

AFRICAN DEVELOPMENT BANK GROUP



GENDER EQUALITY RESULTS OF PUBLIC SECTOR PROJECTS AND PROGRAMMES OF THE AFRICAN DEVELOPMENT BANK 2009-2011

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QUALITY ASSURANCE AND RESULTS DEPARTMENT (ORQR)

Gender and Social Development Monitoring Division

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ACONYMS

AfDB	African Development Bank
AVU	African Virtual University
CEDAW	Convention on the Elimination of All forms of Discrimination against Women
CS	Country Strategy
CSCR	Country Strategy Completion Report
ICT	Information and Communication Technology
KPI	Key Performance Indicator
MDGs	Millennium Development Goals
OINF	Infrastructure Department
ONEC	Energy, Environment and Climate Change Department
OSAN	Agriculture and Agro Industry Department
OSHD	Human development
OSGE	Governance Department
OWAS	Water and Sanitation Department
OPEV	Operations Evaluation
ORQR	Results and Quality Assurance Department
ORQR4	Gender and Social Development Monitoring Division
PCR	Project Completion Report
PCREN	Project Completion Report and Evaluation Note
RBM	Results Based Management
RMCs	Regional Member Countries
TOR	Terms of Reference
UGPOA	Gender Equality and Women's Empowerment: an Updated Gender Plan of Action

EXECUTIVE SUMMARY

This review of the gender equality results of public sector projects and programs completed during the years 2009-2011 took place in the period from February to April 2012. A team of consultants analyzed the results, relying mainly on a review of documentation of a sample of 62 completed operations, complemented by a survey of staff views, a focus group discussion and staff interviews in Tunis. Results were organized by department and by sector.

Given that the overall mission of the African Development Bank Group (“The Bank”) is “to help reduce poverty, improve living conditions for Africans and mobilize resources for the continent’s economic and social development”¹, and that it is now widely recognized that gender equality is “a core development objective in its own right”² and key to inclusive economic growth this review found that only 34% of the Bank’s projects/programs in the sample of operations reviewed include intentionality to achieve gender equality results in their log-frames.

Although 60% of the projects in the sample showed evidence of some results in terms of progress towards gender equality, many of these were documented as “additional outcomes” in the completion report, implying that they were not central to the project’s objectives. The best performing sectors were education, health and those focusing on irrigation, where the review found many examples of recorded gender equality results. However, as baseline data related to gender equality indicators were often absent in the project documentation provided to the evaluators, it is impossible to say with certainty whether progress towards gender equality has actually been achieved. This amounted to a major limitation for this review.

Forty percent of the sample had no mention of gender equality results. The transport and finance operations in the sample performed particularly poorly in this respect. As these represent a significant proportion of the Bank’s overall portfolio, this fact is of particular concern. However, it is possible that much is being achieved in terms of greater gender equality, which is not being systematically measured or recorded in the documentation.

The review concludes that there is a considerable amount of work to be done by the Bank if it is to achieve more and sustainable gender equality results. Even in the relatively well performing sectors of education and health, operations are not always firmly based on a detailed gender analysis. There is no evidence of clear identification of the differences in the needs and roles of women and men, nor attempts to address these accordingly. The overall approach to promoting gender equality is largely reduced to conducting specific activities for women and the sex-disaggregation of data, rather than attention to addressing power imbalances between women and men, and developing interventions based on the recognition of the differing roles of women and men. There is lack of evidence of the systematic integration of gender concerns throughout the project cycle, especially at the contextual analysis stage, where it is crucial to identify differences between women and men in terms of distinctive roles, capabilities and vulnerabilities, access and control. Without this, developing gender sensitive plans and objectives as well as consequent activities and indicators is not possible.

Moreover, the sample of operations suggests that the Bank is not sufficiently addressing the important aspect of unequal power relations and decision-making. It thereby risks merely adding to women’s work burdens,

¹ <http://www.afdb.org/en/about-us/>, accessed 22/02/2012

² World Bank, Gender Equality and Development, World Development Report, 2012.

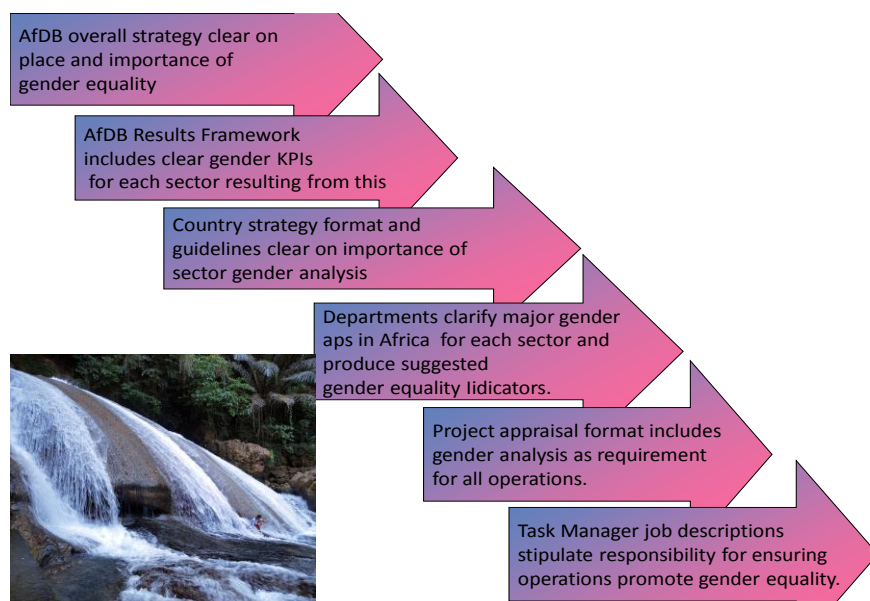
without contributing to the development of commensurate powers to access and control resources. Gender mainstreaming is low on the list of criteria used to evaluate the Bank's operations. The gender equality results score is consistently lower than the overall project outcome score recorded in the Project Completion Report and Evaluation Notes (PCRENS)³.

The review concludes that a large section of the projects/programs in the sample fail to apply the Gender Equality and Women's Empowerment Updated Gender Plan of Action (UGPOA). It is in this context important that the Bank's Strategy 2013-2022 defines gender equality as an area of special emphasis and an important factor for the achievement of inclusive growth. This will go a long way in ensuring that staff and management prioritize gender equality in the operations they are responsible for.

The gender specialists within the Bank are widely seen as a positive force which is effective in helping task managers to integrate gender equality into their operations. However, their work needs to be complemented by a fundamental organizational shift in terms of prioritizing the promotion of gender equality at all levels. It requires a systematic structure of organizational and managerial accountability for including the promotion of gender equality.

This review recommends a series of actions to prioritize the promotion of gender equality more effectively. If these are implemented, the Bank would become significantly more effective in contributing to gender equality on the continent. Each step should have a cascading effect leading logically to the next one, and Bank operations staff should as a result become clearer regarding what is expected of them in terms of promoting gender equality, and better equipped to ensure it happens.

Figure 1: Steps for Enhancing Gender Mainstreaming



³ In the absence of other ratings, the Bank's "overall performance score" for projects as recorded in the PCREN and the PCR was taken as an indication of the AfDB's overall judgement of a given project's achievements. Where the PCREN and the PCR showed different scores, the PCREN score was taken.

I. INTRODUCTION

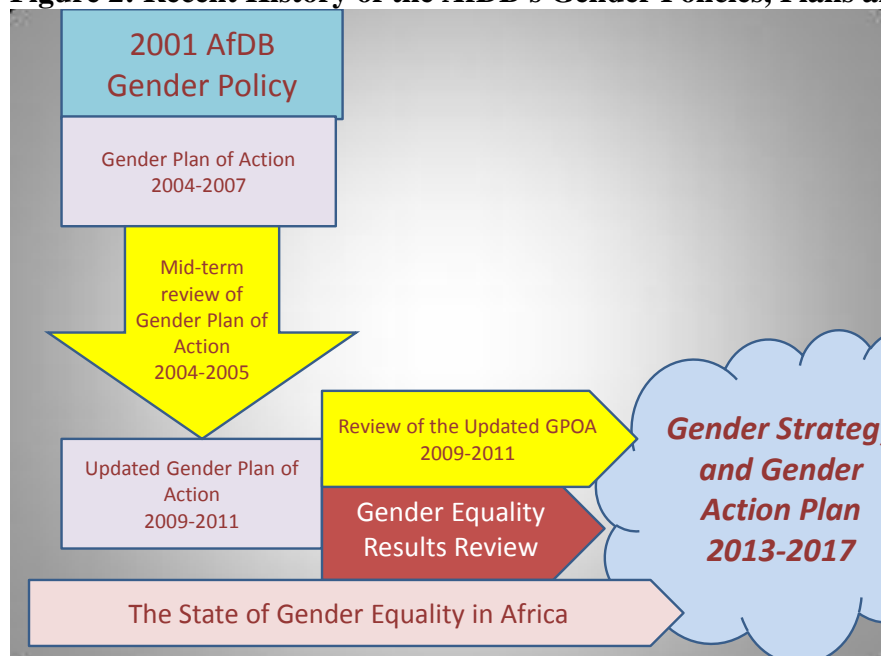
1. The overall mission of the African Development Bank (AfDB) Group (“The Bank”) is: “To help reduce poverty, improve living conditions for Africans and mobilize resources for the continent’s economic and social development”.⁴ It aims to contribute to this reduction of poverty, “by promoting equitable growth and economic integration, and through them, wider opportunities for Africa’s poor”.⁵ The intention of the Bank’s Up-dated Gender Plan of Action (UGPOA)⁶ was to contribute to the overall Bank mission. The Bank’s Strategy for 2013-2022 “At the Centre of Africa’s Transformation” clearly defines gender equality as an important aspect of inclusive growth and positions the Bank to reduce gender inequalities through a “focus on promoting women’s economic empowerment, strengthening women’s legal and property rights and enhancing knowledge management and capacity building.”⁷ The aim of this assignment is to review the contribution of public sector operations to gender equality results in Africa in order to further the mainstreaming of gender within the Bank.

2. The report sets out the background to the review, in order to provide a recent history of the AfDB in terms of mainstreaming gender. It then states the objectives of the review, methodology and limitations thereof, followed by the main body of the report, consisting of responses to each of the key review questions. These are followed by overall conclusions, and corresponding recommendations.

II. MAINSTREAMING GENDER IN THE BANK

3. Formulated in 2001, the AfDB’s Gender Policy has been through two action plans, and the AfDB is currently finalizing its Gender Strategy 2013-2017. The diagram below places this review within the recent history of the AfDB’s gender plans, policies and reviews:

Figure 2: Recent History of the AfDB's Gender Policies, Plans and Reviews



⁴ <http://www.afdb.org/en/about-us/>, accessed 22/02/2012

⁵ African Development Bank, Medium Term Strategy 2008-2012, p10

⁶ African Development Bank, Gender Equality and Women’s Empowerment: an Updated Gender Plan of Action (UGPOA) 2009 – 2011

⁷ African Development Bank Group, At the Center of Africa’s Transformation. Strategy for 2013-2022. Tunis 2013.

4. The main goal of the Gender Plan of Action 2004 to 2007 was to institutionalize and operationalize the AfDB Group's Gender Policy. A mid-term review of this plan, carried out in 2006, found that at least 33% of projects assessed contributed satisfactorily in terms of quality at entry. However, certain constraints were noted such as overly-ambitious actions and targets, and lack of structures, resources, incentives and accountability systems necessary to fully implement the policy.⁸

5. The subsequent UGPOA 2009-2011 contained objectives which were clearly focused on the strategic areas of the Bank, i.e. economic development, directly relating gender equality to the Bank's overall mission to "reduce poverty, improve living conditions for Africans and mobilize resources for the continent's economic and social development" to "support economic growth and poverty reduction in Regional Member Countries (RMCs), and more specifically, to promote sustainable and equitable economic empowerment of men and women."

6. The 2011 review of the UGPOA concluded that the Bank had made significant efforts to meet the UGPOA commitments to gender equality, and found its overall objectives to be still relevant. Encouragingly, it was noted that the Bank had not only paid greater attention to gender equality in water and sanitation and human development operations, but also in sectors such as transport which are known to be more challenging to gender mainstreaming. Other positive actions implemented included actively engaging task managers and other professionals, and strengthening partnerships with key actors.⁹

7. However, the review found that that the plan's broad approach, over-ambitious targets and the absence of a clear strategic direction and insufficient human and financial resources resulted in incomplete implementation. It raised concerns regarding the failure to have a focused approach in selected areas to maximize efforts to promote women's economic empowerment. It therefore recommended that the Bank focus on key areas where it has a comparative advantage and can generate quick wins in order to promote women's economic empowerment. It observed that although mainstreaming gender into all operations was appropriate, this approach needed to be complimented with selectivity and focus on certain areas in order to bring tangible results in a given timeframe.

8. Another key lesson was that gender mainstreaming cannot happen in a vacuum outside of the Bank's established mechanisms, and so gender must be integrated into all systems and procedures. It recommended the continued integration of gender mainstreaming into Bank systems for improving quality- at-entry, the operations manual, the monitoring framework and the supervision and monitoring tools in order to increase the institutionalization of gender mainstreaming in the Bank and to better operationalize the promotion of gender equality in regional member countries (RMCs).

III. OBJECTIVES

9. This review focuses entirely on identifying the reported gender equality results by evaluating the assistance provided by the Bank's operations in project and programs, which were closed during 2009-2011. The study aimed to assess the intended and unintended results of these operations in RMCs in terms of their contribution to gender equality results on the African continent. It was to consider these in light of the following areas of the UGPOA:

- Supporting investment activities which promote women's economic empowerment in the AfDB's key strategic priority areas;

⁸ African Development Bank, Gender Plan of Action Mid-term Review, 2006, p 6.

⁹ African Development Bank, Review of the Gender Plan of Action 2009-2011, p16

- Building institutional capacity and knowledge both in the Bank and in RMCs; and
- Supporting RMCs governance and policy reform for strengthened gender mainstreaming in the national development process.¹⁰

The Bank required knowing what lessons could be learned from an assessment of the relevance, effectiveness and contribution of gender equality results within public sector operations.

IV. METHODOLOGY

10. The review methodology was designed to gather evidence to respond to the Key Review Questions outlined in the Terms of Reference, and consisted of the following steps

1. Definition of Key Review Questions
2. Review of Project Document¹¹
3. Electronic Staff Operations Staff Survey
4. Staff Interviews in Tunis
5. Staff Focus Groups in Tunis¹²

11. As a basis for the review, the definition of gender equality contained in the Bank's Gender Policy was employed. It states that gender equality: *“requires equal enjoyment by women and men of socially valued goods, opportunities, resources and rewards. Achieving gender equality requires changes in the institutional practices and social relations through which disparities are reinforced and sustained.”*¹³

12. The results of Bank's public sector operations closed or completed in the period 2009-11 were examined, using data provided on a cohort of 145 projects. 62 projects were selected from the cohort of 145, including one for every country where the AfDB operates, and ensuring a proportionate sectoral representation. Therefore the selection resulted in a stratified random sample.

13. In selecting the 62 projects, the following steps were taken:

- The last one alphabetically for each country on the Project Completion Report and Evaluation Note (PCREN) ratings lists for 2010-2011 was selected, or if the country was not represented on this list, the list for 2009 was used.
- The list was ordered by sector (using the sector designated in the Project Completion Report (PCR)) and within each sector, the projects were listed alphabetically.
- The last projects alphabetically on the list were selected, to make up the number required in order to cover the sectors to the same extent in which they were weighted in the 145 project cohort.

14. Covering all the countries represented in the 145 was the primary selection criteria, following which more projects were selected from different countries to cover the sectors, using the same principle of choosing the last ones alphabetically. This was to ensure that the proportion of sector coverage represented in the overall cohort of 145 was repeated in the sample, so that this accurately reflected the coverage in the cohort provided to us.

15. Each project was scored according to the extent to which it had achieved gender equality results, using the scoring criteria presented in Figure 1 below. The credibility and consistency of scoring was assured by the team leader, who checked and verified the work of the team members.

¹⁰ Updated Gender Plan of Action (UGPOA) 2009-2011, p 9

¹¹ Annex 2 lists the projects sampled

¹² Annex 4 lists staff interviewed individually and in groups

Figure 3: Gender Equality Results Scoring Criteria

Rating	Projects which	Criteria for selecting this score
Poor	Report no explicit contribution to gender equality results.	PCR makes no mention of results achieved relating to gender equality, or the empowerment of females, women or girls.
Fair	Report a limited contribution to gender equality results.	PCR only mentions achievements in terms of gender equality in section on “additional outcomes” achieved, and not in the main design of the operation, e.g. the objectives, components, activities, outputs or outcomes projected. This category includes projects, which presume some benefits to women and/or girls, but have not closed gender gaps.
Good	Report a reasonable level of contribution to gender equality results.	PCR reports the achievement of at least one gender equality related outcome or output in terms of its design and log frame. This category also includes projects where particularly significant gains were recorded outside of those pursued through the components of the log frame.
Excellent	Report a significant contribution to gender equality results.	PCR shows project achieved more than one gender equality outcome or outputs in terms of its design/log frame, addressing the specific needs of, or barriers faced, by the disadvantaged gender. These are the projects, which demonstrated a strategic integration of gender equality as part of the overall conceptualization.

16. One project per department was selected as a case study, which demonstrated a successful operation in terms of gender equality results achievement. Only the sample of transport and energy sector operations offered no good practice examples. The full set of five case studies is presented in Annex 3. Case studies were selected for each of the main sectors covered by the review, choosing those with the best scores in terms of the gender equality results analysis. In an attempt to expand on the picture of the gender equality results achieved the case study format was developed by the review team to highlight key factors of success and critical challenges within the different contexts.

17. In addition, 17 members of Bank specialist advisory staff were interviewed in a semi-structured form, to gather their perceptions with regard to the key review questions. Staff was chosen according to those who had been associated with one of the case studies, given that such association would ensure that staff was likely to have given particular time and reflection to gender issues from which learning could be derived. Interviews were completed with a focus group discussion. An electronic staff survey was also conducted of task managers for the 145 projects in our overall project cohort. The survey was sent to 101 staff, of which 25 responded. The survey was not designed to be representative of Bank staff views, but rather to reveal the perceptions of task managers engaged on the projects this evaluation considers, and these opinions are explored qualitatively and in more depth via the interviews.

18. To analyze project performance in relation to producing gender equality results, the projects were grouped according to the department to which they belonged. These were six: The Transport and ICT Department (OINF), the Energy, Environment and Climate Change Department (ONEC), the Human Development Department (OSHD), the Water and Sanitation Department (OWAS), the Agriculture and Agro-Industry Department (OSAN), and the Governance, Economic and Financial Reform Department (OSGE). Three of the departmental groupings were further categorized into the following sub-sectors:

OSHD:	Education, Health, Other (social protection and poverty reduction)
OSAN:	Fisheries, Crop production, Irrigation, Other
OSGE:	Poverty Reduction support, Financial Sector Reform

19. For each project, the documentation provided was reviewed (at least the PCR and the PCREN), and strengths, gaps, issues and recommendations noted in relation to the achievement of gender equality results. With regard to each of the UGPOA gender results areas, it was noted whether the project explicitly contributed, implicitly contributed, implicitly did not contribute or explicitly did not contribute to the area concerned. Finally, evidence found in response to the key review questions was noted for each of the 62 projects.

20. Key Limitations of the methodology include the following points:

- The methodology was largely dependent on PCRs and PCRENs: the only consistent evidence for all 62 projects in the sample was these documents and they provided the basis for ranking on operational achievement. However, interviews and focus groups revealed that in some cases, significantly more had been achieved by projects in terms of gender equality, which is not recorded in these reports. The case studies provide a fuller picture of the specific achievements that were made in the operations concerned.
- The review process did not include any interviews with beneficiaries or the review of any partner documentation. This report therefore does not provide evidence on impact achieved, only on outputs and outcomes, as recorded in Bank's internal documents. Furthermore, the review cohort consisted of projects only recently completed, and it is therefore too early to evaluate their impact.
- Although transport projects are a major focus for the Bank terms of loan and grant approvals, there were only five projects in the sample, as this was taken from projects completed during 2009-2011. It proved impossible to select a case study amongst transport projects in the sample, as none were found to have achieved specific gender results.
- Little evidence of gender related baseline data was contained in the project documentation provided, so it was not possible to judge objectively whether recorded achievements¹⁴ represented a step towards greater gender equality or not. The review relied on the PCR or the PCREN for this, and may therefore have inadvertently given recognition to more achievements than were actually made, when compared with the original status of women before the project began, because of this lack of baseline data.

V. GENDER EQUALITY RESULTS

A. Overall results reported

21. Twenty-five of the sample of projects reviewed (40%) made no mention of results achieved relating to gender equality, with transport projects performing particularly poorly. None of the PCNs of the sample of transport or financial sector reform projects explicitly stated that gender equality was to be promoted within these operations, although some did record benefits considered to be accruing to women.

¹⁴ The only exception to this was that some education projects showed evidence of having data regarding gender parity in educational enrolment, and the health projects reviewed apparently had some data regarding numbers of women receiving ARVs and the prevalence of obstetric fistula problems amongst women.

22. However, a majority of the 37 projects of the sample (60%) did show evidence of having achieved some gender equality results, with the best performing sectors being education, health and irrigation. Twenty-one of the 62 projects reviewed explicitly included the intention to achieve gender equality results in their log frames. Of these, only 17 actually reported having achieved such results and a mere 7 projects (11% of the total) appeared to have made a significant contribution to gender equality. Gender equality results scores were consistently lower than their overall performance score. This suggests that the Bank is not taking gender equality results into account sufficiently when judging the performance of its operations. The following table shows that gender equality scores for the 62 projects.

Table 1: Gender Equality Results Scores

Score	Number of Projects	Percentage (%)
1 (Poor)	25	40
2 (Fair)	16	26
3 (Good)	14	23
4 (Excellent)	7	11
Total	62	100

B. Achievements in Bank focus areas

23. In terms of the three intervention areas designated in the UGPOA, 36 projects report the achievement of gender results contributing to the first area, but only 8 the second and the third each (see Table 2 below). Of the projects which did address the focus areas, the majority addressed “Supporting investment activities which promote women’s economic empowerment in the Bank’s key strategic priority areas”, whereas the second and third were supported by fewer projects. Poverty reduction and education projects performed best, addressing all three focal areas, followed by transport and irrigation projects, which addressed two focal areas.

Table 2: Achievement of Gender Results in UGPOA Focus Areas

UGPOA Focus Areas	No. of projects in the Sample of 62	Percentage %
1. Supporting investment activities which promote women’s economic empowerment in the AfDB’s key strategic priority areas;	35	56%
2. Institutional capacity building and knowledge building both at the AfDB and for RMCs;	8	13%
3. Supporting RMC governance and policy reform for strengthened gender mainstreaming in the national development process	8	13%

25. Table 3 below shows that the most successful sectors in achieving results in focus areas of the UGPOA were education, followed by irrigation and crop production in that they contributed to women’s economic empowerment. Little evidence was found of contributions to areas 2 and 3, that is institutional capacity building and RMC governance and policy reform. There was nothing in the PCR format to remind staff to consider whether projects had contributed to these areas. Three poverty reduction support programs

reported achievements in more than one focus area (projects in Ghana¹⁵, Zambia¹⁶ and Malawi¹⁷), as did two education projects in Mozambique¹⁸ and Tanzania¹⁹ and in the *Niger Gender Equity Project*²⁰.

26. There are examples where achievements have been made within the following sectors, which together contribute holistically to the overall goal of gender equality, by attending to different aspects of women's lives. However, the crucial area of women's political and legal empowerment within the governance sector is absent from the Bank's work.

Table 3: Numbers of Projects per Sector Contributing to UGPOA Focus Areas

Sector (sub-sector)	UGPOA Focus Area Contributed to		
	Area 1	Area 2	Area 3
Sectors addressing all three focus areas:			
Poverty Reduction	3	2	3
Education	7	4	3
Other (Gender Equity)	1	1	1
Sectors addressing two focus areas:			
Transport	1		1
Irrigation	4	1	
Sectors addressing one focus area:			
Environment	1		
Fisheries	2		
Financial Services	1		
Crop Production	5		
Forestry	1		
Health	4		
Other (Community based poverty reduction)	1		
Water & Sanitation	4		
Total Number of Projects	35	8	8
Percentage of 62 Project Sample	56	13	13

¹⁵ Ghana Third Poverty Reduction Support Loan

¹⁶ Zambia Third Poverty Reduction Budget Support

¹⁷ Malawi Second Governance and Poverty Reduction Support Grant II

¹⁸ Mozambique Education Efficiency Enhancement – (Education IV)

¹⁹ Alternative Learning and Skills Development Project.

²⁰ Niger Projet de Renforcement de l'Equité en Matière de Genre.

Table 4: Gender Equality Results Achieved by Sector

Sector	Gender Equality Results Achieved
Education	Improvements in girls' equal access to education at different levels – primary, secondary, higher, vocational, particularly in raising the number of girls' and women studying maths, ICT and science.
Health	Improvements in terms of HIV/AIDS issues related to women, e.g. ARV supplies prioritised for women and transmission in pregnant women. One project focused on maternal and reproductive health, especially obstetric fistula, an especially grave cause of women's unequal enjoyment of social integration and health
Agriculture	Women's capacity for agricultural production and marketing of different crops, pisciculture, fish processing and marketing, use and improved management of irrigated land and equal representation in farmer and management committees
Transport	Road access for farm inputs, water and fuel collection, taking children to school and hospitals, supplies for businesses and power usage by women, providing benefits in terms of income generation, education, work burden alleviation
Environment	Temporary employment in environmental conservation.
Water and Sanitation	Gender balanced Water and Sanitation Committees, participatory meetings with village governments; freeing of time for women and girls, training.

27. The Angola Fisheries Development Project²¹ provides an excellent example of the Bank's achievements in terms of the economic empowerment of women, described in detail in the review case study 1 on this project within Annex 2. During the project implementation 1,700 female fish processors were trained and cooling facilities and processing facilities were improved to reduce post-harvest losses, improve the quality of the products and thus increase incomes. Sanitary conditions for the women fish processors were also vastly improved. Better water supply significantly reduced the time and effort spent in fetching water for domestic consumption. However many projects spend too little attention to reducing time poverty resulting from multiple labor burdens²² instead simply adding new activities.

C. Key gender equality results areas addressed in Bank projects

28. By gender equality results area, this report refers to the components, aspects and domains of the sectors in which the Bank has achieved or planned to achieve outputs or outcomes in relation to gender equality. Therefore this section is not limited to what was actually achieved. It includes intentionality to promote gender equality, but it excludes any unintended results recorded.

29. In the projects that promote gender equality, the Bank is addressing gender gaps in a wide variety of sectors in ways which align with the overall aims of the project concerned. However, operations that address the UGPOA priorities are primarily aimed at addressing women's immediate practical needs and do not address gender inequalities in the longer term. However, there are also excellent interventions aimed at furthering girls' equal access to higher education and vocational training and skills development, as well as promoting gender equality among the general population.

²¹ Angola Artisanal Fisheries Development Project

Table 5: Gender Equality Results Areas Targeted by AfDB

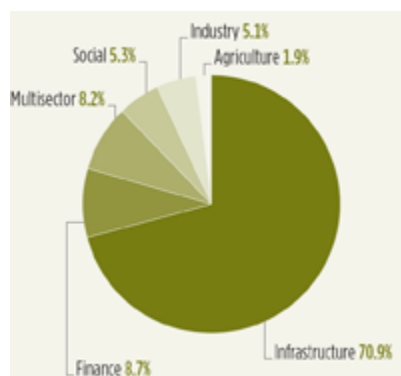
Sector	Gender Equality Results Areas
Transport	Road access for farm inputs, water/fuel collection, taking children to school, hospitals, supplies for businesses.
Energy	Power usage by women for income generation, education and work burden alleviation.
Environment	Temporary employment in environmental conservation work. Women's capacity for market and vegetable gardening.
Education and Skills Development	Girls' equal access to education at different levels – primary, secondary, higher, vocational, and especially in maths, science and ICT. Skills of women and girls in computer literacy, shoe making and hair dressing.
Health	HIV/AIDs and women related issues; maternal and reproductive health, obstetric fistula.
Other social	Gender sensitive behaviour among general population.
Water and sanitation	Savings in the time spent by women and girls in fetching water, and consequent presumed opportunities for education, training and income generation. Women's involvement in water user and installation management committees.
Fisheries	Women fisher folk capacity in pisci-culture, processing, marketing, accounting, procurement, mechanics, boat and net repair, savings and credit, production technology, marketing, management and communication.
Crop production and marketing	Women's capacity for agricultural production of different crops, e.g. rice, millet, sorghum, groundnuts, sugarcane. Formation of women smallholders' groups. Equal representation for women in management committee. Marketing of agricultural produce. Women's access to loans in rural areas. Training of women in hygiene, sanitation and literacy.
Irrigation	Women farmers' access to and control over irrigated land. Credit for milling, trading and restaurants projects. Women's participation in agricultural activities. National & farmer's association level empowerment of women through enhanced marketing of agricultural produce. Liberation of women from burden of water carrying. Enhanced institutional gender mainstreaming: production of a training manual and a Gender Policy for a Water & Agricultural Development Authority.
Forestry	Women's temporary employment in forest planting activities. Academic training for female forestry staff.
Institutional strengthening	Training of female staff in rural institutions.
Poverty reduction support	Private sector led growth: Access to economic activities, business opportunities and services, government commitment to gender responsive budgeting, reduction in gender disparities, improved gender mainstreaming at district and local levels. Access to productive resources, development opportunities and overcoming the marginalization of women in social and economic spheres so that they can effectively contribute to social, economic and political development.

30. The table below shows the scores for the extent to which Bank operations integrate key gender equality results areas by sector and sub-sector, set against the Bank's overall project outcome score, as stated in the PCREN.

Table 6: Ranking of Departments by Best Gender Equality Results

Sector	Average Project Outcome Score	Average Performance Score in PCREN	Average Gender Equality Results Score	Number of Projects Reviewed
Human Development	2.62	2.94	2.71	14
Agriculture	2.42	2.78	2.33	18
Energy	2.75	3.07	2.50	2
Water and Sanitation	2.54	2.93	2.00	5
Governance	2.66	2.88	1.41	18
Transport	2.80	2.75	1.20	5

31. Although human development and agriculture projects performed best in terms of achieving gender equality results, no sector scored ‘excellent’ for all its projects. Transport sector projects in the sample performed worst, indicating cause for concern, as in fact sector approvals for 2010 are in the main for infrastructure projects (see diagram²³ below). Overall ratings for project performance is always higher than for gender equality performance suggesting that gender equality results are not an important factor in judging overall performance. “Gender” is a criterion listed in the PCREN scoring format and completed for most projects, but it is often placed in the “additional outcomes” section suggesting that it is not conceptualized as the main intentionality of the project.

Diagram 1: Project Sectors of the African Development Bank

32. An analysis of gender equality results achieved according to sectors is set out in the table below. This shows that health, fisheries and education projects appear to be performing best at integrating gender equality results areas, and that there are some encouraging achievements amongst irrigation and crop production projects. Budget support operations, transport and water and sanitation projects performed poorly showing the largest gaps between overall performance and gender results performance.

²³ Website of the AfDB, downloaded 11th April 2012. <http://www.afdb.org/en/projects-and-operations/> This disparity has been explained as follows by a QPQR staff member: “The imbalance is due to the fact that OSHD and OSAN have a larger volume of small projects and had a backlog of completed projects without PCR which were caught up within the years in question, with the new PCR format on the one hand and the new KPI on completed PCRs on the other.”

Table 7: Ranking (Sub)-Sectors by Best Gender Equality Results²⁴

Sector	Average Performance score as per PCREN	Average Project Outcome Score	Average Gender Equality Results Score	Number of Projects
Health	2.97	2.67	2.67	3
Fisheries	2.66	2.67	2.67	3
Education	2.92	2.68	2.56	9
Irrigation	2.79	2.08	2.5	6
Crop Production	2.61	2.41	2.17	6
Poverty Reduction Support Loans	3.5	3.00	2.4	5
Water and Sanitation	2.93	2.54	1.8	5
Transport	2.72	2.80	1.2	5
Financial Reform/ Budget Support Operations	2.67	2.53	1	13

33. Table 7 above shows that the best performing sectors in terms of gender equality results are the health, education, fisheries, and irrigation projects. The poorest are the financial sector reform/ budget support operations. This is of great concern, given the large budgetary allocations and loans involved in these programs. The understanding of what gender mainstreaming implies is particularly poor in this sector. For example, the PCREN for the *Egypt Financial Sector Reform Program* states regarding “gender” in “Additional Outcomes”:

The improved economic opportunities offered by the FSRP would serve to ensure that the increased enrollment of females in educational institutions at all levels, currently almost at par with males, would translate into narrowing the economic gaps between men and women by improving the opportunities for gainful employment to the crop of educated women.

34. Similarly, the PCREN for the *Democratic Republic of Congo Urgent Financial Crisis Mitigation Program*²⁵ states that the final beneficiaries of the program are the whole population, which includes approximately 52% women:

Women are active in the private sector particularly in the import-export sector which benefited from the development of importations.

These statements are purely speculative, and show no appreciation of the barriers women face in taking advantage of such economic opportunities, especially those living in poverty, and how these need to be addressed.

35. According to the criteria used only 21 projects (34%) explicitly reported on gender equality results.²⁶ In the case of **transport projects**, none in the sample explicitly promoted gender equality from within its

²⁴ Sectors with only one project in the sample are excluded.

²⁵ Democratic Republic du Congo: Programme D’Urgence D’Attenuation des Impact de la Crise Financiere (PUAICF)

design, nor did energy and environment projects. While the Bank is now reflecting on who is the user of roads and their needs including for intermediate transport such considerations were not always reported in the PCRs or PCRNs since they are not the main aspects of the project. In addition, many projects were designed ten years ago when gender mainstreaming was still weaker.

36. In the case of **education projects**, out of nine projects, six explicitly targeted gender equality from within their log-frames. In the case of the *Multinational Support to the African Virtual University Project*²⁷, which provides opportunities for higher education at a distance in a flexible manner, the entire project responds to the specific needs of female students. Scholarships have been awarded to 372 disadvantaged female students in science, ICT and mathematics courses, and gender was integrated into the authoring process of course and teacher education modules, eliminating gender stereotyping. The project also supported new advertising for the African Virtual University, which featured both male and female students in a positive light (also see case study 3 in Annex 2).

37. With regards to **health projects**, two out of the three projects in the sample explicitly targeted gender equality: mother-child HIV/AIDS transmission was a major focus of the *HIV/AIDS Project* in Benin²⁸, and the *Niger Gender Equity Support Project*²⁹ emphasized reproductive health. However, the *Zambia Health II Project*³⁰ only mentions women in the “additional outcomes” section, making no mention in the log-frame, although the whole project is mainly about improving access to health services, and should therefore have logically considered specific barriers to women’s access.

38. Only one of the five **water and sanitation projects** in the sample explicitly promoted gender equality. The *Tanzania Monduli District Water Supply and Sanitation Project*³¹ sought to enhance the role of women in water associations. The water and sanitation projects in Mauritania³² and Morocco³³ and Tanzania³⁴ all had gender equality outcomes that were just mentioned in the “additional outcomes” section.

39. In the case of the **agriculture and rural development sector**, projects in the fisheries and irrigation sub-sectors were best at promoting gender equality. Two out of the three fisheries projects explicitly did so. The *Angola Fisheries Development Project*³⁵ focused on enhancing the capacity of women fisher folk in processing, and marketing fish and in accounting, procurement, mechanics, boat and net repair. The project also supported savings and credit, and improved production technology. More women than men were trained. Similarly, in the *Sierra Leone Artisanal Fisheries Development Project*³⁶, more women than men were to be trained in pisci-culture production and marketing. Three out of the six projects supporting irrigation for agriculture reviewed explicitly promoted gender equality, and out of the five projects focused on support for crop production, two explicitly promoted gender equality.

40. Out of the **four poverty reduction support loans**, two specifically promoted gender equality. In Ghana the *Third Poverty Reduction Support Loan*³⁷ access to economic activities for women had improved

²⁶ If gender related outcomes were only mentioned in the “additional outcomes” section this did not constitute “explicitly” promoting gender equality.

²⁷ See the Case Study in Annex on this project for more details.

²⁸ Benin Projet D’appui A La Contre le VIH/SIDA (PALS)

²⁹ Niger: Projet de renforcement de l’équité en Matière de genre

³⁰ Zambia: The Health II Project

³¹ Tanzania: Monduli District Water Supply and Sanitation Project

³² Mauritania Project d’AEP Ville de Nouakchott “Aftout Essahi”

³³ Morocco 8ème AEP et Assainissement

³⁴ Tanzania: Dar-es-Salaam Water Supply and Sanitation Project

³⁵ Angola: Artisanal Fisheries Development Project

³⁶ Sierra Leone Artisanal Fisheries Development Project

³⁷ Ghana Third Poverty Reduction Support Loan

substantially since 2008, and a substantial reduction in gender disparities was reported. Gender mainstreaming was implemented in 50% of districts, though it is not clear what exactly was meant by “improving the institutional capacity of districts in gender mainstreaming”. Gender disparities in budgeting had been substantially reduced from 25% to about 10% in 2009 and 5% by the end of 2010. The *Malawi Second Governance and Poverty Reduction Support Grant*³⁸ addressed gender inequalities by promoting access to productive resources. None of the **financial sector reform projects** mention the promotion of gender equality, yet it has been observed that

*failure to take gender issues into account in the design and implementation of financial sector reform may lead to inefficient and inequitable outcomes in terms of women’s access to financial markets as both users and providers of financial services.*³⁹

41. The *Cape Verde Picos and Engenhos Environment Project*⁴⁰ successfully engaged women in soil conservation and water mobilization work, as described in more detail in the Case Study 5 (annex 3). This was seen as a lucrative activity for women. To address the risk of potentially overburdening women with such additional work, several work alleviating interventions were also conducted, such as the installation of irrigation systems and increased water sources.

D. The use of gender equality indicators

D.1 Use of sex-disaggregated and gender indicators

42. The PCRs for the 62 projects in our sample revealed a number of examples of sex-disaggregated and gender indicators. Whether these are capable of measuring progress towards gender equality would depend on the existence of relevant contextual and baseline data. None of the five transport or the thirteen financial sector reform projects included gender sensitive indicators. However, 29 projects (47% of the review cohort) did show evidence of using indicators capable of monitoring progress towards gender equality given sufficient baseline and contextual gender analysis.

43. The best examples were from the **health and education sectors**. All three health projects used indicators to monitor the extent to which specific interventions to support women’s health were successful. Examples included numbers of women receiving anti-retroviral drugs, numbers of female traditional practitioners trained, numbers of women operated to repair obstetric fistula and changes in the rate of mother-child HIV/AIDS transmission. Six out of the nine education projects reviewed did so, mainly using sex-disaggregated gross enrollment rates at the different educational levels to monitor girls’ and women’s increased access to education, which is a vital component of their empowerment.

44. Although these are sex-disaggregated indicators the extent to which they can be called “gender indicators” depends on the specific context and the baseline situation. Depending on what the precise situation of women or girls was at the start of an operation, it could be argued that providing improved access to education and health would empower women and girls and raise their status in relation to men, thereby contributing to their equality.

45. Only one **water and sanitation project** in the sample used a true gender indicator, namely the number of women in village committees trained. This indicator combines training with participation in a

³⁸ Malawi Second Governance and Poverty Reduction Support Grant II

³⁹ Baden, Sally: Gender Issues in financial liberalisation and financial sector reform, Bridge Report no 39, Institute of Development Studies, Brighton, June 1996.

⁴⁰ Cape Verde loan to the Picos and Engenhos catchment basins planning and development project

social organization could be useful in gauging the state of gender relations between women and men. In fact, if women are members of the committees and have received training they are likely to participate more effectively in decision-making, perhaps also beyond the committees. The *Ghana Rural Financial Services Project*⁴¹ uses similar indicators, the number of informal groups organized and trained (by gender), and the number and percentage of women out of total borrowers. However, the relative decision-making power of women and men would still need measuring. True gender indicators that reveal progress in terms of equal power relations between women and men are a key challenge for all development activities.

Box 1: Staff Perceptions: Sex-disaggregated and Gender Indicators

A key informant pointed out that many projects do not have good sex-disaggregated baseline data, and without baselines it is difficult to judge, even with sex-disaggregated indicators in use, whether gender equality is actually being achieved. Another staff member also pointed out that most of the gender sensitive indicators just amount to sex-disaggregation of indicators and do not reflect or result from a thorough integration of gender concerns throughout the program management cycle, starting with a gender sensitive contextual analysis leading to a gender aware conceptualization of the project focus and objectives.

There is a perception that if 50% of beneficiaries are women, gender mainstreaming has successfully been carried out. This again ignores the potential for addressing asymmetries in the actual lives and situations of female and male beneficiaries which could have been uncovered via a gender analysis. It also ignores the importance of considering gender equality throughout the program management cycle, i.e. within contextual analysis, planning and objective setting, implementation, monitoring and evaluation, not paying sufficient attention to the change of gender relations between men and women towards greater gender equality.

One interviewee commented that in social sectors “women are easy to target” but that this was more difficult in budget support programs, and that sector specific indicators would make it easier to target women. On the one hand this comment reveals the assumption that gender equality indicators are about targeting women. It points to a felt need to develop within the Bank clear ideas about what would constitute adequate gender indicators specific to each sector.

46. Five out of the six **irrigation projects** used gender equality indicators, such as the number of women farmers benefiting from irrigated land. Irrigated land is obviously also an important source of economic empowerment for women. However, most helpful in terms of measuring economic empowerment are two of the indicators that were used in the *Ghana Rural Financial Services Project*, namely number of women-owned companies and access to economic activities for women.

D.2. Measuring sex-disaggregated and gender indicators

47. Less than half the projects of the sample (24) actually monitored and measured sex-disaggregated or gender indicators, which is highly unsatisfactory. The documentation for five projects which had set such indicators showed no evidence of these having actually been monitored, thereby apparently wasting the effort which had gone into establishing them.⁴²

⁴¹ Ghana: Rural Finance Services Project

⁴² The Gambia Participatory Integrated Watershed Management Project (PIWAMP) ; the Projet d'Appui à l'Aménagement des Forêts au Rwanda ; the Projet d'Appui à l'Enseignement Secondaire PAES (Phase I) in Tunisia ; the Nigeria Community-Based Poverty Reduction Project and Projet d'Appui au Développement Rural dans le Bassin de l'Anambé (PADERBA) in Senegal.

48. Best performing sectors were the health sector, where all three projects reported indicators, and the education sector, where indicators were monitored in education and skills development projects in Ethiopia⁴³, Mozambique⁴⁴, Tanzania⁴⁵, Rwanda⁴⁶ as well as the *Multinational African Virtual University (AVU) Support Project*⁴⁷. Projects supporting irrigation for agriculture also performed well; four out of six projects demonstrated measurement and reporting on indicators. The *Ghana Rural Financial Services Project*⁴⁸ monitored the indicators mentioned above.

E. Translating intention into actual results

E.1 Intended gender equality results

49. Regarding the criteria for project scoring only those projects which were considered to have good and excellent scores could be said to encompass “intended gender equality results” from within their design. In the case of all the **transport and the financial sector reform projects** reviewed, none even intended to achieve gender equality results. Twenty-one of the 62 projects reviewed explicitly intended to achieve gender equality results, as expressed in their log-frames. Two of the three **health projects** in the sample reportedly achieved their intended gender equality results. The *Benin HIV/AIDS Prevention Project*⁴⁹ improved access for women to mother child HIV transmission prevention, HIV screening and traditional health practitioners. In the *Niger Health Improvement Project in Tahoua et Tillabéri Provinces*⁵⁰ 882 women had obstetric fistula repaired, and 352 women were reinserted into their communities. This did not quite reach the targets set at the start of the project but substantially improved the lives of these marginalized women.

Box 2: Staff Perceptions: Do AfDB Operations Support Gender Equality?

The majority of respondents of an operations staff survey (18 out of 25) agreed or strongly agreed that Bank operations explicitly promote gender equality, while only 6 disagreed. This shows staff members are unaware that only 34% of projects actually do so. Half of the survey respondents considered that operations produced unintended gender equality results, and half did not. Staff specified the areas of education, poverty reduction, forestry, agriculture and infrastructure as areas where satisfactory gender equality results had been generated. Respondents of the survey thus agreed generally with the findings that the social and agriculture sectors are where the best gender equality results are to be found but interestingly disagree with findings regarding infrastructure. This may indicate that infrastructure operations produce more gender results than are recorded in documentation. The reason why not more results are recorded might be that gender equality related activities are not recorded in the log-frame and/or do not have appropriate measurable gender indicators and the PCR format appears to only request gender equality results under the additional outcomes section.

⁴³ Ethiopia Education III

⁴⁴ Mozambique Education Efficiency Enhancement (Education IV)

⁴⁵ Tanzania Alternative Learning and Skills Development

⁴⁶ Rwanda Education III

⁴⁷ Multinational: African Virtual University Support Project

⁴⁸ Ghana: Rural Financial Service Project

⁴⁹ Benin :Projet d’Appui a la Lutte Contre le VIH/SIDA

⁵⁰ Niger: Projet d’amélioration de la qualité des soins de santé dans les régions de Tahoua et Tillabéri

50. Four out of the nine **education projects** in the sample reported the satisfactory achievement of gender equality results, mainly in terms of reducing gender disparities at different educational levels and increasing female enrollment in mathematics, science and ICT. Raising the numbers of female teachers to provide girls with role models has also been a significant achievement of these projects, although persuading female staff to work in rural areas has been a challenge, mainly because of security issues. Other social projects also achieved significant results: In Niger, the *Gender Equity Project*⁵¹ raised the ratio of women's literacy and increased capacity to mainstream gender in public institutions. In Nigeria, the *Community-based Poverty Reduction Project*⁵² increased girls' enrolment and retention at school, and showed evidence of also increasing women's economic empowerment.

51. Amongst the **water and sanitation projects** in the sample, only the *Tanzania Monduli District Water Supply and Sanitation Project* expressed intended gender equality related results and reported on achieving these. Gender parity was achieved in the water and sanitation committees which were formed and became functional through participatory village council meeting. In all 18 villages, 185 members were elected, of which 82 were women, representing almost 45% of the committee members. This was seen to be a particularly important achievement for women's empowerment, given the traditionally patriarchal nature of Massai pastoralists, which constituted the majority of the target population, did not favor women's participation in public affairs.

52. In the case of the **agriculture projects** in the sample, operations **in the fisheries sub-sector**, such as the *Angola Artisanal Fisheries Development Project* exceeded its gender equality related results targets. The *Sierra Leone Artisanal Fisheries Project*⁵³ contributed to increased economic empowerment, but the *Uganda Fisheries Development Project* recorded no achievements with regards to gender equality even though the project design included an intention to promote women's empowerment. The fisheries project in Angola reported an actual output as being that 1200 fishers (male) and 1700 processors/marketing (females) were trained. The PCREN reported that it had promoted the status of women who benefited from the micro-credit component of the project and who used it mostly for trade related operations. This contributed to increasing gender equality in income and social influence. The improved water supply significantly reduced the time and effort spent mostly by women in fetching water for domestic consumption. Fifty-eight percent of the beneficiaries were women. The project also conducted sensitization campaigns on gender equality for 650 men and 498 women, which facilitated the participation of more women in cooperatives and savings and credit schemes. The project significantly improved the sanitary conditions and freezing facilities for fish processing, thereby reducing post-harvest losses and increasing the quality of the fish products, and hence income. The *Sierra Leone Artisanal Fisheries Development Project* also achieved significant results in terms of gender equality: the PCR reports that 58% of 10,000 people formed into 382 groups were women. According to the PCREN 7,640 beneficiaries were trained with 58% being women.

53. In the area of **crop production**, the *Gambia Participatory Integrated Watershed Management Project* made irrigated rice farms more accessible to women farmers reducing exposure to water borne diseases and reduced the risk of small children drowning in flooded fields while the mothers worked in the rice fields. The *Cameroon Grassfield Decentralised and Participatory Rural Development Project* reduced the distance to the nearest potable water point from an average of two kilometers to only 100 meters. Some local hospitals recorded a drop in prevailing water borne diseases by 52%, which this project contributed to. These achievements enabled women to have more time for capacity building and income generation thereby potentially contributing to greater equality with men.

⁵¹ Niger: Project de renforcement de l'équité en matière de genre.

⁵² Nigeria: Community-Based Poverty Reduction Project.

⁵³ Sierra Leone: Artisanal Fisheries Development Project (AFDEP)

54. Two of the **irrigation projects** achieved significant results for gender equality: The irrigation project in Guinea⁵⁴, significantly reduced the time spent fetching water for 537,728 beneficiaries particularly women and girls who almost exclusively perform this work. This was considered to improve their capacity to generate income and increase the attendance of girls at school. At the same time, the project promoted female leadership in the management of the water points. It was noted, for instance, that 60% of the members of the management committees were women. In the *Mozambique Small-scale Irrigation Project*⁵⁵, twelve market sheds for women to sell agricultural produce and hold group meetings were set up. The project had significant impact on women's participation in agricultural activities, poverty reduction and institutional development both at national and farmer's association level. The *Small-scale Irrigation Project in Zambia* reported 50% participation of women in the community groups, but did not express any specific gender equality achievement apart from this. Without baseline information, we cannot judge whether this represents an achievement in terms of greater gender equality or not. Generally, this project underachieved in terms of its projected outputs.

55. In terms of **poverty reduction**, the *Ghana and Malawi Poverty Reduction Support Loans projects* appear to have achieved significant intended gender equality results. In the case of *Ghana's Third Poverty Reduction Support Loan*, access to economic activities for women had improved substantially since the start of the project in 2008, and a substantial reduction in gender disparities was reported. The institutional capacity of districts to mainstream gender was increased in 50% of districts and gender disparities in budgeting had been substantially reduced from 25% to about 10% in 2009 and 5% by the end of 2010. In the case of the *Second Malawi Government and Poverty Reduction Support Grant*⁵⁶ the reported results included increased access to water and the related reduction in drudgery, particularly for women who traditionally fetch water. Women were also empowered through fertility control and measures to reduce the spread of HIV/ AIDS. Women farmers also benefitted from free fertilizer, food and education grants.

56. While these are all noteworthy results, the successful implementation of activities addressing imbalances in power relations between women and men remains rare. The *Dakar Water and Sanitation Project in the Senegal*⁵⁷, for example, involved women actively participating in managing the projects that supplied water pumping and purification works including the purchase of the filters required to maintain the cleanliness of the water. Unfortunately the project had failed to take into account the fact that husbands who took decisions regarding the spending of household finances. This resulted in women not being able to buy new filters which lead to serious limitations to project effectiveness and questioned the anticipated gender equality results.

E.2 Unintended gender equality results

57. A review of the "additional outcomes" and "poverty and social impact" sections of PCRs and PCRENS suggest that observations made in these sections are generally speculative, long-term and general in nature. In addition to this, they do not measure specific results in a quantitative manner. It is therefore impossible to judge how extensive reported benefits actually were and if they actually made a difference to gender inequality. The benefits may be enormous, or on the other hand, they may be incidental. Moreover, it maybe that they are not entirely unintended, some appearing as if could have formed part of the long-term goals of the project, even if these are not explicitly stated in the PCR.

⁵⁴ Guinea: Projet d'Hydraulique Rural en Haute Guinee

⁵⁵ Mozambique: Small Scale Irrigation Project

⁵⁶ Malawi: Second Government and Poverty Reduction Support Grant II

⁵⁷ Senegal: Projet d'Assainissement de la Ville de Dakar (PAVD)

58. The *Ethiopia-Djibouti Power Interconnection Project* estimated that it would produce considerable benefits for women, i.e.

...electrification would support households, schools, health centers, small businesses, small flour mills and garages. The supply of power would also contribute to improved quality of social services and improved livelihoods through for example, reducing the time ordinarily used in fuel-wood collection (undertaken mainly by women and children), and allocating it to more productive activities such as education.

This makes logical sense, but without knowing more about the exact context, particularly the nature of gender power relations, and the precise impact on women and men, it is impossible to judge how true this might be.

59. The best example amongst the education projects was the *Tanzania Alternative Learning and Skills Development Project*, where the Alternative Learning Centre supplied by the project became a sustainable asset to the community. It turned into a community center where evening classes are conducted and 1,132 community members (51% of them women) have been trained in computer literacy, law and adult literacy. In fact the ALC became financially autonomous and was able to generate a substantial income guaranteeing sustainability beyond the project duration. The *Community Based Poverty Reduction Project* in Nigeria recorded that the 78 skills acquisition centers had helped develop skills, especially of women and girls, in computer literacy, shoe making and hairdressing.

60. The *Rwanda Forestry Project*⁵⁸ reported that women constituted 58% of the labor force engaged in planting trees. Beneficiaries gained economically especially as some were heads of household. An interviewee commented that the *Angola Fisheries Development Project*⁵⁹ may have contributed to reducing the rate of HIV/AIDS infection, which is particularly prevalent in the coastal area concerned, through its awareness raising work. The *Tanzania Monduli District Water Supply and Sanitation Project*,⁶⁰ also reported reduced cases of women giving birth on trips to fetch water, increasing substantially the number of women making use of giving birth in clinics under medical attendance. The project could also report an increase of girls' school attendance.

61. Four irrigation projects recorded additional benefits favoring gender equality. An irrigation project⁶¹ in Swaziland established a Gender Equality Development Network and developed a training manual and a Gender Policy for the Swaziland Water and Agricultural Development Enterprise. The *Malawi Smallholder Irrigation Project* recorded that the electricity for the pump houses to be connected in Chikwawa and Nsanje districts would bring additional benefits to traders, most of whom are women, and to rural clinics and households using electricity." The *Zambia Small Scale Irrigation Project*, reported that community health had been improved through enhanced nutrition and sanitation, reduction in the spread of HIV/AIDS epidemic and the empowerment of women. The *Guinea Agricultural Rural Water Project*⁶² was considered to have enhanced female leadership through inclusion in the management of the water points, as members of water point management committees were mainly women (60%).

⁵⁸ Rwanda: Projet D'Appui l'Amenagement des Forets au Rwanda

⁵⁹ Angola: Artisanal Fisheries Development Project

⁶⁰ Tanzania: Monduli District Water Supply and Sanitation Project

⁶¹ Swaziland: Lower Usuthu Smallholder Irrigation

⁶² Guinea: Projet d'Hydraulique Rural en Haute Guinée

62. The *Financial Reform Budget Support Operation* for the Central African Republic⁶³ noted that the increase in budgetary allocations in 2008 and 2009 in sectors such as health and education (19.2% and 11.5%) could have helped to increase women's access to social services and girls' education. However, no data is provided to support this claim, although if true, this would represent a significant gain.

F. Risks to the sustainability of gender equality results

63. **Changing gender relations:** Many of the Bank's operations report to have freed up women's time, enabling them to pursue more empowering activities, such as education, training and income generation. However, the risk is that without a parallel change in gender relations, women may end up using this time for more unpaid and undervalued work. Unequal decision-making relations between women and men are hardly addressed within the Bank's operations, which places all achievements for gender equality potentially at risk, and can, for example, seriously undermine women's equal access to markets and income. Moreover, the Bank fails to ascertain if women's participation in committees actually translates into more decision-making power and social recognition.

64. **Sector gender analysis:** A sound gender analysis of the sector of intervention is the basis of good project design. Given that even the education and health projects in the sample are not sufficiently based on a detailed gender analysis of the sector which determines barriers to girls' access to services the risk is that these will not be fully addressed by the project and that they will continue to limit women's and girls' enjoyment of "socially valued goods, opportunities, resources and rewards"⁶⁴, for example, early marriage, gender stereotyping of girls and boys. For example, the poverty reduction projects reviewed here do not analyze how men and women experience poverty differently and employ different coping mechanisms.

65. **Sustaining community participation:** Maintaining sufficient levels of community participation and motivation were also cited as risks by interviewees and confirmed by project documentation. Women's participation, given their heavy workloads and caring responsibilities, is particularly at risk.

66. **Temporary Employment:** Gains for gender equality reported include employment on the work involved in the projects. However, this work is only temporary, and therefore unsustainable by its nature.

VI. CONCLUSION AND RECOMMENDATIONS

67. Even though 17 out of 25 respondents to the survey agreed or strongly agreed that Bank operations contribute to greater gender equality in Africa, this review found little evidence of this in the project documentation. Given the considerable investments involved the documented contribution to gender equality is at best modest, and represents a significant lost opportunity for the women of Africa. There are notable exceptions: the case of the multinational *African Virtual University Support Project*⁶⁵, with its effort across twelve countries to prioritize women within university education especially in the under-represented areas of science, ICT and mathematics. Influencing its partner institutions to develop their gender equitable education policies and practice represents significant impact in terms of increased gender equality in Africa.

⁶³ Centrafrique: Programme d'Appui aux Réformes économiques phase II (PARE II)

⁶⁴ As per the definition of gender equality in the AfDB Gender Policy: "Requires equal enjoyment by women and men of socially valued goods, opportunities, resources and rewards. Achieving gender equality requires changes in the institutional practices and social relations through which disparities are reinforced and sustained."

⁶⁵ Multinational: Multinational African Virtual University Support Project

The Bank has great potential to build on such experiences, and below a number of ways in which this can be done is listed.

68. This final section sets out the conclusions arising from the above analysis, and corresponding recommendations.

CONCLUSIONS	Corresponding Recommendations
<p>Lack of Sufficient Gender Analysis</p> <p>Underlying operations is a general lack of detailed and systematic gender analysis, defined as “The systematic gathering and examination of information on gender differences and social relations in order to identify, understand and redress inequities based on gender.”⁶⁶ The Bank’s Country Strategy Paper Annotated Format contains only brief guidance on how this should be done and does not support the application of gender analysis nor do PCRs or PCRENs.</p> <p>Specifically lacking appears to be an analysis of the way that gender equality and inclusive economic growth intersect to identify who should be the priority beneficiaries of the Bank operations. A general assumption emerges from the data that if operations are completed, women and girls will benefit to an equal degree. However, such operations will not necessarily address gender disparities, without being tailored specifically to do so.</p>	<p>Overall Bank Strategy is clear with regards to the importance of gender equality for economic growth.</p> <p>The Bank’s Strategy 2013-2022 clearly articulates the link between gender equality and inclusive growth and it elevates gender equality as an area of special emphasis. This now needs to be translated and operationalized at all levels.</p> <p>For example, more and deeper gender analysis is required at all levels, in each RMC and in each sector of operation. The guidelines for producing country strategies papers (CSPs) should clarify that a gender sensitive poverty analysis or a gender profile is a minimum standard, which includes identifying key gender gaps in each country and in relation to each sector particularly in those that are of particular importance for the Bank mission.</p>
<p>Gender Policy and Action Plans are not sufficiently applied.</p> <p>In at least 40% of the project sample, the Bank Gender Policy of 1991 and subsequent Gender Action Plans have not been adhered to. In many organizations similar findings have occurred, and it is only when gender equality is explicitly part of the central vision and strategic intent of an organization that change occurs throughout an organization’s program. Gender mainstreaming is still not sufficiently understood by staff in order for them to effectively incorporate gender equality</p>	<p>Clarify Organizational Strategy in Relation to Gender Equality</p> <p>The Bank needs to be clear about what gender mainstreaming means in the overall strategy of the Bank.</p> <p>The Bank’s Results Measurement Framework contains a set of gender sensitive indicators at all the four levels proposed.⁶⁷ The Bank should also consider improving its gender equality indicators and develop example indicators relevant for each sector. To do this would require a gender analysis</p>

⁶⁶ Bridge: Gender and Development – Concepts and Definitions, Hazel Reeves and Sally Baden, Institute of Development Studies, Brighton 2000 p 8

⁶⁷ African Development Bank: Bank Group Results Measurement Framework, September 2010, page 11

<p>into the intentionality of their operations.</p> <p>The adoption of the Gender Dimension of Quality at Entry in the the Readiness Review underlines the fact that the promotion of gender equality is not an optional extra.</p>	<p>for each sector, i.e. an identification of the main gender gaps in Africa relevant to each. This will make it much clearer for staff to what is expected, and should be implemented.</p> <p>In addition staff needs to be continuously trained in gender mainstreaming in the project cycle and in CSPs.</p> <p>Sufficient human and financial resources need to be made available to facilitate gender mainstreaming.</p>
<p>Lack of Conceptual Clarity</p> <p>The concept of gender equality emerging from this review is not clear. The central element of addressing imbalances and unjust power relations between women and men is missing. These constitute a crucial barrier to gender equality, and there is little evidence to suggest they are being addressed in operations.</p> <p>Without considering this essential aspect of gender equality, the Bank may merely be adding to women’s workload without commensurate increases in terms of control over decision-making. Many projects describe how women have participated as labor force. However, if there is no equivalent participation in decision-making, this increases their already unfair share of the work burden.</p>	<p>Conceptual Clarification</p> <p>The 2012 World Bank Gender Equality and Development Report defines gender equality as follows, and this may be a helpful definition to use:</p> <p><i>“Gender refers to the social, behavioral, and cultural attributes, expectations, and norms associated with being a woman or a man. Gender equality refers to how these aspects determine how women and men relate to each other and to the resulting differences in power between them.”⁶⁸</i></p>
<p>Insufficient Gender Analysis</p> <p>The projects and programs reviewed here are not as a rule based on a detailed and systematic gender analysis. This needs to change if gender gaps should be addressed.</p> <p>Specifically lacking is an analysis of the way poverty and gender inequality intersect to identify who should be the priority beneficiaries of the Bank’s operations. A general assumption emerges from the data that if operations are completed, women and girls will benefit to the same extent as men and boys. However, such operations will not</p>	<p>All operations are based on a gender analysis</p> <p>More and deeper gender analysis is required at all levels, but most importantly for each country operated in and each sector where operations are carried out. The guidelines for project appraisal reports should clarify that gender analysis is a minimum standard, which includes identifying the key gender inequality issues underlying poverty in each country and in relation to each sector.</p> <p>This understanding should then feed into the prioritization and conceptualization of each operation’s design, and hence activities, outcomes, outputs and</p>

⁶⁸ World Bank: Gender Equality and Development Report 2012: <http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/Complete-Report.pdf>

<p>necessarily address gender disparities, without being tailored specifically to do so. This will be especially so if analysis of current gender power relations is omitted.</p>	<p>indicators.</p>
<p>Lack of Baseline Studies/Data</p> <p>Similarly, there is a general lack of baseline studies, to enable the measuring of gender sensitive indicators, and thereby discover whether progress in terms of increased gender equality is actually being achieved. So it is not possible to judge whether gender equality has been enhanced by the achievements listed.</p>	<p>Conduct Baseline Studies</p> <p>Once indicators have been set, corresponding baseline data should be collected around each one, against which progress can be monitored.</p>
<p>Evaluations do not sufficiently pay attention to gender equality</p> <p>Evaluation notes in the main do not review gender equality results in any detail. Evaluators have no criteria for judging this.</p>	<p>Evaluations should cover gender equality more systematically</p> <p>The TOR for evaluators and task managers should include the essential necessity to evaluate the progress of all operations in terms of achieving gender equality.</p> <p>Task managers and evaluators should use agreed criteria for judging the integration of gender into operations which could be based on the gender dimension of quality-at-entry criteria.</p>
<p>Lack of accountability</p> <p>Accountability mechanisms for ensuring that Bank operations promote gender equality are generally weak. The gender dimension of quality-at-entry alone is not sufficient.</p>	<p>Accountability Mechanisms</p> <p>Task Managers and Senior Management should be accountable for the achievement of gender equality results. This should happen in accordance with the indicators for performance set out in the current Results Management Framework, which makes gender mainstreaming one of six performance categories.</p>
<p>PCR Format: “Additional outcomes” section</p> <p>Classing gender as “additional” confuses staff, and makes them unclear as to whether it forms part of the overall conceptualization of goal and objectives or not. Some staff entered central project achievements in this section, where they related to gender or women.</p>	<p>Adapt the project planning and PCR format</p> <p>The above formats should remind staff that promoting gender equality should be an essential part of the whole design of the components of all operations. The PCREN format should always list “gender sensitive indicators included” as a criterion for M&E. As an absolute minimum the sex-disaggregation of beneficiaries and all people indicators must be institutionalized.</p>
<p>Lack of National Institutional Capacity</p> <p>A major risk to sustainability cited is the lack of institutional capacity to take forward or implement</p>	<p>Ensure Long-term National Institutional Capacity</p> <p>Support the required institutional capacity to ensure the long-term implementation of gender</p>

<p>measures to enhance gender equality.</p>	<p>equality related activities. Recent successes in developing public-private partnerships to solve local capacity problems should be considered. Bank operations should be firmly based within national gender strategies and policies.</p>
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ANNEX 1: LIST OF PROJECTS IN SAMPLE

Country	Title	Sector according to the PCR	Totals for Each Sector
Angola	Artisanal Fisheries Development Project	Agriculture	
Cameroon	Grassfield Decentralised and Participatory Rural Development Project	Agriculture	
Chad	PROJET DE DEVELOPPEMENT RURAL DU DEPARTEMENT DE BILTINE_PDRDB	Agriculture	
Gambia	Participatory Integrated Watershed Management Project (PIWAMP)	Agriculture	
Ghana	Rural Financial Services Project	Agriculture	
Guinea	Projet d'Hydraulique Rural en Haute Guinée	Agriculture	
Madagascar	Projet de Lutte Préventive Antiacridienne (PLPA)	Agriculture	
Malawi	Smallholder Irrigation Project	Agriculture	
Malawi	Smallholder Out-Grower Sugarcane Production	Agriculture	
Mali	Projet Développement Rural des Plaines Daye Hamadja et Kouriomé	Agriculture	
Mozambique	Small Scale Irrigation Project	Agriculture	
Nigeria	Agriculture and Rural Institutions Support Project (ARISP)	Agriculture	
Rwanda	PROJET D'APPUI A L'AMENAGEMENT DES FORETS AU RWANDA	Agriculture	
Senegal	Projet d'appui au développement rural dans le bassin de l'Anambé (PADERBA)	Agriculture	
Sierra Leone	Artisanal Fisheries Development Project (AFDEP)	Agriculture	
Swaziland	Lower Usuthu Smallholder Irrigation Project (LUSIP)	Agriculture	
Uganda	FISHERIES DEVELOPMENT PROJECT	Agriculture	
Zambia	Small-Scale Irrigation Project (SIP)	Agriculture	18
Multinational	Ethiopia-Djibouti Power Interconnection Project	Energy	1
Cape Verde	Projet d'Aménagement et Valorisation des Bassins Versants de Picos et d'Engenhos	Environment	1
Ghana	THIRD POVERTY REDUCTION SUPPORT LOAN (PRSL III)	Governance	
Guinea Bissau	Projet de Renforcement des Capacités de Gestion Economique (PRCGE)	Governance	
Lesotho	POVERTY REDUCTION SUPPORT PROGRAMME (PRSP)	Governance	
Seychelles	ECONOMIC GOVERNANCE AND REFORMS PROGRAM (EGRP)	Governance	
Togo	Programme d'Appui aux Réformes et à la Gouvernance (PARG)	Governance	
Zambia	THIRD POVERTY REDUCTION BUDGET SUPPORT (PRBS III)	Governance	6
Mauritius	Projet de construction de la route du Sud-Est	Infrastructure	
Guinea	Projet d'Appui au Programme National d'infrastructures rurales, Phase II (PNIR2)	Infrastructure	2
Kenya	Institutional Support Project for Good Governance (ISPGG)	Institutional Support	
Sierra Leone	Institutional Support Project to Strengthen the Public Financial Management and the Energy Sectors	Institutional Support	2
Burkina Faso	Programme d'Appui à la Stratégie de Réduction de la Pauvreté phase 5 (PASRP V)	Multi-sector	
Burundi	Programme d'Appui aux Réformes Economiques Phase 3 (PARE III)	Multi-sector	
Centrafrique	Programme d'Appui aux Réformes économiques phase II (PARE II)	Multi-sector	
Congo	PROGRAMME D'URGENCE D'ATTENUATION DES IMPACTS DE LA CRISE FINANCIERE (PUAICF)	Multi-sector	
Côte D'Ivoire	Programme d'Appui aux Réformes Economiques et Financières- WAIVER (PAREF)	Multi-sector	
Egypt	Financial Sector Reform Programme (FRSP)	Multi-sector	
Gabon	Programme d'Ajustement Structurel (PAS III)	Multi-sector	
Madagascar	Deuxième programme d'appui budgétaire à la réduction de la pauvreté (PABRP-II)	Multi-sector	
Malawi	Second governance and poverty reduction support grant II (GPRSG II)	Multi-sector	
Niger	Composante 4 du PAS IV pour le Niger: Appui Institutionnel et Suivi du Programme	Multi-sector	10
Benin	PROJET D'APPUI A LA LUTTE CONTRE LE VIH/SIDA (PALS)	social	
Mozambique	EDUCATION EFFICIENCY ENHANCEMENT- (EDUCATION IV) PROJECT	Social	
Tunisia	Projet d'appui à l'enseignement secondaire PAES (Phase I)	Social	
Ethiopia	Education III Project	Social	
Morocco	Projet d'appui à l'enseignement fondamental de qualité	Social	
Multinational	Multinational African Virtual University Support Project	Social	
Niger	Projet d'amélioration de la qualité des soins de santé dans les régions de Tahoua et Tillabéri (PSII FAD)	Social	
Niger	Projet de renforcement de l'équité en matière de genre	Social	
Nigeria	Community-Based Poverty Reduction Project	Social	
Rwanda	Projet Education III	Social	
Sierra Leone	Education III Project	Social	
Tanzania	Alternative Learning and Skills Development Project	Social	
Zambia	Health II	Social	
Zambia	Education Project III_Support to Basic Education	Social	14
Rwanda	Projet d'infrastructures Routières	Transport	
Swaziland	Mbabane Bypass Road Project (2 INT RDS II)	Transport	
Uganda	ROAD MAINTENANCE & UPGRADING PROJECT	Transport	3
Mauritania	Projet d'AEP ville de Nouakchott "Aftout Essahli"	Water&Sanitation	
Morocco	8ème AEP et assainissement	Water&Sanitation	
Senegal	Projet d'Assainissement de la Ville de Dakar (PAVD)	Water&Sanitation	
Tanzania	Monduli District Water Supply and Sanitation Project	Water&Sanitation	
Tanzania	Tanzania Dar es Salaam Water Supply and Sanitation Project	Water&Sanitation	5
Total			62

Annex 2

Case Studies

CASE STUDY 1: ANGOLA ARTISANAL FISHERIES DEVELOPMENT PROJECT

Board Approval Date: October, 2002

Actual Completion Date: 14-07-2011

Actual Project Cost: 6,488,027.50million UA

Brief Description: To expand the fishing activities and improve fishers' incomes and their standard of living through the development of 10 Angolan coastal artisanal fisheries.



Photo provided by Felix Marttin

1. Country Context in terms of Gender Equality

Due to many years of civil war in Angola, social conditions are worse than the average for Sub-Saharan Africa. Women are more disadvantaged than men, as women and girls are the least educated. 43% of adult women have never attended school, as compared with 40% of men, and average schooling for rural women is less than one year. Women head more than 40% of the poor households.

2. What was achieved for gender equality?

Rather than assuming equal gender relations between men and women, the project considered gender roles in the communities and designed activities around these. It made no attempt to change gender roles, but it included specific activities to address the particular needs of women. Fisher folk in the communities were mostly male, and processors/ marketers mostly female. The project aimed to train 1,000 male fishers and 1,500 female processors/ marketers and exceeding the target 1,200 fishers and 1,700 processors were trained. The assistance for processing activities resulted in reduced losses, better quality products and hence higher prices for the products and improved freezing facilities. Sanitary conditions for the women fish processors were vastly improved. The project also supported improved water supplies, which significantly reduced the time spent, mostly by women, in fetching water

for domestic consumption. Women participated in training, which enabled them to participate more in the cooperative, savings and credit schemes. They mostly used this access to credit for trade-related operations, which enhanced their economic empowerment. Sensitization campaigns on the role of women in society were conducted for 498 women and, significantly, 650 men, a key contribution in this patriarchal society. Health awareness campaigns were conducted and the outputs of these included raised awareness of the HIV/ AIDS pandemic for 963 men and 673 women. It is too early to assess whether this, in turn, reduced the infection rates of HIV/ AIDS but there were reductions in infection in the region, which could have been in part due to the project.

3. Success Factors

This project was designed in holistic manner, with the participation of women and men from the community, and included a variety of activities to reduce poverty and achieve food security among fishing communities. Both men and women were targeted, considering their respective role in the fisher community. This approach facilitated the substantial improvement of fish processing facilities for women, improved their access to credit facilities and raised awareness of health issues in the area. It is an excellent example of the kind of economic empowerment the Bank is well placed to promote.

4. How relevant was this to the country context?

Rural areas are poorer than urban areas in Angola, and women in these poorer areas are particularly disadvantaged. This project targeted rural areas and, particularly women, thus making it highly relevant to reducing poverty in the country. Since the fisheries sector in Angola is the third most profitable after oil and diamond mining, it is an appropriate sector for investment. The Government of Angola is now supporting this project and is contributing 50% of the funding to the next fisheries project.

5. Gaps and Challenges

5.1 Despite the fact that significant numbers of men and women were trained as part of this project, the ultimate goal increasing the incomes for 1,000 men and 1,500 women by 35% was not realised by the end of the project. It was expected that the value of fisheries products would go up in time but there was no evidence to demonstrate that 50% better quality products were produced by the end of the project. Whilst male and female roles in the communities were considered in the design, specific barriers to women's empowerment were not systematically analysed and discussed. Similarly, although many men and women were sensitized on relevant health issues, it is impossible to establish the impact of these campaigns, as no information was gathered on this.

5.2 Those women who were trained and able to access the credit scheme benefitted from the project but the implementing NGO pulled out towards the close of the project, leading to the slowing down of fishing and fish trade activity.

5.3 A challenge that primarily affected women (as they usually fetch the water) was concerning the installation and maintenance of the portable water sites. These challenges were not resolved before the project was completed. The sustainability of the project as a whole is a major issue. For benefits to continue, the sites must be taken over by either the government or the private sector, or a suitable combination of both. The Institute of Development for Artisanal Fisheries (IPA) under the Ministry of Agriculture, Rural Development and Fisheries in Angola, did not buy into the project in the first phase. In the North of the country, the fisheries site is being rented out to private businessmen but so far, this has not happened at other fisheries sites. If no one is responsible for maintenance after project completion, gender equality results are unlikely to be sustained.

6. Conclusions and Recommendations

6.1 This project produced some excellent gender equality results, in terms of enhanced women's capacity for fish processing and facilities for this, access to credit for women and increased awareness of diseases such as HIV/ AIDS, malaria and cholera. However, the excellent gender equality results were not recorded in the PCR section on actual outcomes, although they were included in the PCREN, which also includes analysis of gender roles in the

section on beneficiaries targeted. Also, most gender equality results were seen at the output level and the PCR lacked detailed discussion on gender equality outcomes.

6.2 The sustainability of the project is a real challenge, since if the government or private sector does not invest in maintaining the fisheries then gender equality results are unlikely to be sustained.

6.3 It is recommended that gender relations and barriers to empowerment are properly analysed at the project design stage, an appropriate baseline with gender sensitive indicators is drawn up at inception and monitored against throughout the project. An exit strategy should also be formulated in agreement with the host authorities to ensure the sustainability of gender equality results.

Sources

- PCR, 2011
- PCREN, 2011
- Appraisal Report
- Interview with Felix Marttin

CASE STUDY 2: GHANA THIRD POVERTY REDUCTION SUPPORT LOAN (PRSL III)

Board Approval Date: September 2008

Actual Completion Date: 31st December 2010

Actual Programme Cost: 90 Million UA

Brief Description: The programme was expected to Accelerate Private Sector Led Growth through the Ghana National Medium Term Private Sector Development Strategy which focuses on (i) Increase in private enterprise creation and participation in regional and global markets; (ii) Improve efficiency and accessibility of local markets; (iii) Develop industries' capacity to operate effectively; and (iv) Strengthen the capacity of Government to formulate, implement and monitor private sector strategies and policies. The programme was expected to contribute to improved Governance and Public Expenditure Management and encompassed among other issues, reforms in budget preparation, implementation, and accounting and reporting; reforms in cash management, aid and debt management, revenue management; audit and procurement; and reforms in the legal and regulatory environment.

1. Country Context in terms of gender equality

The Government of Ghana had in the past implemented the Poverty Reduction Support programmes I (2003-2005), and II (2005-2007) as part of its efforts to generate economic growth and reduce poverty to be able to meet the goals of the MDGs. However, the government encountered challenges in the mainstreaming of gender and gender related issues in development, as well as other areas. Therefore, this programme specifically aimed to improve the gender equality environment for development in Ghana.

2. What was achieved for gender equality?

This programme reduced gender disparities in budgeting from 25% to around 10% in 2009 and 5% by the end of 2010. Gender sensitive outputs, outcomes and indicators were included in gender mainstreaming and budgeting, and training in gender-responsive budgeting increased from being carried out in three ministries at the start of the programme to 14 by programme completion. Women's access to economic activities also improved and there was a 5% increase in self-employed women and a similar 5% increase in women-owned companies over the same period. The LEAP social grant, a cash transfer for vulnerable households, was reaching 115,000 households by the end of 2010. According to the interviewee, this programme, in turn, contributed to Ghana's success in the MDGs.

3. Success Factors

This implementation of the programme was highly efficient as there was no cost or time over-run; this greatly contributed to the overall success of the project. The programme directly targeted gender equality at the macro level and hence included activities such as training in gender responsive budgeting.

4. How relevant was this to the country context?

The programme was highly relevant to the country context, as the government of Ghana had faced difficulties in mainstreaming gender and so this programme aimed to address this. It also complimented other on-going Bank projects, such as the Gender Responsive Skills and Community Development Project.

5. Gaps and Challenges

The PCR notes that it was impossible to properly monitor all activities because baseline data was not established for all targets. Broad statements such as, "Substantial reduction in gender disparities" are included in the documentation, but there is no information as to how this was measured over time and therefore why this may be concluded. Despite the notable achievements of the programme described above, the attribution logic behind the impacts is questionable. For example, it is not discussed whether the increase in self-employed women and women owned companies could be attributed to other external factors not relating to this programme. Similarly, it is not

clear what some outputs mean in practice, for example what does output 7 - gender mainstreaming in operation in more than 50% of districts mean for women in Ghana? Finally, whilst gender mainstreaming was a component of this programme in its own right, it was not incorporated into all components. It would have been more meaningful to mainstream gender in component 1 - Accelerated private-sector led growth through the Ghana National Medium Term Private Sector Development Strategy, rather than through gender responsive budgeting, which could be meaningless in isolation.

6. Conclusions and Recommendations

The gender equality results seen in Ghana over the programme period may or may not be directly attributable to the programme. An impact evaluation of the programme would be able to measure this. In future, it is recommended that M&E design includes gender disaggregated data and regularly monitors and reports on this. In order to ensure that gender indicators are included in M&E plans, a gender expert could be present at programme design.

Sources

- PCR 2011
- PCREN 2011
- Interview with Tilahun Temesgen

CASE STUDY 3: MULTINATIONAL AFRICAN UNIVERSITY SUPPORT PROJECT



Increasing access to quality higher education and training through innovative use of information communication technologies

Picture from AVU website

Timeline

1997	Inception of African Virtual University (AVU)
1997-1999	Pilot Phase of AVU.
2003	Began offering accredited diploma and degree programs jointly with African and international universities
13 Dec. 2004	Board Approval Date, for grant 2005-2008, under terms of which, AVU mandated to mainstream gender into its operations and programs. Female enrolment in AVU degree/diploma programmes was 27%, which sought to increase to 50%.
April 2005	Project launched.
2007	Gender mainstreaming strategy developed.
October 2008	Gender Mainstreaming Plan written.
March 2009	Proposal to revise gender mainstreaming component.
Sept. 2010	Actual Completion Date.
Feb 2011	Report on gender mainstreaming in the AVU project written.
2012	Second phase approved with entire gender mainstreaming strategy.

Actual Project Cost: 5.84 million UA

Brief Description: The African Virtual University (AVU) is a tertiary education network that uses blended Open Distance and e-Learning programmes to facilitate the dissemination of quality tertiary education through established African universities to increase access for a wider array of learners.

1. Context ⁶⁹

⁶⁹ Most of this section is taken from Rathgeber, 2008.

1.1 Providing quality accessible higher education in Africa is a costly challenge, and especially to women living on low incomes, with their lack of time and resources. African women have less access to computers than African men, and less confidence in using them at the start of higher education. Research shows that girls are more likely to be attracted to a science course if they are designed to be socially relevant. So biology and medicine are more attractive to girls than engineering, maths and physics. Given that women find the flexibility of distance learning advantageous in balancing their caring responsibilities with education, this project represents a highly strategic intervention in its attempt to develop a regional approach to addressing the challenge of providing gender equitable access to higher education.

1.2 In most African countries, women are under-represented in higher education institutions. African universities had been exposed to gender equality concepts since the 1980s, and a few had introduced gender mainstreaming, e.g. Makerere University in Uganda, and Tanzania's University of Dar es Salaam. The importance of promoting gender equality was also recognized by the African Association of Universities. At the time of the AVU's inception, a number of African higher educational institutions were considering how to mainstream gender into their organizational structures and courses, but the majority still had no gender equity policies. Universities in Kenya, Ghana and Zimbabwe had undertaken affirmative action by lowering cut-off admission entrance requirements for women. However, this still did not ensure equal numbers of women were qualifying for mathematics and science programs.

1.3 Makerere University, despite an affirmative action program in 1990 to increase the number of women students, in 2008 still only had 40% female enrolment overall, and 20% in sciences. The university had begun potentially effective gender mainstreaming activities, e.g. emphasizing engendering of distance education science programs. Dar-es-Salaam University had developed an anti-sexual harassment policy. Egerton University, Nakuru, Kenya, had developed distance learning, and offered courses at three satellite campuses aimed at primary and secondary school teachers, but suffered from poor Internet connectivity and lack of computers on campus. The ICT and Distance education faculty of Hargeisa University in Somalia had a strong commitment to gender equity. The University of Zambia had a policy stipulating that at least 30% of places must go to female students.

1.4 Ten countries were targeted, including most of these examples, thereby building on and spreading the excellent initiatives described. The countries were Djibouti, Ethiopia, Kenya, Madagascar, Mozambique, Tanzania, Uganda, Zambia and Zimbabwe. It had been hoped to include Somalia but, at the time of launching the security situation there made it impossible to implement the project. In 2008 it was reported that the AVU was working with 54 partner institutions in 28 countries (Rathgeber, 2008, p 29). The website currently lists 31 active partner institutions in the following twenty countries: Ethiopia, Kenya, Somalia, Tanzania, Uganda, Zambia, Zimbabwe, Cameroon, Benin, Burkina Faso, Burundi, Cote d'Ivoire, Guinea, Mali, Madagascar, Mauritania, Niger, Senegal, Togo and Mozambique.

2. What was Achieved for Gender Equality

2.1 Since distance learning in itself is already of particular advantage to women, this whole project in itself was conceptualised from a gender perspective, providing an excellent good practice example of how the initial choice and overall design of a project can be gender aware.

2.2 Moreover, many gender equality achievements are recorded in the PCR and PCREN:

- ✓ Partner institutions have acknowledged the need to address gender issues through affirmative action.
- ✓ Scholarships were awarded to 372 female disadvantaged students in December 2010 for science, ICT and math courses.
- ✓ Bridging programmes were introduced for women in mathematics and science, to encourage women to enrol and remain in subject courses where they are currently highly under-represented.
- ✓ Open learning centres were set up to provide access to computers and tutors.

- ✓ Capacity building was carried out of open distance learning centre senior staff in gender mainstreaming activities.
- ✓ Gender was integrated into the authoring process of course and teacher education modules, eliminating gender stereotyping for example.
- ✓ Gender mainstreaming strategies were developed both for the AVU itself and for partner institutions, supporting them to address equity concerns and close the gap in enrolment and graduation figures of women in science related courses;
- ✓ Marketing materials on gender and HIV/AIDs issues were developed in English and French.
- ✓ Access by women to teacher education was expanded.

3. How this was Achieved - Factors leading to Success

3.1 Gender mainstreaming was one of the three main components of the AfDB support project, with its corresponding activities, outputs, outcomes and indicators to be measured. This component included: sensitizing partner institutions on gender issues, holding gender clinics, developing marketing materials on gender and HIV/AIDs issues in English and French, awarding grants to women and the development of bridging programmes for women in mathematics and science. Another important factor seems to have been the work of gender specialists. A bank gender specialist went on 3 supervision visits to the AVUs headquarters in Nairobi, and attended the project launching. Her role was to screen work activities on gender mainstreaming. A gender specialist also participated in each of the workshops where the modules were authored, ensuring they were gender responsive.

3.2 Other factors mentioned included:

- ✓ The success in sensitizing the partner institutions on gender issues resulted from the sensitization of teacher education authors in designing gender responsive education materials.
- ✓ Teachers were trained in ten countries, who were then supposed to cascade this learning down to others.
- ✓ Learning centre facilitators were trained on gender issues and gender analysis to bring decision makers on board with gender mainstreaming activities.
- ✓ All learning resources were made free to be downloaded.

4. What represented a unique and innovative contribution by the AfDB?

The Bank fully exploited its regional presence for this project, developing an effective strategy based on ICT for gender equitable learning at the higher education level over twenty countries. Influencing its partner institutions to develop their gender equitable education policies and practice represents significant impact in terms of increased gender equality in Africa for the Bank and the AVU. Open distance and e-learning is particularly useful to women, as they can fit this in besides their caring roles, and income generation activities. This project has great potential to reduce poverty by enhancing the capacity of women to develop their income generation possibilities, and enhance the educational levels of their children. The model could be extended to still more countries of Africa where Internet coverage and connectivity is sufficient, and the material developed could be taken advantage of by other higher education institutes.

5. Gaps and Challenges

Not many challenges were experienced in terms of gender mainstreaming, except that the first gender mainstreaming strategy written by a consultant was not satisfactory. Also, only half of the scholarships were given to females, which did not constitute affirmative action to close gender gaps, although it may have represented an increase in overall numbers of women studying science, mathematics and ICT. In total 372 females in the partner institutions enrolled in science, mathematics and ICT will benefit from the project's scholarship out of a target of 697.

Sources:

- PCR, 2010
- PCREN, 2011
- Project Launching Mission (April 2005) Back to Office Report, B Savadogo, D Bronselaer, G Geisler.
- Gender Mainstreaming Plan for the AVU and its Partner Institutions: Situation Analysis and Strategy. Draft, Eva Rathgeber, October 2008.
- A Report on Gender Mainstreaming in the AVU Multinational Support Project, Ms Catherine Wangeci, Feb 2011.
- Interview with Gisela Geisler, March 2012.

CASE STUDY 4: TANZANIA MONDULI DISTRICT WATER SUPPLY AND SANITATION PROJECT

Board Approval Date: November 2003

Actual Completion Date: June 2009

Actual Programme Cost: 14.62 million UA

Brief Description: The Monduli Water Supply and Sanitation project formed part to the Government of Tanzania's efforts to reduce poverty, improve health and rural development through providing convenient and sustainable water supply and environmental sanitation and health promotion programs to 18 villages and two town settlements including the District Administrative Centre of Monduli and Namanga in Monduli district. The objective was to ensure that the population of 18 villages and two town settlements had adequate and sustainable access to safe, adequate and reliable drinking water supply to meet demand by 2011; enhanced awareness of sanitation and health; and year round availability of water for livestock. Water user associations were to be set up in 18 villages.

1. Country Context

In Tanzania, women are usually the managers of water, both in the domestic and increasingly at the community level. Factors such as HIV/AIDS has meant there are increasing numbers of female headed households in the country, 22% in 2000/2001. These households can be particularly vulnerable to lack of access to water services, for example, due to unequal distribution of land and financial assets following divorce or widowhood.⁷⁰

2. What was achieved for gender equality?

As part of this project, gender balanced Water and Sanitation Committees (WATSAN) were formed and became functional through participatory meetings with the village governments. In the 18 village project sites, 185 members were elected, of which 82 were women. This represents almost 45% women committee members, a positive gender outcome since these communities are traditionally patriarchal. This project also greatly reduced time spent by women traveling to collect water, from 16 hours to 2 hours, leading to other positive effects, such as children attending school more regularly. Girls were able to spend less time fetching water and Masai boys were able to spend less time taking their cattle to water zones, hence increasing their time spent at school. Hospitals in the project sites had previously stipulated that all patients must bring water with them, including women in labour, but since this project provided water to hospitals, more women attended them to give birth.

3. Success Factors

Some of the outputs of component 1 - water supply infrastructure, exceeded the planned targets and most of the outputs of component 2 - capacity building, were delivered. For women, this meant a planned and achieved reduction of time spent collecting water and a planned and achieved increase in the number of female WATSAN committee members. It is likely that the positive gender equality results reported in component 1 will be sustained. This is because all water users in Manyara Zones are now paying for their water and have a clear understanding as to why this is necessary. It is also noted that the rural communities have a sound ability to identify who amongst them is not able to pay and help any such members, thus safeguarding the sustainability of gender equality results in terms of equitable access to water.

4. How relevant was this to the country context?

There is no information in the documentation situating Tanzania's country context in terms of gender equality, therefore, it is impossible to establish the project's relevance to this. However, the project was consistent with the Bank's corporate priorities of poverty reduction and gender equality. It supports the broader goals of

⁷⁰ Water and Sanitation in Tanzania: Poverty Monitoring for the Sector using national surveys, Ministry of Water and Livestock Development and WaterAid, Tanzania, 2002, p 36.

poverty reduction, improved health and rural development and was approved on the strength of its economic and social benefits.

5. Gaps and Challenges

5.1 There is no mention of a detailed gender analysis of the situation regarding water and sanitation and differences between the impact of issues arising between women and men, nor of a participatory process where both were involved in the design of this intervention. This means that many specific needs and concerns of women may have been ignored in the implementation of this project, such as regarding the location of water sources, security of access to toilet blocks and the capacity of these to safeguard their privacy. Some of these ideas are contained in the Bank's Checklist for Gender Mainstreaming in the Water and Sanitation Sector.

5.2 It is difficult to directly attribute some of the benefits described in the documentation directly to the project. For example, without a more in depth study, it is impossible to attribute reduced cases of trachoma directly to the project. Indicators were monitored and reported on throughout but there is no appraisal report for this project and, as such, it is impossible to review the appropriateness of these indicators in terms of gender sensitivity. Only one of the six missions of this project included a gender expert.

6. Conclusions and Recommendations

The two main gender equality results of the Monduli District Water Supply and Sanitation Project were a significant reduction in the time spent collecting water for women and a substantial absolute and relative increase in the numbers of female WATSAN committee members. It is recommended that in order to advocate for the inclusion of gender sensitive indicators in M&E design and implementation, a gender expert is included in project missions, where possible. It is also recommended that the PCR format is revised so that planned gender equality results may be reflected in the achievement of outcomes section.

Sources:

- 2010 PCR
- 2010 PCREN
- Tanzania JAST Evaluation Report 2006-2010

CASE STUDY 5: CAPE VERDE - PROJET D'AMÉNAGEMENT ET DE VALORISATION DES BASSINS VERSANTS DE PICOS ET D'ENGENHOS (ILE DE SANTIAGO) – (PAVBVPE)



Board Approval Date: 18/09/2002

Actual Completion Date: 31/12/2010

Actual Project Cost: 10,490882 UC

Brief Description: The aims of this project were to reduce poverty, contribute to soil conservation and the mobilisation of water resources and the preservation of resources for sustainable agriculture, increase agricultural production and improve incomes for beneficiaries in two hillside river basins on the Island of Santiago.

1. Country Context in terms of Gender Equality

1.1 Cape Verde consists of an archipelago of islands off the West Coast of Africa, characterised by a fragile ecosystem, a severe constraint to successful agricultural development, the main source of income for the population. In addition to the mountainous nature of the landscape, the country suffers severe seasonal rainfalls, which destroy the poor arable land which does exist, and leads to serious loss of water resources. Women have to climb great distances up mountains to fetch water for their domestic use.

1.2 In Cape Verde, women represent 53% of the rural population of Cape Verde, and play important roles in agriculture and they also own land. They play active parts in community decision-making, can inherit and are often heads of family: 66% of family heads amongst the project beneficiaries being women. The prominent roles they play in community organizations (ADPs associations de développement and FAMI - associations d'autopromotion familial) gave them a major role in the implementation of this project's activities.

2. What was achieved for gender equality?

2.1 The PCREN judged the project as having done well in taking into account "la dimension genre", starting with the conceptualisation of the project and its consideration of women within the process of the project. It scored the

project 3 out of 4 for gender, the only project in our sample to be scored for gender. However, gender-related achievements are mainly mentioned in the section on “autres rendements” in the PCR, although according to the PCREN, two outputs intended contained in the log frame were related to women’s awareness raising around health issues (HIV/AIDS, water borne diseases, nutritional health). 24 associations were created or revitalised, grouping together 1,814 members of whom 1,057 (58%) were women.

2.2 Some significant achievements in women’s empowerment were related by a staff member. In Cape Verde, it would seem that women were already quite powerful in the community, and the challenge was not to destroy their power but rather to build on it. The project had successfully reinforced and developed the knowledge of women regarding soil conservation, waste management, and managing organizations. Women were the major recipients of the project’s resources in terms of income generation, and increased their income substantially as a result of the project. They initiated livestock raising (cattle), agricultural production and small trade, activities in which women were more active than men. Their everyday lives were transformed by the work and the credit facilities provided, as single heads of households as well as within partnerships with men.

2.3 They participated in agricultural capacity building in livestock raising and crop production. Activities to alleviate women’s work were carried out, to reduce the time and hardship of their domestic tasks, and increase their income. Income generation activities included market gardening, and the processing and marketing of agricultural products. The installation of “drop by drop” irrigation systems in the river basins helped to alleviate women’s work on their land. More water sources meant that women gained time and health, in terms of reduction in family diarrhoeal disease. Women gained income, over which they maintained control. Their families were provided with drinking water, and the distance for women to go to fetch water was reduced.

2.4 Women formed 48% of credit beneficiaries, and 58.24% of the members of the 24 associations which were reconstructed and strengthened by carrying out the manual labour on the construction works for soil conservation and water mobilization.

2.5 The project encouraged the formation of women’s interest groups, and women were given training in health and education, specifically in the prevention of water borne diseases and HIV/AIDS. Women and children benefited from increased availability of foodstuffs. They also benefited from organizational capacity building, helping them develop leadership skills, which empowered them to take up positions as leaders in their communities.

2.6 They profited from temporary employment in the soil conservation work, such as of reservoir and dam construction, borehole drilling, correction of water flows by building small dykes (digues), and the extraction of construction materials such as sand. The extraction of building materials became a lucrative activity for women. All the works depended on contracting labour from these organizations, which were contracted by the project to provide the labour. In all, 5,000 persons were employed, 70% of whom were women. Average daily wages were between 700 and 1,000 ECV, and women were estimated to be able to make an annual income of 100,000 ECV from the extraction of building materials. In terms of qualified labour, 9 women masons as opposed to 221 men were employed, so women were mainly employed as unqualified labour, and hence presumably paid less.

3. What factors led to success?

The design of this project took into account the important roles played by women in agriculture and landownership in Cape Verde, and the fact that they can inherit and are often heads of family. It built on the knowledge women already had and on their motivation to engage them in soil conservation and water mobilization works. It may also have helped that a gender expert took part in a supervision visit in September–October 2007.

4. How relevant was this to the country context?

Developing solutions to the country’s environmental issues involving those most affected was key. Soil conservation and water mobilisation are priority objectives for the Government of Cape Verde. However, there is no mention of a participative gender analysis, which might have revealed the particular ways in which women were

affected by these issues. It is often found that women are especially vulnerable to environmental issues, as the poorest of small farmers and carrying the main responsibility for family food security. This may have been why they were especially motivated to work on the soil conservation building works.

5. Gaps and Challenges

5.1 Of concern is the heavy nature of the work in soil conservation and water mobilization, and whether this was exploitative or created more gender inequality. Apparently, women were used to this kind of work, but on the other hand the project aimed to alleviate the hardship (penibilite) of their work – so there seems to be a contradiction here. Lifting heavy loads can have serious repercussions on women's health, especially reproductive health, but women are likely to be too embarrassed to report these.

5.2 Another problem encountered was the high cost of cattle, which had to be imported. They gave women credit to buy them, but slightly less than to men. The extraction of construction materials was also said to be endangering structures and hence the sustainability of the project, though no details on this were given.

6. Conclusions and Recommendations

6.2 This project is apparently an excellent example of where an effective gendered analysis of the roles of people living in a rural area has helped engage both women and men actively in developing effective solutions to problems encountered in an equal partnership. This appears to have made a clear contribution to increasing their access to sustainable livelihoods, and economic empowerment for women. However, women's health issues related to the heavy work expected of them should be paid more attention, especially since it was the intention of the project to alleviate the hardship of their daily working lives.

Sources:

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- PCREN
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