



REPORT OF THE 6TH MEETING OF THE WORLD BANK EXTERNAL GENDER CONSULTATIVE GROUP

Washington D.C.
May 6-9, 2002

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1. Background

The sixth meeting of the External Gender Consultative Group (EGCG) took place May 6-9, 2002 in Washington D.C. Six of the nine members of the group were present. The purpose of the meeting was to review progress on the implementation of the Bank's gender policies, and to discuss how the World Bank can transform its civil society and NGO consultations on gender issues given the new country-focused gender mainstreaming strategy.

The EGCG members met with senior Bank management, including **Mamphela Ramphela**, Managing Director responsible for the Human Development Network; **Jeffrey Goldstein**, Managing Director responsible for the Poverty Reduction and Economic Management (PREM) Network; and **Gobind Nankani**, Vice-President, PREM. They also met with **Karen Mason**, Director, Gender and Development, and members of the Gender and Development Board and the PREM Gender Group.

The discussions focused on four topics: 1) the World Bank's gender mainstreaming strategy and its implications for consultations with civil society and NGOs; 2) the implementation of the gender mainstreaming strategy; 3) the World Development Report 2003/04: *Making Services Work for Poor People*; and 4) the revised Operational Policy / Bank Procedure on Gender (OP/BP 4.20).

The second day of the meeting was dedicated to a workshop: *Gender and Poverty: New Perspectives*. The workshop focused on future directions for analytical work on gender and development. It was open to all Bank staff and attracted a large audience. The EGCG members played active roles in the workshop as panelists and discussants.

This report summarizes the topics discussed during the meeting (excluding the workshop). A detailed agenda for the Sixth Meeting can be found in Annex 1 and a list of the EGCG members attending the meeting can be found in Annex 2.

2. The World Bank's Gender Mainstreaming Strategy and its Implications for Consultations with Civil Society and NGOs

This session focused on the World Bank's gender mainstreaming strategy and its implications for consultations with civil society and NGOs on gender issues; in particular on the need for the World Bank to transform its consultations with civil society and NGOs on gender issues given the country-focused nature of the gender strategy. The session was chaired by **Gobind Nankani**, Vice-President, PREM. **Mamphela Ramphela**, Managing Director, and **Jeff Thindwa**, Senior Social Scientist, Social Development Department offered remarks during the session, which was also attended by members of the Gender and Development Board and the PREM Gender Group.

In her remarks, **Mamphela Ramphela** said the EGCG has played a very useful role for the Bank during a period when, as an institution, the Bank was establishing the business case for gender mainstreaming and building a sensible organizational strategy to promote it. As the Bank moves towards a more country-based approach to gender analysis and gender mainstreaming, Ramphela stressed that the World Bank needs to look for ways to

ensure that consultations on gender issues also become more country focused. Ramphele also stressed the importance of gender issues to meeting our commitments to the Millennium Development Goals (MDGs). She noted that building and understanding capacity at the country level is necessary in order to meet the MDGs, and said that civil society and NGOs can assist the Bank in this respect. She asked for the EGCG members' advice on how the Bank can most successfully move towards a more inclusive and country-focused consultative approach.

Gobind Nankani thanked the EGCG members for their contribution to the Bank's work on gender, pointing out that the EGCG has been particularly helpful in providing useful comments on Bank-wide programs and activities, including the Policy Research Report, *Engendering Development – Through Gender Equality in Rights, Resources, and Voice*, for which they organized an international electronic consultation, and on early drafts of the gender mainstreaming strategy. Nankani said that the World Bank has come a long way in terms of meeting its commitments to gender, as testified by the enthusiastic endorsement of the gender mainstreaming strategy. Like Ramphele, Nankani stressed the importance of transforming the EGCG to the next stage and making the Bank's consultation and dialogue with civil society and NGOs on gender issues more effective at the country level. Referring to his own experiences as the Country Director of Brazil, Nankani said that the gender mainstreaming strategy is positioned to be implemented at the country level and that there is a need to decentralize the new strategy. Nankani also urged consultations on gender issues to be closely integrated into the transformed NGO-World Bank Committee, now referred to as the Bank's Joint Facilitation Committee and Global Thematic Forum.

Following Nankani's remarks, **Jeff Thindwa** made an informal presentation on how the NGO-World Bank Committee has evolved. Thindwa informed the group that the NGO-World Bank Committee was created in 1981 to facilitate a dialogue between the Bank and NGOs. A few years later, NGOs involved in the Committee founded the NGO Working Group on the World Bank, bringing together NGOs, research institutions and other civil society organizations such as professional associations, women's groups and trade unions. The Bank's dialogue with civil society at the global level has involved numerous consultations on various development topics. However, Thindwa stressed that it was widely acknowledged that there was a need for the dialogue to be better focused, have a more systematic follow-up mechanism, and be coordinated more effectively with the Banks' regional offices.

Given the need for transformation, in mid 2000, at the encouragement of World Bank President, James Wolfensohn, the NGO Working Group submitted a proposal to broaden the foundation for dialogue by involving other important civil society actors. Under the new proposal a Joint Facilitation Committee (JFC) and a Global Thematic Forum for World Bank-Civil Society Dialogue was created. The JFC met for the first time in December 2001. The structure and functioning of the JFC is expected to be dynamic, highly flexible and country focused. It is expected to lead to a continuous dialogue and move away from a fixed platform with fixed actors. The operational mechanisms of the JFC are still being set up and Thindwa welcomed input from the EGCG members. During his presentation, Thindwa stressed the importance of ensuring that gender issues are put squarely into the work of the JFC and the Global Thematic Forum and that

synergies between the work of the JFC and the EGCG are harnessed. He noted that the current gender representative, **Rokeya Kabir**, Executive Director, Bangladesh Nari Progati Sangha, was very effective in marshalling support from her colleagues to incorporate a gender perspective in the JFC's and the Global Thematic Forum's planned activities.

The floor was opened up for discussion, after Thindwa's presentation. The EGCG members agreed that the Bank's consultations and dialogue on gender issues need to be more closely aligned with the gender mainstreaming strategy and consequently need a stronger country focus. Some of the EGCG members suggested that regional gender consultative groups be set up. It was, however, pointed out that the regional model may work relatively well in a region with few countries, such as MENA, but poses potential problems in larger regions, and might not be the most effective model as the Bank focuses on gender mainstreaming at the country level. During the discussion, the idea of a Washington based liaison person between NGOs and Civil Society on gender issues was put forth. This idea was positively received.

Several participants suggested that the Bank build capacity among local NGOs. It was also proposed that the gender mainstreaming strategy and the report *Engendering Development*, be widely distributed to NGOs and academic institutions, particularly in developing countries. The issue of increasing decentralization of the World Bank was also discussed. Participants agreed that decentralization poses a challenge for consultations with civil society and NGOs - and for gender mainstreaming at large - and that the need for country based solutions are increasingly important in a decentralized environment.

The following recommendations were made at the end of the session:

- It was agreed that the idea for an electronic consultative network should be vetted further within the World Bank to ensure buy-in;
- The EGCG members agreed to provide their suggestions for a Washington based liaison person.

3. Implementing the Gender Mainstreaming Strategy

During this session regional representatives from the Gender and Development Board briefed EGCG members on how the gender strategy is being implemented in their regions and on other activities taking place. The regions were represented by: **Mark Blackden**, Africa; **Bruce Harris**, East Asia and the Pacific; **Daniela Gressani**, Eastern Europe and Central Asia; **Maria Correia**, Latin America and the Caribbean; **Shaha Riza**, Middle East and North Africa; and **Emma Hooper**, South Asia.

The **Africa Region** (AFR) is taking a selective and strategic approach to the country gender assessments (CGAs). The CGAs will stress country ownership and flexibility and be used to inform the Poverty Reduction Strategy Paper (PRSP) process, MAP HIV/AIDS program, and community driven development. AFR is working with the partners such as UNIFEM, UNECA, and NEPAD on issues such as gender and law, HIV/AIDS, gender budgets, agriculture, and women in finance.

The **East Asia and the Pacific Region (EAP)** has a budget dedicated for gender work and has country gender coordinators in most field offices. The regional approach is to mobilize resources and to identify areas of intervention. Earlier this year, a regional workshop was held in Hanoi, in which action plans were prepared with respect to the integration of gender into the PRSP process. A group of priority projects for mainstreaming gender in EAP's portfolio has also been identified.

The **Europe and Central Asia Region (ECA)** is moving towards mainstreaming gender more systematically. The World Bank's Board of Executive Directors have been holding ECA accountable for integrating gender, specifically into the PRSPs. ECA is in the process of hiring a gender coordinator who will have a budget designated for gender work and country directors have begun to introduce gender analysis into analytical work such as poverty assessments. Work that is currently underway includes a CGA for Ukraine, a regional paper on gender issues focusing on transition, and a study on gender issues in Turkey.

The **Latin America and the Caribbean Region (LAC)** has been doing country gender analysis with the goal of mainstreaming since 1994. The types of analysis done have varied greatly and included country reviews, sub-regional assessments, and portfolio reviews. A technical facility has been set up in Central America and there is a person working part-time on gender in each country. The LAC region has undertaken a significant amount of analytical work to create legitimacy and to guide strategic interventions on gender issues.

The **Middle East and North Africa Region (MNA)** has identified gender equality as an issue of focus in its regional strategy. Work that is underway or planned includes: CGAs in Egypt, Algeria, and Iran, evaluating the Gender Action Plan in Morocco, and engendering the Morocco Public Expenditure Review (PER). A regional training on the CGA was held this year in Egypt. The MNA region has an active regional consultative group which provided useful input into the regional strategy. One of the main challenges will be training staff on how to integrate gender into operations.

The **South Asia Region (SA)** has two priorities in implementing the strategy: mainstreaming gender in operations; and using the CGAs as a knowledge base. A regional workshop on monitoring and evaluation is being planned and a project monitoring system is being set up. Five CGAs are planned for the next year (Afghanistan, Nepal, Bangladesh, India, and Pakistan) all of which are using different methodologies.

EGCG members asked the regional representatives how the countries for which CGAs are currently being prepared were chosen and about the level of country management's commitment to mainstreaming gender. Regional representatives explained that the countries were chosen after consultations within the Bank, with a preliminary focus on IDA countries. The country director's commitment and number of staff on the ground who can carry out this work are also important considerations. The timing of CGAs is also based on what is happening on the ground and the current work underway in the country.

4. EGCG Comments on the World Development Report 2003/04: Making Services Work for Poor People

During this session the members of the EGCG provided a wide range of comments on the draft outline of the World Development Report (WDR) on *Making Services Work for Poor People*. Following this session the comments were conveyed to the WDR team. One of the main points that EGCG members raised was the need for the WDR to recognize that men and women typically have different roles, needs, interests and constraints that affect their ability to access basic services. For example, user fees tend to penalize women more than men because of women's lower incomes. Moreover, women's low social status means that they are more frequently subject to rudeness and ill-treatment by service providers, something that may discourage women from using basic services even when they are available close by and at a low price.

EGCG members stressed the importance of the WDR taking a rights-based approach and argued that the WDR can make a powerful statement by using this approach. The EGCG members also said that the WDR needs to recognize that states often rely on women's unpaid work as a substitute for providing basic services to the population (e.g., instead of providing piped water or nearby wells, the state depends on women spending many hours per day to gather water from distant sources). The WDR needs to recognize that state economic policies may undermine services to the poor. For example, taxation of medical equipment imports tends to drive up the costs of providing adequate medical care to the poor.

EGCG members suggested an array of additional basic services that the WDR ought to consider, including access to legal and judicial services, transport, and electricity. They also stressed the need for the WDR to take into consideration educational services.

5. The Operational Policy / Bank Procedure on Gender

Waafas Ofosu-Amaah, Gender Specialist from the PREM Gender and Development Group, gave the EGCG members an overview of the current status of drafting the Bank's Operational Policy (OP) and Bank Procedure (BP) on Gender and Development (OP/BP 4.20). She informed the group that the foundation for both the OP and the BP is the gender mainstreaming strategy, especially the basic process of creating an enabling environment for country-led, country-specific strategies with the Country Gender Assessments as the basic instrument.

OPs are Bank policies that follow from the Bank's Articles of Agreement and the general conditions and polices approved by the Bank's Board of Executive Directors. They establish parameters for the conduct of operations. OPs are increasingly becoming very short, focused statements of policies. The proposed draft OP on Gender and Development (OP 4.20) includes a statement of philosophy, clearly linking the OP to the Bank's poverty mandate and emphasizing the need for sustainability. The statement of philosophy also stresses the importance of the OP being informed by governments' own commitments to gender mainstreaming, including the PRSPs and the Millennium

Development Goals (MDGs). In addition to a statement of philosophy, the OP includes a statement of policy for all Bank assistance, detailing how the Bank will work with its clients, and a statement of commitment to monitoring and evaluation. The proposed draft OP also stresses the need to cross reference other relevant Bank policies, such as those on poverty reduction, investment and adjustment lending, and project supervision.

Whereas OPs are short, focused policies, the objective of Bank Procedures (BPs) is to explain how Bank staff are to carry out the policies set out in the OPs. Hence, BPs spell out the procedures and documentation required to ensure Bank-wide consistency and quality. The proposal for the draft BP 4.20 focuses on the procedural steps for the preparation of CGAs and lays out the minimum content of a CGA. The proposed draft BP also stresses that consultation with stakeholders in the country is a central feature of the CGA process. Included in the proposed draft BP are also steps for integrating the CGA findings into the country assistance program and steps for monitoring and evaluation.

Following Oforu-Amaah's presentation the floor was opened for discussion. EGCG members raised questions about how the proposed OP and BP are linked to the PRSP process, to the work of the Quality Assurance Group (QAG), and to the Operations Evaluation Department (OED), and whether the proposed OP would be presented as a safeguard policy. The issue of tools to help staff prepare CGAs was also discussed and the EGCG members were informed about the CGA website, which includes extensive resources aimed to assist staff in their preparation of the CGA.

Annex 1: Agenda

Sixth Meeting of the External Gender Consultative Group May 6-9, 2002

Sunday, May 5

EGCG members arrive

Monday, May 6

- 9:00 am – 1:00 pm Internal meeting for EGCG members
Venue: Melrose Hotel, Clifton Room
- 3:00 pm – 5:00 pm Discussion on the World Bank's Gender Mainstreaming Strategy and its Implications for Consultations with Civil Society and NGOs
Venue: World Bank, MC9W-150
- Chair: *Gobind Nankani*, Vice President, PREM
- Attending:
- *Mamphela Ramphele*, Managing Director
 - *Jeff Thindwa*, Senior Social Scientist, Social Development Department
 - Gender and Development Board and Anchor
- 7:00 pm – 9:00 pm Dinner for EGCG members and Bank staff
Venue: Bistro Francaise, 3128 M St. NW, Washington

Tuesday, May 7

Venue: I8-300

- 8:30 am – 9:00 am Continental Breakfast
- 9:00 am – 5:00 pm Workshop on *Gender and Poverty: New Perspectives*
- 5:30 pm – 7:30 pm Reception
Venue: World Bank Main Complex, Preston Auditorium Lobby

Wednesday, May 8

Venue: MC5-W150

- 8:30 am – 9:15 am Continental Breakfast and Continued Discussion on the World Bank's Gender Mainstreaming Strategy and its Implications for Consultations with Civil Society and NGOs
- 9:15 am – 10:45 am Implementing the Gender Mainstreaming Strategy
- Chair: EGCG member
 - Remarks by *Gobind Nankani*, Vice President, PREM
 - Regional presentations (Mark Blackden, AFR; Bruce Harris, EAP; Daniela Gressani, ECA; Maria Correia, LAC; Shaha Riza, MENA; and Emma Hooper, SA)
- 10:45 am – 11:00 am Break
- 11:00 am – 11:30 am Informal Discussion on the WDR 2003/04: *Making Services Work for Poor People*
- 11:30 am – 12:45 pm Informal Discussion on the OP/BP on gender

- Chair: EGCG member
 - Remarks by *Waafas Ofosu-Amaah*, Gender Specialist, PREM Gender and Development Group and EGCG member
- 1:00 pm – 2:30 pm Lunch hosted by *Jeffrey Goldstein*, Managing Director
Venue: World Bank Main Complex, Private Dining Room F
- 3:00 pm – 4:00 pm: Meeting with *Suzanne Kindervatter*, Director InterAction
- Attending: EGCG members only
- 4:00 pm – 5:00 pm Meeting with Carolyn Long, Women’s Edge
- Attending: EGCG Members only

Thursday, May 9

Wrap-up, internal EGCG deliberations, etc. Venue: MC9-W150

Annex 2: List of EGCG Members Attending the 6th EGCG Meeting

Kassey Garba

Senior Lecturer, Department of Economics, University of Ibadan, Nigeria

Naila Kabeer

Institute for Development Studies, University of Sussex, United Kingdom

Rokeya Kabir

Executive Director, Bangladesh Nari Progati Sangha, Bangladesh

Elizabeth Mary Okelo

Executive Director, Makini Schools and Makini College, Kenya

Rosalba Todaro

Researcher, Women's Studies Center, Santiago Chile, Chile

Mona Zulficar

Senior Partner and Chairperson Executive Committee, Shalakany Law Office, Egypt