

**IMPLEMENTING THE BANK'S GENDER MAINSTREAMING STRATEGY:
ANNUAL MONITORING REPORT
FOR FY04 AND FY05**

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Gender and Development Group, PREM

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ABBREVIATIONS AND ACRONYMS

ADB	Asian Development Bank
AFR	Sub-Saharan Africa Region
AIDS	Acquired Immune Deficiency Syndrome
CAS	Country Assistance Strategy
CDD	Community Driven Development
CEM	Country Economic Memorandum
CGA	Country Gender Assessment
DPR	Development Policy Review
EAP	East Asia and the Pacific Region
ECA	Europe and Central Asia Region
ESW	Economic and Sector Work
GTZ	German Agency for Technical Cooperation
HNP	Health, Nutrition and Population Sector
IDF	Institutional Development Fund
IFI	International Financial Institution
IMF	International Monetary Fund
I-PRSP	Interim Poverty Reduction Strategy Paper
JSA	Joint (IMF-World Bank) Staff Assessment of a PRSP
LAC	Latin America and the Caribbean Region
MAP	Multi-Country HIV/AIDS Program
MDG	Millennium Development Goal
MNA	Middle East and North Africa Region
NGO	Non-Governmental Organization
OECD/DAC	Organization for Economic Co-operation and Development/Development Assistance Committee
OPCS	Operations Policy and Country Services
PA	Poverty Assessment
PER	Public Expenditure Review
PREM	Poverty Reduction and Economic Management Network
PRMGE	PREM Gender and Development Group
PRSC	Poverty Reduction Support Credit
PRSP	Poverty Reduction Strategy Paper
QAG	Quality Assurance Group
QEA	Quality at Entry Assessment
QSA	Quality of Supervision Assessment
SAR	South Asia Region
SSIU	Sector Strategy Implementation Update
TTL	Task Team Leader
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
WBI	World Bank Institute

EXECUTIVE SUMMARY

1. The increased attention that was given in FY03 to mainstreaming gender in Bank lending operations and analytical work was maintained in FY04 and FY05, although many challenges still remain. Significant accomplishments in FY04 and FY05 include the following:

Country Diagnosis and Analytical Work

- The Regions completed 11 Country Gender Assessments (CGAs) in FY04 and 6 in FY05, which identified gender-related constraints to poverty reduction and priority interventions that would address these constraints in client countries. While nearly half of active countries have completed CGAs, the pace of completion has slowed, and CGAs continue to have no significant impact on CASs. Several Regions also produced gender-relevant regional or country studies, and integrated gender into other regional analyses.
- The integration of gender issues in Poverty Assessments (PAs) saw fluctuations in FY04 and FY05; in particular, in FY05 there was a marked increase in PAs with little or no attention to gender issues. In FY04, all the PAs had adequate or better than adequate coverage of gender issues, while only half did so in FY05. Attention to the inclusion of gender-based monitoring and evaluation indicators in the PAs continues to be weak.
- In FY04 and FY05, less than half of the core Economic and Sector Work (ESW) adequately addressed gender issues. Gender analysis in core ESW focused mainly on the health and education sectors, as well as labor markets.

Policy Dialogue

- Most Country Assistance Strategies (CASs) addressed gender issues in the client countries. Over 60% of the CASs in FY04 and FY05 proposed gender-responsive actions in a number of sectors; but more so in the Human Development (HD) sectors.
- World Bank/IMF Joint Staff Assessments (JSAs), pertaining to the nine full Poverty Reduction Strategy Papers (PRSP) in FY04 and ten full PRSPs in FY05, acknowledged the importance of examining gender inequalities; over half recommended approaches to address gender issues related to poverty. Bank technical assistance increasingly influenced the integration of gender issues in the PRSPs.

Lending

- Over 80% of Bank lending operations in FY04-FY05 (QEA7) considered gender issues that could enhance development outcomes in project design and preparation, continuing a positive trend that began in FY01 (QEA4).

Partnerships

- The Bank expanded its collaboration on gender and development issues with UN agencies, other multilateral development banks and international financial institutions, bilateral donors, and civil society groups.

Resources for Gender Mainstreaming

- Regional knowledge management and staff training activities on gender issues were increased during the fiscal years covered in this report, as was the integration of gender issues into World Bank Institute (WBI) external client training programs.
- The Poverty Reduction and Economic Management Gender and Development Group (PRMGE) offered training for field-based staff and other stakeholders, both independently as well as in collaboration with the regions and WBI. New tools were

designed to guide operational teams on CAS and HIV/AIDS project preparation. The internal gender website was redesigned to facilitate the access of operational staff to gender mainstreaming tools.

- The first Sector Strategy Implementation Update (SSIU – completed in February 2005), which covers all sector strategies, included a report on implementation of the gender mainstreaming strategy and a draft gender results framework. The Bank's first *Global Monitoring Report* (2005) also included a report on gender and development.

2. Challenges that need to be addressed in order to fully implement the Bank's gender mainstreaming strategy include:

- ***Increase the impact of country-level gender analysis in operational work.***
 - Improve the planning and funding of CGA consultations as well as the dissemination of findings and recommendations for more buy-in from all stakeholders.
- ***Increase the inclusion of gender analysis in country diagnostic ESW and other analytical products, and strengthen attention to gender issues in Poverty Assessments and monitoring and evaluation.***
 - Attention to gender issues in core ESW continues to be low, although there are variations among the types of core ESW.
 - Efforts need to be made to address the increase of PAs with little or no attention to gender issues as well as to support the inclusion of gender-informed indicators in PA monitoring and evaluations mechanisms.
- ***Increase the attention to gender issues in project design, especially in sectors other than human and social development, and in project implementation.***
 - Follow gender analysis and diagnosis with targeted gender-responsive actions and careful monitoring and evaluation.
 - Focus greater attention on gender disparities and on cost-effective ways to promote gender-inclusive development for improved results in Bank operations.
- ***Improve the monitoring and impact evaluation of gender integration into Bank policy and project lending.***
 - Invest in the collection of sex-disaggregated statistics and indicators to measure results and impacts.
 - Include gender as an independent variable in scientific evaluations of the development impact of Bank operations.

3. Meeting these challenges would enable the Bank to more effectively support the poverty reduction and economic growth objectives of client countries, including achievement of the MDGs.

INTRODUCTION

1. As a result of the Board approval of the Gender Mainstreaming Strategy (2001), increased attention to mainstreaming gender in Bank operations and analytical work in FY02-FY03 was kept up in FY04-FY05, but many challenges remain. Addressing these challenges should accelerate gender mainstreaming and increase operational effectiveness. This report describes the Bank's progress in implementing the gender mainstreaming strategy during FY04 and FY05 in country diagnosis and analytical work, policy dialogue, and lending. Separate annexes detail the rating methodology, partnerships and resources for mainstreaming gender issues, and the regional and WBI monitoring reports on mainstreaming gender issues.

I. MAINSTREAMING GENDER IN COUNTRY DIAGNOSIS AND ANALYTICAL WORK

Country Gender Assessments

2. With 11 CGAs completed in FY04 and 5 completed in FY05, the proportion of Bank clients with completed CGAs rose to 45%. There was, however, a considerable drop in the number of CGAs completed between FY04 to FY05 (of the 22 planned CGAs for FY05, only 6 were completed).¹ As seen in table 1, the completion rate for CGAs is behind the schedule set in the Gender Mainstreaming Strategy which recommended that CGAs for all active client countries be completed by the end of FY05.² Worth noting is the Africa Region's (AFR) increased efforts in FY04 – completing the largest number of CGAs (six reports) – and the completion of two reports in the South Asia Region (SAR) in FY05. The Europe and Central Asia Region (ECA) plans to do these assessments as part of other country diagnostic ESW, and the Latin America and Caribbean Region (LAC) is scheduled to deliver the remaining three CGAs in the beginning of FY07.

Table 1. Status of CGA Completion in Active Countries by Region and Fiscal Year (as of September 2005)

Region	Number of active countries	Number of Reports Completed				Total Completed	Number of reports still to be completed
		FY02	FY03	FY04	FY05		
AFR	32	2	1	6	1	10	22
EAP	8	2	1	1	1	5	3
ECA	21	1	2	3	1	7	14
LAC	16	9	4	0	0	13	3
MNA	9	1	2	1	0	4	5
SAR	5	0	0	0	2	2	3
Total	91	15	10	11	5	41	50

¹ In FY04 the reports completed and reviewed were: AFR: Burkina Faso, Nigeria, Sao Tome and Principe, Tanzania, Uganda, and Zambia; EAP: Cambodia; ECA: Bulgaria, Poland, and Russia; and MNA: Jordan. FY05 completed reports included: AFR: Malawi; EAP: Mongolia; ECA: Tajikistan; and SAR: Pakistan and Nepal. Additionally, the SAR Region completed a CGA for Afghanistan in FY05, but since this is an inactive country (see note below) it is not included in Table 1.

² OPCS defines "active" countries as clients for which the Bank's Regional Management Teams have indicated that a full set of core diagnostic ESW is essential for carrying out the Bank's operations in those countries, including gender analysis. 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.

3. The FY04 and FY05 CGA preparation process for most countries involved extensive consultations with stakeholders as well as Bank partnerships with clients, other donors, and civil society groups. This good practice, continued from the previous fiscal years, enhanced the analysis and fostered greater country ownership of the CGA.

Box 1. Consultations and External Partnerships in Producing CGAs

The **Jordan CGA** (FY04) drew on a series of videoconference dialogues with the Ministry of Planning, the Jordanian National Commission for Women, the United Nations Development Fund for Women (UNIFEM) and key Jordanian women's NGOs to determine the focus, coverage, and priority issues for the CGA, and to define a detailed outline for the report.

Under the **Sao Tome and Principe CGA** (FY04), initial consultations were conducted with local and central governments, civil society, local gender experts, UN agencies and other donors. The consultations culminated in a high profile, two-day workshop that identified areas of high priority for the report with a view to improving the effectiveness of development programs and projects.

External partnerships in producing CGAs:

- The Cambodia CGA (FY04) was prepared in collaboration with the Asian Development Bank (ADB), UNIFEM, and United Nations Development Program (UNDP);
- The Mongolia CGA (FY05) was prepared in coordination with the ADB;
- The Lao CGA (FY04) was prepared by the Lao Women's Union Research Group;
- The Malawi CGA (FY05) was prepared in partnership with UNDP;
- The Uganda CGA (FY04) was prepared with support from Denmark and the Netherlands; and
- The Tanzania CGA (FY04) was prepared with support from the Netherlands.

Source: FY04-FY05 annual regional monitoring reports, Annex 4 and interviews with TTLs.

4. Experience shows that dissemination within the client country and among stakeholders is necessary to ensure that a CGA's findings and recommendations influence policy dialogue and operations. A CGA's impact is minimal when a government lends little support or does not participate in disseminating its findings. In contrast, the hands-on involvement in CGA preparation by local and central governments, as well as country directors, contributed to mainstreaming gender considerations into the CAS. In FY04 this was the case for Jordan and Sao Tome and Principe. The involvement of country directors in the FY04 CGAs of these two countries, and of Cambodia, also contributed to incorporating gender findings into other policy and analytical work, and influenced gender-informed design and implementation of the country's lending operations.

5. The Bank supported successful dissemination campaigns for CGAs completed in FY04. The governments of Russia and Poland launched a series of dissemination events that were well attended by government officials, civil society representatives and donors.

- In **Russia**, a conference on *The World Bank and IFIs in Support of Gender Development in the Russian Federation: Year Outcomes and Prospects* presented the CGA's findings and discussed steps to implement the recommendations and the country's gender strategy. The Russian media covered the conference extensively.
- In **Poland**, key government officials and civil society stakeholders, including the Deputy Prime Minister, attended a series of dissemination events in multiple cities. Local and national newspapers covered those events and reported on the CGA's findings. An unanticipated benefit of the dissemination events was that the Polish press followed up with a number of articles exploring broader gender issues in Poland.
- In **Sao Tome and Principe**, the Bank organized a launch workshop where representatives from government, civil society and the donor community discussed

the findings and recommendations of the CGA and how follow-up actions could best influence development policy. Dissemination plans included wide distribution of the CGA findings to schools, health clinics, and local and central government offices.

Box 2. CGA Influence on Policy Dialogue and Decision-Making

AFR:

- The process of the **Malawi CGA** (FY05) informed the Land Reform project and the Multi-Country HIV/AIDS Program (MAP).
- The analysis in the **Zambia CGA** (FY04) was integrated into the FY04 CAS.
- The **Uganda CGA** (FY04) supported the Government's revision of the Poverty Eradication Action Plan (PEAP) to strengthen its gender focus. The CGA results will be integrated into Uganda's next CAS.
- The **Tanzania CGA** (FY04) supports the PRSA review and the upcoming CAS.
- The **Sao Tome and Principe CGA** (FY04) has been linked to the preparation of the social sector investment project.

EAP:

- The **Cambodia CGA** (FY04) provided inputs for the FY05 CAS; and the **Mongolia CGA** (FY04) will provide inputs for that country's upcoming CAS.

MNA:

- The **Jordan CGA** (FY04) raised relevant gender issues in the Education Reform for Knowledge Economy project, resulting in the integration of gender issues in one of the project's activities. CGA findings were also incorporated into the PA.

Source: FY04-FY05 annual regional monitoring reports, Annex 4.

Country Diagnostic Economic and Sector Work (ESW)

Poverty Assessments

6. A total of 19 Poverty Assessments for FY04 and FY05 were reviewed for this report.³ The seven PAs completed in FY04 all integrated gender issues, and the depth of attention to gender issues was maintained or somewhat improved between FY03 and FY04. The FY04 reports increasingly included both qualitative and quantitative gender analysis of poverty and identified cross-sectoral linkages. In FY04, three PAs proposed gender-responsive actions to address inequalities that contribute to poverty reduction. The review found that none of the PAs completed in FY04 included plans for promoting gender equality issues, collecting sex-disaggregated or gender-relevant indicators, or described how gender issues would be addressed in monitoring processes.

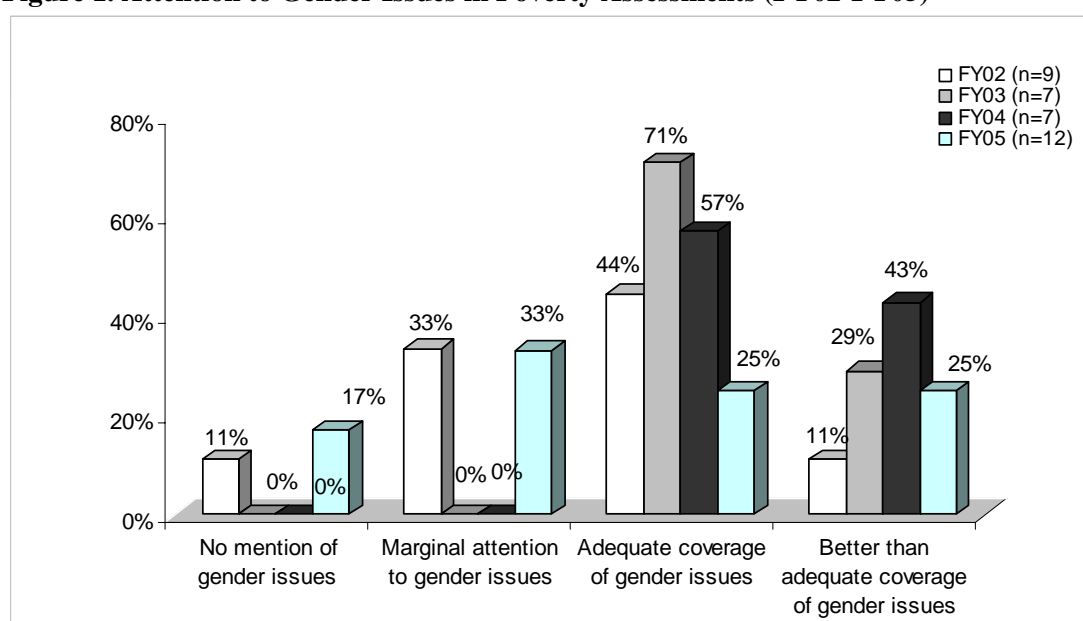
7. For FY05, the review of a sample of 12 PAs revealed a reversal in the positive trend of attention to gender issues in PAs which began in FY02. Compared to FY04, where all PAs had some level of attention to gender issues, only half of FY05 PAs had an adequate or better than adequate coverage of gender issues. Furthermore, there is scant attention to gender

³ The rating system assesses the quality of attention to gender issues in four components of the PA: (i) assessment of the poverty situation, (ii) analysis of the impact on poverty and growth and public actions, (iii) policy analysis and recommendations, and (iv) appraisal of poverty monitoring and evaluation systems. PAs reviewed in FY04: Belarus, Benin, Mexico, Morocco, Nigeria, Poland and Vietnam. PAs reviewed in FY05: Burkina Faso, Bolivia, Ethiopia, Dominican Republic, Kosovo, Kyrgyz Republic, Macedonia, Peru, Turkey, Uganda, Ukraine, and Zambia. See Annex 1 for rating methodology.

specific monitoring and evaluation; the FY05 PAs contained little discussion on the need for data collection methods to include gender indicators and have sex-disaggregated data for monitoring and evaluation. In terms of disaggregated data, a few reports mentioned gender differences but failed to disaggregate the data and reveal specific male and female indicators.

8. Figure 1 shows attention to gender issues in PAs from FY02 to FY05. The figure reveals that, notwithstanding variations in the different categories, the majority of PAs from FY02 to FY04 integrated gender issues in the analysis. A marked increase in PAs with no or marginal attention to gender issues in FY05 (at levels close to FY02 levels) reversed this positive trend. (Variations in attention to gender in FY05 PAs could partly be attributed to the larger sample size in this year.)

Figure 1. Attention to Gender Issues in Poverty Assessments (FY02-FY05)



9. Analysis and gender-responsive recommendations were especially well mainstreamed in human development areas such as education and health, as well as in labor market analysis (i.e. female/male participation and unemployment, sources of employment and gender wage differentials) in both FY04 and FY05 reports. The FY04 **Morocco Poverty Study**, for example, provided excellent qualitative and quantitative analysis of institutional and cultural factors that affect girls' education. However, this PA did not address the gender dimensions of poverty or agriculture reform, which are relevant for poverty reduction. In general, a future challenge is to more consistently extend gender analysis and recommendations to other sectors, such as infrastructure, legal reform, and finance. Good practice examples of gender-inclusive PAs are described in Box 3.

Box 3. Good Practice Examples of Gender-Inclusive Poverty Assessments

Benin Poverty Assessment (FY04): In addition to discussing gender differences in human development indicators, the **Benin PA**: analyzed the gender gap in the labor market and differences in the composition of time use by men, women, and children; identified cross-sectoral linkages and women's limited decision-making power; examined traditional beliefs, cultural norms, and customary and statutory laws that relegate women to a subordinate role in society with no control over productive resources; and examined the different coping and survival strategies of men and women living in poverty. The analysis gave way to gender-responsive actions that addressed these inequities.

Belarus Poverty Assessment (FY04): Apart from analyzing the gender dimensions of poverty, gender wage disparities, and labor market inequalities, the **Belarus PA** examined the gender dimension of risky behavior, such as heavy smoking among men, which contributes to high male mortality. Both qualitative and quantitative data were included in the report, and gender-responsive actions addressed the inequities highlighted in the report.

Ethiopia Poverty Assessment (FY05): The **Ethiopia PA** had strong cross-sectoral gender analysis in health, education, empowerment, violence against women and legal reform. The recommendations included in the report addressed: strengthening women's empowerment through access to information (community radio programs); supporting equity in justice (training for judges, alignment of penal codes with national gender norms, and providing legal aid to women); addressing entrenched social norms that are detrimental to women through training of female parliamentarians (gender budgeting, planning and M&E); the continued focus on improving girls' education; increasing women's participation in the formal economy through incentives for businesses to hire women, and providing training and extending credit to female entrepreneurs.

Kosovo Poverty Assessment (FY05): The **Kosovo PA** not only analyzed gender across different sectors (education, health, labor market, crime and violence, and decision-making), but also explored the inter-relation between gender, ethnicity, and youth. The report also highlighted the distinctions between the critical infrastructure needs of women and men, particularly with regards to the energy needs in the household; with women suffering disproportionately from the lack of household heating. Particular attention was paid in the design of gender-responsive actions that addressed all three of these dimensions (gender, ethnicity, and youth) and helped reduce inequities.

Other Country Diagnostic ESW

10. A review of 43 country diagnostic ESWs completed in FY04 (17 reports) and FY05 (26 reports)⁴ found that less than half of all ESW addressed gender issues. Only 8 out of the 17 FY04 reports reviewed (47%) and 8 of the 26 FY05 reports reviewed (31%) identified and analyzed gender differences in at least one sector using supporting data. Compared to FY02-03, where 46%⁵ of the reports analyzed gender issues, reports completed in FY04-05 show a decrease in gender coverage.

⁴ The desk review of randomly selected Country Economic Memorandums (CEMs), Public Expenditure Reviews (PERs), and Development Policy Reviews (DPRs), stratified by product type and region, consisted of 17 reports in FY04 (5 CEMs, 3 DPRs, and 9 PERs) and 26 reports in FY05 (10 CEMs, 5 DPRs, and 11 PERs). FY04 ESW: CEM: Mauritania, Laos, Romania, Kyrgyz Republic, Nicaragua; DPR: Uganda, Nepal, Sri Lanka; PER: Ivory Coast, Ethiopia, Guinea, Guinea-Bissau, Tanzania, Uzbekistan, Ecuador, Grenada, and Yemen. FY05 ESW: CEM: Ethiopia, Sudan, Belarus, Bosnia and Herzegovina, Kazakhstan, Moldova, Colombia, Peru, Uruguay, and Pakistan; DPR: Cape Verde, Madagascar, China, Philippines, and Vietnam; PER: Kenya, Madagascar, Senegal, Kosovo, Russian Federation, Mexico, Paraguay, St. Vincent and the Grenadines, Djibouti, Jordan, and Lebanon. See Annex 1 for rating methodology.

⁵ Sum, J. *Treatment of Gender Issues: FY02-03 Core Diagnostic ESW Retrospective Review*, 2003.

11. When disaggregated by report type, as shown in table 2, there has been an improvement in the integration of gender issues in DPRs and PERs, and a decline in CEMs.⁶

Table 2. Inclusion of Gender Issues in Other Country Diagnostic ESW in FY02-03 and FY04-05 (by report type)

	FY02-03			FY04-05			Total	
	CEM	DPR	PER	CEM	DPR	PER	FY02-03	FY04-05
<i>No or marginal attention to gender issues</i>	3	3	9	11	4	12	15	27
<i>Identifies and analyzes gender issues in one or more sectors with supporting data</i>	6	2	5	4	4	8	13	16
Total	9	5	14	15	8	20	28	43

12. Gender analysis in FY04 diagnostic ESW focused mainly on gender gaps in schooling (11 out of 17 reports) and on maternal health (8 out of 17 reports), but only four reports examined labor markets from a gender perspective. In FY05, 10 out of 26 reports focused on gender gaps in education and health, while 8 out of 26 reports focused on gender disparities in the labor market, followed by increasing girls' primary school enrollment rates, reducing maternal mortality, and achieving gender parity in wages. Few reports in FY04 and FY05 considered the gender aspects of political and community participation, water, access to credit and land, agriculture, pensions, or legal reform and protection; all areas where there are documented gender differentials (see table 3).

Table 3. Proportion of Core ESW in Each Sector that Dealt with Gender Issues

Sectors	FY04 (n=17)	FY05 (n=26)
Education	11	10
Health	8	10
Labor Market	4	8
Political Participation	3	2
Law/Legal Reform	1	1
Infrastructure	0	1
Agriculture	1	4
Water	3	0
Credit/land	1	3
Insurance/Pensions	1	4

13. Country ESW reports that identified gender issues and analyzed their negative effects on development outcomes rarely made gender-informed policy recommendations or analyzed the gender implication of policy recommendations. Six exceptions to this, which can be considered examples of good practice in integrating gender in country diagnostics, are presented in Box 4.

⁶ Because of the small sample of reports in FY02 and FY03, Table 2 presents the combined number of reports for FY02 and FY03, as well as for FY04 combined with the reports in FY05.

Box 4. Good Coverage of Gender Issues in Other Country Diagnostic ESW

The **Ethiopia PER** (FY04) discussed cultural constraints on women's empowerment and examined women's involvement in decision-making. The report identified cross-sectoral linkages between girls' education, family planning, and women's empowerment, and made detailed recommendations to address them, such as increasing girls' education and creating a cadre of female outreach workers to support and advise women on reproductive health and family planning issues. The report addressed the time burden of water collection by women and assessed the beneficial impact of improved water collection, which frees up time for women to engage in productive activities and for girls to attend school.

The **Nepal DPR** (FY04) addressed the under-representation of women in government, especially in the civil service and parliament, examined the impact of women's social exclusion on poverty and empowerment, and discussed policy initiatives to improve women's social inclusion. It also discussed specific government policies and programs to promote gender inclusion and equality, especially efforts to improve legal rights for women. Lastly, the report discussed grassroots development programs targeted at women over the past two decades and proposed recommendations that followed from the gender diagnosis and analysis.

The **Kenya CEM** (FY04) analyzed the linkage between gender inequality and economic growth and advocated reform of succession laws as applied to women as a key element in promoting stronger pro-poor reform.

The **Sudan CEM** (FY05) paid special attention to mainstreaming gender issues in the report and in the recommendations. It provided ample cross-sectoral gender analysis, emphasizing gender wage and participation differentials in the labor market, gender gaps in education and health and the incidence of female genital mutilation. The importance of not only targeting women, but also designing programs with a gender dimension was highlighted in the report, as was the need for disaggregated information. In the infrastructure and legal reform sectors, for example, recommendations included upgrading the skills and training of justices so that gender equity was considered and encouraging female employment in infrastructure projects.

The **China DPR** (FY05) analyzed gender differences with respect to access to health and education, and includes gender as one of the determinants of poverty. The gender dimension in the agricultural sector and its link with migration was also discussed in the report as women bear most of the burden of farming in rural areas because the majority of the migrants from rural to urban areas are men.

The **St. Vincent and the Grenadines PER** (FY05) is the best example of gender mainstreaming in core ESW for FY05, including an entire chapter on gender issues. The chapter discussed both male and female issues, disaggregated the distribution of public expenditures in education, health and social protection in terms of gender, and explored public programs that would address boys' school drop-outs and vulnerable female-headed households.

Other Regional and Country-Level Gender Research and Analysis

14. Several regions produced gender-relevant regional or country studies in FY04 and FY05 on topics such as labor markets, trafficking and violence. Noteworthy was the publication of the MNA *Regional Gender Report, Women in the Public Sphere*, which was launched at the Dubai World Bank/IMF Annual Meetings in September 2003. The gender dimension was also integrated into other regional analysis, such as: the *Albania Labor Market Study* (FY04); *Human Trafficking in South Eastern Europe* (FY04); *Dying Too Young: Addressing Premature Mortality and Ill Health Due to Non-Communicable Diseases and Injuries in the Russian Federation* (FY05); *Gender Wage Differentials* (FY05 – ECA Region); *Listening to Iraqi Women* (FY04); *Developing a Framework for Improving Women's Economic Opportunities and Voice* (FY04 – in the context of the Yemen port city project); *Vulnerability of Female Migrant Workers in Indonesia* (FY04); *The Socio-economic Impacts of Gender-*

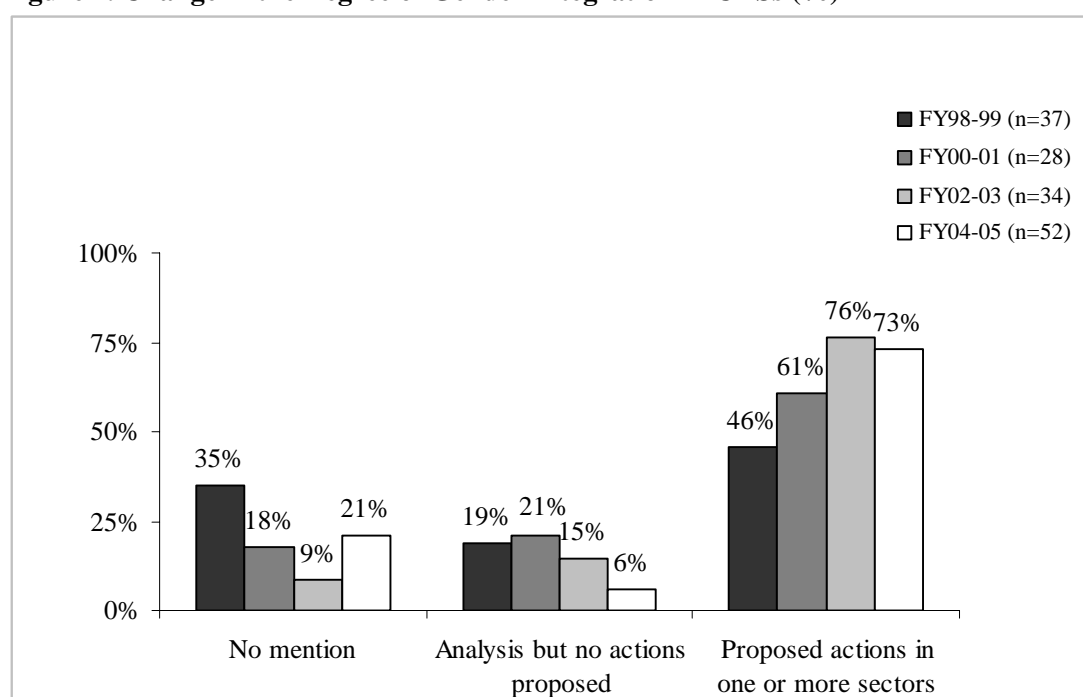
Based Violence in LAC (FY05); and Gender Equality in East Asia: Progress and the Challenges of Economic Growth and Political Change (FY05). These and other studies are described in more detail in the regional monitoring reports in Annex 4.

II. MAINSTREAMING GENDER IN POLICY DIALOGUE

Country Assistance Strategies

15. Thirteen of the sixteen CASs (81%) reviewed by the Board of Executive Directors in FY04 and twenty-five of the thirty-six CASs (69%) reviewed in FY05 included actions designed to address gender inequalities in at least one sector; maintaining a positive level of engagement that has been evident since FY98-99 (see figure 2).⁷ There was a decrease in attention to gender issues from FY03 to FY05, although the high number of FY05 CASs could be influencing this result (figure 2).

Figure 2. Change in the Degree of Gender Integration in CASs (%)



16. An analysis of the average ratings of gender integration in the CASs⁸ revealed that, although the aggregate average for FY04-05 represented a decline in attention to gender

⁷ FY04 CASs reviewed: AFR: Benin, Cameroon, Chad, Ghana, Madagascar, Mali, Mozambique, Zambia; EAP: Indonesia; ECA: Macedonia, Turkey, Ukraine; LAC: Bolivia, Brazil, Paraguay; and SAR: Nepal. FY05 CASs reviewed: AFR: Angola, Burkina Faso, Burundi, Central African Republic, Cape Verde, Eritrea, Ethiopia, Gabon, Nigeria, Sierra Leone, Sao Tome and Principe, Togo and Zimbabwe; EAP: Cambodia, Lao, Pacific Islands, Papua New Guinea and the Philippines; ECA: Bosnia-Herzegovina, Croatia, Kazakhstan, Moldova, Poland, Russian Federation and Serbia and Montenegro; LAC: Dominican Republic, El Salvador, Guatemala, Haiti, Jamaica, Peru and Uruguay; MNA: Djibouti, Egypt and Morocco; and SAR: India. See Annex 1 for rating methodology.

⁸ In order to estimate this average, CASs with no mention of gender issues received a rating of 0; CASs with analysis but no actions proposed received a rating of 1; and CASs with proposed gender actions in one or more sectors received a rating of 2. As in prior gender mainstreaming reports, in order to have

issues from previous years (figure 2), the number of CASs with gender-responsive actions was greater in the aggregate years FY04-05 when compared to all the other aggregates; 38 CASs had gender-responsive actions in FY04-05 compared to 26 CASs in FY02-03 and 17 CASs for FY00-01 and FY98-99, respectively.

17. Following past trends, CASs addressed gender inequalities more frequently in the human development sectors of education and health, although Bank research shows that reducing gender inequalities could measurably improve most sectors' development performance.⁹ Recommendations for actions to address inequalities in health and education accounted for 60% of all gender-responsive development actions proposed in FY04 CASs and 53% of all gender-responsive actions in FY05 CASs; this figure was just under 50% in FY03 CASs. Other areas included actions to decrease gender inequality, for example, in agriculture, labor markets, and legal reform.

18. The FY04 and FY05 CASs that most thoroughly integrated a gender perspective typically identified gender inequalities in the country context section and followed by proposing gender-responsive actions, including gender-sensitive indicators to monitor and evaluate progress. Most proposed gender-relevant actions in lending operations or in a combination of lending and analytical work. Those CASs frequently cast a wider net across sectors to include agriculture and legal reform, in addition to education and health, and also proposed actions to address gender issues in both analytical work and lending. Box 5¹⁰ includes best practice examples of gender integration in CASs.

an adequate sample size, combined CAS figures are used (i.e. FY02 CASs are combined with FY03 and so on).

⁹ The World Bank, *Engendering Development: Through Gender Equality in Rights, Resources and Voice*, 2001.

¹⁰ Box 5 includes a reference to: the Results Matrix, a table including all activities that will be carried out during the period of the CAS; and to Qat use in Djibouti. Qat is an amphetamine-based stimulant grown mainly in Ethiopia and Yemen.

Box 5. Good Coverage of Gender Issues in Country Assistance Strategies

The **Benin CAS** (FY04) proposed increasing girls' primary school enrollment through the Poverty Reduction Support Credit (PRSC), increasing women's access to credit through a national community driven development (CDD) project, and conducting analytical work to make public policies and expenditures gender-responsive. PRSC triggers to move from the base case to the high case lending scenario included improvements in girls' enrollment and enacting a gender-responsive family law.

The **Cambodia CAS** (FY05) is an example of how the results of a CGA can be integrated in the CAS; especially in the Results Matrix. Gender issues were raised consistently throughout the CAS, and the responses included a Gender Mainstreaming ESW for FY07, capacity building initiatives for female entrepreneurs, programs to increase girl's primary and secondary enrollment levels and make health services affordable for women, as well as a justice program that would monitor the functioning of the legal and judicial system and its effect on women.

The **Burkina Faso CAS** (FY05) integrated gender throughout the CAS and suggested both lending and analytical work (Women's Access to Land FY07 and Gender-based Budgeting FY06) to respond to particular gender concerns. One of the CASs pillars involved enhancing women's opportunities in rural areas. Gender responses in education, health, private sector development and agriculture were included in the Results Matrix.

The CASs reviewed for the MNA Region were ranked as Good Practice CASs. The **Djibouti CAS** (FY05) included the implementation of a national gender strategy as part of one of its pillars. Apart from gender analysis and recommendations in the education and health sectors, specific attention was given to Qat use among Djiboutian men; an assessment of the social and economic impact of Qat use will be part of that country's Poverty Assessment. Although the CAS for **Morocco** (FY05) included gender responses in just two areas (education and housing), it contained six good practices (see Annex 1). The reduction of gender disparities was one of the aims of the CAS for **Egypt** (FY05), whose CAS consultation included women's groups. Apart from lending and analytical work in the education, health and private sector development sectors, the Egyptian CAS is the only one that proposes analytical work on water and resources management that looks specifically at the linkages between women and the environment.

Poverty Reduction Strategy Papers and Joint Staff Assessments

19. Nine full low-income country PRSPs were completed in FY04.¹¹ The Bank's support and inputs have contributed to addressing gender dimensions in some of these PRSPs:

- In **Bangladesh**, the Bank facilitated gender analysis of the I-PRSP (Interim Poverty Reduction Strategy Paper) and developed a roadmap for improving the gender content of the full PRSP;
- In **Cambodia**, a Second Regional Gender and PRSP workshop was organized in collaboration with counterparts and development partners. Ninety participants from six countries attended the workshop and agreed on steps to enhance gender equality in poverty reduction;
- Using trust funds, **Vietnam** prepared a checklist to integrate gender targets and policy measures in PRSP, and organized a series of workshops to incorporate the national PRSP recommendations into local government plans with gender-sensitive aspects;
- The Bank partnered with the government of The Netherlands to prepare a gender analysis framework for the PRSPs to train in-country counterparts in **Burkina Faso**;

¹¹ FY04 PRSPs completed included: AFR: Madagascar, Cameroon, and Chad; EAP: Mongolia; ECA: Armenia, Georgia, and Serbia and Montenegro; and SAR: Nepal and Pakistan.

- A collaborative effort between the German Agency for Technical Cooperation (GTZ) and the OECD/DAC resulted in the organization of a learning workshop in Nairobi on gender-sensitive PRSPs for Africa-wide counterparts.

20. Five out of the nine JSAs (prepared by Bank and IMF staff) for the FY04 PRSPs made specific references to gender or provided concrete advice to improve attention to gender inequalities in the PRSP. The nine JSAs acknowledged the importance of examining gender inequalities in the poverty analysis or as part of the PRSP pillars. Most recommended further steps in diagnosis, actions or monitoring, and some placed emphasis in developing government institutional capacity to better address gender equality concerns. However, only two JSAs for FY04 recommended further steps in collecting sex-disaggregated data and monitoring, compared to eight out of nine JSAs for FY03.

21. No PRSPs were reviewed for FY05; however ten JSAs for FY05 PRSPs were reviewed.¹² Seven out of the ten JSAs made specific references to gender or provided concrete advice to improve attention to gender inequalities in the PRSP. Two of the JSAs recommended that gender-disaggregated poverty data be collected in order to further enhance the poverty diagnoses included in the PRSP, and one recommended that more work should be done to ensure that the gender-related MDGs are achieved. None of the JSAs identified or recommended that the PRSPs contain gender-specific monitoring and evaluation indicators, however.

22. Examples of recommendations regarding gender made in the JSAs include the **Mongolia JSA** (FY04) and the **Laos PDR JSA** (FY05). The **Mongolia JSA** stated that, although the PRSP had proposed gender-responsive interventions, some shortcomings remained. The JSA listed steps to address those shortcomings, including making the interventions more specific and aligning them with the MDGs. It identified weak institutional capacity as an impediment to implementation and suggested that key stakeholders should coordinate better and share knowledge and resources to achieve gender equality in the MDGs. The **Laos JSA** recognized the inclusion of gender as a cross-cutting issue in the PRSP, but recommended that gender-specific indicators be created in order to more appropriately track poverty.

III. MAINSTREAMING GENDER IN THE LENDING PORTFOLIO

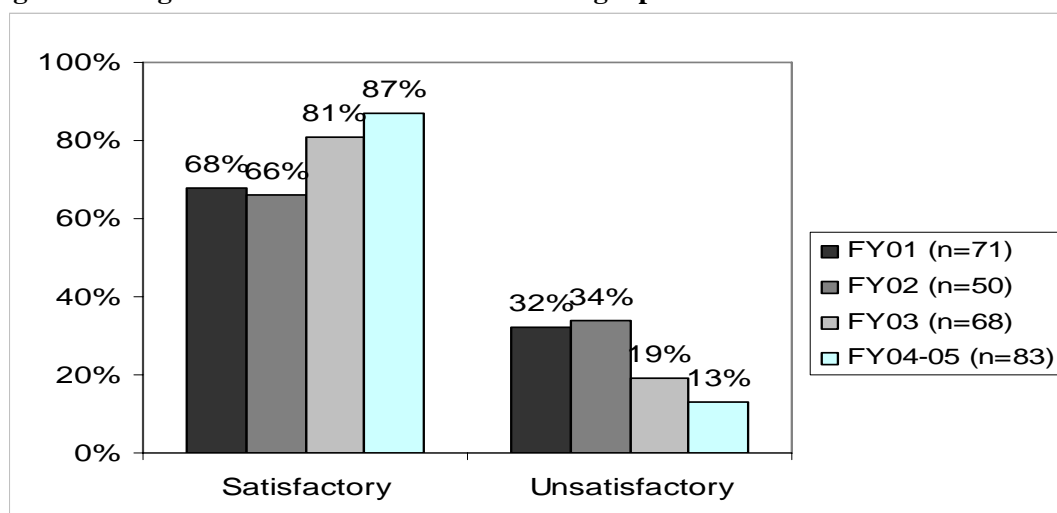
Project Design

23. The QEA7 review of lending activities for FY04-05 included 83 “applicable” projects for gender consideration¹³. For FY04-05, 87% of these projects integrated gender issues during project design and 75% integrated gender issues during project preparation. Figure 3 reveals that the percent of projects with a satisfactory integration of gender issues has increased over time (FY01-FY05) (QEA4).

¹² FY05 JSAs reviewed included: AFR: Burkina Faso, Cape Verde, Lesotho, Mozambique, Sao Tome and Principe, and Sierra Leone; EAP: Laos PDR and Timor-Leste; ECA: Moldova; and SAR: Bhutan.

¹³ The Quality Assurance Group’s (QAG) ratings summary as of September 8, 2005 included a total of 116 projects, 103 were reviewed and of these, 20 were considered “not applicable,” that is, that gender issues were not relevant. See Annex 1 for rating methodology.

Figure 3. Integration of Gender Issues in Lending Operations



24. The review of gender integration in lending activities showed that all the projects in the HNP (health, nutrition, and population), social development, financial, energy and PSD (private sector development) sectors satisfactorily integrated gender in project design. Over 85% of the education, rural development, water supply and sanitation, urban development and environment projects integrated gender in project design, as did more than 50% of the social protection and public sector governance projects.¹⁴

25. As table 4 reveals, there is a discrepancy between integration of gender issues in project design and preparation, and between project design and the percentage of projects that included specific measures to ensure that women and men benefited equally from the project (63%), considered the potential effects of the project on women’s empowerment (37%), and included gender-sensitive indicators and monitoring mechanisms (58%). Compared to FY03, there has been an increase in the projects that ensure that both men and women benefit from the projects and a decrease in assessment of women’s empowerment.

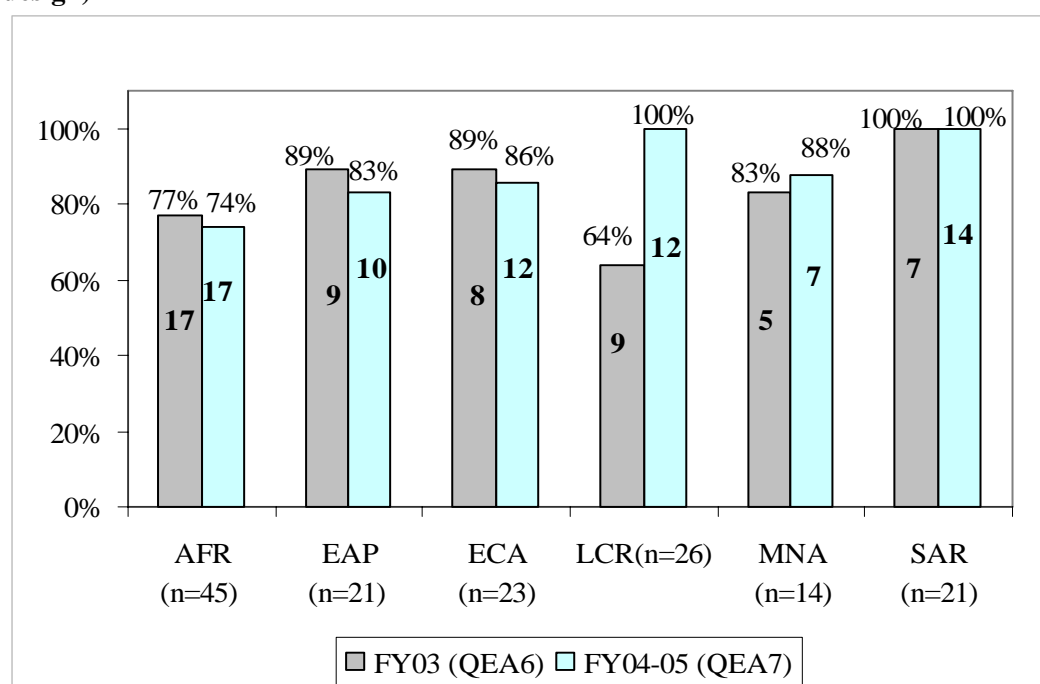
¹⁴ The number of projects reviewed in each sector in QEA7 was the following: Education 8 projects; Financial Sector 2 projects; Rural Development 15 projects; Social Development 1 project; Social Protection 7 projects; HNP 9 projects; PSG 3 projects; Transportation 8 projects; WSS 5 projects; Urban Development 8 projects; Energy 6 projects; Private Sector 3 projects; and Environment 8 projects.

Table 4. Integration of Gender Issues in Lending Operations Approved in FY03 and FY04-05¹⁵

	FY03 (QEA6)		FY04-05 (QEA7)	
	Rated Satisfactory (%)	Sample N	Rated Satisfactory (%)	Sample N
Gender issues were considered during the operation's design	81	68	87	83
Gender issues were identified and addressed during preparation	81	68	75	83
Specific measures were included to ensure that men and women benefited equally from the project	49	64	63	82
Potential effect of the operation on women's empowerment assessed	49	65	37	78
Mechanisms were put in place to monitor the to monitor gender impacts (indicators)	59	65	58	79

26. When disaggregating the results of the review by region, there were small variations in most regions, in comparing the FY03 and the FY04-05 periods.¹⁶ The exceptions were SAR, which fully integrated gender issues in the design of all projects in both time periods, and LAC, which went from integrating gender issues in only 64% of the projects approved in FY03 to 100% in FY04-05.

Figure 4. Projects Approved in FY03 and FY04-05 that Integrated Gender Issues in Design and Preparation (by Region and number of projects that included gender in design)



¹⁵ Some questions were rated N/A, thus the sample numbers vary for each question.

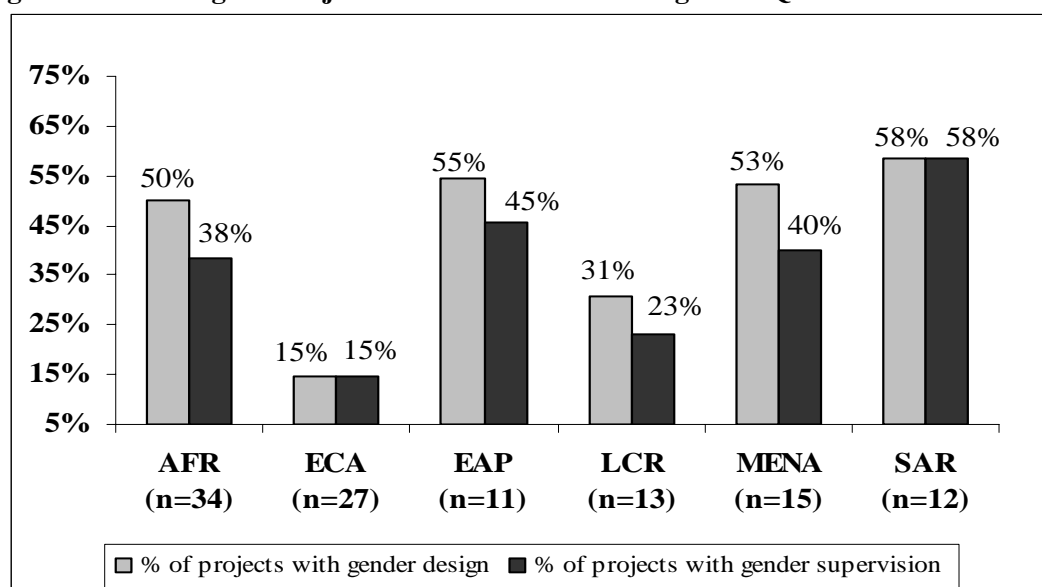
¹⁶ QAG, *Summary Report, Poverty and Social Aspects*, 2003.

Project Supervision in FY03-FY04

27. The gains in mainstreaming gender issues in project design have yet to be fully reflected in project supervision.¹⁷ The QSA6 review found that only 38% of projects under supervision in FY03-04 addressed gender issues. This may reflect not only less attention to gender issues when those projects were approved, but also a decline in attention to gender issues as projects are implemented. The review also found that only projects that included gender issues in their design were likely to address them in their supervision. Thirty six out of 45 projects (80%) that included gender issues in their design also addressed these issues during supervision, compared to only two (out of 53) projects that had not included gender issues in their design or preparation.

28. As was the case with project design, Figure 5 shows that SAR had the highest proportion of projects with gender issues integrated into operational design and into supervision (58%). ECA had very few gender-informed projects, but all followed through in supervision. In the remaining regions, about three quarter of the projects with gender-informed designs followed with gender integration during supervision.

Figure 5. Percentage of Projects with Gender within Regions – QSA6



29. The majority of the projects under supervision for rural development, education, social development and health identified gender issues in project supervision, as did half of the social protection projects. Very few projects in transport, urban development, or water supply and sanitation—and none in private sector development—identified gender issues in operational supervision. Good practice examples of mainstreaming gender in project design and supervision are listed in Box 6.¹⁸

¹⁷ The QSA6 Review included 112 randomly selected operations under supervision in FY03 where social development issues were considered relevant; of these, 99 were reviewed and rated for their gender inclusion. The review focused particularly on the 45 projects that had identified and addressed gender issues in their design and preparation. Note that projects under supervision in FY03-04 were approved in several different years, typically before FY03. The quality-at-entry and quality-of-supervision samples therefore represent different project universes.

¹⁸ The number of projects reviewed in each sector in QSA6 was the following: Education 12 projects; Energy 7 projects; Environment 13 projects; Health 14 projects; Public Sector 9 projects; Rural Development 16 projects; Social Protection 6 projects; Social Development 3 projects; Transportation 12 projects; Urban Development 8 projects; and WSS 5 projects.

Box 6. How Lending Operations Integrated Gender Issues in Design or Supervision

- In the *Algeria Rural Employment Project* (FY03), all data were sex-disaggregated and promoting women's employment was identified as an important activity.
- The *Kenya Arid Lands II Project* (FY04) recruited female agricultural extension staff and provided gender sensitivity training. The project convinced the government to appoint a gender focal point in the implementing unit to facilitate gender monitoring.
- The *Mali Agricultural Services and Producers Organizations Project* (FY02) identified gender as a key issue in agriculture productivity for poverty reduction.
- The *Mozambique Roads and Bridges Management Project* (FY02) encouraged women's participation in decision-making and their employment.
- Gender has been mainstreamed in all components of the *Nigeria Fadma II* (FY04) and *Urban Youth and Empowerment Projects* (FY04).
- The *Yemen Port Cities Development Project* (FY03) includes a gender and development component, the first in MNA lending operations.
- The *Pakistan Punjab Education Sector Adjustment Credit- PESAC* (FY04) supports an education reform program targeted at enhancing enrollment, with an emphasis on girls. After just three cycles of quarterly installments to about 175,000 eligible girls, trends show improved rates of attendance and increases in enrollment of up to 27% in some cases.
- In *Afghanistan*, gender issues are well reflected in both health and education projects. In the *Micro-finance project – MISFA* (FY05) 90% of the borrowers are female.
- The *Bangladesh Second Female Secondary School Assistance* Project (FY05), focused on both girls access to and quality of secondary education in rural areas.
- In an effort to increase the participation of women in community development initiatives, *Indonesia's Third Kecamatan Development Project* (FY04) developed a Female Engineers Empowerment Program, which helped provide job-related experiences for female engineers through internships. A field guide for facilitators entitled, "Active Participation of Women in KDP" has also been published in Indonesian and English.
- In *Poland the Hard Coal Social Mitigation Project* (FY05) established a Women in Mining Program which, through capacity building of female leaders, developed a comprehensive system of assistance for women threatened with social and professional exclusion resulting from – directly or indirectly – the hard coal mining restructuring process.
- The gender-specific *Generosidad (Gender Equity) Project* (FY01) in *Mexico* successfully raised awareness of gender issues and promoted the institutionalization of gender equity in poverty alleviation programs during its implementation. Within its gender awareness component, the project organized a successful "Gender Equity Certification" program with the participation of a wide range of private firms, public sector organizations, and NGOs.

IV. CONCLUSION AND CHALLENGES AHEAD

30. Overall, in FY04 and FY05 the Bank maintained a momentum gained in FY03 in terms of operational, analytical, and policy work, with significant challenges still ahead. Country assistance strategies have progressively improved their gender analysis and gender-sensitive recommendations to reduce gender disparities. The QEA6 and QEA7 reviews of the FY03 and FY04-FY05 lending portfolios show that gender was mainstreamed in a majority of operations at the design stage. Main challenges in operations are in the implementation of gender-informed project designs as well as in project supervision, monitoring and evaluation. In addition, gender issues need to be better integrated into operations in sectors other than human and social development, and there needs to be improved tracking of the gender initiatives that emerge from the country policy dialogue.

31. The review of FY04 and FY05 work suggests a higher (paradoxical) level of gender integration for operational rather than analytical work. However, there is evidence of progress in country diagnostic and analytical work as well. In FY04 and FY05, 14 and 6 CGAs were

completed, respectively, and nearly half of the PAs analyzed gender inequalities from both qualitative and quantitative perspectives. An important task ahead is intensifying the inclusion of gender variables in analytical poverty and economic-based work (PAs and other core ESW) as the data shows a decrease in gender integration in these products. Other tasks include improving the reach and impact of CGAs and strengthening the collection of sex-disaggregated statistics and indicators to have more reliable measures of results and development impacts.

32. Addressing the operation and analytical challenges mentioned above should increase the effectiveness of the Bank's assistance to client countries in achieving the MDGs and other development goals.