

**ASIAN DEVELOPMENT BANK  
Independent Evaluation Department**

**SPECIAL EVALUATION STUDY**

**ON**

**THE ASIAN DEVELOPMENT BANK'S SUPPORT TO  
GENDER AND DEVELOPMENT  
PHASE I: RELEVANCE, RESPONSIVENESS, AND RESULTS TO DATE**

In this electronic file, the report is followed by Management's response, and the Board of Directors' Development Effectiveness Committee (DEC) Chair's summary of a discussion of the report by DEC.



## Evaluation Study

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# The Asian Development Bank's Support to Gender and Development

## Phase I: Relevance, Responsiveness, and Results to Date

Independent Evaluation Department

**Asian Development Bank**

## ABBREVIATIONS

ADB	–	Asian Development Bank
ADF	–	Asian Development Fund
ADTA	–	advisory technical assistance
AfDB	–	African Development Bank
CAP	–	country assistance plan
CAPE	–	country assistance program evaluation
CGA	–	country gender assessment
CIDA	–	Canadian International Development Agency
COSS	–	country operational strategy study
CPS	–	country partnership strategy
CSP	–	country strategy and program
CWRD	–	Central and West Asia Department
DAC	–	Development Assistance Committee
DMC	–	developing member country
DMF	–	design and monitoring framework
EARD	–	East Asia Department
EFG	–	External Forum on Gender
EPRS	–	Enhanced Poverty Reduction Strategy
GAD	–	gender and development
GAP	–	gender action plan
GDCF	–	Gender and Development Cooperation Fund
GDI	–	gender development index
IDA	–	International Development Association
JFPR	–	Japan Fund for Poverty Reduction
Lao PDR	–	Lao People's Democratic Republic
M&E	–	monitoring and evaluation
MDG	–	Millennium Development Goal
MTS	–	Medium-Term Strategy
OCR	–	ordinary capital resources
PARD	–	Pacific Department
PCR	–	project completion report
PPR	–	project performance report
PPTA	–	project preparatory technical assistance
PRC	–	People's Republic of China
PRS	–	Poverty Reduction Strategy
RD	–	regional department
RETA	–	regional technical assistance
RF	–	Results Framework
RGA	–	rapid gender assessment
RM	–	resident mission
RSDD	–	Regional and Sustainable Development Department
RSGS	–	Poverty Reduction, Gender, and Social Development Division
SAPE	–	sector assistance program evaluation

SARD	–	South Asia Department
SERD	–	Southeast Asia Department
SES	–	special evaluation study
TA	–	technical assistance
TCR	–	technical assistance completion report
TWG	–	Technical Working Group
UNDP	–	United Nations Development Programme
WID	–	women in development
WSS	–	water supply and sanitation

**NOTE**

In this report, "\$" refers to US dollars.

**Key Words**

adb, aid effectiveness, asian development bank, gender equity, gender mainstreaming, gender monitoring, inclusive growth, women's empowerment, poverty reduction, capacity development

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Progress on Implementing Recommendations and Lessons Identified on Mainstreaming Gender since the Policy on Gender and Development

Attachments:	Management Response DEC Chair Summary
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## EXECUTIVE SUMMARY

The Board of Directors of the Asian Development Bank (ADB) approved the Policy on Gender and Development (GAD) in May 1998. Unlike the earlier policy on the Role of Women in Development (WID) formulated in September 1985, which promoted individual interventions to improve the well-being and empowerment of women, GAD was seen as a crosscutting theme influencing all social and economic processes. Accordingly, the 1998 GAD Policy (the Policy) adopted mainstreaming as a key strategy to promote gender equality throughout ADB's operations in developing member countries (DMCs). The Policy thus called primarily for the incorporation of gender considerations into all aspects of ADB activities from macroeconomic and sector work through policy dialogue and lending and technical assistance (TA) operations including program and sector loans. The Policy also mentioned that increased attention will be given to addressing directly gender disparities by designing a larger number of projects with GAD either as a primary or secondary objective in health, education, agriculture, natural resource management, and financial services, especially microcredit, while also ensuring that gender concerns are addressed in other ADB projects, including those in the infrastructure sector. The main point of the Policy is that ADB should address GAD throughout the whole range of its operations and the project cycle.

Following the adoption of the Policy, ADB introduced in 2001 a four-category classification of gender orientation in its operations for better operationalization and capture of the mainstreaming envisaged under the Policy: (i) Category I: gender equity as a thematic classification includes gender analysis during project preparation, gender action plans, and loan covenants to support its implementation; (ii) Category II: effective gender mainstreaming has several design features to facilitate women's access to program/project benefits; (iii) Category III has some gender benefits and considers gender issues as part of the social analysis during project preparation; and (iv) Category IV has no gender elements. Building on this categorization, ADB introduced targets for Category I and II projects of 40% of all sovereign projects *by numbers* to be achieved by 2012 as part of the ADB Results Framework (RF) adopted in 2008.

The Policy, the operationalization measures above, and the evolution of ADB's strategic agenda culminating in the adoption the Long-Term Strategic Framework (LTSF) of ADB (2008–2020) [Strategy 2020] set the context for this special evaluation study (SES) on ADB's Support for GAD over the period 1998 to 2008. The SES is designed to be undertaken in two phases: a headquarters-based study in Phase I (this report) for completion in 2009 and a field-based study in Phase II to be completed in 2010. Phase I study assesses the effectiveness of ADB's implementation of the Policy to date based on three criteria: relevance, responsiveness, and results. Based thereon, Phase I suggests strategic actions at the headquarters to improve effectiveness of policy implementation in the changing context defined by Strategy 2020. In Phase II, field studies in selected DMCs will assess gender outcomes of completed projects and their sustainability and seek stakeholder feedback on gender mainstreaming and the effectiveness of gender-related operations in their countries to come up with actions needed to be taken by ADB in the DMCs to enhance gender outcomes of ADB assistance.

The Phase I assessment of the progress made to date in ADB's implementation of the Policy is based mainly on a desk review of about 494 documents, including reports and recommendations of the President, project implementation review reports, projects and TA completion reports, and relevant independent evaluation reports drawn from all sectors and regional departments (RDs) of ADB. The review was supplemented by interviews with gender focal points of RDs and staff of the Regional and Sustainable Development Department

(RSDD). Taking note of Strategy 2020's implications for future ADB operations, the assessment draws attention to the gap between the stated objectives of the Policy and its actual implementation, largely due to a lack of clarity on how the Policy can be made more operationally effective in a changing context. This lack of clarity arises from the current input-based and process-oriented emphasis in policy implementation and the absence of defined outputs and outcomes of gender mainstreaming that could be monitored and assessed against targets. Another finding is that during the first half of the SES review period, ADB showed an improving trend in relation to the GAD targets under the RF and performed well to reach a peak in 2003. However, the performance thereafter showed a decline. These, and other findings, follow in the assessment below.

## Relevance

The assessment on relevance concludes that the Policy was relevant at the time of its approval and in the then prevailing ADB and DMC context. It remains relevant also for ADB's current operations and DMC development challenges. However, the change in operational priorities (more on infrastructure) since the last 5 years, initially under the Medium-Term Strategy (MTS) II 2006–2008 and subsequently under Strategy 2020, has resulted in a gap between the applicability of the Policy and Strategy 2020's emphasis on five core sectors. The implementation of the Policy in many of these areas remains limited (with exception to education, selected rural infrastructure, and microfinance component of the financial sector), which may be one of the reasons that GAD achievements against targets in the RF have declined recently and remains a challenge for the future.

Also, by setting a target in 2008 in the RF for only two of the four categories but no target for the larger objective of mainstreaming, the attention to mainstreaming gender in Category III and IV projects is diluted. This is even more of an issue under Strategy 2020, which requires 80% of ADB's assistance to be in core sectors—infrastructure, education, environment, financial sector, regional cooperation and integration—at least some of which tend to typically fall under Category III (with exception to education, selected rural infrastructure, and microfinance component of the financial sector). Also, Strategy 2020 aims to significantly increase ADB lending through private sector operations/nonsovereign operations. This poses additional challenges for gender mainstreaming as ADB's GAD targets under the RF do not cover private sector operations/nonsovereign operations. As such, clarity is needed on the mechanisms for gender mainstreaming for it to be a driver of change as envisaged under Strategy 2020. Also, an assessment is needed of the extent to which particular sector operations can build in GAD and also of the approaches to achieve this.

Looking ahead, effective realization of the objectives of the Policy in ADB's future operations under Strategy 2020 also appears less likely based on the current input-cum-process orientation in the implementation of the Policy and related GAD targets under the RF, thereby diminishing future effectiveness and in turn, the future relevance of the Policy as currently practiced. While one of the key elements of the Policy is to systematically assess the impact of a project on men and women, there are no indicators specified for such assessment. Since the targets set in the RF are input targets, they do not address outcomes or impacts of the Policy or the emphasis of Strategy 2020. Given that the Policy has been in place for over a decade, it is time to adopt indicators for outcome targets to assess the impact of gender mainstreaming under the Policy.

In view of all of the above, the relevance rating has been assessed as *relevant* rather than *highly relevant*.



## Responsiveness

The SES examines how responsive ADB has been to its commitments under the Policy. Responsiveness is assessed from three points of view: (i) institutional responsiveness, i.e., how responsive has ADB been as an institution in providing the support needed to implement the Policy through increased financial and human resources; (ii) operational responsiveness, i.e., how has ADB incorporated the Policy into its operations; and (iii) external responsiveness, i.e., how have external partners supplemented or assisted the implementation of the Policy.

**Institutional Responsiveness.** Phase I assessment is that ADB's institutional responsiveness to its commitments under the Policy is mixed and there is scope for improvement. The Independent Evaluation Department's (IED's) SES on GAD undertaken in 2001, just a few years after the Policy was approved, took a critical look at the fundamental issues that influence the design and implementation of gender considerations in ADB-financed projects. Among the lessons and recommendations of the 2001 SES that were recognized for addressing by ADB during country strategy formulation and project design stage of the project cycle were the following: (i) through country strategy and policy dialogue, promote GAD policies to support the removal of structural barriers affecting women in DMCs; (ii) provide adequate resources to enhance the capacity of ADB staff and training and skill building to operationalize the Policy within ADB; and (iii) allocate TA resources for GAD policy development in DMCs. ADB's response to these lessons and recommendations has been limited, and many of the recommendations are still valid today.

Four gender specialist positions (two that were existing and two additional positions) were envisaged in the Policy but, between 2005 and 2008, ADB operated with two gender specialists. Consequently, the expected training of operational staff and the dissemination of knowledge on GAD were much less intensive than expected. The situation is improving since 2009 after the recruitment of one gender specialist in RSDD and the creation of four positions for the RDs, two of which have been filled. The challenge to train staff in GAD still remains, especially in terms of coverage, depth of knowledge, and frequency. Reduced number of gender specialists and difficulties in scheduling training programs mainly contributed to this. A positive step was the establishment and continued funding of the External Forum on Gender, a panel of experts from outside ADB, who provide advice and guidance on the progress of gender mainstreaming.

In terms of increasing resources to promote and guide gender activities using regional TA (RETA) funding, ADB recruited national gender consultants in six resident missions (RMs)—Bangladesh, Indonesia, Nepal, Pakistan, Uzbekistan, and Viet Nam—and they have been operational for a number of years. In these countries, the level of GAD lending (proportion of Category I and Category II projects in the country portfolios) was higher than ADB average over the period 1998 to 2008. Among other factors, the presence of national gender consultants appears to have helped raise the level of GAD lending. However, their sustainability and continuity is questionable as they are RETA-funded.

To implement the Policy, ADB issued the GAD Plan of Action for 2000–2003 in October 2001 and subsequently updated it in 2002 to harmonize it with an ADB-wide institutional reorganization. The Plan of Action was reviewed in 2006 and was found to be a useful basis to track GAD initiatives. However, to overcome the limitations of the first Plan of Action, the review recommended preparing the Second Gender Plan of Action with concrete and monitorable commitments to further guide policy implementation. The second GAD Plan of Action (2008–2010) takes a task-oriented approach and has identified activities in the three areas including

programming and lending operations, policy dialogue and support to DMCs, and organizational effectiveness. However, the targets set in these plans of action remain input oriented rather than output or outcome oriented.

ADB has also established a GAD database, an informative website, and prepared manual/handbooks. The first handbook on gender was prepared in 1994 prior to the 1998 policy. The second handbook was prepared in 2001 and was further updated in 2007. All three include good practice cases and sample terms of reference for gender mainstreaming. Design and monitoring frameworks (DMFs), and also self-evaluation and postevaluation reports, however, built insufficient gender indicators.

**Operational Responsiveness.** The 2006 Implementation Review of the Policy on GAD highlighted the (i) gaps in upstream and downstream implementation of the Policy; (ii) challenge of promoting gender as a crosscutting theme, where ADB operations are structured across regional and sector lines; (iii) need to identify and monitor gender-related results; and (iv) need to prepare an ADB-wide second gender plan of action with concrete and monitorable departmental commitments to further guide policy implementation. The response to these lessons has been mixed.

Most RDs have been following the requirements of the Policy and the Operations Manual by preparing country gender assessments and including a gender strategy as an appendix in the country strategy although with a lag. This, however, has not necessarily led to larger share of GAD projects in the country portfolios. Rather, other factors seem to have had greater influence on the share of GAD projects in a country: Asian Development Fund (ADF) availability; availability of resources from TA, and Japan Fund for Poverty Reduction that supplement financing of the software components (i.e., training, development of institutional capacity) in projects with ordinary capital resources; availability of champions at levels of the individual mission leaders, directors, and directors general committed to gender mainstreaming; ADB's own leverage in the country; and the commitment of the executing agency to gender mainstreaming.

At the operational level, RDs (and their RMs) were quite responsive to the Policy during the first half of the SES review period despite the time and resource constraints under which they operate. It reached a peak in 2003 when the share of qualified GAD projects amounted to 46.8% (with the target for 2012 in the RF being 40%). However, since 2003, the proportion of GAD projects has steadily declined in all but one RD. This trend is worrisome and points to reduced responsiveness during the second half of the SES period. The only exception to this is East Asia Department where the proportion increased from 7.7% in 2003 to 23.5% in 2008.

In terms of monitoring and evaluation (M&E), the responsiveness is *modest*. Both the Policy and the associated section of the Operations Manual presume sound monitoring of GAD actions. Despite the efforts of GAD specialists to track GAD activities in ongoing operations, little has been done in terms of standard official documentation to ensure that monitoring takes place. RM-based gender specialists are contributing to build capacity of executing agencies to implement and monitor GAD activities. However, project performance reports and other M&E documents do not contain a specific section to track GAD achievements.

**External Responsiveness.** External responsiveness has been positive. ADB's partners in development have been responsive to the Policy, as demonstrated by their willingness to contribute to the Gender and Development Cooperation Fund (GDCF), in addition to ADF contributions. The GDCF, a leverage fund, was established as a separate multi-agency

umbrella facility in May 2003, with initial contributions from the governments of Canada, Denmark, and Norway. Additional contributions have also been made by the governments of Canada, Denmark, Norway, and Ireland. As of September 2009, the total GDCF amounted to \$11.9 million, of which about 11% or \$1.3 million was still uncommitted.

On balance, the record on ADB's responsiveness is somewhat mixed, and has been assessed as *modest*, especially with the decline in the share of GAD-oriented projects after 2003 and the inability to adequately demonstrate gender mainstreaming and/or gender benefits in a large part of its operations—infrastructure, policy-based lending, regional cooperation and integration, and private sector operations/nonsovereign operations.

## Results

The SES reviewed the achievements of the GAD-oriented operations through a meta-evaluation of related published project completion and evaluation reports for Category I and II projects: 31 project completion reports (PCRs), 15 country assistance program evaluations (CAPEs), 2 sector assistance program evaluations (SAPEs), and 20 rapid gender assessments to capture the trends in results by region, year of approval, sector, and modality. These were assessed as *major*, *moderate*, *minor*, *none*, and *uncertain* achievements. The in-depth PCR analysis is also corroborated by the available broader evaluations.

It is difficult to conclude that GAD has been wholly mainstreamed throughout ADB's activities. Successes have tended to be focused on the education, health, agriculture and water supply sectors, as well as on microfinance projects with an agriculture/rural focus. The PCR review showed that major GAD achievements were found in 50% of Category I projects reviewed and in only 38% of Category II projects reviewed. It is noted that the PCRs contained several examples of well-intended GAD interventions that failed, because they suffered from typical implementation and sustainability issues common to other projects. The most successful modalities for achieving positive GAD outcomes were project loans and sector development programs, with program loans having the least achievements. Data also seems to indicate a declining trend in GAD achievements since 2003, although this may turn out to be skewed evidence resulting from a larger number of program loans in the data for later years.

On a regional basis, positive GAD outcomes are skewed to Southeast Asian countries, both in number and in the level of positive GAD results. In general, GAD policy dialogue initiatives (as reported in CAPEs and SAPEs) seem to have been somewhat sparse, but significant in some particular instances. For example, in Nepal, the amendment of the Civil Service Act 2007 and the enactment of the Gender Equality Act 2006 were certainly major accomplishments directly attributable to ADB-supported interventions. And on a more modest scale, policy dialogue activities in Bangladesh, Cambodia, and Indonesia led to positive GAD outputs.

Most of the gender-related TA support has been for gender capacity building in DMCs. While there is anecdotal evidence of successful TAs, there is no systematic monitoring and reporting mechanism put in place to see how the grant-funded activities contributed to GAD outcomes. TA completion reports indicate that ADB assistance helped the government agencies adopt and implement sector-level gender policies, strategies, and action plans.

The results of the relatively small number of completed GAD projects and program loans are mixed and are assessed as *likely modest*. They also show that it is possible to accomplish major GAD achievements, but this requires strategically selecting projects for GAD interventions

and ensuring that the GAD components, as well as the projects themselves, are properly implemented and monitored.

## Conclusions

The SES concludes that the policy objectives and its emphasis on gender mainstreaming in all aspects of ADB operations, accompanied by efforts to encourage women's participation in the decision-making process in development activities, remains relevant to the DMC development challenges, as well as ADB's development agenda. Implementation performance in relation to GAD targets under the RF showed an improving trend until 2003, but declined thereafter, partly due to the changed assistance priorities, initially under MTS II and subsequently under Strategy 2020. Implementation of the Policy as currently practiced makes effective realization of the objectives of the Policy in ADB's future operations less likely, thereby diminishing future effectiveness of the Policy and, in turn, the future relevance of the Policy. To correct this, ADB will need to clarify and intensify the application of the Policy, keeping in mind Strategy 2020's sharp focus on five core operational areas and the emphasis on private sector operations/nonsovereign operations. There is an apparent gap between the Policy and its implementation as reflected in the lack of demonstrable gender benefits and/or gender mainstreaming in infrastructure, program loans, regional cooperation and integration, and private sector operations/nonsovereign operations.

Policy implementation is input-cum-process oriented and lacks defined outputs/outcomes that could be monitored and measured against targets. The mechanisms to monitor and evaluate GAD outcomes are also not fully developed.

ADB's institutional responsiveness to the Policy is rated modest. Responses to some elements of prior reviews and evaluations are not adequately demonstrated (e.g., building in house capacity, policy dialogue to remove structural barriers to GAD in DMCs, monitoring gender results). The performance is better in knowledge management and information dissemination, coordination with stakeholders, and strengthening capacity building in selected RMs.

ADB's operational responsiveness was good in the first half of the SES review period as reflected in Category I and Category II GAD projects reaching 46.8% of all projects in 2003 from 17.6% in 1998. But, since then, there has been a steady decline in the proportion of Category I and Category II GAD projects to 23.4% in 2008. Only in East Asia Department did the ratio show an increase from low levels earlier to over 23% in 2008 partly due to diversification of the portfolio in the People's Republic of China to urban and rural development projects.

ADB's external responsiveness has been good as demonstrated by the willingness of development partners to contribute to the GDCF, and their active participation in ADB's External Forum on Gender and continued support to ADF.

A number of factors influenced ADB's gender results. They include (i) inadequate staff with gender development skills at headquarters and RMs; (ii) uneven impact of country gender assessment on programming and partnership strategies; (iii) type of lending sources, and (iv) modalities of lending (program loans, private sector operations/nonsovereign operations) as well as absence of incentives and champions.

## Key Issues and Lessons

The proportion of GAD Category I and Category II declined after its peak in 2003, in part due to a shift in ADB's sector focus towards large-scale infrastructure and private sector development projects, which appear to be less amenable to gender mainstreaming. This decline also coincided with the period when ADB had fewer gender specialists. Greater attention to support, guide, and train operational staff in gender development issues; augmenting gender specialists; and providing organizational incentives/recognition could improve gender outcomes of ADB operations.

Categorizing projects into four types and introducing gender action plans was a notable step for operationalizing the Policy. Such an approach for projects at entry enabled disaggregating gender mainstreaming into concrete activities and guiding implementation of the gender design features of programs and projects. There is still a need, however, to put in place post-approval implementation procedures to incorporate GAD into standard project administration and supervision mechanisms, including the DMFs, project performance reports, project completion, and postevaluation reports.

Now, with more gender specialists in place, focus should be to effectively train operational staff, sensitize them to gender issues, and directly support operations. Expanding the number of national gender experts at RMs should also be considered.

Important strategy and project M&E documents such as DMFs, CAPEs, PCRs, project performance evaluation reports, project performance reports, and SAPEs should include effective GAD monitoring. There should be separate sections on GAD and specific GAD indicators in each of those documents.

Steps are also needed to place greater emphasis on encouraging Category III projects to enhance their gender impact; measure more deeply their indirect gender benefits; and make strategic use of TAs and other grant-funded gender activities.

## Recommendations

The Phase I of the SES provides the following recommendations to improve the effectiveness of the Policy and its implementation.

Recommendations	Responsibility	Timing
<p><b>1. Improve outcome orientation of GAD goals and their monitoring and evaluation (paras. 133, 134).</b></p> <p>(i) Define expected outcomes from gender mainstreaming and setting targets for outcomes.</p> <p>(ii) Explicitly include baseline gender data in all gender assessments and DMFs. Also include GAD targets particularly on outcomes in DMFs.</p> <p>(iii) Include reporting on GAD-related achievements (outputs, outcomes) in monitoring and evaluation activities and related reports (such as PPRs, PCRs, PPERs, SAPEs, CAPEs).</p>	<p>COSO, RSDD, RDs, IED</p>	<p>2010</p>

Recommendations	Responsibility	Timing
<p><b>2. Provide clarity to operationalize GAD goals in ADB operations in the context of Strategy 2020 (paras. 124, 135, 136).</b></p> <p>(i) To achieve the intended objectives of gender mainstreaming, clarify and examine approaches and targets to adopt, given the realities of sector orientation in the Strategy 2020 and gender capacity constraints faced by operations departments.</p> <p>(ii) In particular, define the approaches for gender mainstreaming in private sector operations/nonsovereign operations, large infrastructure development and policy-based operations, and provide specific directions to staff.</p>	RSDD, PSOD, SPD	2010
<p><b>3. Provide adequate financial and human resources to support policy implementation (paras. 131, 132).</b></p> <p>(i) Following the actions in recommendations 1 and 2 above, assess and ensure adequate staffing and skill levels at headquarters and RMs required for effectively implementing the Policy.</p> <p>(ii) Recognize best performing project teams and/or departments in achieving gender mainstreaming and gender outcomes.</p>	BPMSD, RSDD, RDs	2010

ADB = Asian Development Bank; BPMSD = Budget, Personnel, and Management Systems Department; CAPE = country assistance program evaluation; COSO = Central Operations Services Office; DMF = design and monitoring framework; GAD = gender and development; IED = Independent Evaluation Department; PCR = project completion report; PPER = project performance evaluation report; PPR = project performance report; PSOD = Private Sector Operations Department; RD = regional department; RM = resident mission; RSDD = Regional and Sustainable Development Department; SAPE = sector assistance program evaluation; SPD = Strategy and Policy Department.

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## I. INTRODUCTION AND BACKGROUND

### A. The Gender and Development Policy

1. The Board of Directors of the Asian Development Bank (ADB) approved the Policy on Gender and Development (GAD) in May 1998.<sup>1</sup> Unlike the earlier policy on the Role of Women in Development (WID) formulated in September 1985,<sup>2</sup> which promoted individual interventions to improve the well-being and empowerment of women, the 1998 GAD Policy (the Policy) adopted mainstreaming<sup>3</sup> as a key strategy in promoting gender equality<sup>4</sup> in developing member countries (DMCs) in all ADB operations. Mainstreaming entailed the incorporation of gender considerations into all aspects of ADB activities from macroeconomic and sector work through policy dialogue, lending, and technical assistance (TA) operations. Notably, it was focused on particular sectors, specifically, health, education, agriculture, natural resource management, and financial services, especially microcredit, while also ensuring that gender concerns are addressed in other sectors, including infrastructure. The main point of the Policy was that ADB should address GAD throughout the whole range of its operations and the project cycle.

2. The shift from the WID Policy to the GAD Policy in May 1998 resulted from a combination of internal and external developments. In the Annual Report of 1992, the then Audit Committee of ADB recommended that the Social Dimensions Unit study the performance of the WID components in ADB-supported projects so as to identify lessons and propose recommendations to improve project performance. A regional study carried out in 1994<sup>5</sup> evaluated 45 projects, identified a number of challenges, and proposed recommendations to deepen and widen the implementation of the WID Policy. The list of challenges included weak capacities of under-resourced women's affairs ministries in DMCs that resulted in their inability to affect national policies and in diverting WID's women-only projects and issues away from mainstream development. The recommendations of the 1994 regional study were to (i) evolve more gender-sensitive procedures for project preparation, formulation, design, and monitoring and evaluation (M&E); (ii) improve gender sensitization of officials and policymakers in DMCs; and (iii) increase gender sensitization of ADB staff. The deepening of empirical research on links between gender, public policy, and development was both a cause and consequence of gender issues gaining increased importance in international development policy-making, as manifested in the World Conference on Women in Mexico City (1975), Copenhagen (1980), Nairobi (1985), and Beijing (1995). The Fourth United Nations World Conference on Women in Beijing in September 1995 endorsed gender mainstreaming as the preferred strategy to replace the then existing approach of women's-only projects, so as to avoid any diversion of gender issues from development agenda and ensure that gender issues influenced all policies and programs.

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

<sup>2</sup> ADB. 1985. *The Role of Women in Development*. Manila.

<sup>3</sup> United Nations Economic and Social Council (ECOSOC). 1997. Gender mainstreaming is an approach to assess the implications for women and men of any planned action—legislation, policy, program or project in all areas and at all levels. It involves making women's and men's concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of any activity so that women and men benefit equally.

<sup>4</sup> The terms gender equity and gender equality are often used interchangeably in the context of development, despite the difference that gender equity is more directly associated with the concept of justice or fairness while the term gender equality is defined in terms of equality under the law, equality of opportunity, and equality of voice (ability to influence and contribute to development). More recent documents use the phrase gender equality and women's empowerment to describe the GAD aspirations of ADB's development effort. This report uses the term gender equity when quoting from a document or referring to a direct quote, but prefers to use the term gender equality.

<sup>5</sup> ADB. 1995. *Review of Performance in WID and Poverty Reduction Efforts in Bank-Financed Projects*. Manila.

3. The following were identified as the key elements<sup>6</sup> of the Policy:
- (i) Gender sensitivity: to observe how ADB operations affect women and men and to take into account women's needs and perspectives in planning its operations.
  - (ii) Gender analysis: to systematically assess the impact of a project on men and women, and on the economic and social relationship between them.
  - (iii) Gender planning: to formulate specific strategies that aim to bring about equal opportunities for men and women.
  - (iv) Mainstreaming: to consider gender issues in all aspects of ADB operations, accompanied by efforts to encourage women's participation in the decision-making process in development activities.
  - (v) Agenda setting: to assist governments of DMCs in formulating strategies to reduce gender disparities and in developing plans and targets for women's and girls' education, health, legal rights, employment, and income-earning opportunities.
4. The Policy identified five specific areas of intervention to support policy implementation:
- (i) Assist DMCs in areas requiring GAD policy support; GAD capacity building; and awareness and formulation and implementation of policies and programs for improving the economic and social status of women.
  - (ii) Facilitate gender analysis of proposed projects, including program and sector loans, and ensure that gender issues are considered at all appropriate stages of the project cycle.
  - (iii) Assist DMCs to implement commitments made at the United Nations Fourth World Conference on Women in Beijing in 1995 to achieve the targets set for women in the 21st century.
  - (iv) Explore opportunities to directly address some of the new and emerging issues on women in the Asia-Pacific region.
  - (v) Promote increased GAD awareness within ADB through training workshops and seminars, and by developing suitable approaches and staff guidelines for implementing the GAD policy.

5. The Policy has been in operation for over 10 years, a period during which ADB's strategic agenda underwent a number of changes, culminating in the adoption of a long-term strategic framework (LTSF), or Strategy 2020 (2008–2020).<sup>7</sup> Strategy 2020, which was approved in 2008, has significant implications for the Policy, since it adopts inclusive economic growth, environmentally sustainable growth, and regional integration as its strategic agendas and identifies gender equity as one of the key drivers of change. The achievement of gender equity is to be measured at two levels of the Strategy 2020 Results Framework (RF)<sup>8</sup>—level 1: Asia-Pacific outcomes, and level 3: operational effectiveness.

6. The current ADB practice introduced in 2001 classifies projects into four categories based on the level of GAD-oriented activities (Box 1). Category I includes projects designed with GAD as a theme, Category II has projects that include several design features to facilitate women's participation in activities supported by the project and/or women's access to project/program benefits, and Category III has projects that may be said to provide some gender benefits. The level of gender mainstreaming in ADB's portfolio is assessed on the basis of the number of

<sup>6</sup> ADB. 1998. *Gender and Development*. Manila.

<sup>7</sup> ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank 2008–2020*. Manila.

<sup>8</sup> ADB. 2008. *ADB Results Framework*. Manila. Under Strategy 2020, ADB's Management will monitor and report on effectiveness using the results framework with four key categories of results areas: Category 1: regional outcomes, Category 2: contribution to country outcomes, Category 3: operational effectiveness, and Category 4: organization effectiveness. The Management is to use the results framework to examine specific indicators in line with Strategy 2020's vision and strategic direction, so as to monitor progress, measure results, and take corrective actions where required.



Category I and Category II projects in the overall portfolio. The current target in the RF for sovereign projects<sup>9</sup> is to achieve gender mainstreaming in 40% of all projects by 2012, that is, 40% of all projects should be either Category I or Category II. Limiting the RF target to these two categories dilutes the attention to mainstreaming gender in Category III and IV projects.

### **Box 1: Gender Categories of Projects**

#### **Category I: Gender Equity as a Thematic Classification (GEN)**

A project is assigned a GEN thematic classification if it (i) promotes gender equity by attempting to narrow gender disparities in access to basic services, productive resources, income opportunities, public decision making, dispute resolution mechanisms or rights; or (ii) integrates a gender perspective in social and economic development processes to achieve equal benefits, participation, and protection of rights of women and men. The project will include a GAP that incorporates components directly benefiting women, and loan covenants supporting the implementation of gender plans.

#### **Category II: Effective Gender Mainstreaming (EGM)**

A project is included in this category when (i) the social analysis conducted during project preparation carefully considered gender issues, (ii) the project consisted of several design features to facilitate women's participation in activities supported by the project and/or women's access to project/program benefits, and (iii) these design features are supported by appropriate loan covenants.

#### **Category III: Some Gender Benefits (SGB)**

A project can be considered to have the potential to provide some gender benefits if it has either of the following features: (i) it considers gender issues in the social analysis carried out during project preparation, at least to identify women's concerns in project areas and likely benefits/impacts of the project for them; or (ii) it has minor design elements or small project components to benefit women (e.g., a small grant fund).

#### **Category IV: No Gender Elements (NGE)**

Some projects, due to the nature of their design, do not have any tangible gender benefits. They must, nevertheless, be reviewed during project preparation to identify and redress any potential negative impacts.

GAP = gender action plan.

Sources: Asian Development Bank (ADB). 2007. *Gender and Development Plan of Action (2008–2010)*. Manila; and ADB. 2006. *Implementation Review of the Policy on Gender and Development*. Manila.

## **B. Objectives of the Special Evaluation Study**

7. This special evaluation study (SES) is designed to assess the effectiveness of the implementation of the Policy to date by analyzing three criteria: relevance, responsiveness, and results. The assessment has been conducted in the context of Strategy 2020 and its implications for future ADB operations. The study was designed to be done in two phases. The Phase I, covered by this SES report, was a headquarters-based assessment of the Policy and implementation. It is a meta-evaluation, based mainly on a review of 494 documents (Appendix 1) and data analysis, supplemented by interviews with gender focal points and other key informants based at ADB headquarters. It aims to assess overall progress to date in implementing the Policy. Phase II will examine GAD implementation progress so far and the implications of the Policy in the context of Strategy 2020 from the point of view of the DMCs themselves, ADB's resident missions (RMs), and other stakeholders. Field studies will be undertaken in selected DMCs to bring views/feedback from stakeholders on gender mainstreaming in their countries, their experience with ADB's gender-related operations, and suggestions on how ADB should further improve gender outcomes of its assistance and help

<sup>9</sup> ADB. 2009. *Budget of the Asian Development Bank for 2010*. Manila.

achieve gender equity in its DMCs in general. It will include consultations and interviews with government officials, nongovernment organizations, RM staff, and development partners to gather feedback on major GAD achievements and related issues. A selected number of projects and DMCs will be studied in Phase II (Appendix 2).

## II. METHODOLOGY

8. Phase I approached the following criteria—relevance, responsiveness, and results—in three different ways. Relevance of the Policy has been viewed from the perspective of relevance at the time of approval and in the current institutional priorities, as well as relevance of the operational arrangements to achieve the intention of the Policy in the context of Strategy 2020. The analysis focused on whether the social indicators of ADB's DMCs (primarily the Millennium Development Goals [MDGs]<sup>10</sup> and the gender development index [GDI])<sup>11</sup> merited and still merit a focus on gender equity; and whether or not the applicability of the Policy and its operational arrangements are still relevant to achieve the goals of Strategy 2020. Gender policies of selected multilateral and bilateral development organizations were also assessed to see how the respective policies were being translated into actions.

9. Responsiveness was assessed on the basis of three factors: how well ADB has provided the required staffing and support to implement the Policy, how well the Policy has been incorporated into ADB's operations, and the level of support provided by development partners. The first factor was assessed on the basis of available evaluation and review reports and tracking the implementation progress of the Policy. The second factor was analyzed from data and statistics available in the database of ADB and the Independent Evaluation Department (IED) on country strategy formulation, country programming, project approvals, the preparation of design and monitoring frameworks (DMFs), and other M&E tools and reports. Assessment of the third factor was based on the Regional and Sustainable Development Department (RSDD) reports.

10. Finally, the analysis of results was based on a review of available published information on the intended outputs and outcomes of individual loan and TA activities, namely, project completion reports (PCRs), country assistance program evaluations (CAPEs), sector assistance program evaluations (SAPEs), SESs, rapid gender assessments (RGAs) undertaken by RSDD, and TA completion reports (TCRs). Documents of projects supported by grants from the Japan Fund for Poverty Reduction (JFPR) were also reviewed. One problem during the analysis of results was the somewhat limited database, as only 31 PCRs, 15 CAPEs, 2 SAPEs, and 20 RGAs with relevant content were available to assess 212 Category I and Category II projects approved by ADB since 1998. Most ongoing projects could not be assessed since the project performance report (PPR) normally used to monitor an ongoing project did not contain a specific section on GAD achievements. The findings of the results analysis are thus considered indicative rather than definitive, although an effort was made to verify the results by cross-referencing among the data sources (PCRs, CAPEs, SAPEs, and RGAs). The method used was to identify trends in project outcomes based on the PCRs, and then confirm them through a review of the CAPEs, SAPEs, and RGAs. Because of the self-evaluation nature of PCRs, the PCR validation reports were checked. Four of the 31 PCRs had been validated and the validations had confirmed the gender results as outlined in the PCRs themselves. A similar

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<sup>10</sup> The MDGs are a road map to implement the Millennium Declaration, which more than 190 countries adopted in September 2000 as the framework for development. The MDGs include eight time-bound goals with more than 20 targets and over 60 measurable indicators to be achieved by 2015. ADB is committed to helping its DMCs to achieve the MDGs.

<sup>11</sup> This is a composite index measuring average achievement in the three basic dimensions captured in the human development index—a long and healthy life, access to knowledge, and a decent standard of living—adjusted to account for inequalities between men and women.

exercise was carried out for regional TA (RETA) and advisory TA (ADTA), although for TAs, the emphasis was more on relevance than outcomes, since they almost often involve a small amount of money over a relatively short period.

11. In the course of the SES, the study team reviewed a wide range of material pertaining to GAD and GAD activities of ADB and other stakeholders. The sources included all country planning and programming reports—country operational strategy studies (COSSs), country assistance plans (CAPs), country strategy and programs (CSPs), country partnership strategies (CPSs), and country operations business plans between 1998 and 2008. A bibliography showing the range of material covered is in Appendix 1.

### III. RELEVANCE

#### A. Relevance of the Policy at the Time of Approval

12. Asia-Pacific's overall performance in promoting gender equality and women's empowerment has been mixed,<sup>12</sup> both across and within countries and subregions. Indicators from the late 1990s to 2007 provided in Appendix 3 show that DMCs have made appreciable progress in gender equality and women's empowerment, since the Policy came into effect. The Gender-related Development Index (GDI), levels of adult female literacy, and enrolment in primary, secondary, and tertiary education have improved in almost all DMCs. Yet, significant gender gaps and disparities exist. The data shows more pronounced gaps after ADB operations included those of new DMC clients. The continued focus on GAD is, therefore, a strategic imperative for ADB.

13. A further aspect of relevance is whether or not the Policy itself, as formulated, was relevant. In this context, it is important to note that the Policy was not a radical change from past practices, but evolved out of ADB's experiences since the approval of the WID policy in 1985. The WID policy promoted implementation of projects for women as a special target group within its regular operations.<sup>13</sup> The focus areas of these WID projects included (i) employment and income-generating opportunities for women through skills-building, extension, and credit; and (ii) provision of education, health, and social services to improve women's welfare and self-reliance. This policy attracted attention at the corporate level and was included as one of the five development objectives in ADB's First Medium-Term Strategic Framework 1992–1995.<sup>14</sup> This was made explicit in the prevailing policy document of the time, the 1992 Medium-Term Strategic Framework,<sup>15</sup> which identified improvement in the welfare and empowerment of women as one of its five strategic development objectives.

14. Over time, in response to the WID policy and the Medium-Term Strategic Framework, ADB staff had found that the most effective way to address gender equality issues was not only through individual projects directly targeted at gender issues, but also by introducing gender

<sup>12</sup> There have been steady improvements in the Asia Pacific region to reduce gender disparities in primary and secondary education, but about 50% of the DMCs are off-track to achieve gender parity in tertiary levels. Women account for less than 28% share in the non-agricultural wage employment and tend to be employed in labor-intensive, low value-added manufacturing, and service sector. And only two countries—New Zealand and Nepal—have achieved the international agreed target of 30% female parliamentary representation (November 2009 remarks of ADB's Vice-President Knowledge Management at the United Nations Economic and Social Commission for Asia and the Pacific - Closing Gender gaps in Achieving MDGs).

<sup>13</sup> The policy on the role of WID was inspired by the United Nations Third World Conference on Women at Nairobi in July 1985. It financed agriculture, industry, education, social infrastructure, and health and population projects that addressed the practical needs of women to improve their unequal position.

<sup>14</sup> The Strategic Framework was followed in 1993 by a commitment to achieve a portfolio mix of 50:50 between traditional growth projects and those addressing social and environmental concerns, which included WID projects.

<sup>15</sup> ADB. 1992. *Medium-Term Strategic Framework*. Manila.

elements in a range of projects such as rural roads, water supply, and urban development which could indirectly generate positive gender outcomes.

15. The Policy was thus a formal acknowledgment of already existing practices, as they had evolved from the 1985 WID policy and inclusion of gender development as one of ADB's five strategic objectives in 1992 Medium-Term Strategic Framework.<sup>16</sup> It also assumed that certain sectors such as social sectors are more amenable to GAD, while other sectors such as infrastructure could also have GAD elements, depending on the individual project design. The Policy's approach of mainstreaming GAD in this way, basically incorporated reality and the ongoing practices, which had moved beyond the WID policy. Therefore, a policy aimed at removing gender disparities and aiming for gender equity within ADB's DMCs was relevant to ADB's strategy at the time it was approved.

16. In subsequent ADB strategic planning documents, the Policy continued to be relevant. The 1999 Poverty Reduction Strategy (PRS)<sup>17</sup> acknowledged that "while nearly two thirds of the world's poor are living in the Asia and Pacific region, two thirds of the poor are women." The PRS further noted that improving the political, legal, cultural, economic, and social status of women is pivotal to escape the poverty trap. The follow-up to the PRS, the Enhanced Poverty Reduction Strategy (EPRS), was approved in 2004.<sup>18</sup> It also maintained that improving the status of women addresses a key aspect of poverty and provides important socioeconomic returns. Taking the importance of the status of women a step further than the PRS, the EPRS made gender equality one of the five themes (pro-poor, sustainable economic growth, inclusive social development, and good governance). The approach to gender equality outlined in para. 47 of the EPRS reflects the operational recommendations of the GAD Policy.

17. Two other essential strategic documents were linked to the Policy, the first and second medium-term strategies (MTS I and MTS II),<sup>19</sup> approved in 2001 and 2006, respectively. MTS I notes that because achieving gender equality is crucial to accomplish ADB's international development goals,<sup>20</sup> special attention was to be given to increase the opportunities for women to benefit equally from growth resulting from investments in economic and social infrastructure. MTS II notes directly that without specific attention to improve women's economic, social, and political status, poverty reduction and social inclusiveness will remain largely unrealized in the region. It further noted that ADB's strategic commitment to gender equality could not be reduced to one or another individual project, since this was a thematic commitment that cut across interventions in all sectors. However, some interventions in education, microfinance, and health have special strategic significance for gender equality. Thus, in MTS II, loan projects, especially in education, microfinance, and health were to be developed with a gender theme, while efforts were to be made in other sectors to address gender as a crosscutting issue. The 2006 Implementation Review of the Policy on GAD<sup>21</sup> validated the gender mainstreaming approach and priorities identified in the Policy to be relevant, although the review was prepared prior to Strategy 2020. The review discussed the effects of goal congestion or the accumulation of new

<sup>16</sup> The other four strategic development objectives being economic growth, poverty reduction, human development including population planning, and sound management of natural resources and the environment.

<sup>17</sup> ADB. 1999. *Fighting Poverty in Asia and the Pacific: The Poverty Reduction Strategy*. Manila.

<sup>18</sup> ADB. 2004. *Enhancing the Fight against Poverty in Asia and the Pacific: The Poverty Reduction Strategy of the Asian Development Bank*. Manila.

<sup>19</sup> ADB. 2001. *Medium-Term Strategy (2001–2005)*. Manila; and ADB. 2006. *Medium-Term Strategy II 2006–2008*. Manila.

<sup>20</sup> The international development goals that were later combined and harmonized into the MDGs were a set of measurable goals agreed upon among international development agencies under sponsorship of the United Nations and include such goals as halving poverty, achieving 100% primary school enrollment, and eliminating gender disparities in primary and secondary education by 2015.

<sup>21</sup> ADB. 2006. *Implementation Review of the Policy on Gender and Development*. Manila.

development priorities, for example, regional integration and the tendency to deemphasize longer standing priorities such as gender equality. The review noted that regional integration as a new thematic priority underscored the relevance of addressing emerging gender concerns in the region, such as cross-border trafficking of women and children. And that the opportunities presented by these new development priorities could be achieved only if the gender dimensions of the issues are addressed.

18. However, starting from the early 2000s, there has been a growing divergence between the scope of the GAD Policy and its applicability in the context of private sector operations/nonsovereign operations.<sup>22</sup> Shortly after the Policy was adopted in 1998, private sector development (PSD) was made an institutional priority by ADB's 1999 PRS.<sup>23</sup> A PSD strategy was finalized in 2000<sup>24</sup> and a strategic directions paper<sup>25</sup> prepared for private sector activities in 2001, which was revised in 2006.<sup>26</sup> The private sector activities have focused around two sectors—infrastructure, and financial services and capital markets. Within this, ADB's total private sector operations/nonsovereign operations approvals climbed from \$68 million in 2001 to over \$1.7 billion in 2007 and this is further projected to increase. The growing divergence between Policy and practice is due to the fact that ADB's Operations Manual (OM) section on nonsovereign operations does not cover gender issues and neither does the OM section on GAD cover nonsovereign operations. Strategy 2020's sector priorities and its greater emphasis on private sector operations/nonsovereign operations could widen this gap unless GAD and its implementation are bridged with the new strategic focus.

## **B. Relevance of Policy at Present**

19. Strategy 2020 incorporates gender equity as one of the drivers of inclusive and environmentally sustainable growth. In this context, the Strategy specifically notes that the majority of the poor in the region, including most of the absolute poor, are women and that women comprise the largest group among those excluded from the benefits of the region's economic expansion. Consequently, the Strategy states that ADB will continue to emphasize gender equality and the empowerment of women as fundamental elements in achieving inclusive growth. It will also work to increase investments aimed at providing women with better access to education and other economic resources, such as credit. It adds that ADB will promote gender equity through operations that deliver specific gender outcomes, such as improved access of females to education and health services, clean water, better sanitation, and basic infrastructure, and that the empowerment of women promises enormous gains—economic and social, direct and indirect—that ADB will help its DMCs to capture. ADB's RF for Strategy 2020 has specific targets on GAD for sovereign projects—40% of all projects to be either Category I or Category II projects by 2012.<sup>27</sup> It will however be a challenge to achieve the intent of mainstreaming gender in all aspects of ADB operations, as envisaged by the Policy, in the context of Strategy 2020 due to the following two reasons.

<sup>22</sup> Private sector operations/nonsovereign operations are loans, guarantees, equity investments, or other financing arrangements that are (i) not guaranteed by a government; or (ii) guaranteed by a government under terms that do not allow ADB, upon default by the guarantor, to accelerate, suspend, or cancel any other loan or guarantee between ADB and sovereign.

<sup>23</sup> ADB. 1999. *Fighting Poverty in Asia and the Pacific: The Poverty Reduction Strategy*. Manila.

<sup>24</sup> ADB. 2000. *Private Sector Development Strategy*. Manila.

<sup>25</sup> ADB. 2001. *Private Sector Operations: Strategic Directions and Review*. Manila.

<sup>26</sup> ADB. 2006. *Private Sector Development: A Revised Strategic Framework*. Manila.

<sup>27</sup> The 2008 Development Effectiveness Review indicated that proportion of projects with gender mainstreaming in ADF-funded projects should reach 50% by 2012.

20. First, under Strategy 2020 which requires 80% of ADB's assistance to be in core sectors—infrastructure, education, environment, financial sector, regional cooperation and integration—at least some of which tend to typically fall under Category III (with exception to education, selected rural infrastructure, and microfinance component of the financial sector). Also, Strategy 2020 aims to significantly increase ADB lending through private sector operations/nonsovereign operations. This poses additional challenges for gender mainstreaming as ADB's GAD targets under the RF do not cover private sector operations/nonsovereign operations. As such, clarity is needed on the mechanisms for gender mainstreaming as a driver of change as envisaged under Strategy 2020. Also, an assessment is needed of the extent to which particular sector operations can build in GAD and also of the approaches to achieve this. These factors together with the significant program lending in public sector operations will serve as obstacles to achieve, both the intent of the Policy and targets of the RF of Strategy 2020.

21. Typically education, health, agriculture, natural resource management, rural infrastructure, and financial services—especially microfinance projects—are considered most amenable to achieve GAD goals. Whereas, only education and microfinance component of the financial sector falls under Strategy 2020's core sectors. The operations in non-core activities such as health and agriculture sector would be limited. This necessitates placing greater emphasis on projects that provide indirect gender benefits. Operationally, this would mean the need to measure, both direct and indirect gender results of Category III projects to see which of these could qualify for significant gender results; strengthen gender results of Category III projects; within private sector operations/nonsovereign operations, seek out projects with greater gender results; and provide necessary resources and incentives for (i) to (iii).

22. The Policy needs to be applied to the private sector operations/nonsovereign operations and program loans through suitable adaptations. Infusing gender concerns directly into private sector/nonsovereign operations will be challenging, which is also the reason why these areas were excluded from current GAD operational guidelines. Continued exclusion of these operations from the Policy will place significant pressure on the achievement of GAD targets of Strategy 2020. ADB's GAD performance has slipped in recent years, in part, due to the shift in operations towards large-scale infrastructure projects, specifically transport and energy, and PSD. Private sector's operational conditions and competitive environment, and the need for flexible and quick responses, will make mandating GAD targets for ADB's private sector lending an inefficient option. Nevertheless, without a notable contribution from private sector operations/nonsovereign operations, ADB may find it difficult to achieve its GAD objectives and targets. A practical approach would be to encourage staff through incentives and motivation to seek out and develop, where possible, projects, with substantial GAD benefits. While scouting for projects, the Private Sector Operations Department (PSOD) could pay particular attention to sectors and activities that provide either direct or indirect gender benefits. This could possibly be achieved if PSOD staff is sensitive to the development impact of gender equity and ADB's corporate commitment to GAD. PSOD will need to be strengthened with adequate resources to accomplish this complex task. And likewise, greater attention could be given to introducing GAD objective in program loans in selected areas like public resource management and the financial sector reforms. As such, clarity is needed on the mechanisms with which to continue gender focus as a driver of change for Strategy 2020 and the extent to which some sector operations can promote GAD activities and approaches to do so will have to be carefully assessed.

23. Second, one of the key elements of the Policy is to systematically assess the impact of a project on men and women, but there are no indicators specified to assess the implementation of this aspect of the Policy. It is noted that although the Strategy 2020 indicated that ADB will promote gender equity through operations that deliver specific gender outcomes (para. 19) the

targets set in the RF are input targets, and they do not assess the outcomes or impacts of the Policy or the emphasis of Strategy 2020. Although an input target (e.g., increased loan approvals for Category I or Category II) is achieved, it does not guarantee that after project completion outcome targets (e.g., improved access of females to education and health services) will always be achieved. Therefore, it is necessary to do post-completion monitoring to ensure that intended outcomes are met. Given that the Policy has been in place for over a decade, it is time to adopt indicators for outcome targets to assess the impact of the Policy. Closer attention needs to be paid to measure indirect benefits from infrastructure projects because females could derive significant benefits from such projects. For instance, quasi-experimental studies carried out in Pakistan showed that benefits from rural water supply project went beyond savings in time and drudgery; the school attendance rates of girls improved. Similarly, quasi-experimental studies<sup>28</sup> found that rural roads provided notable benefits to the poor, girls and women in Bangladesh, Georgia, and Viet Nam. Comprehensively measuring benefits from ongoing projects will be fundamental in order for the Policy to remain relevant. And for that, DMFs of future infrastructure projects will need to be designed to capture and attribute indirect gender benefits more accurately.

24. However, there is no consensus on the measure to track GAD issues. Two broad approaches exist, which include aggregate indexes and disaggregate indicators. The first approach monitors gender issues on an aggregate level using broad composite measures. These measures reveal systematic patterns underlying the complexity and diversity in individual countries. While indexes enable the tracking of gender issues across countries over time and are useful for advocacy issues, they do not characterize specific dimensions of performance and thus are less useful for policy formulation. Examples of such indexes are GDI<sup>29</sup> and gender empowerment measure, which were introduced by the United Nations Development Programme's (UNDP) Human Development Report of 1995; and the World Economic Forum's Global Gender Gap Index, Africa GDI, etc. The second approach tracks gender issues at a more disaggregate level using specific measures to assess the quality of key gender issues. The goal of the Third Millennium Development Goal (MDG3) is to promote gender equality and empower women.<sup>30</sup> However, it is to be noted that the utility of any indicator to monitor and measure gender-related issues depends on three factors: availability of relevant data for a large

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<sup>28</sup> In terms of (i) higher female labor force participation rates and better school attendance of girls, see Khandker, Shahidur R.; Zaid Bakht; Gayatri B. Koolwal. 2006. *The Poverty Impact of Rural Roads: Evidence from Bangladesh*. World Bank Policy Research Working Paper 3875, Washington, DC. (ii) Rural roads provided better access to non-farm employment to women, Michael Lokshin and Ruslan Yemtsov (2003). *Has Rural Infrastructure Rehabilitation in Georgia Helped the Poor?* Washington DC: World Bank Policy Research Working Paper 3155. (iii) Local markets developed in Viet Nam due to better road access and benefited the poor; Mu, Ren; D. van de Walle (2007). *Rural Roads and Poor Area Development in Viet Nam*. World Bank Policy Research Working Paper 4340, August.

<sup>29</sup> The GDI is an aggregate measure of the human development index (HDI) discounted, or adjusted downward for gender inequality. The HDI measures a country's life expectancy at birth, adult literacy rates, and the gross domestic product (GDP) per capita. The gap between the HDI and the GDI is to be interpreted as the loss of human development due to gender inequality. The gender empowerment measure is an aggregate measure of female empowerment in terms of power of economic resources computed by women and men's estimated earned income; male and female shares of administrative, professional, technical, and managerial positions; and male and female shares of parliamentary seats.

<sup>30</sup> The target of MDG3 is to eliminate gender disparity in primary and secondary education preferably by 2005 and at all levels of education no later than 2015. The four official indicators are (i) ratio of girls' to boys' enrollment in primary, secondary, and tertiary education; (ii) ratio of literate females to males among 15–24 year olds; (iii) share of women in wage employment in non-agriculture sector; and (iv) proportion of seats held by women in national parliaments. The four official indicators of MDG3 have been criticized in that the (i) enrollment ratios do not capture the proportion of boys and girls enrolled as a percentage of school-age populations, (ii) excluding the agriculture sector from the non-agriculture wage employment results in the exclusion of a large share of a female labor force, and (iii) women's representation in parliament does not capture women's political participation at the state and local levels.

number of DMCs, level to which the indicator reflects changes from policy interventions in the short term, and evidence that links these indicators to poverty reduction.<sup>31</sup>

### C. Relevance of the Policy from an International Perspective

25. The international development community and its partner countries continue to aim for gender equity as one of their development goals and also as a means to reduce poverty. MDG3 is to "promote gender equality and empower women," while several other goals (eradicating extreme poverty and hunger, achieving universal primary education, and improving maternal health) have strong and direct links to the well-being and empowerment of women. In addition, increased collaboration for gender equality and gender mainstreaming has gained momentum as a response to the International Conference for Financing Development Assistance in Monterey, Mexico (2002), Rome High Level Forum on Harmonization (2003), Paris High Level Forum on Harmonization (2005), and the Accra Agenda for Action (2008). The consensus is that gender equality and women's empowerment are and will continue to be high priorities on the international development agenda and an integral part of the socioeconomic development program for individual developing countries. And most major international development agencies approach gender activities from a mainstreaming point of view.

26. The World Bank's first gender strategy, *Enhancing Women's Participation in Economic Development* of 1993, was developed as the gender dimension of development after the 1990 *World Development Report on Poverty*. An updated World Bank gender strategy, *Integrating Gender into the World Bank's Work: A Strategy for Action* was approved by its Board in 2001. The strategy strengthened country-level approaches, covered issues affecting males and females, and recommended that gender be mainstreamed in sectors, where it was a barrier to poverty reduction and growth, including the economic, financial and infrastructure sectors. In January 2007, the World Bank's Gender and Development Group issued a Gender Action Plan (GAP)<sup>32</sup> as part of the implementation of the gender strategy, which supported increased participation of women in agriculture and rural development, economic policy, financial management, PSD, public sector governance, and infrastructure. The GAP was developed in response to the growing evidence that results for women's advancements in the economic sectors were less than robust.<sup>33</sup> In FY08, gender issues informed the design of 45% of all lending operations (total 319 projects) and this was at 35% in FY06 (total 297 projects). Gender coverage increased for the economic sectors from 25% in FY06 (total of 214 projects) to 34% in FY08 (total of 236 projects), and for social and related sectors from 59% in FY06 (total of 83 projects) to 76% in FY08 (total of again 83 projects).<sup>34</sup> Projects in economic sectors include agriculture and rural development, economic policy, financial management, financial and PSD, public sector governance, transport, urban development, energy and mining, water and sanitation, and global information and communications technology. And projects in social and related sectors include education, health, social protection, social development, environment, and poverty reduction. Evidence shows that the increase in gender coverage for projects under economic sectors (36.1%) exceeded that in social and related sectors (28.6%), although the former started from a lower base. The World Bank is now preparing a GAP Transition Plan to build on the gains achieved in gender

<sup>31</sup> Buvinic M., Morrisson, A., et al. eds. 2008. *The World Bank. Equality for Women – Where Do We Stand for Millennium Development Goal 3?* Washington, DC.

<sup>32</sup> The World Bank. 2009. *World Bank Group Gender Action Plan: Implementation Status Update*. IDA 15 Mid-Term Review. Washington, DC.

<sup>33</sup> The World Bank. FY2007–2010. *Gender Equality as Smart Economics: A World Bank Group Gender Action Plan*. Washington, DC.

<sup>34</sup> The World Bank. 2009. *Implementing the Bank's Gender Mainstreaming Strategy: FY08 Annual Monitoring Report*. Washington, DC.



mainstreaming after the scheduled close of the GAP in December 2010, when the GAP Trust Fund resources are no longer available. The GAP Transition Plan is to draw on the reviews of the implementation experience of GAP, overall World Bank Gender Strategy, and findings from the Independent Evaluation Group's Evaluation of the World Bank's Gender Strategy. The potential recommendations for the remainder of International Development Association (IDA)-15 and for the implementation phase of IDA-16 are to scale up investments for women's economic empowerment; mainstream gender in the economic sectors and human development sectors (health and education); strengthen M&E system; disseminate analysis, lessons, and best practice from GAP; and increase management accountability.

27. The African Development Bank (AfDB)<sup>35</sup> addressed gender issues in the 1990s through a two-pronged approach, with sector interventions and financing of WID projects. Between 1990 and 1998, AfDB financed 134 gender-related projects in agriculture, health, and public utilities. Following the Fifth Regional Conference on Women in Dakar (1994) and the Fourth World Conference on Women in Beijing (1995), AfDB's gender policy shifted to promote gender mainstreaming in its operations and supported the efforts of its regional member countries to attain gender equality. However, priority sectors for gender mainstreaming were identified to ensure effective channeling of efforts and resources. The five priority sectors are education, agriculture and rural development, women's poverty, health, and governance. The Inter-American Development Bank recently launched a two-phase public consultation on its draft policy on Gender Equality in Development. The first part of the consultation on 1 October to 6 November 2009 involved reviews on the policy profile, and dialogues with representatives of various sectors in a number of Latin American countries. The second phase is to last for 12 weeks from 18 December 2009 to 12 March 2010, where comments will be requested on the draft policy. Prior to this, the Inter-American Development Bank was guided by its 1987 Policy on WID that facilitated women's economic and social participation through employment, training and extension, credit, technical cooperation, and research on the participation of women.<sup>36</sup>

28. To improve the quality of development aid and implement effective aid programs, the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development prepared a gender strategy in 1998 based on a set of gender guidelines and partnership approaches.<sup>37</sup> The partnership approaches emphasized complementary responsibilities for DAC members to ensure the mainstreaming of gender equality considerations in their own processes and products. In 2007, members of the DAC Network on Gender Equality reviewed the DAC guidelines to make them reflect changed approaches and practices in development cooperation, especially after the Paris High Level Forum on Harmonization in 2005. The review, which was endorsed in December 2008, validated the twin-track approach of the original DAC guidelines of gender mainstreaming and targeted interventions.

29. For some bilateral aid agencies, such as the Canadian International Development Agency (CIDA),<sup>38</sup> United Kingdom Department for International Development, and Swedish International Development Cooperation Agency, gender equality policies deal with women's issues from a rights-based perspective and emphasize programs that support full human rights for women, advance their equal participation in decision-making, and give them access to and control over resources and benefits of development.

<sup>35</sup> African Development Bank. 2001. *The Gender Policy*. Abidjan: Office of Environment and Sustainable Unit.

<sup>36</sup> Inter-American Development Bank. 1987. *Operating Policy on Women in Development*. Washington, DC.

<sup>37</sup> Organisation for Economic Co-operation and Development. 1998. *DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-Operation*. Paris.

<sup>38</sup> CIDA. 2008. *Evaluation of CIDA Implementation of Its Policy on Gender Equality – Final Report*. Quebec.

30. The Framework for Gender Mainstreaming of the International Fund for Agricultural Development has a three-pronged strategy that aims to (i) expand women's economic empowerment through access to and control over fundamental assets, (ii) strengthen women's decision-making role in the community and improve their knowledge and well-being, and (iii) ease women's workloads by facilitating their access to basic rural services and infrastructure.<sup>39</sup> This focus is based on the understanding that development is curtailed by women's lack of access to benefits and services. In the International Fund for Agricultural Development's revised Strategic Framework (2007–2010), mainstreaming the gender approach will focus on key areas of natural resources, technologies, financial services, markets, rural off-farm employment, enterprise development, and processes of local and national policy and programs.

31. Except for some individual variations, most multilateral organizations, including ADB appear to be focusing on gender mainstreaming and then on certain previously identified key sectors, where mainstreaming is seen to have the potential to make a significant impact on gender equality and the empowerment of women. Given the current practices of the international development community, the Policy remains relevant. Appendix 4 presents a matrix of gender policies of selected multilateral and bilateral institutions.

#### **D. Overall Assessment of Relevance**

32. The assessment on relevance concludes that the 1998 Policy was relevant at the time of its approval and prevailing ADB and DMC context. It remains relevant for ADB's current operations and DMC development challenges. However, the change in operational priorities (more on infrastructure) since the last 5 years, initially under the MTS II and subsequently under Strategy 2020, has resulted in a gap between the applicability of the Policy and Strategy 2020's emphasis on five core sectors. The implementation of the Policy in many of these areas remains limited (with exception to education, selected rural infrastructure, and microfinance component of the financial sector), which may be one of the reasons that GAD targets have declined recently and remains a challenge for the future. In view of the need for clarification issues outlined above, the relevance rating has been assessed as *relevant* rather than *highly relevant*.

### **IV. RESPONSIVENESS**

33. This section looks at how responsive ADB has been to its commitments made for the Policy. Responsiveness is examined from three points of view: (i) institutional responsiveness, i.e., as an institution, how responsive has ADB been in providing the institutional support needed to implement the Policy; (ii) operational responsiveness, i.e., how has ADB incorporated the Policy into its operations; and (iii) external responsiveness, i.e., how have external partners supplemented or assisted the implementation of the Policy.

#### **A. Institutional Responsiveness**

34. The Policy outlined a number of institutional measures that ADB committed itself to take so as to provide the organizational direction, structure, and support needed to promote gender mainstreaming in its operations. The measures included (i) developing an ADB-wide GAD plan of action; (ii) increasing the current staff complement of gender specialists at headquarters from two to four; (iii) providing, through a RETA, national GAD consultants in selected DMCs to help executing agencies (EAs) implement projects with GAD components; (iv) establishing a GAD database and preparing a manual/handbook on GAD; (v) improving GAD training and

<sup>39</sup> International Fund for Agricultural Development. 2008. *Framework for Gender Mainstreaming in International Fund for Agricultural Development's Operations*. Rome.

knowledge dissemination; and (vi) establishing an External Forum on Gender (EFG) to facilitate dialogue on gender issues between ADB and external groups. The extent to which these ends have been achieved is discussed below.<sup>40</sup>

## 1. GAD Plan of Action

35. A GAD Plan of Action for 2000–2003<sup>41</sup> was issued in October 2001 and subsequently updated in 2002, to take into account a major institutional reorganization. While the 2006 Implementation Review of the Policy on GAD<sup>42</sup> considered the plan a useful document for tracking GAD activities, it was not revised or updated until 2007, when the Second GAD plan of action (2008–2010) was issued. The response to the requirement for a GAD plan of action has thus been somewhat patchy to date. However, Strategy 2020 specifically mandates the use of the GAD plan of action as the basis for implementing GAD activities, which are considered to be one of the main drivers of inclusive growth. Annual reviews of the GAD plan's implementation are now mandatory. Greater attention is therefore likely to be paid to implementing the current plan and keeping it up-to-date in the future than has been the experience in the past.

## 2. Gender Specialists

36. In line with the recommendations for implementing the Policy, two new gender specialist positions were added in ADB headquarters in 2000. Each was assigned to one of the two regional departments (RDs) (at that time ADB had two RDs—Department East and Department West). However, with the 2002 institutional reorganization, the number of RDs was increased to five. At that time, three RDs were without gender specialists. In 2005, one of the GAD positions in RSDD (that of principal GAD specialist) became vacant and was not filled until 2008, while the two GAD positions in RDs were subsumed in other positions. From 2005 to 2008, ADB functioned with only two GAD specialists, as opposed to the four envisaged under the Policy.<sup>43</sup> The situation is improving since 2009 after the recruitment of one gender specialist in RSDD and the creation of four positions for the RDs, two of which have been filled. Additionally, the Work Program and Budget Framework 2010–2012 approved by the Board of Directors in September 2009 included a strong ADB commitment to increase its staffing and financial resources for gender mainstreaming. Although ADB's responsiveness in filling full-time GAD specialist positions at headquarters had not met expectations from 2005 to 2008, it significantly improved in 2009.

## 3. National Gender Consultants in Resident Missions

37. Providing RMs with national GAD consultants has been a success. These consultants were appointed to six ADB RMs including Bangladesh, Indonesia, Nepal, Pakistan, Uzbekistan, and Viet Nam with financing from a RETA.<sup>44</sup> While their quality and input reportedly varied somewhat, they provided valuable support to ADB staff during country programming missions and also in identifying and preparing GAD-oriented projects. At the same time, they played a key role in keeping governments of DMCs and their EAs abreast of ADB's GAD policies and requirements. Their success led to the approval of the second and third phases of the RETA so that three of the

<sup>40</sup> The progress on implementing lessons and recommendations of previous GAD review and evaluation documents are presented in the supplementary appendix.

<sup>41</sup> ADB. 2001. *Gender Action Plan 2000–2003*. Manila.

<sup>42</sup> ADB. 2006. *Implementation Review of the Policy on Gender and Development*. Manila.

<sup>43</sup> Although one other position was filled by a consultant during 2007.

<sup>44</sup> ADB. 1999. *Enhancing Gender and Development Capacity in Developing Member Countries*. Manila.

positions were converted into permanent national officers and five new countries (Afghanistan, Cambodia, Mongolia, Papua New Guinea, and Sri Lanka) acquired consultant specialists.

38. Since the consultants are funded from a RETA, their positions are time-bound and could disappear when the RETA is completed, unless further RETA funding is provided. This raises the question of sustainability of these key posts. Some reasons for not sourcing this expertise from the administrative budget either through the use of staff consultants or as permanent staff include the following: (i) gender-related assignments receive lesser priority than other demands; (ii) staff consultant assignments are for a short term, hence, reliance on the administrative budget could mean greater sustainability problems; and (iii) while some country directors have been convinced of the importance of having a national officer (as a permanent local staff) for gender and social development, most of them still do not believe there is a sufficient demand for gender mainstreaming work to be carried out by a full-time national officer. However, these factors cannot justify putting off policy implementation to its full extent. On a more positive note, as mentioned earlier, a few permanent positions are being created for national staff at RMs.

#### **4. GAD Database and Manual/Handbook**

39. Since the approval of the Policy in 1998, a GAD database has been established and a GAD manual/handbook has been prepared. An informative webpage and associated links have been set up on the ADB website, where it is possible to obtain information on GAD and ADB's GAD activities. Checklists and toolkits have also been prepared. The checklists are on sector basis: agriculture, education, health, resettlement, urban development, and water supply and sanitation (WSS). They are informative, logically presented, practical, and well suited for use by staff and consultants processing projects. A version of a manual/handbook on gender analysis first appeared in the *Handbook for Incorporation of Social Dimensions in Projects* (1994)<sup>45</sup> prior to the Policy in 1998. It was used until it was superseded by the *Handbook on Poverty and Social Analysis* (2001).<sup>46</sup> This handbook was further updated in 2007 and became the *Handbook on Social Analysis* (2007).<sup>47</sup> All the three handbooks have a detailed gender analysis and include good practice and sample terms of reference.

#### **5. Training and Knowledge Dissemination**

40. Information about ADB staff training on GAD were traced from reports on GAD implementation, web-links on the GAD website, as well as data from the Budget, Personnel, and Management Systems Department. The summary is given in Appendix 5. The induction program for new staff from 1999 covered GAD orientation sessions and sector-specific training, such as WSS, urban development, and forestry. Four training programs were held each year from 1999 to 2001, but since then the number decreased to one or two sessions per year. Nevertheless, training on poverty reduction often included training on GAD as an integral part of the PRS. The Poverty Reduction, Gender, and Social Development Division (RSGS) experienced difficulties in scheduling GAD training sessions that had a significant number of operational staff attendance, primarily due to their travel commitments.<sup>48</sup> Other learning activities organized by RSGS include the eminent speakers' lectures, seminars on regional gender issues, and the gender mainstreaming divisional staff briefing that covered 120 headquarter staff held in July–September 2009. Briefings on GAD were also provided in the annual seminars for DMC officials and project implementation seminars for project directors.

<sup>45</sup> ADB. 1994. *Handbook for Incorporation of Social Dimensions in Projects*. Manila.

<sup>46</sup> ADB. 2001. *Handbook on Poverty and Social Analysis: A Working Document*. Manila.

<sup>47</sup> ADB. 2007. *Handbook on Social Analysis. A Working Document*. Manila.

<sup>48</sup> ADB. 2002. *Interim Progress Report on the Policy on Gender and Development*. Manila.

Nonetheless, the challenge to intensify GAD training to ADB staff remains, particularly on the need to expand the frequency and the number of trainees, targeting headquarters staff including mission leaders.<sup>49</sup>

## **6. The External Forum on Gender**

41. One of the commitments made by ADB to the Policy was to establish the EFG. The EFG was to serve as a link with external organizations and the current state-of-the-art in GAD, as well as a forum for dialogue both within ADB and among key stakeholders. In line with ADB's original commitment, the EFG was established in 2001. It has a panel of 10–15 recognized gender experts from ADB member countries. The terms of reference require the EFG to (i) advise ADB on critical gender issues; (ii) provide a forum for dialogue between ADB and different sections of civil society; (iii) share information about ADB's Policy and progress in implementation with key stakeholders; (iv) facilitate discussions with senior ADB officials and offer suggestions for more effective implementation of the Policy; (v) advise ADB on innovative and comparative approaches, good practices, and lessons related to gender mainstreaming; and (vi) give ADB general guidance on improving the status of women. To date, the main activities of the EFG have included organizing an annual meeting at ADB headquarters, during which lectures and seminars on GAD are held and a document on the outcomes of the meeting is produced. The EFG has provided input into the monitoring of ADB's GAD Plan of Action 2008–2010, as well as the regional consultations to prepare Strategy 2020 in 2007, which gave the impetus to the integration of gender mainstreaming in the strategy.

42. During its sessions, the EFG has met with Management, some Board members, and senior staff to discuss how ADB could strengthen its attention to gender concerns. The EFG has been effective in sharing knowledge and providing technical expertise on regional gender concerns relevant to ADB's operations. In addition, individual members have been involved in consultations and other GAD activities. The annual meetings of the EFG at ADB headquarters have been an opportunity to raise the profile of GAD activities and involve staff, who would otherwise not have been directly exposed to GAD developments. The paper on the outcomes of each meeting has been a useful means to raise the status of GAD mainstreaming with ADB Management. In the 2007 and 2008 outcome documents, members of the EFG indicated that they would be available for additional GAD activities at ADB headquarters, at RMs, and at project sites. Despite its immense potential, the EFG is not being fully utilized for the following reasons: (i) difficulty of engaging EFG members beyond their attendance in annual meetings that themselves require major coordination efforts, (ii) limited administrative capacity of RSDD to organize EFG members' country and project visits, and (iii) familiarity of most members with higher level policy issues rather than project-specific activities. In addition, the EFG was not able to help resolve the persistent under-filling of professional gender specialist positions during the years 2005 to 2008, which also reflects ADB's low level of institutional response to EFG's recommendations. ADB also does not have a system of providing recognition or award for best performing staff and department in terms of their exemplary contribution to gender mainstreaming and gender outcomes.

## **7. A GAD Community of Practice**

43. With the reorganization of the committees and networks, ADB's 10 communities of practice, including the Gender and Social Development Committee, were established in August 2005. The primary role of the committee is to act as a think-tank and give advice on (i) strategic

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<sup>49</sup> ADB. 2009. *The GAD Plan of Action (2008–2010) 2008 Annual Implementation Progress Report*. Manila.

direction and issues in the sector or thematic area it covers, (ii) sector and thematic annual reports to be prepared by lead specialists, (iii) rationalization of the knowledge products and services program and prioritization of ADB participation in external events, (iv) special studies, and (v) ADB's major publications. However, the SES team could not trace documentation that analyzed the activities and effectiveness of the Gender and Social Development Committee.

## 8. Summary of Findings on Institutional Responsiveness

44. Overall, ADB as an institution has responded to its commitments made in the Policy, but not in a manner that would fully meet its stated objectives. With the absence of the stipulated number of gender specialists in some years to provide direction and to initiate and guide training activities, it was unlikely that other staff, preoccupied with a whole range of issues, would have taken the same degree of initiative to incorporate GAD activities into projects they were designing or ensure that GAPs were being prepared and implemented. National consultants placed in RMs have had a positive impact and have played an important role. However, the fact that such efforts were funded from a RETA<sup>50</sup> rather than the administrative budget, in other words, funding for these efforts has not been mainstreamed, is a matter of concern, especially from the point of view of sustainability. Interviews with key knowledgeable staff have indicated that these shortcomings are now being remedied. GAD specialists have been appointed to RDs and GAD national officer positions are being created at RMs.

45. The SES on GAD<sup>51</sup> undertaken in 2001 just a few years after the Policy was approved took a critical look at the fundamental issues that influence the design and implementation of gender considerations in ADB-financed projects. The objective was to identify lessons on how to improve project design and implementation, to better address the needs of both women and men clients and to enhance projects' positive impacts on households. The study reviewed nine projects in a variety of sectors in three countries and concluded that a number of measures are needed to increase gender awareness and compliance with the Policy. Among the lessons and recommendations of the 2001 SES were the following that were recognized for addressing by ADB during country strategy formulation and project design stage of the project cycle: (i) through country strategy and policy dialogue promote GAD policies to support the removal of structural barriers affecting women in DMCs, (ii) provide adequate resources to enhance the capacity of ADB staff and training and skill building to operationalize the Policy within ADB, and (iii) allocate TA resources for GAD policy development in DMCs.

46. The 2006 Implementation Review of the Policy on GAD highlighted (i) gaps in upstream and downstream implementation of the Policy, (ii) the challenge of promoting gender as a crosscutting theme where ADB operations are structured across regional and sector lines, and (iii) the need to identify and monitor gender-related results. The Implementation Review's recommendations included preparing an ADB-wide Second Gender Plan of Action with concrete and monitorable departmental commitments to further guide policy implementation. It further identified that GAD as a thematic priority was yet to be fully institutionalized due to (i) inadequate staff incentives to promote gender inclusiveness, (ii) lack of clear accountability mechanisms in RDs for implementing the Policy, (iii) erroneous assumption that compliance with the Policy is optional as it is not one of the safeguard policies, (iv) lack of appreciation of the relevance of gender issues to ADB operations, and (v) staff workloads combined with limited staff and financial resources resulting in low priority on gender issues.

<sup>50</sup> ADB. 1999. *Enhancing Gender and Development Capacity in DMCs*. Manila (TA 5835-REG, for \$1 million, approved on 26 February).

<sup>51</sup> ADB. 2001. *Special Evaluation Study on Gender and Development*. Manila.

## B. Operational Responsiveness

47. Section C2 of the ADB OM<sup>52</sup> notes that as GAD is a crosscutting theme, gender issues must be integrated into all ADB operations, including country strategies and programs; project preparation, implementation, and M&E. It indicates that the responsibility for implementing the Policy and for monitoring the GAD components of individual projects, programs, and TAs also rests with the RDs.<sup>53</sup> This section looks at the extent to which ADB's RDs have implemented the Policy from an operational point of view.

### 1. Country Strategies, Country Programs, and Loan Approvals

48. As a first requirement in mainstreaming GAD, the Policy calls for the preparation of a country gender assessment (CGA). Before October 2003, CGAs were called the Country Briefing Paper on Women in the OM. Initially, most country briefing papers and CGAs were prepared individually, but increasingly, they are being prepared as a joint exercise with other stakeholders. For example, between 1998 and 2008, nine CGAs were produced in the Southeast Asia Department (SERD). Initially, ADB prepared its own Country Briefing Paper on Women for Thailand (1998), Viet Nam (2002), and a CGA for Philippines (2004). More recently, there have been joint CGAs commissioned with other multilateral, bilateral, and nongovernment development partners for Cambodia (2004), Indonesia (2006), Viet Nam (2006), and Philippines (2008). This movement toward joint CGAs is to ensure that a common set of analytical concepts and tools is available to all stakeholders for gender mainstreaming, in addition to improving efficiency and effectiveness, in line with the harmonization principles.

49. The second gender policy requirement in the planning and programming process, based on the CGA, is the inclusion of GAD into the country strategy and the preparation of a separate gender strategy for the DMC concerned, which is to be included in the country strategy paper as an appendix. Table 1 illustrates the responsiveness of various RDs and countries.

**Table 1: Responsiveness to Requirements for a Country Gender Assessment, Inclusion of Gender Strategy in the Country Strategy, and Inclusion of Gender Projects in the Loan Portfolio**

Region/Country	Year of First CGA	Year of First Gender Appendix in Country Strategy	Category I and II Projects 1998–2008	Total Projects 1998–2008	Percent
<b>SERD</b>					
Lao PDR	2005	2007	16	29	55.2
Indonesia	2006	2001 <sup>a</sup>	20	45	44.4
Viet Nam	2002 <sup>b</sup>	2007	22	56	39.3
Cambodia	2004	2005	15	41	36.6
Philippines	2004	2005	6	29	20.7
Thailand	1998 <sup>b</sup>	1999	1	6	16.7
<b>Subtotal</b>			<b>80</b>	<b>206</b>	<b>38.8</b>

<sup>52</sup> ADB. 2009. *Operations Manual*. Manila.

<sup>53</sup> As regards private sector operations, OM Section D10/OP on Nonsovereign Operations states that they must comply with the relevant operational procedures on environmental considerations (OM Section F1), involuntary resettlement (OM Section F2), indigenous peoples (OM Section F3), and incorporation of social dimensions (OM Section C3). The OM Section on Nonsovereign Operations does not *directly* include gender issues and the OM Section on Gender and Development does not cover nonsovereign operations. However, gender issues are mentioned as part of involuntary resettlement (OM Section F2) and incorporation of social dimensions (OM Section C3). The publication *Social Analysis in Private Sector Projects* (ADB, 2009) states that ADB's RSDD advises the Private Sector Operations Department on social issues, including gender, participation, and social risks.

Region/Country	Year of First CGA	Year of First Gender Appendix in Country Strategy	Category I and II Projects 1998–2008	Total Projects 1998–2008	Percent
<b>SARD</b>					
Nepal	1999 <sup>b</sup>	1999	19	33	57.6
Bangladesh	2001 <sup>b</sup>	1998	25	47	53.2
Sri Lanka	1998 <sup>b</sup>	1999	11	43	25.6
Maldives	2001	2002	2	10	20.0
Bhutan	2004	2000	2	13	15.4
India		2003	6	53	11.3
<b>Subtotal</b>			<b>65</b>	<b>199</b>	<b>32.7</b>
<b>CWRD</b>					
Pakistan	2000	2009	29	62	46.8
Uzbekistan	2000	2000	10	22	45.5
Kazakhstan	2006	2005	1	3	33.3
Tajikistan	2000	2004	7	24	29.2
Kyrgyz Republic	2005	2004	3	23	13.0
Afghanistan	2009 <sup>c</sup>	2002	2	22	9.1
Azerbaijan	2005		0	6	
Armenia			0	3	
Georgia			0	2	
<b>Subtotal</b>			<b>52</b>	<b>167</b>	<b>31.1</b>
<b>PARD<sup>d</sup></b>					
Timor-Leste	2005		1	2	50.0
Tonga	1998 <sup>b</sup>		1	2	50.0
Marshall Islands			1	4	25.0
Papua New Guinea	2006	2006	4	16	25.0
Samoa			0	11	
Solomon Islands			0	5	
Tuvalu			0	4	
Cook Islands			0	3	
Federated States of Micronesia			0	3	
Fiji Islands	2006		0	3	
Vanuatu	2009	2010 <sup>d</sup>	0	2	
Kiribati	1998 <sup>b</sup>		0	1	
Nauru			0	1	
<b>Subtotal</b>			<b>7</b>	<b>59<sup>e</sup></b>	<b>11.8</b>
<b>EARD</b>					
Mongolia	2005	1999	6	22	27.3
PRC	1998 <sup>b</sup>	2004	2	82	2.4
<b>Subtotal</b>			<b>8</b>	<b>104</b>	<b>7.7</b>
<b>REG</b>					
			<b>0</b>	<b>1</b>	
<b>Total</b>			<b>212</b>	<b>736</b>	<b>28.8</b>

Note: Percent indicates the share of Category 1 and II projects in the total projects.

CGA = country gender assessment, COSS = country operational strategy study, CPS = country partnership strategy, CWRD = Central and West Asia Department, EARD = East Asia Department, Lao PDR = Lao People's Democratic Republic, PARD = Pacific Department, PRC = People's Republic of China, REG = regional, RSDD = Regional and Sustainable Development Department, SARD = South Asia Department, SERD = Southeast Asia Department.

<sup>a</sup> In Indonesia, while the first CGA was completed in 2006, the 2001 COSS used the 2000 Assessment of Poverty and preliminary assessments of gender, environment, and private sector development issues as part of its country planning exercise.

<sup>b</sup> Country briefing paper.

<sup>c</sup> Detailed gender analysis for the CPS preparation.

<sup>d</sup> Gender profiles of the Asian Development Bank's (ADB's) Pacific developing member countries on June 2008 prepared for Cook Islands, Fiji Islands, Kiribati, Republic of Marshall Islands, Federated States of Micronesia, Nauru, Palau, Papua New Guinea, Samoa, Solomon Islands, Timor Leste, Tonga, Tuvalu, and Vanuatu.

<sup>e</sup> The number of projects for each country in PARD does not add up to the total. Two were for the Pacific region (but cannot be classified under a particular country) and were thus counted under PARD.

Source: ADB and Poverty Reduction, Gender, and Social Development Division statistics and Special Evaluation Study team.



50. Table 1 shows that most countries (except for some new DMCs) have by now undertaken a CGA and most have included a gender strategy in their country strategy document. However, what is surprising is the lag in some countries and RDs between the time the Policy was initiated and its implementation. The Board approved the Policy in 1998 and in some countries, such as those currently covered by the Central and West Asia Department (CWRD) and South Asia Department (SARD), CGAs or their equivalent were promptly prepared and mostly completed by 2000 or 2001. But that was not the case for others. The first CGA for Indonesia<sup>54</sup> was prepared only in 2006; for the Philippines and Cambodia, by 2004; and for several Pacific DMCs, not until 2008. A similar lag can be seen with the incorporation of a gender strategy as an appendix in the country strategy document, with some countries, especially in the SERD and CWRD regions, incorporating a country gender strategy well into the mid-2000s and most Pacific DMCs still not having such gender strategies. Papua New Guinea, a country with serious problems of women's empowerment, did not have a gender strategy until 2006. For Pakistan, another country with major gender disparities, ADB did not have a country gender strategy until 2009. Key factors which explain variations across RDs appear to be (i) availability and use of gender specialists; (ii) lending resources and modalities where ordinary capital resources (OCR)-funded projects tend to be large infrastructure projects; and (iii) lack of demand from DMCs for ADB assistance in gender mainstreaming due to either they are already self-sufficient or have different development priorities for the use of external resources (see further paras. 53–56).

51. The third gender policy requirement is the inclusion of GAD in priority sector and thematic road maps. Thirty-seven country planning documents<sup>55</sup> have priority sector and thematic road maps that include any discussion of gender mainstreaming—8 CPSs, 14 CSPs, 5 COSSs, and 10 CAPs. Of those, 21 education sector road maps have discussed gender issues. Among the infrastructure sector road maps, four for urban development (WSS), four for transport, and two for energy have included gender concerns. The WSS road maps discuss gender issues in terms of access to safe WSS and include empirical research on, for example, the immediate impact on women and children, in terms of time saved in fetching water and tending to sick family members suffering from waterborne diseases. The transport road maps emphasize the need to include women in road-related participatory planning activities. Other areas include public and private sector transport activities, prevention of HIV/AIDS, and mitigation of women and children trafficking issues. The energy sector road maps in India's country planning documents of 2003–2006 and 2009–2012 for the first time discussed gender concerns in the context of social inclusion. The road maps state that access to electricity empowers women and improves family welfare. Women are primary energy managers in households and their active participation need to be promoted, where demand-side management and energy conservation activities or renewable energy pilot schemes involve communities, households, or microenterprises.

52. The ultimate measure of the mainstreaming of GAD in country programming is, of course, the inclusion of a significant number of GAD projects in the country portfolio. Table 1 traces the link between the country planning exercise based on the preparation of a CGA, inclusion of a country gender strategy as an appendix, with the ultimate inclusion of GAD-oriented projects in the country program.

<sup>54</sup> In Indonesia, for example, the preceding CSP 2003–2005 used the work done as part of the earlier 2001 COSS, including its 2000 Assessment of Poverty and preliminary assessments of gender, environment, and PSD issues.

<sup>55</sup> In the 10 years between 1998 and 2008, ADB's planning and programming processes underwent three changes: (i) phase I: 1998–2002, the COSS and CAPs were the planning and programming documents; (ii) phase II: 2003–2005, the CSP was both the planning and programming document; and (iii) phase 3: 2006–2008, the CPS and country operations business plan are ADB's planning and programming documents, respectively.

53. The existence of a separate country gender strategy does not seem to have made much difference when related to the level of GAD projects versus the total country portfolio. Separate country gender strategies were prepared in 2003 and 2004, respectively, for India and the People's Republic of China (PRC), but the total level of GAD lending (Category I or Category II projects) has been only 11.3% for the former and 2.4% for the latter. In the case of the PRC, which has not had any Category I project until date, ADB's gender mainstreaming approach has been to assess the likely impacts on women and build appropriate measures into project designs, in order to ensure that negative impacts will not be disproportionately borne by women. Three factors specific to the PRC has led East Asia Department (EARD) to attempt gender mainstreaming as a social development issue through ethnic minority development plans, resettlement plans and other social action plans. First, the PRC's external debt management policy limits foreign borrowings to concessional sources for projects in the social sectors like health and education. And given the PRC's lack of access to ADF, ADB's involvement in gender issues, as in many other areas of social development is limited. Second, project processing is mostly based on feasibility study reports already prepared by the EA's engineers and design institutes, before ADB becomes involved in processing. This makes gender mainstreaming, for example, in rural infrastructure projects particularly difficult. And third, the PRC has a policy situation that constitutionally and legally acknowledges equality between genders, which justifies ADB's mainstreaming efforts through the social development instruments. Despite the fact that the PRC is yet to have a single Category I project since 1998, it however accounts for about 35% of ADB's entire Category III projects between 1998 and 2008 in terms of lending volume. In this context, the decision to rate ADB's GAD performance based on only Categories I and II by number of projects gives the impression that EARD and PRC Resident Mission are not making sufficient gender mainstreaming efforts, which is not the case. At the same time, it raises an unresolved issue on the utility of Category III, since it is not considered responsive to the Policy. In Pakistan, which as noted did not have a GAD strategy until 2009, the proportion of GAD projects in the portfolio from 1998 to 2008 was 46.8%, well above the Strategy 2020 target level. Similarly, in Viet Nam, 39.3% of projects have been Category I or Category II, even though the first country gender strategy was prepared in 2007.

54. It seems that most RDs have been complying with the requirements of the Policy and the OM, by preparing CGAs and including a gender strategy as an appendix in the country strategy, but this compliance cannot really be directly related to actual responsiveness in terms of the level of GAD projects in the country portfolios. Other factors seem to have been at work, such as ADF availability in the country (which affects the pipeline structure); availability of resources from TA and JFPR that supplement financing of the software components (i.e., training, development of institutional capacity) in projects with OCR/ADF; availability of champions at levels of the individual mission leaders, directors, and director general committed to gender mainstreaming; ADB's own leverage in the country; and the commitment of the EA to gender mainstreaming (e.g., the Bangladesh Local Government Engineering Department can prepare its own gender-responsive project component now without much assistance from ADB). In some countries, India and the PRC, as noted above, ADB RD staff may have been reluctant to promote GAD projects too earnestly, knowing the country-specific limitations and the degree of leverage ADB lending can have vis-à-vis the overall development budget. In others, such as Bangladesh, there may be greater receptivity or the kind of projects being identified for the country program may be more conducive to the inclusion of GAD activities. There may also have been a greater receptivity in some of the countries such as Nepal and the Lao People's Democratic Republic (Lao PDR), where operations take place on a smaller scale and staff can often have a closer relationship with government counterparts. In this context, the Pacific Department (PARD) prepared individual GAD action plans for each ADB-funded operation in 10

Pacific DMCs between 1999 and 2002. The approach was to address the priority gender-related issues and each country action plan provided a practical focus on those areas where there was local commitment to achieve improvements and where ADB had a comparative advantage.

## 2. Trends in Approval of GAD-Oriented Category I and Category II Projects<sup>56</sup>

55. A closer look at responsiveness in terms of the number of GAD projects included in the country portfolio raises some concerns. After reaching a peak in the mid-2000s, the number of Category I and Category II projects appears to be falling in all regions except EARD, which, in any event, was starting from a very low base (Table 2).

**Table 2: Percentage of Category 1 and Category 2 Projects to Total Projects (Loans and Asian Development Fund Grants), by Regional Department**

Year of Approval	SERD	SARD	CWRD	PARD	EARD	Total Projects
1998	22.2	30.8	0.0	14.3	0.0	17.6
1999	33.3	16.7	37.5	0.0	0.0	20.8
2000	35.0	30.0	25.0	25.0	0.0	26.1
2001	57.1	27.8	40.0	0.0	0.0	29.8
2002	45.5	29.4	46.7	40.0	0.0	35.8
2003	60.0	45.0	62.5	0.0	11.1	46.8
2004	41.7	44.4	47.1	0.0	0.0	36.2
2005	33.3	55.6	22.7	16.7	0.0	30.7
2006	47.8	31.3	23.5	0.0	7.7	29.2
2007	31.8	18.2	17.4	16.7	22.2	22.0
2008	29.2	28.0	19.0	0.0	23.5	23.4
<b>Average</b>	<b>38.8</b>	<b>32.7</b>	<b>31.1</b>	<b>11.8</b>	<b>7.7</b>	<b>28.8</b>

ADB = Asian Development Bank, CWRD = Central and West Asia Department, EARD = East Asia Department, PARD = Pacific Department, SARD = South Asia Department, SERD = Southeast Asia Department, SES = special evaluation study.

<sup>a</sup> This distribution does not necessarily reflect the priorities of current regional departments, since they did not exist in their current structure during the time period covered. A major reorganization of ADB, expanding the number of regional departments from two to five, took place in 2002. Further reorganization affecting the country composition of regional departments took place in 2004. Some departments thus inherited the country portfolios of earlier departments prior to the two reorganizations. The trends are, nonetheless, instructive since they do comprise country and regional groupings.

Source: ADB statistics and SES team.

56. The highest proportion of GAD projects ADB-wide was in 2003, long enough after the approval of the Policy for it to have an impact, but early enough for it to still be recognized as a firm strategic initiative. Since then, except for EARD, the level of responsiveness to the Policy has declined. Appendix 6 graphs this phenomenon, by RD. There is a distinct and worrisome decline in GAD-oriented projects and hence responsiveness to the Policy in most RDs. The overall ADB-wide trend is shown in Figure 1.

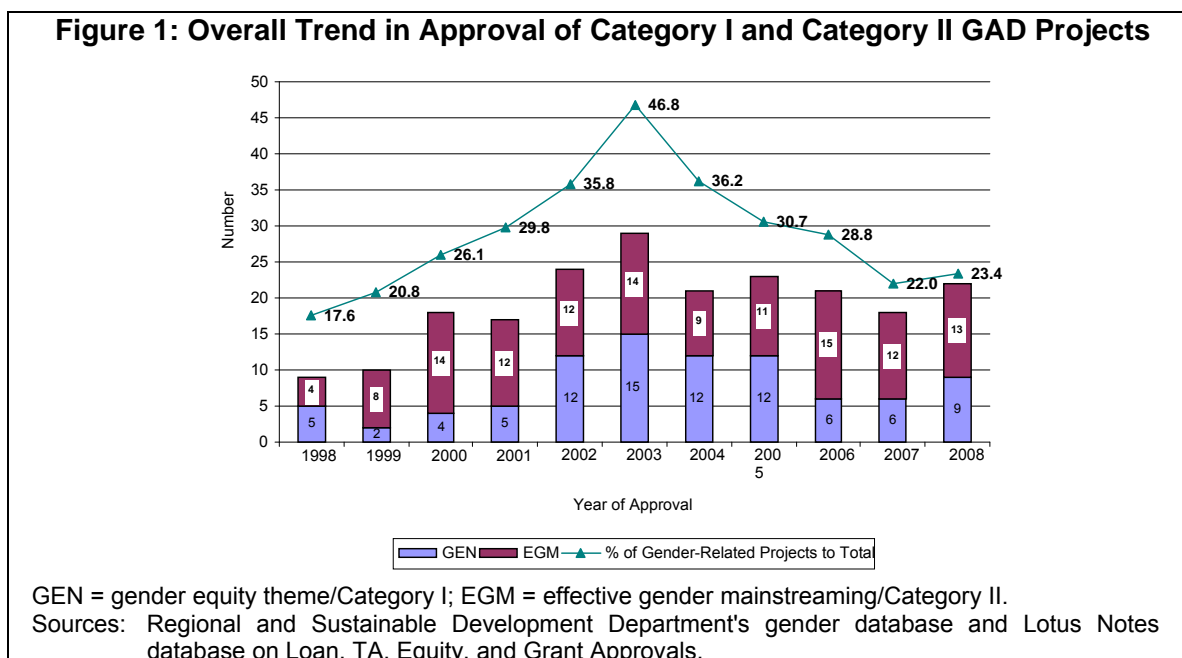
57. Figure 1 shows an overall declining trend in the number of Category I projects (gender equity theme) and Category II projects (effective gender mainstreaming). In response to the findings of the 2008 Development Effectiveness Review,<sup>57</sup> a Technical Working Group (TWG) was constituted in 2009 to identify reasons for the decline in gender mainstreaming and propose recommendations to improve gender mainstreaming in operations. The TWG's draft report<sup>58</sup> indicates that there may be some missed opportunities—projects that could have been

<sup>56</sup> Since to date only public sector projects have been the focus of GAD activities and have been provided a gender classification, this evaluation does not include private sector projects.

<sup>57</sup> ADB. *Development Effectiveness Review 2008 Report*. Manila.

<sup>58</sup> ADB. 2009. *Gender Mainstreaming in ADB Operations* (September 2009 draft). Manila.

classified as Categories I or II ended up as Category III (some gender benefits) or even Category IV (no gender elements). The TWG's draft report estimated that about 7% to 16% of projects, over the past 5 years may have been such missed opportunities. The evidence also shows a decrease in the number of Category IV projects from about 59% in 2007 to about 35% in 2008. As mentioned earlier, the decision to rate ADB's GAD performance based on only Category I and Category II projects raises an unresolved question on the utility of Category III, since it is not considered responsive to the Policy.



58. Evidence on country planning and programming between 1998 and 2008 also reflects a similar trend of a focus on GAD peaking during 2003 and 2005 in all RDs. As shown in Appendix 7 (planning, programming, and approvals for each RD), the earlier CSP documents have more evidence on compliance with the policy requirements, namely (i) references to gender diagnostics, (ii) gender appendix in country strategy, (iii) priority sectors/themes with gender, and (iv) inclusion of gender targets in M&E than the COSSs and CAPs that preceded the CSP on one hand, and the CPSs and country operations business plans that followed it.

### 3. Project Preparation

59. Responsiveness during project preparation begins during implementation of the project preparatory TA (PPTA). Normally, the project officer will include at least a social development specialist and also, at times, a gender specialist in the project preparation team. However, a recent SES on TA determined that "in divisions where loan processing workloads are high compared with staffing, the quality and quantity of staff deployment for TA processing and administration [are] likely to be compromised; in such divisions, there is reduced likelihood of TAs being formulated by a team, and often the most the mission leader can expect is for the division's thematic specialists to provide some standardized text sections for inclusion in the TA paper."<sup>59</sup> The inclusion of a GAD orientation in PPTAs may thus, at times, be compromised by lack of time or resources in the division preparing the PPTA.

<sup>59</sup> ADB. 2007. *Special Evaluation Study on the Performance of Technical Assistance*. Manila.

60. The social development specialist or GAD specialist consultants recruited for the PPTA are responsible for determining the GAD activities that will be incorporated into the project design (if any) and, if warranted, for preparing the GAP. From past experience of the SES team in participating in and reviewing PPTAs and associated projects, these steps are normally followed during the preparation of most projects. However, at times, due to funding constraints in the PPTA, the inputs of the social development or gender specialist may be less than optimal. Another recent SES on project performance<sup>60</sup> found that this was indeed an issue. From 1997 to 2007, the period when a number of requirements, including the preparation of GAPs, were added to the activities of PPTA consultants, the total amount allocated to implement the PPTA in real terms showed no significant growth, and the average amount allocated per PPTA in real terms fluctuated between \$400,000 and \$600,000.

61. The GAD measures recommended by the PPTA consultants are then confirmed by the project fact-finding and appraisal missions. With the recent introduction of the project concept note (PCN) in the revised business processes, there is now scope to shortcut the process and prepare the concept note and start project processing before the PPTA is complete. This means that the project is being formulated by ADB staff in the field at the same time that it is being prepared by consultants. There are several pitfalls in this new procedure. First, it may not allow enough time for the government to fully understand the project and undertake its own internal processing and thus develop ownership specifically of the GAP, since including GAD activities is often a new concept in many DMCs. Another possibility is that GAD measures themselves will be rushed, since there will not be enough time to fully develop them in a thorough and participatory manner. The only mechanism to ensure that these shortcomings do not occur is the RSDD review of the GAP during internal project reviews. An additional proposed measure for streamlining and simplifying business procedures is to shorten the report and recommendation of the President from its current length of 20 pages of main text to 10 pages.

62. The SES team would have liked to empirically measure responsiveness during project preparation, by using the preparation of GAPs as an indicator, but this was not possible. The key to responsiveness during the project preparation stage is the preparation of a GAP, which are mandatory for all Category I and most Category II projects. There was, thus, no basis for comparison between countries or among RDs. However, the fact that GAPs are mandatory indicates the responsiveness of the RSDD and the RDs to the need for documented and mandated GAD measures within the project scope.

63. A further measure of responsiveness in project preparation is the inclusion of GAD indicators in the DMF. A review of the DMFs of all Category I and II projects raised some concerns. While most DMFs for most Category I projects included specific mention of GAD activities in the output and outcome targets, a sizable number of Category II projects (about 33%) did not.

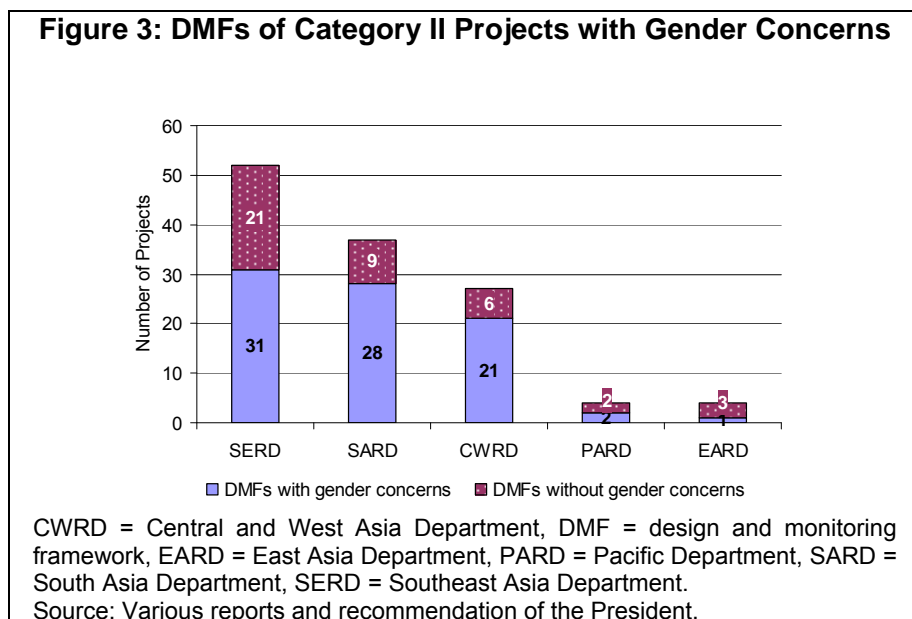
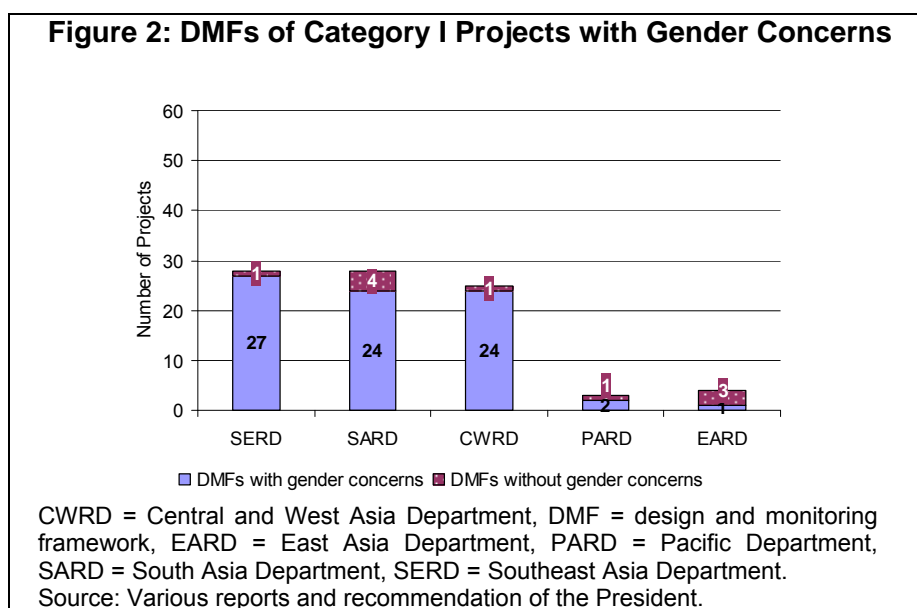
64. The DMFs<sup>61</sup> in the reports and recommendation of the President were analyzed to look at the extent to which GAD concerns had been reflected in 212 Category I (88) and Category II (124) loans and grants. Specifically, the desk review involved identifying gender concerns in the impact (goal), outcome (purpose or objectives), outputs (components), activities, performance targets and indicators, monitoring or reporting mechanisms, and assumptions and risks in the DMFs.

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<sup>60</sup> ADB. 2008. *Special Evaluation Study on Project Performance and the Project Cycle*. Manila.

<sup>61</sup> Reference to DMFs includes precedent project frameworks. ADB adopted the DMF in projects (loans and TAs) starting in 2005.

65. Of 88 Category I projects, 78 (88.6%) had gender concerns in the DMFs (Figure 2). Projects in CWRD and SERD had the highest percentage of projects with DMFs highlighting gender concerns (96.0%), followed by SARD (85.7%), PARD (66.7%), and EARD (25.0%). Among 124 Category II projects (Figure 3), 83 (66.9%) had gender concerns in the DMFs. CWRD had the highest number of projects with gender concerns in the DMFs (77.8%), followed by SARD (75.7%), SERD (59.6%), PARD (50.0%), and EARD (25.0%). Most of the gender concerns were observed in the performance targets or indicators in the DMFs, and, in the statement of impact, outcomes, and outputs in a smaller number of DMFs.



66. On balance, though, considering the inclusion of social development or gender expertise in PPTAs as a standard practice, the requirement for formulating a GAP for Category I and Category II projects, and the discussion of GAD aspects in the DMFs for most Category I and

Category II projects, ADB seems to have been reasonably responsive to the Policy at the important and critical preparation stage in the project cycle.

#### **4. Project Implementation, Monitoring, and Evaluation**

67. The individual EAs and implementing agencies are responsible for implementing projects and, hence, the GAP and its activities. ADB's role at this point is to monitor and guide implementation and then to evaluate the eventual project outputs and outcomes. Both the Policy itself and the associated section of the OM presume sound monitoring of GAD activities. So far, despite efforts of GAD specialists on their own to track GAD activities in ongoing TAs and projects, little has been done in terms of standard official documentation to ensure that monitoring takes place. The primary terms of reference of RM-based gender specialists are to support the implementation of the project GAP and to build the capacity of the EA to do so. The past five annual reports of the Gender and Development Cooperation Fund (GDCF) explain how each gender specialist contributed to monitoring project implementation by assisting EAs and their project-specific gender specialists, if present. They have participated in midterm reviews and/or periodic reviews of key projects (as they do not cover all the midterm reviews for Category I and II projects) and contributed to memoranda of understanding and back-to-office reports. Despite all that, the project performance reports that track project implementation have no specific category or section for GAD indicators. As a result, progress, or the lack of it, in GAD activities is simply not recorded unless clear GAD indicators (for example the ratio of female to male students in an education project) are expressly included in the DMF. GAD progress is often not covered in back-to-office reports of regular or midterm reviews.

68. The situation is compounded by the fact that the current format for PCRs (and project performance evaluation reports [PPERs]) does not include a specific heading for gender, but it is usually assumed that it will be covered in the "impact" section. CAPEs are expected to discuss gender as a theme, but 7 out of the 22 CAPEs have not included this. RSGS has undertaken 24 RGAs in the last 10-year period, a rather small number in view of the 212 Category I and II between 1998 and 2008 GAD projects.

#### **C. External Responsiveness**

69. A number of ADB DMCs have acted to supplement the effect of the Policy by providing additional grant funding to be used to implement it. This was done through the establishment of the GDCF.

70. The GDCF, a leverage fund,<sup>62</sup> was established as a separate multi-agency umbrella facility in May 2003, with initial contributions from the governments of Canada, Denmark, and Norway. Additional contributions have been made by the governments of Canada, Denmark, Norway, and Ireland. As of September 2009, the total GDCF amounted to \$11.9 million, of which about 11% or \$1.3 million was still uncommitted.

71. The fund has been used to finance three RETAs and four capacity development TAs. The RETAs have covered a variety of activities in support of the Policy, such as (i) providing gender specialists in RMs; (ii) including gender mainstreaming in CPSs; (iii) supporting the development of GAPs and strategies for loan projects; (iv) developing the capacity of national focal agencies and EAs; (v) conducting gender impact assessments; and (vi) promoting GAD

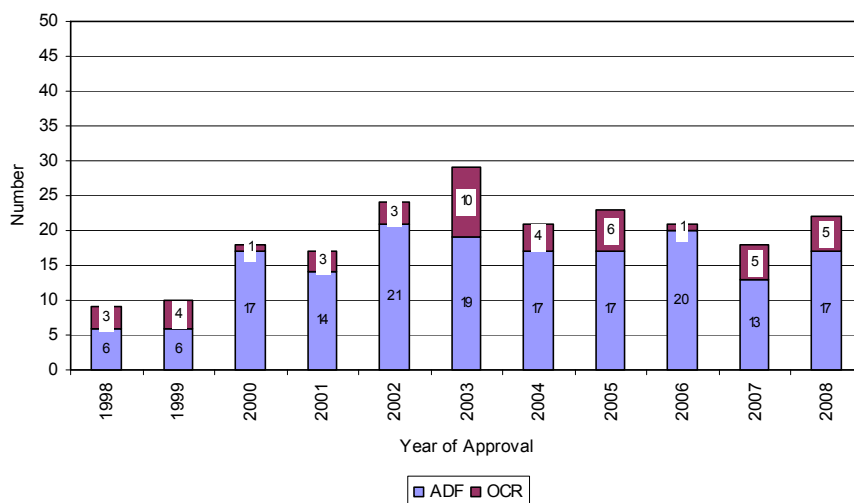
<sup>62</sup> The SES team has yet to verify RSDD's point that the GDCF has to date influenced the design and implementation of 106 loan/ADF projects of ADB (totaling \$6.2 billion) in 5 years.

cooperation partnerships. ADTAs supported by the GDCF include (i) Implementation of an Action Plan for Gender Mainstreaming in Agriculture (Cambodia), (ii) Gender Mainstreaming Action Plan in Agriculture and Rural Development (Viet Nam), (iii) Capacity Building for Gender Equality and Empowerment of Women (Nepal), and (iv) Capacity Development of Female Commune Council Networks (Cambodia).

72. The strategic priorities of ADF X<sup>63</sup> (2009–2012) covers inclusive growth under which gender equality is recognized as fundamental to ensure inclusiveness. The ADF X Donors Report<sup>64</sup> states that ADF has promoted gender equality through various project-specific operations, both directly, such as investments in girls' education and indirectly, such as construction of WSS infrastructure. The number of ADF operations with gender as a special theme or Category I has grown from 13% in ADF VIII (2001–2004) to 20% in ADF IX (2005–2008), while the number of TA operations with this theme grew from 2% to 6%. Also, about 80% of loans that were either Category I or Category II in ADB's portfolio were funded from ADF resources.<sup>65</sup> Thirty donor members of ADB agreed on May 2008 on a total replenishment size for ADF X at \$11.3 billion, which is significantly higher than the \$7 billion agreed at the conclusion of ADF IX that covered 2005–2008. Since the negotiations for the ninth replenishment of ADF X proceeded in parallel with the review of ADB's LTSF (Strategy 2020), the Strategy 2020 agendas of inclusive growth, environmentally sustainable growth and regional integration also became the priorities of ADF X. And ADF operations are to be guided by the GAD Policy and GAD Plan of Action.

73. Figure 4 presents the Category I and Category II GAD projects according to ADF and OCR funding sources. Between 1998 and 2008, of the total 212 Category I and Category II projects, the count of ADF projects is 167, while that of the OCR projects is 45. The number of projects with ADF funding has been higher in all years since the Policy.

**Figure 4: ADF and OCR Category I and II Projects 1998–2008**



ADF = Asian Development Fund, OCR = ordinary capital resources.

Sources: Regional and Sustainable Development Department's gender database and Lotus Notes database on Loan, TA, Equity, and Grant Approvals.

<sup>63</sup> ADF was created in 1973 as a multilateral source of concessional assistance and is designed to provide loans on concessional terms and grants to DMCs with low per capita incomes and limited debt repayment capacity.

<sup>64</sup> ADB. 2008. *Asian Development Fund X Donors Report: Towards an Asia Pacific Region Free of Poverty*. Manila.

<sup>65</sup> ADB. 2007. *Special Evaluation Study on Asian Development Fund VIII and IX Operations*. Manila.



## **D. Overall Assessment of Responsiveness**

74. As an institution, ADB has responded to its commitments in the Policy although it has not yet fully met its stated objectives. As originally set out in the Policy, two new gender specialist positions were created and staff recruited, but within just a few years the benefit of the recruitment was lost as two of the positions were subsumed during the reorganization and one was lost due to staff movement. Between 2005 and 2008, ADB operated with two gender specialists. As a result, the expected training of operational staff in GAD and the dissemination of knowledge on GAD occurred at a less intensive level than had been expected. Nevertheless, a notable degree of success was achieved in the field through the appointment of national gender consultants to RMs. The consensus is that these experts provided valuable support to the RMs themselves, operational staff from headquarters, and the individual DMCs' governments. However, the sustainability of this measure is in question since funding comes from a series of RETA, and is, thus, time-bound and could end once the RETA is completed.

75. At the operational level, ADB and, in particular, certain RDs and RMs have been significantly responsive despite the constraints in terms of guidance, training, and resources under which they operate. For example, in 2003, the percentage of Category I and Category II projects in CWRD reached 62.5% and SERD reached 60% of its overall project approvals. However, there has been a worrisome trend over the past few years. Since 2003, there has been a decline in the percentage of Category I and Category II projects versus overall project approvals. The small proportion of the number of Category I and Category II projects in two particular regions (EARD and PARD) and in two major DMCs (India and the PRC) is also a cause for concern. ADB has responded to this situation by setting up the TWG, which is working to address those issues.

76. Finally, ADB's partners in development have been responsive to the Policy as demonstrated by their willingness to contribute to the GDCF, which has been one of the sources of funding for the RETAs that fund the national gender consultants in RMs.

77. On balance, while the record is somewhat mixed, the conclusion is that ADB's responsiveness has been modest—especially in view of the current trend of a decline in the number of GAD-oriented projects, but is modified by the fact that steps are now being taken to improve the situation.

## **V. RESULTS**

### **A. Approach to the Assessment of Results**

78. The ultimate test of ADB's contribution to reducing gender disparities and enhancing women's empowerment is a determination of the level of success achieved by ADB's operations containing a GAD element, and an assessment of the ultimate impact on GAD indicators in a particular country. This section of the report looks at the intended outputs, outcomes, and impacts of GAD-oriented projects and associated nonlending activities. As outlined in Section II, the methodology used was to examine the trends, patterns, and highlights indicated by an analysis of the PCRs, the documents that contain the most solid data. This was then followed by an analysis of CAPEs, selected SAPEs and SEEs, and then the RGAs to determine whether the supplementary information confirmed the conclusions drawn on the basis of the PCRs. In addition, available TCRs of completed TA grants were analyzed to determine the extent to which the TA grant program complemented the lending program.

## B. Review and Analysis of PCR Findings

79. The 31 PCRs available for completed Category I and Category II<sup>66</sup> projects were analyzed by region, year of approval, sector, modality, and assessed GAD achievements. GAD achievements were assessed as (i) major: GAD results were fully achieved, covering a significant portion of the intended beneficiaries; (ii) moderate: GAD results were partly achieved, at levels lower than intended in the project design; (iii) minor: some GAD results were achieved among a small portion of the intended beneficiaries or at much lower levels than intended in the project design; (iv) none: GAD results were not achieved, or the project itself was unsuccessful or unsustainable; and (v) uncertain: it was not possible to ascertain GAD results because in some cases GAD was not mentioned in the PCR even though there might have been moderate or minor results achieved. The results of the analysis are presented in Appendix 8 and are summarized in the following sections.

80. An overview of the PCRs and their results shows a striking breadth and diversity of projects with GAD elements. They range from education sector projects through health sector projects to water supply projects in countries as diverse as Indonesia, Nepal, Pakistan, and Viet Nam. Outcomes of the projects are thus equally diverse, making a comprehensive assessment of results an exercise in searching for trends and commonalities among a highly diverse set of achievements in a variety of sectors in a wide range of countries. Nonetheless, as illustrated later, a degree of success in promoting gender equality and women's empowerment has been achieved.

81. Some ADB's projects with GAD elements that show positive results are in Box 2.

### Box 2: Highlights of Successful GAD Projects<sup>a</sup>

**1. Pakistan: Punjab Community Water Supply and Sanitation Sector Project** (Loan 1950-PAK, approved in 2002)

The project is benefiting a population of about 2.6 million, which is expected to increase to about 3.8 million in 20 years. The main benefit is the economic value of the time saved by women and diverted to activities that will enhance household income. The resultant time-saving is to significantly reduce the stress on women and girls. With water available on their doorstep, women's contribution to farm-related activities, tending livestock, and other off-farm income-generating activities has increased considerably. Moreover, women have more time for household chores and better care for children. Girls that formerly shared the burden of fetching water are now able to attend school regularly.

**2. Pakistan: Women's Health Project** (Loan 1671-PAK, approved in 1999)

Most of the project's quantitative targets were achieved. The project succeeded to a great extent in achieving three main outcomes: (i) expanding basic women's health interventions to under-served populations, (ii) establishing 20 women-friendly district health systems, and (iii) developing institutional and human resource capacity in the sector. During the PCR Mission, women using the project's health-care services gave positive feedback about the facility upgrades. The records of hospital outpatient departments showed that the use of these health facilities, in particular antenatal visits and other maternal health services had increased.

**3. Nepal: Rural Microfinance Project** (Loan 1650-NEP, approved in 1998)

The project was effective in delivering its intended outputs and purposes. The project disbursed about 1,200,000 subloans to about 400,000 beneficiaries through 58 implementing agencies. The project's

<sup>66</sup> The SES includes all the PCRs of Category I and Category II projects up to 30 October 2009.

indirect benefits included the social and economic empowerment of the poor, disadvantaged communities, and women through the formation and strengthening of savings and credit groups and their federation into a center; and improvement in the capacity and financial positions of partner organizations. Women beneficiaries acquired social and personal benefits from group formation. In these groups, intense networking and support created positive spill-overs, including increased self-confidence, community involvement, and improved social relations. As women were able to accumulate savings, they had control over loan withdrawals. Women's access to microfinance services strengthened their influence on economic and household decisions and gave them greater freedom to invest in activities that improved their own well-being as well as that of their respective households. The project built social capital by requiring women's groups and cooperative members to follow a set of carefully constructed rules that promoted mutual assistance and accountability, including writing by-laws, electing office holders, and reviewing loan proposals.

**4. Nepal: Community Groundwater Irrigation Project** (Loan 1609-NEP, approved in 1998)

The project's social impacts were encouraging. Applying the group approach, the project provided access to year-round irrigation to marginal and small farmers, among them women, who were not benefiting from pre-existing sources of irrigation due to their small land holdings. Of 39,334 farmers directly associated with the project's WUGs, about 60% were female and 33% came from disadvantaged groups. The executive committees of the WUGs and WUAs were 20% female and 16% representatives from disadvantaged groups. About 21% of the 28,590 training participants were women. These activities helped women play active roles in planning, implementing, and managing shallow tubewells, farm-to-market roads, and agriculture programs, which improved their confidence in local resource management and enhanced their social status.

**5. Cambodia: Education Social Development Program** (Loan 1864/1865-CAM, approved in 2001)

The program helped raise enrollment among girls in lower secondary schools. Between 2000 and 2006–2007, the female share of total enrollment grew from 30.0% to 45.6%—higher than the target of 40.0%. The Ministry of Education, Youth, and Sports (MOE) developed several policy instruments to support gender parity in education by increasing the number of females in the workforce. The adult literacy rate for females was 64.1% in 2005, an increase of 11.0% over 2000.

**6. Lao PDR: Basic Education (Girls) Project** (Loan 1621-LAO, approved in 1998)

The project survey 2006 (conducted in six project districts) showed that net enrollment for girls in project schools increased significantly from 66% in 2002 to 88% in 2006; net enrollment rates for boys rose from 67% to 87% in the same period. The survival ratio for grade 5 girls was 12% in 2003, and increased to 54% in 2006; for boys the rate increased from 16% to 55% in the same period. MOE data shows the project facilitated an increased enrollment of about 22,000 girls, starting from a very low baseline in 1999/2000. Even transfer rates to lower secondary education appear to show a similar positive trend.

CAM = Cambodia, LAO = Lao People's Democratic Republic, NEP = Nepal, PAK = Pakistan, PCR = project completion report, WUA = water users association, WUG = water users group.

<sup>a</sup> These highlights focus mostly on projects in typical sectors more amenable for GAD since most of the PCRs available were for these sectors.

Sources: Asian Development Bank (ADB). 2007. *Project Completion Report on the Women's Health Project in Pakistan*. Manila; ADB. 2008. *Project Completion Report on the Basic Education (Girls) Project in Lao People's Democratic Republic*. Manila; ADB. 2008. *Project Completion Report on the Community Groundwater Irrigation Project in Nepal*. Manila; ADB. 2008. *Project Completion Report on the Punjab Community Water Supply and Sanitation Sector Project in Pakistan*. Manila; ADB. 2008. *Project Completion Report on the Rural Microfinance Project in Nepal*. Manila; and ADB. 2009. *Project Completion Report on the Education Sector Development Program in Cambodia*. Manila.

82. Evidently, the impact of ADB's GAD-focused interventions can be broad and wide-ranging—affecting the social welfare of women, improving their livelihood and incomes, empowering large numbers of women with new skills and new-found confidence, and changing subnational- and national-level indicators of gender parity. However, the projects shown in Box 2 are only 6 of the most successful projects of the 31 reviewed. The following sections

illustrate—within the limits of the data and information available—how representative the projects are and how the level of success is affected by region, modality, assessed GAD category (Category I or Category II), and year of approval.

83. Table 3 shows the level of GAD achievements in the PCRs reviewed.

**Table 3: PCR Results Overview – Level of GAD Achievement**

<b>Assessed Level of Impact</b>	<b>Major</b>	<b>Moderate</b>	<b>Minor</b>	<b>None</b>	<b>Uncertain</b>	<b>Total</b>
Number of Projects	13	11	2	3	2	<b>31</b>
Percent of Total (%)	42	36	6	10	6	<b>100</b>

GAD = gender and development, SES = special evaluation study.

Source: SES team analysis of project completion reports.

84. Overall, the results are as follows: 84% of projects assessed had major, moderate, and minor GAD achievements, while 16% had none or uncertain. Table 4 shows how the achievements are distributed between Category I and Category II projects.

**Table 4: Level of Achievements – GAD Theme versus Effective Gender Mainstreaming**

<b>Category</b>	<b>Total</b>	<b>Assessed GAD Achievements per Category</b>									
		<b>Major</b>		<b>Moderate</b>		<b>Minor</b>		<b>None</b>		<b>Uncertain</b>	
		<b>No.</b>	<b>% of Total</b>	<b>No.</b>	<b>% of Total</b>	<b>No.</b>	<b>% of Total</b>	<b>No.</b>	<b>% of Total</b>	<b>No.</b>	<b>% of Total</b>
Category I (Gender Equity)	10	5	50	5	50	-	-	-	-	-	-
Category II (Effective Gender Mainstreaming)	21	8	38	6	28	2	10	3	14	2	10

GAD = gender and development, No. = number, SES = special evaluation study.

Source: SES team analysis of project completion reports.

85. Only 76% of Category II projects had major, moderate, and minor GAD achievements, and the remaining 24% had none or uncertain achievement. The evidence suggests that GAD achievement is more likely if projects are specifically designed with a GAD focus in mind. However, international best practice shows that the best approach to advance gender equality is through a dual strategy of gender mainstreaming and dedicated support for women's empowerment and that one is not exclusive of the other.

### **1. The Effect of Sector Selection on GAD Achievements**

86. The PCRs that were reviewed covered seven sectors, a rather broad range. Eight of the projects were in agriculture and natural resources (26%), 8 in education (26%), 4 in the health and social protection sector (13%), 4 in finance (13%), 4 in public sector management (13%), 2 in the water supply and other municipal infrastructure and services sector (6%), and 1 in transport and information and communication technology (3%). Notably, all the finance sector projects were microfinance projects with mainly a rural focus. The results of the sector analysis are in Table 5.

**Table 5: Overview of Results – Sector Analysis**

Sector	Total	Assessed GAD Achievements per Sector									
		Major		Moderate		Minor		None		Uncertain	
		No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
Agriculture and Natural Resources <sup>a</sup>	8	3	37	3	37	-	-	2	26	-	-
Education	8	4	50	2	25	1	13	1	13	-	-
Health and Social Protection	4	3	75	1	25	-	-	-	-	-	-
Finance <sup>b</sup>	4	1	25	3	75	-	-	-	-	-	-
Public Sector Management	4	-	-	2	50	1	25	-	-	1	25
Water Supply and Other Municipal Infrastructure and Services	2	2	100	-	-	-	-	-	-	-	-
Transport and ICT	1	-	-	-	-	-	-	-	-	1	100

GAD = gender and development, ICT = information and communication technology, No. = number, SES = special evaluation study.

<sup>a</sup> Includes three multisector projects that were all with a rural development focus.

<sup>b</sup> All projects in this sector were microfinance projects.

Source: SES team analysis of project completion reports.

87. The sectors with the most GAD achievements are the human development sectors, including education and health and social protection, and the water supply and other municipal infrastructure and services sector. At least 50% of projects in both sectors have had major GAD achievements. The agriculture and natural resources sector did not always fare so well, with only 37% of projects in the major category, and 26% with no GAD achievements. Interestingly, although there were only two projects in the less traditional water supply and municipal infrastructure sector, both had major GAD achievements. In contrast, the public sector management projects were not at all successful in achieving the GAD outcomes expected of them. It appears that significant GAD outputs can be achieved by projects in traditional GAD-positive sectors, but infrastructure projects, if judiciously chosen, can also have major GAD results. For example, electricity supply, roads, railways and transport services have a great potential for generating gender benefits.

## 2. Effect of Modality on GAD Achievements

88. Among the projects reviewed, 18 (58%) were project loans, 2 (6%) were sector loans, 6 (19%) were program loans, and 5 (17%) were sector development programs. Table 6 shows the levels of GAD achievements for the different modalities.

**Table 6: Overview of Results – Modality Analysis**

Modality	Total	Assessed GAD Achievements per Type of Modality									
		Major		Moderate		Minor		None		Uncertain	
		No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
Project Loan	18	9	50	5	28	1	5	3	17	-	-
Program Loan	6	-	-	4	66	1	17	-	-	1	17
Sector Development Program	5	3	60	2	40	-	-	-	-	-	-
Sector Loan	2	1	50	-	-	-	-	-	-	1	50

GAD = gender and development, No. number, SES = special evaluation study.

Source: SES team analysis of project completion reports.

89. The results show the advantages of both project loans and sector development programs as modalities in promoting women's welfare and empowerment compared with program loans. None of the six program loans had a major achievement on GAD, whereas 50% of project loans and 60% of sector development programs did. There were too few sector loans on which to base any firm conclusion; of the two, one had major achievements and one had uncertain achievements. The latter was the sole roads and highways project<sup>67</sup> among the projects reviewed and there was no mention of gender outcomes in the PCR.

### 3. Differences in Results, by Region

90. The results of analyzing GAD achievements by region are given in Table 7.

**Table 7: Overview of Results – GAD Achievements by Region**

Region	Total	Assessed GAD Achievements by Region									
		Major		Moderate		Minor		None		Uncertain	
		No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
Southeast Asia	14	9	65	4	28	1	7	-	-	-	-
South Asia	7	2	29	4	57	-	-	1	14	-	-
Central and West Asia	6	2	33	2	33	1	17	-	-	1	17
Pacific	4	-	-	1	25	-	-	2	50	1	25
East Asia	0	-	-	-	-	-	-	-	-	-	-

GAD = gender and development, No. = number, SES = special evaluation study.

Source: SES team analysis of project completion reports.

91. CWRD countries (all in Pakistan) had 6 PCRs (19%) for their projects, EARD had none, PARD countries had 4 (13%), SARD countries had 7 (23%), and SERD countries had 14 (45%). As noted in the discussion on responsiveness, this distribution does not necessarily reflect the priorities of the current RDs, since they did not exist at the time these projects were prepared. However, it does reflect biases in country programming in particular countries. In addition, the fact that there were no GAD-oriented projects in either India or the PRC partly reflects the type of funding available (OCR only).

92. An analysis of Table 7 reveals some interesting trends. Major GAD achievements are far greater in SERD countries than in countries in the other regions. SERD countries also have more GAD-oriented projects and a much higher degree of achievement. In contrast, despite strong efforts (on a country basis, Pakistan had the largest number of projects covered by the PCRs), only one third of CWRD projects were assessed as having major achievements. The other factor that stands out in the regional and country distribution of the PCRs (as shown in Appendix 8) is the rather high proportion of smaller countries where GAD projects were focused. Countries like Cambodia, Lao PDR, and Nepal all had successful GAD interventions. This evidence is similar to the findings on responsiveness and indicates that perhaps it is easier to focus on GAD issues in a hands-on manner in smaller countries, whereas in larger ones, the perceived importance of gender equity is overwhelmed by larger and broader considerations. In addition, the required level of human and financial resources needed to incorporate GAD interventions into projects at an appropriate scale is easier to mobilize in smaller countries rather than in larger ones. Other factors that affect the level of Category I and Category II projects in the country pipeline include availability of ADF funding in the country, which affects the pipeline structure; availability of TA resources to supplement financing of software components (such as training, institutional capacity development) in an OCR project; availability

<sup>67</sup> Loan 1928-PAK: Punjab Road Development Sector Project.

of champions at the level of individual mission leaders, directors, and directors general committed to gender mainstreaming; and the executing agency's commitment to gender mainstreaming.

#### 4. Year of Approval

93. The PCRs available for analysis were for projects approved between 1998<sup>68</sup> and 2005. Table 8 looks at the relationship between year of approval and level of success in GAD achievements. The results, while only indicative, are somewhat worrisome. Except in 2002 when there was only one PCR, the analysis shows a declining trend in the level of achievements. While 63% of projects approved in 1998 were assessed as having major GAD achievements, this figure had slipped to 43% by 2001 and 0 by 2003. This trend may, to some extent, be linked to the fact that, as noted earlier, program loans have a lower rate of achievement than other modalities and most of the PCRs in later years are for program loans with their shorter implementation period. The data may thus be unduly skewed toward a modality that has an inherently lower level of GAD achievement.

**Table 8: Results of Analysis of GAD Achievements by Year of Approval**

Year	Total	Assessed GAD Achievements by Year of Approval									
		Major		Moderate		Minor		None		Uncertain	
		No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
1998	8	5	63	2	25	-	-	1	12	-	-
1999	7	3	43	4	57	-	-	-	-	-	-
2000	5	1	20	2	40	1	20	1	20	-	-
2001	4	3	75	1	25	-	-	-	-	-	-
2002	4	1	25	-	-	-	-	1	25	2	50
2003	1	-	-	1	100	-	-	-	-	-	-
2004	1	-	-	-	-	1	100	-	-	-	-
2005	1	-	-	1	100	-	-	-	-	-	-

GAD = gender and development, No. = number.

Source: Special Evaluation Study team analysis of project completion reports.

#### 5. GAD Success versus Project Success

94. Another aspect in promoting the success of GAD-oriented projects needs to be taken into account. To be successful, GAD-related interventions face a double challenge. First, to achieve GAD outcomes, the project itself must succeed. Second, the GAD element must be implemented within the overall project scope. The PCRs contain several examples of well-intended GAD interventions that failed, not on their own demerits, but because of the failure or lack of full success of the project itself. For example the design of the Coastal Fisheries Development Project in Papua New Guinea incorporated some very positive GAD initiatives (special overnight facilities at markets and beach landings for women traders, for example), but no infrastructure was ever built as no civil works were ever completed under the project because of land issues and jurisdictional problems. Similarly, under the Microfinance Sector Development Program in Pakistan, efforts were made to focus on women and mobilize women borrowers, but in the end the overall sustainability of the banking institution itself (the Kushali

<sup>68</sup> While the GAD policy was approved in May 1998, it acknowledged that its recommendations were not a break with current practice, but a formal recognition of the approach to gender issues that was already being undertaken by ADB staff. The PCRs reviewed, including those from 1998, have been classified by RSGS as either having a GAD theme (Category I) or promoting gender mainstreaming (Category II). They were used to capture as wide a range of projects as possible for the analysis.

Bank) was considered questionable. In some ways, this issue accounts for the somewhat lower achievement for GAD in agriculture sector projects. It is not the GAD components but the projects themselves that suffered problems in implementation and sustainability.

## 6. Summary of Results of PCR Analysis

95. From the analysis of completed PCRs, it is possible to make some indicative conclusions about the success of ADB's GAD activities. First, ADB's GAD interventions can contribute to improving the welfare, incomes, and social status of women on a broad scale. However, the number of such projects is limited to only around 42% of the total number of projects considered to have a GAD theme or a focus on GAD mainstreaming. In addition, the proportion of major achievements is skewed much more to projects with GAD themes than projects that aim at GAD mainstreaming. Major GAD achievements were found in 50% of Category I projects and in only 38% of Category II projects.

96. Most of the projects reviewed were in traditional sectors for GAD interventions—agriculture and natural resources, education, and health, with only a few in other sectors, such as finance, public administration, and water supply and municipal infrastructure. The finance sector projects were microfinance projects aimed at rural areas and could equally have been classified in the agriculture and natural resources sector.

97. Overall, the education and health projects had a much higher degree of success than the others, although projects in the water supply and municipal infrastructure were also effective in achieving GAD outcomes. The most successful modalities for achieving positive GAD outcomes were project loans and sector development programs, with program loans having the least achievements. On a regional basis, positive GAD outcomes are very much skewed to SERD countries, both in number and in the level of positive GAD results. Finally, available data seems to indicate a declining trend in GAD achievements over the years since the approval of the new Policy, although this may turn out to be skewed evidence resulting from a larger number of program loans in the data for later years.

98. The following sections look at how much these indicative conclusions and trends are confirmed by or qualified by information available from CAPEs, SAPEs, and SESs conducted and from RGAs undertaken by RSGS.

### C. Review and Analysis of Findings of CAPEs and Selected SAPEs

99. The results of the SES team's review of the CAPEs and relevant SAPEs are shown in Appendix 9 while Box 3 shows some of the major results identified in the review.

#### Box 3: Major GAD Results Identified from the Review of CAPEs and Selected SAPEs

Country (CAPE or SAPE Year)	Project Results
Nepal CAPE (2009) and Agriculture and Rural Development SAPE (2009)	Under the <b>Community Livestock Development Project</b> (Loan 2071-NEP, approved in 2003), the Rural Microfinance Development Center or microfinance trainers are building the capacity of 100 MFIs, focusing on existing institutions. In districts currently without MFIs, they help NGOs or farmer cooperatives to become MFIs. They also train participating NGOs to improve their social mobilization and group-strengthening capabilities, DLS staff to improve their extension capabilities, key district development committee staff in management, M&E functions and members of districts and villages in gender awareness, microfinance and M&E. Through the <b>Community-Based Water Supply and Sanitation Sector Project</b> (Loan



2008-NEP approved in 2003) 1,780 water and sanitation committee members – 50% of whom were women and 575 community female volunteers received training.

Nepal has been the only DMC to borrow for a project focused exclusively on gender — the **Gender Equality and Empowerment of Women Project** (Loan 2143-NEP, approved in 2004). The project supports gender mainstreaming in three sector ministries: Agriculture and Cooperatives, Education, and General Administration. Unfortunately, implementation progress to date has been slow.

Mongolia (2008) Under the **Second Education Development Project** (Loan 1908-MON approved in 2002), progress has been made in eliminating gender disparity between boys and girls in school enrollment.

Philippines (2008) Under the **Microfinance Development Program** (Loan 2199-PHI, approved in 2005), the number of microfinance subborrowers, of whom 90% are women, doubled from 1.4 million in 2004 to 2.7 million in 2007.

Pakistan (2007) The generally poor performance of ADB's operations in the social sectors resulted in a smaller reduction in gender inequality than was targeted. ADB's focus on girls' education and women's health was highly relevant in terms of need, although operations have been less effective than expected.

Lao PDR (2006) Under the ongoing **Primary Health Care Expansion Project** (Loan 1749-LAO approved in 2000), access to primary health care, which has benefited mostly women, increased from 41% of villages in the eight project provinces to 81% between 2002 and 2004.

Bangladesh:  
Education Sector  
SAPE (2008) With support from the **Second Primary Education Development Program** (Loan 2015-BAN, approved in 2003) and the **Secondary Education Sector Development Project** (Loan 2266/2267-BAN, approved in 2006), the percentage of female teachers in primary schools increased from 28% in 1997 to 50% in 2007, female:male student ratio increased from 0.97 in 1997 to 1.12 in 2007, and the overall female literacy rate increased from 38% in 1997 to 49.8% in 2007.

SES - Effect of  
Microfinance  
Operations on  
Poor Rural  
Households and  
the Status of  
Women (2007) When the Philippines Rural Microenterprise Finance Project was completed at the end of 2002, 618,906 clients had been reached, of whom 97% were women. In June 2006, when the survey design was being formulated, the records of the People's Credit and Finance Corporation showed that the program had served 1.6 million borrowers, the overwhelming majority of whom were women.

In Bangladesh as of 31 December 2006, the total number of member borrowers in the Rural Livelihood Project was 507,958, of whom 85% were women. In the Second Participatory Livestock Development Project, the total number of members was 408,276, all of them women.

BAN = Bangladesh, CAPE = country assistance program evaluation, DLS = Department of Livestock Services, DMC = developing member country, GAD = gender and development, Lao PDR = Lao People's Democratic Republic, MFI = microfinance institution, MON = Mongolia, M&E = monitoring and evaluation, NGO = nongovernment organization, NEP = Nepal, PHI = Philippines, SAPE = sector assistance program evaluation, SES = special evaluation study.

Sources: ADB. 2002. *Country Assistance Program Evaluation for Mongolia*. Manila; ADB. 2003. *Country Assistance Program Evaluation for the Philippines*. Manila; ADB. 2004. *Country Assistance Program Evaluation for Nepal*. Manila; ADB. 2006. *Country Assistance Program Evaluation for the Lao People's Democratic Republic*. Manila; ADB. 2007. *Country Assistance Program Evaluation for Pakistan*. Manila; ADB. 2007. *Effect of Microfinance Operations on Poor Rural Households and the Status of Women*. Manila; ADB. 2008. *Evaluation on the Education Sector in Bangladesh: What Worked Well and Why Under the Sector-Wide Approach?* Manila; and ADB. 2009. *Sector Assistance Program Evaluation for the Agriculture and Natural Resources Sector in Nepal*. Manila.

100. While the paucity of hard data on GAD results in the CAPEs and SAPEs is a matter of concern, this information, gleaned from a total of 15 CAPEs, 2 SAPEs,<sup>69</sup> and one SES is useful since it reinforces some of the indicative conclusions from the PCR analysis through a look at more recent, ongoing projects. Out of 15 CAPEs, only 10 included gender as one of the thematic assessments.<sup>70</sup> Therefore, most of these findings are based on a rather narrow database.

101. The first finding is that, as with the projects reviewed through PCRs, there have been some major results and achievements. For example, the Bangladesh Second Primary Education Program and Secondary Education Project helped raise female literacy levels by more than 10% nationwide over a 10-year period. Another significant finding is that the sectors with positive GAD outcomes are basically the same as in the PCR analysis—education, health, agriculture and finance (primarily rural microfinance)—although some success is also indicated in the water supply sector. Finally, the findings indicate part of the reason for the regional discrepancy identified in the PCR analysis. Despite a major focus on GAD activities in Pakistan, implementation of the projects has been less effective than expected, while the Gender Equality and Empowerment Project in Nepal has been suffering implementation delays.

102. The material in Appendix 9 also illustrates another aspect of ADB's GAD results, the impact of Policy dialogue. The results are summarized in Box 4.

<b>Box 4: GAD Policy Dialogue Achievements Based on Selected CAPEs and SAPEs</b>	
<b>Country (CAPE or SAPE Year)</b>	<b>Policy Dialogue Achievements</b>
Nepal (2009)	Through program lending and policy dialogue, ADB was able to assist the Government in formulating several landmark legislative acts and policies such as the amendment of the Civil Service Act 2007 and the enactment of the Gender Equality Act 2006, which repealed many discriminatory laws against women. The former reserves 45% of positions for women and other excluded groups. The number of women in the civil service increased from 8.6% in 2001 to 12.7% in 2007.  The gender-inclusive approach in ADB's assistance can be traced to the initial development of GAPs during loan processing and the inclusion of gender-related loan assurances, which helped the Government internalize gender and development and to monitor its results. The percentage of projects with a GAP increased from 25% in 2002 to 50% in 2008.
Pakistan (2007)	ADB's support to federal and provincial governments for preparing gender reform action plans, and the linking of the approval of these plans to loan conditions in a number of program loans and sector development programs, raised the profile of gender issues among key government stakeholders and established the legal framework for an improved gender balance.
Indonesia (2005)	Influenced by ADB and other development partners, in 1998 the Government of Indonesia issued a Presidential Instruction to all government institutions requiring gender mainstreaming in planning, developing, implementing, monitoring, and evaluating all national development policies and programs.
Cambodia (2004)	ADB assisted with Establishment of Cambodia's National Council for Women and gender focal points in 12 line ministries. Under the Agriculture Sector Development Program and the Education Sector Development Project, gender mainstreaming has progressed in the Ministry of Agriculture, Forestry and Fisheries and in the Ministry of Education, Youth, and Sports.

<sup>69</sup> A greater number of SAPEs was examined, but they did not contain any pertinent information on GAD.

<sup>70</sup> The 2009 Nepal CAPE and the 2006 Lao PDR CAPE had particularly detailed thematic reviews.

Country (CAPE or SAPE Year)	Policy Dialogue Achievements
Bangladesh: Urban Sector and Water Supply and Sanitation SAPE (2009)	Government's adoption of the Pourashava Ordinance of 2008 was influenced by earlier ADB TA on the urban sector policy. The town-level coordination committees and ward-level coordination committees have been institutionalized, an action that should enhance participatory decision making and transparency of local governments. A change in the area of gender and development is the requirement that 40% of the members of all standing committees be female.
ADB = Asian Development Bank, GAP = gender action plan, CAPE = country assistance program evaluation, GAD = gender and development, SAPE sector assistance program evaluation, TA = technical assistance.	
Sources: ADB. 2004. <i>Country Assistance Program Evaluation for Cambodia</i> . Manila; ADB. 2005. <i>Country Assistance Program Evaluation for Indonesia</i> . Manila; ADB. 2007. <i>Country Assistance Program Evaluation for Pakistan</i> . Manila; ADB. 2009. <i>Country Assistance Program Evaluation for Nepal: Delivering Assistance in a Challenging Environment</i> . Manila; and ADB. 2009. <i>Sector Assistance Program Evaluation for the Urban Sector and Water Supply and in Bangladesh</i> . Manila.	

103. In general, GAD policy dialogue initiatives (as reported in CAPEs and SAPEs) seem to have been somewhat sparse, but, like GAD project interventions, significant in particular instances. The amendment of the Civil Service Act 2007 and the enactment of the Gender Equality Act 2006 in Nepal were certainly major accomplishments directly attributable to ADB-supported interventions as were the gender provisions of program loans in Pakistan. On a more modest scale, policy support activities in Bangladesh, Cambodia, and Indonesia have all led to GAD-positive outputs. Whether these will be translated into real outcomes remains to be seen.

#### D. Review and Analysis of Projects Covered by Rapid Gender Assessments

104. The last available data source on GAD results in ADB projects is the series of RGAs undertaken by RSGS in two phases, first in 2005 and again in 2009. Each of the two exercises covered 12 projects in four countries (Bangladesh, Cambodia, Nepal, and Pakistan in phase I; and Indonesia, Mongolia, Sri Lanka, and Viet Nam in phase II). The findings of phase I are somewhat out-of-date, some of the projects are already covered by PCRs, some are technically not within the study period (having been approved prior to 1998), and others, notably those in Cambodia, were not advanced enough in implementation to allow any kind of assessment of outputs or outcomes. Nonetheless, the SES team examined them for useful information. On the other hand, phase II studies covered some ongoing projects for which information is not available from other sources. The results of the analysis, shown in Appendix 10,<sup>71</sup> are not as definitive as those for PCRs since many of the projects are still ongoing. In many cases (9 instances out of 20), the outcomes of the projects are still uncertain. Nonetheless, the RGAs did record some major achievements. The most impressive of them are described in Box 5.

<sup>71</sup> Only 20 projects were included in the analysis since one of the projects assessed in Mongolia was an ADTA and three other projects had already been covered by the PCR analysis.

### Box 5: Highlights of the Analysis of Rapid Gender Assessments

#### 1. Sri Lanka - Secondary Towns and Rural Community-Based Water Supply and Sanitation Project (Loan 1993-SRI approved in 2003)

The project aimed to construct rural water schemes to provide drinking water (piped, rain-fed, protected well) to 322,000 people in Polonnaruwa and Anuradhpura, and 27,600 low-cost latrines. Women have actively participated in all programs, at least as 50% of participants, and in some cases more than 50%, e.g., women made up 65% of the participants in 400 health and hygiene programs; 98% in 350 income-generating programs, and more than 60% in the construction training program. The water and sanitation facilities provided by the project improved women's lives considerably; livelihood components are functioning, but no data on percentage of viable business has been established.

#### 2. Indonesia - Decentralized Basic Education Project (Loan 1863-INO, approved in 2001)

For lower secondary schools, girls' enrollment increased from 57% to 68% in NTB and 37% to 50% in NTT. One or two women are now on the school management committees in 18% of schools in Bali, 23% of schools in NTB, and 40% of schools in NTT. More than 46,000 teachers were trained. On average, women were 47% of beneficiaries of training activities. For general teacher development, 15,763 teachers were trained (6,930 female and 8,833 male). Teacher training included a focus on the importance of equal access to and participation in basic education by boys and girls; 8,082 teachers participated in this training (3,636 female and 4,446 male).

#### 3. Viet Nam - Health Care in the Central Highlands Project (Loan 2076-VIE, approved in 2004)

More women were visiting health centers for prenatal checkups and childbirth (e.g., access to prenatal care increased from 45% to 67% for one clinic near Da Lat). Skills of female staff increased due to high women's participation in training: 77% of midwife trainees; 52% of primary health care trainees; 48% of information, education and communication trainees; 26% of postgraduate doctors trained; and 21% of doctors in refresher training. Priority was given to women and ethnic minority people. New and upgraded medical facilities and equipment (including obstetrics and pediatrics wards and ultrasound machines) strengthened the capacity of health services to respond to women's needs. Provincial hospitals and communes have at least one staff member trained in women's health. Staff had a good understanding of women's health issues. Separate toilets were built for women at hospitals and canteens provided food for patients and their families.

#### 4. Viet Nam - Upper Secondary Education Development Project (Loan 1979-VIE, approved in 2002)

Girls' enrollment in upper secondary schools increased by 20,495 students, from 313,229 to 333,724 or 7% in the 22 provinces between 2005 and 2007. Women's participation in curriculum and teacher training averaged 66% compared with 65% of women teachers in upper secondary schools: 33,762 female teachers were trained.

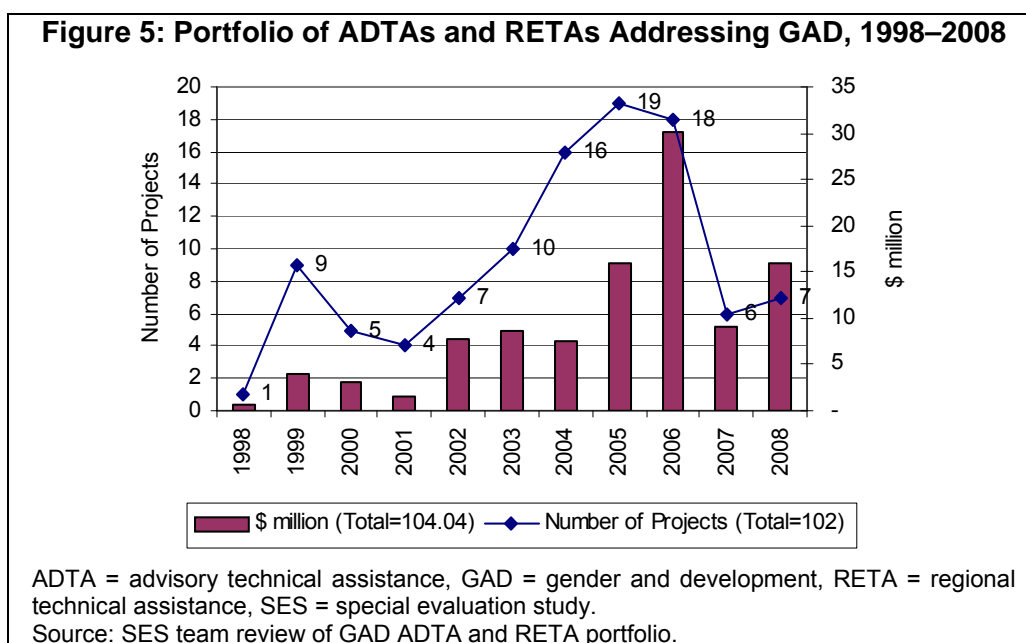
INO = Indonesia, NTB = Nusa Tenggara Barat, NTT = Nusa Tenggara Timur, SRI = Sri Lanka, VIE = Viet Nam.

Sources: Asian Development Bank (ADB). 2001. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to Indonesia for the Decentralized Basic Education Project*. Manila; ADB. 2002. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to Sri Lanka for the Secondary Towns and Rural Community-Based Water Supply and Sanitation Project*. Manila; ADB. 2002. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to Viet Nam for the Upper Secondary Education Development Project*. Manila; and ADB. 2004. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to Viet Nam for the Health Care in the Central Highlands Project*. Manila.

105. Overall, the projects cover the same sectors that are more amenable to GAD activities: education, health, and agriculture, plus two projects in public administration and two in water supply and urban development. It is difficult to determine trends because of the large number of projects rated as having uncertain outcomes. However, most rated projects were assessed as having potential major or moderate achievements. Of the 20 projects, 8 (40%) were assessed to have potentially major GAD achievements and 3 others (15%) with potentially moderate achievements. While there was no discernible trend by sector, it is notable that the two urban development projects were assessed as having potentially major achievements as were most of the education and health projects. Another notable finding was the high level of achievement in Viet Nam, with all three projects expected to result in major GAD achievements.

#### E. Review and Analysis of Technical Assistance Completion Reports of Advisory Technical Assistance and Regional Technical Assistance

106. ADTAs and RETAs are tools that can be used to support the lending program as well as to help promote policy reform and institutional change, build capacity, and change attitudes within ADB, among the staff of DMCs, and among other stakeholders. Being grant-financed, activities funded with these instruments are more adaptable and potentially more flexible than loan-funded activities. ADTAs and RETAs are a valuable tool to promote gender equality and women's empowerment when innovation and piloting are involved. Between 1998 and 2008, 54 ADTAs worth \$45.46 million and 48 RETAs worth \$ 58.58 million addressed GAD issues. As Figure 5 shows, 2006 had the highest level of grant-based assistance in terms of volume. The SES looked at the portfolio and results of ADTAs and RETAs in light of the goals of the Policy. The source of documentation was the TCRs with reference to the original TA paper if necessary. The results of the review of TCRs for ADTAs are in Appendix 11, and results for RETAs are in Appendix 12.



## 1. Portfolio of GAD Advisory Technical Assistance

107. The ADTA portfolio identified as having a GAD dimension includes 54 activities, 33 of which have TCRs. The distribution of the GAD ADTA portfolio has been skewed toward SERD and CWRD, which account for 65% in number of activities and 71% in volume. The regional spread, both in number and volume, of GAD ADTAs is presented in Table 9.

**Table 9: Distribution of GAD ADTAs by Regional Department and Country, 1999–2008**

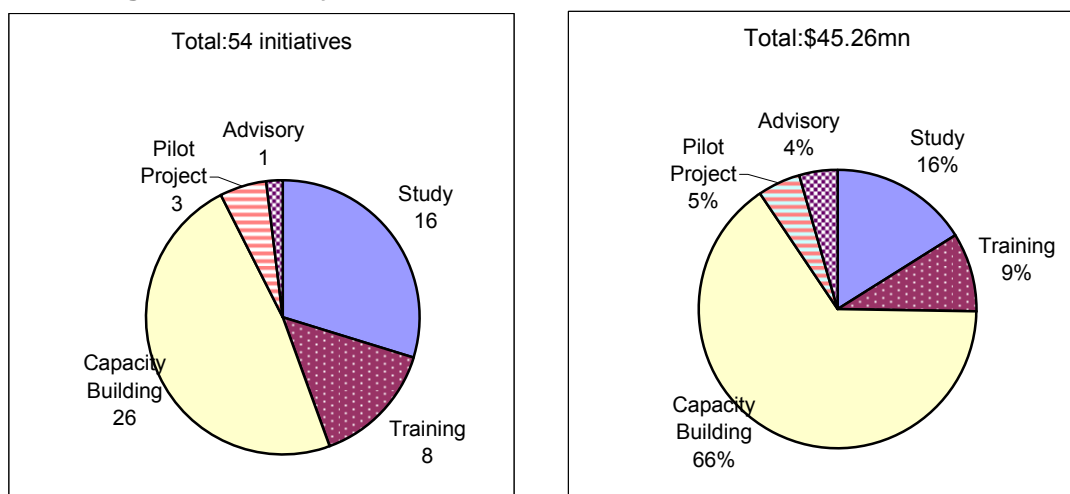
Regional Department	Country	Number	%	Amount (\$'000)	%
<b>SERD</b>		<b>26</b>	<b>48.1</b>	<b>20,584</b>	<b>45.3</b>
	Viet Nam	7	13.0	11,070	24.3
	Cambodia	9	16.7	4,040	8.9
	Lao People's Democratic Republic	7	13.0	3,674	8.1
	Philippines	1	1.9	1,000	2.2
	Indonesia	2	3.7	800	1.8
<b>CWRD</b>		<b>9</b>	<b>16.7</b>	<b>11,645</b>	<b>25.6</b>
	Pakistan	6	11.1	8,265	18.2
	Afghanistan	1	1.9	2,700	5.9
	Kyrgyz Republic	1	1.9	530	1.2
	Kazakhstan	1	1.9	150	0.3
<b>SARD</b>		<b>8</b>	<b>14.8</b>	<b>6,735</b>	<b>14.8</b>
	India	2	3.7	4,000	8.8
	Nepal	4	7.4	1,835	4.0
<b>EARD</b>	Bangladesh	2	3.7	900	2.0
		<b>9</b>	<b>16.7</b>	<b>5,150</b>	<b>11.3</b>
<b>PARD</b>	People's Republic of China	7	13.0	3,500	7.7
	Mongolia	2	3.7	1,650	3.6
<b>PARD</b>		<b>2</b>	<b>3.7</b>	<b>1,350</b>	<b>3.0</b>
	Papua New Guinea	1	1.9	850	1.9
	Fiji Islands	1	1.9	500	1.1
<b>Total</b>		<b>54</b>	<b>100.0</b>	<b>45,464</b>	<b>100.0</b>

ADTA = advisory technical assistance, CWRD = Central and West Asia Department, EARD = East Asia Department, Pacific Department, GAD = gender and development, SARD = South Asia Department, SERD = Southeast Asia Department, SES = special evaluation study, TCR = technical assistance completion report.

Source: SES team review of GAD ADTA portfolio and TCRs.

108. Capacity development, the main activity in the ADTA portfolio, is in 26 TAs worth \$20.9 million. Some of the capacity development initiatives have focused on strengthening gender focal agencies of Cambodia, Fiji Islands, Indonesia, Lao PDR, Nepal, Pakistan, Philippines, and Viet Nam. In response to ADB's comparative advantage with sector agencies and given its role as a financier of programs and projects in a variety of sectors, there has been a shift in the portfolio towards TAs for sector agencies through gender audits in key sector ministries, development of sector-specific gender strategies and action plans, training of local government officials on gender capacity development and increased government capacity to address emerging issues such as the displacement of women workers due to changes in trade regimes, etc.<sup>72</sup> Figure 6 shows the portfolio breakdown by number and volume of activities.

<sup>72</sup> ADB. 2008. *Capacity Building for Mainstreaming a Gender Perspective in the Development, Implementation, and Evaluation of National Economic Policies and Programs and Budgets*. Manila.

**Figure 6: Activity Details of the GAD ADTA Portfolio, 1998–2008**

ADTA = advisory technical assistance, GAD = gender and development, SES = special evaluation study, TCR = technical assistance completion report.

Source: SES team review of GAD ADTA portfolio and TCRs.

109. Aligning the ADTA portfolio with ADB's core lending activities is increasingly believed to be a step that will ensure greater potential for directing significant resources to gender mainstreaming and improve the sustainability of such efforts. The reason is primarily ADB's continuing long-term engagement in the sectors and close relationship with sector ministries.

## 2. Portfolio of GAD Regional Technical Assistance

110. The RETA portfolio identified as having a GAD dimension includes 48 activities, 26 of which have TCRs. RETA projects have supported improvements in gender-related statistics and budgeting; training of locally elected women officials; strengthening the role of labor standards with a focus on women's labor, employment, and occupational safety; and regional initiatives to combat trafficking in women and girls. Figure 7 shows the breakdown of the portfolio activity by number and volume.

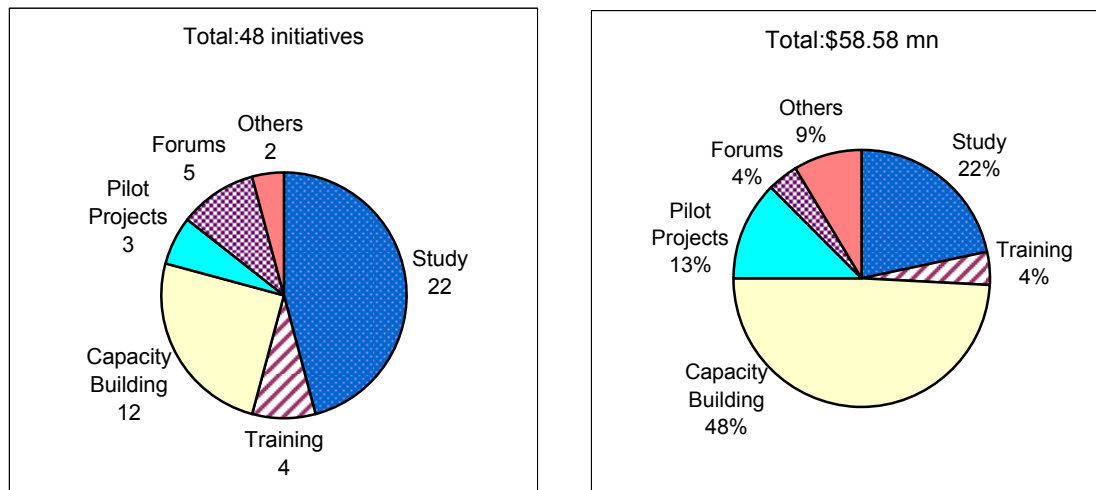
111. One notable example is the RETA approved in 1999,<sup>73</sup> which aimed to (i) strengthen the capacity of EAs for GAD activities; (ii) achieve gender-related quality improvements in the design and implementation of ADB-financed loans and TAs; and (iii) increase ADB's GAD activities. The RETA financed the recruitment of gender specialists in 1999 across six RMs—Bangladesh, Indonesia, Nepal, Pakistan, Uzbekistan, and Viet Nam—for a period of 3 years. A subsequent review<sup>74</sup> assessed the roles of these gender specialists in (i) developing the capacity of EAs and RM staff to initiate/implement gender activities, (ii) gender mainstreaming in projects, (iii) assisting CPS and programming teams in addressing gender issues, and (iv) serving as focal points. The finding is that RMs in Bangladesh, Nepal, and Pakistan were the more successful in strengthening gender capacity development of EAs due to factors like technical skills and proactive nature of individual gender specialists, nature and size of loan portfolios, number of delegated loans administered by RMs, and support of country directors

<sup>73</sup> ADB. 1999. *Enhancing Gender and Development Capacity in DMCs*. Manila (TA 5835-REG, for \$1 million, approved on 26 February).

<sup>74</sup> ADB. 2003. Poverty and Social Development Papers. *Enhancing Gender and Development Capacity Development in Developing Member Countries – A Review*. Gender, Social Development, and Civil Society Division (RSGS, RSDD). Manila.

and project team leaders to gender issues. Other examples are the three RETAs—one in South Asia, and two in Greater Mekong Subregion—to mainstream gender issues in infrastructure and regional economic integration as part of ADB's Trafficking in Persons program.

**Figure 7: Activity Details of the GAD RETA Portfolio, 1998–2008**



GAD = gender and development, RETA = regional technical assistance, SES = special evaluation study.  
Source: SES team review of GAD RETA portfolio.

### 3. Review of TCRs for Advisory Technical Assistance

112. Of the 33 ADTAs with TCRs, 18 accounting for \$8.7 million (55% of total funding for completed ADTAs) were implemented in SERD countries and 11 totaling \$5.2 million (over one third of the total) were for two countries—Cambodia and Lao PDR—with a combined population of around 20 million people. Similarly, Nepal, another country with a population of about 28 million, has had four ADTAs worth \$1.6 million, whereas neighboring Bangladesh with a much larger population of about 142 million has completed only one valued at \$420,000. Several countries, such as the Philippines, do not have any completed GAD-related ADTAs. This means that for many of ADB's countries, ADTAs have had little impact on GAD initiatives. Three pilot projects have had a total funding of \$2.3 million to date through the ADTA window.

113. Most individual ADTAs were relevant and focused, and had successful to highly successful ratings. Most of them support the capacity of sector agencies to handle gender-oriented activities. The TCRs suggest that the TAs have influenced the sector agencies to adopt and implement sector-level gender policies, strategies, and action plans. With regard to longer term outcomes and sustainability, achievements have been limited to those countries with a sustained ADTA investment over time, such as Cambodia, Lao PDR, and Viet Nam. The overall results of ADTAs identified as GAD-oriented could be assessed as being positive, but of limited impact.

### 4. Review of TCRs for Regional Technical Assistance

114. The review of TCRs for RETAs revealed that of 48 RETAs identified as GAD-related, 26 TCRs have been prepared. The rest of the RETAs are either ongoing or were small-scale TAs for which no TCR was prepared. The analysis shows that most RETAs cover a wide variety of topics. Funded activities cover studies on assessing community perspectives in the Pacific, attaining poverty reduction in the Upper Mekong watersheds through forestry, preparation of



poverty reduction strategies in the Central Asian republics, prevention of malaria, and the formulation of water resources policies.

115. RETAs that are explicitly linked to GAD activities seem to cover a wide and diverse range of topics. While it may be appropriate to try to test GAD activities in a wide range of circumstances, there is limited evidence of continuity or follow-up of most of those activities. However, a significant portion was provided to fund gender consultants in ADB's RMs through RETA 5835. It was an initiative that provided support for GAD among both ADB and DMC staff, the value of which is acknowledged in the RGAs as well as in the 2003 Review by RSGS (footnote 74).

116. There is nevertheless a need to be more selective in identifying which RETAs are GAD-related, to be more strategic in selecting RETAs and to focus more closely on the 1998 GAD strategy's first specific area of intervention: "to provide assistance to DMCs in the areas of GAD policy support; GAD capacity building; and awareness, and formulation and implementation of policies and programs directed at improving the economic and social status of women."

#### **F. Support of Japan Fund for Poverty Reduction to GAD**

117. The JFPR grant<sup>75</sup> can also be used for similar activities of ADTAs and RETAs as well as to test pilot projects in the field. Being grant-financed, activities funded with these modalities are potentially more flexible than loan-funded activities and could be valuable tools in promoting gender equality and women's empowerment that often require innovative piloting approaches.

118. In 2000–2008, 107 JFPR projects worth \$269.7 million addressed gender. They were distributed as follows: 30% in agriculture and natural resources (\$78.9 million), 29% in health and social protection (\$66.5 million), and 14% in multisector (46.2 million). By region, the number of grant funds is also skewed to SERD countries (43%), the same trend as for ADTA.

119. Of the 107 JFPR projects only 19 (17.8%) have been completed. The Implementation Completion Memorandums rated 12 successful, 5 highly successful and 2 partly successful. Of the 12 projects rated successful, 7 were in health and social protection, 2 in agriculture and natural resources, 2 in multisector, and 1 in education. Of the five projects rated highly successful, two each are in the health and social protection and agriculture and natural resources, and one in multisector.<sup>76</sup>

#### **G. Synthesis of Findings on Results**

120. The analysis of PCRs during the SES indicated that, since the approval of the Policy, a broad variety of GAD interventions has been undertaken in diverse sectors in a wide variety of DMCs. Among the projects for which PCRs were reviewed, 42% had major GAD achievements and a further 36% had moderate GAD achievements. The analysis of CAPEs and SAPEs as well as RGAs confirms these findings. The PCRs reviewed covered about 14.6% of the total 212 GAD-oriented projects approved since the new Policy. The results of completed projects to date indicate that there is promise for ADB's GAD interventions to have major and meaningful achievements if they are properly identified, prepared, and implemented.

<sup>75</sup> The JFPR grant facility between ADB and the Japanese Government was established in May 2000.

<sup>76</sup> The ratings are based on the Implementation Completion Memorandums of the 19 completed JFPR projects.

121. It is difficult to conclude that GAD has been wholly mainstreamed throughout ADB's activities. Successes have tended to be focused on the education, health, agriculture and water supply sectors as well as on microfinance projects with an agriculture/rural focus. Each sector has examples of projects materially improving the livelihood of women, promoting gender equality (especially in education) and women's empowerment. In addition, to date, the higher levels of success have been in Category I projects than in Category II.

122. International best practice shows that support for advancing gender equality is best approached through a dual strategy of gender mainstreaming and dedicated support for women's empowerment. Specifically in the infrastructure sector, efforts to mainstream gender in transport, energy, and water supply and sanitation projects are gaining ground. Moreover, the footprint of ADB's large loans is going to be much greater than small, stand-alone, GAD-specific projects. Hence, integrating gender issues into infrastructure projects specifically transport and energy projects, remains a priority to ensure wider scale impact on gender.

123. With respect to TAs, the longer term outcomes of ADTAs may have been positive in some DMCs, but many of the larger DMCs have received only sparse support through ADTAs. Overall outcomes are likely to be modest. In the case of grant modalities (RETA, ADTA, and JFPR grants), more strategic targeting is needed in addition to developing a systematic monitoring and reporting mechanism to track GAD results.

## VI. CONCLUSIONS

### A. Overall Study Findings

124. The assessment on relevance concludes that the Policy was relevant at the time of its approval and prevailing ADB and DMC context. It remains relevant for ADB's current operations and DMC development challenges. However, the change in operational priorities (more on infrastructure) since the last 5 years, initially under the MTS II and subsequently under Strategy 2020, has resulted in a gap between the applicability of the Policy and Strategy 2020's emphasis on five core sectors. The implementation of the Policy in many of these areas remains limited, (with exception to education, selected rural infrastructure and microfinance component of the financial sector), which may be one of the reasons that GAD targets have declined recently and remains a challenge for the future. In view of the need for clarification issues outlined above, the relevance rating has been assessed as *relevant* rather than *highly relevant*.

125. ADB's responsiveness to the Policy is somewhat mixed, and has been assessed as *modest*, especially with the decline in the number of GAD-oriented projects after 2003 and the inability to adequately account for gender mainstreaming and/or gender benefits in a large part of its operations—infrastructure, policy-based lending, regional cooperation and integration, and private sector operations/nonsovereign operations. Initial actions to enhance the operational approaches and institutional mechanism to accommodate the Policy seem to have decelerated after a few years and the level of support that might have been expected was not provided. Nevertheless, there were successful initiatives and processes such as the provision of national gender consultants in RMs, the fourfold categorization process of projects, provision of checklists, and establishment of an informative GAD webpage. An effort made by some RDs (notably SERD, CWRD, and SARD) to include GAD-oriented projects in their portfolios had a reasonable degree of success. However, after reaching a peak in 2003, the proportion of GAD projects approved on an annual basis has tapered off in those regions and for ADB overall. In addition, mechanisms to adequately monitor and evaluate GAD activities are not in place. There is also so far no system of

rewarding best performing staff, department, and EAs (in terms of recognition/award) for best gender mainstreaming and gender impacts in ADB-funded projects.

126. The results of the relatively small number of completed GAD projects and program loans are mixed and are assessed as *likely modest*. On the one hand they show that it is possible to accomplish major GAD achievements. On the other hand, the results to date illustrate the need to strategically select projects for GAD interventions and to ensure that the GAD components, as well as the projects themselves, are properly implemented. The results also indicate that it is possible to identify GAD-themed and mainstreaming interventions among the five core specializations of Strategy 2020. They include education projects (education is a core specialization in itself); infrastructure projects such as rural infrastructure projects, water supply projects and urban development projects; and finance sector projects, especially microfinance projects with a focus on the rural or urban poor. However, international best practice shows that support for advancing gender equality is best approached through the dual strategy of gender mainstreaming and dedicated support for women's empowerment. In addition, country context such as DMC development needs, priorities, policies, and strategies to promote GAD is fundamentally important in determining how much and how effective ADB can assist at the project level and through policy dialogue. Country ownership is critical for success and sustainability.

127. The analysis of results shows that positive GAD outcomes can be achieved in a variety of sectors including the finance and infrastructure sectors if appropriate projects are selected. When aiming for a balance among sectors, a decision is taken during the country programming exercise to focus on a particular sector; consideration should then be given to selecting projects that are likely to meet the requirements of Strategy 2020. This includes inclusive growth, of which gender mainstreaming is a significant element. Thus, in the finance sector, it might be most consistent with ADB's thematic priorities if microfinance projects were chosen over industrial financing projects since the former are more likely to have a positive GAD impact. Similarly, in the roads and transport sector, preference may be given to rural or provincial roads, which have a greater GAD impact than major arterial highways, which could be constructed with private sector funding. Urban development projects would have significant GAD impacts if they focused on the provision of water supply, sanitation and drainage to low-income areas. In this way, the gender mainstreaming requirements of Strategy 2020 could be potentially met, while at the same time limiting the range of projects to the identified core specializations.

128. In recent years, some CGAs have been undertaken in conjunction with other development partners, harmonizing approaches and reducing duplication of efforts, although processing and implementation times have become longer. However, working with other stakeholders and building on their knowledge, abilities, and access to resources can enhance the impact of ADB's GAD interventions. Interestingly, few of the reviewed PCRs, CAPEs, SAPEs, or RGAs mentioned the efforts of other stakeholders in the context of GAD and the degree or level of cooperation between them and ADB. More efforts to identify potential development partners for GAD and document the joint experience would enhance the overall effectiveness of ADB's GAD activities.

129. The ADB RF on GAD for sovereign projects calls for 40% of all project approvals to be either Category I or Category II projects by 2012. The analysis of responsiveness indicates that this is achievable. Indeed as Table 2 shows, the overall target was achieved in 2003 with 46.8% of projects in the two categories, but declined below the target for ADB level thereafter. However, there have been variations in achieving the target across RDs. CWRD, SARD, and SERD achieved the target for a single year in 2004, 2005, and 2006 respectively. The main reason for the decline in the number of Category I and II projects has been the shift towards

large-scale infrastructure, especially transport and energy, and PSD projects combined with an under-reporting of project components with gender outcomes. With concerted effort and judicious project selection and reporting processes, there is a possibility for GAD-oriented project approvals to increase.

130. Box 6 summarizes the indicative list of activities achieved in each of the five areas of intervention identified by the Policy.

**Box 6: Indicative List of Achievements in Five Areas of Intervention  
Identified by the 1998 GAD Policy**

(i) Provide assistance to DMCs in the areas of GAD policy support, GAD capacity building and awareness, and formulation and implementation of policies and programs directed at improving the economic and social status of women:

- 20 CGAs and 13 country briefing papers on women prepared during 1998–2009. Additionally, 14 country gender profiles were finalized for Pacific Island countries in 2009. There was a drop in the number of CGAs to 4 prepared in 2007–2008 after a peak of 13 in 2005–2006;
- A total of 9 (13) COSSs, 17 (24) CSPs, and 11 (14) CPSs included separate country gender strategy as part of its appendix during 1998–2008. While compliance levels steadily rose, a distinct lag is evident in that some countries started to prepare and include this only from the mid-2000s;
- Only 37 (140) country planning and programming reports in 1998–2008 included discussion of gender issues in priority sector and thematic road maps. This consists of 5 (13) COSSs, 10 (89) CAPs, 14 (24) CSPs, and 8 (14) CPSs. Of the 37 road maps, there were 21 in education, 10 in infrastructure, 4 in urban development, 4 in transport, and 2 in energy;
- Earlier CSP documents between 2003 and 2005 have better compliance with policy requirements: (a) references to gender diagnostics, (b) country gender strategy as an appendix in the country planning report, (c) priority sectors/thematic road maps include GAD, and (d) inclusion of gender in M&E/results framework;
- However, GAD policy dialogue initiatives, as reported in CAPEs and SAPEs are sparse; and
- Establishment of the GDCF funded (a) provision of gender consultants in RMs; (b) support for including gender mainstreaming in CPSs; (c) development of the capacity of national focal agencies, sectoral, and executing agencies; (d) gender impact assessments, and (e) GAD cooperation partnerships.

(ii) Facilitate gender analysis of proposed projects, including program and sector loans, and ensure that gender issues are considered at all appropriate stages of the project cycle:

- Fourfold categorization of projects based on the level of GAD-oriented activities—Category I: GEN, Category II: EGM, Category III: SGM, and Category IV: NGE;
- Participation of gender specialists or social development specialists in PPTAs for GAD activities to be incorporated in project design and develop GAP (for Category I and Category II projects) if needed;
- Discussion of GAD aspects in the DMFs of Category I and Category II projects; and
- Establishment of GDCF that funded preparation of GAPs and strategies for loan projects.

(iii) Assist DMCs to implement commitments made at the United Nations Fourth World Conference on Women in Beijing held in 1995 to achieve the targets set for women into the 21st century:

- For example, ADB's ongoing partnership with UNDP and UNESCAP to accelerate and monitor progress toward achieving MDGs in its DMCs.

(iv) Explore opportunities to directly address some of the new and emerging issues for women in the Asia-Pacific region:

- Inclusion of anti-trafficking measures in project design of 16 road projects in 11 DMCs supported by 3 RETAs (1 in South Asia and 2 in Greater Mekong Subregion); and
- CoP on social development and gender gives advice on strategic GAD issues.

(v) Promote increased GAD awareness within ADB through training workshops and seminars, development of suitable approaches, and staff guidelines to implement the Policy.

- Two GAD plans of action issued and annual review of GAD plans of action to monitor progress;
- Training programs conducted for regional departments, but still limited;
- Preparation of GAD database, website, checklists and toolkits, and manual/handbook; and
- External Forum on Gender constituted to facilitate discussion with ADB management and staff.

Note: Numbers in brackets denotes the total number of reports.

ADB = Asian Development Bank, CAP = country assistance plan, CGA = country gender assessment, COBP = country operations business plan, CoP = Community of Practice, COSS = country operational strategy study, CPS = country partnership strategy, CSP = country strategy and program, DMC = developing member country, EGM = gender mainstreaming, GAD = gender and development, GAP = gender action plan, GDCF = Gender and Development Cooperation Fund, GEN = gender equity as a thematic classification, M&E = monitoring and evaluation, MDG = millennium development goal, NGE = no gender elements, PPTA = project preparatory technical assistance, RETA = regional technical assistance, RM = resident mission, SES = special evaluation study, SGM = some gender benefits, UNDP = United Nations Development Programme, UNESCAP = United Nations Economic and Social Commission for Asia and the Pacific.

Source: SES team.

## B. Lessons

**131. Main factors influencing gender achievements in RDs.** These include (i) reorganization and realignments at ADB that resulted in reassignments of the then existing staffing and skills levels with the result that between 2005 and 2008, ADB had two gender specialists; (ii) uneven levels of influence of CGAs on the country planning and programming exercise; (iii) type of lending sources (OCR in the case of the PRC and India) and modalities including program loans; (iv) the amount of TA distribution, especially the GAD ADTA portfolio that is skewed towards SERD and CWRD, which account for 65% in number of activities and 71% in volume; and (v) the availability of gender specialists in RMs. Based on the gender achievements between 1998 and 2008, there is an increased recognition of the need for a two-tracked gender mainstreaming approach—sustain efforts in sectors where ADB has a strong track record and strengthen efforts and resources so as to deepen experience in areas such as infrastructure, including energy and transport.

**132. Institutional actions indispensable to support policy pronouncements.** The primary reason for the recent decline in the number of Category I and II projects after its peak in 2003 has been the shift towards large-scale infrastructure and PSD projects combined with an under-reporting of project components. However, it also is no coincidence that this decline corresponds with the period when the number of gender specialists within ADB and its RDs also declined, due in part to the reorganization and in part to staff movements. With greater attention to providing support, guidance, and training to operational staff, more might have been accomplished in achieving the Policy's aims and promoting GAD. There is a need to provide incentives (some recognition or reward) best performing project teams and/or departments and increase the level of support for mainstreaming gender, both at headquarters and in RMs.

**133. Categorizing projects into four types and introducing GAPs has been a pragmatic and innovative approach.** This approach has enabled disaggregating gender mainstreaming into concrete activities and guide implementation of the gender design features of programs and projects. At the same time, once a project is approved, appropriate implementation procedures must be put in place to incorporate GAD into standard project supervision and M&E tools that ADB presently uses such as the DMF, PPR, PCR, SAPE, CAPE, among others.

### C. Key Issues

134. **Monitoring and Evaluation.** Despite active monitoring of GAD efforts by headquarters and RM gender specialists, little has been done until date to incorporate GAD into ADB's standard M&E tools and documentation (DMF, PPR, PCR, SAPE, and CAPE). Simple steps such as the addition of a special section or category on gender could make a significant difference in the ability to identify and then build on successful GAD interventions and also correct the under-reporting of positive outcomes and impacts. All concerned departments, including RSDD, IED, the Central Operations Services Office, and RDs, need to revise their monitoring and evaluation instruments to ensure that the results of gender activities are captured. DMFs for future infrastructure projects will need to be designed to capture and attribute indirect gender benefits. In addition, RSDD/RDs need to ensure that RGAs are undertaken regularly in strategically selected DMCs and that resources are provided for the activity.

135. **Category III Projects.** As noted earlier, it is current ADB practice to count only Category I and Category II projects when assessing the level of gender mainstreaming in ADB's portfolio. This raises the issue of how to assess and record the effort RDs make in preparing GAD interventions for Category III projects and how to assess the benefits thereof. In some countries the current level of gender equality might make the inclusion of specific GAD interventions less pressing than in others, while a particular country's development priorities and processes (as well as ADB's own country strategy) might bias project selection away from Category I and Category II type interventions. Several of the countries with only a modest level of Category I and II projects do include a higher level of Category III projects in their portfolios whose cumulative impacts of GAD measures may also be significant and as meaningful as the impact of Category I and Category II interventions in smaller projects. Accordingly, the present policy, which considers only Category I and Category II projects as gender interventions may also need to consider Category III projects that demonstrate significant indirect benefits as gender interventions.

136. Thus, the current practice of counting only Category I and Category II projects, not only underestimates the level of GAD mainstreaming, but also reduces the incentive to include meaningful GAD interventions in project design. It may not be considered worthwhile expending the effort to design and include GAD activities if this effort is not going to be acknowledged. There may also be pressure to include projects that are not necessarily high priority simply to meet the targets set for GAD lending in the Strategy 2020 strategic framework. It seems important then, to find some way of capturing the effort made in formulating GAD measures for Category III projects and their impact, when assessing responsiveness to Strategy 2020 goals and targets.

137. **The Use of Grant Funds.** The analysis of TCRs of completed RETAs and ADTAs shows that, due to the relatively small amounts of funding being provided, the diverse nature of the activities funded, and a rather limited geographic concentration, such funds may not have the full desired impact of mainstreaming GAD throughout the activities of ADB and its DMCs. One way to increase the impact of grant resources would be to link such grants more closely to investment projects so that there is synergy between loan and grant financing with the impact extended throughout the implementation period of the project.

### D. Recommendations

138. The Phase I of the SES provides the following recommendations to improve the effectiveness of the Policy and its implementation.

Recommendations	Responsibility	Timing
<p><b>1. Improve outcome orientation of GAD goals and their monitoring and evaluation (paras. 133, 134).</b></p> <p>(i) Define expected outcomes from gender mainstreaming and setting targets for outcomes.</p> <p>(ii) Explicitly include baseline gender data and GAD targets particularly outcomes in all gender assessments and DMFs.</p> <p>(iii) Include reporting on GAD-related achievements (outputs, outcomes) in monitoring and evaluation activities and related reports (such as PPRs, PCRs, PPERs, SAPEs, CAPEs).</p>	COSO, RSDD, RDs, IED	2010
<p><b>2. Provide clarity to operationalize GAD goals in ADB operations in the context of Strategy 2020 (paras. 124, 135, 136).</b></p> <p>(i) To achieve the intended objectives of gender mainstreaming, clarify and examine approaches and targets to adopt, given the realities of sector orientation in the Strategy 2020 and gender capacity constraints faced by operations departments.</p> <p>(ii) In particular, define the approaches for gender mainstreaming in private sector operations/nonsovereign operations, large infrastructure development and policy-based operations, and provide specific directions to staff.</p>	RSDD, PSOD, SPD	2010
<p><b>3. Provide adequate financial and human resources to support policy implementation (paras. 131, 132).</b></p> <p>(i) Following the actions in recommendations 1 and 2 above, assess and ensure adequate staffing and skill levels at headquarters and RMs required for effectively implementing the Policy.</p> <p>(ii) Recognize best performing project teams and/or departments in achieving gender mainstreaming and gender outcomes.</p>	BPMSD, RSDD, RDs	2010

ADB = Asian Development Bank; BPMSD = Budget, Personnel, and Management Systems Department; CAPE = country assistance program evaluation; COSO = Central Operations Services Office; DMF = design and monitoring framework; GAD = gender and development; IED = Independent Evaluation Department; PCR = project completion report; PPER = project performance evaluation report; PPR = project performance report; PSOD = Private Sector Operations Department; RD = regional department; RM = resident mission; RSDD = Regional and Sustainable Development Department; SAPE = sector assistance program evaluation; SPD = Strategy and Policy Department.

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<sup>1</sup> A total of 494 documents were reviewed. Among them are 369 documents that were also covered but are not included in this bibliography list (13 country operational strategy studies, 89 country assistance plans, 25 country strategy and programs, 10 regional country strategy and programs, 14 country partnership strategies, 19 country operations business plans, 31 reports and recommendation of the President, 59 regional technical assistance and other technical assistance papers, 31 project completion reports, 59 technical assistance completion reports, and 19 implementation completion memoranda).



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## PRELIMINARY OUTLINE OF THE APPROACH AND METHODOLOGY FOR PHASE II

### A. Purpose and Scope

1. Phase I study was a headquarters-based assessment of Asian Development Bank's (ADB's) Policy on Gender and Development (GAD) 1998 and implementation. The findings of Phase I were based on the review of reports and documents available at the ADB headquarters, including report and recommendations of the President, project implementation review reports, project and technical assistance completion reports, and relevant independent evaluation studies. Phase II will undertake a field study in selected developing member countries (DMCs) to bring views/feedback from stakeholders on gender mainstreaming in their countries, their experience with ADB's gender related operations, and suggestions on how ADB should improve further gender outcomes of its assistance and help achieve gender equity in its DMCs in general.

2. The findings of Phase I show that a number of infrastructure projects have had sound and meaningful gender achievements. However, as noted in the recent draft paper, *Mainstreaming Gender in ADB Operations*,<sup>1</sup> there is a dearth of knowledge in the operations departments on the good practices to incorporate GAD activities into such projects. As a result, the shift in sector emphasis may, indeed, to some extent explain the decline in GAD-oriented lending from its peak in the mid-2000s.

3. The Phase II will include (i) review of selected projects in operations (whose PCRs were reviewed in Phase I) to assess sustainability of their gender outcomes; (ii) review of ongoing projects (i.e., projects under implementation) in terms of progress in implementing GAD elements; (iii) interview with ADB's country directors, field-based staff and consultants on their experience in implementing GAD at project level; and (iv) discussion with project executing agencies and major development partners and civil society organizations on their experience in gender mainstreaming in the country.

### B. Methodology and Data

4. Phase II of the special evaluation study (SES) will consist of in-depth analysis of a number of recently completed and ongoing projects (at least 2 years in implementation) in core specialization sectors, which have documented targets for significant GAD results, and also selected Category III projects, which did not have such gender targets. The SES will use structured questionnaire for clients and stakeholders interviews.

5. The study would entail a review of selected completed and ongoing projects to assess the (i) project identification process; (ii) formulation and content of the project preparatory technical assistance (PPTA), including staffing and resources provided; (iii) project preparation process including an analysis of the gender action plan (GAP); (iv) internal processing and approval process; (v) history of implementation including the degree of government ownership of GAD measures and the implementation of the GAP; (vi) review of measures taken by ADB to help ensure positive GAD outcomes; and (vii) assessment of the sustainability and replicability of GAD outcomes. It would look at the reasons for success; factors that might have reduced success levels and how they were dealt with; particular structural, and institutional characteristics of the concerned DMC that may have contributed to success or worked against it; particular characteristics of the project identification and design exercise, which should be taken into account when aiming for positive GAD outcomes; particular characteristics of the

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<sup>1</sup> ADB. 2009. *Mainstreaming Gender in ADB Operations*. Manila.

sector that can work for or against success in GAD initiatives; and measures in selection and implementation that can spread the benefits as widely as possible and enhance replicability. Each project would then be analyzed for its relevance, responsiveness, and results in bringing about positive GAD outcomes. The findings for individual projects will then be compared to identify lessons and best practices for particular DMCs and particular sectors.

6. The study would involve consultations with government officials of DMCs, civil society organizations, and other relevant development partners to supplement the findings of the Phase I study. Projects for evaluation will be selected on the basis of several factors: (i) projects whose PCRs were reviewed in Phase I to assess sustainability of their gender outcomes; (ii) projects that have been recently completed or ongoing; (iii) while there may be exceptions, most projects would be in DMCs that have a substantial ADB lending and/or grant program so that the findings of the study would be useful to future operations; (iv) for logistical and comparative reasons, if possible, at least two of the projects should be in the same DMC; and (v) item (iv) notwithstanding, the analysis would cover at least three of ADB's five regional departments.

### **C. Evaluation Approach Paper for Phase II**

7. A detailed evaluation approach paper will be prepared in early 2010, which will be shared with operations departments and Regional and Sustainable Development Department. Phase II will be completed in 2010.

GAD INDICATORS BY DEVELOPING MEMBER COUNTRY

Region/DMC	Gender-Related Development Index <sup>a</sup> (Value)		Adult Literacy Rate (% age 15 and above)		Adult Literacy Rate (% age 15 and above)		Combined Primary, Secondary, and Tertiary Gross Enrollment Ratio (%)				
	1998	2006	Female		Male		Female		Male		
			1998	2007	1998	2007	1997	2006	1997	2006	
<b>World</b>	0.706		73.1	79.0	84.6	88.0	60		67		
<b>East Asia</b>											
	China, People's Republic of	0.700	0.760	74.6	90.0	90.7	96.5	67	68.5	71	68.9
	Mongolia		0.718	–	97.7	–	96.8	62	84.8	50	73.4
<b>Southeast Asia</b>											
	Cambodia	–	0.571	–	67.7	–	85.8	54	54.8	68	62.5
	Indonesia	0.664	0.719	80.5	88.0	91.1	94.9	61	66.8	68	69.5
	Lao PDR	0.469	0.601	30.2	66.6	61.9	80.0	48	54.3	62	64.8
	Myanmar	0.582	0.581	79.5	86.4 <sup>b</sup>	88.7	93.9 <sup>b</sup>	54	57.5	55	55.2
	Philippines	0.739	0.743	94.6	93.7	95.1	93.1	85	81.6	80	77.8
	Thailand	0.741	0.785	93.2	92.6	96.9	95.9	59	79.6	58	76.6
	Viet Nam	0.688	0.717	90.6	86.9 <sup>b</sup>	95.3	93.9 <sup>b</sup>	59	60.7	64	63.9
<b>South Asia</b>											
	Bangladesh	0.441	0.516	28.6	48.0	51.1	58.7	30	52.5	40	51.8
	Bhutan	–	0.604	–	42.2	–	67.1	–	56.7	–	57.8
	India	0.545	0.591	43.5	54.5	67.1	76.9	46	57.4	61	64.3
	Maldives	0.720	0.745	96.0	97.1	96.0	97.0	75	71.4	74	71.3
	Nepal	0.449	0.517	21.7	43.6	56.9	70.3	49	58.1	69	63.4
	Sri Lanka	0.727	0.735	88.3	89.9	94.1	93.2	67	71.9	65	67.5
<b>Central and West Asia</b>											
	Afghanistan	–	–	12.6 <sup>c</sup>	–	43.1 <sup>c</sup>	–	–	35.4	–	63.6
	Armenia	–	–	–	99.1	–	99.7	–	–	–	–
	Azerbaijan	–	–	–	–	–	99.7	71	–	71	–
	Georgia	–	–	–	–	–	–	71	–	70	–
	Kazakhstan	–	–	–	99.5	–	99.8	79	–	73	–
	Kyrgyz Republic	–	0.690	–	99.1	–	99.5	71	79.8	68	75.6
	Pakistan	0.489	0.537	28.9	40.2	58.0	68.7	28	34.4	56	43.9
	Tajikistan	0.659	0.680	98.6	99.5	99.5	99.8	65	64.3	73	77.4
	Turkmenistan	–	–	–	99.3	–	99.7	–	–	–	–
	Uzbekistan	0.683	0.698	83.4	95.8 <sup>b</sup>	92.7	98.0 <sup>b</sup>	74	71.7	78	74.7

Region/DMC	Gender-Related Development Index <sup>a</sup> (Value)		Adult Literacy Rate (% age 15 and above)		Adult Literacy Rate (% age 15 and above)		Combined Primary, Secondary, and Tertiary Gross Enrollment Ratio (%)				
	1998	2006	Female		Male		Female		Male		
			1998	2007	1998	2007	1997	2006	1997	2006	
<b>Pacific</b>											
	Cook Islands	–	–	–	–	–	–	–	–	–	–
	Fiji Islands	0.755	–	89.9	–	94.4	–	79	77.9	81	73.8
	Kiribati	–	–	–	–	–	–	–	–	–	–
	Marshall Islands	–	–	–	–	–	–	–	71.2	–	71.1
	Micronesia, Federated States of	–	–	–	–	–	–	–	–	–	–
	Nauru	–	–	–	–	–	–	–	56.1	–	54.0
	Palau	–	–	–	–	–	–	–	91.2	–	82.4
	Papua New Guinea	0.536	–	55.1	53.4	70.9	62.1	33	–	40	–
	Samoa	–	–	–	98.4	–	98.7	–	–	–	–
	Solomon Islands	–	–	–	–	–	–	44	47.8	48	51.4
	Timor-Leste	–	–	–	–	–	–	–	–	–	–
	Tonga	–	–	–	99.3	–	99.2	–	–	–	–
	Tuvalu	–	–	–	–	–	–	–	70.8	–	67.8
	Vanuatu	–	–	–	76.1	–	80.0	44	–	49	–

– = not available, DMC = developing member country, GAD = gender and development.

<sup>a</sup> Gender-related development index (GDI): A composite index measuring average achievement in the three basic dimensions captured in the human development index—a long and healthy human development index—a long and healthy life, access to knowledge and a decent standard of living—adjusted to account for inequalities between men and women.

<sup>b</sup> Data refers to national literacy estimates from censuses or surveys conducted between 1999 and 2006.

<sup>c</sup> 2000.

Sources: United Nations Development Programme. 2000, 2007, 2008. *Human Development Report*. New York; ADB. 2008. *Key Indicators for Asia and the Pacific*. Manila; World Bank. 2008. *World Development Indicators*. Washington, DC.

## GENDER POLICIES OF SELECTED MULTILATERAL AND BILATERAL INSTITUTIONS

Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
<b>Multilaterals</b>				
<b>ADB</b>	ADB's policy on GAD adopts mainstreaming as a key strategy in promoting gender equity; focuses on projects in health, education, agriculture, natural resource management, and financial services, especially microcredit, while also ensuring that gender concerns are addressed in other ADB projects, including those in the infrastructure sector.	Policy on WID (1985)  Policy on Gender and Development (1998)	The 1998 GAD policy shifted ADB's approach to women, from applying targeted interventions primarily in the social sectors to promoting gender equity as a crosscutting strategy in all aspects of ADB's operations.	<ul style="list-style-type: none"> <li>• Provide assistance to its DMCs in policy support, capacity building, GAD awareness, and formulation and implementation of policies and programs to improve the status of women;</li> <li>• Facilitate gender analysis of proposed projects;</li> <li>• Promote increased GAD awareness within ADB through training workshops and seminars, development of suitable approaches, and staff guidelines; and</li> <li>• Assist DMCs in implementing commitments made at the Beijing World Conference on Women.</li> </ul>
<b>AFDB</b>	Greater support for functional literacy programs; eliminate gender disparity in primary and secondary education; infant and maternal mortality; one of two crosscutting issues focusing on education, agriculture and rural development, poverty, health and governance.	AFDB's WID policy was first adopted in 1990 (first phase), operationalized in 1991-1995 (second phase), and adopted gender as a crosscutting issue (GAD approach) in 1996 (third phase).	Promote gender mainstreaming as a means of fostering poverty reduction, economic development, and gender equality; the policy provided a framework for its support to regional member countries (RMCs); and promote gender in AFDB-funded programs and projects and all policy documents.	<ul style="list-style-type: none"> <li>• Macroeconomic sector work;</li> <li>• Creation of results-oriented, gender-sensitive indicators of AFDB's effectiveness in mainstreaming gender issues</li> <li>• Promoting participatory development approaches and stakeholder consultation,</li> <li>• Support to gender-related activities of RMCs, and</li> <li>• Support to research on gender issues.</li> </ul>
<b>EBRD</b>	No explicit gender considerations.			



Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
<b>IADB</b>	<p>Fuller integration of women into all stages of the development process and improved socio-economic situation through a gender analysis.</p> <p>Priority areas are education, employment, credit, and technical cooperation.</p>	<p>WID policy in 1987 guided IADB in incorporating gender perspective into the design of its operations.</p> <p>A Gender Mainstreaming Action Plan (2003-2005) was subsequently prepared to include gender as a crosscutting issue in all its activities.</p> <p>IADB recently launched a two-phased public consultation: the first, in October to November 2009, involves a request for reviews on the policy profile; in the second, for 12 weeks from December 2009 to 12 March 2010, comments will be requested on the draft policy on Gender Equality in Development.</p>	<p>The Action Plan supports initiatives aimed to</p> <ul style="list-style-type: none"> <li>• recognize and enhance women’s actual and potential contribution to development;</li> <li>• facilitate women’s access to productive resources and services and to social and economic benefits from Bank operations;</li> <li>• reduce social, legal, and economic constraints to participate in and benefit from development programs; and</li> <li>• improve the effectiveness of institutions responsible for women’s participation in the development process.</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporate gender analysis and actions throughout the IADB project cycle;</li> <li>• Improve the availability and quality of technical support and analysis for gender mainstreaming;</li> <li>• Mainstream WID/gender flagship themes and integrate gender into new areas of IADB innovation; and</li> <li>• Strengthen the institutional mechanisms for creating accountability, achieving and monitoring results.</li> </ul>
<b>IFAD</b>	<p>Focus on addressing the structural inequalities that prevent women from achieving their potential as agents of change to reduce poverty, focusing on key areas: natural resources, technologies, financial services, markets, rural off-farm employment, and enterprise development.</p>	<p>Strategies for the Economic Advancement of Rural Women (1992)</p> <p>Gender Plan of Action, 2003-2006: a first step toward operationalizing the principles and objectives of the Strategic Framework for IFAD 2002–2006 related to gender mainstreaming and women’s empowerment.</p>	<p>The Gender Plan of Action has a three-pronged strategy for mainstreaming gender:</p> <ul style="list-style-type: none"> <li>• expand women’s economic empowerment through access and control over fundamental assets,</li> <li>• strengthen women’s decision-making role in the community, and</li> <li>• improve knowledge of women and facilitate women’s access to basic rural services and infrastructures.</li> </ul>	<ul style="list-style-type: none"> <li>• Gender mainstreaming in the project cycle;</li> <li>• Policy and partnerships, learning and innovation, capacity building; and</li> <li>• Institutional accountability for gender mainstreaming and regular M&amp;E of progress in gender mainstreaming.</li> </ul>

Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
<b>UNDP</b>	Gender equality and advancement of women; focus on equality of capacities and opportunities to ensure that women and men participate equally as agents and as beneficiaries in the development process	<p>UNDP is guided by all major global commitments and UN policy documents:</p> <ul style="list-style-type: none"> <li>• Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (1979);</li> <li>• The Beijing Platform for Action (1995);</li> <li>• Security Council Resolution 1325 on Women, Peace and Security (2000);</li> <li>• The Millennium Declaration (2000);</li> <li>• UN System-wide Policy on Gender Equality and the Empowerment of Women (2006)</li> <li>• Gender Equality Strategy, 2008-2011 (2008)</li> </ul>	<p>The UNDP's agenda for gender equality follows a three-pronged approach:</p> <ul style="list-style-type: none"> <li>• develop capacity, both in-country and in-house, to integrate gender concerns into six practice areas: (i) democratic governance, (ii) poverty reduction, (iii) crisis prevention and recovery, (iv) energy and environment, (v) information and communication technologies , and (vi) HIV/AIDS;</li> <li>• provide policy advice that is both pro-poor and pro-women; and</li> <li>• support stand-alone operational interventions for gender equality in collaboration with UNIFEM.</li> </ul>	<p>UNDP to make an impact on gender equality through</p> <ul style="list-style-type: none"> <li>• Gender integration into the six practice areas;</li> <li>• Its work as scorekeeper and champion for the MDGs;</li> <li>• Its stewardship of the resident co-coordinator system, which allows responsibility for gender mainstreaming throughout the UNDP system; and</li> <li>• Human Development Report and the National Human Development Reports, effective UNDP tools for analysis and advocacy.</li> </ul>
<b>World Bank</b>	Lower gender disparity and greater participation of women in economic development as part of the overall strategy to reduce poverty.	<p>World Bank's first gender strategy, Enhancing Women's Participation in Economic Development (1994)</p> <p>In 2001, the Gender Mainstreaming Strategy Paper was adopted, with gender equality becoming a core element of the World Bank's strategy to reduce poverty.</p> <p>In 2007, the World Bank Group Action Plan was launched: gender equality as</p>	<p>The World Bank's gender policy is to support governments in identifying key gender issues for poverty reduction and assist them in taking action on those issues. Gender is thus treated as a crosscutting issue potentially relevant in all countries and sectors, rather than as a distinct sector or an issue relevant only to some countries.</p>	<ul style="list-style-type: none"> <li>• Integrate the gender dimension into relevant analytical work,</li> <li>• Support the strategic integration of gender issues into World Bank operations,</li> <li>• Align resources with the elements of the strategy, and</li> <li>• Develop and implement an effective system to monitor and evaluate the process of gender mainstreaming and its impacts on the ground.</li> </ul>

Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
<b>Bilaterals</b> <b>AusAID</b>	Equal opportunity for women and men as participants and beneficiaries of development; reduce poverty by advancing gender equality and empowering women.	<p>smart economics, a 4-year action plan to improve women's economic opportunity by increased access to land, labor, agriculture and financial services; and to ensure that women's needs for infrastructure are served.</p> <p>Women and Development Policy</p> <p>Gender and Development Policy (1997)</p>	<p>Gender equality is addressed through each of the aid program's four themes:</p> <ul style="list-style-type: none"> <li>• accelerating economic growth - improved economic status of women;</li> <li>• fostering functioning and effective states - equal participation of women in decision making and leadership;</li> <li>• investing in people - improved and equitable health and education outcomes for women, men, girls, and boys; and</li> <li>• promoting regional stability and cooperation - gender equality advanced in regional cooperation efforts.</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen partner ownership and support country-led priorities,</li> <li>• Engage with both men and women to advance gender equality,</li> <li>• Strengthen accountability mechanisms to increase effectiveness, and</li> <li>• Collect and analyze information to improve gender equality results</li> </ul>
<b>CIDA</b>	Gender equality. Policy supports achieving equality between women and men to ensure sustainable development.	Policy on Gender Equality (1999) –greater focus on the realization of the human rights of women and girls and on the eradication of discrimination as part of CIDA's concern for social justice and development effectiveness.	<p>CIDA's approach to gender comprises eight guiding principles:</p> <ul style="list-style-type: none"> <li>• gender equality is an integral part of all policies, programs, and projects,</li> <li>• every policy, program, and project affect women and</li> </ul>	<ul style="list-style-type: none"> <li>• Policy dialogue to exchange information, best practices, lessons learned, and to raise issues;</li> <li>• Programming frameworks that ensure that programming with a country, region, or institution will support gender equality;</li> </ul>

Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
<b>DAC-OECD</b>	Gender equality and empowerment of women.	Guiding Principles to Aid Agencies for Supporting the Role of Women in Development (1983, revised in 1989)	<p>men differently;</p> <ul style="list-style-type: none"> <li>• achieving gender equality does not mean that women become the same as men;</li> <li>• women's empowerment is central to achieving gender equality;</li> <li>• promoting equal participation of women as agents of change is essential to achieving gender equality;</li> <li>• gender equality can be achieved only through partnership between women and men;</li> <li>• achieving gender equality will require specific measures designed to eliminate gender inequalities; and</li> <li>• CIDA policies, programs, and projects should contribute to gender equality.</li> </ul>	<ul style="list-style-type: none"> <li>• Program assistance to assure gender equality and analysis;</li> <li>• Institutional strengthening and capacity development;</li> <li>• Bilateral and multilateral programs;</li> <li>• Projects and programs of Canadian civil society partners; and</li> <li>• Humanitarian and emergency assistance and peace-building activities.</li> </ul>
		Development Partnerships in the New Global Context (1995), and Gender Equality: Moving Toward Sustainable, People-Centered Development (1996)	<p>The DAC gender strategy is based on a set of gender guidelines and partnership approaches emphasizing responsibilities for DAC members:</p> <ul style="list-style-type: none"> <li>• ensure the mainstreaming of equality considerations in their own processes and products (such as analyses, policies, and position papers); and</li> </ul>	<p>The guideline requires</p> <ul style="list-style-type: none"> <li>• leadership and accountability;</li> <li>• staff competence and specialist support;</li> <li>• institutionalizing procedures and methodologies; and</li> <li>• monitoring goals, indicators, and impacts.</li> </ul>
		DAC Guidelines for Gender Equality and Women's Empowerment in	<ul style="list-style-type: none"> <li>• support the efforts of partner governments and local actors to promote equality (including support to partner's capacity</li> </ul>	<p>The guidelines encourage members to be innovative in developing changes in institutional cultures, processes, structures, and new instruments and methodologies.</p>

Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
<b>DFID</b>	Equality of rights for women and men	<p>Development Co-Operation (1998) to reflect commitments to the Beijing Platform for Action, and other United Nations Conferences on the Environment (1992), Human Rights (1993), Population and Development (1994), and Social Development (1995). DFID's commitment on gender equality and women's empowerment started in the 1980s and resulted in the adoption of a "twin track" strategy combining specific activities aimed at empowering women with a commitment to pursue gender mainstreaming.</p> <p>White Paper on International Development (1997) strengthened UK policy on gender equality by reaffirming UK's commitment to put gender equality at the heart of international development work.</p>	<p>to mainstream equality considerations into policies, strategies, and programs).</p> <p>Promote equality of rights for women and men through</p> <ul style="list-style-type: none"> <li>• international and national advocacy reform;</li> <li>• access to productive assets and economic opportunities;</li> <li>• more equal participation of women in decision making;</li> <li>• increase of women's personal security and reduction of gender-based violence;</li> <li>• equality for women under the law and nondiscrimination in access to justice;</li> <li>• reduced gender stereotyping;</li> <li>• development of gender-aware approaches, management of environment, and safeguarding of natural resources; and</li> <li>• ensuring progress is made in upholding the rights of both girls and boys within the framework of the Convention on the Rights of the Child.</li> </ul>	<ul style="list-style-type: none"> <li>• Support governments, civil society, and the private sector to implement the Beijing Platform for Action and to include gender equality goals in the mainstream of all development programs;</li> <li>• Strengthen collaboration and coordination for the achievement of gender equality goals among the above aid agencies; and</li> <li>• Advance research and knowledge development, information support, and skills development to improve DFID's own internal capacity.</li> </ul>
<b>EC</b>	Gender equality as a common goal, a cross-cutting issue and one of the five common	EC's gender mainstreaming is based on Council Regulation (EC) No. 2836/98 integrating of gender issues in	To mainstream gender issues into all development cooperation policies, taking account of the particular status	<ul style="list-style-type: none"> <li>• Include gender implications in analyses, policies, and country and sector strategies;</li> </ul>

Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
	principles of EU development cooperation.	development cooperation (1998); Programme of Action for the mainstreaming of gender equality in EC development cooperation (2001); and Regulation (COM [2003] 465) (2003).	of women in the countries. The EU pursues a twin-track approach: <ul style="list-style-type: none"> <li>• takes measures specifically designed to tackle gender inequalities, and</li> <li>• aims to incorporate gender issues into all aspects of development policy.</li> </ul>	<ul style="list-style-type: none"> <li>• Build up institutional and operational capacities at national and regional levels;</li> <li>• Support the collection and dissemination of data; thematic monitoring and evaluations;</li> <li>• Train and sensitize key decision makers; and</li> <li>• Support the formulation, follow-up, and monitoring of national plans to implement the recommendations of the Beijing Platform.</li> </ul>
<b>JICA</b>	Empowerment of women through gender mainstreaming	Basic Law for a Gender-equal Society (enacted in 1999)  Overseas Development Assistance (ODA) Revised Charter (2003)	Revised ODA charter highlights Japan's commitment to "giving full consideration to women's active participation in development and ensuring that women reap the benefits of development." Japan will reinforce its support for the efforts of developing countries to promote gender equality and women's empowerment in all sectors by formulating aid policies, approaches, and initiatives to ensure inclusion of gender perspective in all stages of Japan's ODA.	<ul style="list-style-type: none"> <li>• Formulate and review WID-related guidelines and procedures,</li> <li>• Establish a management structure to promote WID policies,</li> <li>• Secure resources for promotion of WID in aid agencies,</li> <li>• Implement training on WID issues for staff members of aid agencies, and gender analysis of the target population of aid projects.</li> </ul>
<b>SIDA</b>	Gender Equality policy is focused on dealing with women's issues from a rights perspective and puts emphasis on programs related to poverty reduction and men as part of the gender policy.	Promoting Gender Equality (2005)	SIDA's strategy uses a gender mainstreaming approach, including the mainstreaming of gender analysis into poverty analysis.  Three techniques are used in work for gender equality: actively applying and integrating the gender	<ul style="list-style-type: none"> <li>• Integrate to the development of overall policies and strategies,-country strategy development and analyses, policy dialogue, policies, projects, and programs.</li> </ul>

Institutions	Gender-Related Objectives	Policy/Date	Approach/Key Elements	Activities for Gender Mainstreaming
	The strategy targets the strengthening of rights for women and men, girls and boys; and power structures and relations, both economic and political.		perspective, targeting specific groups or issues, and conducting a gender-awareness dialogue with partners.	

ADB = Asian Development Bank, AFDB = African Development Bank, AusAID = Australian Agency for International Development, CEDAW = Convention on the Elimination of All Forms of Discrimination against Women, CIDA = Canadian International Development Agency, DAC-OECD = Development Assistance Committee-Organization for Economic Co-operation and Development, DFID = Department for International Development, DMC = developing member country, EBRD = European Bank for Reconstruction and Development, EC = European Commission, EU = European Union, GAD = gender and development, IADB = Inter-American Development Bank, IFAD = International Forum on Accountancy Development, JICA = Japan International Cooperation Agency, M&E = monitoring and evaluation, MDG = Millennium Development Goal, ODA = official development assistance, RMC = regional member country, SIDA = Swedish International Development Cooperation Agency, UK = United Kingdom, UN = United Nations, UNDP = United Nations Development Programme, UNIFEM = United Nations Development Fund for Women, WID = women in development.

Sources: ADB. 1998. *Policy on Gender and Development*. Manila.

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### GAD TRAININGS/SEMINARS FOR ADB STAFF

Year	Training/Seminars
1998–2001	<p>Induction program for new staff includes a session on GAD</p> <p>Special seminars on gender mainstreaming in forestry, urban development, and water supply and sanitation projects were also conducted. <i>(However, the report noted the difficulty of scheduling these training sessions to have more staff participation, given the mission schedules of operational staff).</i></p>
2002	<p>Seminar: Gender and Post-Conflict Reconstruction <i>This seminar introduces ADB staff to the range of gender issues that can arise in the various stages of post-conflict reconstruction.</i></p> <p>Seminar - Gender Macroeconomics and Trade</p> <p>Technical Seminar - Economic Growth, Productivity, and Gender in Asia</p>
2003–2009	<p>Special seminar on various gender issues coinciding with the annual celebration of International Women's Day, held every March</p>
2003	<p>Seminar: Migration, Trafficking, and Development</p> <p>Seminar: Walking for Water: Empowering the Women of Banaskantha District</p> <p>Gender and Water: Opportunities and Challenges</p> <p>Seminar: Asia-Pacific Gender Equity in Science and Technology Program</p> <p>Seminar: The Feminization of Agriculture and Gender Mainstreaming in Extension: Experiences from the Mekong Countries</p> <p>Seminar: Gender Issues on the Global Agenda</p> <p>Seminar: Gender Issues in Participatory Budgeting and Tax Policy</p> <p>Seminar: Social Development, Gender, and Social Protection</p> <p>Seminar: The Struggle for Bonded Labor Children's Rights to Education</p> <p>Seminar: Insider's View of the Millennium Project</p> <p>ADB/IDRC Seminar - Poverty and Gender</p>
2004	<p>Seminar: Gender in Water Operations Review</p> <p>Seminar: Gender and Urban Development</p> <p>Integrating Gender in ADB-Assisted Projects</p> <p>Water and Gender Seminar: Gender Elements in 20 ADB Water Projects</p> <p>Training on Gender Mainstreaming in Water Supply and Sanitation</p> <p>Workshop: Gender Equality Results in ADB Loan Projects</p>
2005	<p>Training on Gender Mainstreaming in Irrigation and Water Resources Management <i>The objective was to provide participants an understanding of the evolution of policy approaches to Women and Gender; ADB's GAD policy, approaches and operation's manual; gender mainstreaming in project preparation focusing on irrigation and water resources management.</i></p> <p>Gender Awareness seminars for staff implemented by the GAP working group</p> <p>Training for ADB staff</p>



Year	Training/Seminars
2006	Gender dimensions as a core component of the enhanced poverty reduction training implemented by RSDD Training for ADB staff
2007	Regional Seminar on Gender, Poverty and Development Results Learning Seminar Social Development Learning Week 2007 Training for ADB staff <i>With a session on Gender Dimensions in ADB Operations</i> 2007 Country Performance Assessment Workshop Gender Dimensions and Assessments as a component of the preparation of CPS (2007 onward) Training for ADB staff - Participants: country teams, department thematic experts, and resident missions representatives.
2008	Mainstreaming Gender Equality in Infrastructure Projects in Asia and Pacific Regional Meeting (sponsored by the Multilateral Development Bank Working Group on Gender) Seminar on Gender-Responsive Governance: The Cambodia Experience Learning Seminar 2008 Country Performance Assessment Workshop Gender Dimensions and Assessments as a component of the preparation of CPS Training for ADB staff
2009	Social Development Learning Week Gender Training: Trafficking, Infrastructure, and Regional Economic Integration Experience of the Asian Development Bank Learning Seminar Objective is to raise awareness of key social dimensions (including gender) in ADB operations <i>Note: Originally scheduled in 2008 but moved to early 2009.</i> Gender Mainstreaming Divisional Staff Briefing

ADB = Asian Development Bank, CPS = country partnership strategy, GAD = gender and development, RSDD = Regional and Sustainable Development Department.

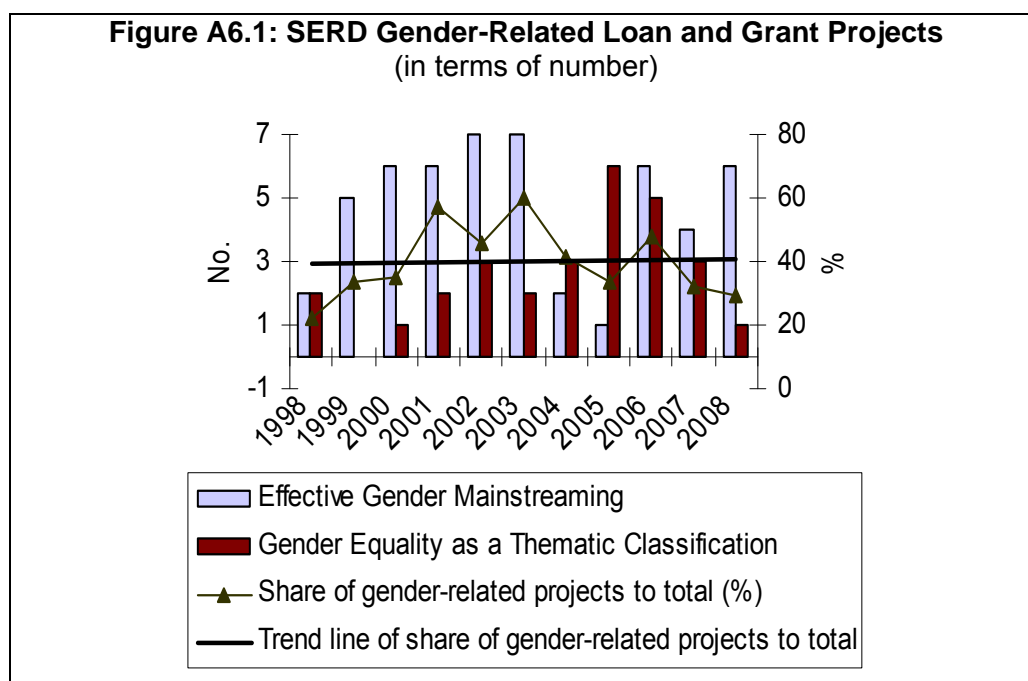
Sources: The 2002 Interim Progress Report on the Policy on Gender and Development; Budget, Personnel, and Management Systems Department-Human Resources Division (BPHR); and GAD Events Available: <http://www.adb.org/gender/events.asp>.

## RESPONSIVENESS TRENDS OF REGIONAL DEPARTMENTS, 1998–2008

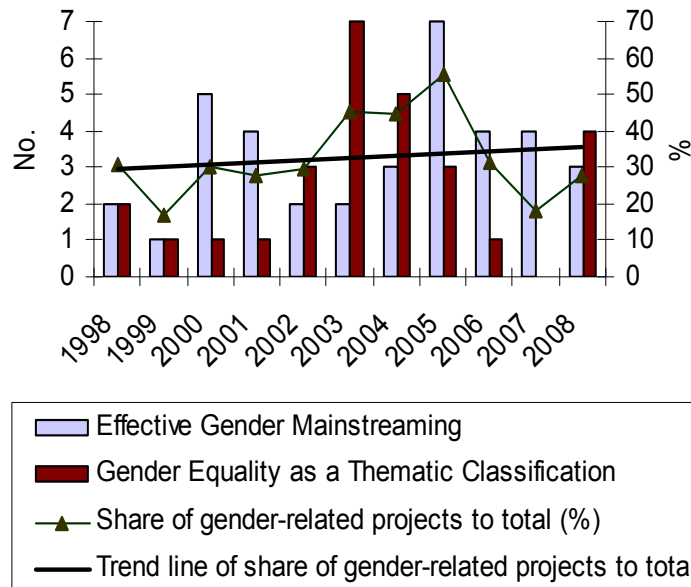
1. The SES team analyzed the number of Category I (gender equity themed) projects and Category II (effective gender mainstreaming) projects versus total approval per year per regional department.

2. As seen in Figures A6.1–A6.5, the number of approvals was large in some years and reduced in others. Moreover, there is no discernible trend in the approval of gender equity themed projects compared with projects for effective gender mainstreaming. Some regional departments have a large number of gender equity themed projects in 1 year and almost none the next, others have a large number of effective gender mainstreaming projects and almost no gender equity themed projects 1 year, only for the trend to change in subsequent years. However, there is an overall decline in the proportion of Category I and Category II projects to total projects approved since 2002–2004, except for the East Asia Department (EARD), which had only one project prior to 2006 and then an increase to four in 2008.

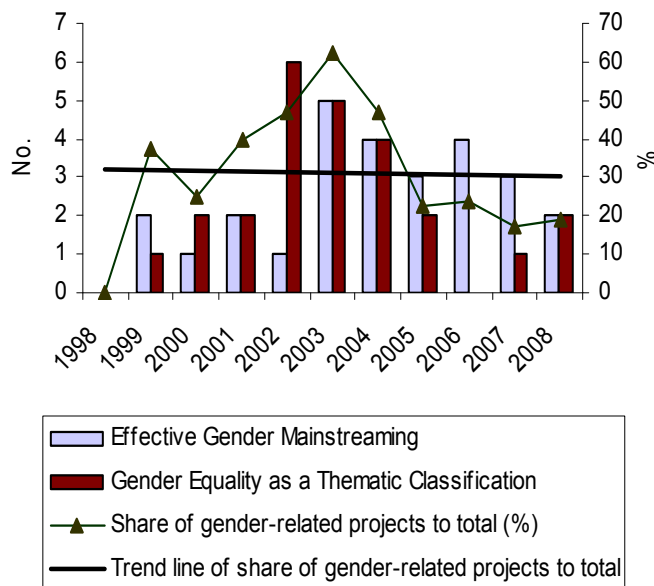
3. The other point to be noted is that while the Southeast Asia Department (SERD) may have had a greater proportion of Category I and Category II projects overall, the South Asia Department (SARD) actually has had a much larger proportion of Category I than Category II projects in its portfolio. The overall conclusion would be that despite the attempt in the first half of 2000s to respond to the 1998 GAD policy, the efforts appear to be tapering off, except for EARD, which although is starting from a low base.



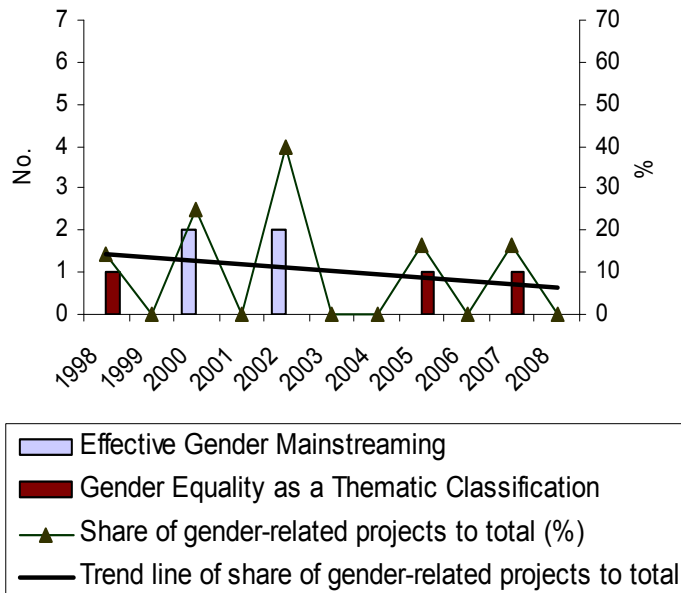
**Figure A6.2: SARD Gender-Related Loan and Grant Projects**  
(in terms of number)



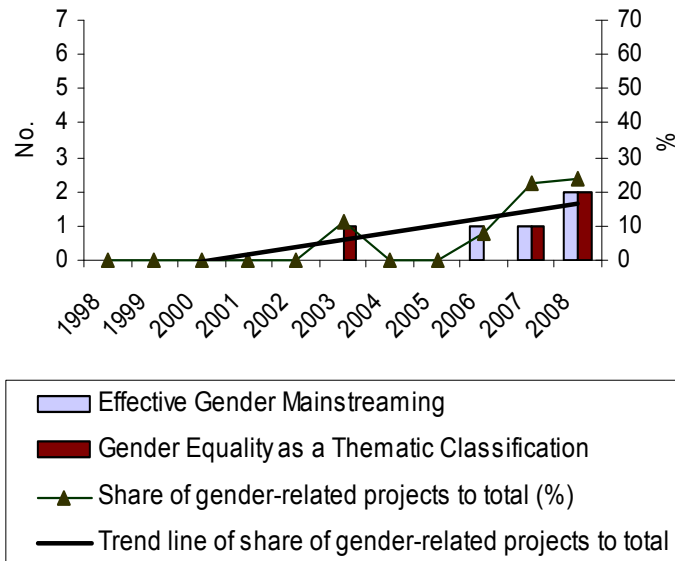
**Figure A6.3: CWRD Gender-Related Loan and Grant Projects**  
(in terms of number)



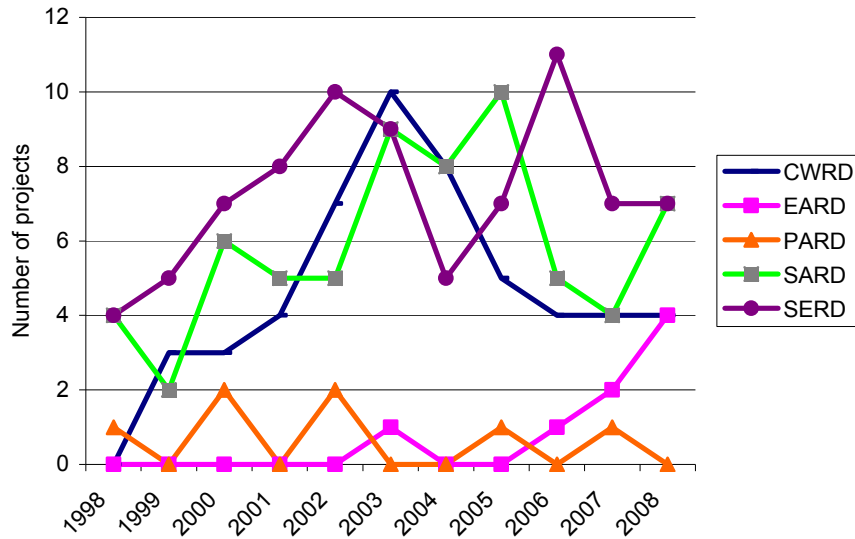
**Figure A6.4: PARD Gender-Related Loan and Grant Projects**  
(in terms of number)



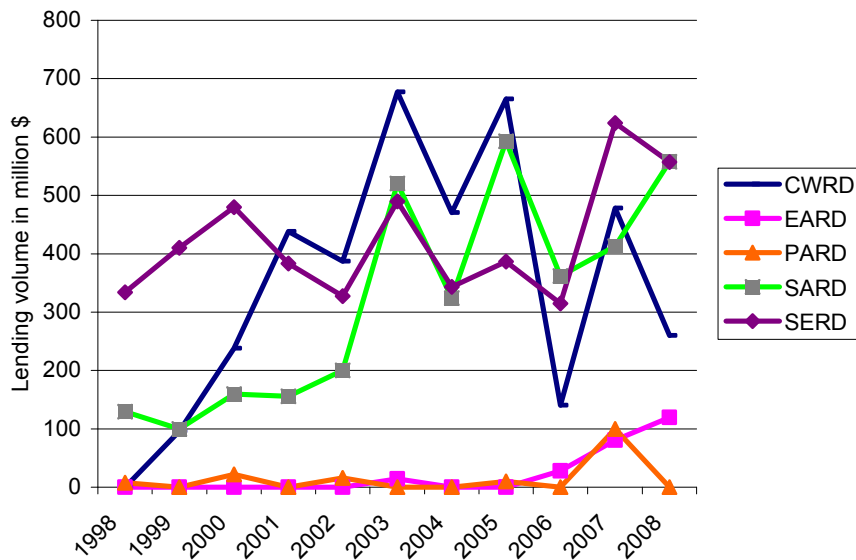
**Figure A6.5: EARD Gender-Related Loan and Grant Projects**  
(in terms of number)



**Figure A6.6: Regional Trends of GAD Loan and Grant Projects**  
(number of projects 1998–2008)



**Figure A6.7: Regional Trends of GAD Loan and Grant Projects**  
(lending volume in million \$ 1998–2008)



**COUNTRY PLANNING, PROGRAMMING, AND APPROVALS IN THE CONTEXT OF GENDER POLICY GUIDELINES  
(1998–2002, 2003–2005, and 2006–2008)**

**EARD: Cycle 1 (1998–2002)**

**Country Operations Strategy Study (COSS) and Country Assistance Plans (CAPs)**

Country	Planning				Programming			Approvals		
	Number of COSSs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number of CAPs	Number with Reference to Gender Diagnostics	Number with Priority Sectors/ Themes with Gender	Category I and II Projects 1998–2002	Total Projects 1998–2008	%
PRC	1	0	0	0	3	0	0	0	82	0
Mongolia	1	1	1	0	3	3	0	0	22	0
<b>Total</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>6</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>104</b>	<b>0</b>

**EARD: Cycle 2 (2003–2005)**

**Country Strategy and Programs (CSPs)**

Country	Planning and Programming					Approvals		
	Number of CSPs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Monitoring and Evaluation	Category I and II Projects 2003–2005	Total Projects 1998–2008	%
PRC	1	1	1	0	0	0	82	0.00
Mongolia	2	1	1	1	1	1	22	4.55
<b>Total</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>104</b>	<b>0.96</b>

**EARD: Cycle 3 (2006–2008)**

**Country Partnership Strategies (CPS) and Country Operations Business Plans (COBP)**

Country	Planning					Programming		Approvals		
	Number of CPSs	Number with CGA Prepared as Background	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Thematic Roadmaps With Gender	Number with Gender in Results Frameworks	Number of COBPs	Discussion of Gender in Report	Category I and II Projects 2006–2008	Total Projects 1998–2008	%
PRC	1	1	1	1	0	0	0	2	82	2.44
Mongolia	0	0	0	0	0	1	0	5	22	22.73
<b>Total</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>7</b>	<b>104</b>	<b>6.73</b>

**SERD: Cycle 1 (1998–2002)**  
**Country Operations Strategy Study (COSS) and Country Assistance Plans (CAPs)**

Country	Planning				Programming			Approvals		
	Number of COSSs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number of CAPs	Number with Reference to Gender Diagnostics	Number with Priority Sectors/ Themes with Gender	Category I and II Projects 1998–2002	Total Projects 1998–2008	%
Indonesia	1	0	1	1	2	0	2	10	45	22.22
Viet Nam	0	0	0	0	3	0	0	8	56	14.29
Philippines	0	0	0	0	3	0	0	1	29	3.45
Cambodia	1	0	0	0	3	0	0	6	41	14.63
Lao PDR	0	0	0	0	3	0	0	8	29	27.59
Thailand	1	1	1	1	2	1	0	1	6	16.67
<b>Total</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>16</b>	<b>1</b>	<b>2</b>	<b>34</b>	<b>206</b>	<b>16.50</b>

**SERD: Cycle 2 (2003–2005)**  
**Country Strategy and Programs (CSPs)**

Country	Planning and Programming					Approvals		
	Number of CSPs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Monitoring and Evaluation	Category I and II Projects 2003–2005	Total Projects 1998–2008	%
Indonesia	1	1	1	1	1	4	45	8.89
Viet Nam	1	0	0	0	0	6	56	10.71
Philippines	1	1	1	0	0	3	29	10.34
Cambodia	1	1	1	1	1	5	41	12.20
Lao PDR	1	0	0	0	0	3	29	10.34
Thailand	0	0	0	0	0	0	6	0.00
<b>Total</b>	<b>5</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>21</b>	<b>206</b>	<b>10.19</b>

**SERD: Cycle 3 (2006–2008)**  
**Country Partnership Strategies (CPS) and Country Operations Business Plans (COBP)**

Country	Planning					Programming		Approvals		
	Number of CPSs	Number with CGA Prepared as Background	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Results Frameworks	Number of COBPs	Discussion of Gender in Report	Category I and II Projects 2006–2008	Total Projects 1998–2008	%
Indonesia	0	0	0	0	0	1	0	6	45	13.33
Viet Nam	1	1	1	1	1	1	1	8	56	14.29
Philippines	0	0	0	0	0	1	0	2	29	6.90
Cambodia	0	0	0	0	0	2	2	4	41	9.76
Lao PDR	1	1	1	1	1	2	1	5	29	17.24
Thailand	1	0	0	0	0	1	0	0	6	0.00
<b>Total</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>8</b>	<b>4</b>	<b>25</b>	<b>206</b>	<b>12.14</b>

**SARD: Cycle 1 (1998–2002)**  
**Country Operations Strategy Study (COSS) and Country Assistance Plans (CAPs)**

Country	Planning				Programming			Approvals		
	Number of COSSs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number of CAPs	Number with Reference to Gender Diagnostics	Number with Priority Sectors/ Themes with Gender	Category I and II Projects 1998–2002	Total Projects 1998–2008	%
India	0	0	0	0	3	1	3	0	53	0.00
Bangladesh	1	1	1	0	3	1	0	9	47	19.15
Nepal	1	1	1	0	3	0	3	8	33	24.24
Bhutan	1	0	1	0	3	0	3	2	13	15.38
Sri Lanka	1	1	1	1	3	0	1	3	43	6.98
Maldives	0	0	0	0	3	1	0	0	10	0.00
<b>Total</b>	<b>4</b>	<b>3</b>	<b>4</b>	<b>1</b>	<b>18</b>	<b>3</b>	<b>10</b>	<b>22</b>	<b>199</b>	<b>11.06</b>

**SARD: Cycle 2 (2003–2005)**  
**Country Strategy and Programs (CSPs)**

Country	Planning and Programming					Approvals		
	Number of CSPs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Monitoring and Evaluation	Category I and II Projects 2003–2005	Total Projects 1998–2008	%
India	1	1	1	1	1	3	53	5.66
Bangladesh	1	1	1	1	1	9	47	19.15
Nepal	1	0	1	1	1	6	33	18.18
Bhutan	1	0	1	1	1	0	13	0.00
Sri Lanka	1	1	1	1	1	7	43	16.28
Maldives	1	1	1	0	0	2	10	20.00
<b>Total</b>	<b>6</b>	<b>4</b>	<b>6</b>	<b>5</b>	<b>5</b>	<b>27</b>	<b>199</b>	<b>13.57</b>

**SARD: Cycle 3 (2006–2008)**  
**Country Partnership Strategies (CPS) and Country Operations Business Plans (COBP)**

Country	Planning					Programming		Approvals		
	Number of CPSs	Number with CGA Prepared as Background	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Results Frameworks	Number of COBPs	Discussion of Gender in Report	Category I and II Projects 2006–2008	Total Projects 1998–2008	%
India	1	0	1	1	1	2	2	3	53	5.66
Bangladesh	0	0	0	0	0	0	0	7	47	14.89
Nepal	0	0	0	0	0	2	2	5	33	15.15
Bhutan	0	0	0	0	0	3	1	0	13	0.00
Sri Lanka	1	1	1	1	0	2	0	1	43	2.33
Maldives	1	1	1	1	0	1	0	0	10	0.00
<b>Total</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>10</b>	<b>5</b>	<b>16</b>	<b>199</b>	<b>8.04</b>



**CWRD: Cycle 1 (1998–2002)**

**Country Operations Strategy Study (COSS) and Country Assistance Plans (CAPs)**

Country	Planning				Programming			Approvals		
	Number of COSSs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number of CAPs	Number with Reference to Gender Diagnostics	Number with Priority Sectors/ Themes with Gender	Category I and II Projects 1998–2002	Total Projects 1998–2008	%
Pakistan	1	0	0	0	3	2	0	12	62	19.35
Uzbekistan	1	1	1	1	3	0	0	3	22	13.64
Tajikistan	1	0	0	0	2	0	0	1	24	4.17
Kyrgyz Rep	0	0	0	0	3	3	0	1	23	4.35
Kazakhstan	0	0	0	0	3	0	0	0	3	0.00
Georgia	0	0	0	0	0	0	0	0	2	0.00
Azerbaijan	0	0	0	0	0	0	0	0	6	0.00
Armenia	0	0	0	0	0	0	0	0	3	0.00
Afghanistan	0	0	0	0	0	0	0	0	22	0.00
<b>Total</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>14</b>	<b>5</b>	<b>0</b>	<b>17</b>	<b>167</b>	<b>10.18</b>

**CWRD: Cycle 2 (2003–2005)**

**Country Strategy and Programs (CSPs)**

Country	Planning and Programming					Approvals		
	Number of CSPs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Monitoring and Evaluation	Category I and II Projects 2003–2005	Total Projects 1998–2008	%
Pakistan	1	0	0	0	1	12	62	19.35
Uzbekistan	1	1	1	1	1	4	22	18.18
Tajikistan	1	1	1	1	1	4	24	16.67
Kyrgyz Rep	1	1	1	1	0	1	23	4.35
Kazakhstan	1	1	1	1	0	1	3	33.33
Georgia		0	0	0	0	0	2	0.00
Azerbaijan	1	0	0	0	0	0	6	0.00
Armenia		0	0	0	0	0	3	0.00
Afghanistan	1	1	1	1	1	1	22	4.55
<b>Total</b>	<b>7</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>4</b>	<b>23</b>	<b>167</b>	<b>13.77</b>

## CWRD: Cycle 3 (2006–2008)

## Country Partnership Strategies (CPS) and Country Operations Business Plans (COBP)

Country	Planning					Programming		Approvals		
	Number of CPSs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Results Frameworks	Number of COBPs	Discussion of Gender in Report	Category I and II Projects 2006–2008	Total Projects 1998–2008	%
Pakistan	1	1	1	1	1	0	0	5	62	8.06
Uzbekistan	0	0	0	0	0	0	0	3	22	13.64
Tajikistan	0	0	0	0	0	2	1	2	24	8.33
Kyrgyz Rep	1	1	1	1	1	1	1	1	23	4.35
Kazakhstan	0	0	0	0	0	0	0	0	3	0.00
Georgia	1	0	0	0	0	0	0	0	2	0.00
Azerbaijan	0	0	0	0	0	0	0	0	6	0.00
Armenia	0	0	0	0	0	1	0	0	3	0.00
Afghanistan	1	1	1	1	1	0	0	1	22	4.55
<b>Total</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>4</b>	<b>2</b>	<b>12</b>	<b>167</b>	<b>7.19</b>

## PARD: Cycle 1 (1998–2002)

## Country Operations Strategy Study (COSS) and Country Assistance Plans (CAPs)

Country	Planning				Programming			Approvals		
	Number of COSSs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number of CAPs	Number with Reference to Gender Diagnostics	Number with Priority Sectors/ Themes with Gender	Category I and II Projects 1998–2002	Total Projects 1998–2008	%
Cook Islands	0	0	0	0	3	0	0	0	3	0.00
Fiji Islands	0	0	0	0	2	0	0	0	3	0.00
Kiribati	0	0	0	0	3	0	0	0	1	0.00
Marshall Islands	0	0	0	0	3	0	0	1	4	25.00
Nauru	0	0	0	0	3	0	0	0	1	0.00
Palau	0	0	0	0	0	0	0	0	0	0.00
Papua New Guinea	1	1	0	0	3	0	0	3	16	28.75
Samoa	0	0	0	0	3	0	0	0	11	0.00
Solomon Islands	0	0	0	0	2	0	0	0	5	0.00
Timor-Leste	0	0	0	0	1	0	0	0	2	0.00
Tonga	0	0	0	0	3	2	0	1	2	50.00
Tuvalu	0	0	0	0	3	3	0	0	4	0.00
Vanuatu	0	0	0	0	3	1	0	0	2	0.00
Micronesia	0	0	0	0	3	0	0	0	3	0.00
<b>Total</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>35</b>	<b>6</b>	<b>0</b>	<b>5</b>	<b>57</b>	<b>8.77</b>

**PARD: Cycle 2 (2003–2005)**  
**Country Strategy and Programs (CSPs)**

Country	Planning and Programming					Approvals		
	Number of CSPs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Monitoring and Evaluation	Category I and II Projects 2003–2005	Total Projects 1998–2008	%
Cook Islands	0	0	0	0	0	0	3	0.00
Fiji Islands	0	0	0	0	0	0	3	0.00
Kiribati	0	0	0	0	0	0	1	0.00
Marshall Islands	0	0	0	0	0	0	4	0.00
Nauru	0	0	0	0	0	0	1	0.00
Palau	0	0	0	0	0	0	0	0.00
Papua New Guinea	1	1	1	1	0	0	16	0.00
Samoa	0	0	0	0	0	0	11	0.00
Solomon Islands	1	0	0	0	0	0	5	0.00
Timor-Leste	0	0	0	0	0	1	2	50.00
Tonga	1	0	0	0	0	0	2	0.00
Tuvalu	0	0	0	0	0	0	4	0.00
Vanuatu	0	0	0	0	0	0	2	0.00
Micronesia	0	0	0	0	0	0	3	0.00
<b>Total</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>57</b>	<b>1.75</b>

**PARD: Cycle 3 (2006–2008)**  
**Country Partnership Strategies (CPS) and Country Operations Business Plans (COBP)**

Country	Planning					Programming		Approvals		
	Number of CPSs	Number with Reference to Gender Diagnostics	Number with Gender Appendix in Country Strategy	Number with Priority Sectors/ Themes with Gender	Number with Gender Targets in Results Frameworks	Number of COBPs	Discussion of Gender in Report	Category I and II Projects 2006–2008	Total Projects 1998–2008	%
Cook Islands	0	0	0	0	0	0	0	0	3	0.00
Fiji Islands	0	0	0	0	0	0	0	0	3	0.00
Kiribati	0	0	0	0	0	0	0	0	1	0.00
Marshall Islands	0	0	0	0	0	1	0	0	4	0.00
Nauru	0	0	0	0	0	0	0	0	1	0.00
Palau	1	1	1	1	1	0	0	0	0	--
Papua New Guinea	0	0	0	0	0	1	0	1	16	6.25
Samoa	1	0	0	1	1	1	0	0	11	0.00
Solomon Islands	0	0	0	0	0	2	0	0	5	0.00
Timor-Leste	0	0	0	0	0	1	1	0	2	0.00
Tonga	0	0	0	0	0	2	0	0	2	0.00
Tuvalu	1	0	0	0	0	0	0	0	4	0.00
Vanuatu	1	1	1	1	0	1	0	0	2	0.00
Micronesia	0	0	0	0	0	0	0	0	3	0.00
<b>Total</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>2</b>	<b>9</b>	<b>1</b>	<b>1</b>	<b>57</b>	<b>1.75</b>

PRC = People's Republic of China, Lao PDR = Lao People's Democratic Republic.  
 Source: Asian Development Bank Planning and Programming Reports 1998–2009.

## ANALYSIS OF GAD RESULTS TO DATE BASED ON PCRs

RD/Country/Project	Year Approved	Sector/ Subsector	Modality	Assessed GAD Achievement <sup>a</sup>	
<b>CWRD</b>					
<b>Pakistan</b>					
1	Loan 1671-PAK: Women's Health Project	1999	Health and Social Protection/ Health Programs	Project	Major
2	Loan 1805/1806-PAK: Microfinance Sector Development Program Category I : Gender Equity Theme	2000	Finance/ Microfinance	Sector Development Program	Moderate
3	Loan 1928-PAK: Punjab Road Development Sector Project Category II: Effective Gender Mainstreaming	2002	Transport and ICT/Road Transport	Sector Loan	Uncertain
4	Loan 1950-PAK: Punjab Community Water Supply and Sanitation Sector Project Category I : Gender Equity Theme	2002	Water and Other Municipal Infrastructure and Services/ Water Supply and Sanitation	Sector Loan	Major
5	Loan 2048/2049-PAK: Sindh Devolved Social Services Program Category II: Effective Gender Mainstreaming	2003	Multisector/ Multisector	Program Loan	Moderate
6	Loan 2107/2108-PAK: Balochistan Resource Management Program Category II: Effective Gender Mainstreaming	2004	Public Sector Management/ Public Expenditure and Fiscal Management	Program Loan	Minor
<b>EARD</b>					
No PCRs for EARD					
<b>PARD</b>					
<b>Papua New Guinea</b>					
7	Loan 1652-PNG Smallholder Support Services Pilot Project – Category I : Gender Equity Theme	1998	Agriculture and Natural Resources/ Agricultural Production and Markets	Project	Moderate
8	Loan 1925-PNG: Coastal Fisheries Management and Development Project Category II: Effective Gender Mainstreaming	2002	Agriculture and Natural Resources/ Fishery	Project	None
<b>Republic of the Marshall Islands</b>					
9	Loan 1791-RMI: Skills Training and Vocational Education Project Category II: Effective Gender Mainstreaming	2000	Education/ Technical Education and Vocational Skills Training	Project	None
<b>Tonga</b>					
10	Loan 1904-TON: Economic and Public Sector Reform Program Category II: Effective Gender Mainstreaming	2002	Public Sector Management/ Economic and Public Affairs Management	Program Loan	Uncertain
<b>SARD</b>					
<b>Bangladesh</b>					
11	Loan 1634-BAN: Rural Livelihood Project – Category I : Gender Equity Theme	1998	Finance/ Microfinance	Project	Moderate

<b>RD/Country/Project</b>	<b>Year Approved</b>	<b>Sector/ Subsector</b>	<b>Modality</b>	<b>Assessed GAD Achievement<sup>a</sup></b>
12 Loan 1643-BAN: Sundarbans Biodiversity Conservation Project Category II: Effective Gender Mainstreaming	1998	Agriculture and Natural Resources/ Water-Based Natural Resources Management	Project	None
13 Loan 1690-BAN: Secondary Education Sector Project – Category I : Gender Equity Theme <b>Bhutan</b>	1999	Education/ Pre-Primary and Basic Education	Project	Moderate
14 Loan 1762-BHU: Health Care Reform Program – Category II: Effective Gender Mainstreaming <b>Nepal</b>	2000	Health and Social Protection/ Health Systems	Program Loan	Moderate
15 Loan 1609-NEP: Community Groundwater Irrigation Project – Category II: Effective Gender Mainstreaming	1998	Agriculture/ Irrigation, Drainage and Flood Protection	Project	Major
16 Loan 1650-NEP: Rural Microfinance Project – Category I : Gender Equity Theme	1998	Finance/ Banking Systems	Project	Major
17 Loan 1861-NEP: Governance Reform Program Category II: Effective Gender Mainstreaming	2001	Public Sector Management/ Public Administration	Program Loan	Moderate
<b>SERD</b>				
<b>Cambodia</b>				
18 Loan 1864/1865-CAM: Education Sector Development Program Category II: Effective Gender Mainstreaming	2001	Education/ Education Sector Development	Sector Development Program	Major
19 Loan 1862 – CAM: Northwestern Rural Development Project Category II: Effective Gender Mainstreaming <b>Indonesia</b>	2001	Multisector	Project	Major
20 Loan 1622/1623-INO: Social Protection Sector Development Program Category II: Effective Gender Mainstreaming	1998	Health and Social Protection/Social Protection	Sector Development Program	Major
21 Loan 1675/1676-INO: Health and Nutrition Sector Development Program Category II: Effective Gender Mainstreaming	1999	Health and Social Protection/Health Systems	Sector Development Program	Major
22 Loan 1677/1678-INO: Community and Local Government Support: Sector Development Program Category II: Effective Gender Mainstreaming	1999	Public Sector Management/ Decentralization	Sector Development Program	Moderate
23 Loan 1765/1766-INO: Community Empowerment for Rural Development Project Category II: Effective Gender Mainstreaming	2000	Multisector/ Multisector	Project	Major
24 Loan 1792-INO: Technological and Professional Skills Development Project	2000	Education/ Technical Education and Vocational Skills	Project	Minor

RD/Country/Project	Year Approved	Sector/ Subsector	Modality	Assessed GAD Achievement <sup>a</sup>
Category II: Effective Gender Mainstreaming <b>Lao PDR</b>		Training		
25 Loan 1621-LAO: Basic Education (Girls) Project –	1998	Education/ Pre-Primary and Basic Education	Project	Major
26 Category I : Gender Equity Theme Loan 1688 –LAO: Shifting Cultivation Stabilization Pilot Project	1999	Agricultural Resources/ Agriculture and Rural Sector Development	Project	Moderate
27 Category II: Effective Gender Mainstreaming Loan 1834-LAO: Vientiane Urban Infrastructure and Services Project	2001	Water Supply and Other Municipal Infrastructure and Services/Urban Sector Development	Project	Major
Category II: Effective Gender Mainstreaming <b>Philippines</b>				
28 Loan 2199-PHI: Microfinance Development Program –	2005	Finance/ Microfinance	Program Loan	Moderate
Category I : Gender Equity Theme <b>Thailand</b>				
29 Loan 1699-THA: Higher Education Development Program	1999	Education/ Tertiary and Higher Education	Project	Major
Category II: Effective Gender Mainstreaming <b>Viet Nam</b>				
30 Loan 1655-VIE: Vocational and Technical Education Project –	1998	Education/ Technical Education and Vocational Skills Training	Project	Major
Category I : Gender Equity Theme				
31 Loan 1718-VIE: Teacher Training Project	1999	Education/ Pre-Primary and Basic Education	Project	Moderate
Category II: Effective Gender Mainstreaming				

BAN = Bangladesh, BHU = Bhutan, CAM = Cambodia, CWRD = Central and West Asia Department, EARD = East Asia Department, GAD = gender and development, ICT = information and communication technology, INO = Indonesia, Lao PDR = Lao People's Democratic Republic, NEP = Nepal, PAK = Pakistan, PARD = Pacific Department, PCR = project completion report, PNG = Papua New Guinea, RD = regional department, RMI = Republic of the Marshall Islands, SARD = South Asia Department, SERD = Southeast Asia Department, THA = Thailand, TON = Tonga, VIE = Viet Nam.

<sup>a</sup> Definitions: Major = documented, quantified achievement covering a significant portion of intended beneficiaries, e.g., (i) targets for gender parity in primary school enrollment achieved and documented; (ii) targets for proportion of women among subborrowers achieved in successful microfinance project.

Moderate = GAD achievement is not a central part of the project achieved at lower levels than intended in project design. Also, GAD output achieved but not yet GAD outcome, e.g., inclusion of gender equity clauses in public sector reform legislation.

Minor = some GAD achievements among a small portion of intended beneficiaries or at much lower levels than intended in project design, e.g., (i) study centers for women established, (ii) only a small number of farmer groups included women members, (iii) women benefited but to a much lesser degree than expected under the project or GAP.

None = not achieved or the project itself was not successful or sustainable.

Uncertain = it was not possible to ascertain a GAD achievement. In some cases this was because GAD was not mentioned in the PCR even though there might have been a moderate or minor impact.

Source: Asian Development Bank project completion reports.

## ANALYSIS OF GAD COVERAGE IN CAPEs AND SELECTED SAPEs

Country	Year	GAD Theme Explicitly Addressed in CAPE?	Sectors or Subsectors with GAD Outcomes	GAD Policy Dialogue Results	Selected Project- or Program-Specific Discussion or Analysis of GAD Results
<b>I. CAPEs</b>					
Nepal	2009	Yes	Public administration, education, agriculture, water supply and sanitation	<p>Through program lending and policy dialogue, ADB was able to assess the Government in the formulation of several landmark legislative acts and policies such as the amendment of the Civil Service Act 2007 and the enactment of the Gender Equality Act 2006, which repealed many discriminatory laws against women. The former reserves 45% of positions for women and other excluded groups. The number of women in the civil service increased from 8.6% in 2001 to 12.7% in 2007.</p> <p>The gender-inclusive approach in ADB's assistance can be traced to the initial development of GAPs during loan processing and the inclusion of gender-related loan assurances, which helped the Government to internalize GAD and to monitor its results. The percentage of projects with a GAP increased from 25% in 2002 to 50% in 2008. Potential impact considered high.</p>	<p><b>Loan 2071-NEP: Community Livestock Development Project (2003)</b> Under the CLDP, 4,000 farmer groups, 62% of whom were women, were strengthened and 250 community livestock assistants, 60% of whom were trained.</p> <p><b>Loan 2008-NEP: Community-Based Water Supply and Sanitation Sector Project (2003)</b> Through the Project, 1,780 water and sanitation committee members, 50% of whom were women, and 575 community female volunteers received training.</p> <p><b>Loan 2143-NEP: Gender Equality and Empowerment of Women (2004)</b> Nepal has been the only DMC to borrow for a project focused exclusively on gender. The Project supports gender mainstreaming in three sector ministries –Agriculture and Cooperatives, Education, and General Administration. Unfortunately, implementation progress to date has been slow.</p> <p><b>Grant 0051-NEP: Road Connectivity Sector I Project (2006)</b> The Project aims to construct new feeder roads to connect three district headquarters and upgrade existing roads to all-weather condition in 17 districts, including the strategic Galchi–Trishuli–Syaphrubesi road that links Nepal to its neighbors. The Government considered these projects "highly relevant" to economic growth and poverty reduction, and indirectly promoting gender equality.</p>
Greater Mekong Subregion	2008	No	None	None	None

Country	Year	GAD Theme Explicitly Addressed in CAPE?	Sectors or Subsectors with GAD Outcomes	GAD Policy Dialogue Results	Selected Project- or Program-Specific Discussion or Analysis of GAD Results
Mongolia	2008	Yes	Education and transport	None	<p><b>Loan 1908-MON: Second Education Development Project (2002)</b>  <b>Loan 2238-MON: Third Education Development Project (2006)</b>  Based on 2006 data, progress has been made in achieving gender equity in educational participation. Mongolia appears to be on track to eliminate the disparity in the ratio of boys to girls in primary and secondary schools, which in the past favored girls due to rural demands for boys' labor.</p> <p><b>Loan 2087-MON: Regional Road Development Project (2004)</b>  Improved access to markets was an important trigger for migration to the project impact area and has enabled diversification into alternative livelihood activities such as shop-keeping, hospitality, livestock trading, etc., with increased participation by women in some of these activities.</p>
Philippines	2008	No	Health, education, agriculture and rural development, and finance/microfinance	None	<p><b>Loan 2199-PHI: Microfinance Development Program (2005)</b>  Gender equality was mainstreamed in health, education, agriculture, and rural development projects, and was particularly effective through support for microfinance development</p> <p>In enhancing access of the poor to financial services, the impact of ADB assistance was direct and immediate—the number of active microfinance clients almost doubled from 1.4 million in June 2004 to 2.7 million in June 2007; more than 90% of the borrowers were women. Published ADB evaluation work shows that microfinance support keeps recipients economically active, has a consumption-smoothing effect, and lowers dependence on more expansive microfinance alternatives; although income impacts are modest and access by the poor is still limited.</p>



Country	Year	GAD Theme Explicitly Addressed in CAPE?	Sectors or Subsectors with GAD Outcomes	GAD Policy Dialogue Results	Selected Project- or Program-Specific Discussion or Analysis of GAD Results
India	2007	No	None mentioned	None	ADB has not been very effective in mainstreaming environmental and gender objectives in its sector operations in India. No results since there are no gender-themed projects in the program.
Sri Lanka	2007	Yes	Education, finance, water supply, health	None	None
Pakistan	2007	Yes	Education, health, public administration, agriculture and natural resources	ADB's support to federal and provincial governments for preparing gender reform action plans, and the linking of the approval of these plans to loan conditions raised the profile of gender issues among key government stakeholders.	<b>Loan 1301-PAK: Social Action Program (1994)</b> The Program sought to address the large social and gender gaps. However, results did not meet expectations. On the other hand, the Social Sectors SAPE, noting the major gender inequalities in social sector outcomes, observed that the generally poor performance of ADB's operations in these sectors resulted in a smaller reduction in inequality than was targeted. ADB's focus on girls' education and women's health is highly relevant in terms of need, although operations have been less effective than expected.
PRC	2007	Yes	Agriculture	No	None
Lao PDR	2006	Yes	Education, health, agriculture, urban development	No	<b>Loan 1749-LAO: Primary Health Care Expansion Project (2000)</b> The ongoing Primary Health Care (PHC) Expansion Project includes prioritized actions to address gender issues. The CAPE field visits to Xiengkhouang province found that many female PHC workers are being trained and that access to PHC, which has benefited mostly women, increased from 41% of villages in the eight project provinces to 81% between 2002 and 2004.
Uzbekistan	2006	Yes	Nothing mentioned	No	No mention
Indonesia	2005	Yes	Agriculture and natural resources, health, education	The Government of Indonesia issued a Presidential Instruction to all government institutions requiring gender	

Country	Year	GAD Theme Explicitly Addressed in CAPE?	Sectors or Subsectors with GAD Outcomes	GAD Policy Dialogue Results	Selected Project- or Program-Specific Discussion or Analysis of GAD Results
				mainstreaming in planning, developing, implementation, monitoring, and evaluating all national development policies and programs.	
Bhutan	2005		Agriculture, health, education implicit benefits	No	No loans
Nepal	2004	Yes	Agriculture, finance (microfinance), water supply	No	No specifics
Cambodia	2004	Yes	Agriculture and natural resources, education	Establishment of Cambodia's National Council for Women and gender focal points in 12 line ministries.	No specifics
				However, gender mainstreaming in line ministries has not yet been widely achieved, except in the Ministry of Agriculture, Forestry and Fisheries and in Ministry of Education, Youth and Sport.	
Philippines	2003	No	Health	None	None
Mongolia	2002	No	Education and health	None	None
<b>II. SAPEs</b>					
Bangladesh: Urban Sector and Water Supply and Sanitation	2009	Yes	Water supply and municipal development	Government's adoption of the Pourashava Ordinance of 2008, was influenced by earlier ADB TA on the urban sector policy. The town-level coordination committees and ward-level coordination committees have been institutionalized, which should	None

Country	Year	GAD Theme Explicitly Addressed in CAPE?	Sectors or Subsectors with GAD Outcomes	GAD Policy Dialogue Results	Selected Project- or Program-Specific Discussion or Analysis of GAD Results
Nepal: Agriculture and Rural Development	2008	Yes	Agriculture and natural resources	enhance participatory decision making and the transparency of local governments. A change in the area of GAD is the requirement that 40% of the members of all standing committees be female. The gender, caste, and ethnicity inclusion implementation plan was developed at the Nepal Resident Mission in 2006 with activities, outputs, and performance indicators. Important features are the revision of the design and monitoring framework to include a range of gender, caste, and ethnicity indicators; and the inclusion of the collection of data defined in the gender, caste, and ethnicity plan in the monitoring mechanism for projects.	<b>Loan 2071-NEP: Community Livestock Development Project (2003)</b> Under the Project, the Rural Microfinance Development Center or microfinance trainers handle capacity-building sessions for 100 MFIs, focusing on existing institutions.  In districts currently without MFIs, they help NGOs or farmer cooperatives to become MFIs. They train participating NGOs to improve their social mobilization and group-strengthening capabilities; DLS staff to improve their extension capabilities; key DDC staff in management, monitoring and evaluation; and members of district and village in gender awareness, microfinance, and monitoring and evaluation.
Bangladesh: Education Sector	2008	Yes	Education		<b>Loan 2015-BAN: Second Primary Education Development Program (Sector Loan) (2003)</b> <b>Loan 1690-BAN: Secondary Education Sector Project (2006)</b> <b>Loan 2101-BAN: Teaching Quality Improvement in Secondary Education Project (2004)</b> The percentage of female teachers in primary schools increased from 28% in 1997 to 50% in 2007. Female literacy rate increased from 38% in 1997 to 49.8% in 2007.

ADB = Asian Development Bank, BAN = Bangladesh, CAPE = country assessment program evaluation, CLDP = Community Livestock Development Project, DDC = district development committee, DMC = developing member country, GAD = gender and development, GAP = gender action plan, Lao PDR = Lao People's Democratic Republic, MFI = microfinance institution, MON = Mongolia, NEP = Nepal, NGO = nongovernment organization, PAK = Pakistan, PCR = project completion report, PHC = primary health care, PHI = Philippines, PRC = People's Republic of China, RRP = report and recommendation of the President, SAPE = sector assistance program evaluation, TA = technical assistance.

Source: ADB Project RRP and PCRs.

**ANALYSIS OF GAD RESULTS TO DATE BASED ON  
RAPID GENDER ASSESSMENTS**

RD/Country/Project Name	Year Approved	Sector/ Subsector	Modality	Assessed GAD Achievement <sup>a</sup>	
<b>CWRD</b>					
<b>Pakistan</b>					
1	Loan 1672: Malakand Rural Development Project	1999	Agriculture and Natural Resources/ Agriculture and Rural Sector Development	Project Loan	Uncertain (despite promising initial results the project area has recently been subject to political upheaval)
2	Loan 1671: Women's Health (already covered under PCRs)	1999	Health and Social Protection	Program Loan	Moderate
3	Loan 1935: Decentralization Support Program	2002	Public Sector Management/ Decentralization		
<b>EARD</b>					
<b>Mongolia</b>					
4	Loan 1998: Second Health Sector Development Project	2003	Health and Social Protection/ Health Systems	Sector Project	Major
5	Loan 1837: Social Security Sector Development Program	2001	Health and Social Protection/ Social Protection	Sector Development Program	Uncertain
<b>SARD</b>					
<b>Bangladesh</b>					
6	Loan 1581: Third Rural Infrastructure Project	1997 (technically outside the policy period)	Multisector	Project Loan	Moderate
7	Loan 1782: Northwest Crop Diversification Project	2000	Agriculture and Natural Resources/ Agricultural Production and Markets	Project Loan	Major
8	Loan 1690: Secondary Education Sector Improvement Project	1999	Education/Pre-primary and Basic Education	Project Loan	Uncertain
<b>Nepal</b>					
9	Loan 1461 Third Livestock Development Project	1996 (technically outside the policy period)	Agriculture and Natural Resources/ Livestock	Project Loan	Major
10	Loan 1861: Governance Reform Program (already covered under PCRs)	2001	Public Sector Management/ Public Administration	Project Loan	Moderate (based on some skepticism about possible attainment of outcomes)
11	Loan 1840: Teacher Education Project	2001	Education/Pre-primary and Basic Education		
<b>Sri Lanka</b>					
12	Loan 2027: North East Coastal Community Development Project	2003	Agriculture and Natural Resources/ Watershed Natural Resources Management	Project Loan	Uncertain

RD/Country/Project Name	Year Approved	Sector/ Subsector	Modality	Assessed GAD Achievement <sup>a</sup>
13 Loan 1993: Secondary Towns and Rural Community-Based Water Supply and Sanitation Project	2003	Water Supply and Other Municipal Infrastructure and Services/Water Supply and Sanitation	Project Loan	Major
14 Loan 2167: Tsunami-Affected Areas Rebuilding Project and Loan 2168: The North East Community Restoration and Development Project – II	2005	Multisector	Project Loan	Uncertain
<b>SERD</b>				
<b>Cambodia</b>				
15 Loan 1862: Northwestern Rural Development	2001	Agriculture and Natural Resources/ Agriculture and Rural Development	Project Loan	Uncertain
16 Loan 1953: Commune Council Development Project	2002	Health and Social Protection/Health Systems	Project Loan	Uncertain
17 Loan 1940: Health Sector Support Project	2002	Health	Project Loan	Uncertain
<b>Indonesia</b>				
18 Loan 1765/1766: Community Empowerment for Rural Development	2000	Multisector		
19 Loan 1863: Decentralized Basic Education Project	2001	Education/ Pre-primary and Basic Education	Project Loan	Major
20 Loan 1964: Sustainable Capacity Building for Decentralization	2002	Public Sector Management/ Decentralization	Project Loan	Uncertain
<b>Viet Nam</b>				
21 Loan 2034: Central Region Urban Environmental Improvement Project	2003	Water Supply and Other Municipal Infrastructure and Services/Urban Sector Development	Project Loan	Major
22 Loan 2076: Health Care in the Central Highlands Project	2004	Health and Social Protection/Health System	Project Loan	Major
23 Loan 1979: Upper Secondary Education Development Project	2002	Education/Upper Secondary Education	Project Loan	Major

CWRD = Central and West Asia Department, EARD = East Asia Department, GAD = gender and development, GAP = gender action plan, PCR = project completion report, RD = regional department, SARD = South Asia Department, SERD = Southeast Asia Department.

<sup>a</sup> Definitions:

Major = documented, quantified achievement covering a significant portion of intended beneficiaries, e.g., (i) targets for gender parity in primary school enrollment achieved and documented; (ii) targets for proportion of women among sub-borrowers achieved in successful microfinance project.

Moderate = GAD achievement is not a central part of the project or is at lower levels than intended in the project design. Also, GAD output achieved but not yet GAD outcome, e.g., inclusion of gender equity clauses in public sector reform legislation.

Minor = some GAD achievements among a small portion of intended beneficiaries or at much lower levels than intended in the project design, e.g., (i) study centers for women established, (ii) only a small number of farmer groups included women members, (iii) women benefited but to a much lesser degree than expected under the project or GAP.

None = not achieved or the project itself was not successful or sustainable.

Uncertain = it was not possible to ascertain a GAD achievement. In some cases this was because GAD was not mentioned in the PCR even though there might have been a moderate or minor impact.

Source: ADB Project RRs and PCRS.

**ANALYSIS OF TECHNICAL ASSISTANCE COMPLETION REPORTS  
FOR ADVISORY TECHNICAL ASSISTANCE PROJECTS**

RD/Country/Project Name	Year Approved	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Designed to Further ADB's GAD Initiatives (Yes/No)	Rating
<b>A. CWRD</b>							
<b>Kyrgyz Republic</b>							
TA No. 4408-KGZ : A Study of the Impact of Land Reform on Agriculture, Poverty Reduction, and Environment	2004	400	Agriculture and Natural Resources	Study	DMC staff	Yes	U
<b>Number/Amount</b>	<b>1</b>	<b>400</b>					
<b>Pakistan</b>							
TA 3832-PAK: Gender Reform Program	2002	600	Public Sector Management	Capacity building	DMC staff	Yes	HS
TA 4319-PAK: Determinants and Drivers of Poverty Reduction and ADB's Contribution in Rural Pakistan	2004	400	Multisector	Study	ADB staff, DMC staff	No – no mention	S
TA 4673-PAK: Balochistan Capacity Building for Devolved Social Services	2005	300	Multisector	Capacity building	DMC staff	Yes	PS
<b>Number/Amount</b>	<b>3</b>	<b>1,300</b>					
<b>B. EARD</b>							
<b>PRC</b>							
TA 4215-PRC: Safe Drinking Water and Sanitation for the Rural Poor	2003	400	Water and Other Municipal Infrastructure and Services	Capacity building	DMC staff	Yes	S
TA4307-PRC: Poverty Reduction in Key Forestry Conservation Programs	2003	400	Agriculture and Natural Resources	Study	DMC staff	No – no mention	S
TA 4308-PRC: Poverty Reduction in Grassland Improvement Program	2003	400	Agriculture and Natural Resources	Study	DMC staff	No	HS
TA 4580-PRC: Nongovernment Organization-Government Partnerships in Village-level Poverty Alleviation	2005	1,000	Public Sector Management	Pilot project	DMC staff and NGOs	Yes	HS
TA 4858-PRC: Employment Services for Migrant Workers	2006	300	Education	Study	DMC staff	No	S
<b>Number/Amount</b>	<b>5</b>	<b>2,500</b>					

RD/Country/Project Name	Year Approved	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Designed to Further ADB's GAD Initiatives (Yes/No)	Rating
<b>C. PARD</b>							
TA3360-FIJ: Women's Plan of Action	1999	500	Public Sector Management	Capacity building	DMC staff	Yes	S
<b>Number/Amount</b>	<b>1</b>	<b>500</b>					
<b>D. SARD</b>							
<b>Bangladesh</b>							
TA 4320-BAN: Social Protection of Poor Female Workers in the Garment Sector in the Context of Changing Trade Environments Project	2004	420	Health and Social Protection	Study	DMC staff, target group beneficiaries	Yes	S
<b>Number/Amount</b>	<b>1</b>	<b>420</b>					
<b>Nepal</b>							
TA 4353-NEP: Promoting Pro-poor and Gender Responsive Service Delivery	2004	200	Agriculture and Natural Resources	Capacity building	NGOs and target group beneficiaries	Yes	PS
TA 4759-NEP: Reaching the Most Disadvantaged Groups in Mainstream Rural Development	2005	685	Poverty Reduction	Capacity building, pilot project	Target Beneficiaries	Yes	S
TA4767-NEP: Capacity Building for Gender Equality and Empowerment of Women	2006	300	GAD	Capacity building	DMC staff	Yes	PS
TA 4774-NEP: Economic and Social Inclusion of the Disadvantaged Poor through Livelihood Enhancement with Micro-Irrigation	2006	450	Agriculture and Natural Resources	Pilot project	DMC staff, NGOs and target group beneficiaries	Yes	S
<b>Number/Amount</b>	<b>4</b>	<b>1,635</b>					
<b>E. SERD</b>							
<b>Cambodia</b>							
TA 3327-CAM: Capacity Building for the Ministry of Women's and Veterans' Affairs	1999	400	GAD	Capacity building	DMC staff	Yes	S
TA 3947-CAM: Sustainable Employment Promotion for Poor Women	2002	400	Public Sector Management	Training	DMC staff, target group beneficiaries	Yes	S
TA No. 4131-CAM: Preventing Poverty and Empowering Female Workers Affected by the Changing International Trade Environment	2003	600 (100 + 500 supp)	Industry and Trade	Study	DMC staff, target group beneficiaries	Yes	S

RD/Country/Project Name	Year Approved	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Designed to Further ADB's GAD Initiatives (Yes/No)	Rating
TA4283-CAM: Participatory Poverty Assessment of the Tonle Sap	2003	425	Public Sector Management	Study	ADB staff, DMC staff	Yes	S
TA 4459-CAM: Implementation of the Action Plan for Gender Mainstreaming in the Agriculture Sector	2005	300	Agriculture and Natural Resources	Capacity development	DMC staff	Yes	S
TA 4669-CAM: Study of the Influence of Built Structures on the Fisheries of the Tonle Sap	2005	765	Agriculture and Natural Resources	Study	ADB staff, DMC staff, NGOs, other stakeholders	Yes (focus group discussions)	
TA 4777-CAM: Dormitories and Learning Centers for Secondary School Girls	2006	800	Education	Pilot project	DMC staff, target group beneficiaries	Yes	S
<b>Number/Amount Indonesia</b>	<b>7</b>	<b>3,700</b>					
TA 3846- INO: Gender Equity in Policy and Program Planning	2002	400	Public Sector Management	Training	DMC staff	Yes	S
TA 4479-INO: Gender Responsive Public Policy and Administration	2005	400	Public Sector Management	Capacity development	DMC staff	Yes	S
<b>Number/Amount Lao PDR</b>	<b>2</b>	<b>800</b>					
TA 3641-LAO: Capacity Building of the Lao Women's Union	2001	300	Public Sector Management	Training	DMC staff	Yes	PS
TA 4339-LAO: Study of Gender Inequality in Women's Access to Land, Forests, and Water	2004	250	Health and Social Protection	Study	DMC staff	Yes	PS
TA 4406-LAO: Capacity Building for Smallholder Livestock Systems	2004	550	Agriculture and Natural Resources	Capacity building	DMC staff	Yes	HS
TA 4655 LAO: Capacity Building for Gender Mainstreaming in Agriculture	2005	400	Agriculture and Natural Resources	Capacity building	DMC staff	Yes	HS
<b>Number/Amount Viet Nam</b>	<b>4</b>	<b>1,500</b>					
TA 3831-VIE: Gender Strategy and Implementation Plan for Agriculture and Rural Development	2002	450	Agriculture and Natural Resources	Capacity building	DMC staff	Yes	S
TA 4453-VIE: Supporting the Preparation of the Law on Gender Equality	2004	370	Public Sector Management	Capacity building	DMC staff	Yes	HS



RD/Country/Project Name	Year Approved	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Designed to Further ADB's GAD Initiatives (Yes/No)	Rating
TA 4452-VIE: Gender Mainstreaming Action Plan in Agriculture and Rural Development	2005	250	Agriculture and Natural Resources	Capacity building	DMC staff	Yes	PS
TA 4603-VIE: Strategic Secondary Education Planning and Cooperation	2005	600	Education	Capacity building	DMC staff	Yes	HS
TA 4690-VIE: Strengthening Institutional Capacity of Local Stakeholders for Implementation of Son La Livelihood and Resettlement Plan	2005	1,000	Energy	Capacity building	DMC staff, NGOs, target group beneficiaries	Yes	S
<b>Number/Amount Summary ADTAs</b>	<b>5 33</b>	<b>2,670 15,745</b>	<b>11 X Agriculture and Natural Resources, 3 X Health and Social Protection, 9 X Public Sector Management, 3 X Education, 1 X Water Supply and Other Municipal Infrastructure and Services, 2 X GAD, 1 X Energy, 2 X Multisector, 1 X Industry and Trade</b>	<b>10 X Study, 16 X Capacity Building, 3 X Training, 3 X Pilot Project; 1 X Capacity Building and Pilot Project</b>	<b>27 X DMC staff, 3 X ADB staff, 5 X NGOs, 7 X target group beneficiaries</b>	<b>29 X yes for \$13,480</b>	<b>8 X HS, 18 X S, 6X PS, 1 X U</b>

ADB = Asian Development Bank, ADTA = advisory technical assistance, BAN = Bangladesh, CAM = Cambodia, CWRD = Central and West Asia Department, DMC = developing member country, EARD = East Asia Department, FIJ = Fiji, GAD = gender and development, HS = highly successful, INO = Indonesia, KGZ = Kyrgyz Republic, Lao PDR = Lao People's Democratic Republic, NGO = nongovernment organization, NEP = Nepal, PAK = Pakistan, PARD = Pacific Department, PRC = People's Republic of China, PS = partly successful, RD = regional department, S = successful, SARD = South Asia Department, SERD = Southeast Asia Department, U = unsuccessful, VIE = Viet Nam.

Source: ADB TA papers and TCRs.

**ANALYSIS OF TECHNICAL ASSISTANCE COMPLETION REPORTS FOR REGIONAL TECHNICAL ASSISTANCE PROJECTS**

<b>Project Name</b>	<b>Year Approved</b>	<b>Amount (\$'000)</b>	<b>Sector/ Theme</b>	<b>Activity (Study, Training, Capacity Building, Provision of Specialized Expertise, Pilot Project)</b>	<b>Target (ADB Staff, DMC Staff, NGOs, Other Stakeholders, Target Group Beneficiaries)</b>	<b>Designed to Further ADB's GAD Initiatives (Yes/No)</b>	<b>Rating</b>
TA 5825-REG: Strengthening Safe Motherhood Programs	1998	700	Health	Literature review, workshops, consultations	DMC staff	Yes	S
TA 5835-REG: Enhancing Institutional Capacity in Gender Development in the Bank's DMCs	1999	1,000	GAD Public Sector Management	Capacity building	DMC staff, ADB staff	Yes	HS
TA 5887-REG: Strengthening the Role of Labor Standards in Selected DMCs	1999	400	Health and Social Protection	Study	Other stakeholders, DMCs, NGOs	Yes	S
TA 5889-REG: Gender and Development Initiatives	1999	850	GAD Public Sector Management	Provision of specialized expertise, capacity building	DMCs, NGOs, ADB staff	Yes	HS
TA 5881-REG: Preventing HIV/AIDS among Mobile Populations in the Greater Mekong Subregion	1999	450	Health	Study, strategy formulation	DMC staff	Yes	S
TA 5950-REG: Financial Services for Poor Women	2000	600	GAD, Microfinance	Training	NGOs and target group beneficiaries	Yes	S
TA 5953-REG: Capacity Building for Indigenous Ethnic Peoples	2000	400	Ethnic minorities	Study, workshops	DMC staff, NGOs, target beneficiaries	No specific mention of GAD	HS
TA 5935-REG: National Resettlement Policy Enhancement and Capacity	2000	500	Resettlement	Workshops, draft legislation produced	DMC staff, NGOs, target beneficiaries	Not really GAD oriented	S
TA 5912-REG: External Advisory Panel on a Long-Term Strategic Framework for the Asian Development Bank	2000	700	Strategic planning	Study , strategy formulation	ADB staff, other stakeholders	Yes	S
TA 5948-REG: Combating Trafficking of Women and Children in South Asia	2000	440	GAD	Study	DMC staff, target beneficiaries	Yes	HS

<b>Project Name</b>	<b>Year Approved</b>	<b>Amount (\$'000)</b>	<b>Sector/ Theme</b>	<b>Activity (Study, Training, Capacity Building, Provision of Specialized Expertise, Pilot Project)</b>	<b>Target (ADB Staff, DMC Staff, NGOs, Other Stakeholders, Target Group Beneficiaries)</b>	<b>Designed to Further ADB's GAD Initiatives (Yes/No)</b>	<b>Rating</b>
TA 5998-REG: Youth- and Gender-Sensitive Public Expenditure Management in the Pacific	2001	300	Health and Social Protection	Training, capacity building	DMC staff	Yes	S
TA 6008-REG: Gender and Governance Issues in Local Government	2001	735	GAD Public Sector Management	Training, capacity building ,and provision of specialized expertise	Target beneficiaries	Yes	S
TA 6065-REG: Assessing Community Perspectives on Governance in the Pacific	2002	200	Public Sector Management	Study	DMC staff, ADB staff	Yes	S
TA 6115-REG: Poverty Reduction in Upland Communities in the Mekong Region through Improved Community and Industrial Forestry	2003	800	Agriculture and Natural Resources (forestry subsector)	Study	ADB staff, DMC staff	Yes	PS
TA 6126-REG: Civil Society Participation in Budget Formulation in the Pacific	2003	250	Public Sector Management	Study	DMC staff	No – gender and women not mentioned	S
TA 6123-REG: Promoting Effective Water Management Policies and Practices	2003	4,300	Water Resources Policies and Management	Provision of funding for a variety of policy studies	ADB staff, DMC staff, other stakeholders	No specific mention of gender. Only very tenuous link to GAD	S
TA 6109-REG: NGO Partnerships for Poverty Reduction	2003	1,000	Poverty Reduction	Pilot projects, capacity building, informed interviews	NGOs, ADB staff	Yes	S
TA 6224-REG: Pilot Testing Participatory Assessment Methodologies for Sustainable and Equitable Water Supply and Sanitation Services	2004	550	Water supply	Study, pilot project, workshop	DMC staff, NGOs	No	S
TA 6177-REG : Mainstreaming Gender into Poverty Reduction	2004	350	GAD Public Sector	Capacity building	DMC staff	Yes	S

Project Name	Year Approved	Amount (\$'000)	Sector/ Theme	Activity (Study, Training, Capacity Building, Provision of Specialized Expertise, Pilot Project)	Target (ADB Staff, DMC Staff, NGOs, Other Stakeholders, Target Group Beneficiaries)	Designed to Further ADB's GAD Initiatives (Yes/No)	Rating
Strategies in Four Central Asian Republics			Management				
TA 6188-REG: Establishing Legal Identity for Social Inclusion	2004	575	Public Sector Management	Study	ADB staff, DMC staff	Yes	S
TA 6190-REG: Preventing the Trafficking of Women and Children and Promoting Safe Migration in the Greater Mekong Subregion	2004	700	GAD Health and Social Protection	Study	ADB staff, DMC staff, target beneficiaries	Yes	S
TA 6243-REG: Strengthening Malaria Control for Ethnic Minorities	2005	750	Health and Social Protection	Training	DMC staff, target Group beneficiaries	No- gender not mentioned, women once Yes	S
TA 6248-REG: Legal Empowerment for Women and Disadvantaged Groups	2005	550	Public Sector Management	Study and pilot project	ADB staff	Yes	S
TA 6270-REG: Facilitating Knowledge Management for Pro-Poor Policies and Projects	2005	980	Public Sector Management	Study	ADB staff, DMC staff	Yes	S
TA 6247-REG: HIV/AIDS Vulnerability and Risk Reduction among Ethnic Minority Groups through Communication Strategies	2005	700	Health	Public communication (radio broadcasts)	Target group beneficiaries	Yes	S
TA 6270-REG: Facilitating Knowledge Management for Pro-Poor Policies and Projects	2005	980	Knowledge management	Studies	DMC officials, ADB staff, other stakeholders	No mention of gender in the TCR	S
<b>Summary</b>		<b>\$23,770</b>				<b>19 X yes for \$12,030</b>	<b>4 X HS, 21 X S, 1X PS</b>

ADB = Asian Development Bank, DMC = developing member country, GAD = gender and development, HS = highly successful, NGO = nongovernment organization, PS = partly successful, REG = regional, RETA = regional technical assistance, S = successful, TA = technical assistance, TCR = technical assistance completion report.  
Source: ADB TA papers and TCRs.

## MANAGEMENT RESPONSE TO IED REPORT: SPECIAL EVALUATION STUDY ON ADB'S SUPPORT TO GENDER AND DEVELOPMENT—PHASE I: RELEVANCE, RESPONSIVENESS, AND RESULTS TO DATE

On 15 February 2010, the Director General, Independent Evaluation Department, received the following response from the Managing Director General on behalf of Management:

### I. General Comments

1. The above-captioned Special Evaluation Study (SES) provides a comprehensive review of tools and initiatives that ADB has applied to implement its Policy on Gender and Development (GAD) from 1998 to 2008. The key findings include: (i) the 1998 GAD Policy remains relevant; (ii) ADB's responsiveness to the Policy has been modest; and (iii) the results of the GAD-oriented operations are likely modest.

2. We welcome the SES as a timely initiative, as ADB explores measures to improve its performance in gender mainstreaming in light of the 2008 Development Effectiveness Review (DEfR) finding that ADB was off track in achieving its targets for project gender mainstreaming set for 2012. In this regard, ADB established an interdepartmental Technical Working Group (TWG) on Gender Mainstreaming in July 2009. The TWG analyzed the reasons for the declining trend in the share of approved projects with gender mainstreaming, and made recommendations to improve the situation.<sup>1</sup> In many ways, the findings of the SES reinforce those of the TWG, and some of the SES recommendations are already being implemented. ADB has also been implementing the GAD Plan of Action 2008-2010 to strengthen gender mainstreaming in operations, capacity development in the developing member countries, and organizational effectiveness. These efforts all together have been resulting in a reversal of the decline in gender mainstreaming since 2007.

3. The SES is the Phase 1 assessment of progress made in ADB's implementation of the GAD Policy. As such, it contains an incomplete analysis of the strategic use of grant funds, including those under the Gender and Development Cooperation Fund, partly due to the limited availability of documents explaining the links between the grant funds and ADB's lending operations. In this regard, we look forward to the in-depth analysis in the Phase 2 country reviews.

### II. Comments on Specific Recommendations

4. **Recommendation 1. Improve outcome orientation of GAD goals and their monitoring and evaluation.** We agree. On the baseline data collection at the project level, a realistic timeframe to apply to all projects would be two to three years.

5. **Recommendation 2. Provide clarity to operationalize GAD goals in ADB operations in the context of Strategy 2020.** We agree on the need for

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<sup>1</sup> ADB. 2010. *Gender Mainstreaming in ADB Projects. Report of the Technical Working Group.* Manila.

defining approaches in those sectors that do not easily lend themselves to gender mainstreaming. We will implement this recommendation within the action plan framework of the TWG. We particularly welcome the recommendation to select appropriate projects during the country programming exercise within each of the five core areas of operations under Strategy 2020 to meet the Results Framework targets. For example, in the roads and transport sector, consideration can be given to rural or provincial roads which are likely to offer direct and positive gender benefits. Urban development projects may focus on the provision of water supply and sanitation to low-income areas (para 127).

6. We, however, disagree with the SES recommendation to add Category 3 projects (indirect benefits or mitigation) as part of "projects with gender mainstreaming" (para 135). All ADB projects are categorized into four types.<sup>2</sup> The first two categories are reported as "projects with gender mainstreaming" and reported in the DEfR. The SES recommendation contradicts the interdepartmental consensus reached in the TWG that ADB should maintain the current system for credibility and consistency. On the other hand, we agree that Category 3 projects should be better highlighted and the efforts of the project teams should be better recognized. We will do so through our annual progress reports of the GAD Plan of Action 2008-2010 and the narrative section of the annual DEfRs.

7. **Recommendation 3. Provide adequate financial and human resources to support policy implementation.** We agree. Staff resources, training, and knowledge management are being strengthened. We are currently reviewing the reward and recognition system, and the SES recommendation will be considered, along with ways to encourage the pursuit of other operational and thematic priorities.

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<sup>2</sup> Categories are assigned as follows: Category 1 (gender equity as a theme) to a project whose outcome directly addresses gender equality and/or women's empowerment; Category 2 (effective gender mainstreaming) to a project whose outcome does not address gender equality or women's empowerment, but is likely to deliver tangible gender equality benefits; Category 3 (some gender benefits) to a project that is likely to provide indirect gender benefits or includes measures to prevent or mitigate negative gender impacts; and Category 4 to a project with no specific gender elements.

## DEVELOPMENT EFFECTIVENESS COMMITTEE

### Chair's Summary of the Committee Discussion on 23 February 2010

#### Special Evaluation Study on the Asian Development Bank's Support to Gender and Development – Phase I: Relevance, Responsiveness, and Results to Date

##### Discussion Highlights

1. During the discussion on the special evaluation study (SES) by the Independent Evaluation Department (IED), DEC also referred to the report of the technical working group (TWG) on gender mainstreaming in ADB projects that was circulated on 15 February 2010.<sup>1</sup>
2. Director General, IED recognized the commonality in the findings of the TWG report and the SES, and noted that the TWG report addresses to some extent the SES recommendations. However, to adequately address the SES recommendations, required actions need to go beyond the TWG report. Also, greater outcome-orientation is needed in gender and development (GAD) goals and their monitoring through ex-post indicators in the design and monitoring frameworks and project performance reports. Further, Category 3 projects with significant potential for delivering GAD benefits should receive greater attention to enhance their GAD content. Identification and capture of such benefits could help in avoiding missed opportunities as also recognized in the TWG report.
3. DEC Chair noted how ADB has moved from the earlier policy on the role of women in development formulated in September 1985, to the policy on GAD in May 1998, and how these two policies differ. The policy on GAD is about mainstreaming rather than promoting individual interventions to improve the well-being and empowerment of women. DEC Chair noted the SES's recommendation to improve outcome orientation of GAD goals, and moving from input-cum-process to outputs and outcomes in order to verify if mainstreaming is leading to the desired outcomes.
4. DEC members agreed that gender mainstreaming should be incorporated in large infrastructure projects. One DEC member questioned whether there is too much dependence on technical assistance (TA) funds to promote gender, and gender issues are less supported and strengthened in loan projects. Another DEC member emphasized that mainstreaming GAD should start at the design stage through considering gender issues in the design and selecting appropriate indicators. He further suggested that gender benefits should be tailored into projects, and not the other way around. Director and staff, Poverty Reduction, Gender and Social Development Division (RSGS) mentioned ongoing efforts on gender mainstreaming in infrastructure projects. For example, ADB chairs the multilateral development banks' (MDB) initiative on how to mainstream gender in infrastructure projects. Communities of Practice for gender, transport and energy have been developing specialized training, case studies, tools, and techniques to achieve better collaboration among staff. On a day-to-day basis, advices are provided to staff which lead to changes in design, higher mainstreaming figures, and good collegial working relations between regional departments and the Regional and Sustainable Development Department (RSDD).

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<sup>1</sup> ADB. 2010. *Gender Mainstreaming in ADB Projects. Report of the Technical Working Group*. Manila.

5. DEC members supported the SES's recommendation to mainstream gender in ADB's non-sovereign operations. One member emphasized that on timing for mainstreaming gender in non-sovereign operations, ADB should not wait until 2012. DEC Chair noted that while Strategy 2020 places emphasis on private sector operations, gender mainstreaming and gender action plan only focuses on sovereign operations. DEC Chair observed that imposition of gender issues on private sector operations could be a potential disincentive for private investors. Director, Strategy, Policy and Interagency Relations Division (SPPI) mentioned that many private sector organizations are willing to take up gender issues in their investments as part of their corporate social responsibilities. Private Sector Operations Department (PSOD) projects had always been characterized by socially responsive investments.

6. Some DEC members agreed to harmonization of gender mainstreaming among MDBs including ADB. Management representatives informed how ADB has been very active in chairing the MDB working group on gender. ADB is always recognized as leading organization in terms of its approach to quality-at-entry.

7. On staffing issues, one DEC member noted the correlation between the increase in the number of national officers for gender aspects and the increase in GAD lending, and the correlation between the decline in GAD targets and gender staff since 2003. The member recommended to mainstream the budget for gender specialists and not rely on donor-financed trust funds. Another DEC member recommended increasing gender specialists to improve effectiveness of GAD policy, and to augment the guidance and training of regional department staff and resident mission national officers in GAD issues, especially for private sector operations. It is important to create organizational incentives to improve gender outcomes of ADB operations (e.g. gender award; best team performances for the promotion of gender equality). Gender can be integrated as a target for performance assessment of staff. Managing Director General expected the upward trend to continue through recruitment of professional staff and national officers with GAD knowledge and experience. Staff will continue to be trained in gender aspects. RSGS staff explained that the recruitment and deployment to resident missions of gender specialists could ensure better quality of implementation.

8. DEC noted the SES's findings and recommendation on the categorization system for projects with GAD components, and the Management's response to these. One DEC member opined that including Category 3 projects in the evaluation could provide better picture of gender mainstreaming in the Bank. Director, IED1 explained that Phase 2 of the SES could include Category 3 projects as case studies and also the experience of other multilateral development banks in gender mainstreaming in large infrastructure projects. Director, Social Sector Division (SESS in South East Asia Department) noted the decline in the number of Category 4 projects as an evidence of increasing awareness of staff on gender issues and efforts of addressing them. She further explained that category 3 projects do not sufficiently address gender issues. ADB Management's commitment on the targets is only for Categories 1 and 2, hence, those are the only ones being considered and measured. There is a third tier, but the primary outcome of this tier is not necessarily gender equality and women empowerment.

9. On DEC's concerns about the post-2003 decline in gender mainstreaming in ADB operations, the Managing Director General gave the following explanation. From 1998 to 2003, gender projects steadily increased from the policy of targeted poverty intervention. In 2004, with the Bank moving away from targeted poverty intervention to an enhanced poverty strategy, a decline in the trend occurred not because of less emphasis on gender, but because ADB did not do gender-specific projects. The decline in 2004-2007 was partly due to increases in infrastructure projects, and although there were gender aspects and benefits in these



infrastructure projects, they were not quantified. The decline was also due to staffing issues: there were no gender specialists during that period. However, since the 2007 decline of 23 per cent, the figures went up to 31 per cent in 2009. If Category 3 projects are included, it would be up at 76 per cent. The Managing Director General noted DEC's concerns, but assured that gender mainstreaming is very much a part of ADB's priority.

## **Conclusions**

10. DEC emphasized that mainstreaming continues to be a key strategy to promote gender equality throughout ADB's operations in DMCs. DEC supported mainstreaming gender in ADB's non-sovereign operations.

11. Given the target of having 40 per cent of all sovereign projects (by number of projects) in 2012, members emphasized that there was scope for improvement in the number of projects that will have gender issues mainstreamed at entry.

12. Members also felt that all projects need not be tailored to gender benefit, but gender issues should be tailored into most project designs.

13. Some members emphasized that even for large infrastructure projects such as highways, designing a few feeder roads with gender issues mainstreamed could help in achieving the target.

14. Members welcomed IED's recommendation to go beyond mainstreaming of gender issues at entry to monitoring outcomes on a sample basis.

15. DEC also felt that there was scope for improving the classification of projects into the four categories and looking in-depth into the appropriate classification of projects which without due diligence may run the risk of getting into Category 3.

Ashok K. Lahiri  
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