countries;
- Increased attention to gender issues in core diagnostic ESW, especially PAs;
- Increased attention to gender issues in the CASs;
- Greatly increased attention to gender issues in the JSAs of full PRSPs, and somewhat increased attention in the PRSPs themselves;
- Increased attention to gender issues in project design and supervision; and
- Completion of a World Bank Institute (WBI) strategy for integrating gender into its programs and initiation of its implementation.

5. Areas in which implementation remains incomplete include:

- Dissemination of and follow-up to CGAs;

¹ World Bank. (2001). *Engendering Development—Through Gender Equality in Rights, Resources, and Voice*.

- Gender analysis in development policy reviews (DPRs) and in public expenditure reviews (PERs);
- Complementing gender analysis with gender-responsive actions and monitoring in Bank ESW and lending;
- In lending, extending attention to gender issues to sectors likely to have important gender and development issues, such as rural development, social protection, private sector development, water and sanitation, and transport; and
- Engendering client and staff capacity building in areas such as economic policy where to date little attention has been paid to relevant gender issues.

6. Several of these challenges were first identified in the Annual Monitoring Report for FY02. There was progress in addressing them during FY03, but “second generation” challenges remain and will be addressed in FY04 and beyond.

7. The Bank’s Operational Policy for Gender (O.P. 4.20) and gender mainstreaming strategy call for a strategic, selective approach to gender mainstreaming, which recognizes that not all sectors, issues, and operations are important for gender mainstreaming in every country. For this reason, support to gender mainstreaming in the regions focuses on high-priority countries, sectors, issues and products identified by regional staff. For FY04, for example, the regions have identified 17 priority countries, to which Anchor support on knowledge management, review and cross-support will be targeted.² Regional staff selected these countries as current priorities because of the need to provide timely inputs for influencing the CAS process, raising gender issues in planned consultations with government, or focusing on gender issues following the completion of the CGA. Country directors in those countries are also receptive to gender-related work.

8. The data used in this report are drawn from assessments conducted by the Bank’s Regional Vice-Presidencies, WBI, the Gender and Development Board (GAD Board), and the Social Development department (SDV). GAD Board assessments included reviews of CGAs, core diagnostic ESW, and the first generation of PSIAs. The report also uses the results of quality of supervision assessments (QSA4 and QSA5) conducted by the Quality Assurance Group (QAG).³

9. The report’s next chapter reviews progress on gender mainstreaming during FY03 for the five main elements of the gender mainstreaming strategy. The third and final chapter discusses progress made in meeting the challenges identified in the FY02 annual monitoring report, then describes the current challenges and plans to meet them. Annex 1 contains the FY03 monitoring reports prepared by the regions and Annex 2 contains the proposed benchmarks for measuring gender integration in different Bank products.

² The gender Anchor is providing data and analytical guidance to regional coordinators for integrating gender considerations into results-based CASs in six priority countries in AFR, and preparing statistical guidance sheets for the other 11 priority countries based on a database of publicly available sex disaggregated indicators commissioned in the first half of FY04.

³ For assessment results and methodologies, see <http://gender/monitoring/> or contact Lucia Fort (PRMGE).

II. PROGRESS IN IMPLEMENTING THE GENDER MAINSTREAMING STRATEGY IN FY03

MAINSTREAMING GENDER IN COUNTRY DIAGNOSIS AND ANALYTICAL WORK

10. FY03 saw the completion of 15 CGAs and improved treatment of gender issues in some core diagnostic ESW, especially PAs. A majority of DPRs and PERs completed in FY03 did not address gender issues. The first generation of PSIAs frequently diagnosed gender issues, but rarely made gender-responsive recommendations for action or monitoring.

Country Gender Assessments: Completion, Quality and Impact

11. Country gender assessments (CGAs) are identified in the Bank's gender mainstreaming strategy as the first step in a process designed to inform the Bank and our counterparts of the key gender inequalities that are barriers to economic growth and poverty reduction. Completion of CGAs is an important element of strategy implementation, but equally important is the dissemination and use of CGA findings by the Bank and client countries.

Increased Pace of Completion of Country Gender Assessments

12. By the end of FY03, a total of 25 CGAs (for 22 percent of active client countries) had been published or issued since the gender mainstreaming strategy was adopted in FY02 (seven CGA-style reports had been completed earlier). Fifteen reports were completed in FY03, compared to eight reports completed in FY02. In addition, work was started on several CGAs in South Asia, with CGA concept notes completed for Afghanistan, Pakistan and Nepal. For FY04, there are plans to complete and issue 25 additional CGAs throughout the Bank. Current plans in the regions suggest that up to 86 percent of active countries will have completed a CGA, either self-standing or as part of other ESW, by the end of FY05, the date suggested for completion in the Bank's gender mainstreaming strategy. Table 1 shows the status of CGA preparation and current plans for completion by region.⁴

13. The challenge of completing CGAs is especially difficult in the Africa region because of the large number of countries and the large amount of required analytical work. To address this challenge, the Africa region has decided to combine poverty and gender assessments into a single ESW product in many countries including Uganda.

14. In FY03, CGA preparation and consultation processes afforded opportunities for partnerships between the Bank, its clients, other donors and civil society. Partnerships are in line with OP 4.20 and the gender mainstreaming strategy, which call for the Bank to take advantage of analytical work on gender produced by other agencies or collaborate with other agencies. Although 17 CGAs completed to date were led exclusively by the Bank, four reports were done in partnership with other donors and another four have been

⁴ A list of the CGAs and their completion projections is available at <http://gender/monitoring/>.

led by other donors, government, civil society or academics. Fifteen CGAs have been at least partially funded by the client or other donors, and three have been conducted as part of other ESW. Several reports currently in preparation are also being conducted or funded by other agencies or groups, and many are part of other ESW. Box 1 provides details of these partnerships.

Table 1: Status of CGA Preparation in Active Countries, by Region^a
(as of July 31, 2003)

Region	Number of active countries/ ^b	% of active countries with completed CGAs at end of FY02	% of active countries with completed CGAs by end of FY03	% of active countries planning to complete CGAs by end of FY05
AFR	32	2	13	78
EAP	8	25	50	100
ECA	21	4	19	86
LCR	16	57	81	94
MNA	9	11	33	78
SAR	5	0	0	100
Total	91	22	43	86

^a The gender mainstreaming strategy recommends that CGAs be completed for all “active” client countries, either by the Bank or by other agencies. See CGA proposed benchmarks in Annex 2

^b According to OPCS, “active” countries are clients for which the Bank’s Regional Management Teams have indicated that a full set of core diagnostic ESW is essential to carrying out the Bank’s operations in the country. Countries engaged in civil war/conflict, or emerging from conflict, are usually classified as “inactive” due either to a lack of readily available data or to client capacity constraints.

Quality of the First Generation of CGAs

15. A retrospective review of the 32 CGAs completed by July 2003⁵ judged the overall quality of most reports as satisfactory or better.⁶ Although CGAs varied in approach and coverage, many reports provided a rigorous analysis of gender issues in their respective countries and described the national and regional political, economic, social and cultural context. A majority of the reports also provided a more complete understanding of critical gender issues than was readily available from other sources at the time they were written.

⁵ Reports were reviewed for the following countries: AFR: Benin, Burkina Faso, Ghana, Guinea, Kenya, Malawi, Sierra Leone, Zambia; for EAP: Cambodia, China, Indonesia, Vietnam; for ECA: Bosnia (3 reports), Bulgaria (2 reports), Ukraine, Turkey; for LCR: Argentina, Brazil, Caribbean (Dominican Republic, Haiti and Jamaica), Central America (El Salvador, Guatemala, Honduras, Nicaragua and Panama), Colombia, Ecuador, Paraguay and Uruguay; for MNA: Algeria and Arab Republic of Egypt.

⁶ The review of CGAs covered the following areas: (1) preparation process and methodology; (2) the document, using checklists to determine sectoral and thematic coverage, depth of analysis and the range of policy and programmatic recommendations made; and (3) dissemination and impact of the CGA.

Box 1. Examples of External Partnerships in Producing CGAs

CGAs led by other agencies or groups or in partnership with others:

- The **Ethiopia** CGA had UNECA as technical supervisor and the **Malawi** CGA received technical and financial support from UNDP.
- The CGA for **Egypt** was initiated by the Prime Minister and led by a team of academic scholars, with participation and consultation with NGOs and community level women's organizations. The Bank provided funding to start the process (as well as peer review). The government and other donors provided additional funding.
- The CGA for **El Salvador** was a joint World Bank/Inter-American Development Bank study.
- The CGA for **Turkey** was prepared entirely by distinguished local academics. It had a high degree of local ownership, even though it was managed and funded by the Bank.
- The **Vietnam** CGA resulted from the compilation of a situation analysis, national strategy, national plan of action, and poverty reduction strategy, all led by the Government in partnership with donors, civil society, and the Bank. The Bank used the reports that constituted the CGA to inform the CAS for 2003-2006.

CGAs with funding from sources other than Bank budget:

- GENFUND¹ grants contributed to preparatory analytical work for the CGAs for **Bosnia and Herzegovina, Bulgaria, Azerbaijan, Tajikistan**, in ECA and **Ghana** in Africa.
- The **Guinea** CGA was developed in collaboration with Canada (CIDA), which provided both expertise and financing.
- A Japanese trust fund grant financed the final reports for the CGAs for **Argentina and Ecuador**, which included an overall strategy with priority areas and an implementation (mainstreaming) plan.
- The Canadian Trust Funds and the government, together with the Bank, funded preparation of the **Republic of Yemen gender profile** and ongoing CGA.

Current partnerships in producing CGAs:

- The CGA for **Cambodia**, which was supported by UNDP, the World Bank, and the Asian Development Bank, will be published as a government document.
- The preparation of the **Islamic Republic of Iran** CGA has been entrusted by the government to a team of academic scholars from a state university. The Bank is providing technical assistance.
- The **Nepal** CGA is being cosponsored by the Bank and the United Kingdom Department for International Development (DFID).
- The gender profile and ongoing CGA for **Djibouti** were initiated by the government and led by a team within the country, with technical assistance from the Bank.

¹ GENFUND, the Norwegian/Dutch Fund for gender mainstreaming that supports innovative gender mainstreaming in World Bank activities, plays an important role in leveraging the World Bank's efforts to advance gender equality. It has produced numerous good practice examples of gender-responsive work, and contributes to enhanced capacity in client governments and closer links with the Bank's development partners:
<http://gender/genfund/aboutgenfund.htm>.

16. The reports covered a wide range of topics and sectors with CGAs in all regions addressing gender issues in education, health/nutrition, and labor markets. The choice of sectors covered by the CGA depended on such factors as the gender situation in the country, the sectoral affiliation of the regional gender coordinator, and the approach or goal of the team preparing the report.

17. All country teams producing a CGA envisioned it as a key component of their strategy for gender mainstreaming, but they also identified challenges in its preparation and use as a tool for mainstreaming gender in country programs. In preparing the reports,

CGA teams often had to promote interest and support for gender mainstreaming at the policy level, clarify methodological issues, increase expertise and guidance on gender analysis in the country, and overcome data limitations. Teams in most regions stated that the background reviews, analysis, and consultations conducted in preparing the CGAs informed other policy and analytical work, and influenced the design and implementation of lending operations. CGA work also helped increase interest in and ownership of the gender agenda among those donor, government and civil society representatives with whom it was shared during dialogue. Although it is still too early to assess the impact of the CGAs systematically, Box 2 illustrates some of their effects on CASs, PRSPs and other ESW.

Box 2. Examples of the Influence of CGAs on Policy and Analytical Work¹

Africa

- The **Benin** CAS drew on the CGA, and on country efforts to engender the PRSP process, to indicate key gender-related challenges to development.
- In **Kenya**, the recently completed CGA is at the center of the gender equality policy being developed by the new government, and is being widely disseminated. The CGA informed the FY03 CEM and is being used as a basis for incorporating gender issues in the preparation of a results-based CAS for FY04.
- In **Ghana**, the CGA was influential in integrating gender concerns into the Ghana Poverty Reduction Strategy (GPRS), and in underpinning discussion of gender/growth linkages in the FY03 Poverty Assessment. It is also supporting the inclusion of gender issues in the planned FY04 results-based CAS.

East Asia and Pacific

- The background work for the **Cambodia** and **Vietnam** CGAs was used in PRSP preparation and facilitated participation of representatives concerned about gender issues in the PRSP consultation process.

Europe and Central Asia

- Because of the CGA preparation process, the Government of the **Russian Federation** requested comments from the Bank on the government's strategy for gender equality, as well as Bank assistance in preparing an action plan for the implementation of the strategy.

Latin America and the Caribbean

- Inputs from CGAs completed or in progress in FY03 facilitated the process of prioritizing gender issues and justifying their importance in the FY03 CASs for **Ecuador, Nicaragua, Honduras, and Colombia**.

Middle East and North Africa

- The preparation of the **Algeria** Gender and Poverty Note (due in FY04) identified pertinent gender issues for the Algeria CAS and contributed to the gender section of the report on Algeria and the Millennium Development Goals (MDGs).
- The participatory consultation process in preparation of a **Republic of Yemen** Gender Note led to a National Republic of Yemen Gender Strategy and Action Plan approved by the Cabinet.

¹ Annex 1 has the annual regional monitoring reports that are the source of the information in this Box.

18. One problem identified in the review of CGAs was inconsistency in dissemination and follow-up consultations with key stakeholders. Because the purpose of CGAs is to influence action, lack of adequate follow-up once CGAs are completed is a significant problem. Work to reduce this problem is underway, for example, through dissemination of the CGA review to Bank staff in the regions to build awareness of the issue,

dissemination of good practice examples to provide ideas for effective follow-up, and targeted assistance for dissemination and follow-up in selected countries with recently completed CGAs. The next monitoring cycle will follow up on this issue.

Mainstreaming Gender in Economic and Sector Work (ESW)

19. Core diagnostic ESW is a key element of the World Bank's assistance to its clients,⁷ and gender mainstreaming at the country level is greatly facilitated if gender issues are well integrated into this work. Among the different types of core diagnostic ESW, poverty assessments (PAs) showed particularly strong improvement in attention to gender issues in FY03. Attention to gender issues in other core diagnostic ESW varied, with relatively frequent attention in country economic memoranda (CEMs) and less frequent attention in DPRs and PERs. A good practice note with guidance on integrating gender issues into DPRs is under preparation, and a similar note is planned for PERs in FY05. Guidance on PAs has already been written.

Poverty Assessments

20. All PAs should integrate gender considerations.⁸ A desk review of the 30 poverty assessments completed between FY01 and FY03 found that all reports at least mentioned gender issues or differences, and that the overwhelming majority integrated gender issues into the assessment adequately.⁹ The discrepancy between these results and those of the Annual Monitoring Report for FY02 reflects the different rating systems used. The Annual Monitoring Report for FY02 focused on the sectoral coverage of PAs—whether they had addressed gender issues in one or more than one sector. It found that only 17% of PAs had a multisectoral treatment. Recognizing that a PA's sectoral coverage may vary according to country context, the current review focuses on the quality of attention to gender issues in the different components of the PAs: (i) assessment of the poverty situation, (ii) analysis of the impact on poverty of growth and public actions, and (iii) appraisal of poverty monitoring and evaluation systems.

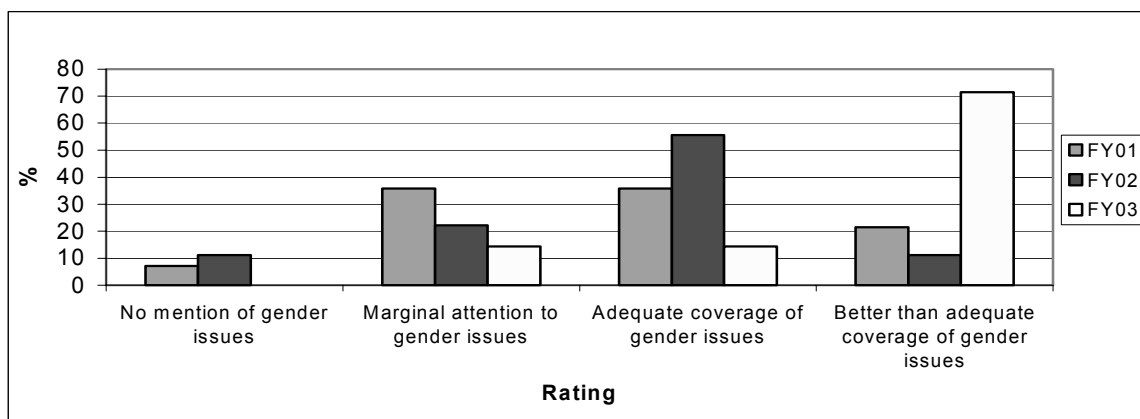
21. The FY03 review found that the treatment of gender issues in PAs improved between FY01 and FY03. In FY03, 86 percent of PAs addressed gender issues adequately or better, compared to 67 percent in FY02 and 57 percent in FY01 (see Figure 1). Indeed, in FY03, 71 percent of PAs had better than adequate coverage of gender issues, going beyond basic analysis of available household survey data to fully integrate quantitative or qualitative analysis of gender issues throughout the report. Only 21 percent of FY01 PAs and 11 percent of FY02 PAs were as thorough.

⁷ World Bank, 1996, Operational Directive 2.00 Country Economic and Sector Work.

⁸ All PAs should address the gender dimension in data and information, poverty analysis, policy recommendations, and M&E. See the proposed benchmarks for PAs in Annex 2.

⁹ Thirty poverty assessments were published in gray cover between FY01 and FY03 for the following countries: (FY01) Albania, Chile, China, Croatia, Dominican Republic, Indonesia, Kyrgyz Republic, Morocco, Nicaragua, Philippines, Sri Lanka, Thailand, Republica Bolivariana de Venezuela, and West Bank & Gaza; (FY02) Brazil, Bulgaria, Colombia, Arab Republic of Egypt, Georgia, Kosovo, Pakistan, Slovak Republic, and Uruguay; (FY03) Azerbaijan, Bangladesh, Guatemala, India, Republic of Yemen, Timor-Leste and Uzbekistan.

**Figure 1. Attention to Gender Issues in Poverty Assessments, FY01-03
Ratings by Fiscal Year (percentages)**



Source: Sum, J. 2003. *Gender in Poverty Assessments, FY01-03: A Review*

22. Although the particular gender issues addressed in the PAs varied substantially, most identified and analyzed the different socio-economic roles of males and females and their relevance for poverty, and most also recommended gender-responsive policies (see Table 2). However, fewer than half of the reports included gender issues in monitoring and evaluation, such as discussing the need for sex-disaggregated data collection or identifying gender-sensitive indicators.

Table 2. FY01-03 Poverty Assessments' Coverage of Gender Issues in Four Areas

Report Area	Percent of Poverty Assessments Rated Adequate or Better
1. Gender Profile	81
2. Gender Analysis of Poverty	84
3. Gender-responsive Policies	84
4. Gender-sensitive Monitoring and Evaluation	45

23. Between FY01 and FY03, the majority of PAs prepared for four regions covered gender differences or issues at least adequately (see Table 3).¹⁰ Seventy-five percent of poverty assessments prepared for LCR, MNA, and SAR each were rated satisfactory or better; while 60 percent of the assessments were found satisfactory or better in EAP. Of the nine reports prepared for countries in ECA, four were found to have covered gender issues adequately or better. Box 3 provides examples of gender mainstreaming in PAs for two regions.

¹⁰ Between FY01 and FY03, no reports were published in gray cover for the AFR region.

Table 3. FY01-03 Poverty Assessments' Treatment of Gender Issues, by Region

Region	Number of PAs	Percentage of PAs rated satisfactory or better
EAP	5	60
ECA	9	44
LCR	8	75
MNA	4	75
SAR	4	75

Source: Sum, J. 2003. *Gender in Poverty Assessments, FY01-03: A Review*.

Box 3. Mainstreaming Gender into Poverty Assessments

The PAs for **Guatemala and Colombia**, produced in FY03, included sex-disaggregated data analysis in labor market participation, and additionally in education and health in the case of Guatemala.¹ The **Colombia** PA addressed gender-specific aspects of poverty in its analysis of the determinants of domestic violence and the impacts of sociopolitical violence on men. The **Guatemala** PA fully mainstreamed the gender dimension, as it consistently addressed specific gender issues in different sectors and socioeconomic processes and considered poor women and girls as target groups for social policies.

As part of the PA for **Uttar Pradesh, India**, qualitative research found that many women, especially in rural areas, were perceived as having little or no potential for adding to the economic standing of the household. Even though most poor women work outside the home out of economic necessity, cultural ideals dictate that respectable women remain in the home and not engage in paid work. Women's contributions are not seen as equal to men's, as they generally earn less. Women are often considered a burden because they require dowry for marriage. The PA team noted that this traditional ideal of the secluded and unemployed wife was already recognized in Uttar Pradesh to be in conflict with pragmatic efforts to improve economic well-being and household status.²

The **Pakistan PA**, which evolved in cooperation with the PRSP initiative, shows how gender gaps and social resistance to services (such as girls' education) can be linked to poverty. The PA is based on a Rural Household Survey, a detailed Qualitative Survey, and in-depth fieldwork in six villages. Designed to understand constraints to collective action to mitigate poverty, the fieldwork examined the social dynamics and groupings in communities and how they impede or improve access to institutions, services, and markets. As gender disparities remain substantial in all social indicators, targeted programs are considered essential to reduce these gaps, for example, through subsidies for girls' educations, and through programs like the Women's Health Project.³

¹ FY03 Monitoring Report on Gender Mainstreaming in Latin America and the Caribbean.

² *Poverty in India, The Challenge of Uttar Pradesh*, May 2002, p. 48.

³ FY03 Monitoring Report on Gender Mainstreaming in South Asia.

Other Core Diagnostic Country ESW

24. Core ESW (other than PAs) for countries where gender is identified as a priority in the CAS should address gender issues or explain why they are not relevant.¹¹ A desk review of a sample of 28 core diagnostic ESW reports completed in FY02 and FY03 found that about 60 percent of the sample addressed gender differences in at least one sector and provided data to explain those differences and their relevance for poverty

¹¹ See Annex 2 for proposed benchmarks for the integration of gender issues in core ESW.

analysis.¹² There was substantial variation in how well different types of ESW addressed gender issues (see Table 4). More than half of CEMs considered gender issues in at least one sector, but a majority of DPRs and PERs paid only superficial attention to gender.

**Table 4. Treatment of Gender in Core ESW in FY02 and FY03
Ratings by Product Type (number of reports)**

Product Type	<i>Little or no mention of gender differences</i>	<i>Report notes gender differences but does not analyze them or provide data about them or their relevance for poverty analysis</i>	<i>Report identifies and analyzes gender differences in one or more sectors and provides data to support them and their relevance for poverty analysis</i>	Total
Country Economic Memoranda (CEM)	3	0	6	9
Development Policy Reviews (DPR)	3	0	2	5
Public Expenditure Reviews (PER)	5	4	5	14

25. Because DPRs are based on existing ESW, their coverage of gender issues should reflect previous gender analysis in the countries to which they apply, whether conducted by the Bank or by other parties. The DPRs for Indonesia and the Philippines, however, had no mention of gender issues, even though a CGA or gender profile as well as a PA addressing gender issues had been completed for both countries by FY03. In the case of the DPR for the Russian Federation, no previous country gender analysis was available, but the regional report on *Gender in Transition* identified gender issues in that country. Guidance on integrating gender issues into DPRs is currently being developed to help improve the quality of gender analysis in future reports.

26. Only five of the 14 PERs completed in FY02 and FY03 contained gender analysis. PERs are the most common type of core diagnostic ESW and are key to understanding how countries allocate resources, which can have important gender implications. A good practice note with guidance on integrating gender issues into PERs is planned for FY05.

When FY02 and FY03 core diagnostic ESW addressed gender issues, it did so most frequently in health and education. The guidance for engendering core diagnostic ESW currently being prepared will identify ways in which gender may be relevant in other sectors. Box 4 provides examples of good practice in the treatment of gender issues in core diagnostic ESW.

¹² Sum, J. (2003). *Treatment of Gender Issues: FY02-03 Core Diagnostic ESW Retrospective Review*. The sample of 28 reports for FY02 included all 4 DPRs and 3 PAs delivered to the client, and 4 CEMs and 7 PERs selected by a random sample stratified by product type and region. The sample for FY03 included all 17 reports published in gray cover (5 CEMs, 1 DPR, 5 PAs, and 7 PERs), plus one green cover report for Africa.

Box 4. Good Practices in Integrating Gender in Core Diagnostic ESW

Several good practices in integrating gender into core diagnostic ESW emerged during FY03:

- **Disaggregating all available data by sex in text, tables, and charts.** In addition to discussing gender issues in the text, the **Islamic Republic of Iran CEM** includes a figure titled ‘Closing the Gender Gaps,’ which has a chart showing the narrowing of the difference between female and male literacy rates in rural and urban areas from 1976 to 1996, and the increase in the percentage of women elected to parliament between 1981 and 1997.
- **Linking gender issues across sectors.** The **Sudan CEM** links the country’s security environment and cultural constraints with the low level of girls’ education in the country. Specifically, it notes that civil war has resulted in a lack of security in all areas; hence, parents do not want their daughters walking to school. It also notes that the practice of early arranged marriages deters parents from spending scarce resources on girls’ education.¹ Analysis in the **Kenya CEM** confirms that gender inequality is constraining Kenya’s growth performance and contributing to keeping it below its long-run potential, especially through gender inequality in schooling. The CEM argues that actions to reduce these gender-based obstacles to growth can make a vital contribution to helping the economy to move closer to its production frontier, and then shifting the production frontier itself.
- **Identifying actions to correct gender disparities.** The **Bangladesh PER** recommends using area-based poverty indicators to allocate public funds to social sectors, such as to the Female Secondary Stipends program. This not only helps correct gender disparities, but strengthens the overall impact of public spending. Another example of gender-specific action is the targeting of certain sectors for the development of female employment in the **Islamic Republic of Iran CEM**.¹
- **Conducting gender analysis of the budget in the context of the PER.** Based on the gender analysis of the budget conducted as part of the **Morocco PER**, Morocco’s Ministry of Finance and Privatization endorsed the integration of the gender dimension in Morocco’s budgetary reform process. This is likely to advance the institutionalization of gender in public policy.²

¹ Sum, J. (2003). *Treatment of Gender Issues: FY02-03 Core Diagnostic ESW Retrospective Review*.

² *FY03 Monitoring Report on Gender Mainstreaming in the Middle East and North Africa*, in Annex 1.

Poverty and Social Impact Assessments (PSIAs)

27. Including gender in Poverty and Social Impact Assessments (PSIAs) is important because the aim of these reports is to identify the distributional impacts of policy changes—and policies often affect women and men differently. A recent review of nine early PSIAs found that most reports mentioned impacts of policies on men and women.¹³ However, analysis of gender issues was not always followed by policy recommendations or by gender-sensitive monitoring and evaluation plans or indicators. Opportunities for consultation and capacity building with local NGOs or women’s groups were often missed.

Conclusion

28. Significant progress was made during FY03 in completing CGAs, but their impact could be increased through more extensive dissemination and use in Bank operations and

¹³ Ellerman, M. (2003). *Gender Review in the PSIA*. Social Development Department, Social Analysis Group. This desk review covered the PSIA documents plus gender documents, the country’s CAS, PRSP, CGA, and interviews with task team leaders/team members.

their adoption by clients. Also, the pace of CGA completion may slow down in the future insofar as the regions have thus far focused on the countries with abundant data, strong counterpart interest or willing partners.

29. Attention to gender issues in country-level ESW increased in FY03 compared to the previous year. All PAs addressed gender issues, but attention in the early PSIAs was relatively weak, even though policies may have differential impacts on women and men. Attention in other core ESW (DPRs, PERs), where the relevance of gender issues may not always be obvious, also remained relatively weak. To help improve these products, guidance for and good practice examples of integrating gender issues into DPRs and PSIAs are currently being written and are planned for PERs in FY05. Future monitoring reports will track progress in this area.

30. Attention to CGA completion and gender integration in country-level ESW may give only a partial view of the progress on mainstreaming gender in analytical work that has been achieved in the regions. As the regional monitoring reports in Annex 1 detail, gender mainstreaming efforts have also targeted sectoral and regional ESW and the regional sector strategies that set the direction for future country assistance. One example is the ECA report on the Roma as well as the ECA regional study of HIV/AIDS. A significant part of gender mainstreaming work occurs in regional strategy formulation, major conferences, or regional flagship reports. In the MNA region, for example, gender is one of five regional focus areas, and was the focus of one of four regional flagship reports prepared for the 2003 Annual Meetings.

MAINSTREAMING GENDER IN POLICY DIALOGUE

31. CASs, PRSPs and the JSAs of PRSPs paid greater attention to gender issues in FY03 compared to FY02. Serious attention to gender issues in CASs has strengthened in the past six years, with gender-related actions concentrated in the human development (HD) sectors. Attention to gender issues improved markedly in JSAs. The treatment of gender issues in PRSPs improved somewhat, but most PRSPs treated gender issues more narrowly than the evidence on the links between gender equality and poverty reduction suggests would be optimal.

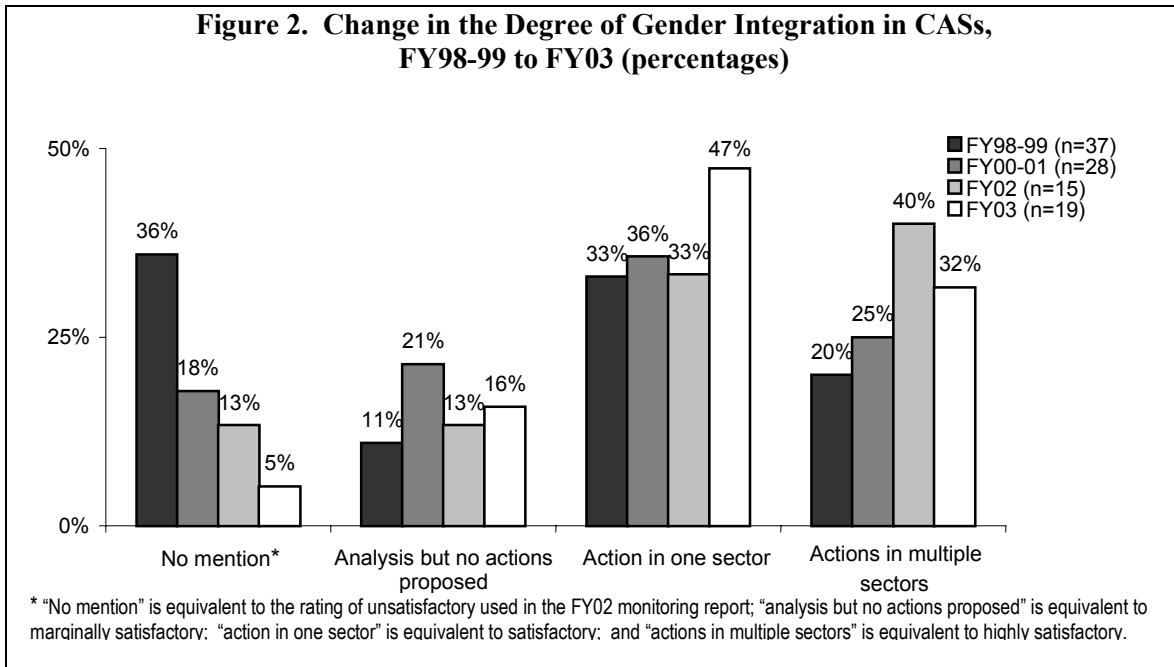
Country Assistance Strategies

32. The gender mainstreaming strategy recommends that all CASs should address gender issues, particularly in sectors or areas identified as priorities in the CGA, or explain why they are not relevant.¹⁴ A desk review of the 19 CASs discussed by the Board of Executive Directors in FY03 found an increase in the proportion of CASs with proposed gender-related actions in at least one sector.¹⁵ Figure 2 shows that almost 80 percent of all CASs for FY03 proposed actions to address gender issues in at least one sector, compared with 73 percent in FY02 and about 50 percent six years earlier in FY98-99.

¹⁴ See Annex 2 for the proposed benchmarks for attention to gender issues in CASs.

¹⁵ The CASs reviewed were for Azerbaijan, China, Colombia, Ecuador, Ethiopia, The Gambia, Guyana, Jordan, Kyrgyz Republic, Nicaragua, Niger, Peru, Poland, Rwanda, Senegal, Sri Lanka, Tajikistan, Vietnam and Republic of Yemen.

Figure 2. Change in the Degree of Gender Integration in CASs, FY98-99 to FY03 (percentages)



33. Overall, the record is clearly one of increasingly serious attention to gender issues in the Bank's country assistance strategies. The proportion of CASs that proposed gender-related actions in one sector increased between FY02 and FY03 (from 33 percent to 47 percent), although the proportion that proposed gender-related actions in multiple sectors dropped from 40 to 32 percent.

34. In FY03, as in earlier years, gender-related actions in the CAS tended to be most frequent for the HD sectors of education and health, encompassing almost half of all gender-related actions proposed. Completion of additional CGAs and better dissemination of existing ones may help to raise awareness of gender issues in other sectors.

35. From the perspective of gender mainstreaming, the best CASs proposed gender-related actions that followed from analysis, provided corresponding progress indicators, and were responsive to the country's poverty reduction strategy (see Box 5 for examples)

Box 5. Good Practices in Gender Mainstreaming from CASs

During FY03, several highly rated CASs provided good practices in gender mainstreaming:

- **Following good analysis of gender issues with proposed actions.** The **Jordan CAS** noted that Jordan has made progress towards attaining the MDGs for girls' education and maternal mortality, but women's labor force participation continues to be low and the unemployment rate for women is nearly twice that for men and rising. Gender-related actions provided in the policy matrix included revising labor laws and regulations on safety nets through Bank instruments such as a public sector reform loan. Similarly, following analysis, the **Senegal CAS** identified the gender-related impact of actions in areas such as water, transport and social protection.
- **Including gender-related actions and corresponding progress indicators in the program matrix.** The CAS for **China** included specific actions and indicators to monitor progress in girls' school enrollment in its program matrix. The **Vietnam** and **Republic of Yemen** CASs also included indicators to measure progress in improving female literacy.
- **Responding to the country's PRSP by proposing gender-related actions.** The CASs for Niger and the Kyrgyz Republic proposed actions that responded to PRSP priorities. The CAS for **Kyrgyz Republic** proposed gender-related actions in areas such as governance and microfinance that were identified in the PRSP. The **Niger** CAS recognized the importance of gender in Niger's PRSP and, in response to gender issues raised in the JSA of the PRSP, proposed analytical work on women's legal status in Niger, in conjunction with an ongoing IDF Grant.

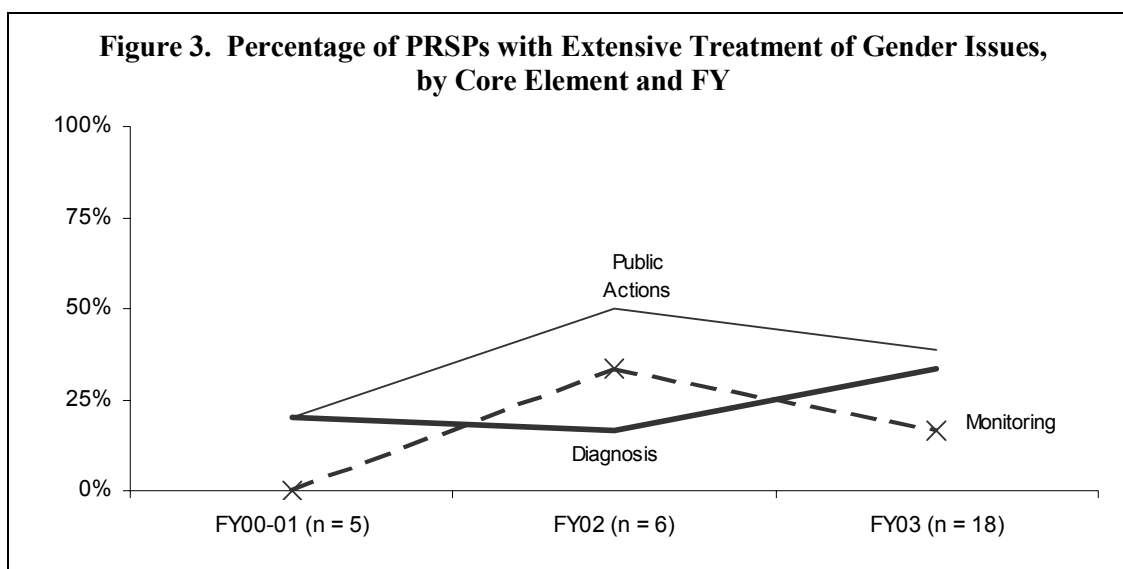
Poverty Reduction Strategy Papers (PRSPs) and Joint Staff Assessments (JSAs)

36. Because of the importance of gender issues for poverty reduction, all PRSPs should address gender issues in their diagnosis.¹⁶ A desk review of the 18 full PRSPs for FY03¹⁷ found that the proportion of PRSPs with extensive diagnosis of gender inequalities almost doubled, from 17 percent in FY02 to 33 percent in FY03, as shown in Figure 3.¹⁸ Fewer PRSPs proposed public actions or gender-sensitive monitoring, however.

¹⁶ See Annex 2 for the proposed benchmarks for attention to gender issues in PRSPs.

¹⁷ For Benin, Cambodia, Cameroon, Chad, Ethiopia, The Gambia, Ghana, Guinea, Guyana, Kyrgyz Republic, Malawi, Mali, Rwanda, Senegal, Sri Lanka, Tajikistan, Vietnam, and Republic of Yemen.

¹⁸ Overall rating for each PRSP was based on an average of ratings for four core elements (diagnosis, public actions, monitoring, and consultative process) and eight sectors (health, nutrition and population; education; labor markets; agriculture; safety nets; infrastructure; governance; and financial services).



37. Although PRSPs discussed various aspects of gender inequality (such as literacy rates, employment and gender-based violence), specific actions with monitoring benchmarks were most often proposed in education and health, perhaps because of greater availability of sex-disaggregated data for these sectors, with some notable exceptions (see Box 6).

Box 6. Monitoring Progress of Gender-Related Actions in PRSPs

About half of all FY03 PRSPs provided sex-disaggregated indicators to measure gender integration in the sectors of education and health, and about one-third included gender-sensitive indicators to measure progress in the areas of governance and labor markets.

A few PRSPs provided indicators to monitor gender-related actions in the areas of infrastructure, agriculture and rural development, and financial services. For example, the PRSP for Mali listed the percentage of female entrepreneurs and the percentage of women benefiting from micro-enterprise as PRSP progress indicators. It also proposed training a number of women in rehabilitation and conservation techniques for water and land as part of the PRSP's infrastructure and production sector pillar.

38. Because PRSPs are not a Bank product, the Bank's role in their preparation is limited to ensuring that countries are aware of key gender issues by raising these issues in the country dialogue. Bank staff also provide assistance to women's groups in PRSP countries to help them in the consultation process. Box 7 describes the support provided in South Asia for integrating gender issues into the PRSP process.

Box 7. Support for Integrating Gender into the PRSPs in South Asia

Countries in South Asia supported the integration of gender concerns in the PRSP process in various ways:

Bangladesh: Establishing a Gender Platform for Engendering the PRSP. The World Bank, together with the Ministry of Women's Affairs and other donors, facilitated the establishment of a "Gender Platform" in March 2003, which had representatives from both Government and civil society. The "Gender Platform" developed terms of reference and an action plan, and consulted and negotiated with the inter-ministerial PRSP Task Force to incorporate gender analysis and concerns in the full PRSP. The group is using the findings of a gender analysis of the I-PRSP completed in June 2003 for developing an action plan and a road map for a fully participatory preparation of the full PRSP.

Nepal: Highlighting Social Inclusion in the PRSP. The Bank was instrumental in getting the Government of Nepal to identify social inclusion as one of the four pillars of the PRSP through dialogue and the provision of background analysis on gender, caste and ethnic disparities in income, human development indicators and political participation. Recognizing that such "targeted" programs have done little to change the structural foundations of exclusion and poverty, the Government actually reframed its initial "targeted programs" pillar of the PRSP to focus explicitly on overcoming gender, caste and ethnic exclusion in mainstream policies and programs rather than depending primarily on targeted programs, which in the past have taken a welfare approach and accounted for only a very small part of the national budget.

Pakistan: Support to INGAD for Engendering the I-PRSP. The Bank carries a gender dialogue with the Government either directly or through the Interagency Gender and Development Group (INGAD), and supports INGAD's participation in the sub groups working on the I-PRSP. This gender dialogue is a regular on-going Bank activity with special focus on political participation, poverty reduction and strengthening of institutional mechanisms.

Sri Lanka: Supporting the Government's Strategy on Gender as Part of the PRSP Process. In FY03, the Bank facilitated the Government's strategy on gender through the PRSC-I and policy dialogue. The strategy includes: (i) increased emphasis on the protection of women's rights in conformity with the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); (ii) introduction of an employment policy to promote equal training and employment opportunities for women; (iii) continued support for entrepreneurship programs for women; (iv) greater support for victims of gender-based violence; (v) specific rehabilitation programs targeting women affected by conflict; and (vi) introduction of gender sensitization programs for the public and private sectors.

Source: FY03 Monitoring Report on Gender Mainstreaming in South Asia, in Annex 1.

Joint Staff Assessments (JSAs) of the PRSPs

39. Over half of the 17 JSAs of full FY03 PRSPs reviewed provided concrete advice for improving attention to gender inequalities in the sectors considered in the PRSP. Almost all JSAs at least acknowledged the treatment of gender inequalities in the PRSP's poverty diagnosis or the consultative process, or made a general statement about insufficient attention to gender in the PRSP. This attention to gender in JSAs is a significant improvement from FY02 when only two of 11 assessments briefly described treatment of gender issues in the PRSP and none provided a specific comment or critique. In FY03, JSAs often recommended further steps in diagnosis, actions or monitoring related to gender (see Box 8 for examples). Half of the JSAs reviewed also recommended further steps in sex-disaggregated data collection and monitoring.

Box 8. Good Practice in JSAs: Recommendations to Improve Attention to Gender in the PRSP

In the **JSA** of the **Benin PRSP**, staff praised the recognition of gender equality as a priority for poverty reduction and welcomed the use of sex-disaggregated data. However, they pointed to the absence of gender-related actions in key areas, such as governance and law. Although a personal and family code was passed recently in Benin, staff noted that no mention of those legal changes or their implications for males and females was made in the PRSP. Staff also recommended that most sectoral strategies be further “sharpened” to meet gender equality targets. The JSA for the **Cambodia PRSP** questioned the lack of actions to address the findings of the analysis of gender issues, such as the gender gap in employment opportunities and access to land.

Conclusion

40. The level of gender mainstreaming in CASs, PRSPs and JSAs of PRSPs increased in FY03. The Bank and some of our clients are learning to recognize the importance of gender equality for poverty reduction and sustained economic growth, especially in the human development sectors of education and health. An attempt was made to analyze whether CASs in countries that had completed CGAs treated gender issues more thoroughly than CASs in countries without a CGA. At the current time, the number of countries available for this comparison is very small. Hence, this analysis will be pursued after FY04. With the completion of additional CGAs and dissemination of existing ones, attention to gender in CASs and PRSPs should improve.

41. Even though the PRSP is not a Bank product, the Bank has an advisory role in the PRSP process. Bank teams assisting countries are increasingly aware of gender issues and are raising these issues in the dialogue with their country counterparts. The Bank also is providing assistance to civil society groups within PRSP countries to raise gender issues during the consultation process.

MAINSTREAMING GENDER IN THE LENDING PORTFOLIO

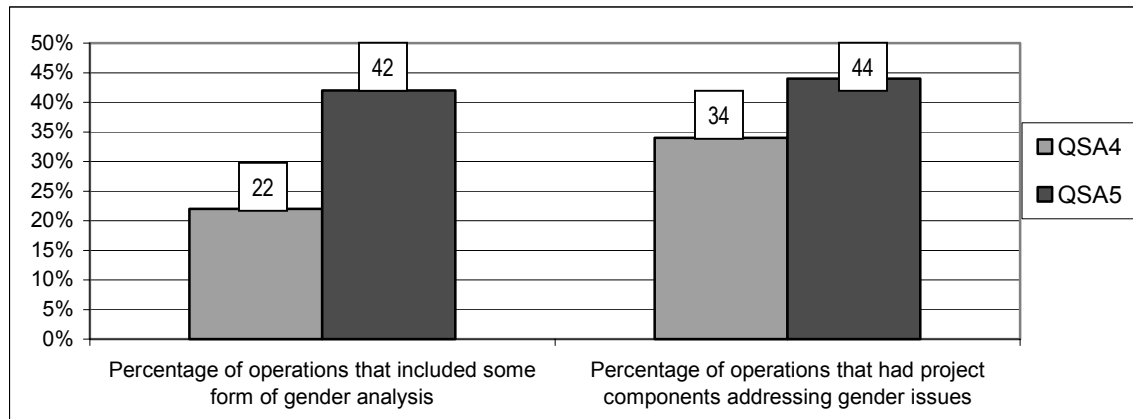
42. An FY03 QAG review of projects under supervision in FY01/02 found a markedly higher proportion of projects that considered gender issues in project design and supervision than was found in an FY01 review of projects under supervision in FY00. The QAG review also found that projects that supervised gender issues received higher overall performance ratings. Even though the proportion with good treatment of gender issues increased, not all of the projects that might profitably have integrated gender issues into design or supervision did so. A separate desk review of 15 FY01-03 HIV/AIDS lending operations found a high level of attention to gender issues in the analysis of risks and vulnerabilities and in project implementation, but less attention to gender issues in monitoring and evaluation plans.

Improvements in the Design of Lending Operations

43. In its FY03 review of projects under supervision in FY01 and FY02, QSA5 found that significantly more projects paid attention to gender issues in project design compared

with the QSA4 sample, which reviewed projects under supervision in FY00 (Figure 4).¹⁹ Although the proportion of projects with gender analysis or components remained under 50 percent in QSA5, the proportion was markedly higher than in the earlier assessment.

Figure 4. Increase in the Proportion of Operations with Design Components Addressing Gender Issues, from QSA4 to QSA5 (percentages)



44. The FY03 regional gender mainstreaming monitoring reports (Annex 1) identified examples of successful gender mainstreaming in education projects, including the Kenya Free Primary Education Project, Eritrea Education Sector Investment Project, Chad Education Sector Reform Project, and the Sierra Leone Rehabilitation of Basic Education Project.

45. Although fewer in number, there were also good practice examples in other sectors. In South Asia, for example, well-engendered projects included the India Rural Women's Development and Empowerment Project (RWDEP), the Nepal Adjustment Credit, the Ghazi Barotha Hydropower Project, the AJK Community Infrastructure and Services Project, and the NWFP Community Infrastructure Project in Pakistan. The Honduras Regional Development in the Copan Valley Project provides an innovative example of good practice in job creation for poor indigenous women (see Box 9).

Box 9. Linking Gender Equality with Tourism and Regional Development in the Copan Valley in Honduras

The Honduran Interactive Environmental Learning and Science Promotion Project, approved in FY99 and also known as PROFUTURO, provided opportunities for women from indigenous communities to improve their income by **identifying income-generation opportunities tied to tourism**. The project also provided the women with training as archeological guides and to improve the quality of their traditional handicrafts. Lessons from this project were included in the design of a subsequent project.

The Honduras Regional Development in the Copan Valley project, approved in FY03, includes specific attention to gender issues in an income generation component, which includes training, technical assistance, and **capacity building for employment or small enterprise development linked to natural/cultural tourism**. The income generation component also includes Fondo Prosperidad, which is designed to provide opportunities for community groups, particularly indigenous female groups, to access resources for economically viable enterprises linked to tourism development.

¹⁹ Quality Assurance Group (2003). *Quality of Supervision in FY01 and FY02 (QSA5)*: [http://Ints022.worldbank.org/mds/mdoqa/qagreports.nsf/\(rsa\)?openview](http://Ints022.worldbank.org/mds/mdoqa/qagreports.nsf/(rsa)?openview).

46. Focusing on the process of gender mainstreaming, and not only on the outcomes, can point out practical next steps to mainstream gender in the Bank. Reflecting on what has worked well and what has not in each region could provide a valuable learning tool for operational staff. Box 10 reviews LCR's experience with Gender Technical Facilities that are designed to provide assistance to projects during design and implementation

Box 10. Ensuring Gender Mainstreaming during Project Implementation through the Gender Technical Facilities in Latin America and the Caribbean

After experimenting with different approaches to mainstreaming gender in operations, the Latin America Gender Team concluded that the key to obtaining good results in mainstreaming gender was to ensure that gender elements do not disappear during project implementation. The Gender Technical Facilities (GTFs) were established to provide support during project implementation (rather than during project preparation).

GTF support helped Bank-funded projects in LCR achieve important results, including:

- Higher retention of pregnant girls in schools in El Salvador through the training of school staff and promoting changes in outdated school regulations.
- An increase in women's access to land through better information dissemination campaigns on land registration in El Salvador and helping women to obtain ID cards in Guatemala.
- Gender-sensitive extension services that target men and women's agriculture needs by training extension agents in Honduras.
- Higher participation of women in road rehabilitation projects in Nicaragua.

Three years of experience with the GTFs revealed the following lessons:

- Training project staff on gender issues was more effective and sustainable than allocating gender experts to each project.
- A gender approach that focused on both men and women and their different contributions to the project worked better than a women-only focus.
- Mechanisms need to be in place to ensure the sustainability of GTF-initiated actions after the trust funds that initially supported them are closed.

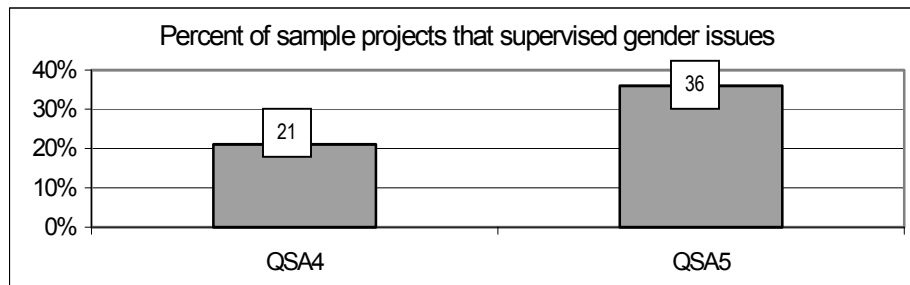
Source: Tornqvist, A., Peeters, P., and Meza, R. Forthcoming. *Gender Mainstreaming Strategy in Latin America, Lessons from the Gender Technical Facilities*. Washington DC: World Bank.

Improvements in Supervision of Lending Operations

47. QSA5 found that the proportion of projects that addressed gender issues during supervision increased substantially compared with the QSA4 sample (Figure 5), and the correlation between supervision of gender issues and higher quality ratings of supervision continues to be high. Ninety-two percent of the operations that supervised gender issues received a satisfactory or better rating, compared to only 63 percent of the projects that did not address gender issues during their supervision.²⁰

²⁰ QSA5 results indicate that the same pattern is clear in operations that identify gender issues as a part of project preparation. Ninety percent of operations that did some gender analysis as part of project preparation were rated satisfactory or better; conversely, only 58% of those operations in which the QAG reviewer identified gender as important, but included no gender analysis, were rated as satisfactory or better overall. These analyses do not control for other possibly confounding factors.

Figure 5. Increase in the Proportion of Operations that Addressed Gender Issues during Supervision, from QSA4 to QSA5



Gender in the HIV/AIDS Lending Portfolio

48. A desk review of 15 HIV/AIDS lending operations from FY01-03 (including two generations of MAP projects) found frequent attention to gender issues in the analysis of risks and vulnerabilities and in the identification of project activities targeting different groups of males and females. Less frequent was a focus on gender issues in monitoring and evaluation.²¹ Because the review did not cover supervision or follow the projects through implementation, assessing the quality of implementation of the gendered elements was not possible. The review concluded that subsequent HIV/AIDS lending would be enhanced not only by improved monitoring and evaluation, but also by improving poor women's access to education, training and income generation to reduce their economic vulnerability; by increasing gender and development capacity building for project staff and government officials; and by enhancing interventions specifically focused on men, including gender sensitivity training for males.

Conclusion

49. QAG's review of projects under supervision shows that attention to gender equality issues in Bank lending continues to increase. Although gender issues are not relevant in all Bank operations,²² the QAG review also reinforces the finding that gender-responsive projects perform better overall than those where gender issues are relevant but ignored.

MAINSTREAMING GENDER IN STAFF AND CLIENT CAPACITY BUILDING

50. In the last two fiscal years, the Bank's capacity building efforts responded successfully to the needs of staff working on gender issues. However, attention to gender issues in core operational skills courses and in courses in areas such as economic policy, finance, and private sector development remained low.

²¹ Esber, E. (2003). *Review of Gender Mainstreaming in HIV/AIDS World Bank Lending Operations Fiscal Years 2001-2003*. PRMGE. This was a review of project assessment documents (PADs) for projects approved during FY01-03.

²² See Annex 2 for the proposed benchmarks for attention to gender issues in lending operations.

Capacity Building for Bank staff

51. Over 30 gender-related staff learning events were conducted in the Bank in FY02 and FY03, using various pedagogical methods, from field-based practica, lecture-based seminars and distance learning events to informal dialogues (see Box 11). Some events were integrated into existing network-wide seminar series that targeted both headquarters and field-based staff, including nine gender-related learning activities organized as part of the PREM learning weeks in FY02 and FY03, and four gender-related events during ESSD's learning weeks in FY02 and FY03.

Box 11. Examples of Successful Gender-Related Regional Learning Programs and Events

The first **regional workshop for country gender coordinators (CGCs) in the non-Commonwealth of Independent States 7 (CIS7) countries in ECA** took place in March 2003 in Warsaw. In addition to a basic introduction to the World Bank gender mainstreaming strategy and the process of monitoring its implementation, the learning event focused on a limited number of issues selected by the CGCs in a learning needs questionnaire. These issues were primarily economic, such as gender inequalities in the labor market, gender implications of social protection reforms, and gender budgets. The event was well attended and the evaluations were unanimous in indicating that the workshop was excellent or very good. The ECA region also incorporated gender components in a number of sub-regional learning events, often in conjunction with WBI and external partners. Examples of these are the **Workshop on the PRSP in the CIS7 countries**, the **HD CIS7 workshop**, the **Women Forum held at the Roma Conference**, and the open sessions of the Learning Event for GFPs in Warsaw (see above), to which local NGOs and government representatives were invited.

Gender Rights and Access to Justice in Peru: As part of the preparation of the **Peru Justice Services Modernization Project**, in November 2002 the Bank convened a panel of experts for a dialogue between the Government of Peru and civil society in Lima, the United Nations Office of the High Commissioner for Human Rights (UNOHCHR) in Geneva, the Inter-American Development Bank in Washington, DC and the Inter-American Human Rights System in New York. The panel discussed the role of international conventions and their monitoring mechanisms in addressing access to justice and violence and discrimination against women; gave advice to local institutions developing the gender component of a proposed Bank project to modernize legal and judicial services; and shared information to enhance understanding of gender rights in Peru. Because of the dialogue's success, at least five other Latin American countries have asked for similar dialogues.

A **Distance Learning (DL) Workshop on Gender Monitoring and Evaluation** piloted in MNA brought together 104 participants representing client countries, partner organizations and the World Bank. The six-session DL course was offered through the World Bank offices and the Global Development Learning Network (GDLN) in Egypt, Gaza, Jordan, Lebanon, the West Bank and the Republic of Yemen. As a result, there was a request from the Republic of Yemen for follow-up training on monitoring and evaluation at the project and country levels. Forty participants from eight countries attended a three-day regional workshop in Beirut on Monitoring and Evaluating Progress towards Achieving the MDGs in MNA, organized jointly by PRMGE, WBI and OED.

The **South Asia region** organized numerous training programs and events, and prepared tools to increase gender mainstreaming in FY03, including: training and strategy development for the Ministry for Women's Affairs in **Afghanistan** for implementation of the Convention on Elimination of all Forms of Discrimination Against Women (CEDAW); facilitating two national workshops on gender in the PRSP and a gender analysis of I-PRSP in **Bangladesh**; funding for Gender Sensitization of Delhi Police Personnel in **India**; and developing a methodology for assessing gender impacts in Rural Water Supply and Sanitation projects and a Toolkit on Gender in Resettlement and Rehabilitation for the region.

52. Staff participating in the learning week events generally found the training useful and relevant to the demands of their work. The courses evaluated in FY03 received a highly satisfactory rating by staff. The highest rating went to a pilot training for country gender coordinators in the ECA region, described in Box 11 above.

Progress in WBI's Training Programs

53. WBI made considerable progress in gender mainstreaming in FY03. They:

- appointed a lead specialist as the WBI gender coordinator;
- developed a comprehensive action plan for mainstreaming gender in client training;²³
- went on-line with a new gender web page and a Storehouse of Gender Learning Objects;
- established a Gender Mainstreaming Fund to provide grants to WBI TTLs to engender their courses;
- initiated a gender learning program for WBI staff; and
- developed a "self assessment" tool to assist TTLs in mainstreaming gender.

54. The new action plan focuses on countries and identifies client priorities through collaboration with the regional gender coordinators and country teams. In FY03, this focus was piloted in Afghanistan, where regional and WBI staff together developed an initial activity plan, including common results indicators. A second focus country is the Russian Federation.

55. A rapid assessment of WBI programs in FY03 found satisfactory integration of gender considerations in many sector and thematic programs. Several courses included stand-alone gender modules (Community Empowerment and Social Inclusion, Education, Governance, Urban and City Management, HIV/AIDS, and Attacking Poverty), while others mainstreamed gender throughout (Health, Rural Poverty and Development, and Social Protection). Gender mainstreaming was rarest in the financial sector program, in some cases because gender equality issues were not relevant (regulations relating to money laundering, infrastructure-financing law), but in others because of failure to recognize the importance of gender issues.

Expansion of Knowledge Management Activities

56. FY03 saw an expansion of knowledge management activities on gender mainstreaming to provide clients with a judicious and comprehensive program of advisory and capacity building services focused on strategic gender issues. The Bank's research, thematic group activities, web pages, conferences and publications developed and disseminated relevant and helpful pro-poor gender knowledge.

57. Regional staff conducted many analytical studies addressing gender issues, which are fully described in the regional reports in Annex 1. A few examples are highlighted in Box 12. Gender web pages were implemented for all regions and by WBI. Also, the

²³ Gopal, G. 2003. *WBI Gender Mainstreaming in FY03 - A Retrospective*.

GenderStats web site was revised and improved, and the gender portal of the Global Development Gateway was one of the most frequently used portals in that site.²⁴

Box 12. Examples of Gender-Focused Analytical Work in the Regions

- The **Africa** region commissioned a study on gender issues in the trade arena, as a contribution to the wider regional effort to support trade expansion in the region. As part of their assistance to Uganda's Poverty Eradication Action Plan, the Africa region also launched analytical work on gender dimensions of poverty, and on gender and growth issues.
- In order to 'get the gender diagnosis right,' regional research on gender issues was conducted and updated for the **Middle East and North Africa** Regional Gender Report, "Women in the Public Sphere." The report focuses on women's economic and political participation in MNA countries and estimates the cost of gender discrimination.
- Country gender profiles or policy notes and data initiatives developed in several regions, such as the **Africa** Country Gender Database and the **Latin America and the Caribbean** Gender Disaggregated Database, are contributing to integrating gender into Bank analytical work and country policy-making.

Conclusion

58. Gender mainstreaming in capacity building and knowledge management increased in FY03. WBI made significant progress and plans to further enhance attention to gender issues in client training. Progress was also made in capacity building by the regions; in regional analytical work to underpin capacity building; and in the use of the web to bring expertise on gender mainstreaming to our clients.

PARTNERSHIPS TO ADVANCE GENDER MAINSTREAMING

59. FY03 saw greater collaboration between the Bank and external partners for gender mainstreaming. CGA preparation, for example, benefited from partnerships with member country governments, civil society organizations and other donors. Collaboration with partners increased the efficiency and effectiveness of the work on mainstreaming gender by taking advantage of already existing analytical work on gender, conducting gender analysis as part of ongoing poverty analysis, and strengthening support for CGA recommendations among the different stakeholders in the country. The following section discusses an important partnership between several international networks working on gender issues, illustrates the different forms and purposes of partnerships in South Asia, and provides examples of external partnerships in other regions (in Box 13). The regional monitoring reports in Annex 1 have more examples.

²⁴ The GenderNet web site has links to regional and thematic groups web pages, and other sectoral resources on gender (<http://gender.worldbank.org/>); the GenderStats web site has country data on gender and links to the regional databases (<http://devdata.worldbank.org/genderstats/home.asp>).

Box 13. Partnerships on Mainstreaming Gender between the Regions and Organizations Outside the Bank, FY03

The **Africa Region** has continued to develop partnerships with external regional and country-based agencies. Some examples of collaboration include:

- Strengthening the analytical foundations for addressing gender and growth issues in Africa with the UN Economic Commission for Africa (UNECA)/Africa Center for Gender and Development;
- Working with key partners to implement the country gender assessments, including UNDP (Malawi), CIDA (Guinea), UNECA (Ethiopia), and the Netherlands (Tanzania);
- Working with WILDAF/WLSA and IDLO on the Gender and Law program, to tackle the nexus of issues linking gender, AIDS, sexuality, violence and law;
- Supporting regional and in-country efforts to engender PRSPs in partnerships with UNDP, CIDA, and the Netherlands;
- Addressing issues of gender and globalization with USAID and the Global Development Network.

In **Latin America and the Caribbean**, several partnerships have been established or continued to support the gender work program of the region:

- The work on Youth Development in the Caribbean is built on ample consultation and collaboration with bilateral and multilateral donors, including IADB, UNDP and UNICEF.
- Partnerships with FAO in the Andean countries and with RUTA in Central America have been especially successful for mainstreaming gender issues in rural development.
- Partnerships with NGOs and women organizations across the region have been pursued as a way of maximizing the impacts of CGAs, as in the case of the Country Gender Review for Brazil, which was published by the Bank with CEPIA, a local NGO.

In the **Middle East and North Africa**, building partnerships and outreach are important mechanisms to further the gender agenda in the region in a participatory manner:

- There are ongoing partnerships with the MNA Consultative Council on Gender (CCG), the MNA Advisory Group, and the Arab Network for Gender and Development (@NGED), supported by the Development Grant Facility.
- Substantive efforts have gone into engendering regional conferences such as the Mediterranean Development Forum, the Bank/IMF Annual Meetings in Dubai, and the Knowledge Economy Regional Conference.
- Grants from the IDF (Tunisia and Islamic Republic of Iran) and JSDF (Republic of Yemen and Jordan) are building institutional capacity for the work on gender equality.

Promoting Understanding of the Connection between Gender Equality and the Millennium Development Goals (MDGs)

60. Mindful of the importance of the MDGs in the arena of international development assistance, the Bank collaborated with three international networks working on gender issues to highlight the importance of gender equality for achieving all of the MDGs (not only Goal 3). This partnership included the UN Inter-Agency Network on Women and Gender Equality (a network of gender focal points in United Nations offices, specialized agencies, funds and programs), the OECD/DAC Network on Gender Equality, and the Multilateral Development Bank Working Group on Gender. This partnership has been identified as a good practice example of harmonization among development partners.

The partners have undertaken the following activities:

- analysis of the role of gender in achieving the MDGs and the implications of the MDGs for women's and men's status and well-being;
- research on gender indicators for tracking progress towards the MDGs;

- publication of a report on the links between gender equality and the MDGs;²⁵
- establishing a website that provides access to resources on gender equality and the MDGs;²⁶ and
- organizing a large international workshop on Gender Equality and the Millennium Development Goals, held at the Bank's headquarters in November 2003.

Partnerships Serving Many Different Purposes: the Case of South Asia

61. Bank partnerships to advance gender mainstreaming in South Asia during FY03 served to support analytical work, influence policy dialogue, and build institutions and capacity for gender mainstreaming work in the region, as well as for integrating the gender dimension into PRSP processes (described in Box 7).

Analytical work:

- In India, a three-year joint study conducted by the UN Inter-Agency Working Group on Gender (IAWG), of which the Bank is a member, is looking at female work participation in the informal sector.
- The IAWG also conducted a countrywide consultation about the gender aspects of the Tenth Five Year Plan.
- In Bangladesh, gender initiatives with government and civil society have included assessing gender outcomes in microfinance programs.

Policy dialogue on gender mainstreaming:

- The Ministry of Women's and Children's Affairs (MoWCA) in Bangladesh and the "Women for Women" network organized a dialogue on women's human rights and published a report, funded by the Bank's Small Grant Program.
- The Bank supported regional policy dialogues in South Asia on Trafficking and Women's Human Rights, to identify strategies for combating trafficking of women and children.

Institution and capacity building:

- In Afghanistan, the Bank collaborated with other donors and UN Gender Advisors to assist the State Minister for Women's Affairs in working to implement CEDAW, and to improve the capacity of the Ministry of Women's Affairs' Gender Advisory Group to assess and report on progress on mainstreaming women's issues into national plans.
- In Pakistan, WBI held a two-day information sharing session in Islamabad on gender-responsive budgeting with Pakistani NGOs and government representatives to identify their specific capacity enhancement needs.

Conclusion

62. In FY03, the Bank engaged in a variety of partnerships at the global, regional and corporate level to enhance attention to gender and development issues. The Bank plans to continue or strengthen such partnerships in the coming year.

²⁵ World Bank. 2003. *Gender Equality and the Millennium Development Goals*. PRMGE: <http://www.worldbank.org/gender/gendermdg.pdf>.

²⁶ Ibid.

III. OPPORTUNITIES TO BROADEN THE IMPACT OF GENDER MAINSTREAMING WORK

63. This chapter discusses progress made in addressing the challenges to gender mainstreaming that were noted in the annual monitoring report for FY02, then identifies priority areas for implementation of the gender mainstreaming strategy in FY04 and beyond.

CHALLENGES IDENTIFIED IN THE FIRST ANNUAL MONITORING REPORT

64. The first annual monitoring report for FY02 identified seven key challenges for strategy implementation. This section discusses how these challenges were addressed during FY03. As the data reviewed in the second chapter indicate, substantial progress has been made on many fronts. Many challenges remain, including a number of “second generation” challenges that have arisen as progress on the initial challenges has been made.

Nurturing the Ability of Regional and Country Teams to Complete Country-Level Gender Diagnostics and Integrate their Findings into Policy Dialogue and Core ESW

65. As the data in Chapter II indicate, the pace of production of CGAs during FY03 increased markedly compared to previous years, and there were initial signs of their impact on policy dialogue (CASs and PRSPs) and core ESW, as shown in Box 2.

66. The challenge of preparing the CGAs affects each region differently. In FY03, all regions allocated more resources to CGAs than in FY02 or found creative ways of overcoming resource constraints (see the regional monitoring reports in Annex 1). Most regions took advantage of opportunities either to conduct country gender analysis as part of core diagnostic ESW, particularly PAs, or to partner with member countries and other donors (Box 1, above). For example, the strategy of combining Poverty and Gender Assessments into a single ESW product is being widely used in ECA and Africa.

67. A continuing challenge for FY04 and beyond will be to increase the impact of CGAs on Bank and countries’ policies and programs through stronger dissemination and follow-up, as discussed in the second half of this chapter.

Making Greater Use of Partnerships

68. In FY03, there was greater collaboration for gender mainstreaming with member country governments, civil society organizations and other donors. Partnerships were responsible for conducting gender analysis, building capacity and making country policies and programs more gender responsive. At the global level, an important collaboration was the series of activities designed to promote gender equality as a key aspect of achieving the Millennium Development Goals.

Increasing Attention to Gender Issues in Core Diagnostic ESW

69. In FY03, core diagnostic ESW, especially PAs, paid more attention to gender issues than in FY02. A review of PAs identified good practices and lessons learned that were then integrated into soon-to-be-issued guidelines for engendering PAs. A review of the first generation of PSIAs identified opportunities for improving their coverage of gender issues; guidelines are being prepared for engendering PSIAs and other core ESW, starting with DPRs.

Increasing Attention to Gender Issues in Lending Operations in Key Sectors beyond the Human Development Sectors

70. This is a continuing challenge and is discussed in the second half of this chapter. In FY03, efforts were made to promote attention to gender issues in operations across a broad array of sectors. The regional monitoring reports present many instances of support for gender mainstreaming in sectors such as water and sanitation, transport, energy, law, and rural development (Annex 1). Support for gender mainstreaming in operations was also provided by the Thematic Groups on Gender and Law, Gender and Rural Development and Gender and Transport, and through funding provided by the Norwegian-Dutch GENFUND, which is designed to leverage greater attention to gender issues in Bank products. Capacity building designed to increase staff awareness of the relevance of gender issues and knowledge about how to address them was also conducted.

Creating an Enabling Environment for Engendering Development through Increased Emphasis on Intensive Capacity Building of Staff and Clients

71. FY03 saw considerable progress in improving capacity building for both staff and clients. Further work is planned, as described later in this chapter.

Moving from Measuring Progress Largely in Terms of Outputs to Measurement of Outcomes

72. Development of a continuous, unified Bank-wide gender M&E system, to measure and assess progress against agreed annual targets, is a complex and resource-intensive process. Progress was made in FY03 in setting up different components of the system. Benchmarks and guidelines were developed and rating systems for tracking and assessing the quality of gender mainstreaming in analytical work (including core diagnostic ESW), CASSs, JSAs and lending were revised to increase their validity and comparability (see Annex 2). These new tools were piloted in baseline reviews of PAs and other core ESW, and the HIV/AIDS portfolio, and will be finalized by the close of FY04. Analysis of the gender question in the CPIA is being undertaken in FY04 to strengthen its relevance and the rigor with which country ratings are made. In FY03, training on integrating gender into program and project M&E was provided to Bank staff, counterparts and civil society in 13 countries in two regions (SAR and MNA), as well as to staff attending PREM, ESSD, and HD Weeks and country gender coordinators in two regions.

73. Two key challenges remain for gender monitoring and evaluation in FY04 and beyond. The first challenge is to consolidate and institutionalize monitoring of gender mainstreaming from the country to the corporate levels. The second is to increase attention to the gender dimension in sectoral, country and regional evaluations conducted by OED, QAG and other Bank units. These challenges will be addressed within the new structure for monitoring and reporting on progress in implementing the gender mainstreaming strategy provided by the SSIU.

Evaluating the plan to complete (or adopt) CGAs for all member countries in which the Bank has an active lending program within 3-5 years

74. Monitoring of CGA production determined that the pace of completion increased as experience with preparing CGAs was gained. Based on completion status and regional plans in FY03, a large majority of countries in which the Bank has an active program is expected to complete a CGA by the end of June 2005. Bank regional staff currently have no plans to complete CGAs for about 14 percent of countries by the target date, and it may be more difficult to complete reports for those countries because of limited in-country capacity or lack of potential partnerships. Work to produce CGAs in those countries will probably have started by then, however, either by the Bank or by other agencies.

CONTINUING CHALLENGES IN IMPLEMENTING THE STRATEGY

75. Chapter II of this report identified several priority areas for strengthening the Bank's attention to gender issues so as to increase the impact of our work. The priority areas are:

- Increasing the impact of CGAs through stronger dissemination and follow-up;
- Strengthening gender analysis in PSIA's, DPRs and PERs;
- Complementing gender analysis with corresponding actions and monitoring in Bank ESW and lending;
- Increasing attention to gender issues in key non-HD sectors; and
- Engendering client and staff capacity building in areas such as economic policy, private sector development, rural development, social protection, and infrastructure.

76. The following sections discuss these priority areas, identify actions to be taken, and detail good practice examples for each priority.

Increasing the Impact of Country Gender Assessments

77. Although progress has been made in the production of CGAs, their dissemination and use in dialogue and Bank operations can be improved. Key FY04 actions to enhance the use of CGAs include: (a) active dissemination of the CGA review to Bank staff in the regions, to build awareness of the issue; (b) dissemination of good practice examples to the same audience, to provide ideas for effective follow-up to completed CGAs; and (c) targeted assistance for dissemination and follow-up in selected countries with recently

completed CGAs. Efforts to enhance the impact of the CGAs will focus particularly on the six priority countries where a CGA has been completed (see paragraph 7 above). Country directors in these countries are receptive to gender-related work, and there is an opportunity to use the findings to influence the CAS process or to raise attention to gender issues in planned consultations with government.

78. Many CASs approved in FY03 provide examples of the effective use of a CGA to inform the Bank's program. Box 14 highlights two cases from East Asia.

**Box 14. Country Gender Assessments and World Bank Interventions
in China and Vietnam**

The **Vietnam** CGA comprises four documents, all of which were produced by the country:

- The Situation Analysis and Policy Recommendations to promote the Advancement of Women and Gender Equality in Vietnam;
- The National Strategy for the Advancement of Women in Vietnam by the Year 2010;
- The Second National Plan of Action for the Advancement of Women 2001-2005 (POA2); and
- The Comprehensive Poverty Reduction and Growth Strategy (CPRGS - the PRSP).

The World Bank actively supported the processes that produced these documents, and explicitly used them – as the CGA – to inform the CAS for 2003-2006. Resulting Bank interventions set out in the CAS include expanding a pilot project to change land-use rights certificates to show names of both husband and wife; training provincial authorities to mainstream gender in the CPRGS at local levels; setting up a fund to mainstream gender in the Bank's operational program; and explicitly addressing gender issues in PRSCs from FY03-05.

In **China**, the CGA resulted in specific recommendations for areas of possible Bank intervention, both to address specific gender issues and to mainstream gender-related activities into the project pipeline. These included:

- Research and analysis activities, including technical assistance in generating sex-disaggregated data, to support the development of social policy, social programming and legislation;
- Policy oriented research in areas such as regulatory frameworks for the enforcement of equal rights protection when relevant to economic development; instruments to support the growth of not-for-profit social services delivery; gender-sensitive modalities to improve social services delivery; and promotion of women's participation in public life and in economic activity;
- Supporting civil society, especially the budding women's NGOs movement and a network of scholars specializing in gender issues; and
- Identifying the scope for developing projects or project components targeting barriers to gender equality, and for mainstreaming gender analysis and activities in new and existing Bank projects, supported by capacity building on gender issues for Bank staff and partners in China.

Strengthening Gender Analysis in Core Diagnostic ESW

79. In FY04, the Bank will produce guidance for engendering core diagnostic ESW, including PAs, DPRs and PSIA. This guidance will be disseminated widely, particularly within the PREM Network.

Complementing Gender Analysis with Corresponding Actions and Monitoring

80. A number of Bank products, including PAs, PSIA, DPRs, PERs, CASs, and lending, can be strengthened by complementing gender analysis with corresponding actions or policy recommendations and with gender-sensitive monitoring. In FY04 and beyond, good practice examples will be disseminated via the series on "Promising Approaches to

Gender Mainstreaming.” Guidance for core ESW will also emphasize the need to consider gender issues in policy recommendations, monitoring, and consultations as well as in diagnosis. The Vietnam Poverty Reduction Support Credit (PRSC) described in Box 15 provides an example of using gender analysis to inform Bank operations.

Box 15. Gender Sensitive Downsizing in Vietnam’s Poverty Reduction Support Credit

Recent research in Vietnam demonstrated that a comprehensive economic reform program was likely to affect men and women differently. Documented differences included:

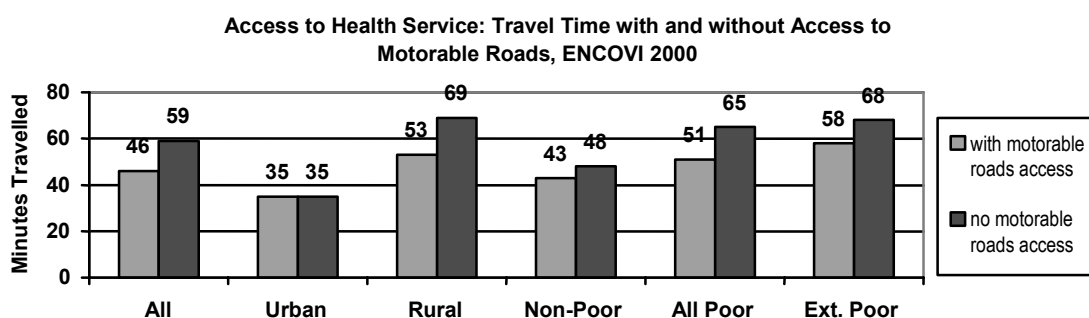
- although women’s prospects for obtaining salaried jobs following displacement from state owned enterprises worsened as a result of the reforms, they were likely to improve in the near future;
- reforms were associated with a sharp decline in the gender gap in earnings, both in and outside the state sector;
- overstaffing was greatest in sectors in which most employees were men, such as construction, mining and transportation; it was much less prevalent in sectors in which women dominated the workforce, such as footwear, textiles and garments;
- training and assistance programs in place to help redundant workers revealed no gender bias;
- severance packages based on a multiple of earnings were more favorable to men, whereas lump-sum packages favored women.

Mainstreaming Gender in Key Sectors

81. As noted in Chapter II, gender mainstreaming in Bank products tends to be concentrated in education and health. Although uniform attention to gender issues across sectors is not desirable, and attention to health and education is important in the context of the MDGs, empirical evidence suggests that gender issues are important for development in many other sectors, including rural development, private sector development, social protection, water and sanitation, and transport. The Guatemala Poverty Assessment (Box 16) highlights the importance of focusing on gender in infrastructure. An area of focus during FY04 will be enhancing attention to gender issues in sector strategies in these key sectors, and updating or producing guidance and tools for operational staff. Work on updating the guidance on gender and agriculture has already begun.

Box 16. Gender Distinctions in Infrastructure Priorities in the Poverty Assessment for Guatemala

The Guatemala PA analyzed data on transport and utilities, and linked it to gender-specific concerns such as maternal health. It also integrated qualitative and quantitative research methods, and compared findings to yield more comprehensive information. Data from the Living Standards Measurement Survey (*Encuesta Nacional de Condiciones de Vida*, ENCOVI 2000) from the Guatemala FY03 PA shows that travel times to health services are significantly longer for those without motorable roads access.



These findings are consistent with the Qualitative Study of Poverty and Exclusion (QPES) undertaken for this PA. In the qualitative study, two villages noted that inadequate roads constrain their access to health services, particularly when the rains make their single dirt access roads impassable. When discussing vulnerability, the villagers of one village specifically identified “giving birth” as a risk because women in labor have difficulties in accessing health services due to inadequate road access, particularly in the rainy season. Data from ENCOVI 2000 show that an extremely high share of women from disadvantaged groups give birth at home (45.6 percent of the poorest quintile). Childbirth is a particularly grave risk for poor women because they lack the sanitary conditions needed for safe delivery at home.

Data on basic utility service coverage also revealed that half of all households in the poorest quintile lack piped water (or potable water, even for those with connections) and over a quarter lack any type of sanitation. Taken together, lack of access to piped water and electricity is a particular concern to women’s health. Interestingly, ENCOVI data also show that gender is a demand-side barrier to take-up of utility services because male-headed households are less likely to connect to the services.

Source: Guatemala FY03 Poverty Assessment, reviewed in Sum, J. (2003). *Treatment of Gender Issues: FY02-03 Core Diagnostic ESW Retrospective Review.*

Engendering Client and Staff Capacity Building

82. Enhancing the level of gender mainstreaming in key sectors other than health and education will require engendering client and staff capacity building in those sectors. As reported in Chapter II, progress has already been made in developing evidence and training materials. Box 17 describes the Gender and Law Program in Africa.

Box 17. The Gender and Law Program in Africa

The Africa Region has had an active Gender and Law program since 1991. Initial work involved the preparation of three issues papers addressing the linkages between gender, law, and development in Sub-Saharan Africa from conceptual, historical, and operational perspectives. A second, operational, phase was launched in 1996 to provide institutional strengthening and capacity-building support to government and collaborating civil society NGOs involved in the advancement of the legal and societal status of women. Stakeholders in the countries themselves have shaped the program, with the Bank facilitating activities identified as priorities by the country stakeholders.

The program is active in Western Africa (through initial support to Benin and Togo and continuing support to Burkina Faso, Mali, Mauritania and Niger); Central Africa (Burundi and Rwanda); and Eastern Africa (Kenya, Tanzania and Uganda). Under the leadership of the Legal Department, the program is also active in Cape Verde, Ghana, and Nigeria. Cumulatively, the program has mobilized around US\$6 million in grant funds (mostly IDF Grants, JSDF Seed Funds, and GENFUND) for work in 14 African countries.

Priority areas of institutional strengthening and capacity-building support for government and civil society include: (a) promoting gender-responsive legal reform, by supporting the participatory process for gender-responsive legal drafting; (b) supporting legal education/literacy for both literate and illiterate women and men; and (c) improving access by the poor to legal and judicial services (with focus on poor women). More recently, priority substantive areas of analytical work include: (a) gender and legal dimensions of HIV/AIDS; (b) gender and law in post-conflict situations; and (c) gender and law in Islam.

83. WBI's capacity building plans for FY04 call for adopting a more country-focused approach. This will involve alignment of WBI programs with client priorities through closer collaboration with country teams. Countries will be selected from WBI's list of focus/priority countries, based on demand from the client. Progress in sectoral areas has already been made in developing evidence and training materials on agriculture and rural development, water and sanitation, land issues, and rural transport. The next steps will be to disseminate these materials and integrate them into staff and client training programs. Other gender-related learning and capacity building efforts planned for FY04 are outlined in Box 18.

Box 18: Gender Capacity Building and Learning in FY03 and FY04

Many learning and capacity building initiatives started in FY03 will continue in FY04, including:

- **Country gender coordinators:** Country gender coordinators are on the frontline of implementing the gender strategy, yet they often lack a background in gender issues and rarely get opportunities to network with their peers in their region. In FY04, training and networking for country gender coordinators will continue. Based on highly successful pilots in EAP in FY02 and ECA and AFR in FY03, further learning events for country gender coordinators in AFR, EAP and ECA are planned for FY04, and are under discussion for SAR and LCR.
- **Economic policy:** In view of the importance of gender equality for economic growth and poverty reduction, ensuring that the Bank's country economists are informed about the latest empirical evidence is a priority for the Bank. The BNPP-funded gender and economic policy initiative, which commissioned new gender-focused research in areas such as trade and pension reform, is nearing completion. In FY04, a series of seminars will be held in Washington and in the regions to disseminate the findings from this work.
- **Monitoring and Evaluation (M&E):** The ability to monitor and evaluate gender mainstreaming efforts is important for supporting the strategic integration of gender issues into operations. In FY03, two successful distance learning workshops on gender in M&E were held in SAR and MNA. Workshops are planned in three other regions in FY04.
- **Network-wide learning and Bank core courses:** Because gender issues cut across sectors, gender mainstreaming training also targets other networks and core Bank learning. For example, nine gender-related learning activities were organized as part of the last two learning weeks for PREM network staff, and two gender-related events were organized as part of ESSD's learning week in FY03. Gender issues were also integrated into a session on trade as part of the FY03 PREM South Asia Hub Training. This strategy will continue during FY04.

CONCLUSION

84. The current challenges to implementing the gender mainstreaming strategy are in most cases a refinement of the challenges identified in the first annual monitoring report. Because progress has been made in most areas of strategy implementation, the challenges currently faced are "second generation" issues, for example, making better use of the CGAs which are being completed in substantial numbers, spreading gender mainstreaming in projects to relevant sectors beyond education and health, and, in most Bank products and processes, enhancing attention to the gender aspects of public action, monitoring and consultations after performing a gender-sensitive diagnosis. The Bank believes that satisfactory progress is being made in implementing the gender mainstreaming strategy and believes that plans for FY04 and beyond to meet the continuing challenges are adequate to ensure continued progress.