

**IMPLEMENTATION OF THE GENDER MAINSTREAMING
STRATEGY: FIRST ANNUAL MONITORING REPORT, FY02**

April 23, 2003

ACRONYMS AND ABBREVIATIONS

AAA	Analytical and Advisory Services	OED	Operations Evaluation Department
AFR	Africa Region	OPCS	Operations Policy and Country Services
AIDS	Acquired Immune Deficiency Syndrome	PA	Poverty Assessment
BNPP	Bank Netherlands Partnership Program	PER	Public Expenditure Review
CAS	Country Assistance Strategy	PRSC	Poverty Reduction Support Credit
CASP	Country Assistance Progress Report	PREM	Poverty Reduction and Economic Management Network
CDD	Community Driven Development	PRMEP	PREM Economic Policy Group
CPIA	Country Policy and Institutional Assessment	PRMGE	PREM Gender and Development Group
CGA	Country Gender Assessment	PRSP	Poverty Reduction Strategy Paper
DPR	Development Policy Review	PSIA	Poverty and Social Impact Analysis
EAP	East Asia and Pacific Region	PSI	Private Sector Development & Infrastructure Network
ECA	Europe and Central Asia Region	QEA	Quality at Entry Assessment
ESMAP	Energy Sector Management Assistance Program	QAG	Quality Assurance Group
ESSD	Environmentally and Socially Sustainable Development Network	QER	Quality Enhancement Review
ESW	Economic and Sector Work	RVP	Regional Vice President
GAD	Gender and Development	SAD	Sector Adjustment Loan
GENFUND	Norwegian Trust Fund for Gender Mainstreaming	SAR	South Asia Region
GPG	Global Public Goods Incentive Fund for Gender Mainstreaming	SB	Sector Board
HD	Human Development Network	SCGA	Strategic Country Gender Assessment
HNP	Health, Nutrition and Population	SSP	Sector Strategy Paper
IDA	International Development Association	TA	Technical Assistance
JSA	Joint Staff Assessment	TF	Trust Fund
LCR	Latin America and the Caribbean Region	TTL	Task Team Leader
M&E	Monitoring and Evaluation	TSS	Transitional Support Strategy
MDG	Millennium Development Goal	WBI	World Bank Institute
MNA	Middle East and North Africa Region	WID	Women in Development
		WSS	Water Supply and Sanitation

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EXECUTIVE SUMMARY

1. This report presents the findings of the first annual monitoring of the implementation of the World Bank's gender mainstreaming strategy. It focuses on the extent to which key elements of the gender mainstreaming strategy were implemented during FY02. Progress has been measured largely in terms of outputs, i.e., the treatment of gender issues in main Bank products and actions. Outcomes will be examined in the next annual monitoring report.

2. The report is based on information submitted by the regions and additional cross-regional information collected by QAG and the Gender and Development Group in PREM (PRMGE). It focuses on the integration of gender issues into:

- country diagnosis
- policy dialogue
- analytical work, and
- lending.

3. It also describes the first year's experience and progress in aligning resources with key strategy support elements (accountabilities, funding and staffing, tools and capacity building, and partnerships), developing regional gender strategies for gender mainstreaming, and monitoring gender mainstreaming. While the focus for FY02 was mainly on progress in the regions, next year's report will also monitor and assess the progress in gender mainstreaming in the networks and will focus both on sectors where there is consistent gender integration (such as human development) and on those where gender issues are not regularly recognized or addressed.

4. The Bank-wide gender mainstreaming strategy, discussed by the Board of Executive Directors on September 18, 2001, emphasizes working with countries and other partners on a country-by-country basis to:

- diagnose key gender issues in the country, using analysis and inclusive consultations (or using other high quality diagnostic work completed by other organizations or the country itself);
- use the findings of the diagnosis in dialogue with the country to identify priority gender-responsive policies and interventions, if any; and
- in sectors that the diagnosis suggests have important gender issues, or where gender-responsive actions would have high potential benefits, integrate gender-responsive design, appraisal and supervision into projects.

Implementation of the strategy thus involves a potentially wide range of activities that span analytical work, policy advice and lending. For this reason, the pace of implementation is expected to increase gradually, especially after the first year.

5. The Bank's gender mainstreaming strategy calls for selective and strategic integration of gender issues into the Bank's work. Gender integration may proceed in a different way and scope in different networks or sectors and regions or countries; the contributions of different sectors to mainstreaming gender may not be equally reflected in the outputs and activities we report. For example, because of PREM's role in producing core diagnostic ESW, one would look to PREM more for engendered ESW. In other networks, engendered projects might be more important.

6. The monitoring information assembled for this report suggests that there was substantial progress during the first year of implementation in integrating a gender dimension into policy instruments (Country Assistance Strategies, Poverty Reduction Strategy Papers), economic and

sector work, and lending operations. Resources were also well aligned to support strategy implementation. The broad picture is positive. Over the past half-dozen years, the World Bank has come a very long way in its work on gender and development, and the results of the first year's monitoring of strategy implementation suggest that we are continuing to move in the right direction. Noteworthy findings include:

7. Country Gender Diagnosis

- The FY02 experience both reinforces the strategy's assumption that country-specific gender analysis is a key to identifying priority sectors and suggests that early integration of gender issues in the preparation of analytical, policy and lending work tends to increase the extent to which gender issues are recognized in the final product. Given the clear evidence that gender equality enhances economic growth and poverty reduction, early integration of gender issues should increase the efficacy of the Bank's efforts in a given country.
- Thirty-two country or regional gender diagnostic reports, both self-standing and as part of other core ESW, were completed or under preparation in FY02, using a variety of models that provide useful examples for other countries. Their cost varied depending on such factors as whether they were self-standing or required new analytical work, and the participatory and consultative process used.
- The resource-intensive nature of the consultative processes underscores the need to seek efficiencies by strengthening partnerships inside and outside the Bank, making greater use of available gender research, integrating gender analysis into due-diligence ESW, and providing just-in-time technical assistance to Bank country teams. Adequate funding and staffing is also needed if country gender diagnosis is to eventually be available for the many countries in which the Bank has active assistance programs.

8. Core Policy Work

- In all regions, a gender dimension was integrated in 13 out of 20 Country Assistance Strategies (CAS) completed in FY02. Gender issues were analyzed and subsequent Bank-supported actions identified in about two thirds of CASs, a significantly higher proportion than in previous years.

9. Analytical Work

- Ensuring that gender issues are systematically included in core integrative AAA/ESW such as DPRs is important because findings from country gender diagnostics inform a country's own priority development policies and programs as well as the Bank's strategic assistance to the country.
- Although the number of core diagnostic ESW tasks, such as Development Policy Reviews (DPRs), Poverty Assessments (PAs), and Public Expenditure Reviews (PERs), that integrated a gender dimension was relatively low in FY02 (7 out of a total of 39), the integration of gender issues into core ESW is expected to increase with the growing availability of background materials provided by country gender diagnoses and increased collaboration within the Bank, as well as with clients and partners. For example, PRMGE has been working strategically to help country teams engender PERs (the most frequently conducted ESW task) using information on gender budgeting provided by some of our partners (UNDP, Commonwealth Secretariat and others). Increased training for regional staff and collaboration with other development partners with expertise in this area could significantly increase the number of PERs that include a gender-based assessment of budgetary allocations.

10. Lending

- Attention to gender issues has consistently increased in lending operations, particularly in human development sectors. Progress in mainstreaming gender has been particularly strong in sectors, areas, regions or countries where relevant gender analysis has been completed.
- Targeted sector-specific funding (including thematic innovation funds and sectoral grant facilities such as InfoDev and ESMAP) and greater availability of sector-specific gender expertise, both in the Gender and Development Anchor and the regions, have facilitated a more systematic integration of gender issues throughout the project cycle and in underrepresented areas, such as law, infrastructure (especially transport), energy, rural development and HIV/AIDS.
- Attention to gender issues in core sectors such as infrastructure appears likely to increase as country-level diagnostic information becomes more widely available.

11. Leadership and Resources

- Progress in mainstreaming gender has been better in some regions, underscoring the importance of ensuring adequate leadership and resources. Where regional management prioritized gender mainstreaming and provided adequate resources and staff, including field-based staff, progress has been excellent, with demand for the services of field-based staff in many cases exceeding supply.
- Corporate incentive funding was provided in FY02 through a Global Public Goods (GPG) Incentive Fund for Gender Mainstreaming. In addition, donors provided funding specifically to accelerate gender mainstreaming, through the Norwegian (GENFUND) and Netherlands (BNPP) trust funds. This targeted funding multiplied impacts by leveraging significant regional and country resources.

Challenges

12. Key challenges for the coming year include:

- **Nurturing the ability of regional and country teams to complete country-level gender diagnostics**, and to integrate their findings into policy dialogue and core ESW. This should be done preferably in partnership with member countries and other donors, especially in regions that have large numbers of member countries. Several regions face resource constraints in implementing the gender mainstreaming strategy. In some, funds for CGA data collection, analysis or consultations are scarce; in others, the challenge is lack of staff or coordination. Management is discussing strategies for alleviating resource constraints that pose a challenge to implementing the gender mainstreaming strategy.
- **Making greater use of partnerships**: Greater collaboration within PREM and across other networks, as well as with member country governments, civil society organizations and other donors, can make the Bank's efforts to mainstream gender issues into its work more efficient and effective. Partnerships are especially important to help meet the Millennium Development Goals (MDGs), which are inter-linked and multi-sectoral. Models for partnership are being disseminated to staff and counterparts, and FY03 monitoring will assess the success of these strategies.
- **Increasing attention to gender issues in core diagnostic ESW**: Although attention to gender issues in core ESW appears to be on the rise, the proportion of reports that make full use of sex-disaggregated data and integrate gender-related findings into policy recommendations remains lower than it could be. The PREM Network, which produces

many of the core diagnostic ESW reports, is taking steps to ensure that opportunities for appropriate inclusion of the gender dimension are taken full advantage of in the future. Steps being taken include engendering guidelines for core ESW, identifying best practice examples, and classifying countries according to the types of development-relevant gender issues they face.

- **Increasing attention to gender issues in lending operations in key sectors beyond the human development sectors:** The relevance of gender issues in the education and health/nutrition/population sectors is obvious; and these sectors already show the highest degree of gender mainstreaming, with initiatives such as maternal and reproductive health and girls' education. Important gender issues also exist, however, in such sectors as water and sanitation, transport and energy. The challenge for the coming year will be not only to report on the progress in gender mainstreaming across sectors, but also to help regional staff recognize where gender issues are relevant in operations across a broad array of sectors, including human development. Next year's monitoring exercise will track and assess progress in gender mainstreaming across sectors, and WBI and the GAD Board are planning capacity building activities to increase staff's awareness of the relevance of gender issues and knowledge about how to address them in their sectors.
- **Creating an enabling environment for engendering development through increased emphasis on intensive capacity building** of staff and clients and greater knowledge and information sharing of promising practices to attain gender mainstreaming at high quality. WBI and the GAD Board are taking the lead in this effort.
- **Moving from measuring progress largely in terms of outputs to measurement of outcomes.** An outputs focus is appropriate in this first year of monitoring the gender mainstreaming strategy implementation, in which indicators are still being developed, but it is necessary to enhance monitoring and evaluation, including development of a continuous, unified Bank-wide gender M&E system, to measure and assess progress against agreed annual targets. The Gender and Development Board and Anchor are developing a system that provides an early indication of bottlenecks in implementation.
- **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:** It is too soon to tell whether the pace at which CGAs are being completed will be sufficient to meet the 3-5 year target. Hence, one of the key issues for the coming year is ascertaining whether this horizon is likely to be met or needs to be revised as part of an overall strategic plan. A straight-line projection of the first year's experience would suggest a need to revise the time frame, but the pace is expected to pick up because of increased experience with preparing CGAs, scheduling and partnerships. Monitoring of activity in FY03 should enable management to judge whether the schedule for completing CGAs needs revision.

I. The World Bank's Gender Mainstreaming Strategy

2.1. A major achievement in FY02 was the adoption of the Gender Mainstreaming Sector Strategy Paper (SSP) on Integrating Gender into the World Bank's Work, which the Board of Executive Directors discussed on September 18, 2001.¹ An Operational Memorandum giving interim instructions to staff on policy implementation was issued in FY02. The OP on gender and development (O.P. 4.20) has been revised and a BP issued to clarify the Bank's position and reflect the priorities of the SSP.

2.2. The Bank-wide gender mainstreaming strategy emphasizes working with countries and other partners on a country-by-country basis to:

- diagnose key gender issues in the country, using analysis and inclusive consultations (or using other high quality diagnostic work completed by other organizations or the country itself);
- use the findings of the diagnosis in dialogue with the country to identify priority gender-responsive policies and interventions, if any; and
- in sectors that the diagnosis suggests have important gender issues, or where gender-responsive actions would have high potential benefits, integrate gender-responsive design, appraisal and supervision into projects.

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2.4. This report presents the findings of the first annual monitoring of the implementation of the World Bank's gender mainstreaming strategy. It focuses on the extent to which key elements of the gender mainstreaming strategy were implemented during FY02. Progress has been measured largely in terms of outputs, i.e., the treatment of gender issues in main Bank products and activities. Outcomes will be examined in the next annual monitoring report. It is based on information submitted by the regions and on cross-regional information collected by QAG and the Gender and Development Group in PREM (PRMGE). The report focuses on the integration of gender issues into:

- country diagnosis
- policy dialogue
- analytical work, and
- lending.

¹ See World Bank. *Integrating Gender into the World Bank's Work: A Strategy for Action*. January 2002.

2.5. It also describes the first year's experience and progress in aligning resources with key strategy support elements (accountabilities, funding and staffing, tools and capacity building, and partnerships), developing regional gender strategies for gender mainstreaming, and monitoring gender mainstreaming. While the focus for FY02 was mainly on progress in the regions, next year's report will also monitor and assess the progress in gender mainstreaming in the networks and will focus both on sectors where there is consistent gender integration (such as human development) and on those where gender issues are not regularly recognized or addressed.

II. Country Gender Diagnostic Work

3.1. The Bank-wide gender mainstreaming strategy rests on the observation that, as with the Bank's work in other areas, an empirically based diagnosis of the gender issues that are important for economic growth and poverty reduction in a given country is the logical starting point for offering advice and assistance to clients. The strategy thus recommends that country diagnostic work be completed, in partnership with countries or other donors where possible, and used as a basis for further work on gender and development issues in the country (Box 1). The diagnostic findings are intended to: influence the strategic selection of priority areas on which the Bank's work on gender will focus in that country; determine the Bank's comparative advantage in relation to other development partners; and inform the Poverty Reduction Strategy Paper (PRSP), Country Assistance Strategy (CAS), economic and sector work (ESW) and lending operations.

Box 1. Country Gender Assessments (CGAs): Content and Process

The CGA analyzes the gender dimensions of development, and identifies gender-responsive policies and actions important for poverty reduction, economic growth, human well-being, and development effectiveness in the country. It typically includes:

- a profile of the different socioeconomic roles of females and males; male-female disparities in access to, control over, and use of assets and productive resources, and in human development indicators; the relative participation of females and males in development decision making; and laws, institutional frameworks, norms, and other societal practices that lead (implicitly or explicitly) to gender discrimination and/or gender inequality; and
- a review of the country context, including the country's policies, priorities, legal and regulatory framework, and institutional arrangements for implementing its gender and development goals;
- based on the analysis above, suggested gender-responsive policies and interventions that are relevant for reducing poverty and enhancing economic growth, human well-being and development effectiveness.

It may also include a review of the Bank's existing lending portfolio in the country.

The approach to completing CGAs is flexible. The CGA can be: a stand-alone report prepared as Bank ESW; integrated into other ESW such as the Poverty Assessment; a compilation of previous research and information, including full diagnoses prepared by other organizations; or parts of it can be included in different ESW. It can be led and managed by Bank staff, by country counterparts or by other donors, with Bank facilitation and review.

Collaboration and consultation with governments, international organizations, other donors, local NGOs and civil society institutions are part of a participatory CGA preparation process. Country ownership is key for impact on policies and programs. Consultations with different stakeholders and at different levels make it possible to prioritize the issues and areas, build ownership and divide the work of promoting gender equality among different partners, including the government, other donors and civil society organizations.

3.2. In FY02, five country gender diagnostic reports (CGAs), either self-standing or as part of other ESW, and one regional study on gender (*Gender in Transition* in ECA) were

completed, and preparatory work was started on another 26 reports (Table 1). A regional report for MNA is under preparation.

3.3. Prior to the adoption of the gender strategy, CGAs had been completed for 17 countries. The large proportion of recent CASs incorporating a gender dimension (described in a later section) suggests that gender diagnostic work is not limited only to countries that have completed some form of formal diagnostic report.

Table 1. County Gender Assessments in FY02

	Planned for FY02	Completed in FY02	Under Preparation in FY03
AFR	Benin (8) Ghana Cote d'Ivoire Kenya Tanzania Uganda Zambia Senegal	Benin (2) Ghana	Burkina Faso (8) Ethiopia Kenya Tanzania Uganda Zambia Guinea Malawi
EAP	Countries not identified in regional report (3)	Viet Nam (1)	Cambodia (6) China Indonesia Laos Mongolia Philippines
ECA	(0)	<i>Gender in Transition</i> (2) Ukraine	Bosnia (4) Bulgaria Poland Turkey
LCR	Colombia (2) The Caribbean (Jamaica, Dominican Republic, Haiti)	Brazil (1)	Colombia (2) The Caribbean
MNA	Egypt (1)	(0)	MNA Regional Report (4) Algeria Egypt Yemen
SAR	(0)	(0)	Bangladesh (3) India Pakistan
Total	(14)	(6)	(27)

REGIONAL VARIATION IN APPROACHES

3.4. As recommended in the gender mainstreaming strategy paper, there is considerable variation in the approaches used to prepare CGAs, and in the strategies followed in different regions. Some reports were self-standing, others were part of core ESW such as Poverty Assessments, and others covered more than one country. Their cost varied depending on factors such as whether they were self-standing, whether they required new analytical work, and the participatory and consultative process used.

- In the **Africa Region (AFR)**, the regional gender team developed a three-year plan for conducting Strategic Country Gender Assessments (SCGA), taking into account the timing for other key policy interventions, such as the CAS or PRSP, and other relevant factors (Box 2). Given the large number and variety of countries in the region, different approaches are being used, depending on each country's situation. Where there is little knowledge or capacity for gender analysis, Bank staff may lead

the process, with different levels of involvement and ownership by country partners. In countries with substantial knowledge and capacity for gender analysis, the process may be led by country agents and facilitated by the Bank and partners such as ILO, UNECA, and UNDP.

- In the **East Asia and Pacific Region (EAP)**, the Bank's gender team in Vietnam worked closely with the government (and with other donors) as the government prepared its own strategies and action plans for the advancement of women. The country gender assessment was comprised of work on gender issues carried out over several years by different researchers and donors, to which the Bank team attached a cover note supporting the government's plan of action.
- In the **Eastern Europe and Central Asia Region (ECA)**, a regional study on gender (*Gender in Transition*) was completed, which is intended as the basis for further diagnostic work. The Ukraine CGA was prepared as standard Bank peer-reviewed ESW, complemented with country consultations. The CGAs for Bulgaria and Bosnia are being prepared as extensive background papers for the Poverty Assessments for these countries; this same model will be used in Poland.
- In the **Latin America and Caribbean Region (LCR)**, country gender reviews have been prepared as standard Bank peer-reviewed ESW, and complemented with in-country consultations with government counterparts and civil society representatives.
- In the **Middle East and North Africa Region (MNA)**, the Bank worked closely with the National Council for Women (NCW) and Egyptian gender experts to craft the Egypt CGA. Consultations with government, civil society, and donors were held under the auspices of the NCW. The upcoming CGA for Yemen will build on the PRSP implementation process, and the CGA for Algeria will feed into the Country Assistance Strategy.
- In the **South Asia Region (SAR)**, substantial analytical work on gender issues is being carried out in five countries.

Box 2: From Bank-led to Country-owned: Country Gender Assessments in FY02

In **Benin**, the SCGA prepared by HD staff followed up on a prior and extensive in-country process of articulating a national gender strategy, and the focus was, by design, on the country team and management. In response to country demand, its findings are now being used to inform the PER and PRSC processes currently underway. In **Ghana**, the analytical base provided by Bank staff was then taken over and very effectively re-cast by the Ghanaian steering committee. The SCGA process had significant involvement by a local steering committee of female professionals with access to government decision circles; there were in-country consensus building workshops; and the assessment successfully informed Ghana's Poverty Reduction Strategy (GPRS) formulation process. The assessment recommended a broader definition of poverty in the GPRS, based on a better understanding of the economic roles of women and men.

The **Vietnam** CGA did not involve additional analysis and research on gender issues but continued an on-going dialogue on gender within the country that involved significant analytical work conducted over a period of years. The World Bank and other donors assisted the National Committee for the Advancement of Women, NCFAW, in conducting gender situation analysis and drafting policy recommendations in preparation for the five-year plan of action. Bank staff also helped NCFAW establish a Task Force for mainstreaming gender into the Comprehensive Poverty Reduction and Growth Strategy, and together with other donors, funded and facilitated research on gender-based violence and on equality of economic opportunity for women under Vietnam law. Once the government plan of action for gender was finalized, the Bank and other donors prepared their own action plans for how they would support the government's strategy. The CGA brought together the joint work done over three years, and included the government's own five year plan of action for the advancement of women and a note detailing the work that had led to the preparation of that action plan.

IMPLICATIONS

3.5. Although it is too early to judge the outcomes or results of the CGAs completed in FY02, the process of producing them has been more complex and taken longer than was anticipated by the regions. Sex disaggregated data to underpin the analysis are often difficult to find; gender issues are tied to culture, tradition, and political economy which often evoke strong opinions; and the process of consensus building around the recommendations is both very important and time consuming.

3.6. The time it takes to complete future CGAs may be shortened as Bank staff build on the FY02 experience. The resource-intensive nature of the consultative processes underscores the need to seek efficiencies by strengthening partnerships inside and outside the Bank, making greater use of available gender research, integrating gender analysis into due-diligence ESW, and providing just-in-time technical assistance to Bank country teams. Adequate funding and staffing is also needed if country gender diagnosis is to eventually be available for the many countries in which the Bank has active assistance programs

III. Policy Dialogue and Process

4.1. The number of gender-specific actions in CASs increased between FY00 and FY02. Reviews conducted by PRMGE found that gender issues were analyzed—and subsequent Bank-supported actions were identified—in 13 out of 20 CASs and TSSs (see Table 2 for regional variation). As noted earlier, this suggests that the use of analytical results is not limited to those countries that have completed formal country gender diagnostic reports. Gender issues were also included in two regional rural strategies, one in MNA and one in LAC.

Table 2. Coverage of Gender Issues in CASs, TSSs, PRSPs, and I-PRSPs, by Region, FY02

(Total number reviewed in parentheses)

	AFR	EAP	ECA	LCR	MNA	SAR	Total
CASs and TSSs	3 (5)	1 (1)	4 (7)	2 (4)	1 (1)	2 (2)	13 (20)
PRSPs and I-PRSPs	6 (8)	0 (1)	1 (3)	2 (2)	-	1 (1)	10 (15)

4.2. Although I-PRSPs and PRSPs are not World Bank products, development effectiveness is enhanced when we assist countries to integrate a gender dimension into them. The gender dimension was integrated across the majority of PRSPs and I-PRSPs in most regions (see Table 2 for regional variation).

4.3. Under the Global Public Goods (GPG) Incentive Fund for Gender Mainstreaming, the regions reported progress in mainstreaming gender issues in 11 PRSP products and ongoing processes (see Box 3 for an example). In AFR, all of the PRSP processes

targeted for intervention were successfully engendered, while in EAP gender issues were satisfactorily integrated into 1 of the 2 PRSP/JSAs targeted for intervention.

Box 3: Gender in the Bangladesh I-PRSP

The Bangladesh PRSP Task Force had not originally included promotion of gender equality in its objectives (although it intended to include a box on women's issues). GPG gender incentive funds enabled the region's gender staff to facilitate consultations of the PRSP task force with women's groups, NGOs, men and women representatives of the poor, and academics. The GPG funds also enabled Bank staff to provide examples from other countries, technical assistance and support to analyze data to the PRSP Task Force. As a result, gender was mainstreamed throughout the PRSP and women's advancement was included as its third priority action.

ASSESSMENT OF COUNTRY ASSISTANCE STRATEGIES (CASS)

4.4. PRMGE reviewed 15 Country Assistance Strategies (CASs), 5 Transitional Support Strategies (TSSs), and 13 Country Assistance Strategy Progress Reports (CASPs) completed in FY02.² The rating system described in Box 4 was used to maintain comparability with ratings from previous years. However, using the same rating system for TSSs and CASPs, which are intended to be short progress reports and reports identifying immediate priority assistance respectively, as for full CASs, may have introduced a negative bias for these products.

Box 4: Methodology for CAS Review

Each CAS, TSS, and CASP was given a score of U, M, S, or V, based on the following criteria:

- *Unsatisfactory (U)*: No mention of gender issues; or mention of gender issues, but no discussion of the relevance of those issues for the country assistance program.
- *Marginally Satisfactory (M)*: Analysis of gender issues, but no action proposed and no explanation of why actions are not needed.
- *Satisfactory (S)*: Analysis of gender issues and subsequent action proposed in at least one sector (with 1-5 of the good practices) or explanation of why action is not needed (for example, where there are actions undertaken by a donor partner, Bank-supported action may not be warranted).
- *Very Satisfactory – Good Practice (V)*: Analysis of gender issues and subsequent action in several sectors; or 6 or more of the good practices.

Good practices that determine whether a CAS, TSS or CASP is rated as satisfactory or very satisfactory:

- Recognizing male *and* female gender issues
- Designing the consultative process in a way that ensures the incorporation of gender issues
- Raising gender issues consistently throughout the CAS, TSS or CASP
- Integrating gender issues into the poverty analysis
- Conducting gender diagnoses across sectors
- Identifying the most relevant gender issues and selecting high-payoff gender-responsive actions
- Including gender-specific actions in the program matrix
- Including sex-disaggregated data
- Including gender-specific progress indicators
- Including or referring to a gender profile.

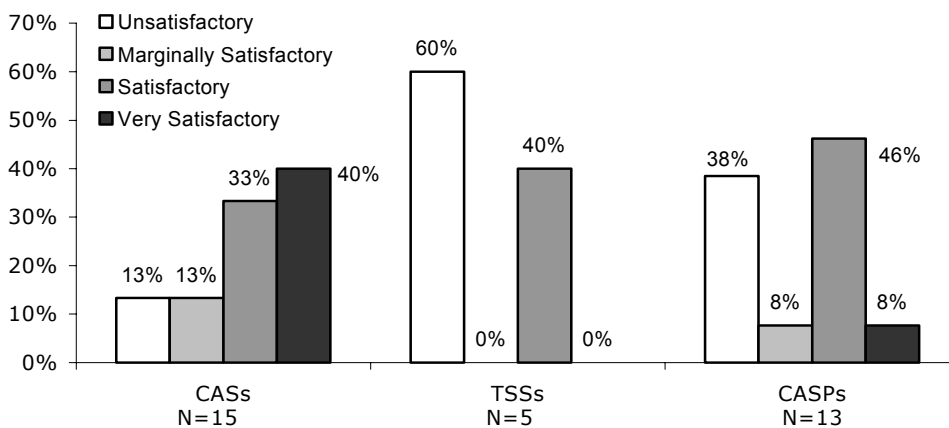
4.5. Overall, 73 percent of the CASs, 54 percent of the CASPs, and 40 percent of the TSSs were rated Satisfactory or Very Satisfactory, i.e., they not only included gender

² CASs for Albania, Guyana, Russian Federation, Philippines, Belarus, Bulgaria, Latvia, Chile, El Salvador, Mexico, Arab Republic of Egypt, Pakistan, Mauritania, Mauritius, and Uzbekistan were reviewed, as were TSSs for Burundi, Democratic Republic of Congo, Sierra Leone, FYR of Macedonia, and Afghanistan, and CASPs for Argentina, Bosnia-Herzegovina, Brazil, Cape Verde, Croatia, Guinea, Hungary, Niger, Turkey, Kyrgyz Republic, Vietnam, Guatemala, and Moldova.

analysis but also proposed Bank-supported actions targeting gender inequalities in at least one sector (see Figure 1).

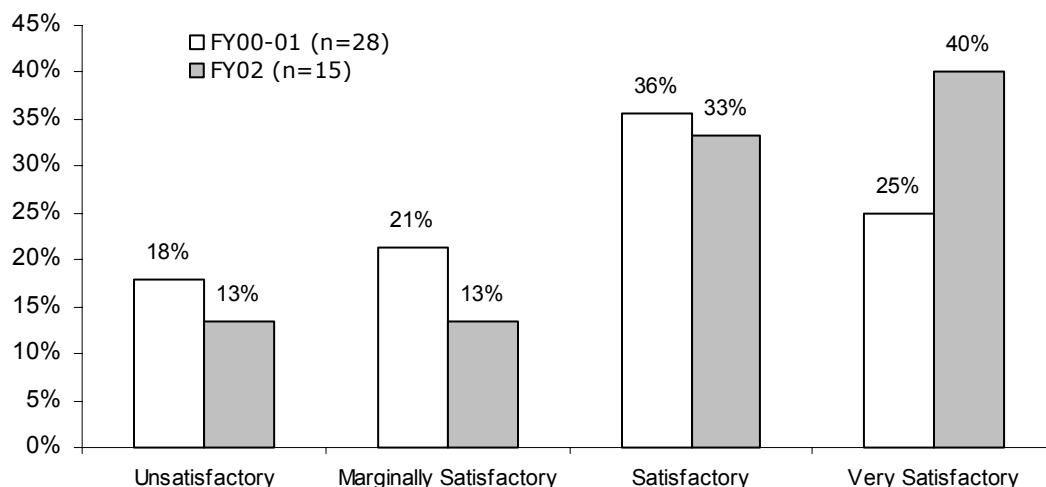
4.6. The methodology for assessing and rating the CAS is different from that of the PRSP and I-PRSP, because the reviews were conducted as part of different Bank-wide reviews and because the products reviewed are different. Different rating systems were also used for evaluating ESW and lending operations (see Boxes 9, 10 and 11). Note, however, that the different rating systems share certain core considerations, e.g., the level of gender-based analysis, types of actions proposed, if any, and any proposals to monitor and evaluate the impact of those actions. For FY03, efforts are underway to devise a unified rating system that can be used across most or all products.

Figure 1. Integration of Gender Dimension in CASs, TSSs, and CASPs, FY02



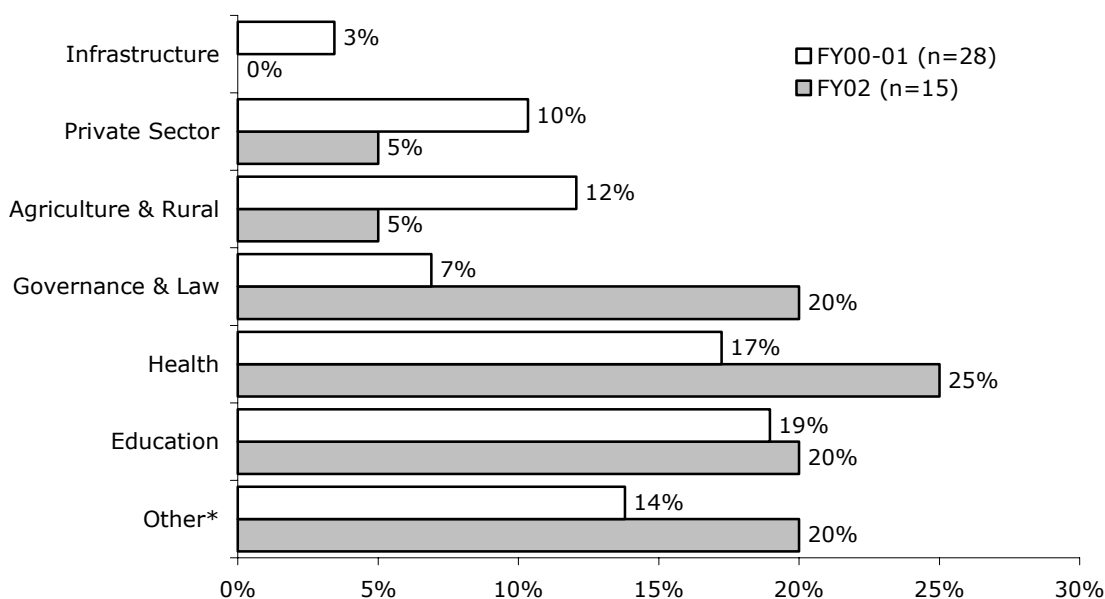
4.7. The proportion of FY02 CASs rated Satisfactory or Very Satisfactory increased to 73 percent from 61 percent in FY00-01. The increase was especially large for those rated Very Satisfactory: 40 percent in FY02, up from 25 percent in FY00-01 (see Figure 2). This is an important accomplishment for the Bank.

Figure 2. Change in the Degree of Integration of the Gender Dimension in CASs between FY00-01 and FY02



4.8. As in previous years, the FY02 review found that gender-related actions were clustered in the HD sectors, mainly education and health (45 percent of all gender-related actions proposed, as shown in Figure 3) as well as governance and law (20 percent). It also found that those CASs that proposed Bank-supported gender-related actions in multiple sectors had generally been informed by prior gender analysis (see Box 5 for an example). Such analysis was instrumental in determining priority areas for Bank support; that is, identifying the sectors where gender-responsive actions would have particularly high development impact for the country.

Figure 3. CASs with Proposed Gender Action by Sector or Theme (% of Total Actions Proposed)



*social protection (including labor force participation), domestic violence issues

Box 5: Philippines CAS Integrates Results from Previous Gender Strategy and Profile

The 1999 Gender Strategy and Profile in the Philippines, a precursor to the Country Gender Assessment (CGA), recognized four high priority areas for intervention: violence against women and children, gender in governance, reproductive health, and women workers in the informal sector. Actions in the CAS were proposed in three of these areas. In the area of governance, for instance, the CAS proposes that the Bank seek to mobilize funds to strengthen the capacity of the National Commission on the Role of the Filipino Women so that it can provide technical assistance to agencies and local government units by enhancing the capabilities of its staff, establishing internal mechanisms, and developing a range of technical assistance packages for agencies and local government. Although there is no proposed action regarding informal sector workers, the CAS recognizes the role of the International Labor Organization in this area.

REVIEW OF POVERTY REDUCTION STRATEGY PAPERS (PRSPs) AND JOINT STAFF ASSESSMENTS (JSAs) OF PRSPs

4.9. Although I-PRSPs and PRSPs are not World Bank products, development effectiveness is enhanced when we assist countries to integrate a gender dimension into them. PRMGE’s review of the country-led 28 I-PRSPs and 11 full PRSPs found variation in the coverage of gender issues.³ The review estimated an overall score for each I-PRSP and PRSP based on an average score for each core element and each sector (see Box 6 for the scoring system).

Box 6: Scoring System for PRSP Review

- 0 = no mention of gender issues
- 1 = some consideration of gender issues
- 2 = gender issues treated with more elaboration

The review of the treatment of gender issues in JSAs found that sector-specific gender issues were assessed in two out of 11 JSAs of full PRSPs.

4.10. **Poverty Reduction Strategy Papers (PRSPs).** Some PRSPs conducted a comprehensive diagnosis, which included disaggregation by sex (see Table 3). Attention to gender issues tended to decline, however, in the progression from diagnosis to public actions to monitoring.

Table 3. Coverage of Gender Issues in PRSPs by Core Elements (average scores)

Core element	I-PRSPs	PRSPs
Diagnosis	0.5	0.8
Public actions	0.5	0.8
Monitoring	0.3	0.6

4.11. Coverage of gender issues was better in education, health, and governance than in other sectors, such as infrastructure or financial services (see Table 4). Although uniform attention across sectors is not to be expected, the empirical evidence suggests that gender issues are important for development in most sectors. Increased availability of

Table 4. Treatment of Gender Issues in PRSPs, by Sector (average scores)

Sector	I-PRSPs	PRSPs
Health, Nutrition & Population	1.2	1.7
Education	0.9	1.5
Governance	0.5	0.8
Labor Markets	0.5	0.7
Agriculture	0.3	0.6
Financial Services	0.2	0.5
Infrastructure	0.1	0.3
Safety Nets	0.2	0.1

³ I-PRSPs were reviewed for Albania, Azerbaijan, Benin, Bolivia, Cameroon, Cambodia, Cape Verde, Democratic Republic of Congo, Cote d’Ivoire, Djibouti, Ethiopia, Kyrgyz Republic, Gambia, Georgia, Guyana, Honduras, FYR of Macedonia, Malawi, Moldova, Mongolia, Mozambique, Nicaragua, Pakistan, Rwanda, Sao Tome and Principe, Sierra Leone, Tanzania, and Republic of Yemen. Full PRSPs were reviewed for Albania, Bolivia, Burkina Faso, Honduras, Mauritania, Mozambique, Nicaragua, Niger, Tanzania. Uganda, and Zambia.

information from country gender diagnoses should help improve attention to gender across sectors in PRSPs.

4.12. **Joint Staff Assessments (JSAs) of PRSPs.** The Gender SSP recommends integrating a gender dimension into the JSAs prepared by World Bank and IMF staff. Only two JSAs for the 11 full PRSPs made an effort to assess gender issues in specific sectors. When specific comments were made, they tended to be vague. Less than one-third of the JSAs of I-PRSPs recommended further steps in diagnosis, actions or monitoring related to gender. This relative inattention to gender issues in JSAs may reflect inadequate guidance for country teams implementing the JSA questionnaire, differing priorities between the Bank and the IMF, or a lack of information about relevant gender issues among the teams conducting the JSAs. Again, enhanced information through country gender diagnostics should help Bank staff and counterparts become more sensitive to gender issues important for development in a given country.

Box 7: Gender is a Strategic Priority Area for the Middle East and North Africa Region

At the December 2001 Regional Retreat at which the MNA Regional Strategy was formulated/ratified, gender was identified one of five strategic priority areas (along with water, education, public sector management, and private sector development). These areas are meant to serve as focus for all activities undertaken in the region. A focus on gender is to be reflected especially in CASs/PRSPs, sector strategies, and individual operations.

IMPLICATIONS

4.13. The review of gender mainstreaming in policy dialogue during FY02 suggests the following:

- Regional variation in the coverage of gender issues in CASs and PRSPs was small. Other indicators show that the legal, policy and institutional framework in most countries is becoming more conducive for gender-responsive development programs.
- The FY02 experience both reconfirms the strategy's assumption that country-specific gender analysis is key to identifying priority sectors for Bank interventions and suggests that the earlier the integration of gender issues in the preparation of analytical, policy and lending work, the greater will be the extent to which gender issues are reflected in the Bank's strategy for a particular country.
- For example, early integration of gender issues into the preparation process for I-PRSPs and PRSPs, especially through training and awareness-raising workshops, can significantly increase the extent to which gender issues are recognized in the final product. Relatively small amounts of funding for conducting such workshops can have an impact beyond the integration of a gender dimension in the poverty reduction strategies, for example, by increasing the demand for gender analysis across sectors.
- For both PRSPs and CASs, the availability of country-specific gender analysis, through sectoral research or a CGA, is a key factor in recognizing priority sectors for intervention. Addressing gender issues in a wide range of sectors is more likely

when CGAs and other analysis identify areas for priority intervention. A more systematic attention to gender issues is likely when gender-responsive ESW provides informed understanding of the country-specific gender-related bottlenecks to development.

- Strategic and focused collaboration with different partners throughout the Bank and externally will not only assist the integration of a gender dimension into core diagnostic and policy tasks (see next section), but should also improve the gender-responsiveness of JSAs.

IV. Economic and Sector Work (ESW), Analytical Work and Research

5.1. This section considers two sets of ESW: core diagnostic ESW and ESW in countries funded under IDA12. Core diagnostic ESW is considered because it forms the analytical underpinnings of the country-specific policy and operational interventions for Bank assistance and is a key input into CASs and often into PRSPs. The findings of PRMGE’s review of 29 ESW tasks conducted as part of a retrospective review of IDA operations funded by the IDA12 replenishment (FY00-FY02) are also reported.

5.2. In FY02, a gender dimension was integrated into seven out of 39 core diagnostic ESW tasks. Sex-disaggregated data were used, gender issues were included in multiple sectors, and cross-sectoral implications were considered in one out of four Development Policy Reviews (DPRs), in two out of 12 Poverty Assessments (PAs), and in four out of 23 Public Expenditure Reviews (PERs). Table 5 shows the regional variation in the four types of ESW analyzed. Other types of core diagnostic ESW were not analyzed.

Table 5. Coverage of Gender Issues in Core Diagnostic ESW, by Region, FY02
(Total number of ESW completed in parentheses)

Core diagnostic ESW	AFR	EAP	ECA	LCR	MNA	SAR	Total
Development Policy Reviews	-	0 (2)	-	-	1 (1)	0 (1)	1 (4)
Poverty Assessments (PAs)	-	0 (2)	2 (2)	0 (4)	0 (2)	0 (2)	2 (12)
Public Expenditure Reviews (PERs)	1 (6)	1 (3)	0 (7)	0 (4)	1 (1)	1 (2)	4 (23)
Total	1 (6)	1 (7)	2 (9)	0 (8)	2 (4)	1 (5)	7 (39)

5.3. Increasing the number of PAs and PERs with gender analysis is important because the findings from these country diagnostics are synthesized into integrative assessments such as the DPRs, which in turn serve as inputs to a country’s own prioritizing of development policies and programs as well as to the Bank’s strategic assistance to the country (see Box 8 for an example). PRMGE is working with selected country teams to engender PERs in order to provide good practice examples.

Box 8: Cutting-edge Research Informs Policy Dialogue on Downsizing in Vietnam

Cutting-edge analytical work undertaken by DECRG on the impacts of public sector downsizing found that displaced female employees benefit more from lump-sum compensation than from standard severance packages. Based on this finding, the Vietnamese government will modify its assistance package to workers displaced during its upcoming state-owned enterprise (SOE) downsizing program to include a substantial lump-sum component. As Vietnam transitions to a more market-based economy, approximately 6000 SOEs, currently employing 5% of the labor force, will be liquidated, divested or restructured. This follows the massive restructuring of loss-making SOEs in the early 1990s, which led to the separation of about one-third of the public sector workforce. The World Bank is providing budgetary support to Vietnam's overall economic reform program, including this round of SOE reforms, through a Poverty Reduction Support Credit (PRSC). In order to prevent popular discontent that may arise with the entire reform program once mass layoffs are underway, the government has established a special fund to pay for severance packages for the displaced workers. The design of the special fund will be modified in order to minimize the costs to workers, particularly to female employees. The inclusion of a lump-sum component in the severance packages is based directly on research conducted by the World Bank as an input into Vietnam's reform program. The PRSC has specified that implementation of these modifications is a condition for release of the second tranche of the credit.

5.4. Gender mainstreaming into non-lending activities, especially for training and preparation of relevant tools, guidelines and background research materials, has been supported by corporate and donor funding in addition to regular Bank budget.

- In ECA, MNA, and SAR, gender-related issues were included in two PAs and two PERs supported by the GPG Fund for Gender Mainstreaming.
- Funding from the Norwegian GENFUND Trust Fund supported the production of 12 region-specific research and analytical pieces focusing on gender issues, several of which were in areas such as law, transport, and agribusiness.

5.5. The Bank-Netherlands Partnership Program is supporting a program of research on Economic Policy and Gender. The findings from this study will support integration of the gender dimension in core diagnostic ESW and other economic policy products. In FY02, in addition to integrating a gender dimension into the Uganda PER, 26 analytical pieces were completed under this program in the areas of trade and competitiveness (10), labor markets (6), public expenditure (3), pensions (5), and administrative and civil service reform (2) (see Annex 2 for a complete list of studies).

ASSESSMENT OF ESW IN IDA12

5.6. A retrospective review of IDA operations funded by the IDA12 replenishment (FY00-FY02) was conducted in FY02.⁴ As part of the retrospective, PRMGE reviewed 29 ESW tasks to assess their treatment of the gender dimension and found that about 31 percent of the ESW tasks were satisfactory or highly satisfactory in their treatment of gender issues (see Figure 4). Another 30 percent were marginally satisfactory and close to 40 percent were rated unsatisfactory (see Box 9 for a description of the methodology).

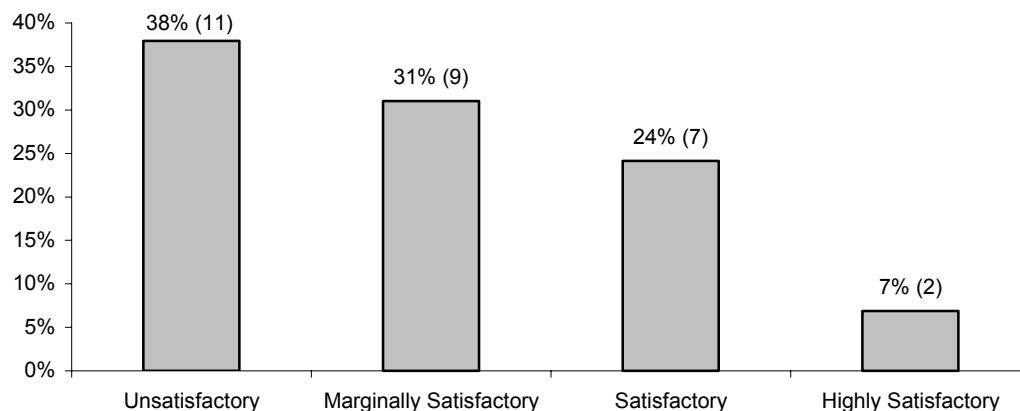
Box 9: Methodology for ESW Review

Ratings were:

- **Unsatisfactory:** little or no mention of gender issues & no proposed gender-inclusive approaches
- **Marginally Satisfactory:** addresses gender differences & emphasizes women's participation
- **Satisfactory:** uses sex-disaggregated data and considers gender issues in more than one theme or sector
- **Highly Satisfactory:** uses gender analysis throughout, considers cross-sectoral implications; targets specific barriers to gender equality

Sampling: Based on the sample for QAG's *Quality of ESW FY00 and FY01* studies. (Gender reviews and assessments were not included in the QAG samples.)

Figure 4. Ratings for 29 IDA12 ESW Tasks, FY00-02



5.7. The following were found to be common shortcomings in those tasks rated unsatisfactory and marginally satisfactory:

- inadequate use of sex-disaggregated data to inform analysis;
- some tasks addressed gender-based differences in one sector, such as education, but did not extend the analysis to related issues, such as the impact of illiteracy on labor force participation;
- less attention to gender issues beyond the HD sectors; and
- gender analysis often did not lead to operational or policy recommendations.

IMPLICATIONS

5.8. The monitoring of analytical work for FY02 suggests the following:

⁴ See Resource Mobilization Department (FRM), *Draft IDA12 Retrospective Review (2000-2002)*, December 2002

- Whether a gender dimension is integrated into non-lending activities depends on the availability of funds for training, developing tools and guidelines (including statistical databases), and new analytical work, especially in the area of economic policy and gender. The momentum of integrating gender analysis into core diagnostic ESW is expected to accelerate with the availability of more gender-informed background analysis and increased internal and external collaborations.
- Working collaboratively to ensure that gender issues are systematically integrated into DPRs is important because of the key role of these integrative reports in policy dialogue and for the Bank's strategic assistance to countries, and the efficiencies that collaboration can provide.
- A strategic entry point for collaboration to engender analytical products may be Public Expenditure Reviews, because they are the most frequently conducted ESW tasks. Integrating a gender dimension is relatively straightforward, in part because of research on gender-responsive budgeting recently conducted by the Bank's donor partners (UNDP, Commonwealth Secretariat and others). Increased training for regional staff and collaboration with other development partners with expertise in this area could significantly increase the number of PERs that include a gender-based assessment of budgetary allocations.

V. Lending Operations

6.1. Attention to gender issues in lending operations has been increasing steadily, and a majority of operations now include a gender aspect. Reviews of recent projects found that the gender dimension tended to weaken with the progression from analysis to action, and from action to monitoring and evaluation. Attention to gender issues varied across sectors; support from the GENFUND and from thematic innovation funds helped to ensure that a subset of projects in infrastructure (especially transport), rural development and HIV/AIDS was engendered.

6.2. A review of operations that were specifically supported by the Global Public Goods Incentive Fund for Gender Mainstreaming (GPG) found that:

- In AFR, a gender dimension was integrated into all four targeted HIV/AIDS (MAP) operations.
- In EAP, gender analysis and actions were included in 16 of the 23 projects targeted for gender mainstreaming under the GPG. A noteworthy lending operation was Vietnam's FY02 PRSC, which included recommendations for sex-disaggregated severance packages for laid-off public sector employees (Box 8).
- In LAC, gender-related actions were successfully included in 40 of 50 targeted lending operations across sectors.
- In ECA, MNA, and SAR, no targets for lending operations were reported under the GPG; training and analytical work were emphasized instead. In SAR, however, there are two full lending operations which focus on gender and gender

issues are being addressed in several other projects, even though none of these were supported by the GPG.

ASSESSMENT OF GENDER MAINSTREAMING IN LENDING OPERATIONS

6.3. **Fourth Quality-at-Entry Assessment (QEA4)**⁵: Conducted by the Quality Assurance Group in FY02, the QEA4 review (see Box 10 for methodology) found that 67 percent of operations with relevant gender-related issues addressed them effectively.

- Sixty-five percent of operations identified gender issues during preparation, compared to 28 percent in QEA3, which reviewed 80 operations approved during CY99.
- Fifty-two percent of operations specifically identified women as beneficiaries in the project design.
- Forty-nine percent of operations had adequate mechanisms to monitor gender impacts.
- Thirty-three percent of operations included adequate assessment of the effect of the project's activities on women's empowerment.
- Gender was identified as relevant in eight of 18 adjustment operations, four of which explicitly identified gender issues, and three of which had measures to monitor gender impacts. One adjustment operation that identified gender issues was rated as having dealt with gender satisfactorily and another one was found to be highly satisfactory.

Box 10: Methodology for Gender Analysis in QEA4

Four gender sub-questions:

- Were gender issues identified during preparation?
- Does the project design ensure inclusion of women as project beneficiaries?
- Is there an adequate assessment of the project's effect on the empowerment of women?
- Are there adequate mechanisms in place to monitor gender impacts?

Sampling: Random sample of 100 operations approved by the Board between 01/01/2000 and 06/30/2001. The sample covered 23 percent of 442 operations approved during this period, spread over 42 County Management Units & 46 Sector Management Units.

6.4. **Review of IDA12 operations (FY00-FY02)**: As part of the IDA12 retrospective,⁶ PRMGE reviewed 29 IDA12 operations approved in FY00 to FY02 (as of March 2002; see Figure 5). In reviewing the findings below, note that IDA credits are only a portion of the World Bank's lending portfolio. Key findings were:

- projects incorporating gender-specific actions (WID 2) increased from 19 percent in FY00 to 42 percent in FY02 (methodology described in Box 11); and

Box 11: Methodology for Review of IDA12 Operations

WID (women in development) rating system:

- 0 = No mention of gender or women
- 1 = Some discussion of gender issues but no gender-relevant actions
- 2 = Gender concerns are analyzed and specific gender-related actions are initiated

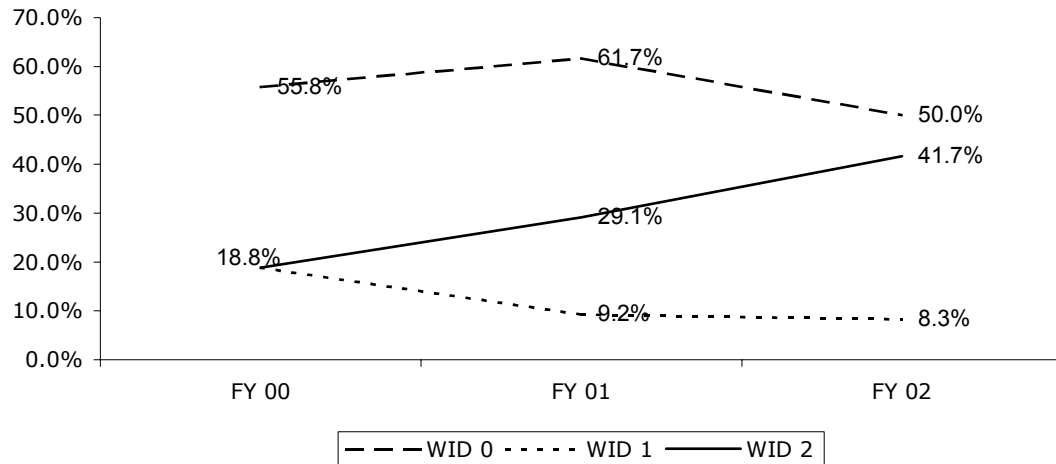
Stratified Random Sampling: Sample drawn from the IDA 12 FY02 portfolio as of 03/2002. There were 129 projects for FY00, 141 for FY01 and 12 for FY02.

⁵ See Quality Assessment Group (QAG), *2002 Quality At Entry of Operations (QEA4) - A QAG Assessment*, March 11, 2002

⁶ See Resource Mobilization Department (FRM), *Draft IDA12 Retrospective Review (2000-2002)*, December 2002

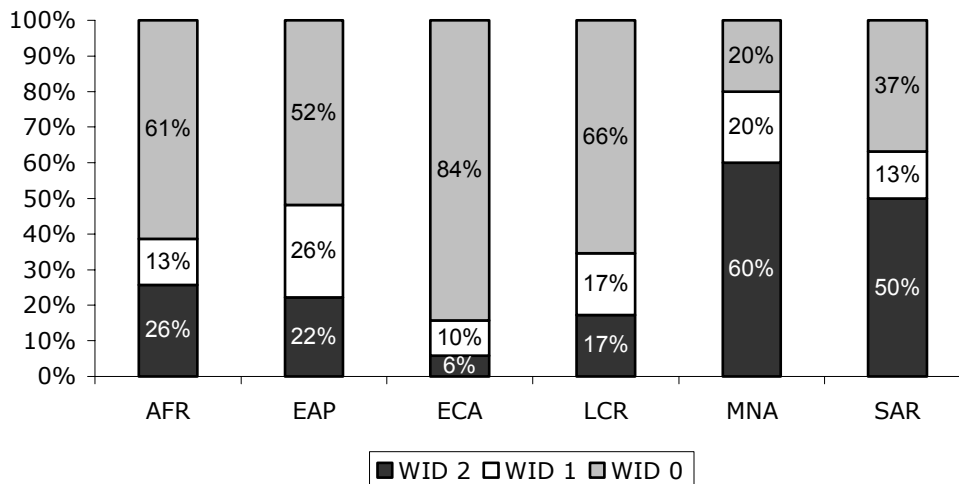
- the proportion of projects failing to mention gender issues at all (WID 0) decreased from 56 percent to 50 percent.

Figure 5. Changes in WID Ratings for IDA12 Operations, FY00-FY02



6.5. **Regional Distribution.** MNA and SAR have the highest proportion of IDA12 projects with gender-related actions (see Figure 6), at 60 and 50 percent respectively, while ECA and LCR have the lowest proportion, at 6 and 17 percent respectively.

Figure 6. Regional Variations in WID Ratings, FY00-02



6.6. Sectoral Distribution

Overall, the HD and ESSD networks had the highest proportion of IDA12 projects with WID 2 ratings, with Health/Nutrition/Population, Education, and Social Protection having the highest proportion, as shown in Table 6. Social protection also had a high proportion of projects with WID 2 ratings.

Table 6. Percent of IDA12 Projects with a WID 2 Rating, by Sector and Network

	%	Total No.
HD Network		
Education	54%	28
Health, Nutrition & Population	63%	30
Social Protection	48%	25
ESSD Network		
Agriculture & Rural Development	39%	31
Environment	11%	9
PSI Network		
Water Supply and Sanitation	21%	14
Oil, Gas & Petroleum	33%	3
Transport	4%	23
Urban Development	12%	8
Private Sector Development	16%	19
PREM Network		
Economic Policy	10%	21
Governance & Public Sector Reform	7%	27

IMPLICATIONS

6.7. The monitoring data on recent lending operations suggests the following conclusions:

- Attention to gender issues in lending operations has increased steadily, but is still relatively infrequent in some sectors. Dissemination of good practice examples funded by the GENFUND and other sources may help to increase attention to gender in a wider range of sectors. A particular area for strengthening across projects in all sectors is the development and use of mechanisms to monitor gender-related impacts adequately. This is being brought to the attention of sector directors and managers in the regions.
- As more country gender diagnosis becomes available, attention to gender issues in sectors identified as having important gender-related bottlenecks to development is expected to grow.

VI. Aligning Resources With Strategy Elements

7.1. The gender SSP recommended that accountabilities, funding, staffing, tools, capacity building, and partnerships be aligned to help implement the gender mainstreaming strategy. This section briefly describes monitoring results for each of these resource areas.

ACCOUNTABILITIES

7.2. Responsibilities and accountabilities for implementing the gender strategy were set out in the Gender SSP, some of which are institutionalized in the revised OP/BP on Gender and Development (4.20).

7.3. Continued collaboration within the institution resulted in a gender dimension being integrated into other sector strategies and operational policies, including

- sector strategy papers for Rural Development and Private Sector Development;
- revised operational policies for Poverty Reduction (OP 1.00) and Adjustment Lending (OD 8.60); and
- sourcebooks/handbooks for the Poverty and Social Impact Analysis (PSIA), and for Social Development and Social Analysis.

FUNDING AND STAFFING

7.4. **Funding:** Targeted funding for mainstreaming gender in the Bank's work in FY02 came from Bank regional or country budgets, Global Public Goods Incentive Fund for Gender Mainstreaming (GPG), Trust Fund for Gender Mainstreaming, GENFUND (Norway), and BNPP Trust Funds (Netherlands). Through the GPG, the Management Committee granted \$600,000 for the implementation of the Gender Mainstreaming SSP in FY02, provided the regions matched the funds. The regions more than doubled the funds to match the GPG.

7.5. All regions provided substantial funding from their country or regional budgets, and all but South Asia made full use of the funding from the GPG Incentive Fund for Gender Mainstreaming. The total amount of GPG funds for South Asia was not fully disbursed, partly because of significant security restrictions in the region after the attacks of September 11, 2001, including a 2-month time period when no missions were undertaken.

7.6. **Regional Staffing.** Most regions have a regional gender coordinator. However, in some regions the incumbents of these positions have changed frequently, affecting the continuity and effectiveness of the work on gender mainstreaming. Points of particular note include:

- In **EAP**, most field-based country gender coordinators have been converted from consultants to regular staff, thereby preserving experience and know-how.
- In **ECA**, a region with over two dozen countries, all countries now have gender focal points, and efforts to upgrade their skills are underway.
- In **SAR**, an acting gender coordinator will be in place until the incoming Sector Manager, Social Development, has reviewed the function and identified the most suitable solution for this highly decentralized Region. Four countries out of eight have field-based gender focal points who spend a substantial amount of their time on this issue; a fifth country will have a gender focal point in FY03. A field-based gender coordinator is being hired in FY03 for Afghanistan.

7.7. The regions organize their human resources for gender work quite differently, but many are thinly staffed for helping operational staff mainstream gender into the Bank's normal business. Some senior managers perceive this and the lack of a clear career path for gender specialists in the Bank as a critical bottleneck to gender mainstreaming.

Frequent use of substantial numbers of consultants also suggests a need for staffing up in this area. The Gender and Development Board is currently conducting a strategic staffing study to determine the staffing needs and priorities for mainstreaming gender Bank-wide.

TOOLS AND CAPACITY BUILDING FOR IMPLEMENTING THE STRATEGY

7.8. Thirty formal learning and training programs or events were held in FY02, 16 of which were organized by or conducted in the regions. There were also 26 informal seminars on gender issues. Two electronic databases with sex-disaggregated and gender-relevant statistics and 11 websites were established or updated, and 10 sets of tools or gender training materials were produced (see Annex 1 for a list of learning events and databases, websites, and other tools for gender mainstreaming).

7.9. PRMGE and regional staff collaboration with WBI was expanded to integrate a gender dimension into WBI programs, including training on labor markets, social protection, rural development and HIV/AIDS. WBI also conducted an assessment of gender integration into its programs that provided directions for future steps and collaboration. Also, for the first time, WBI has hired a full-time gender coordinator to work across sectors and regions.

7.10. Promising new directions led by WBI towards capacity building to help advance gender mainstreaming included:

- the Bank Netherlands Partnership Program (BNPP) capacity building window, which is awarding around \$1.4 million in new grants to fund gender capacity building efforts in Bank member countries;
- the integration of gender issues within high level, high visibility regional activities such as the recent Mediterranean Development Forum;
- the launch of a new course on gender and development, developed jointly by PRMGE and WBI, to enhance Bank staff knowledge and skills;
- the ongoing work to strengthen the gender dimension of training on PRSPs, including within WBI's Attacking Poverty Program, to address the problem of declining attention to gender issues as PRSPs progress from diagnosis to public actions to monitoring; and
- the integration of gender-based budgeting within WBI training on fiscal decentralization for client countries, which could lead to an increased number of PERs that include a gender-based assessment of budgetary allocations.

7.11. Educating Bank staff and clients about the importance and relevance of gender in their work is central to mainstreaming gender in all Bank work. Scaling up the work on capacity building and providing staff and clients with tools and technical assistance, as well as more dissemination campaigns and second generation research on gender issues relevant to different sectors and regions, will increase the momentum for integrating a gender dimension into core policy and diagnostic tasks and into a wider range of sectors. The feedback from regional staff is that they need training on specific tools,

methodologies, and operational cross-country experiences, rather than gender awareness training.

PARTNERSHIPS

7.12. GENFUND. In 2001, the Government of Norway provided a Trust Fund for Gender Mainstreaming (GENFUND), which was replenished in 2002.⁷ Additional funding has been made available for 2003. The GENFUND supports innovative gender mainstreaming in Bank activities to develop good practice examples and contribute to an institutional culture of greater attention to gender issues.

- The GENFUND has already allocated almost \$1 million to gender mainstreaming activities (about \$500,000 in Spring 2001 and \$450,000 in Spring 2002). By the end of FY02, about 83 percent of the allocated funding from the first tranche had been disbursed.
- The GENFUND portfolio includes 22 innovative projects that incorporate gender-responsive analysis and action, 12 funded under the first tranche and 10 under the second.
- About one-third of GENFUND activities support the integration of gender issues into Poverty Reduction Strategy Papers (PRSPs) and Poverty Assessments; almost one-fifth of the funding resources supports gender-sensitive training, capacity building, monitoring and evaluation.
- Several activities focus on integrating a gender perspective into thematic areas such as post-conflict, micro-credit and health, especially HIV/AIDS.
- Half of the projects focus on activities in the Africa region.

7.13. BNPP. In FY02, the Bank-Netherlands Partnership Program (BNPP) provided a total of \$208,000 to support two Bank-wide initiatives: the international dissemination of *Engendering Development* and the Gender Mainstreaming Strategy, and the Economic Policy and Gender Program described earlier.

- The BNPP dissemination monies supported regional workshops and other training events, translations, website development, and document printing and mailing.
- The Economic Policy and Gender Program (multi-year, with a total allocation of \$500,000) will provide World Bank staff with analytical tools, operational experience and research for deciding when analysis of gender issues should be a high priority in particular areas of economic policy and for making country-specific recommendations. In FY01-03 (as of November 2002), over \$130,000 in BNPP funds had been disbursed to hire consultants to do research in five areas. About 60 percent of the funds have been allocated for trade and competitiveness. Research is also under way on safety nets and transfers (see Annex 2 for the complete list of studies).

⁷ See PREM Gender and Development Group (PRMGE), *Norwegian Trust Fund for Gender Mainstreaming – GENFUND, Annual Progress Report*, July 2002

7.14. Other Partnerships. Enhanced collaboration with civil society, other donors and the UN system in FY02 included:

- Funding from bilateral donors for regional initiatives, such as the Canadian International Development Association's (CIDA) support for engendering the Djibouti PRSP.
- In the Africa Region, the grant-funded Gender and Law Program--currently active in 8 countries--provided institutional strengthening and capacity building support to Ministries of Women's Affairs and collaborating NGOs (Associations of women jurists and legal aid NGOs) to promote gender-responsive legal reform, legal literacy/education, and improved access to legal and judicial services for the poor and socially vulnerable, with a particular focus on poor women. The Region plans to extend the program to a further 6 countries in FY03-04.
- Corporate-level collaboration with civil society via the External Gender Consultative Group, Consultative Council on Gender for the Middle East and North Africa Region (MNA CCG), and country-level consultative groups.
- Support and consultations with government, civil society groups and community groups on gender-focused development actions, particularly for integrating a gender dimension in the PRSP process.
- Corporate-level collaboration with such UN agencies as the Inter-Agency Network on Women and Gender Equality, the Commission on the Status of Women, Office of the High Commissioner on Human Rights, the Division for the Advancement of Women, and with the Working Party on Gender Equality of the OECD/DAC.
- Corporate collaboration with UN Agencies, the Working Party on Gender Equality of the OECD/DAC, and bilateral donors on research and dissemination activities concerning the central role of gender equality for achieving all of the Millennium Development Goals.
- PRR/Gender SSP dissemination events in Europe, East Asia, MNA, and for UN, OAS and ABCDE conferences.
- Collaboration on Gender and ICT issues with USAID, UN agencies, NGOs, JBIC, JICA, IADB, and the private sector.

7.15. Partnerships are particularly important for achieving the Millennium Development Goals (MDGs), because these goals are interlinked and require international collaboration if they are to be met. The Bank's approach to gender issues fits well with the MDGs, one of which is to promote gender equality and empower women. The Bank's research on gender and development issues suggests that gender equality will be important for achieving the other MDGs as well.

VII. Monitoring and Evaluation (M&E)

8.1. Monitoring gender mainstreaming across the Bank and preparing regional reports will require a continuous gender M&E process; a unified gender M&E system with

common, agreed reporting requirements for regional annual reports; and building capacity within the Bank for monitoring and evaluating gender mainstreaming. Most evaluation of gender mainstreaming and the impact of the Bank's work on gender can be done as part of other evaluations such as the country assistance evaluation, the QAG reviews or the PRSPs/JSAs.

FIRST ANNUAL REGIONAL MONITORING REPORTS

8.2. As recommended in the Gender SSP, each region prepared a first annual monitoring report covering progress in gender mainstreaming for FY02, which were used as a basis for this report. Because the regional reports were pilots, they differed in their coverage, methodology and format. A review of the regional reports found that:

- *The regions monitor their portfolio for gender mainstreaming differently:* There is considerable variation in the scope and depth of regional monitoring. EAP seems to have the most formal system, involving collaboration with sectoral staff.
- *There are very few evaluations of results and impacts,* which is to be expected, given the early stage in the implementation of the strategy. This will become more important with time, however, and the M&E process needs to recognize this.

8.3. The Gender and Development Board and PRMGE will develop a common regional gender M&E tracking and reporting system for FY03, which will facilitate summarizing and comparing the work done in different regions. In collaboration with other units within the Bank, efforts to integrate a gender dimension into existing Bank evaluations will also be increased.

THE GENDER MONITORING AND EVALUATION (M&E) SYSTEM

8.4. The following issues emerged from the experience of monitoring gender mainstreaming across the Bank and preparing the regional reports:

- Preparing the Bank-wide annual report involves more than summarizing the regional reports. There are several assessments and reviews of the integration of gender considerations every year, such as CAS, PRSP, sectoral and QAG reviews. Thus, collecting information on progress on gender mainstreaming calls for adequate staffing, both in PRMGE and the regions, to carry out M&E activities on a continuous basis.
- Adequate monitoring and evaluation of progress in gender mainstreaming by the regions calls for a common gender M&E system with a set of agreed reporting requirements for interim monitoring for the annual reports to provide early warning regarding implementation bottlenecks. It is also necessary to build capacity within the Bank for monitoring and evaluating gender mainstreaming, particularly among the regional staff responsible for M&E and for preparing the annual regional reports. Regional staff and PRMGE will collaborate in setting up the gender M&E system and providing capacity building during FY03.

- Because monitoring and evaluation should be done with reference to pre-determined goals, targets and indicators, both the regions and the Anchor will need to prepare action plans for their work on gender mainstreaming, which can be monitored and evaluated on an annual basis. The regional plans will be based on the plans for each country, which in turn would be determined within the CAS and informed by the country gender assessment.
- The Gender SSP calls for integrating a gender dimension into the different types of evaluation carried out in the Bank, as has been done with QAG reviews. Most work on evaluating the impact of the Bank's work on gender will be done as part of evaluations such as the country assistance evaluation (CAE) or the PRSPs/JSAs, rather than as self-standing gender evaluations. Collaboration will continue with QAG and other evaluation units to integrate a gender dimension into their assessments and prepare reviewers to identify and assess tasks for gender integration. This will involve setting up partnerships, formalizing the process, clarifying the guidelines, and training reviewers for assessing how gender is addressed in Bank products and processes.

VIII. Conclusions

9.1. Overall, the first year's experience in implementing the gender mainstreaming strategy suggests that there is a growing momentum within the Bank to include a gender dimension in many of the Bank's key products and processes. Greater attention to gender issues could be achieved, however, and would enhance the effectiveness of the Bank's work.

CHALLENGES

9.2. Key challenges for the coming year include:

- **Nurturing the ability of regional and country teams to complete country-level gender diagnostics, and to integrate their findings into policy dialogue and core ESW.** This should be done preferably in partnership with member countries and other donors, especially in regions that have large numbers of member countries. Several regions face resource constraints in implementing the gender mainstreaming strategy. In some, funding for CGA data collection, analysis or consultations is scarce; in others, the challenge is lack of staff or coordination. Management is discussing strategies for alleviating resource constraints that pose a challenge to implementing the gender mainstreaming strategy.
- **Making greater use of partnerships:** Partnerships within PREM and across the networks could also serve to engender more of the Bank's products at a relatively low cost. Greater collaboration with member country governments and civil society organizations and other donors can make the Bank's efforts to mainstream gender

issues into its work more efficient and effective. For example, in countries with rich bodies of existing research on gender issues, CGAs might be completed through a literature review done in partnership with academic specialists and complemented with consultations. Partnerships are especially important to help meet the Millennium Development Goals (MDGs), which are inter-linked and multi-sectoral. Models for partnership are being disseminated to staff and counterparts, and FY03 monitoring will assess the success of these strategies.

- **Increasing attention to gender issues in core diagnostic ESW:** Although attention to gender issues in core ESW appears to be on the rise, the proportion of reports that make full use of sex-disaggregated data, and integrate gender-related findings into policy recommendations remains lower than it could be. The PREM Network, which produces many of the core diagnostic ESW reports, is taking steps to ensure that opportunities for appropriate inclusion of the gender dimension are taken full advantage of in the future. Steps being taken include engendering guidelines for core ESW, identifying best practice examples, and classifying countries according to the types of development-relevant gender issues they face.
- **Increasing attention to gender issues in lending operations in key sectors beyond the human development sectors:** The relevance of gender issues in the education and health/nutrition/population sectors is obvious and these sectors already show the highest degree of gender mainstreaming, with initiatives such as maternal and reproductive health and girls' education. Important gender issues also exist, however, in such sectors as water and sanitation, transport and energy. The challenge for the coming year will be not only to report on the progress in gender mainstreaming across sectors, but also to help regional staff recognize where gender issues are relevant in operations across a broad array of sectors, including human development. Next year's monitoring exercise will track and assess progress in gender mainstreaming across sectors, and WBI and the GAD Board are planning capacity building activities to increase staff's awareness of the relevance of gender issues and knowledge about how to address them in their sectors.
- **Creating an enabling environment for engendering development through increased emphasis on intensive capacity building of staff and clients** and greater knowledge and information sharing of promising practices to attain high quality gender mainstreaming. Such capacity building will contribute to accelerating the pace of CGA preparation, as well as enhancing recognition of the importance and application of the gender dimension in key products such as DPRs, PAs, PERs, and lending in sectors such as water and sanitation, transport and energy, where the review found that gender aspects could be strengthened. WBI and the GAD Board are taking the lead in this effort.
- **Moving from measuring progress largely in terms of outputs to measurement of outcomes.** An outputs focus is appropriate in this first year of monitoring the gender mainstreaming strategy implementation, in which indicators are still being developed, but it is necessary to enhance monitoring and evaluation, including development of a continuous, unified Bank-wide gender M&E system, to measure and assess progress against agreed annual targets. The Gender and Development Board and Anchor are

developing a system that provides an early indication of bottlenecks in implementation.

- **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:** It is too soon to tell whether the pace at which CGAs are being completed will be sufficient to meet the 3-5 year target. Hence, one of the key issues for the coming year is ascertaining whether this plan needs to be revised. A straight-line projection of the first year's experience would suggest a need to revise the time frame, but the pace is expected to pick up because of increased experience with preparing CGAs, scheduling and partnerships. Monitoring of activity in FY03 should enable management to judge whether the schedule for completing CGAs needs revision.

9.3. The broad picture is positive and a concerted effort to meet these challenges in the coming year is planned. Over the past half-dozen years, the World Bank has come a very long way in its work on gender and development, and the findings of the first year's monitoring of strategy implementation suggest that we are continuing to move in the right direction.

Annex 1. Implementation of the Bank's Gender Mainstreaming Strategy: Tools and Capacity Building Provided

Formal Gender Learning and Training Events, FY02

<ul style="list-style-type: none"> • Addressing Gender Issues in Project Preparation • PREM Knowledge and Learning Week: 7 seminars • Tools for Implementing the Gender Strategy: Integrating gender in CGAs, CASs, PRSPs • Integrating Gender into Operations: Design, Implementation, and Monitoring & Evaluation • New Agendas for Poverty Reduction Strategies: How to Integrate Gender & Health • Gender Mainstreaming in the infoDev workshop • Gender Issues in the Bank's Work, Orientation Program for New Lawyers in the Bank • 4th Annual Gender and Law Conference: "Gender Equality in Rights and Access" • ESSD Week: 3 panels on Gender and Rural Development • Engendering Africa's Regional Operations Training Program • Regional Conference on Gender Issues in Post-Conflict Societies in Eastern and Southern Africa • Engendering Multi-Country HIV/AIDS Program (MAP) in Kenya • Engendering Multi-Country HIV/AIDS Program (MAP) in Sierra Leone • Ghana: Country-led National Workshop on Integrating Gender into the Ghana Poverty Reduction Strategy, GPRS • EAP Gender Mentoring Program • Workshop to Ensure more Gender Content in PRSPs for East Asia • LCR: Supporting Poor Families from a Gender, Race and Generational Perspective: Public Policy and Operational Dimensions • MNA Dialogue Series: 4 seminars • Egypt CGA Workshop • Brainstorming on Gender Assessment of Bangladesh National Budget • India: 2 Workshops on key gender issues in the Health and the Forestry sectors

Databases, Websites and Tools for Gender Mainstreaming, FY02

Databases	
<ul style="list-style-type: none"> • <i>Genderstats</i> – The database of gender statistics and indicators was revised, updated and expanded to include new indicators and modules (http://genderstats). • <i>Africa Country Gender Database (ACGD)</i> contains indicators and gender profiles for all SSA countries, available at http://www.worldbank.org/afr/gender/countryprofile2.htm 	
Websites	
<ul style="list-style-type: none"> • Gender and Economic Policy • Country Gender Assessments • Gender and HIV/AIDS • GenFund • Gender and the Digital Divide 	<ul style="list-style-type: none"> • Mainstreaming Gender in South Asia • Gender in the Africa Region – revised • Gender in MNA, EAP and LAC – updated • GenderNet (Gender web site) – revised and updated
Tools	
<ul style="list-style-type: none"> • Toolkits on (1) Integrating Gender into Rural Development Monitoring and Evaluation, (2) Education and Professional Training of Women Lawyers, (3) Gender and Forestry (India), and (4) Gender and Health (India) • Gender and Development Briefing Notes on 7 sectors or topics • Tools for Gender Monitoring and Evaluation in the Benin Social Fund • Tools for engendering the HIV/AIDS program in Sierra Leone • Africa Gender training materials/modules in four areas 	

Annex 2. Gender and Economic Policy Studies Completed in FY02

Trade and Competitiveness

- *Trade and Competitiveness: Summary of Issues.*
- *Does Trade Liberalization Have Gender-Differentiated Effects: A Literature Review* by Safaa El-Kogali and Elena Nizalova
- *Gender in Mexico's Maquila Industry* by Cynthia J. Brown
- *The Home as the Factory Floor: Employment and Remuneration of Home-based Workers* by Wendy Cunningham and Carlos Ramos Gomez
- *Seasonal Adjustment in a Market for Temporary Agricultural Workers: Fruit Workers in Chile* by Lovell Jarvis and Esperanza Vera-Toscano
- *Gender Differences in Monetary Gains from Export-Led Growth: Textile and Apparel Industry in Madagascar* by Alessandro Nicita and Susan Razzaz
- *Does Trade Promote Gender Wage Equity? Evidence from East Asia* by Gunseli Berik, Yana van der Meulen Rodgers and Joseph E. Zviglich, Jr.
- *International Trade and Wage Discrimination* by Gunseli Berik, Yana van der Meulen Rodgers and Joseph E. Zviglich, Jr.
- *Does Globalization Reduce the Gender Wage Gap?* by Remco Oostendorp
- *International Product Market Integration and Household Labor Supply in a Poor Economy* by Eric Edmonds and Nina Pavcnik

Public Expenditure

- *Gender and Public Social Spending: Disaggregating Benefit Incidence* by Lionel Demery
- *Public Service Utilization and Benefit: Literature Review* by Stephen Younger
- *Enhancing Service Delivery to Cambodian Women and Girls Through Improved Resource Allocation and Institutional Reform: Gender Issues in Public Expenditures* by Susan R. Razzaz

Administrative and Civil Service Reform

- *Designing Public Sector Downsizing Programs: How to Minimize Negative Distributional Consequences* by Susan R. Razzaz
- *Gender Differentiated Effects of Public Sector Downsizing – Background Note* by Gurushri Swamy

Labor Markets

- *Gender Dimensions of Public Employment Schemes* by Gurushri Swamy
- *Protecting Women and Promoting Equality in the Labor Market: Theory and Evidence* by Yana van der Meulen Rodgers
- *Revisiting the Link Between Poverty and Child Labor: The Ghanaian Experience* by Niels-Hugo Blunch and Dorte Verner
- *The Effect of Early Childhood Development Programs on Women's Labor Force Participation and Older Children's Schooling in Kenya* by Michael M. Lokshin, Elena Glinskaya, and Marito Garcia
- *Children's Work and Schooling: Does Gender Matter? Evidence from the Peru LSMS Panel Data* by Nadeem Ilahi
- *Gender Dimensions of Child Labor and Street Children in Brazil* by Emily Gustafsson-Wright, Hnin Hnin Pyne

Pensions

- *The Gender Impact of Pension Reform: What is it and Why?* by Susan R. Razzaz
- *The Gender Impact of Pension Reform: A Cross-Country Analysis* by Estelle James, Alejandra Cox-Edwards and Rebeca Wong
- *Pension Reform in the Former Soviet Union* by Paulette Castel and Louise Fox
- *Social Security Reform and Women's Pensions* by Alejandra Cox-Edwards
- *Gender and Social Protection* by Susan Razzaz