



Evaluation Study

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Asian Development Bank's Support to Gender and Development

Phase II: Results from Country Case Studies

Independent Evaluation Department

Asian Development Bank

ABBREVIATIONS

ADB	–	Asian Development Bank
ADF	–	Asian Development Fund
ADTA	–	advisory technical assistance
CAP	–	country assistance plan
CAPE	–	country assistance program evaluation
CGA	–	country gender assessment
COSS	–	country operational strategy study
CPA	–	country performance assessment
CPS	–	country partnership strategy
CSP	–	country strategy and program
DMC	–	developing member country
DMF	–	design and monitoring framework
GAD	–	gender and development
GAP	–	gender action plan
GRB	–	gender-responsive budgeting
JFPR	–	Japan Fund for Poverty Reduction
Lao PDR	–	Lao People’s Democratic Republic
PAM	–	project administration memorandum
PCR	–	project completion report
PESF	–	Public Expenditure Support Facility
PNG	–	Papua New Guinea
PPER	–	project performance evaluation report
PPR	–	project performance report
RETA	–	regional technical assistance
RGA	–	rapid gender assessment
RRP	–	report and recommendation of the President
RSDD	–	Regional and Sustainable Development Department
SES	–	special evaluation study
TA	–	technical assistance
SPRSS	–	summary poverty reduction and social strategy

NOTE

In this report, \$ refers to US dollars.

Key Words

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

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SUPPLEMENTARY APPENDIXES (Available upon request)

1. Bangladesh
2. Indonesia
3. Lao People's Democratic Republic (Lao PDR)
4. Nepal
5. Pakistan (Desk review only)
6. Papua New Guinea

EXECUTIVE SUMMARY

The Asian Development Bank (ADB) approved the Policy on Gender and Development (GAD, the Policy) in May 1998. ADB's commitment to gender equality and women's empowerment was further enhanced in 2008 with the approval of Strategy 2020, which includes gender equity as one of the five drivers of change. The ADB results framework requires that 40% of all public sector projects and 50% of projects financed by the Asian Development Fund (ADF) deliver "significant gender mainstreaming" by 2012. This is the context for the special evaluation study (SES) of ADB's support to GAD between 1998 and 2009. The SES was carried out in two phases. Phase I assessed the relevance of the Policy and ADB's broader corporate response to the Policy, and was completed in December 2009. The Development Effectiveness Committee of the ADB Board of Directors discussed the report in February 2010.

The objective of the Phase II study is to bring country perspectives and information on gender issues, gender results from ADB-assisted projects, and stakeholders' views to bear on the challenges for implementing GAD. It reports on country-specific experiences with ADB's gender-related activities, and suggests ways for ADB to improve further the gender focus of its assistance. The study consists of a set of six country case studies of gender mainstreaming in selected projects, and a main paper (this report) summarizing the overall results. The six countries are Bangladesh, Indonesia, Lao People's Democratic Republic (Lao PDR), Nepal, Pakistan (desk-based), and Papua New Guinea (PNG).

The study involved five key steps: (i) desk-review of available country and project-specific documentation; (ii) interviews with headquarters-based GAD specialists, and resident mission-based GAD staff; (iii) based on the preceding steps, purposive selection of projects for in-depth assessment; (iv) in-country consultations with key stakeholders, including executing agencies, government agencies, ADB resident mission staff, key development partners, and civil society organizations, along with site visits to some of the sample projects; and (v) in-depth assessment of sample projects, including rating of the gender design features along the Independent Evaluation Department's four evaluation criteria: relevance, effectiveness in achieving gender-related outputs and outcomes, efficiency in implementation, and sustainability of gender outcomes. The evaluation framework, method, and data used are detailed in Appendix 1. A presentation on this evaluation framework was made in ADB's gender specialists' annual workshop and retreat in October 2010.

Key Findings

ADB's Policy calls for periodic country gender assessments (CGAs) in developing member countries (DMCs) to form the basis of its gender-focused operational work. In the six selected DMCs, this Policy step has been implemented actively. Broadly, the country case studies indicate a high level of coherence between government policy priorities with respect to gender issues and the CGAs. ADB has also incorporated many of these priorities in its country assistance operations over the review period. Evidence is weak on the extent to which CGAs have been used systematically for setting sector priorities and project design.

In total, 55 projects in the six selected countries were chosen for in-depth assessment and performance rating from GAD perspective. The distribution of projects by GAD category is as follows: 25 in Category I, 20 in Category II, 9 in Category III, and 1 in Category IV. Of these, 30 are completed and 25 are active, while 28 are in Strategy 2020 core sectors and 27 in noncore and/or other sectors. Core sectors in this study include infrastructure (transport, energy, water supply and other municipal infrastructure and services), education, finance, and

multisector projects. Noncore and/or other sectors in this study include agriculture, health and social protection, industry, and public sector management projects. By funding source, 41 projects are under ADF, 10 are blend, and 4 are under ordinary capital resources. By year of approval, of the 55 selected projects, 35 were approved between 1998 and 2003, while 20 were approved between 2004 and 2009.

About 51% of the sample projects were rated *successful* or higher in GAD related performance. In terms of sector spread, the sample projects in water supply and sanitation, education, and multisector had higher success rates in gender mainstreaming, when compared to transport and energy. Of the four projects in finance, which were all microfinance projects, three were *partly successful*, while one was *successful*. In the noncore and/or other sectors, the 14 projects within agriculture and natural resources management had a proportionately higher share of projects rated *successful* or higher, while the four projects within health and social protection performed at lower levels than expected, though the single *highly successful* project in the sample was in this sector. In terms of year of approval, 54% of the 35 projects that were approved between 1998 and 2003 were rated *successful* or higher, whereas 45% of the 20 projects that were approved between 2004 and 2009 were similarly rated. By funding source, the ordinary capital resources projects had higher success rates, but the sample is too small to draw meaningful conclusions with respect to this variable.

The gender performance ratings show that about 82% of the sample was *GAD relevant* or higher. However, only 44% of them were rated *effective* or higher in achieving the intended GAD outcomes, while 31% of the sample projects were rated *efficient* or higher. Further, 45% of sample projects are *likely to be sustainable* in terms of continuity of GAD outcomes. This is despite the fact that 45 out of the 55 projects in the sample were Category I and II and were therefore expected to produce substantial GAD outcomes. For the relevance criterion, the question on how well findings of the project gender analysis (or gender focus of social analysis) were reflected in the design of the project, received the lowest scores across the sample. Also, most projects in the sample received low scores on evidence for gender-inclusive consultations and participation to shape the project design and identify intended outcomes. For the effectiveness criterion, the question on whether gender-related outcomes and/or outputs, with associated targets and indicators, have been included in the design and monitoring framework (DMF), received the lowest scores. For the efficiency criterion, the questions on whether gender indicators were monitored during supervision; and on adequacy of gender action plans (GAPs), as a project resource for monitoring, received low scores. Lastly, for the sustainability criterion, the two questions on whether the project built longer-term country institutional capacity to address gender issues; and whether project-supported policy, legal, and institutional reforms have been implemented, and policy and institutional arrangements are in place to sustain gender-related activities, received low scores.

The projects examined here were approved prior to the recent work to tighten the guidance for gender categorization of projects, and prior to the introduction of the new streamlined business procedures. These changes represent both an opportunity and a challenge for gender mainstreaming. The opportunity is that the ways in which projects now need to pay attention to gender are much clearer for project mission leaders and management. The challenge is that the streamlined procedures, which call for shorter and more focused report and recommendation of the President (RRPs) and DMFs, may mean that the space devoted to addressing the gender dimensions of projects is more limited. Capturing the benefits of the streamlined procedures without losing focus on the gender dimensions of projects will be a particularly important task for ADB. In this respect, the focus on a 40% target for Category I and II projects by 2012, directs mission leaders and management attention to the task of gender

mainstreaming. Staff in headquarters and resident missions were unanimous in pointing out the positive effects of having this corporate target.

Core sector projects may have indirect gender benefits but are not amenable to gender mainstreaming (with exception to education, selected rural infrastructure, and microfinance component of the finance sector). The recent strategic move toward core sectors could be seen to offer a potentially less favorable climate for gender mainstreaming than what is offered by noncore projects. This is borne out by the sector review of the projects, where much of the good practice is with what are now noncore and/or other sectors, notably agriculture and natural resources management, and health and social protection, along with the core sectors of education, and water supply and other municipal infrastructure services. Of the 28 projects rated *successful* or higher, 10 are in the agriculture and natural resources management sector, and a further 6 are in the water supply and other municipal infrastructure services sector. No projects are rated *successful* or higher in the energy sector, though the sample is small. It is therefore understandable that the gender results obtained in the noncore and/or other sectors are somewhat better than in the core sectors. Overall, 43% of core projects, compared with 59% of noncore projects, are rated *successful* or higher. The gender performance ratings of the sample projects highlight that proportionately, noncore projects are rated *relevant* or higher more often than core projects (89% versus 75%), and *effective* or higher (44% versus 43%). Similarly, gender-related features for noncore projects are rated *likely sustainable* or higher, more often than core projects (52% versus 39%). Core projects slightly outperform noncore projects (32% versus 30%, respectively) in terms of the efficiency criteria.

Cross-tabulation of overall results, in terms of GAD categories and Strategy 2020 core and noncore and/or other sectors, validates the present focus on Category I and II projects. Of the 20 Category I and II projects in core sectors, 50% were rated *successful* or higher, whereas of the 25 Category I and II projects in noncore and/or other sectors, 60% were rated *successful* or higher. This underscores the importance of focusing efforts on Category I and II projects to maximize gender outcomes. However, of the 10 Category III and IV projects, 30% were rated *successful* or higher and the only *highly successful* project in the sample was in Category III. These results point to a need for flexibility to capture significant indirect benefits of gender activities, especially in Category III projects, and to minimize missed opportunities.

Findings from the assessment of technical assistance (TA) activities include the need for greater allocations of resources for mainstreaming gender in country strategy and programming processes and for evaluations of GAD achievements. Increased clarity is needed on the twofold categorization process at entry that exists for TA activities. More systematic and periodic monitoring of TA-funded gender achievements and policy dialogue are required to track its contribution to wider country gender mainstreaming efforts. ADB's TA activities have tended to focus on sector ministries rather than national women's organizations or gender departments.

The independent evaluation mission to five selected countries consulted with a wide range of stakeholders. Executing agencies were concerned with the problem of having limited capacity to address gender issues systematically while implementing projects. In particular, while gender expertise is often deployed to design and prepare the project, such expertise was either not, or insufficiently, available to support project implementation. Development partners in all countries stressed the need for better coordination among donors, greater sharing of analytical work, and building concerted approaches to addressing key GAD issues in the country. ADB's resident mission-based gender staff stressed the need for greater sector ownership of the gender agenda, and for improving the capacity of sector and/or operational staff to tackle gender issues in their own sectors, especially in relation to designing and

monitoring the implementation of GAPs. They also stressed the importance of making the findings of CGAs more accessible, and more policy focused, both for sector and/or operational staff and for their counterparts in executing agencies.

An electronic survey was sent to 82 executing agencies of Category I and II projects in 14 countries that had completed their mid-term review as of December 2009. Of these, a total of 32 (or 39%) responded, of which, six were incomplete. The results support the findings of the country case studies reported above. Two areas of support from ADB requested by executing agencies were (i) more information on sector-specific good practice for gender issues, and (ii) a greater engagement for gender-related activities in the country.

Key Lessons

Several specific factors contribute to successful gender mainstreaming. These include: (i) projects are more successful when coherence is strong between upstream analytical work, downstream project design and implementation; (ii) project-specific gender analysis strengthens responsiveness, and provides a foundation for assessing potential and actual impacts; (iii) project documents that pay explicit attention to gender-related targets, output and outcome indicators can facilitate monitoring of implementation progress; (iv) provision of resources to implement gender-focused design features is critical to both successful design and effective implementation; and (v) capacity development of executing and implementing agencies and others responsible for project implementation to address gender-related issues in the sector and project is crucial to effective implementation of gender-related design features.

Gender mainstreaming involves many actors, and opportunities to build and strengthen partnerships exist. The consultations with stakeholders, and notably development partners and civil society organizations (CSOs), confirm that the different actors involved in gender mainstreaming projects bring important insights, experience, and perspectives to bear. Strengthening consultation and participation throughout the project cycle, and working with development partners including CSOs to improve coordination and collaboration around key issues, is an important element of strengthening country and project gender mainstreaming. ADB can support this through (i) engaging more fully with in-country gender networks and/or working groups that provide opportunities to exchange ideas and share experience in gender mainstreaming; (ii) using such in-country networks to develop and strengthen shared understandings of gender issues in DMCs and to develop common approaches to addressing these issues, including in complex areas such as trafficking, HIV, climate change, and disaster and risk management; and (iii) working with partners to develop, in collaboration with government and civil society counterparts, approaches to tackling economic issues, including microfinance, private sector development and entrepreneurship, land tenure and rights, and approaches toward promoting women's empowerment as called for in Millennium Development Goal 3 on gender equality.

Quality of project implementation and operation is fundamental in achieving intended gender outcomes. The study indicates that the success rate of the selected projects in the sample, in terms of GAD results, is modest. The intended gender results were achieved in only about half of the sample projects. The evidence was not overwhelming even in the case of Category I and II projects. There is ample room for improving GAD results by strengthening monitoring and evaluation of GAD projects during their implementation, in addition to ensuring high quality at their entry.

Key Issues

Review of gender categorization of projects during implementation and likelihood of achieving intended gender outcomes by them is important. The gender categorization system works reasonably well, and provides a good foundation and template for integrating gender into projects. With improved clarity in the requirements for classification of projects, more rigorous attention is likely to be paid to gender at key stages of the project cycle. Yet, as shown in projects in Bangladesh, Lao PDR, and PNG, greater flexibility is needed to confirm categorization of projects or take corrective measures if important changes in gender orientation have taken place during implementation (further details are in para. 92).

Capacity of executing agencies in addressing GAD matters is limited. A recurring theme across all country cases is that the capacity to address gender issues, including in Category I and II projects is often limited. This applies to both the executing and implementing agencies responsible for project implementation. There is also ample opportunity to strengthen sector and project staff in ADB headquarters and resident missions. A point voiced by several executing agencies was that capacity is often provided for project preparation, but not to support implementation. It is important for the executing and implementing agencies to develop their capacity to implement gender-focused work throughout the project cycle. The issue of capacity is compounded, in some cases, by the fact that at times Category I and II projects combine multidimensional activities, which stretch the capacity of executing agencies. The study notes that ADB's efforts on gender capacity development during the evaluation period have primarily focused on its own executing agencies and sector agencies. Some capacity development initiatives have also focused on strengthening national women's organizations or gender departments, as is the case in Indonesia. The issue of further collaboration with other development partners and CSOs to strengthen the capacity of these agencies across its DMCs merits further attention. The study confirms that the presence of gender experts in ADB resident missions has had a positive effect on gender mainstreaming in projects. However, greater collaboration is needed among headquarters-based gender specialists and resident mission-based gender staff, who are more familiar with DMC-specific sensitivities and the socio-cultural milieu.

Use of gender analysis is limited. While poverty, social, and/or gender analysis is undertaken for all projects, this study finds that the analysis is often quite weak in covering gender issues, including in Category I and II projects. The analysis is often not specifically related to the sector or the project, and does not provide sufficient foundation to inform project design. Sometimes, gender analysis is good and is relevant for the country and the sector, if not for the details of some projects, as is the case in many CGAs and rapid gender assessments, but this is not used to inform project design. Better and more focused gender analysis, specific to sectors and projects that also reflects socio-cultural factors and attitudes, is clearly needed and must be used more effectively in project design (further details are in para. 90).

Tracking of gender results is weak. Tracking gender results needs to be an integral part of reporting on development effectiveness. The gender assessment exercise conducted for the selected projects in this study identified the limits of ADB's systems and project documentation in capturing gender-related design features and performance of projects. Frequently, RRP, including for Category II projects, make little reference to gender issues, the analysis contained in the summary poverty reduction and social strategy is often generic and not specifically related to the sector or the project, and the DMF contains few gender-specific outcomes or outputs. In such instances, performance with respect to gender is rarely identified

or reported on during supervision or post-project evaluation. Ensuring that project documents effectively capture gender design features is likely to be a greater challenge in the context of the new streamlined business procedures. For this to occur, strengthening monitoring and reporting of gender results will need to be an important part of ADB's gender mainstreaming efforts (further details are in para. 91).

Continued awareness of gender equality in ADB business processes and gender reporting practices is needed. ADB started reporting on gender mainstreaming targets in its corporate results framework of Strategy 2020. The Development Effectiveness Review, an annual performance report, brought this further and intensified awareness building, to ensure that gender mainstreaming targets are achieved for 2012 and to contribute to achievement of the Millennium Development Goals by DMCs. It is essential to build upon this increased awareness and consider mainstreaming gender issues in all ADB business processes and in its corporate management. An effective adoption of the recently revised operations manual (OM Section C2 and C3) can address these issues.

Recommendations

The Phase I study (2009) had three recommendations on the overall relevance of the Policy and ADB's response to the Policy, which were agreed by Management for implementation. The first recommendation was "Improve outcome orientation of GAD goals and their monitoring and evaluation by (i) defining expected outcomes from gender mainstreaming and setting targets for outcomes; (ii) explicitly including baseline gender data in all gender assessments and DMFs, as well as GAD targets particularly on outcomes in DMFs; and (iii) include reporting on GAD-related achievements (outputs and outcomes) in monitoring and evaluation activities and related reports (such as project performance reports, PCRs, project performance evaluation reports, sector and country assistance program evaluations)." The draft Management Action Response (MAR) states that the recommendation (i) has been fully adopted as 2010 RRP explicitly included gender targets and outputs for Category I and II projects in the DMF, and (ii) and (iii) will be achieved by 2012, which will include revisions in project administration memorandum and other reporting templates. The Independent Evaluation Department also has started ensuring assessment on gender impact in its evaluation studies.

The second recommendation was "Provide clarity to operationalize GAD goals in ADB operations in the context of Strategy 2020 by (i) clarifying and examining approaches and targets to adopt, given the realities of sector orientation in the Strategy 2020 and gender capacity constraints faced by operations departments, in order to achieve the intended objectives of gender mainstreaming; and (ii) defining the approaches for gender mainstreaming in private sector operations/nonsovereign operations, large infrastructure development and policy-based operations, and provide specific directions to staff." Management has indicated in its draft MAR that the Technical Working Group on Gender Mainstreaming in ADB Operations will issue guidelines on gender mainstreaming categories in ADB Operations to clarify criteria; Regional and Sustainable Development Department (RSDD) and Private Sector Operations Department (PSOD) will develop an approach paper for gender mainstreaming in private sector operations; RSDD will develop gender checklist for large infrastructure projects; and policy-based operations, all to be accomplished by end 2011. Progress thus far include the Technical Working Group on Gender Mainstreaming in ADB Operations was constituted that clarified and issued guidelines in February 2010 for the fourfold gender categories. An approach paper is being prepared for gender mainstreaming in private sector operations, while gender checklists are being prepared for large infrastructure development and policy-based lending operations.

The third recommendation was “Provide adequate financial and human resources to support policy implementation by: (i) Following the actions in recommendations 1 and 2 of the report, assessing and ensuring adequate staffing and skill levels at headquarters and resident missions required for effectively implementing the Policy; and (ii) Recognizing best performing project teams and/or departments in achieving gender mainstreaming and gender outcomes.” ADB Management has responded favorably to this and has strengthened staff expansion for GAD through the provision of nine new positions in 2010 and a dedicated Senior Advisor for GAD as part of its 2009 three-year workforce plan. Additional 12 positions are being planned to further strengthen gender and social development in 2011–2013 and has also been reported in the recently approved work program and budget framework for 2011–2013. Further RSDD, through the Gender Equity Community of Practice, is also in the process of constituting an award scheme for best performing teams for gender for 2011. In addition, amendments to the Operations Manual, in line with the new streamlined business processes, have been approved on 23 November 2010.

The Phase II study (2010) puts forward three recommendations, which are aimed at further deepening of the outcome orientation of the implementation of ADB’s Policy on GAD and maximize gender-related achievements in DMCs. This includes strengthening its business processes and practices related to both processing and implementation of ADB assistance projects, for consideration by ADB Management.

The first recommendation focuses on the need to improve preparation and use of gender analysis, at both the country programming level and at the sector and/or project level. Evidence shows lesser success having been achieved on the extent to which gender issues have been incorporated in the preparation of the country partnership strategies, including the availability, quality, and use of CGAs, country gender strategies, priority sector and thematic road maps. A review of the existing business process for this would be a logical point to start to ensure standardization of processes to track and report progress. There is a need to strengthen coherence between upstream country analysis and programming and downstream project identification and processing, and priorities on gender.

The second recommendation aims to improve the tracking of gender results in ADB’s project performance monitoring systems. The emphasis here is to not view this as an add-on function, but to internalize systematic gender tracking and reporting in ADB’s project performance management system, and project processing and portfolio management (P3M) information systems. It is imperative that quality assurance mechanisms are put in place to strengthen the links between DMFs and GAPs during project design, between PPRs and GAPs during project implementation, and between PCRs and GAPs at project completion to maximize reporting on gender results. Flexibility on the gender categorization process while retaining its present rigor at entry is recommended at the mid-term review point, to capture potentially significant changes during implementation and gender benefits of Category III projects and to reduce ‘missed opportunities’.

The third recommendation focuses on the need for ADB to (i) increase synergy with development partners, nongovernment, and CSOs at the country level; (ii) strengthen gender capacity development of executing and implementing agencies; (iii) improve information sharing on what has worked and what has not on gender-responsive design features of projects; (iv) strengthen policy dialogue and collaboration in addressing gender issues, including through greater sharing of gender analysis; and (v) track gender outcomes more systematically.

Recommendations

1. Improve synergy with country and sector-level gender assessments in the preparation of country partnership strategies, sector road maps, results frameworks, operations business plans, and project preparation (paras. 71, 87, and 90)

- (i) Strengthen incorporation of the findings of country gender assessment and gender-related analytical work in country partnership strategies, sector and thematic road maps, results frameworks, operations business plans, and other programming instruments.
- (ii) Ensure allocation of adequate resources to carry out quality gender analysis during project preparation stages for Category I and II projects.
- (iii) Systematically integrate gender capacity needs assessments of executing agencies into project preparatory work, especially for Category I and II projects, with required technical assistance, to improve the quality and availability of project provided gender expertise.
- (iv) Strengthen coherence between Gender Action Plan and Design and Monitoring Framework in project preparation.

2. Strengthen tracking of gender results in ADB project performance monitoring systems (paras. 84, 88, 91, and 92)

- (i) Improve reporting on Gender Action Plan implementation progress in PPMS.
- (ii) Establish guidelines and procedures, in relation to the PPMS approach and P3M information system, to ensure consistency in monitoring and reporting gender in back-to-office reports, aides-memoire, PPRs and PCRs of Category I and II projects.
- (iii) Assess likelihood of achieving gender outcomes at Mid-Term Review of projects with a view to confirm the gender categorization or take corrective measures.

3. Increase collaboration with development partners, including NGOs and CSOs in DMCs, to jointly deepen gender focus in country policy dialogue, technical assistance activities and strengthening capacity of executing agencies (paras. 83, 89, 93, and 94)

- (i) Improve information sharing and exchange of lessons with other development partners, NGOs and CSOs in the country for continuously increasing gender awareness, policy dialogue, and gender-related analytical work.
- (ii) Increase synergies with development partners in strengthening gender-related capacity of executing agencies.

ADB = Asian Development Bank, CSOs = civil society organizations, DMC = developing member country, DMF = design and monitoring framework, NGOs = non government organizations, P3M = project processing and portfolio management, PCR = project completion report, PPMS = project performance management system, PPR = project performance report.

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I. INTRODUCTION AND BACKGROUND

A. Context

1. The Asian Development Bank (ADB) approved the Policy on Gender and Development (GAD) in May 1998. ADB's commitment to gender equality and women's empowerment was further enhanced in 2008 with the approval of Strategy 2020,¹ which includes gender equity as one of the five drivers of change. The ADB results framework, which translates ADB's strategic objectives into performance targets, requires that 40% of all public sector projects and 50% of projects financed by the Asian Development Fund (ADF) deliver "significant gender mainstreaming" through GAD Category I and II projects by 2012.

2. This strategic agenda for gender mainstreaming in ADB's projects provides the overall context for the special evaluation study (SES) of ADB's support for GAD between 1998—when the policy was approved—and 2009. The SES was carried out in two phases. Phase I assessed the relevance of the GAD policy and ADB's broader corporate response, while Phase II (this study) brings a country and project perspective to bear on the implementation and outcomes of ADB's GAD policy on its operations. The Phase I study was completed in December 2009,² and the report was discussed by the Development Effectiveness Committee of ADB's Board of Directors on 23 February 2010. A summary of the findings of Phase I is provided in Appendix 1. This report presents the results of the Phase II evaluation.

B. Objectives and Scope of the Study

3. The objective of the Phase II study is to bring country perspectives and information on gender issues, gender results from ADB-assisted projects, and stakeholders' views to bear on the challenges for implementing gender mainstreaming. It reports on country-specific experiences with ADB's gender-related activities, and suggests ways for ADB to improve further the gender focus of its assistance.

C. Evaluation Framework, Method, and Data

4. The study consists of six country³ case studies of gender mainstreaming in selected projects, and a synthesis paper (this report) summarizing the overall results of the evaluation. Selection of the six countries was based on the number of completed Category I and II projects as of December 2009. Other factors that influenced country selection included the need to ensure balance across regional departments, and to maximize learning potential from gender-focused results. The six countries selected were Bangladesh and Nepal (South Asia Department), Indonesia and Lao People's Democratic Republic (Lao PDR) (Southeast Asia Department), Papua New Guinea (PNG) (Pacific Department), and Pakistan (Central and West Asia Department). PNG was selected over Cambodia so as to have greater regional balance, as two Southeast Asia Department countries were already included. The evaluation framework and

¹ ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila. The five drivers of change are (i) private sector development and private sector operations, (ii) good governance and capacity development, (iii) gender equity, (iv) knowledge solutions, and (v) partnerships.

² ADB. 2009. *Special Evaluation Study: Asian Development Bank's Support to Gender and Development. Phase I: Relevance, Responsiveness, and Results to Date*. Manila.

³ The six countries are Bangladesh, Indonesia, the Lao People's Democratic Republic (Lao PDR), Nepal, Pakistan, and Papua New Guinea (PNG). Owing to the floods that affected Pakistan in August 2010, in-country consultations for that country have not been carried out. Consequently, this report only contains those elements of the Pakistan case study that did not depend on the in-country consultations (see Appendix 1).

methodology was piloted through an Independent Evaluation Department (IED) mission in May 2010 to one of the selected countries, PNG. The approach involved five key steps: (i) desk review of available documentation, including project- and country-focused materials; (ii) interviews with headquarters-based gender specialists and resident mission-based gender staff; (iii) based on the preceding steps, purposive selection of projects for in-depth assessment, and preparation of project assessment sheets; (iv) in-country consultations with key stakeholders, including executing and implementing agencies, government agencies, ADB resident mission staff, key development partners, and civil society organizations (CSOs), along with site visits to some of the selected projects; and (v) in-depth assessment of the selected projects. This included rating of the gender design features of the projects according to the standard evaluation criteria: relevance, effectiveness in achieving gender-related outputs and outcomes, efficiency in implementation, and sustainability of gender outcomes. The evaluation framework, study method, and data used for the evaluation are detailed in Appendix 1.

D. Organization of the Report

5. The Chapter II presents the findings of the desk reviews of country and project-specific documentation, and of ADB's country-focused gender analysis and policy priorities, with a view to assessing the overall coherence between upstream policy and analysis and downstream project prioritization, design, and implementation. Chapter III reports the results of the in-country consultations with stakeholders, and gender ratings of the projects in each country selected for more in-depth assessment. Chapter IV presents the overall assessment and key findings, lessons, issues, and recommendations.

II. GENDER AND DEVELOPMENT RESULTS: FINDINGS OF THE DESK REVIEW

6. This chapter assesses the extent to which ADB has incorporated gender in the preparation of the country partnership strategies⁴ and operations business plans in the six selected countries.

A. Two Routes to Gender Mainstreaming in ADB Operations

7. ADB's operations manual (including its most recent revisions in 2010) identifies two routes to mainstream GAD in all ADB operations. The first route is through incorporation of gender in country partnership strategies and programs, where ADB's gender mainstreaming efforts have been either lacking, or at best, varied. The second route is to incorporate gender at the project preparation, implementation, monitoring and evaluation, where most of ADB's gender mainstreaming efforts have been focused during the Phase II study's evaluation period between 1998 and 2009. See Appendix 2 for a detailed discussion of the country gender profiles, country gender policies and priorities, and capturing country gender issues in ADB operations for the six selected countries.

B. Coherence in National Gender Priorities and ADB's Country Partnership Strategies

8. Key country policies were articulated in national gender policies or women's strategies (Bangladesh, Lao PDR, Pakistan, and PNG), gender-focused poverty reduction strategies

⁴ ADB's country planning and programming reports between 1998 and 2009 were Country Operational Strategy Study, Country Assistance Plans; Country Strategy and Program; and Country Partnership Strategy and Country Operations Business Plan, respectively.

(Bangladesh, Lao PDR, Pakistan), and overall development plans including a medium-term strategic plan for women (Indonesia) or gender-focused goals (Nepal). The country policies are based on an understanding of the country specific institutions, including existing socio-cultural and attitudinal factors on gender. Many national gender strategies are broad in scope, covering both economic and social sectors, and aim to strengthen institutional mechanisms for gender mainstreaming, to address social and cultural barriers to women's empowerment, and institute legal reforms. More detailed discussion of the desk review of available country and project-specific documentation is available in Appendix 2.

9. ADB's country gender assessments (CGAs) have formed the basis of its gender-focused operational work. In the six selected developing member countries (DMCs), this policy step has been implemented actively. Evidence indicates a high level of coherence between government policy priorities with respect to gender issues and ADB CGAs. In the six selected countries, there were two CGAs prepared for Bangladesh (1999 and 2004) with a third being prepared in 2010, three in Indonesia (2006), one in Lao PDR (2004) with a second being prepared in 2010, one in Nepal (1999) also with a second being prepared in 2010, one in Pakistan (2008), and one in PNG (2006). As also reported in the Phase I study (Table 1), the preparation of CGAs in the six selected countries, has for the most part, helped to inform subsequent country strategies, but with varied degrees of success. What is less evident is the extent to which CGAs have been used systematically to inform sector priorities and project design.

10. In Bangladesh, findings from the desk review demonstrate that CGAs adequately assessed government policies, proposed recommendations to strengthen these policies, and identified measures as to how ADB could provide support to strengthen these policies and maximize gender equity in its operations. While the 1999 CGA identified a limited set of priorities, the scope of the 2004 CGA priorities is wide, facilitating coherence between government and ADB gender priorities. The country assistance plans (CAPs) of 1999–2001,⁵ 2000–2002,⁶ and 2001–2003⁷ primarily discussed GAD in the context of the government's national action plan for gender. The 2006–2010 country strategy and program (CSP) had sector and thematic road maps that included gender, in addition to its results framework that had gender-related indicators on violence against women, trafficking, access to credit, and education.

11. In Indonesia, ADB began its assistance to the health and education sectors in the early stages of decentralization. Findings of the 2005 IED country assistance program evaluation (CAPE) indicated capacity constraints in the districts affecting the achievement of gender-related development outcomes. It noted that ADB's technical assistance (TA) activities to promote gender-sensitive policy making, strengthen national GAD machinery, and improve collection of sex-disaggregated data were insufficient for the required institutional and cultural changes. A key feature of ADB's assistance during the evaluation period was a shift toward public sector management programs and projects. The IED 2010 special evaluation study on ADB's support to decentralization between 1998 and 2009 found that decentralization initiatives were not informed by gender, although some elements were included during implementation.⁸

12. Evidence from Lao PDR shows a clear progression from GAD issues raised by the CGAs, to incorporation of these issues into the country gender strategy, to identification of

⁵ ADB. 1998. *Country Assistance Plan: Bangladesh 1999–2001*. Manila.

⁶ ADB. 1999. *Country Assistance Plan: Bangladesh 2000–2002*. Manila.

⁷ ADB. 2000. *Country Assistance Plan: Bangladesh 2001–2003*. Manila.

⁸ ADB. 2010. *Special Evaluation Study on ADB's Support to Decentralization in Indonesia*. Manila.

priority sectors, and to programming of projects with relevant GAD components. However, no systematic evaluations have been made of GAD outcomes of ADB's assistance, as most of the efforts have been focused in the early stages of the project cycle. ADB's greatest contribution to the creation of a stronger enabling environment for gender mainstreaming is in agriculture, and to a lesser extent, in education, while gender mainstreaming in infrastructure is still at an early stage.

13. In Nepal, ADB's assistance has focused on addressing gender issues with ethnic and caste discrimination through policy reforms, targeted investments, and mainstreaming equal opportunities in sector investments. IED's 2009 CAPE noted the increase in the number of Category I and II projects in 2002–2008.⁹ It added that Nepal is the only DMC to have borrowed for a project focused mainly on gender. It also listed ADB's contributions, through program loans and policy dialogue, to landmark gender-related legislative acts and policies, including amendment of the Civil Service Act 2007, and enactment of the Gender Equality Act 2006 that repealed many discriminatory laws against women.

14. In Pakistan, efforts to mainstream gender show a high degree of compliance with the steps identified in ADB's operations manual including undertaking CGAs, incorporating the key GAD issues identified into the country gender strategy, identification of priority sectors and road maps, and programming of projects with relevant GAD components. However, other than the rapid gender assessments (RGA) that were undertaken in 2005, little documentation is available on GAD activities and outcomes, the exception being IED's 2009 impact assessment study of the country's rural water supply and sanitation portfolio.¹⁰ The study indicated that rural water supply and sanitation projects deliver significant gender benefits in terms of reduced labor for women and girls engaged in fetching water, and increased school attendance for girls, particularly in high school. It also concluded that current project designs focus more on improving water access to households, and less on wastewater and solid waste management issues that have gender implications. The recommendations included the need for gender benefits to receive more prominence in similar ADB projects.

15. In PNG, relatively fewer country planning and programming reports covering gender issues have been produced during the evaluation period. Weak government capacity and ADB's small project portfolio make it more difficult to promote gender mainstreaming through a project-based approach. Challenges to mainstreaming GAD have included involvement of multiple players in a weak capacity environment, the need for a high degree of commitment from project management units, the scarcity of competent in-country GAD consultants, and the lack of readily available sex-disaggregated data.

16. ADB's country gender strategies as shown in the Phase I study (Table 1), have been informed by the CGAs, but the extent to which this has happened is varied, despite that the six countries selected are among the best performing countries with respect to gender mainstreaming. ADB's internal reports, such as the 2006 implementation review of the GAD policy, have pointed out that findings of CGAs have not been systematically integrated into country strategies. Evidence is weak on the extent to which CGAs have been used systematically for priority sectors and project designs. Although one can find ADB's country gender strategy in the CGA publication, quite often this is not reflected in the ADB's strategy section in the CPS or CSP as a separate appendix. Moreover, the recommended gender

⁹ ADB. 2009. *Country Assistance Program Evaluation. Nepal: Delivering Assistance in a Challenging Environment*. Manila.

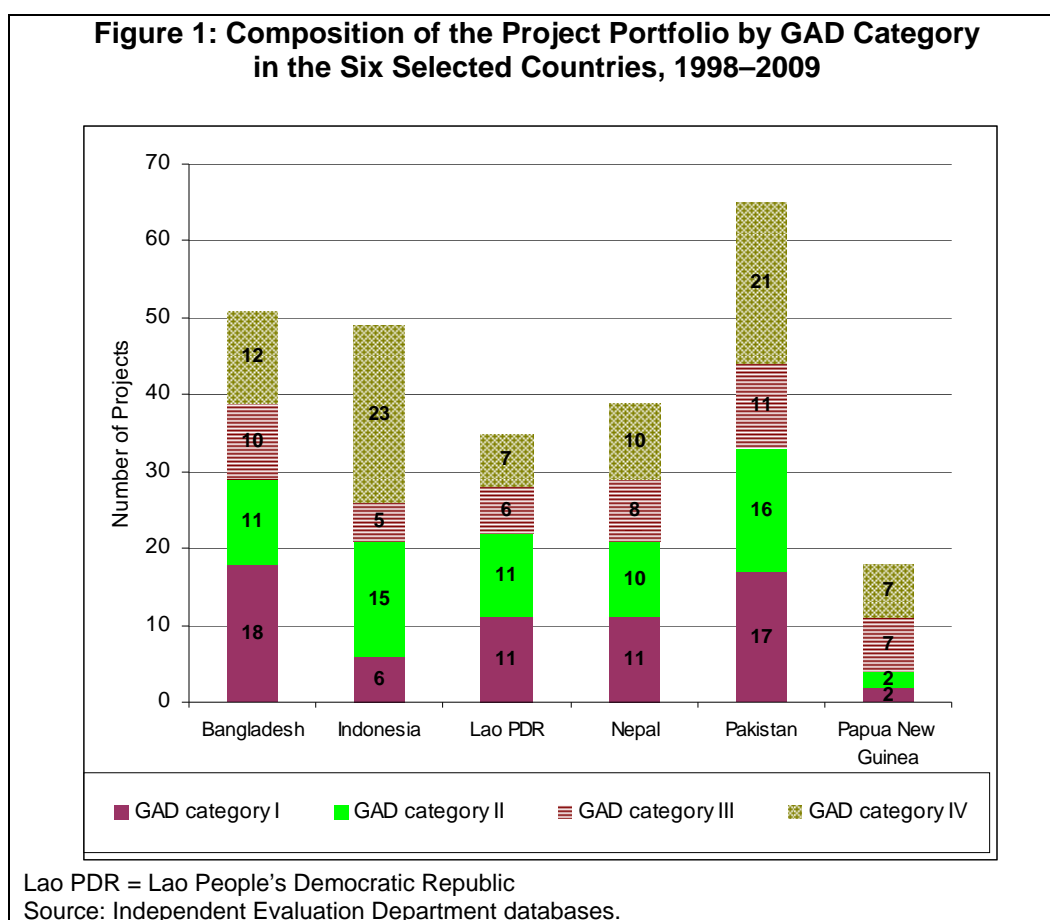
¹⁰ ADB. 2002. *Impact of Rural Water Supply and Sanitation in Punjab, Pakistan*. Manila.

strategy in each sector or theme is often not reflected back in the respective sector or thematic road maps or results frameworks.

C. Gender in ADB Operational Assistance (1998 and 2009)

17. ADB's operational support has also incorporated many of the government gender priorities over the review period. The contribution of other gender-related analytical work, particularly through ADB's economic sector and thematic work, has been minimal, with the exception of a few poverty assessments that have also covered gender issues (para. 16).

18. The six countries studied have differed with respect to ADB's involvement in the portfolio of projects supported, both in terms of GAD categories and sector spread. While the GAD policy was adopted in 1998, ADB introduced its four-category classification of gender focus in its projects in 2001 to avoid under-reporting and reclassified all projects approved since 1998. Figure 1 presents the composition of the country project portfolio by GAD category in the six countries for the evaluation period.



19. The six countries also vary considerably in the sectoral composition of the overall ADB portfolio during the evaluation period as shown in Table 1. This affects performance of gender mainstreaming as typically education, health, agriculture and natural resources management, rural infrastructure, and financial services—especially microfinance projects—are considered as being more conducive to achieving gender goals, while transport, energy and public sector management are perceived as being more difficult in this respect. In addition, the shift to more

sector-wide and programmatic approaches, including multitranches financing facilities, and the increased focus on urban subsectors, bring further challenges to gender mainstreaming. It should be noted that the evaluation period largely pre-dates the establishment of the corporate target set by Strategy 2020 and the Results Framework in 2008, to focus ADB's operational support increasingly on core sectors, and to move progressively toward a target of having 80% of ADB's operations in core sectors. Changes in the sectoral composition of the ADB portfolio over time also mean that some variability can be expected in meeting this particular target in countries. Nevertheless, the share of projects in core sectors in the six selected DMCs is close to 60%.

Table 1: ADB Project Portfolio by Strategy 2020 Core and Noncore and/or Other Sectors for the Six Selected Countries, 1998–2009

Country	TRP	WSMI	MUL	EDU	EGY	FIN	Total Core	% of Total
A. Core Sectors								
Bangladesh	10	6	5	6	6	2	35	68.6
Indonesia	2	2	8	4	3	4	23	46.9
Lao PDR	5	5	1	4	2	3	20	57.1
Nepal	6	7	2	6	3	3	27	69.2
Pakistan	8	6	9	3	5	6	37	56.9
PNG	8	1	0	1	0	1	11	61.1
Total	39	27	25	24	19	19	153	59.5
B. Noncore and/or Other Sectors								
			ANR	PSM	HSP	IND	Total Noncore	% of Total
Bangladesh			10	2	2	2	16	31.4
Indonesia			8	11	5	2	26	53.1
Lao PDR			7	0	4	4	15	42.9
Nepal			9	3	0	0	12	30.8
Pakistan			10	11	3	4	28	43.1
PNG			4	2	1	0	7	38.9
Total			48	29	15	12	104	40.5

ANR = agriculture and natural resources management; EDU = education; EGY = energy; FIN = finance; HSP = health and social protection; IND = industry and trade; Lao PDR = Lao People's Democratic Republic; MUL = multisector; PNG = Papua New Guinea, PSM = public sector management; TRP = transport and information and communications technologies; WSMI = water supply and other municipal infrastructure and services.

Note: It is recognized that some multisector operations are considered noncore and/or other and some PSM operations that include support for the infrastructure sectors are classified as core. Consequently, adjustments to these designations may need to be made.

Source: Independent Evaluation Department databases.

20. Findings from the desk review indicate that in Bangladesh, future CGAs and country gender strategies need to prioritize gender-related policy and operational interventions. In Indonesia, the task is to mainstream gender in ADB's public sector management and decentralization operations. In Lao PDR, the need is to leverage existing national GAD organization for improved gender results at the provincial, district and local levels, especially for ethnic minorities in the highlands. In Nepal, the 2010 CPS although outside the evaluation period is a good practice case of how GAD can be successfully incorporated in country planning processes. In PNG, increased efforts are required to increase the gender focus of ADB's grants and technical assistance activities. See Appendix 2 for further details on the key areas of government and ADB gender focus, extent to which there has been convergence and divergence between national gender priorities, CGAs, and the focus of ADB projects.

III. GENDER AND DEVELOPMENT RESULTS: FINDINGS FROM COUNTRY CASE STUDIES

21. Independent evaluation missions were carried out in five of the six selected countries (excluding Pakistan) to conduct site visits and interviews with key stakeholders—project beneficiaries, government officials, CSOs, and development partners. Consultations were held with the respective ADB country directors, sector specialists, project mission leaders, and resident mission-based gender staff. The objective of each mission was to gather project information, feedback, and suggestions on how ADB should improve the gender outcomes of its assistance. The in-depth review of the sample projects was undertaken through: (i) the preparation of performance assessment sheets; (ii) in-country consultations with stakeholders and, in some cases, site visits; and (iii) rating selected projects for performance under each of the four evaluation criteria—relevance, effectiveness in achieving gender-related outputs and outcomes, efficiency in implementation, and sustainability of gender outcomes.

A. Summary of Gender Results of Sample Projects

22. Some demonstrated and anticipated gender results across the five countries covered by the independent evaluation missions are summarized in Box 1.

Box 1: Highlights of Gender Results from Selected Projects

Bangladesh: Second Small-Scale Water Resources Development Sector Project (L1831, approved in 2001, status: active)

The Manukhali subproject located in Dhamrai subdistrict is one of the 300 subprojects undertaken under the project. The water management cooperative association (WMCA) in this village was created in 2003 with 14 members. The WMCA now covers 216 households, with 208 male members and 155 female members. In addition to preparing a local poverty reduction plan book, members of the WMCA secured improved access to sanitation, increased access to livestock vaccines, hybrid seeds for vegetables, and training in fisheries and poultry. WMCA's management committee has tracked microcredit for its 226 female and 333 male recipients. The total participation level of women in livelihood training is estimated to be 29% of a total of 208,138 trainees. This includes 3,648 women in training for preparation of the poverty reduction plan book, 6,420 in member education programs, and 116 in basic cooperative management. The project's management information system has updated sex-disaggregated information for all subprojects.

Lao People's Democratic Republic: Northern Region Sustainable Livelihoods through Livestock Project (L2259, approved in 2006, status: active)

Gender issues in the sector were brought out in a participatory poverty analysis (PPA), which is cited in the project documents. This led the project to focus on small livestock (poultry and pigs) which shifts attention to women (their domain) and to the poorest, as this is identified as a key starting point for improving the livelihoods of the poor. The different roles and responsibilities of men and women in the sector were made explicit, and, in that way informed project design. Notwithstanding these positive features, the project has been affected by significant delays in implementation. This illustrates the important point made by the Phase I study that a project's success with respect to gender cannot be assessed independently of the success and performance of the overall project.

Pakistan: Punjab Community Water Supply and Sanitation Project (L1950, approved in 2002, status: completed)

The Independent Evaluation Department undertook a rigorous impact evaluation study in 2009 of selected projects in the country's water supply and sanitation portfolio.^a The study covered 115

subprojects in seven districts that were randomly selected and accounted for 54% of the total subprojects. Findings from the impact assessment included that rural water supply and sanitation projects delivered significant gender benefits in terms of reduced labor for women and girls engaged in collecting water, and contributed to an increase in attendance rates for girls at high school. Estimation results showed that subprojects significantly increased school enrolment for 14–17 year olds, and the subproject areas had 5% higher enrolment than comparison areas. The impact was more pronounced for girls as the increase in school enrolment was higher by 8.2%, while that for boys in the same age group was statistically insignificant. Findings supported the hypothesis that girls in older age groups who save time with improved access to water are likely to go to school. The study also concluded that designs of rural water supply and sanitation projects largely focused on improving water access to households and less on wastewater and solid waste management, which have gender implications.

Papua New Guinea: Smallholders Support Services Pilot Project (L1652, approved in 1998, status: completed)

The design of the project was complex as it involved creation of provincial level contract facilities. These facilities funded demand-driven extension services for smallholder groups. Project reporting in the late 2007 estimated about 6% of the 386 farming groups, each with approximately 30 trainees, were led by women. Further, 15% of the 812 service providers or trainers were women or had women in their team. The project was delayed by 3 years due to counterpart financing issues by participating provincial governments. Delayed deployment of a management information system did not allow tracking and reporting of gender activities. This is nevertheless planned to be undertaken through the New Zealand Agency for International Development funding between 2010 and 2012. Detailed terms of reference for a gender assessment of ADB supported project activities were released by the Department of Agriculture and Livestock in May 2010. The objective of this assessment is to analyze gender results and develop systems, and processes to ensure positive gender results to smallholder producers as part of the second phase.

Nepal: Community Based Water Supply and Sanitation Project (L2008, approved in 2003, status: active)

The project covers 1,200 communities in 20 districts and includes community mobilization, construction of community water supply and sanitation facilities, a health and hygiene program, and institutional development components. A total of 662 water user and sanitation committees have been formed in 20 districts with 5,987 members, out of which 51% are female and 49% male. Initial training was given to 22,748 users (53% female and 47% male—including about 18% dalits, 15% ethnic minority groups and 67% other castes). Nonformal education was provided to 5,976 users (99% female), which included literacy classes. Water user group meetings on construction and site selection were attended by 15,031 participants (61% male and 39% female). Of the users, 106 were trained as village maintenance workers (56% male and 44% female) and 570 as sanitation masons (58% male and 42% female).^b

^a ADB. 2009. *Impact of Rural Water Supply and Sanitation in Punjab, Pakistan*. Manila.

^b ADB. 2009. *Changing the Lives of Women in Remote Villages*. Manila.

Source: Independent Evaluation Department Team.

B. Summary of Findings of the Selected Country Case Studies

1. Sample Projects

23. In total, 55 projects in the six selected countries were chosen for in-depth assessment and GAD performance rating. Table 2 shows the distribution of these projects for each country by gender category, core status, completion status, and sector. The table shows that all sectors were represented in the sample, though a disproportionate number of projects were in agriculture (14 of 55) and water supply and sanitation (10 of 55). The sample includes 28

projects from core sectors and 27 from noncore and/or other sectors,¹¹ while 25 projects are active, and 30 are completed. In terms of funding source, 41 projects are under ADF, 10 blend, and 4 under ordinary capital resources. In terms of year of approval, of the 55 selected projects, 35 were approved between 1998 and 2003, while 20 were approved between 2004 and 2009. See Appendix 3 for further details on overall ratings of projects by sector, year of approval, and funding source.

Table 2: Summary of Projects in Sample, 1998–2009

	Bangladesh	Indonesia	Lao PDR	Nepal	Pakistan	PNG	Total	%
Total Projects	10	4	11	10	11	9	55	100.0
Category I	5	1	5	6	6	2	25	45.5
Category II	4	3	5	3	3	2	20	36.4
Category III	1	0	1	1	2	4	9	16.4
Category IV	0	0	0	0	0	1	1	1.8
Status								
Completed	4	1	5	5	10	5	30	54.5
Active	6	3	6	5	1	4	25	45.5
Strategy 2020 Sectors								
Core	5	2	6	5	4	6	28	50.9
Noncore and/or Other ²	5	2	5	5	7	3	27	49.1
Core Sectors								
WSMI	2	2	2	2	1	1	10	18.2
TRP	1	0	1	1	1	3	7	12.7
EDU	1	0	1	1	0	1	4	7.3
FIN	0	0	1	1	1	1	4	7.3
MUL	1	0	0	0	1	0	2	3.6
EGY	0	0	1	0	0	0	1	1.8
Noncore and/or Other Sectors								
ANR	3	1	3	4	1	2	14	25.5
PSM	1	0	0	1	5	0	7	12.7
HSP	0	1	1	0	1	1	4	7.3
IND	1	0	1	0	0	0	2	3.6

ANR = agriculture and natural resources management, EDU = education, EGY = energy, FIN = finance, HSP = health and social protection, IND = industry and trade, Lao PDR = Lao People's Democratic Republic, MUL = multisector, PNG = Papua New Guinea, PSM = public sector management, TRP = transport and information and communications technologies, WSMI = water supply and other municipal infrastructure and services.

Note: It is recognized that some multisector operations are considered noncore and/or other sectors, and some PSM operations that include support for the infrastructure sectors are classified as core. Consequently, adjustments to these designations may be made in specific cases.

Source: IED Phase II Gender Evaluation Database, and country case studies.

24. The projects were selected purposefully, with a view to maximizing the potential for obtaining insights into gender results, and are not intended to be representative of the overall country portfolio. For this reason, 25 out of 55 projects are in Category I, while another 20 are in Category II, which means that categories I and II comprise just over 80% of the total sample. Consequently, results obtained in this evaluation of gender performance cannot be construed as representing gender performance in the overall country portfolio. At the same time, with 46% of the sample being active, the study is not a conventional evaluation of completed projects.

¹¹ The distinction between core and noncore and/or other sectors only came into being in 2008, i.e., late in the period under review, with the preparation of ADB's Strategy 2020 and its associated results framework. Multisector and PSM operations fall into both categories, depending on the specific nature and focus of the ADB support being provided.

2. Gender Performance Rating of Sample Projects

25. The review of selected projects also involved rating their gender design features through the four standard evaluation criteria: (i) relevance; (ii) effectiveness in achieving gender-related outputs and outcomes; (iii) efficiency in implementation; and (iv) sustainability of gender outcomes. To do this, a rating methodology was developed that identified four gender-specific thresholds for each of these four criteria, with the aim of assessing the extent to which gender dimensions are captured in these projects. The paragraphs below provide more information on the interpretation of this study, and the detailed gender thresholds are provided in Appendix 1.

26. **Relevance.** Relevance aims to determine whether the instruments that ADB used to capture gender in these projects have been used optimally to establish why, and in what specific ways, gender matters for the operation. In general, the study finds that establishing the relevance of gender for a project is comparatively straightforward, given the extent of gender-focused policy work and upstream analysis that has been undertaken, by both governments and ADB, over the evaluation period. That said, the wide-ranging nature of much of the gender analysis and policy means that, in keeping with gender as a cross-cutting issue, most sectors or projects have some gender relevance. Ensuring gender-inclusive participatory processes to inform design is a key contributor to relevance. So where gender analysis is specific to the sector and project, the outcomes of the project's design, and its relevance from a gender standpoint, are strengthened.

27. Relevance captures broader upstream measures of why gender matters for the project. Under the relevance criterion, four questions assessed the extent to which (i) upstream country analytical and policy instruments (CGA, CSP, and its associated gender strategy) identified the sector (and to a lesser extent the project or the type of interventions), as a priority for gender-related interventions; (ii) gender contributes to accomplishing the overall objectives of the project, and is not just a minor GAD component; (iii) the consultation and participation process with stakeholders during project preparation makes specific reference to gender inclusion and whether this affected the design of the project; and (iv) the underlying gender analysis (and/or gender focus of any poverty or social analysis) has been used to inform project design, i.e., to identify, and then incorporate, gender-focused activities or interventions in the project. A high score on relevance therefore means that sector and project-specific gender issues are clearly articulated in upstream analysis and country policies, that gender does contribute to the overall project, that gender-inclusive consultation and participation was carried out and influenced the design of the project, and that there is sufficient specificity to the underlying social and gender analysis to enable it to be used to inform the design of the project itself.

28. Most sample projects, on average, received higher scores on the question on whether the CGA, CPS (and its gender strategy) identified the sector and/or project as a priority for gender-related interventions, and on the importance of gender to achievement of overall project objectives as articulated in project documents. Other than the four selected projects in Indonesia, all other projects in the sample received low scores on the availability of evidence on gender-inclusive consultations and participation on project design and defining the intended outcomes. The question on relevance where the projects received the lowest score was on how well findings of the project gender analysis (or gender focus of social analysis) were reflected in the design of the project. Average scores out of a maximum score of 3 secured by all 55 projects in the sample for the four questions on relevance are as follows: CGA/CSP/GS identify sector and/or project as priority (1.99), Importance of gender for overall project objectives (1.97), Gender-inclusive consultations on design (1.83), and Adequacy of upstream gender analysis (1.66). Table 3 summarizes GAD ratings for relevance by country.

Table 3: Summary of Relevance Ratings

Country	Rating			Irrelevant	Total
	Highly Relevant	Relevant	Partly Relevant		
Bangladesh	0	7	2	1	10
Indonesia	0	4	0	0	4
Lao PDR	1	8	1	1	11
Nepal	3	6	1	0	10
Pakistan	0	10	1	0	11
PNG	1	5	3	0	9
Total	5	40	8	2	55

Lao PDR = Lao People's Democratic Republic, PNG = Papua New Guinea.

Source: Independent Evaluation Department Team.

29. Of the 55 sample projects, 82% were rated GAD *relevant* or higher. Of the five projects that have been rated *highly relevant*, two are in agriculture, and one each in education, water supply and sanitation, and health. See Appendix 3 for further details on overall ratings of projects by sector, year of approval, and funding source. Of the two projects that have been rated *irrelevant*, one is from transport, and one is from the energy sector. An example of good practice, the HIV/AIDS Prevention and Control in Rural Development Enclaves grant in PNG is among the five that have been rated highly relevant. The government's medium-term development strategy for 2005–2010 lists HIV as a serious threat and identifies gender equality as a specific priority. ADB's CGA of 2006 stressed this point, given that the country has the highest HIV infection rates in the region, high maternal mortality rates, and high incidence of violence against women. Gender issues have informed the project design as it is interwoven with all components—preparation of enclave-specific gender assessments; action plans that cover men and women involving extensive consultations; behavioral change strategies; and increased access for women to primary health care, treatment of sexually transmitted infections, and HIV care. Analysis is of high quality and the design is innovative as it involves enclave-specific training and delivery of services.

30. **Effectiveness in Achieving Gender-Related Outputs and Outcomes.** Effectiveness aims to assess the extent to which ADB instruments capture gender-specific outcomes and outputs, and are well integrated into project activities, implementation, and monitoring. Projects that are effective ensure that gender outputs and outcomes are reflected in the design and monitoring framework (DMF), that the planned gender-focused outputs are delivered, and that these dimensions of a project are appropriately monitored and reported on during supervision.

31. The effectiveness criterion assesses the extent to which (i) the project includes explicitly articulated gender-specific outcomes and/or outputs; (ii) important opportunities for gender to inform project design were missed; (iii) gender-related activities in the project are well conceived and are adequately reflected in the gender action plan (GAP); and (iv) gender-related outputs have been (or are expected to be) delivered as planned and on time. A high score on effectiveness therefore means that gender is of sufficient importance to the project to be reflected in its anticipated outcomes and outputs, that no important opportunities for gender to inform the project were missed, that gender-related activities of the project are well conceived and are well captured in the GAP; and that the gender-related outputs envisaged under the project have been delivered (or can be expected to be delivered) in accordance with project plans.

32. All sample projects, on average, received higher scores on the effectiveness question on whether the gender-related activities were well conceived and appropriately reflected in the GAP. The selected projects in Nepal and Indonesia received higher aggregate effectiveness scores than the selected projects in the other four countries. The question on effectiveness where selected projects received the lowest score was on whether gender-related outcomes and/or outputs were included in the DMF and if there were associated targets and indicators. Average scores out of a maximum score of 3 received by all 55 projects in the sample for the four questions on effectiveness are as follows: Gender-related outcomes and/or outputs included in the DMF, with associated targets and indicators (1.50), Missed opportunities for mainstreaming gender in project activities (1.59), Gender-related activities well conceived, and appropriately reflected in the GAP (1.70), and Gender-related outputs delivered as planned and on time, or, for active projects, if they were considered 'on track' (1.57). Table 4 summarizes GAD ratings for effectiveness by country.

Table 4: Summary of Effectiveness Ratings

Country	Rating				Total
	Highly Effective	Effective	Less Effective	Ineffective	
Bangladesh	0	6	4	0	10
Indonesia	0	2	2	0	4
Lao PDR	1	3	5	2	11
Nepal	1	6	2	1	10
Pakistan	0	1	9	1	11
PNG	0	4	5	0	9
Total	2	22	27	4	55

Lao PDR = Lao People's Democratic Republic, PNG = Papua New Guinea.

Source: Independent Evaluation Department Team.

33. About 44% of the sample projects were rated *effective* or higher and 56% *less effective* or lower. This result is interesting since 82% of the sample projects were Category I and II and hence were expected to be effective in achieving substantial gender outcomes. The two projects that have been rated *highly effective* include one in education, and one in the water supply and sanitation sector. The Basic Education (Girls) Project in Lao PDR has been rated *highly effective*. It started in May 1999 and was completed in January 2008. The project framework included clear, actionable and monitorable indicators, including increases in the net enrollment ratio for girls to 92% by 2010, increases in the completion rate to 77% for girls by 2010, a reduction in the drop-out rate for girls and boys to 5% by 2010, and recruitment of 486 (326 female) ethnic minority teachers. No opportunities were missed in project design as related activities covered access, retention, quality, and management. The project design was well aligned, nationally and locally. Outputs included construction of 455 multigrade primary schools (target of 375), 57 five-classroom schools (target of 50), and 43 district education bureaus (target of 50). Targeted financial assistance of \$150–\$250 was given to 869 local communities to increase enrolment rates. This benefited more than 47,000 students including 22,000 girls. Evidence from the Ministry of Education stated in the project completion report (PCR) showed that in ethnic minority districts served by project schools, the average annual growth rate of enrollments for both girls and boys was 10.6% in 1999–2000 and 2006–2007. The rise in girls' enrollments reached 6.8%, in comparison to an overall average annual growth rate of only 2.2% (1.5% for girls) in districts outside the project.

34. **Efficiency in implementation.** Efficiency aims to capture resource use focused on implementing gender-related activities and supporting the accomplishment of gender-focused objectives. Projects that are efficient allocate adequate human and financial resources to

implement gender-related design features and use ADB's instruments, notably the RRP, DMF, project administration memorandum (PAM), and GAP, to articulate and track effective implementation of these design features.

35. For the efficiency criterion, four questions assessed the extent to which project documents, both upstream RRP and downstream PAM and supervision reports, show that (i) the project allocates human and financial resources to implement gender-related design features that are integrated into project costs, (ii) gender-focused indicators are monitored in supervision reporting,¹² (iii) any gender-related covenants and agreements included in the project have been complied with, and (iv) the GAP provides a suitable foundation for monitoring gender-related activities.¹³ A high score on efficiency therefore means that the project has a strong degree of alignment between project resources and envisaged gender-related activities, that supervision reports specifically track gender indicators, that they report on compliance with gender-related covenants, and that the GAP is useful for purposes of monitoring performance.

36. All sample projects, on average, received relatively higher scores on the efficiency questions on allocation of human and financial resources and gender indicators monitored during supervision. The selected projects in Bangladesh clearly received the highest scores for all the four questions. The question on efficiency where selected projects received the lowest score was on the adequacy of GAP for monitoring, although it is to be noted that the sample included nine Category III and IV projects where GAPs are not required to be prepared. Average scores out of a maximum score of 3 secured by all 55 projects in the sample for the four questions on efficiency are as follows: Allocation of human and financial resources (1.66), Gender indicators monitored during supervision (1.61), Compliance with gender covenants (1.50) and adequacy of GAP for monitoring (0.87). Table 5 summarizes the GAD ratings for efficiency.

Table 5: Summary of Efficiency Ratings

Country	Rating				Total
	Highly Efficient	Efficient	Less Efficient	Inefficient	
Bangladesh	0	5	4	1	10
Indonesia	0	1	3	0	4
Lao PDR	1	4	4	2	11
Nepal	0	3	6	1	10
Pakistan	0	1	7	3	11
PNG	0	2	5	2	9
Total	1	16	29	9	55

Lao PDR = Lao People's Democratic Republic, PNG = Papua New Guinea.

Source: Independent Evaluation Department Team.

37. More than half of the projects were rated *less efficient*. Of the nine projects rated *inefficient*, one is Category I, two are Category II, and six are Category III projects. One such project is PNG's Coastal Fisheries Management and Development project. Although the design of the project incorporated some positive GAD initiatives—construction of special overnight

¹² This is included under efficiency because the focus is not on the results obtained (effectiveness) but simply on whether gender indicators are included in supervision reporting. Results are captured under effectiveness in the question concerning the delivery of gender-related outputs.

¹³ The focus on the GAP is intended to provide project-specific information not only on whether a given project has a GAP as a resource, but how well the GAP specifies outcomes and outputs, whether it presents a baseline from which to measure change in indicators, and to what extent it identifies the resources required to support implementation. See: ADB. 2009. *Project Gender Action Plans: Lessons for Achieving Gender Equality and Poverty Reduction Results*. Manila.

facilities at markets and beach landings for women traders—all infrastructure and civil works components were dropped during implementation due to land acquisition and resettlement issues.

38. The only project rated *highly efficient* from the sample of 55 projects is the Lao PDR Northern Community Managed Irrigation Project. The project team included a community development specialist (appointed for a period of 15 person months), community organizers, female members in water user associations, and female laborers in water supply subprojects. A high degree of compliance was achieved with respect to the gender-related covenants that included timely implementation of the GAP; representation of women, especially ethnic minority women, in water user groups and water user associations; and full participation of women in extension activities. The GAP is focused and well prepared. The GAP included a clear articulation of gender issues in project areas. The gender strategy accounted for spatial and socio-cultural differences across project sites and included a list of outputs, measurable indicators, and allocation of responsibilities. The overall project also benefited from the fact that it followed the design and used the same staff who had worked on the earlier Community-Managed Irrigation Project. Participatory approaches to irrigation were developed in the Department of Irrigation during implementation of this earlier project, and 26% female membership was achieved in the water user associations created, although it was just below the project related covenant that stipulated a target of 30%.

39. **Sustainability.** Sustainability aims to address whether a project contributes to building the country's capacity to address gender issues and whether any gender-specific risks to achievement of outcomes exist. Other factors include more conventional concerns with continued demand for gender-related products and services, whether any project-supported policy reforms have been implemented, and whether the policy and institutional environment is conducive to sustaining these activities. Sustainability is by far the most difficult criterion to rate, in part because relatively little analysis is available of the ways in which gender considerations affect the sustainability of operations. A key dimension of this evaluation is the extent to which a project provides resources aimed at building the capacity of country institutions or executing agencies, to address gender issues in their work. This study's findings suggest that while many projects provide some resources for gender-focused capacity building, few of them provide resources that are substantial enough to support project activities throughout the implementation period.

40. For the sustainability criterion, four questions were developed to assess the extent to which (i) the project builds the country's capacity to address gender issues in the project or sector, (ii) continued demand exists for gender-related products and services provided by the project, (iii) any project-supported policy reforms have been implemented and the policy and institutional environment is conducive to sustaining these activities, and (iv) gender-related risks to the achievement of project outcomes have been identified. A high score on sustainability means that building gender capacity beyond the life of the project is an important element, that evidence exists of demand to continue gender-focused activities, that any agreed policy reforms have been completed and the policy and institutional framework exists to sustain project activities, and that no significant gender-related risks to the achievement of project outcomes have been identified.

41. All sample projects, on average, received relatively higher scores on the two sustainability questions on whether there was continued demand for project-provided gender-related products and services, and whether project-supported policy, legal, and institutional reforms were implemented or if policy and institutional arrangements were in place to sustain

gender-related activities. The selected projects in PNG, Indonesia and Bangladesh received the highest sustainability scores. The question on sustainability where selected projects received the lowest score was on if the project built longer-term country institutional capacity to address gender issues either in the project or the sector. Average scores out of a maximum score of 3 secured by all 55 projects in the sample for the four questions on sustainability are as follows: Gender-focused capacity building (1.38), Demand for gender products/services (1.63), Contribution to the policy and institutional framework (1.59), and Risks to sustainability of gender outcomes (1.52). Table 6 summarizes GAD ratings for sustainability by country.

Table 6: Summary of Sustainability Ratings

Country	Rating			Unlikely	Total
	Most Likely	Likely	Less Likely		
Bangladesh	0	5	4	1	10
Indonesia	0	2	2	0	4
Lao PDR	0	3	7	1	11
Nepal	0	7	3	0	10
Pakistan	0	4	7	0	11
PNG	1	3	4	1	9
Total	1	24	27	3	55

Lao PDR = Lao People's Democratic Republic, PNG = Papua New Guinea.

Source: Independent Evaluation Department Team.

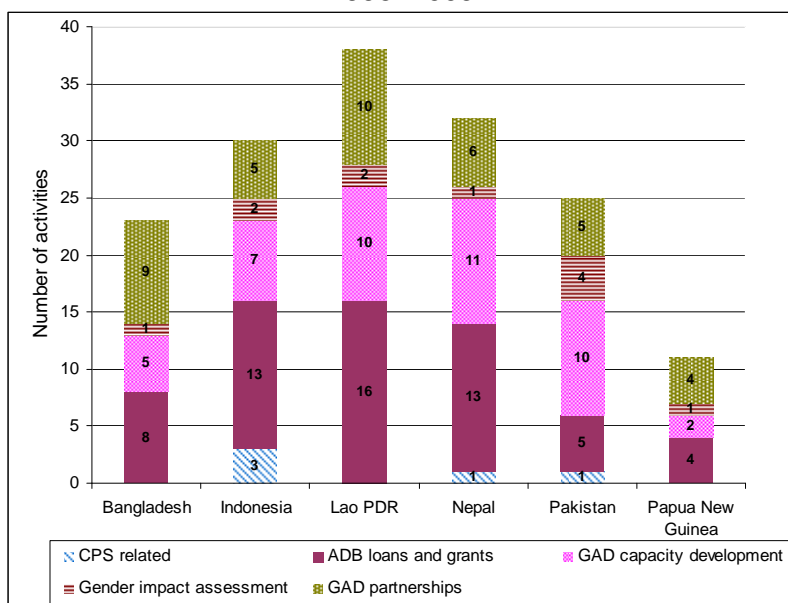
42. Comparatively few projects score well on this criterion. About half of the sample projects were rated *less likely sustainable* in terms of gender outcomes. An exception is the PNG microfinance project, which, with a follow-up operation, is sustaining benefits for gender-focused capacity building. Although the initial design of ADB's Microfinance and Employment Project did not have any explicit gender-responsive design features, its activity on linkages between microfinance intermediaries in the network and informal savings groups has resulted in scaling up of gender-related features and increased sustainability. Four rural linkages pilots were undertaken to encourage rural outreach in microfinance, a key focus of the government's strategy, toward the end of the project. This included provision of financial literacy training and financial services, including deposit-taking and lending. As a result of the high demand, especially from women, financial literacy training is being scaled up through the ADB Microfinance Expansion Project approved in October 2010 with a major focus to ensure that women are engaged and trained in financial literacy.

3. Review of Technical Assistance Activities

43. In addition to lending operations, the country case studies examined 12 TA activities. Figure 2 includes projects supported by gender-related advisory technical assistance (ADTA), the Japan Fund for Poverty Reduction (JFPR) grants, regional technical assistance (RETA), and the gender and development cooperation fund. While an adequate number of nonlending activities have been channeled to supplement ADB-supported projects, gender capacity development, and partnerships, greater focus needs to be made for assessing and evaluating gender results. This is in line with the call for assessments of country level gender equality results in the synthesis reports of ADB's rapid gender assessment. These synthesis reports note that such country level assessments would enable to identify lessons, benchmark good

practice design features, enable effective mainstreaming strategies across sectors, and identify areas for policy dialogue and capacity development.¹⁴

Figure 2: Gender-Related Grants and Technical Assistance in the Six Selected Countries, 1998–2009



ADB = Asian Development Bank, CPS = country partnership strategy, GAD = gender and development, Lao PDR = Lao People's Democratic Republic.

Source: Independent Evaluation Department Team.

44. The study found TA activities to be well designed and that they have made adequate contributions to gender mainstreaming efforts in the selected countries. Some overall issues are highlighted here, while more detailed findings are available in the individual country case studies. The focus of ADB's gender-related TA efforts has been on sector ministries rather than national GAD machinery, given ADB's long-term engagement in sectors. In Lao PDR, the Study of Gender Inequality in Women's Access to Land, Forests, and Water¹⁵ was approved in May 2004 for \$250,000 and completed in November 2007. This ADTA supported the Nam Ngum River Basin Sector Development Project to increase gender awareness within the Ministry of Agriculture and Forestry and local communities, design solutions to address issues of gender inequity and poverty among these communities, and institutionalize gender-responsive programs within government agencies. An ethnographic study was completed, but the TA completion report stated that findings from the Study have been less effective in achieving its objective to influence policymaking and programming. IED's 2004 SES on Capacity Development to Lao PDR¹⁶ concluded that efforts at the village level generated increased attention and are 'met with more commitment' by farming families as direct beneficiaries, in place of the strengthening agencies that extended services to them. And in such cases, pre-requisites for success include greater participation, hands-on experimentation, scaling-up successful pilots, and creation of sustainable postcompletion funding mechanisms.

¹⁴ ADB. 2010. *Gender Equality Results in ADB Projects. Regional Synthesis of Rapid Gender Assessments in Indonesia, Mongolia, Sri Lanka, and Viet Nam*. Manila

¹⁵ ADB. *Technical Assistance Completion Report Study of Gender Inequality in Women's Access to Land, Forests, and Water (Lao People's Democratic Republic) (TA 4339-LAO)*. Manila

¹⁶ ADB. 2004. *Special Evaluation Study on Capacity Development Assistance of the Asian Development Bank to the Lao People's Democratic Republic*. Manila

45. Greater emphasis is required to explore strategic use of ADTA and JFPR-funded activities to deepen GAD achievements to date. In Nepal, the Strengthening Decentralized Support for Vulnerable and Conflict Affected Families and Children¹⁷ was approved in August 2007 for \$ 2 million and is active. The JFPR is being executed by the Department of Women of Children under the Ministry of Women, Children and Social Welfare. It is also piloting an effective child and family protection system with a focus on quality, participation, and sustainability in 5 districts, 30 village development committees, and 4,000 households. In the case of PNG, which has the smallest number of projects, there have been only three gender-related projects supported by JFPR (totaling \$1.6 million), and two supported by ADTA (totaling \$3.5 million), during the evaluation period.¹⁸ Increased clarity is required on how demand for TA at the country level is ascertained and how the twofold categorization system works. Systematic monitoring of TA results and policy dialogue are necessary, and this needs to be reflected in annual progress reports similar to those being prepared for the Gender and Development Cooperation Fund. ADB's efforts on gender capacity development during the evaluation period have primarily focused on its own executing agencies and sector agencies, although, some capacity development initiatives have also focused on strengthening gender focal agencies, as in Indonesia and Nepal. The issue of further collaboration with other development partners and CSOs to strengthen capacity of gender focal agencies across DMCs, especially to improve policy frameworks for sectors that are not readily amenable for gender, needs to be explored.

C. Findings from the Consultations with Stakeholders

46. The independent evaluation missions to five of the six selected countries permitted broad-based consultations with a wide range of stakeholders. Consultations were organized primarily around the projects selected for in-depth assessment, and provided an important field perspective on these operations, their impact on the ground, and the challenges facing their implementation. Since 46% of these operations are active, these consultations provided an opportunity to take stock of progress, to gain insights into implementation issues, to obtain the views of beneficiaries, and to identify key challenges and good practices. A summary of key findings is presented below, by type of stakeholder. Detailed findings are presented in the individual country case studies.

1. Government Counterparts and Executing Agencies

47. Project executing agencies in Bangladesh and Lao PDR were concerned with the problem of having limited capacity to address gender issues systematically while implementing projects. In particular, while gender expertise is often deployed to design and prepare the project, such expertise was either not available, or insufficiently available to support project implementation. In Lao PDR, issues relating to how to develop gender-responsive design features, and, specifically, how to develop an effective GAP, were highlighted. These issues were also echoed by resident mission staff in Bangladesh. Moreover, sustaining this gender capacity beyond the life of the project was also a matter of concern.

48. Government counterparts in Bangladesh noted the considerable progress that has been made in addressing gender in the budget framework, with ADB support provided through the

¹⁷ ADB. 2007. Japan Fund for Poverty Reduction. *Grant-9110 NEP: Strengthening Decentralized Support for Vulnerable and Conflict-Affected Families and Children*. Manila

¹⁸ Further, there have been five GAD-related regional projects supported by TA, covering multiple countries including PNG (totaling \$4.1 million).

Public Expenditure Support Facility (PESF) and Countercyclical Support program loans. Key activities included in the policy matrix for the operation are the preparation of gender-responsive budgeting (GRB) guidelines, and implementation of these in selected ministries—tasks which have been accomplished. The government's Budget Call Circular 1 (Planning) includes guidance on how gender dimensions are to be incorporated into the budget. The second tranche release conditions of the PESF include covenants that these guidelines be applied in 20 ministries. According to project staff contacted during in-country consultations, this has been done. This support to GRB by ADB builds on earlier initiatives that have been funded by other development partners, specifically, the Department for International Development of the United Kingdom, and the Netherlands funding of the Financial Management Reform Program. ADB's PESF is therefore an unusual instance of gender issues being addressed in a macro-focused budget support instrument. Beyond the focus on GRB guidelines, the operation also includes specific targets that have been identified for women-focused social safety net programs. While there is scope for further strengthening the approach to GRB, and better gender targeting of social safety net programs, the initiative represents an important foundation on which to build gender considerations into the dialogue with government over budget policy and priorities. In this sense, lessons from the PESF process could help to support the integration of gender considerations into budget support in other DMCs.

49. GRB is also a key element of the approach to gender mainstreaming adopted in Indonesia. Work on promoting GRB began in the early 2000s by CSOs advocating local citizen budget awareness. As the movement gained momentum, the Ministry of Women Empowerment and Child Protection began to facilitate the incorporation of GRB into the government's national development budgeting processes. This was largely prompted by an appreciation of the potential strength that GRB has, to advance gender mainstreaming in development planning and implementation. Close collaboration between the Ministry of Women Empowerment and Child Protection and the Ministry of Finance (MOF) led to the inclusion of a clause on GRB in the MOF's annual budget instructions to ministries and agencies. The clause stipulates that, on a pilot basis, seven selected ministries and agencies are required to produce gender budget statements for their activities in the 2010 budget year. The MOF's 2010 annual budget circular no longer refers to GRB as a pilot activity, stating instead that GRB is attached to the entire structure of each agency's work plan and budget. Activities aimed at institutionalizing GRB across the regions are now underway.

50. Similarly in Nepal, the MOF introduced a GRB framework in the financial year 2007–2008. In compliance with this system, sectoral ministries were required to categorize their budgets according to the extent of their support to gender equality. The three prescribed categories include 'directly gender responsive' (more than 50% of allocations benefiting women), 'indirectly gender responsive' (20%–50% of allocations benefiting women) and 'neutral' (less than 20% of allocations benefiting women). A GRB committee was constituted within the MOF and budget forms, manuals, and related software were revised to ensure compatibility with GRB. While the contribution of ADB's support to GRB efforts is most pronounced in Bangladesh, a more recent RETA activity was initiated in 2008 in Nepal, Indonesia, and Cambodia to pilot GRB initiatives in decentralized governance.¹⁹ The components of this activity include policy and regulatory aspects that identify inconsistencies and propose actions to address gaps in legal and intergovernmental fiscal frameworks, and capacity development of women representatives for effective participation in local governments.

¹⁹ ADB. 2008. *Technical Assistance Report: Gender-Responsive Decentralized Governance in Asia*. Manila.

51. Government counterparts in Nepal listed factors that have delayed the Gender Equality and Empowerment of Women project, where physical progress is about 32%, while the elapsed loan period is about 78% as of November 2010. It took almost 2 years for the project to come into effectiveness, and has been further delayed due to staffing issues both at the project manager level (the position has remained vacant for over 18 months), and at the district levels, where 33% of the required positions have not been filled. The implementation capacity of the executing agency has been weak, which is compounded by absence of adequate consultancy support. The project remains highly relevant, since it contributed to the development of the legal framework for the country's Gender Equality Act in 2006, but the outputs and performance indicators in the DMF have been revised and streamlined. The Gender Equality Act has eliminated discriminatory provisions in country's laws and regulations and has enabled it to be in compliance with the Convention on the Elimination of all Forms of Discrimination against Women. Also in Nepal, governance reforms have begun to generate important gender-focused benefits, even after the Governance Reform Project was completed. Nepal's Foreign Service had seen just six women officers over its 60 years. However, in the last week of August 2010, 14 women officers entered into this service. Officials in the Ministry of Foreign Affairs remarked that well-qualified and highly educated women had now been inducted to this service, and that it was made possible because of the amendment in the Civil Service Act, which provided a favorable environment for women to enter the civil service through the public service commission examination. Of 28 positions advertised under open competition, 14 women passed the examination, including those positions that were specifically reserved for women only.²⁰

2. Site Visits to Projects

52. In Bangladesh, site visits to the Small-Scale Water Resources Development project, and the Northwest Crop Diversification Project showed that women have been given greater opportunity to participate more actively in agricultural production, sharing the work with their husbands. However, the husbands are not sharing a corresponding amount of the domestic workload. A consequence of this is that women's overall workloads have increased, while men's have decreased. The implications of this changed state of affairs do not appear to have been addressed by the project. While the Northwest Crop Diversification Project was planning to do a study of the labor requirements of different crops, disaggregated by sex, this had not yet been done, and the trade-offs for women's labor time among competing tasks had not been assessed. This illustrates the importance of timely gender-focused and project-specific analysis in informing project design.

53. In Indonesia, visits were made to the Community Water Services and Health Project in two sites, Ulee Tutue village and Labiding village in Pidie regency of Banda Aceh. Measures and targets outlined in the project's GAP have been incorporated in project strategies, annual work plans and guidelines for activities such as the sanitation and hygiene behavioral change. Gender progress and results, including women's participation are addressed in project documentation. The project has developed training programs and materials on gender and community development awareness.

54. In Lao PDR, site visits for the Nam Ngum River Basin Development sector project were made to Nanokkum village in Thoulakom district of Vientiane province. The demands of project beneficiaries included the need for increased skills training in agriculture, handicrafts, and livestock activities financed through the local village development fund. The evaluation team

²⁰ Daily Nagarik, September 1, 2010, cited in Independent Evaluation Department Phase II Special Evaluation Study, Nepal Country Case Study.

collected information on compliance with the GAD covenants: to have more than 30% female staff for the water resources coordination committee secretariat; to ensure that at least 50% of all trainees are women; to have 30%–50% women members as part of producer groups; and to employ at least 30% women staff at the district agriculture and forestry offices. Although the project developed a monitoring and evaluation system that is gender sensitive, the evaluation team was unable to verify the extent to which regular reporting is undertaken across all 316 villages covered in the 16 districts of 4 provinces. This emphasizes the importance of an on-the-ground presence to increase the effectiveness of achieving gender-related outcomes and outputs.

55. In Nepal, site visits to two multipurpose women's centers being built with support from the Gender Equality and Empowerment of Women Project revealed important implementation challenges, even for a project explicitly focused on women's empowerment. The site visits found that women members of the centers were participating in the construction work. The project has benefited some 62,538 households as of June 2010 against the target of 100,000. It has remained behind target in almost all activities, such as 30% representation of women in community meetings (60% target), construction of 44 multipurpose women's centers (82 target), and operation of 5,320 microenterprises (30,000 target). Most of the positions in the districts have remained vacant and the project has been unable to recruit personnel, despite having adequate provisions made for financial and human resources.

56. In PNG, site visits were made to the Rehabilitation of the Maritime Navigation Aids System Project in Awar village near Madang town. This project attempted to create an economic incentive to secure community participation in maintaining and protecting maritime navigation aids installations through fee-based contracts. These contracts included gender-responsive design features—quotas for women members in each community lighthouse committee and earmarking 10% of the annual contract fee for activities of the local women's groups. The inclusion of gender-responsive design features in an infrastructure project is an important departure from common practice. The main sustainability challenge faced in the village is that of competing land ownership claims from another local group, which is also staking claims on the plot where the telecommunication tower has been constructed. Due to competing land ownership claims, no annual maintenance fee was paid to this community lighthouse committee for the past year. Competing ownership claims have increased in other project sites, underlining the risks to sustainability of gender outcomes.

3. Development Partners

57. Development partners in most countries were for the most part not familiar with ADB's gender activities, and, as a result, the evaluation team did not seek to obtain their assessment of ADB's performance in gender mainstreaming. In this context, development partners stressed the need for better coordination among donors, greater sharing of analysis, and developing consistent approaches to addressing key gender issues in the country. A case in point, raised in the case of Bangladesh, is to harmonize both the understanding of, and approaches to strengthening women's empowerment, for example, through employment generation and microfinance. Other issues to address collaboratively include tackling corruption, microfinance, and gender-based violence.

58. In Indonesia, several international development partners were consulted to seek their views on progress made by the government in implementing gender mainstreaming and in advancing the status of women. All partners consulted believe that the government has made significant progress in constructing the relevant institutional framework. Factors considered as

obstacles to the effective implementation of Presidential Instruction 9/2000 regarding gender mainstreaming include: (i) limited political will to implement the presidential instruction; (ii) weak capacity of those responsible for the implementation of the instruction; (iii) weak monitoring, evaluation and accountability systems to guide and enforce compliance to the instruction's directives; and (iv) limited knowledge of gender as a concept and inadequate skills in gender mainstreaming.

59. In consideration of the wide-ranging obstacles to gender mainstreaming, it was noted that a proven strategy for jump-starting policy implementation is to identify and support policy champions. A suggestion was made that close contact be kept with and strong support be extended to champions of gender mainstreaming.

4. ADB Resident Mission Staff

60. ADB staff in resident missions stressed the importance of having gender specialists in the resident mission as their role and contribution is perceived as critical to gender mainstreaming.

61. However, the presence of gender specialists in resident missions is also challenging in some respects. Gender specialists tend to be stretched across many different sectors, depending on the composition of the portfolio of operations. Also, the presence of gender specialists sometimes leads sector and/or operational staff to be less engaged in addressing gender issues in their sectors and operations. Resident mission staff therefore stressed the need for greater sector ownership of the gender agenda, and for improving the capacity of sector and/or operational staff to tackle gender issues, especially in relation to designing and monitoring the implementation of GAPs. This necessitates the need for a consultative process and joint responsibility between resident missions and sector and/or operational staff to improve ownership, starting with areas that are more amenable for gender mainstreaming.

62. Resident mission staff stressed the importance of making the findings of CGAs more accessible, and more policy focused, both for sector and/or operational staff, and for their counterparts in executing agencies. The Bangladesh resident mission provided an interesting example of engaging sector and government policy makers around gender issues. It has launched an initiative with executing agencies and government planners to strengthen ways in which attention to gender in upstream policy and planning documents, notably the National Poverty Reduction Strategy and the medium-term budget framework can help to inform sector-specific strategic planning and project design. A workshop bringing together project directors and government planners was held in September 2010. This is a welcome initiative, as it will help to bring greater coherence to the ways in which a gender perspective can inform project priorities and design. Engaging planners and executing agencies in this way is a positive step, which also could provide a good practice example for strengthening gender mainstreaming in planning and projects in other DMCs.²¹

D. Electronic Survey Results

63. An electronic survey questionnaire was sent to 82 executing agencies of ADB-supported GAD Category I and II projects that had completed their mid-term review as of December 2009. The survey methodology and questions are discussed in Appendix 1.

²¹ Independent Evaluation Mission, based on discussions with Ferdousi Sultana, Bangladesh Resident Mission; and Independent Evaluation Department, Special Evaluation Study Phase II, Bangladesh Country Case Study

64. Of 82 executing agencies and government counterparts who received the electronic survey, 32 (or 39.02%) responded, of which 6 were incomplete. The total number of respondents for each question in the survey ranges from 26 to 32. Respondents had multiple choice options for each question, with the opportunity to add comments and details.

65. On relevance of gender design features, data indicates that considerable effort has been made by executing agencies to include explicit gender-responsive design features in the overall design. Of the 32 respondents, 26 indicated that they had developed a gender strategy and GAP. In the comments section, about a fourth of the 26 respondents linked their project strategy with upstream country gender policy, while others elaborated on-going downstream activities. Further, 20 respondents indicated that gender inclusive consultations, mobilization, and participation of local communities were undertaken, which informed project activities.

66. On effectiveness of gender design features, 17 of the 32 respondents indicated that systematic monitoring of gender is being undertaken and sex-disaggregated baseline for projects activities were available. Of the 32 respondents, 6 indicated that monitoring was being done by external consultants. Gender activities were self-assessed as off track by 13 of the 32 respondents, who rated related efforts only partly successful. Despite this, 26 of the 29 respondents indicated that project activities are resulting in changes in the region.

67. As regards efficiency in implementation, only 8 of the 29 respondents indicated that a separate budget has been earmarked for financial and staffing resources for gender, while 16 of 29 respondents noted that although no separate budget exists for gender, adequate resources are available for them to plan and manage gender activities. A further 4 of 29 indicated that a shortage of resources has led to a change of scope for gender activities. On availability and use of sex-disaggregated data, 4 out of 29 projects noted that no such data exists for outputs.

68. For sustainability, 18 out of 27 respondents indicated that gender-responsive design features are in demand and have been replicated or scaled up. Of the 27 respondents, 15 noted that staff members in charge of gender activities are regular government staff within line departments. Lastly, two areas of support requested by executing agencies from ADB were dissemination of more sector-specific information on good practice for gender issues, and more engagement for gender-related activities in the country.

69. Responses suggest project-specific reasons for success in terms of GAD efforts, factors that might have reduced success levels and how they were dealt with, and particular structural and institutional characteristics of the country that may have contributed to success or worked against it.

IV. OVERALL ASSESSMENT, KEY ISSUES, AND RECOMMENDATIONS

70. This chapter presents an overall assessment and key findings, lessons, issues, implications, and recommendations for ADB management to consider. The evaluation study rated the selected projects following the four core evaluation criteria and respective weighting (relevance [20%], effectiveness [30%], efficiency [30%] and sustainability [20%]) consistent with IED evaluation criteria for project performance. Further details on evaluation framework and method are presented in Appendix 1 and the results are discussed in this chapter.

A. Overall Assessment and Key Findings

71. The preparation of CGAs in the six selected countries has for the most part helped to inform subsequent country strategies, but with varied degrees of success. ADB's operational documents have also incorporated many of the government GAD priorities over the evaluation period. The contribution of other gender-related analytical work, particularly through ADB's economic sector and thematic work, has been minimal, with the exception of a few poverty assessments that have also covered gender issues. Evidence is weak on the extent to which CGAs have been used systematically for sector priorities and project design.

72. The ratings of the evaluation study on the overall success of the sample projects with respect to gender mainstreaming are reported in Table 7. About 51% of the sample projects were rated *successful* or higher in GAD related performance. In terms of sectors, the projects in the core sectors of water supply and sanitation, education, and multisector had higher success rates in gender mainstreaming, when compared to transport, and energy.²² It is to be noted that all the four projects in finance sector were microfinance projects; three were partly successful, while one was successful. In the non-core/other sectors, the 14 projects within agriculture and natural resources management had the highest success rates, while the 4 projects within health and social protection were found performing at lower levels than expected.

Table 7: Overall Ratings by Country, Core Status, and Gender Category

Country	Rating				Total
	Highly Successful	Successful	Partly Successful	Unsuccessful	
Bangladesh	0	8	2	0	10
Indonesia	0	2	2	0	4
Lao PDR	0	4	6	1	11
Nepal	0	6	3	1	10
Pakistan	0	4	7	0	11
PNG	1	3	5	0	9
Total	1	27	25	2	55
Strategy 2020 Sectors					
Core	0	12	14	2	28
Noncore	1	15	11	0	27
By Gender Category					
Category I	0	17	8	0	25
Category II	0	8	12	0	20
Category III	1	1	5	2	9
Category IV	0	1	0	0	1

Lao PDR = Lao People's Democratic Republic, PNG = Papua New Guinea.

Source: Independent Evaluation Department Team.

73. In terms of year of approval, 54% of the 35 projects that were approved between 1998 and 2003 were rated *successful* or higher, whereas 45% of the 20 projects that were approved between 2004 and 2009 were similarly rated. In terms of funding source, 41 of the 55 selected projects were ADF, 4 were OCR, and 10 were blend. Although the OCR projects had higher success rates, the small sample means that it is not possible to draw meaningful conclusions with respect to this variable. See Appendix 3 for further details on overall ratings of projects by sector, year of approval, and funding source.

74. About 73% of sample projects were rated GAD *relevant* with another 9% rated *highly relevant* (as against the expectation of 100%, as they were mostly Category I and II projects).

²² The definition of core and noncore sectors follows Strategy 2020 classifications.

The observed shortfall in relevance in the case of the remaining 18% of the sample projects was largely due to the lack of full consistency between CGA, CPS, and ensuing projects. Only about 40% of the sample projects were rated *effective* and 4% *highly effective* in achieving (or likely to achieve) intended gender outcomes. The remaining 49% were rated only *less effective* and 7% *ineffective*. This indicates poor performance of the sample projects, where 45 out of 55 were Category I and II. About one third of the projects were rated *efficient* from a GAD perspective. Just under half of the sample projects were rated *sustainable*, with the remainder as *less likely sustainable* in terms of continuity of GAD outcomes.

75. Of the four questions under the relevance assessment criterion, the sample projects received the lowest score for the question on how well findings of the project gender analysis (or the gender focus of social analysis) were reflected in the project (average score of 1.66 out of a maximum score of 3). For the effectiveness assessment criterion, the projects received the lowest score for the question on to what extent gender-related outcomes and/or outputs included in the DMF, with associated targets and indicators (average score of 1.50 out of a maximum score of 3). On the efficiency criterion, the sample projects received the lowest score for the question on whether the GAP provided a suitable foundation for monitoring implementation of gender-related activities (average score of 0.87 out of a maximum score of 3). Finally, for the sustainability assessment criterion, the selected projects received the lowest score for the question if the project contributed to build country institutional capacity to address gender issues in the project or the sector (average score of 1.38 out of a maximum score of 3).

76. The sample projects which are the focus of this study were approved during 1998–2009, that is, prior to the recent work undertaken to tighten the guidance for gender categorization of projects, and prior to the introduction of the new streamlined business procedures.²³ These changes represent both an opportunity and a challenge for gender mainstreaming. The opportunity is that the ways in which projects now need to pay attention to gender are much clearer for project mission leaders and management. The challenge is that the streamlined procedures, which call for shorter and more focused RRP and DMFs, may mean that the space devoted to addressing the gender dimensions of projects is even more constrained, with such information limited to linked annexed documents. Capturing the benefits of streamlined business procedures without losing focus on the gender dimensions of projects will be a particularly important task for ADB.

77. Tables 8 and 9 present overall success ratings for the sample projects in terms of ADB's GAD categories and Strategy 2020 core and noncore and/or other sectors respectively. Of the 20 Category I and II projects in core sectors, 50% were rated *successful* or higher, whereas of the 25 Category I and II projects in noncore and/or other sectors, 60% were rated *successful* or higher, with the remainder being rated *partly successful* or lower. This underscores the importance of focusing efforts around Category I and II projects and maximizing gender outcomes.

²³ The work of the Technical Working Group, New Streamlined Business Procedures (2010), and amendments to Operations Manual approved on 23 November 2010.

Table 8: Summary of Overall Ratings for Selected Projects in Core Sectors
(by Category)

Category	Rating			Unsuccessful	Total
	Highly Successful	Successful	Partly Successful		
Category I	0	8	5	0	13
Category II	0	2	5	0	7
Category III	0	1	4	2	7
Category IV	0	1	0	0	1
Total	0	12	14	2	28

Source: Independent Evaluation Department Team.

78. Of the 10 Category III and IV projects, in core and noncore and/or other sectors, 30% were rated *successful* or higher and the only *highly successful* project in the sample from a gender mainstreaming point of view was in Category III. Hence, it would be incorrect to assume that Category III and IV projects were not amenable to gender mainstreaming. It is important to reduce missed opportunities which may happen due to unforeseen reasons or changes during the implementation, and also consider taking into account indirect gender benefits from core sectors (mainly Category III and IV) to which the bulk of ADB assistance was provided and likely to continue so under Strategy 2020.

Table 9: Summary of Overall Ratings for Selected Projects in Noncore and/or Other Sectors
(by Category)

Category	Rating			Unsuccessful	Total
	Highly Successful	Successful	Partly Successful		
Category I	0	9	3	0	12
Category II	0	6	7	0	13
Category III	1	0	1	0	2
Category IV	0	0	0	0	0
Total	1	15	11	0	27

Source: Independent Evaluation Department Team.

79. Institutional priorities also offer potentially mixed messages for gender mainstreaming. The focus on a 40% target for Category I and II projects by 2012 undoubtedly channels mission leaders and management attention to the task of gender mainstreaming. Staff members in headquarters and resident missions were unanimous in pointing out the positive effect of having this corporate target. At the same time, the recent strategic move toward core sectors could be seen to offer a potentially less favorable climate for gender mainstreaming than is offered by noncore and/or other sector projects. This observation is borne out by the sectoral review of the sample projects, where much of the good practice and performance is with what are now noncore and/or other sectors, notably agriculture and natural resources management, and health and social protection, as well as in the core sectors of education and water supply and other municipal infrastructure and services (Table 10). Of the 28 projects rated *successful* or higher, 10 are in the agriculture and natural resources management sector, and another 6 are in the water supply and other municipal infrastructure services sector. These sectors, along with projects in education and health, comprise around 77% of all successful projects. No projects are rated *successful* or higher in the energy sector, though the sample is very small.

Table 10: Overall Ratings by Strategy 2020 Core and Noncore and/or Other Sectors

Sector	Rating				Total
	Highly Successful	Successful	Partly Successful	Unsuccessful	
Core	0	12	14	2	28
WSMI	0	6	4	0	10
TRP	0	2	4	1	7
EDU	0	2	2	0	4
FIN	0	1	3	0	4
MUL	0	1	1	0	2
EGY	0	0	0	1	1
Noncore and/or Other	1	15	11	0	27
ANR	0	10	4	0	14
PSM	0	3	4	0	7
HSP	1	1	2	0	4
IND	0	1	1	0	2
Total	1	27	25	2	55

ANR = agriculture and natural resources management, EDU = education, EGY = energy, FIN = finance, HSP = health and social protection, IND = industry and trade, MUL = multisector, PSM = public sector management, TRP = transport and information and communications technologies, WSMI = water supply and other municipal infrastructure and services.

Source: Independent Evaluation Department Team.

80. Since it has been easier in the past to mainstream gender in noncore activities, it is understandable that the gender results obtained in the noncore and/or other sectors are somewhat better than in the core sectors. Overall, 43% of core operations, compared with 59% of noncore operations, are rated *successful* or higher.

81. The focus on core sectors reinforces the point made by the report of the Technical Working Group on gender mainstreaming that changes in the composition of the portfolio constitute a particular challenge for gender mainstreaming in ADB's projects.²⁴ One response to this is to think differently about the composition of the pipeline of projects in the core sectors. With advance planning, and supported by much stronger sector- and project-specific analysis, it is possible to design projects in these core sectors in ways that maximize the opportunity for effective gender mainstreaming or capture indirect gender benefits. These include focusing on the different ways in which men and women need and use infrastructure services, as a function of their different roles and responsibilities; paying greater attention to household dynamics, especially as these relate to ability and willingness to pay for infrastructure services; and greater pro-activity in facilitating gender-inclusive participation in prioritizing, conceptualizing, and designing projects.

B. Key Lessons

82. **Several specific factors contribute to successful gender mainstreaming.** These include the following: (i) projects are more successful when coherence is strong between upstream planning and downstream project design and implementation; (ii) the existence of sound and project-specific gender analysis strengthens the responsiveness of the operation, and provides a foundation for assessing potential and actual impacts; (iii) project documents which pay explicit attention to gender-related baselines, targets, indicators, outputs and outcomes provide the necessary foundation for monitoring progress; (iv) provision of resources to implement gender-focused design features, with particular importance given to ensuring adequate provision of expertise for sufficient duration, is critical to both successful design and

²⁴ ADB. 2010. *Gender Mainstreaming in ADB Projects. Report of the Technical Working Group.* Manila.

effective implementation; and (v) capacity development of executing and implementing agencies and others responsible for project implementation to address gender-related issues in the sector and project pays dividends in terms of effective implementation of gender-related design features. An example is the Local Government Engineering Department in Bangladesh, though, even here, significant capacity limitations were brought out during the in-country consultations.

83. Gender mainstreaming involves many actors, and opportunities to build and strengthen partnerships exist. The consultations with stakeholders, and notably development partners and CSOs, confirm that the different actors involved gender mainstreaming projects, bring important insights, experience, and perspectives to bear. Strengthening consultations and participation throughout the project cycle, and working with development partners and CSOs to improve coordination and collaboration around key issues, is an important element of strengthening country and project gender mainstreaming.

84. Quality of project implementation and operation is fundamental in achieving intended gender outcomes. The study indicates that the success rate in terms of GAD results of the sample is modest. The intended gender results were achieved in only about half of the sample projects. The evidence was not overwhelming even in the case of Category I and II projects. There is ample room for improving GAD results by strengthening monitoring and evaluation of GAD projects during their implementation and operation in addition to ensuring high quality at their entry.

C. Key Issues

85. Gender capacities of executing agencies are limited. A recurring theme across all country cases is that the country capacity to address gender issues in projects is often limited. This applies to both executing and implementing agencies responsible for project implementation in the country. A point voiced by several executing agencies was that capacity is often provided for project preparation, but not to support implementation. Where gender-focused expertise is provided under a project, this is often for a very limited time and scope. In such circumstances, it is unlikely that high-quality expertise can be attracted to these projects, which has implications for the ability of the executing agencies to carry out the project's gender-focused tasks. The issue of capacity is compounded, in some cases, by the fact that some projects combine multidimensional activities, such as where an infrastructure unit is providing support aimed at developing women's business skills. This not only stretches executing and implementing agencies capacity beyond their range of competencies, but it complicates the task of implementing the project.

86. Gender capacity issues within ADB also need to be addressed. The study confirms that the presence of gender staff in the resident missions has a clear positive impact on the effectiveness with which gender is mainstreamed into projects. However, the case studies also indicate that it is not possible for one person to cover all projects in detail, necessitating the need for a consultative process between resident missions and sector and/or operational staff to improve ownership. This is an issue that can be expected to come into sharper focus as ADB expands its lending portfolio substantially, following ADB's general capital increase. Enabling sector teams to take greater responsibility for gender mainstreaming in their operations will need to be a key objective of ADB's gender mainstreaming work in future. This in turn has implications for how ADB supports and sustains gender mainstreaming in projects.

87. Use of gender analysis is limited. While poverty, social, and/or gender analysis is undertaken for most projects, this study finds that the analysis is often quite weak, including in

Category I and II projects. The analysis is not specifically related to the sector or the project, and often does not provide sufficient foundation to inform project design. Sometimes, gender analysis is good and is relevant to the country and the sector, if not to the details of some projects, as is the case in many CGAs and RGAs, but this is not used to inform project design. Findings of these analyses must be presented in ways that are more immediately useful to policy makers and project planners. Project documents rarely incorporate a gender analytical perspective in discussing sector or project issues. Where gender is referred to, this is usually in the summary poverty reduction and social strategy (SPRSS) section of the RRP, not in the 'sector issues' section. Gender analysis, where it is referenced to at all, is largely generic. This is an important missed opportunity for gender to inform the project design, especially as more analysis is available (including in CGAs and similar country gender analyses done by other partners) than is reflected in the documents.

88. Use of ADB instruments and procedures in capturing gender dimensions of operations is weak. The gender assessment exercise conducted for the sample projects in this study identified the limits of ADB's systems and project documentation in capturing gender-related elements and performance of projects. Frequently, RRPs make little reference to gender issues, the analysis contained in the SPRSS is often generic and not specifically related to the sector or the project, and the DMF rarely contains gender-specific outcomes or even outputs. In such instances, performance with respect to gender-focused elements is rarely identified or reported on during supervision or post-project evaluation. Ensuring that project documents, particularly for Category I and II projects, capture gender elements is likely to be a greater challenge in the context of the new streamlined business procedures.

D. Implications for Gender Mainstreaming and Maximizing Gender Outcomes

89. Gender capacity development. ADB's gender mainstreaming work needs greater participation and collaboration between headquarters-based gender specialists, resident mission-based gender staff, and sector and/or operational staff for gender mainstreaming, including in preparing and monitoring GAPs. This could be supported through (i) systematically integrating capacity needs assessments of executing agencies into project preparation work, (ii) incorporating capacity building activities into more projects, aimed at enabling executing agencies to design and effectively implement gender-related activities throughout the project cycle, (iii) improving the quality and impact of project-provided gender expertise in conjunction with the overall project implementation period; and (iv) building ADB (headquarters- and resident mission-based) sector technical capacity to address gender in project design and supervision.

90. Gender analysis informing project design. Better and more focused gender analysis specific to sectors and projects that also reflects socio-cultural factors is needed to inform project design. This could be supported through (i) commissioning, or drawing upon when available, sector- and project-specific analysis of gender issues, focusing in particular on gender differences in roles and responsibilities, and in obstacles and constraints affecting men's and women's ability to participate in and benefit from the project; (ii) ensuring that project documents utilize available sector- and project-specific analysis of gender issues to inform design—ideally, this would not be limited to a gender section in the SPRSS in each RRP; (iii) strengthening coherence between upstream country analysis and programming and downstream project identification and priorities, with the aim of incorporating gender analysis findings into country strategy and programs; and (iv) supporting in-country processes aimed at strengthening the integration of gender analysis into sector strategies and operational priorities. Given the importance of the CGA as a core instrument of ADB's gender policy, consideration could be

given to conducting an ADB-wide evaluation of CGAs, focusing on their quality, operational relevance, and ways in which they are used to inform policy dialogue and project design.

91. Improving the use of ADB project documents to capture gender dimensions of projects. Facilitating more effective use of ADB project documents and instruments to capture gender design features, and to strengthen monitoring and reporting of gender results will be an important feature of ADB's mainstreaming effort. This could be supported through (i) ensuring systematic sex-disaggregation of data in formulating project baselines, targets, and indicators; (ii) strengthening the use of the GAP, and clarifying institutional responsibilities for GAP preparation and monitoring; (iii) improving the integration of gender into the RRP, by incorporating GAP outcomes and outputs into the DMF and integrating relevant gender analysis into the discussion of sector issues; (iv) requiring project performance reports (PPRs) to report on GAP implementation; (v) ensuring consistency in presentation of information in PCRs and project performance evaluation reports on how GAPs were implemented and gender results achieved; and (vi) giving consideration to promoting shared responsibility between sector and/or operational staff and social and/or gender staff.

92. Review of gender categorization of projects during implementation. The gender categorization system works reasonably well, and provides a good foundation and template for integrating gender into operations. With improved clarity in the requirements for classification of operations, more rigorous attention is likely to be paid to gender at key stages of the project cycle. Yet, as shown in projects in Bangladesh, Lao PDR, and PNG greater flexibility is needed to reclassify projects if important changes in gender focus have taken place during implementation. The progress made in strengthening the project categorization system can be supported by (i) reinforcing the role of the Regional and Sustainable Development Department in quality assurance of project gender categorization; (ii) developing sector-specific guidelines to include gender issues, and ensuring that such guidelines are prepared as a priority for core sector operations; (iii) instituting a mechanism to allow flexibility for confirming categorization of projects during implementation or taking corrective measures, taking into account of changes (positive and negative) in the gender orientation and likelihood of achieving intended gender outcomes by the project; and (iv) clarifying thresholds for classification between Category II and Category III, with a view to ensuring appropriate rigor in determining Category II, and capturing adjustments to enable Category III projects to be classified as Category II.

93. Country engagement. Continued engagement in DMCs is required to stimulate demand and to move gender as a development partner as well as a DMC-driven agenda. ADB can support this through (i) engaging more fully with local gender-related network and working groups that provide opportunities to exchange ideas, and project experience in gender mainstreaming; (ii) developing and or strengthening shared understandings of gender issues in DMCs and common approaches to addressing them, including in new and complex areas such as trafficking, HIV, climate change, and disaster and risk management; and (iii) working with partners to develop, in collaboration with government and civil society counterparts, approaches to tackling economic issues, including microfinance, private sector development and entrepreneurship, land tenure and rights, and approaches towards promoting women's empowerment as called for in Millennium Development Goal 3 on gender equality.

94. Increased awareness of gender equality in recent years. ADB started reporting on gender mainstreaming targets in its corporate results framework of Strategy 2020. The Development Effectiveness Review, an annual performance report, brought this further and intensified awareness building, to ensure that gender mainstreaming targets are achieved for 2012 and also contribute to achievement of the Millennium Development Goals by DMCs. It is

essential to build upon this increased awareness and further mainstream gender issues in all ADB business processes and in its corporate management. An effective adoption of the recently revised operations manual (OM Section C2 and C3) can address these issues.

E. Recommendations for Consideration by ADB Management

95. The Phase I study (2009) had three recommendations on the overall relevance of the Policy and ADB's response to the Policy which were agreed by Management for implementation. The first recommendation was 'Improve outcome orientation of gender and development (GAD) goals and their monitoring and evaluation by: (i) Defining expected outcomes from gender mainstreaming and setting targets for outcomes; (ii) Explicitly including baseline gender data in all gender assessments and DMFs as well as GAD targets particularly on outcomes in DMFs; (iii) Including reporting on GAD-related achievements (outputs, outcomes) in monitoring and evaluation activities and related reports (such as PPRs, PCR, project performance evaluation reports, sector and country assistance program evaluations)." The draft Management Action Response states that this recommendation (i) has been fully adopted as 2010 report and recommendations of the president explicitly included gender targets and outputs for Category I and II projects in the DMF, and (ii) and (iii) will be achieved by 2012, which will include revisions in PAM and other reporting templates. IED also has started ensuring assessment on gender impact in its evaluation studies.

96. The second recommendation was "Provide clarity to operationalize gender and development goals in ADB operations in the context of Strategy 2020 by: (i) clarifying and examining approaches and targets to adopt, given the realities of sector orientation in the Strategy 2020 and gender capacity constraints faced by operations departments, in order to achieve the intended objectives of gender mainstreaming; and (ii) defining the approaches for gender mainstreaming in private sector operations/nonsovereign operations, large infrastructure development and policy-based operations, and provide specific directions to staff." Management has indicated in its draft MAR that the Technical Working Group on Gender Mainstreaming in ADB Operations will issue guidelines on gender mainstreaming categories in ADB Operations to clarify criteria; Regional and Sustainable Development Department (RSDD) and Private Sector Operations Department (PSOD) will develop an approach paper for gender mainstreaming in private sector operations; RSDD will develop gender checklist for large infrastructure projects, and policy-based operations, all to be accomplished by end 2011. Progress thus far include the Technical Working Group on Gender Mainstreaming in ADB Operations was constituted that clarified and issued guidelines in February 2010 for the fourfold gender categories. An approach paper is being prepared for gender mainstreaming in private sector operations, while gender checklists are being prepared for large infrastructure development projects and policy-based lending.

97. The third recommendation was "Provide adequate financial and human resources to support policy implementation by: (i) Following the actions in recommendations 1 and 2 of the report, assessing and ensuring adequate staffing and skill levels at headquarters and resident missions required for effectively implementing the Policy; and (ii) Recognizing best performing project teams and/or departments in achieving gender mainstreaming and gender outcomes." ADB Management has responded favorably to this and has strengthened staff expansion for GAD through the provision of nine new positions in 2010 and a dedicated Senior Advisor for GAD as part of its 2009 three-year workforce plan. Additional 12 positions are being planned to further strengthen gender and social development in 2011–2013 and has also been reported in the recently approved work program and budget framework for 2011–2013. Further RSDD, through the Gender Equity Community of Practice, is also in the process of constituting an

award scheme for best performing teams for gender for 2011. In addition, amendments to Operations Manual in line with the new streamlined business processes has been approved on 23 November 2010

98. The Phase II study (2010) puts forward three recommendations, which are aimed at further deepening of the outcome orientation of the implementation of ADB's Policy on GAD and maximize gender-related achievements in DMCs, for consideration by ADB Management,

99. The first recommendation focuses on the need to improve preparation and use of gender analysis, at both the country programming level, and also the sector and/or project level. Evidence shows lesser success having been achieved on the extent to which gender issues have been incorporated in the preparation of the country partnership strategies, including the availability, quality, and use of CGAs and country gender strategies for priority sector road maps and results frameworks. A review of the existing workflow process for this would be a logical point to start to ensure standardization of processes to track and report progress. There is a need to strengthen coherence between upstream country analysis and programming and downstream project identification, and priorities on gender.

100. The second recommendation aims to improve the tracking of genders results in ADB's project performance monitoring systems. The emphasis here is to not view this as an add-on function, but internalize this in ADB's project performance management approach and project processing portfolio management information systems. It is imperative that quality assurance mechanisms are put in place to ensure links between DMFs and GAPs during project design, PPRs and GAPs during project implementation, and PCRs and GAPs at project completion to maximize reporting on gender results. Flexibility on the fourfold categorization process while retaining its present rigor at entry is recommended at the mid-term review point, to factor significant gender benefits of Category III projects and reduce missed opportunities.

101. The third recommendation focuses on the need for ADB to increase synergy with development partners, non-government, and civil society organizations at the country level, to strengthen gender capacity development of executing and implementing agencies, improve information sharing on what has worked and what has not worked on gender-responsive design features of projects, and systematically promote policy discussions and joint analytical work on gender. This recommendation will address the feedback from stakeholders and development partners in the case study countries who perceived that ADB operations could do more collaboration with development partners in gender-related assistance activities (see recommendations box in the executive summary).

EVALUATION CONTEXT, FRAMEWORK, METHOD, AND DATA

A. Evaluation Context

1. **Overall approach.** The Asian Development Bank (ADB) approved the policy on gender and development (GAD) in May 1998. ADB's commitment to mainstreaming GAD was enhanced in 2008 with the adoption of its long-term strategic framework (Strategy 2020),¹ which includes gender equity as one of the five drivers of change. These key policy and strategy documents and the attempts to operationalize their measures provide the context for the special evaluation study (SES) of ADB's support to GAD in 1998–2009. The SES was carried out in two phases: (i) headquarters-based (Phase I), and (ii) field based (Phase II). Phase I assessed the relevance of the GAD policy and ADB's broader corporate response to the policy, and was completed in December 2009. The Development Effectiveness Committee of the ADB Board of Directors discussed the report in February 2010.

2. **Phase I—Evaluation Framework.** The study assessed the implementation of ADB's GAD policy based on three evaluation criteria: (i) relevance, (ii) responsiveness, and (iii) results. It identified strategic actions to improve the effectiveness of policy implementation in the changing context defined by Strategy 2020. Findings were based on the review of reports and documents available at ADB headquarters such as report and recommendations of the President (RRPs), project implementation review reports, project and technical assistance (TA) completion reports, and independent evaluation studies.

3. **Key Findings and Ratings.** The Phase I study assessed ADB's GAD policy to be *relevant* at the time of its approval, and *relevant* to ADB's current operations and the challenges of developing member countries (DMCs). The study noted that the majority of the poor in the region, including most of the absolute poor, are women and that women comprise the largest group of those excluded from the benefits of economic expansion in Asia and the Pacific. Indicators such as the gender-related development index, adult female literacy, and enrolment in primary, secondary, and tertiary education in 1998–2007, show that DMCs have made progress in gender equality and women's empowerment since ADB's GAD policy came into effect. Yet significant gender disparities persist today, which makes the continued focus on GAD, a strategic imperative for ADB. Changes in ADB's operational priorities over the last 5 years (including greater focus on infrastructure) have complicated the task of applying GAD policy. Strategy 2020 emphasizes five core sectors, which are intended to account for 80% of ADB's annual assistance; however, implementation of the policy in many of these sectors is limited (with the exception of education, selected rural infrastructure, and microfinance components of financial sector operations). Also, the results framework sets input targets, and they do not address outcomes of GAD policy or the emphasis of Strategy 2020. Hence, the Phase I study concluded that a shift is needed from the input and process orientation of existing approaches toward a more outcome-oriented approach in the implementation of GAD policy.

4. The phase I study assessed ADB's responsiveness to GAD policy to be *modest*, especially with the decline in the share of gender-oriented projects after 2003, and the difficulty of demonstrating gender mainstreaming and/or gender benefits in a large part of its operations—infrastructure, policy-based lending, regional cooperation and integration, and private sector and nonsovereign operations. ADB's response to some elements of previous reviews and evaluations was poor (e.g., policy dialogue to remove structural barriers to gender

¹ ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila.

and development in DMCs). Operational responsiveness was good in the first half of the SES review period, as 46.8% of all projects were in Category I or Category II by 2003, up from 17.6% in 1998. However, since then, the number of Category I and Category II projects has steadily declined to 23.4% in 2008. The external responsiveness shows willingness of development partners to contribute to the Gender and Development Cooperation Fund and the External Forum on Gender.

5. The results, based on the relatively small number of completed GAD projects, were assessed *likely modest*. Phase I study concluded that gender has not been wholly mainstreamed throughout ADB's activities. Successes have tended to be focused on education, health, agriculture, water supply sectors, and microfinance projects. The most successful modalities in achieving positive gender results were project loans and sector development programs, with program loans showing the least gender-focused achievements. Data also appear to indicate a declining trend in gender achievements since 2003, although this may, in part, be the result of having a larger number of program loans in the portfolio in later years.

6. **Recommendations.** Phase I study provided three recommendations to improve the effectiveness of GAD policy implementation:

- (i) Improve outcome orientation of GAD goals and their monitoring and evaluation. Expected outcomes from gender mainstreaming need to be defined and a shift needs to be made away from the present input- and process-based implementation. Baseline gender data and GAD outcome targets need to be included in all gender assessments and design and monitoring frameworks. Also, reporting of GAD-related achievements in standard monitoring and evaluation reports needs to be strengthened.
- (ii) Provide clarity on operationalizing GAD goals in ADB operations, in the context of Strategy 2020. It is imperative to clarify approaches and targets—especially for private sector/nonsovereign operations, and large infrastructure development and policy-based loans—and provide specific directions to staff.
- (iii) Ensure adequate financial and human resources to support GAD policy implementation. Adequate staffing and skills levels must be ensured to effectively implement GAD policy. The best performing project teams and departments must be recognized.

7. **Main messages from Development Effectiveness Committee discussions.** The main messages that emerged from the Development Effectiveness Committee discussion on the study included (i) mainstreaming continues to be a critical strategy to promote gender equity throughout ADB's operations in DMCs; (ii) given the mainstreaming target of 40% of all sovereign projects (by number) in 2012, the number of projects that will have gender issues mainstreamed at entry can be improved; (iii) although some projects may be neutral with reference to GAD results, gender issues should be tailored into most project designs; (iv) even for large infrastructure projects, such as highways, designing a few feeder roads with gender issues mainstreamed could help in achieving the target; (v) ADB needs to go beyond mainstreaming of gender issues at entry to monitoring GAD outcomes on a sample basis, as recommended by the Independent Evaluation Department (IED); and (vi) improvements must be made in the classification of projects into four categories, and the categorization process must be examined in-depth to avoid the risk of projects being placed in Category III or even Category IV.² Some members suggested that the Phase II study could look at gender benefits

² ADB. 2010. *Development Effectiveness Committee: Chair's Summary of the Committee Discussion on 23 February 2010*. Manila.

of large infrastructure projects and how other multilateral development banks address gender issues in their private sector/nonsovereign operations.

B. Selection of Case Study Countries

8. Selection of the six DMCs was based primarily on the number of completed Category I and II projects, as of December 2009 (Table A1.1). Other factors that influenced country selection included the need to ensure balance across regional departments and to maximize learning potential from gender-focused results. The selected countries were Pakistan (Central and West Asia Department), Bangladesh and Nepal (South Asia Department), Indonesia and Lao People's Democratic Republic (Lao PDR) (Southeast Asia Department), and Papua New Guinea (PNG) (Pacific Department).³ PNG was selected over Cambodia so as to have greater regional balance, as Indonesia and Lao PDR from the Southeast Asia Department were already included.

9. These six countries account for 29 out of 40 gender-focused projects (Category I and II) that were completed, as of 31 December 2009. Of these completed projects, 14 are Category I and 15 Category II projects, of which 19 were considered to have major or moderate gender achievements by IED's Phase I study. Of the six selected countries, Lao PDR and PNG were not covered by the rapid gender assessment studies undertaken in 2005 and 2009.

Table A1.1: Number of Completed Category I and II Gender Projects, 1998–2009, and Rapid Gender Assessments

Country	Regional Department	Category I Projects	Category II Projects	Total	Covered by Rapid Gender Assessments
Bangladesh	SARD	2	1	3	Yes
Bhutan	SARD	0	1	1	No
Cambodia	SERD	0	3	3	Yes
Indonesia	SERD	0	5	5	Yes
Lao PDR	SERD	1	2	3	No
Marshall Islands	PARD	0	1	1	No
Nepal	SARD	2	2	4	Yes
Pakistan	CWRD	8	4	12	Yes
Philippines	SERD	1	0	1	No
PNG	PARD	1	1	2	No
Tajikistan	CWRD	1	0	1	No
Thailand	SERD	0	1	1	No
Tonga	PARD	0	1	1	No
Viet Nam	SERD	1	1	2	Yes
Total		17	23	40	

CWRD = Central and West Asia Department, Lao PRD = Lao People's Democratic Republic, PARD = Pacific Department, PNG = Papua New Guinea, SARD = South Asia Department, SERD = Southeast Asia Department.

Sources: Database of ADB's Support to Gender and Development, Phase 1: Relevance, Responsiveness, and Results to Date; ADB gender website for Category III projects; List of Approved 2009 Projects.

10. The phase I study was piloted through an IED mission in May 2010 to PNG. The approach involved five key steps: (i) desk review of available documentation, including project-

³ Pakistan is one of the six DMCs originally selected for this Phase II SES. However, in view of the catastrophic floods in the country in August 2010, and the deployment of ADB and other partners' resources to developing an appropriate emergency response, no in-country consultations were possible and preparation of this case study has been delayed. This report therefore only includes those elements not requiring in-country consultations, i.e., desk reviews of country policies and programs, and assessment of selected projects through gender-specific thresholds applied to the standard IED evaluation criteria (Appendix 1, Section C).

and country-focused materials and preparation of draft assessment sheets; (ii) interviews with headquarters-based GAD specialists and resident mission-based GAD staff; (iii) based on the preceding steps, purposive selection of projects for in-depth assessment; (iv) in-country consultations with stakeholders—executing and implementing agencies of selected projects, central government agencies, ADB resident mission staff involved in supervising these operations, and key development partners and civil society organizations involved in gender-focused work—along with site visits to some of the selected projects; and (v) in-depth assessment of the selected projects through finalization of assessment sheets, incorporation of the findings from the in-country consultations and site visits, and rating of the gender design features of these projects according to IED's standard evaluation criteria: relevance, effectiveness in achieving gender-related outputs and outcomes, efficiency in implementation, and sustainability of gender outcomes.

11. In addition, an electronic survey was conducted in the six selected countries, aimed at supplementing the information obtained from the desk reviews and from the in-country consultations.

C. Evaluation Approach

12. **Desk review of country and project materials.** The desk review comprised two principal activities. The first involved assessing country GAD performance, as shown in the United Nations' and Millennium Development Goals' statistics, and other aggregated data sources; and country GAD priorities, as articulated in national gender strategies or plans. The second involved reviewing ADB gender-focused documents, including country gender assessments. This review process helped to provide a broader context, specific to each country, within which to assess progress in gender mainstreaming, and a basis for determining the extent to which the country gender assessments prepared by ADB were appropriately aligned with country diagnostics and policies. The review also provided a foundation for the selection of projects and the in-depth assessment.

13. **Interviews with headquarters-based GAD specialists and resident mission-based GAD staff.** Consultations were undertaken with headquarters-based GAD specialists. These sessions enabled the evaluation team to receive inputs on the country context and GAD portfolio. The sessions were based on a predetermined set of 10 questions. Inputs were received on different case studies that have been developed or are being planned in the near term by ADB regional departments. Following this, an e-mail discussion was also undertaken with the resident mission-based GAD staff. Inputs were received on the projects that could be selected for assessment, as well as those projects that could be targeted for field visits. Individual country case studies include the schedule of key interviews conducted as part of Phase II study, along with the key points raised.

14. **Selection of projects for in-depth assessment.** In each country, specific projects were identified for more in-depth assessment. The field studies aimed to include, in each country, five in-depth assessments of gender activities—at least two investment loans, of which one was active (especially those that completed their mid-term review), at least one gender-related TA activity (either advisory technical assistance [ADTA] or regional technical assistance [RETA]), and up to two gender activities supported by Japan Fund for Poverty Reduction (JFPR) grants. Selection of the investment loans was based on the following factors: (i) completed projects should have a higher overall performance rating; (ii) completed gender projects should have a higher gender achievement rating as assessed by the phase I study; and (iii) some projects selected should be from Strategy 2020 core sectors.

15. Selection of the nonlending TA was done with the aim of assessing, where possible, the extent to which the Gender and Development Cooperation Fund and other TA-funded activities have influenced the design and implementation of GAD lending and nonlending work in the country. Appendix 4 contains ADTA, RETA, and JFPR activities for the six selected countries. The individual country case studies (supplementary appendixes) contain further details of all operations in these countries.

16. **Organization of in-country consultations.** Following the desk review and building on interviews with headquarters-based gender specialists, country missions organized site visits and interviews with project stakeholders—project beneficiaries, government officials in executing agencies, civil society organizations, and development partners.⁴ The approach was piloted in PNG. Consultations were held with respective ADB country directors, sector specialists, project mission leaders, and resident mission-based gender staff, with a view to identifying measures that have been, or could be, taken by ADB to help ensure positive GAD outcomes, and to strengthen the sustainability and replicability of GAD achievements.

17. **In-depth review of selected projects.** The in-depth review of selected projects was undertaken in three steps. First, to support the review process, and building on the documentation review already undertaken, performance assessment sheets were prepared for the gender design features of each of the selected projects. Information for these assessment sheets was obtained from upstream country strategy and program documents, report and recommendation of the President, project performance reports (for active projects), project completion reports (PCRs), and project performance evaluation reports, in addition to sector and country evaluations from 1998 to 2009. Second, the selected projects were the focus of in-country consultations with stakeholders and site visits with executing agencies and project beneficiaries. The findings of these consultations are incorporated into the project assessments, as reported in greater detail in the individual country case studies (supplementary appendixes). Third, as called for in the evaluation approach paper and building on the two preceding steps, the gender design features of the selected projects were rated through IED's standard evaluation criteria.

18. **Electronic Survey.** An electronic survey was sent to 82 executing agencies of ADB-supported GAD Category I and II projects that completed their mid-term review, as of December 2009. During the evaluation period of 1998–2009, a total of 242 GAD Category I and II projects were implemented. Of this, 40 were completed projects with PCRs, as of December 2009. The response to the electronic survey is summarized in Table A1.2.

Table A1.2: Electronic Survey Response Statistics

Item	Number of respondents (%)
Invited to participate in the electronic survey	82
Survey respondents (complete response) ^a	26 (31.7%)
Survey respondents (total)	32 (39.02%)

^a Includes seven incomplete responses.

Source: Independent Evaluation Department team.

19. Respondents had multiple choice options for each question, with the opportunity to add comments and further information or details on any of the questions. Survey questions and the number of responses are reproduced below.

⁴ In the event, no country visit to Pakistan was organized in the timeframe envisaged for this work. It is possible that a country visit will be arranged at a later date.

1. Which of the gender-responsive design features of the project worked to generate benefits for women? What worked, what did not, and why?

Please select each box that applies and provide additional information below:

- | | |
|--|----|
| 1. All gender-responsive design features implemented in a fully satisfactory manner. | 18 |
| 2. Most gender-responsive design features implemented in a partly satisfactory manner. | 12 |
| 3. Not implemented as there were changes in gender-responsive design features after project effectiveness. | 0 |
| 4. Others. Please explain. | 2 |

2. Was the overall design of the project flexible to enhance the gender-responsive design features (i.e., increased gender benefits, increased participation of women)?

Please select each box that applies and provide additional information below:

- | | |
|---|----|
| 1. Overall project design includes a gender strategy and gender action plan. | 26 |
| 2. Design has no gender strategy or gender action plan, but extends direct gender benefits. | 4 |
| 3. Design extends indirect gender benefits and ensures negative impacts are minimized. | 1 |
| 4. None of the above. Please explain. | 1 |

3. What were the monitoring mechanisms for the outcomes of gender-responsive design features?

Please select each box that applies and provide additional information below:

- | | |
|--|----|
| 1. Systematic monitoring of gender undertaken and sex-disaggregated baseline data available. | 17 |
| 2. Regular project monitoring covers gender activities, but no sex-disaggregated data available. | 7 |
| 3. Monitoring of gender activities being done by consultants. | 6 |
| 4. None of the above. Please explain. | 2 |

4. What efforts were taken to involve other stakeholders (civil society organizations, community based organizations), to ensure success of the gender-responsive design features?

Please select each box that applies and provide additional information below:

- | | |
|---|----|
| 1. Efforts for social mobilization of beneficiaries and implementation of project activities. | 20 |
| 2. Efforts to ensure independent monitoring of project activities and benefits. | 4 |
| 3. Efforts to develop guidelines and training materials for gender-sensitive implementation. | 1 |
| 4. Others. Please explain. | 4 |

5. Did project level gender outcomes contribute to changes at country level? How?

Yes No

6. Were adequate resources, both in terms of financial and human resources, allocated for the gender-responsive design features?

Please select each box that applies and provide additional information below:

- | | |
|---|----|
| 1. Separate budget was earmarked for financial and staffing resources on gender. | 8 |
| 2. No separate budget, but adequate resources present to plan and manage gender activities. | 16 |
| 3. Adequate resources not available that lead to change of scope for gender activities. | 4 |
| 4. None of the above. Please explain. | 1 |

7. Are sex-disaggregated data available for the use of outputs produced?

Please select each box that applies and provide additional information below:

- | | |
|--|----|
| 1. Yes, it includes sex-disaggregated baseline data. | 13 |
| 2. Yes, but no baseline data exists. | 11 |
| 3. No sex-disaggregated data available, but overall monitoring being done. | 4 |
| 4. No periodic monitoring being done. | 0 |
| 5. None. | 1 |
8. Are the outputs of the gender-responsive design features still in demand? Is there any evidence of it being replicated and scaled up?
Please select each box that applies and provide additional information below:
- | | |
|--|----|
| 1. Yes, gender-responsive design features are in demand and have been replicated and scaled up. Expand below on how and where. | 18 |
| 2. While gender-responsive design features are in demand, they have not been replicated or scaled up. | 5 |
| 3. Gender-responsive design features are not in demand. | 1 |
| 4. Others. Please explain. | 3 |
9. Is there continued capacity (institutional, financial, human resources) to produce gender outputs of the project?
Please select each box that applies and provide additional information below:
- | | |
|--|----|
| 1. Yes, staff in charge of gender activities are regular government staff. | 15 |
| 2. Yes, external consultants are in charge of implementing gender activities. | 3 |
| 3. No formal team in place for implementing, monitoring, and reporting on gender activities. | 7 |
| 4. None of the above. Please explain. | 2 |
10. Based on your experience with the project thus far, what can ADB do better to mainstream gender and development?
Please select each box that applies and provide additional information below:
- | | |
|---|----|
| 1. ADB should provide operational information on good practice for gender issues in the sector. | 5 |
| 2. ADB to have more on-the-ground engagement to monitor implementation of gender activities. | 9 |
| 3. ADB should be more flexible to adapt its gender activities during implementation. | 12 |
| 4. Others. Please explain. | 1 |

D. Method for Rating

20. In collaboration with IED staff and with support from staff in the Regional Departments, the evaluation team has developed thresholds against which to measure performance under each of the four standard evaluation criteria: (i) relevance, (ii) effectiveness in achieving gender-related outputs and outcomes, (iii) efficiency in implementation, and (iv) sustainability of gender outcomes. A set of gender-specific thresholds for each of these four criteria was developed to assess the extent to which the gender dimensions of these operations were effectively addressed. The criteria and thresholds are presented in Table A.1.3 below. Though there is inevitably some overlap among these criteria, the approach focuses on the use of ADB instruments and procedures to capture gender dimensions, and the thresholds aim to form a picture of the consistency with which gender considerations were addressed throughout the project cycle. Table A1.3 presents the gender ratings framework. It should be noted that the projects selected for the in-depth assessment all pre-date the application (since early 2010) of

more rigorous requirements for the classification of projects into the four ADB gender categories, as well as the application of streamlined business procedures aimed at improving the overall efficiency of project processing.

Table A1.3: Gender Ratings Framework

Criterion	Question	Score	Sources of Information
Relevance	Do the CGA, CPS (and its gender strategy) identify the sector and/or project as a priority for gender-related interventions?	0 = No mention of sector or project	CGA, CPS, and gender strategy do not mention the sector or project at all in relation to gender focus or priority.
		1 = Sector mentioned in CGA and/or strategy	CGA, CPS, and gender strategy refer to the sector in the analysis in relation to gender focus or priority.
		2 = Sector identified as priority for gender	CGA, CPS, and gender strategy specifically identify the sector as a priority for gender-related interventions.
		3 = Sector and project interventions identified as priority	CGA, CPS, and gender strategy specifically identify the sector and some (or all) key elements of the project as a priority for gender-related interventions.
	How important is gender to achievement of overall project objectives, as articulated in project documents?	0 = Gender not important.	Project documents (RRP incl. main text, DMF, and project-specific GAP) do not indicate that gender is important for achievement of project objectives.
		1 = Gender is limited component.	Project documents (RRP incl. main text, DMF, and project-specific GAP) show that gender is a limited, separate component within a larger operation (indicatively, below 10% of project components/outputs)
		2 = Gender is a contributor to achieving project objectives.	Project documents (RRP incl. main text, DMF, and project-specific GAP) show that gender has a role to play in achievement of project objectives (indicatively, 10%–50% of project components/outputs), and this reflected in limited outputs, targets and indicators for gender-related activities.
		3 = Gender is substantial contributor to achieving project objectives.	Project documents show that gender makes a substantial contribution to achievement of project objectives (indicatively, above 50% of project components/outputs), and is reflected in gender-related targets and indicators.
	Is there evidence of gender-inclusive C&P on project design and intended outcomes?	0 = No evidence of gender-inclusive C&P	Project documents (RRP main text, DMF, and project-specific GAP) make no mention of gender-inclusive C&P.
		1 = Limited gender-inclusive C&P	Project documents (RRP main text, DMF, and project-specific GAP) make minimal or limited mention of gender-inclusive C&P during project preparation.
		2 = Substantial gender-inclusive C&P	Project documents indicate substantial gender-inclusive C&P during project preparation.
		3 = Gender-inclusive C&P informing design	Project documents indicate substantial gender-inclusive C&P during project preparation and show how C&P informed project design.
	How well are the findings of the project gender analysis (or gender focus of social analysis)	0 = No gender analysis	No gender analysis (or gender focus of social analysis) conducted.
		1 = Gender analysis largely unrelated to project	Some gender analysis (or gender focus of social analysis) undertaken, but largely unrelated to sector- or project-specific objectives and activities.
		2 = Gender analysis partially identified outcomes and/or activities	Gender analysis (or gender focus of social analysis) undertaken, which contributed to some degree to project design (inclusion of gender-related activities, outputs, and outcomes).

Criterion	Question	Score	Sources of Information
	reflected in the design of the project?	3 = Gender analysis contributes substantially to specifying outcomes and/or activities	Gender analysis (or gender focus of social analysis) contributed substantially to the project design (inclusion of gender-related activities, outputs, and outcomes).
Effective-ness	Are gender-related outcomes and/or outputs included in the DMF, and are there associated targets and indicators?	0 = No gender-related outcomes or outputs identified	DMF does not identify any gender-related outcomes or outputs.
		1 = Limited mention of gender-related outcomes and/or outputs	DMF makes limited mention of gender-related outcomes and/or outputs but without targets or indicators.
		2 = Some gender-related outcomes and/or outputs with some targets or indicators	DMF includes gender-related outcomes and/or outputs, and includes some targets or indicators.
		3 = Gender-related outcomes and/or outputs, with targets, included in DMF	DMF fully incorporates gender-related outcomes and/or outputs with appropriate targets and indicators.
	Are there missed opportunities for mainstreaming gender in project activities?	0 = No gender-related design features envisaged 1 = Important missed opportunities 2 = Few missed opportunities 3 = No significant missed opportunities	Project documents (RRP, DMF) do not provide for any gender-related design features. Project documents (RRP, DMF) contain limited gender-related design features, but there are important missed opportunities. Project documents (RRP, DMF) indicate well-conceived gender-related design features, but which are limited in scope and with some opportunities missed. Project documents (RRP, DMF) indicate well-conceived gender-related design features, which make an important contribution to overall project objectives, and where there are no or minimal missed opportunities.
Are gender-related activities well conceived, and appropriately reflected in the GAP?	0 = No gender-related features envisaged 1 = Limited gender-related features 2 = Gender-related features well conceived 3 = Substantial contribution to overall project objectives	Project documents (RRP, DMF, and project-specific GAP) do not provide for any gender-related design features. Project documents (RRP, DMF, and project-specific GAP) contain limited gender-related design features. Project documents (RRP, DMF, and project-specific GAP) indicate well-conceived gender-related design features, partially reflected in GAP. Project documents (RRP, DMF) indicate well-conceived gender-related design features, which are appropriately reflected in the GAP.	
Were gender-related outputs delivered as planned and on	0 = No gender-related outputs delivered 1 = Some gender-related outputs delivered	Project documents do not provide for any gender-related outputs. Most recent supervision reports (and/or MTR or PCR where applicable) indicate limited delivery of (some) gender-related outputs.	

Criterion	Question	Score	Sources of Information
	time, or, for active projects, are they considered 'on track'?	2 = Gender-related outputs delivered with delays 3 = Gender-related outputs delivered as planned and on time	Most recent supervision reports (and/or MTR or PCR where applicable) indicate delivery of gender-related outputs but with delays or somewhat less than planned. Most recent supervision reports (and/or MTR or PCR where applicable) indicate full delivery of gender-related outputs as planned and on time.
Efficiency	Were sufficient human and financial resources allocated to gender-related activities in the project?	0 = No resources allocated	Project documents (including PAM) do not indicate any human or financial resource allocations to gender-related activities.
		1 = Limited resource allocations	Project documents (including PAM) indicate limited human resources (< 1 year expertise), low or minimal integration of gender-related activities in project costs.
		2 = Moderate resource allocations	Project documents (including PAM) indicate moderate human resources (1–2 years expertise), and moderate integration of gender-related activities in project costs.
		3 = Adequate resource allocations	Project documents (including PAM) indicate adequate human resources (> 2 years expertise), and adequate integration of gender-related activities in project costs.
Are gender activities or indicators monitored during supervision?	0 = No gender-related activities or indicators	Project does not include gender-related activities or indicators.	
	1 = Limited attention to gender during supervision	Supervision documents (PPR, MTR, or PCR and PPER where applicable) make limited mention of gender-related activities and/or indicators.	
	2 = Some gender-related activities included in supervision reporting	Supervision documents (PPR, MTR, or PCR and PPER where applicable) include some reporting on gender-related activities.	
	3 = Gender-related activities and indicators substantially addressed in supervision	Supervision documents (PPR, MTR, or PCR and PPER where applicable) include substantial reporting on gender-related activities and indicators.	
Has the project complied with all gender-related covenants and agreements, or is it on track to do so?	0 = No gender-related covenants or agreements	Project does not include any gender-related covenants or agreements.	
	1 = Limited compliance but off-track	Project supervision and evaluation documents (PPR, MTR, PCR, PPER) show limited compliance with gender-related covenants and/or agreements and that there is risk of slippage or noncompliance.	
	2 = Less than full compliance and/or on-track	Project supervision and evaluation documents (PPR, MTR, PCR, PPER) show less than full compliance with gender-related covenants and/or agreements, but that the operation is on track.	
	3 = Full compliance	Project supervision and evaluation documents (PPR, MTR, PCR, PPER) show full compliance with gender-related covenants and/or agreements.	

Criterion	Question	Score	Sources of Information
	Does the GAP provide a suitable foundation for monitoring implementation of gender-related activities?	<p>0 = No GAP prepared for the project</p> <p>1 = GAP exists but is of limited use for monitoring implementation</p> <p>2 = GAP provides a moderate foundation for monitoring</p> <p>3 = GAP provides adequate foundation for implementation monitoring</p>	<p>Project documents do not include a GAP.</p> <p>Project documents include a GAP, which does not contain a baseline from which to monitor implementation progress, and has some targets and indicators which are of limited use for monitoring implementation. Project resources to fund GAP activities not identified.</p> <p>Project documents include a GAP, which contains some limited targets and indicators for monitoring implementation performance.</p> <p>GAP provides an appropriate baseline, and a set of targets and indicators for monitoring implementation progress and performance. To some extent, the GAP is linked to project resources to fund GAP activities.</p>
Sustain-ability	Does the project build longer-term country institutional capacity to address gender issues in the project or sector?	<p>0 = No capacity development</p> <p>1 = Limited capacity development with limited impact</p> <p>2 = Moderate capacity development with modest impact</p> <p>3 = Substantial capacity development with substantial impact</p>	<p>Project documents (RRP, DMF, and project-specific GAP) do not include any gender-related capacity building.</p> <p>Project documents (RRP, DMF, and project-specific GAP), and subsequent reporting (including PPR, MTR, PPER, and RGA where applicable) include some gender-related capacity building but with little or no expected impact.</p> <p>Project documents (RRP, DMF, and project-specific GAP), and subsequent reporting (including PPR, MTR, PPER, and RGA where applicable) include gender-related capacity building with some expected longer-term impact.</p> <p>Project documents (RRP, DMF, and project-specific GAP), and subsequent reporting (including PPR, MTR, PPER, and RGA where applicable) include gender-related capacity development with expected longer-term impact.</p>
	Is there continued demand for project-provided gender-related products and services?	<p>0 = No gender-related products or services</p> <p>1 = Limited demand for gender-related products or services</p> <p>2 = Moderate demand for gender-related products or services</p> <p>3 = Substantial continued demand for gender-related products or services</p>	<p>Project does not provide for any gender-related products or services.</p> <p>Project supervision and evaluation documents (PPR, PPER) show no or very limited continued demand for gender-related products and services.</p> <p>Project supervision and evaluation documents (PPR, PPER) show moderate demand for gender-related products and services.</p> <p>Project supervision and evaluation documents (PPR, PPER) show continued and sustained demand for gender-related products and services.</p>
	Have project-supported policy, legal, and institutional reforms been implemented or	<p>0 = No gender-related activities or reforms to sustain</p> <p>1 = Minimal reforms undertaken; little discussion of policy</p>	<p>No reforms envisaged. No discussion of policy and institutional framework in project (mainly supervision) documents.</p> <p>Project supervision and evaluation documents (PPR, MTR where available, and PPER) mention minimal reforms, with some discussion of sustaining the institutional and policy framework.</p>

Criterion	Question	Score	Sources of Information
	are policy and institutional arrangements in place to sustain gender-related activities?	framework 2 = Moderate reforms undertaken; policy and institutional framework largely in place 3 = Reforms substantially implemented and policy and institutional framework in place	Project supervision and evaluation documents (PRR, MTR where available, and PPER) confirm moderate reforms undertaken, and discuss the policy and institutional arrangements. Project supervision and evaluation documents (PRR, MTR where available, and PPER) confirm full implementation of agreed reforms, and discuss policy and institutional arrangements for sustaining gender-related activities.
	Are there gender-related risks to achievement of project outcomes? (Note: scale is inverted—high risk = 0; low risk = 3)	0 = Gender issues are important element of risk to achieving project outcomes 1 = Gender issues are a modest risk factor affecting project outcomes 2 = Gender issues are a minor risk factor affecting project outcomes 3 = Gender issues pose no risk to achievement of project outcomes	Project documents (RRP, DMF, and project-specific GAP), and subsequent reporting (including PPR, MTR, PPER, and RGA where applicable) identify substantial gender-related risks affecting project outcomes. Project documents (RRP, DMF, and project-specific GAP), and subsequent reporting (including PPR, MTR, PPER, and RGA where applicable) identify some gender-related risks affecting project outcomes. Project documents (RRP, DMF, and project-specific GAP), and subsequent reporting (including PPR, MTR, PPER, and RGA where applicable) identify minor or limited gender-related risks affecting project outcomes. Project documents (RRP, DMF, and project-specific GAP), and subsequent reporting (including PPR, MTR, PPER, and RGA where applicable) identify no gender-related risks affecting project outcomes.

C&P = consultation and participation, CGA = country gender assessment, CPS = country partnership strategy, DMF = design and monitoring framework, GAP = gender action plan, MTR = mid-term review, PAM = project administration memorandum, PCR = project completion report, PPER = project performance evaluation report, PPR = project performance report, RGA = rapid gender assessment, RRP = report and recommendation to the president.

Source: Independent Evaluation Department Team

COUNTRY GENDER PROFILES, COUNTRY GENDER POLICIES AND PRIORITIES, AND GENDER ISSUES IN ADB OPERATIONS FOR THE SIX SELECTED COUNTRIES BETWEEN 1998 AND 2009

1. The first step of the evaluation study involved desk review of available country and project-specific documentation.

A. Summary Gender Profiles of the Six Selected Countries

2. In preparation for the in-country consultative phase, desk reviews of available country documentation were carried out. The six developing member countries (DMCs) chosen vary considerably in population size, ranging from 6.1 million in the Lao People's Democratic Republic (Lao PDR) to 224.7 million in Indonesia. The countries are different in other important respects, including size and structure of the economy, and in their progress in addressing gender issues. Table A2.1 summarizes key country data. Table A2.2 presents information on the progress made by these countries with respect to the Millennium Development Goal 3 (MDG3) gender equality targets.¹ Two other established monitoring and review processes for gender equality include the Convention on the Elimination of All Forms of Discrimination against Women² that has reporting requirements by member countries every 4 years, and the Beijing Platform of Action that allows for periodic stocktaking on gender equality efforts by government policymakers. There is increased focus to use these two monitoring and review processes to implement the gender dimensions of MDGs.

B. Country Gender Policies and Priorities

1. Bangladesh

3. The National Policy for Women's Advancement (NPWA) and National Action Plan (NAP) were adopted by the government in 1997. The NPWA, which was amended in 2004 and 2008, includes commitments to eliminate discrimination against women. It has its roots in the Fifth Five Year Plan (1997–2002) that highlighted gender issues and signaled the shift toward mainstreaming gender in its developmental priorities. These plans were adopted in response to identified internal shortcomings, as well as external developments such as the Fourth World Conference on Women in Beijing in 1995, and the Millennium Summit in 2000, which led to the adoption of the Millennium Development Goals. The subsequent National Strategy for Economic Growth, Poverty Reduction and Social Development (NSEGPRSD), adopted in 2003, provided strong analysis of the way in which gender gaps threatened developmental progress. Narrowing gender gaps in poverty reduction efforts was identified as a priority by the government in achieving NSEGPRSD targets.

4. The government prepared its poverty reduction strategy paper, the National Strategy for Accelerated Poverty Reduction (NSAPR-I), in 2005.³ It addressed gender equality issues from a human rights perspective, and also with the aim of achieving pro-poor growth and poverty reduction. It also included extensive discussion on gender-related dimensions of poverty.

¹ The three official indicators are (i) ratio of girls' to boys' enrollment in primary, secondary, and tertiary education; (ii) share of women in wage employment in the nonagriculture sector; and (iii) proportion of seats held by women in national parliaments. One of the MDG3 targets is to eliminate gender disparity in primary and secondary education preferably by 2005 and at all levels of education no later than 2015.

² Available: <http://www.un.org/womenwatch/daw/cedaw/>

³ Government of Bangladesh, General Economics Division, Planning Commission. 2005. *Unlocking the Potential: National Strategy for Accelerated Poverty Reduction*. Dhaka.

NSAPR-II (2009–2011) moved the gender agenda forward through increased emphasis on integrating gender into planning and budgeting.

2. Indonesia

5. Indonesia's policies and actions to mainstream gender are consistent with its constitutional principle on equality between men and women. A medium-term strategic plan for women was developed by the Sixth Five-Year Development Plan. The 1998 Broad Guidelines of the State Policy, together with the 2000–2004 National Development Program (Propenas),⁴ became the basis for adopting gender mainstreaming as a strategy to realize gender equity in Indonesia. The government issued a presidential instruction in 2000 that directs all heads of government agencies and institutions to practice gender mainstreaming as a development strategy so that a gender perspective is used in the planning, formulation, implementation, monitoring, and evaluation of national development policies and programs.

6. Regional strategies to mainstream gender are also important. The 2010–2014 National Medium-Term Development Plan includes gender mainstreaming as one of three cross-cutting areas. Its aim is to narrow gender gaps in access to and receipt of the benefits of development as well as to enhance women's participation in and control of development processes. It aims to measure advances in gender equality through (i) improvement in women's quality of life and role, primarily in health, education, and the economy; (ii) improved responsiveness to reported cases of violence against women; (iii) greater effectiveness of the institutional framework for gender mainstreaming in policy planning, budgeting, implementation, monitoring, and evaluation; and (iv) increases in the number of gender-responsive national and regional development programs.

3. Lao PDR

7. The Lao National Commission for the Advancement of Women (NCAW), created in 2003, has the mandate to formulate national policy guidance and strategy for women's advancement and serve as the focal point to lead and facilitate gender mainstreaming. There are 15 ministerial and 16 provincial sub-commissions for the advancement of women, of which the two most developed are the ministries of education and agriculture.

8. The NCAW developed the National Strategy for the Advancement of Women (NSAW) in 2006,⁵ based on existing policies. The NSAW consists of an action plan, with targets in the following five areas: (i) increase women's participation in implementation of the National Growth and Poverty Eradication Strategy (NGPES); (ii) promote women's and girls' access to education; (iii) improve health care services for women; (iv) increase the number of women in decision-making positions at all levels; and (v) strengthen national machinery for the advancement of women.

4. Nepal

9. The gender-related objectives of the 10th Five-Year Plan (2002–2007) consisted of removing social, legal, and economic constraints to women and girls. Priorities included incentives to increase the proportion of girls in education, improved health care for women to

⁴ Government of Indonesia. 2000. *National Development Program (Propenas) of 2000-2004: Law of the Republic of Indonesia Number 25 of 2000*. Jakarta.

⁵ Government of the Lao PDR. 2006. *National Strategy for the Advancement of Women*. Vientiane.

reduce maternal mortality, and measures to prevent legal discrimination. The plan period was marked by a pro-poor and pro-gender budget classification system, under which activities were tracked through the poverty monitoring and analysis system. The Interim Constitution of 2007, and the Three-Year Interim Plan 2008–2010, now provide the basis for the government's priorities in gender equality and social inclusion. The gender goals of the interim plan include strengthening the budget cycle to make public expenditure more gender accountable—requiring that gender factors are analyzed in the preparation of government policy, programs, projects, and resource allocation.

5. Pakistan

10. Gender issues have been addressed in country poverty reduction strategies. The Interim Poverty Reduction Strategy Paper⁶ highlighted the formation of the National Commission on the Status of Women (NCSW) in 2000 to examine policies, programs, and legislation concerning women. It noted the creation of gender focal points across ministries, and preparation of a National Plan of Action.⁷ The NCSW was tasked to review the status of all efforts undertaken in the area of gender equality. The National Policy for Development and Empowerment of Women was adopted in 2002 and focused on three broad areas of social, economic and political empowerment. The Poverty Reduction Strategy Paper (PRSP) of 2003⁸ listed different gender-related programs launched by the government including the national program for women's political participation to provide leadership training for women councilors, a national framework for family protection, gender reform action plans, a gender information management system for health education, measures to address violence against women, and a food nutrition program for girls aged 5–12 years linked with increasing school enrollment. The Second Poverty Reduction Strategy Paper in December 2008, included gender as one of the cross-cutting themes, where gender issues are addressed in the context of school enrollments and health outcomes.

6. Papua New Guinea

11. The government adopted the National Women's Policy in 1991. However, it has been constrained by financial, human, and capacity factors, and what exists today is a patchwork of sectoral strategies and policies covering various gender issues.⁹ A recent country assessment reports that the revision and update of the policy is scheduled to be completed by the end of 2010. The three government institutions that lead the work on gender are the (i) National Council for Women, (ii) Gender and Development (GAD) Branch within the Department of Community Development, and (iii) Office for the Development of Women (ODW). The National Council for Women serves as the focal point for civil society organizations with the objective to represent, advocate, and coordinate women's concerns. It has an annual funding of \$35,000 from the government's recurrent budget. ODW was approved by the national executive council in 2005 and initially created to be a stand-alone unit. However, that independence has still not been achieved as it is still located within the Department of Community Development along side the GAD branch, which has been the focal point for gender issues within the country. Support is

⁶ Government of Pakistan. 2001. *Interim Poverty Reduction Strategy Paper*. Islamabad.

⁷ The National Plan covered actions in 12 areas: poverty, education, health, violence against women, armed conflicts, economy, decision making, institutional mechanisms, human rights, media, environment, girl child and women and disabilities.

⁸ Government of Pakistan. 2003. *Poverty Reduction Strategy Paper*. Islamabad.

⁹ Examples include the Medium-Term Development Strategy (2005–2010), National Women's Policy (1991), Gender Equity in Education Policy (2003), HIV/AIDS Policy for the National Education System (2005), and the Law and Justice Sector Gender Strategy (2006).

being provided by the United Nations Development Programme to strengthen the capacity of ODW to provide policy advice, to allocate budgets, to undertake research, to monitor and evaluate GAD activities, and to track implementation of regional and international commitments on GAD. The program is to assess existing GAD policies, evaluate the mandate and functions of the three principal women's institutions, and create a targeted assistance program on GAD for these institutions for 2010 and 2012.

C. Coherence Between ADB's Gender Programming And Country Gender Policies And Priorities

12. This section examines the extent of convergence and divergence between ADB's gender programming and national gender priorities of the six selected countries between 1998 and 2009. Table A2.3 presents, for the six selected countries, key areas of government and ADB gender focus over this period, and summarizes the extent of convergence and divergence between government priorities, ADB analysis and policies, and focus of ADB projects.

1. Bangladesh

13. The evaluation period can be divided into two phases: (i) 1998–2004 and (ii) 2005–2009, based on the country strategy and programming activities. There were two country gender assessments (CGAs) prepared during the evaluation period—one in 1999 (released in 2001)¹⁰ and the other in 2004.¹¹ The objective of the 1999 country briefing paper on women¹² was to assist the government in integrating gender issues in its macro-framework as was planned for the Fifth Five-Year Plan (1997–2002). The country briefing paper covered sociocultural issues, legal rights, political participation of women, reproductive health and nutritional status, education, and economic participation of women. Five priority areas were identified for ADB assistance: (i) support implementation of the government's 1997 NAP for advancement of women, (ii) increase access to land for women, (iii) create employment and income generating opportunities, (iv) improve participation of tribal women, and (v) provide supportive infrastructure for women.

14. Findings from the 1999 CGA informed two country gender strategies—the 1999 country operational strategy study (COSS),¹³ and the 2001 country gender strategy for 2001–2003 operations. The 1999 COSS signaled a strategic shift by ADB to focus more on poverty reduction. ADB entered into a poverty partnership agreement with the government in April 2000 that included reduction of women's poverty through improved human development outcomes as one of its goals. ADB's related assistance included projects in primary, secondary, and nonformal education; nutrition; and urban primary health care. The 2001 gender strategy provided further analysis and identified points of entry for each of the five priority areas identified in the 1999 COSS.

15. The Independent Evaluation Department's (IED) 2003 country assistance program evaluation (CAPE) for Bangladesh,¹⁴ which covered the 1986–2003 period, noted that although the 1999 COSS planned to support land-titling, inheritance rights, and user rights through rural

¹⁰ ADB. 1999. *Country Briefing Paper: Women in Bangladesh*. Manila.

¹¹ ADB. 2004. *Country Gender Strategy: Bangladesh*. Manila.

¹² ADB. 2001. *Women in Bangladesh. Country Briefing Paper*. Manila. Before October 2003, CGAs were called the Country Briefing Paper on Women in the Operations Manual.

¹³ ADB. 1999. *Country Operational Strategy Study*. Manila.

¹⁴ ADB. 2003. *Country Assistance Program Evaluation: Bangladesh*. Manila.

development projects, these were not undertaken in corresponding programs and projects (although it was unclear whether these were covered as part of social safeguards). The CAPE also noted the need to improve regular monitoring of gender achievements. Rapid gender assessments (RGAs) of three projects¹⁵ in Bangladesh were undertaken by the Poverty Reduction, Gender, and Social Development Division (RSGS), in the Regional and Sustainable Development Department (RSDD) in 2005.¹⁶ Findings from two of the projects are dated given that project assessments were done in 2004, while the third is technically not within the study period (having been approved prior to 1998). This study incorporated findings from RSGS's assessments as part of its desk review.

16. The 2004 CGA for 2005–2010 updated information in the 1999 country briefing paper and based GAD priorities of ADB's assistance according to the country's National Strategy for Economic Growth, Poverty Reduction and Social Development adopted in 2003. It identified four priority areas: (i) increase returns on women's labor through investments in infrastructure and crop diversification, (ii) improve women's access to quality education and health services, (iii) strengthen the capacity of institutions and individuals to overcome structural gender barriers, and (iv) provide social protection through pilot projects. The CGA identified a long-list of 'optional' areas and 'further priority' areas of ADB's assistance.

17. The country gender strategy in the country strategy and program (CSP) for 2006–2010 continued earlier strategic directions, but identified new areas in which deepen gender achievements.¹⁷ These included gender capacity development of local government institutions, and monitoring mechanisms involving women's groups to track and report gender mainstreaming efforts. It is among the earlier country planning and programming reports that multiple sector and thematic road maps (poverty, governance, environment, agriculture, water resources management, transportation, and education) have incorporated gender issues. Also, the overall results framework of the CSP for 2006–2010 included gender-related indicators for violence against women, trafficking, access to credit, and education. The mid-term review (MTR) of the CSP noted the need to supplement projects and programs with sex-disaggregated data for policy dialogue and capacity development.¹⁸ Two new areas highlighted by the MTR were support for gender-responsive policy and legal reforms as part of the ADB-funded policy-based loans, and increased periodic monitoring of GAD outcomes.

18. IED's 2009 CAPE, which covered the period 1999–2008, concluded that ADB's program was consistent with the country's national development priorities, and its corporate strategies, including for gender.¹⁹ It recommended that ADB continue mainstreaming gender and build on positive achievements, to ensure higher participation of women in projects, improve equitable access to training and public services, and increase income generating opportunities for women. IED's sector assistance program evaluation (SAPE) on education noted ADB's contribution to enabling the country to achieve gender balance in primary and secondary education gross enrollment rates, with ratios of females to males being higher than 1.²⁰

¹⁵ Secondary Education Sector Improvement Project, Northwest Crop Diversification Project, and Third Rural Infrastructure Development Project.

¹⁶ ADB. 2005. *Gender Equality Results in ADB Projects – Bangladesh Country Report*. Manila.

¹⁷ ADB. 2005. *Country Strategy and Program: Bangladesh, 2006–2010*. Manila.

¹⁸ ADB. 2009. *Country Partnership Strategy Midterm Review, Bangladesh, 2006–2010*. Manila.

¹⁹ ADB. 2009. *Country Assistance Program Evaluation: Bangladesh*. Manila.

²⁰ ADB. 2008. *Education Sector in Bangladesh: What Worked Well and Why under the Sector-Wide Approach?* Manila.

19. Continued coherence and consistency between the country's gender priorities and ADB's operational support is reflected in the recent policy-based lending activity in October 2009. The National Strategy for Accelerated Poverty Reduction (2009–2011) (NSAPR-II) emphasizes integrating gender into planning and budgeting. This is reflected in the work of the government to address gender and poverty issues through the medium-term budget framework that is being supported by ADB's Public Expenditure and Countercyclical Support Facility program loans.

2. Indonesia

20. A preliminary assessment of gender was undertaken in 2000 that highlighted the government's gender priorities, including the 1998 Broad Guidelines of the State Policy and 2000 National Development Plan. It prioritized sectors where ADB operations could focus on gender issues, which included agriculture, education, health, and small and medium enterprises. It proposed six areas for ADB to target its efforts at gender mainstreaming: (i) development planning and implementation, (ii) legal reforms, (iii) participation in local poverty programs, (iv) income generation activities for women in rural areas, (v) health with a focus on reducing maternal mortality, and (vi) education. A poverty assessment of 2000 noted that while export-oriented, labor-intensive industrialization and increased agriculture productivity had led to some poverty reduction, women and less populated islands were largely by-passed.²¹ And while women benefited from targeted programs like family planning, high maternal mortality rates were a concern.

21. The 2000 COSS highlighted the need to invest in human and social development and to enhance the role of women.²² Subsequently, the 2002 CSP emphasized the promotion of human development through improved access to, and quality of, education and health services, and addressing gender inequities locally.²³ The CSP update 2004–2006 noted the areas of gender support to include prevention of trafficking and protection of female migrants, strengthening government capacity in gender-responsive public policy, and women's participation in the regions.²⁴

22. ADB began its support to the health and education sectors in the early stages of decentralization. However, findings of IED's 2005 CAPE indicated capacity constraints in the districts affecting development outcomes including for gender.²⁵ The CAPE stated that little evidence could be found on participation by local governments and civil society organizations (CSOs) in project design. The CAPE added that ADB's technical assistance activities to promote gender-sensitive policy making, strengthen national GAD machinery, and improve collection of sex-disaggregated data were insufficient to achieve the required institutional and cultural changes.

23. The CGA of 2006 was a joint collaboration²⁶ that identified gender gaps and issues in socioeconomic and human development using a consultative approach.²⁷ It focused on the

²¹ Both the 2000 preliminary assessment of gender and 2000 poverty assessment have been discussed in other ADB reports, but are not available online.

²² ADB. 2000. *Country Operational Strategy Study*. Manila.

²³ ADB. 2002. *Country Strategy and Program: Indonesia, 2003–2005*. Manila.

²⁴ ADB. 2003. *Country Strategy and Program Update: Indonesia, 2004–2006*. Manila.

²⁵ ADB. 2005. *Country Assistance Program Evaluation: Indonesia*. Manila.

²⁶ The CGA was jointly prepared by the Asian Development Bank, in collaboration with the Asia Foundation, the Canadian International Development Agency, the National Democratic Institute, and the World Bank, in close cooperation with the State Ministry for Women's Empowerment of Indonesia.

impact of decentralization on gender, women's representation in political decision making, violence against women, and women and international migration. A poverty assessment was also prepared, which noted the absence of sex-disaggregated data in the annual national socioeconomic survey.²⁸ It also noted the lack of data on the roles of cultural norms with respect to female headship, such as in West Sumatra, which has a high incidence of female headship, making analysis of poverty incidence according to female headship difficult.

24. Findings from the 2006 CGA informed the country gender strategy of the 2006–2009 CSP.²⁹ ADB's support on gender included creation of a more sustainable, transparent, and equitable fiscal decentralization, and providing local governments with the means to improve quality and volume of service delivery. The CSP noted that ADB's support would promote women's representation in public decision making, and encourage women to engage in local planning and budgeting. The CSP also identified areas in which to address gender concerns including the water supply and sanitation sector, and urban renewal activities through shelter and settlement improvements.

25. A shift toward public sector management (PSM) programs and projects was a key element of ADB's country portfolio, and PSM accounted for nearly 30% of the total number of operations during the evaluation period. Findings of the IED 2010 special evaluation study (SES) on ADB's support to decentralization in Indonesia between 1998 and 2009 concluded that most decentralization initiatives were not informed by gender analysis, although some gender elements were included in implementation.³⁰ It added that while some success was achieved in increasing representation of women in local councils and the executive, such initiatives were less successful in ensuring that spending patterns responded equitably to women's needs.

3. Lao PDR

26. ADB supported two gender assessments that significantly contributed to the country planning process. The first was the 1996 country briefing paper, which identified the following priority areas for ADB: education (with a focus on ethnic minority women and girls), village-based savings and credit activities, women's legal rights and land-tenure, micro and small business development, primary health care, family nutrition, energy, and transport.³¹ Findings from this assessment informed the country gender strategy of the 1996 COSS.³²

27. The 1996 COSS, although earlier than the evaluation period, included a separate section to bring gender issues into mainstream development. The COSS proposed ways to incorporate gender across macroeconomic, sector and project work, strengthen the government's institutional mechanisms, and include stand-alone projects for women. It also highlighted the need to study the gender impacts of the country's economic transition. In order to achieve this, the COSS directed ADB to incorporate gender impact assessments in all

²⁷ The approach included: (i) initial consultations with key stakeholders (government, donor organizations, and civil society) to identify issues and directions for the CGA; (ii) secondary data analysis and review of existing research and work by academics, government, development partners, and CSOs; (iii) formal consultations with national, provincial, and district government officials, and with CSOs, and donors; and (iv) regional consultations in five provinces (North Sumatra, Papua, South Sulawesi, the Special Territory of Yogyakarta, and West Kalimantan).

²⁸ ADB. 2006. *From Poverty to Prosperity: A Country Poverty Analysis for Indonesia*. Manila.

²⁹ ADB. 2006. *Country Strategy and Program: Indonesia, 2006–2009*. Manila.

³⁰ ADB. 2010. *Special Evaluation Study on ADB's Support to Decentralization in Indonesia*. Manila.

³¹ ADB. 1996. *Women in Development: Lao People's Democratic Republic*. Manila.

³² ADB. 1996. *Country Operational Strategy Study: Lao People's Democratic Republic*. Manila.

programs and projects, ensure gender sensitivity training for project staff, propose minimum gender participation targets for all projects, and prepare periodic gender monitoring reports. The country assistance plans for 1999–2001, 2000–2002, and 2001–2003 included only a brief discussion of GAD issues in health, education, agriculture extension and training activities, and small-scale village-based credit schemes.³³ The CSP of 2003–2005 and its subsequent updates (until the CSP 2007–2011 cycle) did not include GAD issues in detail.³⁴

28. The 2004 CGA³⁵ updated the priority areas identified in the previous CGA, in response to the NGPES, the Sixth National Socio-Economic Development Plan (2006–2010), and ADB's regional cooperation strategy and program for the Greater Mekong Subregion. These priority areas included to increase capabilities (education, primary health care, water supply and sanitation, and improvements in the delivery of basic services), equal access to resources and opportunities through support to sector ministries including the Ministry of Agriculture and Forestry (livelihood opportunities for rural women and men in commercial agriculture), and equality in decision making and rights (land registration and titling, business regulation and financial services, labor law and industry codes of conduct on labor conditions, and legal and policy reforms to redress domestic violence and human trafficking).

29. The CSP for 2007–2011 was informed by findings of the 2004 CGA and identified specific areas for each of the three priorities, where ADB could mainstream gender as part of its assistance. Gender was incorporated in priority sector and thematic roadmaps that included poverty, education, health, urban water supply and sanitation, and agriculture sectors. Further, the overall results framework for the CSP included 3 outcome indicators on GAD—two on reproductive health³⁶ and one on empowerment of women³⁷ within the inclusive social development pillar. The MTR of the CSP for 2007–2011, however, does not include a specific section on GAD and discusses this only briefly in the context of progress made through ADB's assistance in the education and health sectors.³⁸

30. Other sources included related sections of sector and country evaluations between 1998 and 2009, such as IED's 2006 case study of governance issues in agriculture and natural resources in Lao PDR³⁹ and the case study on successful education projects from IED's 2006 annual evaluation review.⁴⁰ ADB has not programmed any governance or public sector management programs or projects with related gender design features. This point has been raised in the draft 2010 CAPE for Lao PDR and recommendations include the need for greater

³³ ADB. 1999. *Country Assistance Plan: Lao People's Democratic Republic, 1999–2001*. Manila; ADB. 2000. *Country Assistance Plan: Lao People's Democratic Republic, 2000–2002*. Manila; ADB. 2001. *Country Assistance Plan: Lao People's Democratic Republic, 2001–2003*. Manila.

³⁴ ADB. 2002. *Country Strategy and Program: Lao People's Democratic Republic, 2003–2005*. Manila.

³⁵ ADB. 2004. *Gender, Poverty and the Millennium Development Goals: Lao People's Democratic Republic*. Manila.

³⁶ Reduction of the infant mortality rate from 60 per 1,000 live births in 2005 to 40 in 2011, and reduction of maternal mortality ratio from 350 per 100,000 live births in 2005 to 200 by 2011.

³⁷ The related outcome indicator is that participatory poverty assessment confirms that rural welfare is perceived to be improving and that women are increasingly empowered.

³⁸ ADB. 2009. *Country Strategy and Program Midterm Review: Lao People's Democratic Republic, 2007–2011*. Manila.

³⁹ ADB. 2006. *Lao PDR: Governance Issues in Agriculture and Natural Resources. A Case Study for 2005 Sector Assistance Program Evaluation for Agriculture and Natural Resources Sector in the Lao People's Democratic Republic*. Manila.

⁴⁰ ADB. 2006. *Learning from Successful Education Projects*. Manila.

emphasis on institutional development, including for gender issues, especially in the provinces.⁴¹

4. Nepal

31. The CGA of 1999 proposed that ADB's gender strategy should be formulated in the context of the priority sectors identified by the country.⁴² In the medium term, these priority sectors included rural and urban infrastructure, water supply and sanitation, education, tourism, energy, governance, and capacity development. The CGA added that policy dialogue needed to focus on legal reforms and gender sensitization of government and CSOs. It added that TA activities could cover gender training and capability development of women's national machinery including the Ministry of Women, Children and Social Welfare and women's cells across ministries. Gender training for policy makers at the Staff College, and capacity development of CSOs on violence against women were proposed as integral parts of the country gender strategy.

32. ADB's gender strategy in the 1999 COSS⁴³ identified priority areas including policy dialogue to ensure women's property rights and regulatory reforms, such as (i) introduction of joint ownership through appropriate investment projects; (ii) capacity development and monitoring systems to strengthen sectoral interventions; (iii) economic inputs for social mobilization of women through literacy programs; and (iv) tackling gender issues in the context of complex cultural, ethnic, and geographic settings. It added that disadvantaged castes and ethnic communities experienced higher degrees of gender disparities, especially in education.

33. IED's 2004 CAPE included an analysis of 37 completed and active projects approved between 1988 and 2000 on the basis of 16 variables including gender impact.⁴⁴ Findings demonstrated that water supply and sanitation, education, urban development, and agriculture projects had a high degree of positive impact in promoting gender equity, while transport, energy, tourism, and industry sector projects had low levels of gender results. Gender-responsive design features were rated and no project was identified as having a negative impact on gender equity.

34. The CSP for 2005–2009 addressed gender, ethnic, and caste discrimination together through policy reforms, targeted investments, and mainstreaming of equal opportunity measures in key sector investments—water supply and sanitation, urban development, agriculture, transport, and urban governance.⁴⁵ Specific methods to mainstream gender included encouraging inclusive public policies, mainstreaming anti-discrimination measures in rural development, education, and civil service reforms, with capacity development and targeted interventions that focused on poor women.

35. The CSP's mid-term review indicated that ADB's approach to gender had contributed to policy and civil service reforms.⁴⁶ ADB's policy dialogue facilitated enactment of the Gender Equality Act, 2006, while assistance for gender mainstreaming strengthened institutional capacity of education, agriculture, and general administration ministries. The number of female

⁴¹ ADB. 2010. *Country Assistance Program Evaluation: Lao People's Democratic Republic: Sustainable Growth and Integration*. Manila.

⁴² ADB. 1999. *Country Briefing Paper. Women in Nepal*. Manila.

⁴³ ADB. 2009. *Country Operational Strategy Study: Nepal*. Manila.

⁴⁴ ADB. 2004. *Country Assistance Program Evaluation: Nepal*. Manila.

⁴⁵ ADB. 2004. *Country Strategy and Program: Nepal, 2005–2009*. Manila.

⁴⁶ ADB. 2008. *Country Partnership Strategy Midterm Review: Nepal, 2005–2009*. Manila.

parliamentarians in the 2008 Constituent Assembly increased significantly because of a requirement that at least 33% of each party's candidates should be women.

36. IED's 2009 CAPE noted the increase in number of Category I and II projects between 2002 and 2008.⁴⁷ It cited the SES on poverty reduction TA trust funds that found five TA projects financed by the Poverty Reduction Cooperation Fund to have featured a strong design focus on women and excluded groups.⁴⁸ It added that Nepal is the only DMC to have borrowed for a project focused exclusively on gender. Lastly, it also listed contributions of ADB through program lending and policy dialogue, towards landmark legislative acts and policies such as the amendment of the Civil Service Act 2007 and enactment of the Gender Equality Act 2006 that repealed many discriminatory laws against women.

37. Although outside of the evaluation period, the 2010–2012 country partnership strategy (CPS) discussed gender in the overall CPS results framework, gender thematic roadmap, and gender equity theme results framework.⁴⁹ The gender roadmap is expected to provide guidance on policy reforms, and ways to strengthen the government's institutional capacity on gender. The CPS's four priorities on gender and socially excluded groups include improving participation in decision making, increasing access to basic social services, creating employment opportunities, and strengthening training and capacity development.

5. Pakistan

38. Two CGAs were completed during the evaluation period, the first in 2000,⁵⁰ and the second in 2008.⁵¹ The 2000 CGA identified activities to mainstream gender across country operations—tackle feminization of poverty, increase political participation of women, reduce violence against women, create a database on women and gender auditing of the budget, and strengthen CSOs and the capacity of the national gender machinery. In addition to the CGA, ADB commissioned a poverty assessment in 2000.⁵² This assessment included a section on feminization of poverty that informed the subsequent CSP for 2002–2006.⁵³ It highlighted disparities in human and social development outcomes including low female literacy rates (29%), low enrolment rates in 26 public sector universities (28.9%), low number of vocational colleges for women (10 out of 172), low immunization rates of girls (42%) compared to those for boys (52%), and low representation rates in legislative bodies.

39. The CSP for 2002–2006 included support for gender reforms as an integral part of the devolution program under the ADB-funded Decentralization Support Program.⁵⁴ The strategic focus on social services delivery in education, health, and water supply and sanitation under the Devolved Social Services Programs also had strong gender dimensions, including targeted interventions to improve access to social services for women. The CSP update of 2005–2006 continued the strong focus on preparation and approval of the gender reform action plans

⁴⁷ ADB. 2009. *Country Assistance Program Evaluation: Nepal—Delivering Assistance in a Challenging Environment*. Manila.

⁴⁸ ADB. 2008. *Asian Development Bank's Poverty Reduction Technical Assistance Trust Funds: Poverty Reduction Cooperation Fund and Cooperation Fund in Support of the Formulation and Implementation of National Poverty Reduction Strategies*. Manila.

⁴⁹ ADB. 2009. *Country Partnership Strategy, 2010–2012*. Manila.

⁵⁰ ADB. 2000. *Country Briefing Paper—Women in Pakistan*. Manila.

⁵¹ ADB. 2008. *Releasing Women's Potential Contribution to Inclusive Economic Growth: Country Gender Assessment—Pakistan*. Manila.

⁵² ADB. 2002. *Poverty in Pakistan: Issues, Causes, and Institutional Responses*. Manila.

⁵³ ADB. 2003. *Country Strategy and Program: Nepal, 2002–2006*. Manila.

⁵⁴ ADB. 2002. *Country Strategy and Program: Pakistan, 2002–2006*. Manila.

(GRAP) prepared by the federal government and all provincial governments (Balochistan, Punjab, and Sindh) except Northwest Frontier (Khyber Pakhtunkhwa).⁵⁵ These GRAPs were to be implemented with gender sensitive budgets at all levels of government, institutional reforms for family protection, and increased gender sensitivity in police and courts.

40. IED's 2005 SAPE for the social sectors concluded that while focus on girls' education and women's health were highly relevant in terms of need, operations were less effective than expected.⁵⁶ The subsequent 2007 CAPE noted that ADB's GAD assistance had focused on social, agriculture, governance, and multisector operations.⁵⁷ It concluded that success was achieved in agriculture and rural development projects through gender affirmative activities, such as formation of community groups, training in pest control and animal husbandry directed towards women, and the use of female extension workers. However, it also added that projects under finance, energy, and roads sectors did not address gender issues.

41. The priorities identified by the 2008 CGA were to increase the capacity of local government institutions and other partners; improve analysis of key gender issues; strengthen links between ADB executing agencies, the Ministry of Women's Development, Social Welfare, and Special Education, and gender reform action plan implementation units; and undertake detailed monitoring mechanisms. ADB's 2008 updated poverty assessment included analysis of gender disparities in education, reproductive health, labor force participation, and social exclusion.⁵⁸

42. Findings from the 2008 CGA and the poverty assessment informed the country gender strategy of the CPS for 2009–2013.⁵⁹ The CPS identified points of entry to mainstream gender in irrigation, roads, public resource allocation, and water supply and sanitation projects. The focus for policy dialogue with government was on effective implementation of one national and five provincial GRAPs. The results framework of the CPS for 2009–2013 included gender-related performance indicators in the context of basic service delivery and citizen report cards. However, gender issues are poorly addressed in priority sector and thematic roadmaps. RGAs were undertaken by RSGS on three projects in Pakistan in 2005.⁶⁰ While two projects were technically not within the study period (having been approved prior to 1998), the study incorporated findings from the RSGS assessments as part of its desk review.

6. Papua New Guinea

43. A CGA prepared in 2006 analyzed gender issues in education, health, HIV, and governance.⁶¹ It identified a set of operational guidelines to focus GAD in public finance management, road transport infrastructure, private sector development, and health sector reforms. In addition to this CGA, a country gender profile was also prepared for Papua New Guinea (PNG) in June 2008 as part of the profiles prepared for 14 DMCs of the Pacific region.⁶²

⁵⁵ ADB. 2004. *Country Strategy and Program Update: Pakistan, 2005–2006*. Manila.

⁵⁶ ADB. 2005. *Sector Assistance Program Evaluation for the Social Sectors in Pakistan*. Manila.

⁵⁷ ADB. 2009. *Country Assistance Program Evaluation: Pakistan*. Manila.

⁵⁸ ADB. 2008. *Poverty Assessment Update: Pakistan*. Manila.

⁵⁹ ADB. 2009. *Country Partnership Strategy: Pakistan 2009–2013*. Manila.

⁶⁰ ADB. 2007. *Gender Action Plans and Gender Equality Results in ADB Projects – Pakistan Country Report*. Manila. The three projects covered were the Malakand Rural Development Project, the Women's Health Project, and the Decentralization Support Program.

⁶¹ ADB. 2006. *Country Gender Assessment: Papua New Guinea*. Manila.

⁶² ADB. 2008. *Gender Profiles of Asian Development Bank's Pacific Developing Member Countries*. Manila.

44. Between 1999 and 2002, GAD activities were guided by the GAD action plan for Bank Operations in Pacific DMCs.⁶³ The GAD action plan for PNG stressed the need to adopt a practical approach focusing on those areas with reasonable scope for success rather than attempting to address all gender issues in the country.⁶⁴ The CSP updates of 2003–2005, 2004–2006, and 2005–2006 did not cover GAD issues in detail.⁶⁵ Of the three CAPs, one CSP, three CSP updates, and one country operations business plan produced during the evaluation period, GAD issues were covered in most detail by the 2006 CSP.

45. The 2006 CSP was the only country planning and programming report that included a country gender strategy. The strategy identified priority sectors—transport (road and maritime), health (including HIV), public sector management, and private sector development. In transport, recommendations included increasing connectivity of rural communities to local markets based on gender sensitive community identification and selection of rural feeder roads. In health, recommendations included the need to integrate findings of a United Nations Development Programme–supported gender audit of the National Strategic Plan on HIV⁶⁶ and to mainstream its findings across ADB’s project activities. In private sector development, recommendations for microfinance-related work included the need for gender equality objectives in project design, gender sensitive inclusive service delivery, and gender equity targets and indicators for monitoring and evaluation.

46. ADB’s subsequent programming of activities covered gender-related design features for transport and health, and HIV, which is discussed further in Chapter III. By contrast, the recommendations in public sector management were not addressed in ADB programming. No operational programming has been carried out over this period aimed at implementing the related recommendation, which called for establishing mechanisms and indicators to evaluate the gender impact of public sector reforms, and for the introduction of gender budgeting tools.

D. Gender in Country Performance Assessments

47. ADB has produced country ratings of gender equality since 2005, as part of its country performance assessments (CPA) for all those DMCs that access the Asian Development Fund (ADF).⁶⁷ This CPA exercise is part of the Policy on Performance-Based Allocation for ADF Resources of March 2001.⁶⁸ Its rationale is to incentivize performance improvements in DMCs and direct concessional assistance to good performers. Each DMC’s performance is assessed based on the World Bank’s Country Policy and Institutional Assessment with 17 indicators (which included gender equality from 2005) on coherence of macroeconomic and structural policies, quality of governance and public sector management, degree to which policies and institutions promote equity and inclusion, and portfolio quality.

⁶³ The 10 countries included in the GAP were the Cook Islands, the Fiji Islands, Kiribati, the Federated States of Micronesia, the Marshall Islands, Papua New Guinea, Samoa, Solomon Islands, Tonga, and Vanuatu.

⁶⁴ ADB. 1999. *Gender and Development Action Plan for Bank Operations in Pacific Developing Member Countries 1999–2002*. Manila.

⁶⁵ ADB. *Country Strategy and Program Update: Papua New Guinea (2003–2005)*. Manila; ADB. *Country Strategy and Program Update: Papua New Guinea, 2004–2006*. Manila; ADB. *Country Strategy and Program Update: Papua New Guinea, 2005–2006*. Manila.

⁶⁶ UNDP. 2005. *A Gender Audit of the National Strategic Plan on HIV/AIDS, 2006–2010*. Port Moresby.

⁶⁷ The ADF was created in 1973 as a multilateral source of concessional assistance and is designed to provide loans on concessional terms and grants to DMCs with low per capita incomes and limited debt repayment capacity.

⁶⁸ ADB. 2001. *Policy on Performance-Based Allocation for Asian Development Fund Resources*. Manila.

48. The gender equality indicator, which was introduced in 2005, is one of the five indicators to assess the degree to which policies and institutions promote equity and inclusion. It consists of three dimensions: (i) human capital development opportunities, (ii) access to productive and economic resources, and (iii) status and protection under the law. Each of the three dimensions is rated separately and justifications are provided in narrative. The country assessment is then reviewed by a technical group that is coordinated by ADB's Strategy and Policy Department.

49. The rating for the human capital development opportunities is based on access to primary and secondary education, to antenatal and delivery care, and to family planning services. The rating for access to productive and economic resources is dependent on participation and remuneration in the labor force, business ownership and administration, and land tenure property ownership and inheritance rights. The rating for status and protection under the law includes ratification of the Convention on the Elimination of all Forms of Discrimination against Women,⁶⁹ the legal status of violence against women, and gender equality in political participation.

50. The trend of gender equality ratings for all six countries covered by this study has increased between 2005 and 2009, except for Lao PDR, whose indicator decreased from the ADB-wide highest rating of 4.5 in 2006 to 4.0 in 2009. The latest gender equality indicators for the six selected countries, in descending order, are Bangladesh (4.0), Indonesia (4.0 in 2007), Lao PDR (4.0), Nepal (4.0), Pakistan (3.0), and Papua New Guinea (2.5).

51. ADB gender specialists identified various findings and lessons on computing the CPA gender equality indicator, including gradual improvements in the quality of assessments and ratings, significant variations in the quality and depth of narratives across countries, and the need for greater knowledge sharing between gender specialists in the different regional departments to ensure consistency. It has been emphasized that there is a need to look beyond progress on paper to changes on the ground.⁷⁰

E. Gender in other project assessments

52. ADB's RSGS in RSDD has undertaken two sets of RGAs (in 2005 and 2009) assessing GAD results in ADB projects. Phase I included 12 projects in four countries—Bangladesh, Cambodia, Nepal, and Pakistan; while Phase II covered another 12 projects in Indonesia, Mongolia, Sri Lanka, and Viet Nam. The findings of Phase I are somewhat out of date, as some are technically not within the evaluation period (having been approved prior to 1998). Recommendations from Phase I, published in September 2007, included the need for an assessment of gender-responsive design features across a number of projects within a country (specifically mentioning Bangladesh), in addition to identifying and sharing good practice design features and implementation strategies.⁷¹ This point has been reinforced by phase II in that the design of any future RGAs should include assessment of gender equality results in country programs, with the focus on high priority sector and subsectors identified by Strategy 2020.⁷² Of the 24 projects covered by the RGAs, only three projects overlap, in Bangladesh and Pakistan, and the team incorporated findings from these as part of the desk review.

⁶⁹ Available: <http://www.un.org/womenwatch/daw/cedaw/>

⁷⁰ ADB. 2009. *Gender Specialists' Annual Workshop 2009. Country Performance Assessment Reviews: Planning Early*. Manila.

⁷¹ ADB. 2007. *Gender Action Plans and Gender Equality Results – Rapid Gender Assessments of ADB Projects: Synthesis Reports*. Manila.

⁷² ADB. 2010. *Gender Equality Results in ADB projects. Regional Synthesis of Rapid Gender Assessments in Indonesia, Mongolia, Sri Lanka, and Viet Nam*. Manila.

Table A2.1: Summary Country and Gender Data for the Six Selected Countries

Country	Population 2007 (million)	GDI Rank 2009 (1998)	Gender Equality in Constitution and Related Laws	National Gender Policy/Law (Year)	National Women's Machinery	Key National Gender and Development Policy Priorities
BAN	157.8	123 (121)	Guaranteed by 1972 Constitution; CEDAW acceded to in 1984, with reservations on marriage, divorce, and inheritance	National Policy for Women's Advancement (1997) and National Action Plan (1998)	Ministry of Women's and Children's Affairs	Promote women's empowerment through poverty reduction programs and ensure access to services and opportunities. Eradicate gender disparities from society and provide better options for women to ensure participation in private and public life. National Action Plan has recommendations for 15 line ministries with objectives, indicators, resources, and activities. Approaches include rights-based, poverty, and gender-responsive budgeting.
INO	224.7	93 (90)	Guaranteed by 1945 Constitution and related civil, customary, and religious laws	Presidential Decree on Gender Mainstreaming (2000)	State Ministry of Women's Empowerment and Child Protection	Drivers to mainstream gender are decentralization, planning and gender budgeting. Achieve gender equality and justice in family, state, and national life. Eliminate violence against women, improve welfare and protection of children, and strengthen independence of institutions working on gender issues. Finance and home ministries enacted decrees in 2008 and 2009 on gender budgeting and an implementation manual was prepared for gender mainstreaming at subnational levels.
LAO	6.1	112 (117)	Guaranteed by 1991 Constitution and subsequent 2003 amendments	Law on Women's Development and Protection (2004)	Lao National Commission for Advancement of Women Lao Women's Union	Mainstream gender in all government institutions and mass organizations to include multi-ethnic groups and women. Achieve gender equality in all spheres, including business, politics, culture, society, and within family. Law defines principles, rules, and measures relating to development and protection of women. Scope includes trafficking and domestic violence. Separate National Strategy for Advancement of Women adopted for 2006–2010.
NEP	28.3	119 (119)	Guaranteed in Preamble of 2007 Interim Constitution	About 65 legislation amended or enacted, such as domestic violence, human trafficking, and citizenship acts	Ministry of Women, Children, and Social Welfare	Gender equality addressed through social inclusion. Rights-based approach to social, economic, and political empowerment of women. Barriers related to gender, caste, and ethnicity consistently limit marginalized people's access to economic and social development resources and benefits. Advanced gender-responsive budget preparation, allocation, and implementation in place.
PAK	173.2	124 (115)	Guaranteed by multiple provisions of 1973 Constitution including the Preamble, and Fundamental Rights	National Policy on Development and Empowerment of Women (2002)	Ministry of Women's Development National Commission on Status of Women	Creation of enabling environment for gender at national and provincial levels. Social empowerment with focus on education, and health. Economic empowerment addresses poverty including access to microfinance, and social safety nets). Political empowerment through Local Government Ordinance 2001 quota, women's political school, women's employment in public service. Role of gender reform action plans (GRAPs).
PNG	6.4	125 (110)	Guaranteed in 1975 Constitution, but customary law also	National Women's Policy (1991)	Office for Development of Women	Review of the Women's Policy overdue. No overall strategy for gender mainstreaming. What exists is a patchwork of strategies and sector policies: Medium Term Development Strategy (2005–2010),

Country	Population 2007 (million)	GDI Rank 2009 (1998)	Gender Equality in Constitution and Related Laws	National Gender Policy/Law (Year)	National Women's Machinery	Key National Gender and Development Policy Priorities
			accepted in legal systems		Gender and Development Branch	Education Policy (2003), HIV/AIDS Policy for Education System (2005), Law and Justice Sector Gender Strategy (2006).

BAN = Bangladesh, CEDAW = Convention on the Elimination of all Forms of Discrimination Against Women, GDI = Gender-Related Development Index, INO = Indonesia, LAO = Lao People's Democratic Republic, NEP = Nepal, PAK = Pakistan, PNG = Papua New Guinea.

Sources: United Nations Development Programme. 2009. *Human Development Report*. New York. Available: <http://hdrstats.undp.org/en/indicators/125.html>; Desk review of country documentation.

Table A2.2: Millennium Development Goal 3: Gender Equality Indicators

Country	3.1 Ratio of girls to boys in education levels ^a												3.2 Share of women in wage employment in nonagriculture sector (%)			3.3 Proportion of seats held by women in national parliament (%)		
	Primary				Secondary				Tertiary				Prior	Latest	Trend	Prior	Latest	Trend
	Prior	Latest	Trend	Status	Prior	Latest	Trend	Status	Prior	Latest	Trend	Status						
BAN	0.99 (1999)	1.08 (2007)	Higher	EA	1.01 (1999)	1.06 (2007)	Higher	EA	0.51 (1999)	0.57 (2007)	Higher	SP/R	24.7 (2000)	20.1 (2006)	Lower	9.1 (1998)	6.3 (2009)	Lower
INO	0.97 (2000)	0.96 (2007)	Lower	EA	0.95 (2005)	1.01 (2007)	Higher	EA	0.76 (2001)	1.00 (2007)	Higher	EA	31.3 (1998)	30.6 (2007)	Lower	11.4 (1998)	11.6 (2009)	Higher
LAO	0.85 (1999)	0.90 (2007)	Higher	OT	0.67 (1999)	0.79 (2007)	Higher	SP/R	0.49 (1999)	0.72 (2007)	Higher	OT	...	50.2 (2005)	...	21.2 (1999)	25.2 (2009)	Higher
NEP	0.77 (1999)	0.99 (2007)	Higher	EA	0.70 (1999)	0.91 (2007)	Higher	OT	0.40 (2000)	0.40 (2004)	Same	SP/R	15.1 (1999)	...	...	3.4 (1998)	33.2 (2009)	Higher
PAK	0.68 (1999)	0.83 (2007)	Higher	OT	0.58 (1994)	0.76 (2007)	Higher	SP/R	0.81 (1999)	0.85 (2007)	Higher	SP/R	9.8 (1999)	13.2 (2007)	Higher	2.3 (1999)	22.5 (2007)	Higher
PNG	0.86 (2000)	0.84 (2006)	Lower	SP/R	...	...	...	...	0.55 (1999)	...	...	...	32.1 (2000)	...	...	1.8 (1998)	0.9 (2009)	Lower

Summary of Status

EA = Early achiever (has already met target) EA = 3

EA = 2

EA = 1

OT = On track (expected to meet target by 2015) OT = 2

OT = 1

OT = 0

SP/R = Slow progress or regressing (expected to meet target but after 2015) SP/R = 1

SP/R = 2

SP/R = 3

... = No data available ... = 0

... = 1

... = 1

BAN = Bangladesh, INO = Indonesia, LAO = Lao People's Democratic Republic, NEP = Nepal, PAK = Pakistan, PNG = Papua New Guinea.

^a The ratio is a gender parity index, measured as the ratio of female-to-male value of the gross enrollment ratios at primary, secondary, and tertiary level of education.

Source: United Nations. *Millennium Development Goals Indicators*. New York. Available: <http://mdgs.un.org/unsd/mdg/Data.aspx>; ADB. 2008. *Key Indicators*. Manila.

Table A2.3: Alignment of ADB's Country Gender Assessments, Sector, and Project Priorities with National Gender Priorities

Country	Gender in National Development Strategies	ADB's Identified Priorities in Country Gender Assessments	ADB's Gender Priorities in Country Strategies and Programs	Contribution of ADB Assistance to Gender 1998–2009
BAN	<p>Fifth Five-Year Plan 1997–2002: Mainstream GAD in plan; declare National Policy for Women and adopt National Action Plan; develop women's skills and productivity</p> <p>NSEGRSD 2003–2005: Analysis of how gender gaps affect development</p> <p>NSAPR-I 2005–2008: GAD with rights-based approach; pro-poor growth; poverty reduction</p> <p>NSAPR-II 2009–2011: GAD in planning and budgeting through MTBF</p>	<p>CGA 1999: Implement 1997 National Action Plan; increase access to land for women; create employment opportunities; encourage participation of tribal women in development; provide supportive infrastructure for women</p> <p>CGA 2004: Increase returns on women's labor; improve access to quality education and health services; raise capacity of institutions and individuals to overcome structural gender barriers; enhance social protection through pilot projects; create positive role for women as agents of change</p>	<p>COSS 1999: Policy dialogue (public resource allocation to promote gender equality), rural development (land titling, inheritance rights, income generation activities), and urban infrastructure (working women's hostels, child care facilities)</p> <p>CSP 2006: Increase women's participation in projects through GADs; reduce gender-based wage gaps in ADB-supported projects; build capacity of local government institutions in gender-sensitive policy and programming; support sector studies that identify opportunities to close gender gaps; develop monitoring mechanisms to track GAD activities</p>	<p>ADB's GAD mainstreaming efforts at entry have covered education, agriculture, multisector, finance, industry, health, and water supply and urban infrastructure projects. Success has been limited in transport and energy sectors, which account for more than 40% of the overall country portfolio by volume.</p> <p>GAD has informed the design of Public Expenditure and Countercyclical Support Facility program loans, where ADB leveraged the government's previous work to incorporate poverty reduction and gender issues as part of its annual budget cycle through MTBF.</p>
INO	<p>Broad guidelines of state policy 1999, 2002: Legal reforms; institutional strengthening of GAD machinery; health; education; economic participation; gender sensitive M&E system.</p> <p>Propenas 2000–2004: Achieve gross enrollment rate for junior secondary education of 78.9%; eliminate gender gap</p> <p>MTDP 2004–2009: I-PRSP included focus on analysis of gender dimensions of poverty and improvements in access to health services for women</p>	<p>Preliminary assessment of Gender 2000: Focus were development planning and implementation; legal system; local-level poverty programs; income opportunities in rural sector; labor market protection; investment in human development; improve local health care; reduce high maternal mortality</p> <p>CGA 2004: Multi-agency country gender assessment identified four themes through a consultative process: impact of decentralization on gender; women's inadequate representation in political decision making; violence against women; and women and international migration</p>	<p>COSS 2000: Priority areas for gender included institutional development, public policy development, nondiscriminatory laws, extension of social protection, social service delivery enhancement, and development of monitoring systems</p> <p>Projects in agriculture, education, health, and SMEs to include gender</p> <p>CSP 2006: Three-pronged approach adopted in context of regional autonomy: strengthen mainstreaming of gender equity and poverty reduction into policies and programs; support institutional strengthening and capacity building of regional governments; and increase community participation in gender issues</p>	<p>ADB's GAD mainstreaming efforts at entry have covered agriculture, health, education, public sector management, and multisector projects. All finance, energy, transport, and industry projects were either Category III or IV.</p>
LAO	<p>New Economic Mechanism policy: Asian financial crisis in 1997 caused shift in policies to</p>	<p>Country Briefing Paper 1996: Priority areas—education (with a focus on ethnic minority women and girls), village-based</p>	<p>COSS 1996: Incorporate gender impact assessments in all programs and project work; gender sensitivity training for project</p>	<p>ADB's assistance on GAD has included sectors such as agriculture, health, and social</p>

Country	Gender in National Development Strategies	ADB's Identified Priorities in Country Gender Assessments	ADB's Gender Priorities in Country Strategies and Programs	Contribution of ADB Assistance to Gender 1998–2009
	<p>liberalization, foreign investment, and regional cooperation</p> <p>NGPES 2003: GAD focus on education, health, agriculture, transport, and governance</p> <p>Sixth NSEDP 2006–2010: Support poor women's economic activities, access to basic services, local decision making, and take needs into account in policies and plans</p> <p>Ministries to develop gender plans at national, provincial, district, and village levels</p>	<p>savings and credit activities, women's legal rights and land tenure, family nutrition, food security, micro- and small business development, primary health care, energy, transport</p> <p>Country Gender Strategy 2004: Increase capabilities (education, health care, water supply and sanitation, and basic services delivery); equal access to resources and opportunities (livelihoods for rural women and men in commercial agriculture); and equality in decision making and rights (land registration and titling, labor law, domestic violence and human trafficking)</p>	<p>staff; minimum gender participation targets for all projects; periodic gender monitoring reports</p> <p>CSP 2007: Women's participation in village committees and user groups; access to health services; livelihood opportunities for rural women in commercial agriculture and small and medium enterprises development; gender and ethnic balances in staffing of line ministries and local governments; strengthen capacity of government in gender planning, budgeting, and policy formulation</p>	<p>protection that are readily amenable to GAD issues. Gender in ADB's infrastructure projects is still in its early stages.</p> <p>While the country has the highest percentage of GAD mainstreaming in its loans and grants in Southeast Asia (in terms of numbers) in 1998–2009, only 8 (totaling \$3.75 million), out of 54 ADTA projects (totaling \$27.91 million), were categorized as GAD. Greater emphasis is required to explore strategic use of TA activities to deepen GAD achievements.</p>
NEP	<p>Ninth Five-Year Plan 1998–2002: Reform legal provisions to increase access of women to political, economic, and social sectors</p> <p>10th Five-Year Plan 2003–2008: Gender equality and empowerment focused on gender equality and social exclusion</p> <p>Interim Constitution of 2007 and Three-Year Interim Plan 2008–2010: Build an egalitarian society through inclusiveness of women of all ethnic groups and regions in political, economic and social areas. Social rehabilitation of conflict-affected and displaced women</p>	<p>Country Briefing Paper 1999: Sectoral gender mainstreaming to be directed at creating maximum access to sources of employment, credit, technology, and educational and health facilities</p>	<p>CAP 1999: Programs and projects to increase economic opportunities and status of women, for example in agriculture, rural microfinance, nonformal education, and water supply and sanitation projects. A project preparatory TA in 2003 for a women empowerment project identified</p> <p>CSP 2003: Addressing gender, ethnic, and caste discrimination through support to inclusive public policies; mainstreaming antidiscrimination measures in ADB's rural development, education, and civil service reform initiatives; building institutional capacity to foster inclusion and promote gender equality; providing targeted interventions to empower poor women</p> <p>CPS 2010: ADB to support women and socially excluded groups to participate in decision making, access basic social services, receive employment opportunities, and be given training and capacity building. CPS includes gender roadmap</p>	<p>ADB's assistance facilitated gender-related policy reforms, the most notable being amendment to the Civil Service Act, 2007 that includes a reservation policy of 45% for women and other groups.</p> <p>ADB's policy dialogue contributed to the passage of the Gender Equality Act, 2006, while assistance for gender mainstreaming strengthened the institutional capacity of education, agriculture, and general administration ministries.</p> <p>Sectors where ADB projects have achieved gender results include water supply, sanitation, urban development, agriculture, education, and governance.</p>

Country	Gender in National Development Strategies	ADB's Identified Priorities in Country Gender Assessments	ADB's Gender Priorities in Country Strategies and Programs	Contribution of ADB Assistance to Gender 1998–2009
PAK	<p>Interim, PRSP (2003) and draft PRSP-II (2009): Approach includes amendments to laws to remove gender inequalities, create new institutional arrangements, and make public resource management systems gender-responsive</p> <p>National Program for Women's Political Participation, National Framework for Family Protection, GRAPs, Gender Management Information System, food nutrition program for 5–12 years girls</p>	<p>Country Briefing Paper 2000: Mainstream gender in four pillars—feminization of poverty, political participation of women, violence against women, database on women and gender auditing; capacity development of CSOs and national GAD machinery</p> <p>CGA 2008: Increase capacity of local government institutions and other partners; increase analysis of key gender issues; strengthen links between ADB executing agencies, Ministry of Women's Development, and GRAP implementation units; develop detailed monitoring mechanisms</p>	<p>CSP 2002: Support for gender integral part of Decentralization Support Program</p> <p>Strategic focus on social services delivery in education, health, and water supply and sanitation under devolved social services program had strong gender dimensions, including targeted interventions to improve access to social services</p> <p>CPS 2008: Policy dialogue on effective implementation of GRAPs, focus areas included health (HIV), transport (human trafficking), finance (access issues), social sector service delivery, and urban environmental improvement with focus on water supply and sanitation to benefit women</p>	<p>Notable results achieved through the policy and institutional reforms linked to the DSP and implementation of the GRAPs within that framework. A \$7.0 million TA loan attached to the DSP, along with grant assistance cofinanced by bilateral development partners, assisted in preparation of GRAPs.</p>
PNG	<p>MTDS 2005–2010: Improve health status of women and their participation in decision making at all levels</p> <p>To address female gender issues, it is recognized that male gender issues must also be addressed</p>	<p>CGA 2006: Priority policy and operational guidelines for focusing on GAD issues in project design and implementation, public finance management, road transport infrastructure, private sector development, and health sector</p> <p>Country Gender Profile 2008: Four priority areas identified for gender focus by 2006 CGA restated</p>	<p>GAD Plan of Action 1999: Promote equal participation of women in economic activities with equal distribution of benefits; improve social and economic indicators for females; encourage explicit targeting of gender-specific concerns in decision-making processes; strengthen links between government and civil society</p> <p>CSP 2006: Sector interventions should refer to gender strategies developed by government agencies, including in policy dialogue. Create Office for the Development of Women with government budget</p>	<p>Of the four areas identified for gender focus by 2006 and 2008 CGAs, ADB has contributed to gender results in road transport infrastructure projects and health sector projects.</p> <p>Continued efforts are underway to incorporate GAD in ADB-supported projects and TA activities despite existing demand-side constraints including a lack of champions for GAD in government, little demonstrated evidence on successful mainstreaming efforts, and funding issues.</p>

ADB = Asian Development Bank, ADTA = advisory technical assistance, BAN = Bangladesh, CAP = country assistance plan, CGA = country gender assessment, COSS = country operational strategy study, CPS = country partnership strategy, CSO = civil society organization, CSP = country strategy and program, DSP = Decentralization Support Program, GAD = gender and development, GAP = gender action plan, GRAP = gender reforms action plan, LAO = Lao People's Democratic Republic, M&E = monitoring and evaluation, MTBF = medium-term budget framework, MTDS = medium-term development strategy, NEP = Nepal, NGPES = National Growth and Poverty Reduction Strategy, NSAPR = National Strategy for Accelerated Poverty Reduction, NSEDP = National Socio-Economic Development Plan (2006–2010), NSEGPRSD = National Strategy for Economic Growth, Poverty Reduction and Social Development, PAK = Pakistan, PNG = Papua New Guinea, PRSP = Poverty Reduction Strategy Paper, SME = small and medium enterprises, TA = technical assistance.

RATINGS OF SELECTED PROJECTS

Table A3.1: Composition and Overall Success Rates of Selected Projects: By Country and Sector

Country	TRP	WSMI	MUL	EDU	EGY	FIN	ANR	PSM	HSP	IND	Total
Bangladesh	1	2	1	1	0	0	3	1	0	1	10
Indonesia	1	2	0	1	1	1	3	0	1	1	11
Lao PDR	1	2	0	1	0	1	4	1	0	0	10
Nepal	0	2	0	0	0	0	1	0	1	0	4
Pakistan	1	1	1	0	0	1	1	5	1	0	11
PNG	3	1	0	1	0	1	2	0	1	0	9
Total	7	10	2	4	1	4	14	7	4	2	55
Sector Share	12.7%	18.2%	3.6%	7.3%	1.8%	7.3%	25.5%	12.7%	7.3%	3.6%	100.0%
Overall ratings											
Highly Successful	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	25.0%	0.0%	1.8%
Successful	28.6%	60.0%	50.0%	50.0%	0.0%	25.0%	64.3%	42.9%	25.0%	50.0%	47.3%
Partly Successful	57.1%	40.0%	50.0%	50.0%	0.0%	75.0%	35.7%	57.1%	50.0%	50.0%	43.0%
Unsuccessful	14.3%	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	3.6%

ANR = Agriculture and Natural Resources Management; EDU = Education; EGY = Energy; FIN = Finance; HSP = Health, and Social Protection; IND = Industry and Trade; Lao PDR = Lao People's Democratic Republic; MUL = Multisector; PNG = Papua New Guinea; PSM = Public Sector Management; TRP = Transport and Information and Communications Technologies; WSMI = Water Supply and Other Municipal Infrastructure and Services.

Source: Independent Evaluation Department Team.

Table A3.2: Overall Success Ratings of Selected Projects: By Country and Sector

Country	Ratings				Total
	Highly Successful	Successful	Partly Successful	Unsuccessful	
Bangladesh	0	7	3	0	10
Indonesia	0	2	2	0	4
Lao PDR	0	4	6	1	11
Nepal	0	6	3	1	10
Pakistan	0	4	7	0	11
PNG	1	3	5	0	9
Total	1	27	25	2	55
Core Sectors					
WSMI	0	6	4	0	10
TRP	0	2	4	1	7
EDU	0	2	2	0	4
FIN	0	1	3	0	4
MUL	0	1	1	0	2
EGY	0	0	0	1	1
Non-Core/Other Sectors					
ANR	0	10	4	0	14
PSM	0	3	4	0	7
HSP	1	1	2	0	4
IND	0	1	1	0	2

ANR = Agriculture and Natural Resources Management; EDU = Education; EGY = Energy; FIN = Finance; HSP = Health, and Social Protection; IND = Industry and Trade; Lao PDR = Lao People's Democratic Republic; MUL = Multisector; PNG = Papua New Guinea; PSM = Public Sector Management; TRP = Transport and Information and Communications Technologies; WSMI = Water Supply and Other Municipal Infrastructure and Services.

Source: Independent Evaluation Department Team.

Table A3.3: Overall Success Ratings of Selected Projects: By Country and Year of Approval

Country	Ratings				Total
	Highly Successful	Successful	Partly Successful	Unsuccessful	
Bangladesh	0	8	2	0	10
Indonesia	0	2	2	0	4
Lao PDR	0	4	6	1	11
Nepal	0	6	3	1	10
Pakistan	0	4	7	0	11
PNG	1	3	5	0	9
Total	1	27	25	2	55
Year of Approval					
1998–2003	0	19	14	2	35
2004–2009	1	8	11	0	20
Overall Ratings					
1998–2003	0.0%	70.4%	56.0%	100.0%	63.6%
2004–2009	100.0%	29.6%	44.0%	0.0%	36.4%

Lao PDR = Lao People's Democratic Republic; PNG = Papua New Guinea.

Source: Independent Evaluation Department Team.

Table A3.4: Relevance Ratings of Selected Projects: by Country and Sector

Country	Ratings				Total
	Highly Relevant	Relevant	Partly Relevant	Irrelevant	
Bangladesh	0	7	2	1	10
Nepal	3	6	1	0	10
Indonesia	0	4	0	0	4
Lao PDR	1	8	1	1	11
Pakistan	0	10	1	0	11
PNG	1	5	3	0	9
Total	5	40	8	2	55
Core Sectors					
WSMI	1	8	1	0	10
TRP	0	5	1	1	7
EDU	1	2	1	0	4
FIN	0	2	2	0	4
MUL	0	2	0	0	2
EGY	0	0	0	1	1
Non-Core Sectors					
ANR	2	10	2	0	14
PSM	0	7	0	0	7
HSP	1	2	1	0	4
IND	0	2	0	0	2

ANR = Agriculture and Natural Resources Management; EDU = Education; EGY = Energy; FIN = Finance; HSP = Health, and Social Protection; IND = Industry and Trade; Lao PDR = Lao People's Democratic Republic; MUL = Multisector; PNG = Papua New Guinea; PSM = Public Sector Management; TRP = Transport and Information and Communications Technologies; WSMI = Water Supply and Other Municipal Infrastructure and Services.

Source: Independent Evaluation Department Team.

Table A3.5: Effectiveness Ratings of Selected Projects: By Country and Sector

Country	Ratings				Total
	Highly Effective	Effective	Less Effective	Ineffective	
Bangladesh	0	6	4	0	10
Nepal	1	6	2	1	10
Indonesia	0	2	2	0	4
Lao PDR	1	3	5	2	11
Pakistan	0	1	9	1	11
PNG	0	4	5	0	9
Total	2	22	27	4	55
Core Sectors					
WSMI	1	5	4	0	10
TRP	0	2	4	1	7
EDU	1	2	1	0	4
FIN	0	1	2	1	4
MUL	0	0	2	0	2
EGY	0	0	0	1	1
Non-Core Sectors					
ANR	0	7	7	0	14
PSM	0	2	4	1	7
HSP	0	2	2	0	4
IND	0	1	1	0	2

ANR = Agriculture and Natural Resources Management; EDU = Education; EGY = Energy; FIN = Finance; HSP = Health, and Social Protection; IND = Industry and Trade; Lao PDR = Lao People's Democratic Republic; MUL = Multisector; PNG = Papua New Guinea; PSM = Public Sector Management; TRP = Transport and Information and Communications Technologies; WSMI = Water Supply and Other Municipal Infrastructure and Services.

Source: Independent Evaluation Department Team.

Table A3.6: Efficiency Ratings of Selected Projects by Country and Sector

Country	Ratings				Total
	Highly Efficient	Efficient	Less Efficient	Inefficient	
Bangladesh	0	5	4	1	10
Nepal	0	3	6	1	10
Indonesia	0	1	3	0	4
Lao PDR	1	4	4	2	11
Pakistan	0	1	7	3	11
PNG	0	2	5	2	9
Total	1	16	29	9	55
Core Sectors					
WSMI	0	4	6	0	10
TRP	0	2	2	3	7
EDU	0	2	1	1	4
FIN	0	0	3	1	4
MUL	0	1	1	0	2
EGY	0	0	0	1	1
Non-Core Sectors					
ANR	1	4	8	1	14
PSM	0	1	4	2	7
HSP	0	1	3	0	4
IND	0	1	1	0	2

ANR = Agriculture and Natural Resources Management; EDU = Education; EGY = Energy; FIN = Finance; HSP = Health, and Social Protection; IND = Industry and Trade; Lao PDR = Lao People's Democratic Republic; MUL = Multisector; PNG = Papua New Guinea; PSM = Public Sector Management; TRP = Transport and

Information and Communications Technologies; WSMI = Water Supply and Other Municipal Infrastructure and Services.

Source: Independent Evaluation Department Team.

Table A3.7: Sustainability Ratings of Selected Projects by Country and Sector

Country	Ratings				Total
	Most Likely	Likely	Less Likely	Unlikely	
Bangladesh	0	5	4	1	10
Nepal	0	7	3	0	10
Indonesia	0	2	2	0	4
Lao PDR	0	3	7	1	11
Pakistan	0	4	7	0	11
PNG	1	3	4	1	9
Total	1	24	27	3	55
Core Sectors					
WSMI	0	5	4	1	10
TRP	0	2	4	1	7
EDU	0	2	2	0	4
FIN	1	1	2	0	4
MUL	0	0	2	0	2
EGY	0	0	0	1	1
Non-Core Sectors					
ANR	0	6	8	0	14
PSM	0	4	3	0	7
HSP	0	3	1	0	4
IND	0	1	1	0	2

ANR = Agriculture and Natural Resources Management; EDU = Education; EGY = Energy; FIN = Finance; HSP = Health, and Social Protection; IND = Industry and Trade; Lao PDR = Lao People's Democratic Republic; MUL = Multisector; PNG = Papua New Guinea; PSM = Public Sector Management; TRP = Transport and Information and Communications Technologies; WSMI = Water Supply and Other Municipal Infrastructure and Services.

Source: Independent Evaluation Department Team.

COUNTRY TECHNICAL ASSISTANCE ACTIVITIES

Table A4.1: Active and Completed Advisory Technical Assistance Addressing Gender in the Selected Countries, 1998–2009

Region/Country/ADTA No.	Project Title	Year
CWRD		
Pakistan		
ADTA 3832-PAK ^a	Gender Reform Program	2002
ADTA 4414-PAK	Non-Formal Primary Education and Functional Literacy for Rural Women in Selected Barani Areas of Punjab	2004
ADTA 4319-PAK ^a	Determinants and Drivers of Poverty Reduction and ADB's Contribution in Rural Pakistan	2004
ADTA 4602-PAK	Support to Implementation of Gender Reform Action Plans	2005
ADTA 4673-PAK ^a	Balochistan Capacity Building for Devolved Social Services	2005
ADTA 4894-PAK	Improving Access to Financial Services	2006
ADTA 4922-PAK	Islamic Republic of Pakistan: Support to Governance Reforms in Pakistan	2007
PARD		
Papua New Guinea		
ADTA 4798-PNG	Demographic and Health Survey	2006
ADTA 4882-PNG ^a	Health Sector Support	2006
ADTA 4932-PNG	Power Sector Development Plan	2007
SARD		
Bangladesh		
ADTA 4320-BAN ^a	Social Protection of Poor Female Workers in the Garment Sector in the Context of Changing Trade Environments	2004
ADTA 4707-BAN ^a	Participation of the Urban Poor in Municipal Governance	2005
Nepal		
ADTA 4353-NEP ^a	Promoting Pro-Poor and Gender Responsive Service Delivery Project	2004
ADTA 4759-NEP ^a	Reaching the Most Disadvantaged Groups in Mainstream Rural Development	2005
ADTA 4760-NEP ^a	Enhancing Poverty Reduction Impact of Road Projects	2006
ADTA 4767-NEP ^a	Capacity Building for Gender Equality and Empowerment of Women	2006
ADTA 4774-NEP ^a	Economic and Social Inclusion of the Disadvantaged Poor through Livelihood Enhancement with Micro-Irrigation	2006
ADTA 4776-NEP ^a	Enabling Private Sector for Poverty-Focused Water Distribution and Strengthening of Institutional Reforms in Kathmandu Valley	2006
SERD		
Indonesia		
ADTA 3846-INO ^a	Gender Equity in Policy and Program Planning	2002
ADTA 4762-INO ^a	Pro-Poor Planning and Budgeting	2006
ADTA 4479-INO ^a	Gender Responsive Public Policy and Administration	2004
ADTA 4984-INO	Strengthening Social Services Delivery for Poverty Reduction and Millennium Development Goals Acceleration Program	2007
ADTA 7038-INO	Enhancing the Legal and Administrative Framework for Land Project	2007
Lao People's Democratic Republic		
ADTA 3641-LAO ^a	Capacity Building of the Lao Women's Union	2001
ADTA 4339-LAO ^a	Study of Gender Inequality in Women's Access to Land, Forests, and Water	2004
ADTA 4406-LAO ^a	Capacity Building for Smallholder Livestock Systems	2004

Region/Country/ADTA No.	Project Title	Year
ADTA 4434-LAO ^a	Poverty Reduction through Land Tenure Consolidation, Participatory Natural Resources Management and Local Communities Skills	2004
ADTA 4655-LAO ^a	Capacity Building for Gender Mainstreaming in Agriculture	2005
ADTA 4827-LAO	Institutional Strengthening for Rural Finance	2006
ADTA 4907-LAO	Sector-Wide Approach in Education Sector Development	2006
ADTA 7446-LAO	Building Capacity for the Health Sector Program Approach	2009

ADTA = advisory technical assistance, CWRD = Central and West Asia Department, LAO = Lao People's Democratic Republic, PARD = Pacific Department, SARD = South Asia Department, SERD = Southeast Asia Department.

^a Completed projects.

Source: Database of the special evaluation study on the Asian Development Bank's Support to Gender and Development – Phase I.

Table A4.2: ADB Regional Technical Assistance (RETA) Addressing Gender Concerns in 6 Selected Countries, 1998–2009

Country/Project Name	Year Approved	Year Completed	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Countries Covered	PCR Rating
Complete:								
TA 5825-REG: Strengthening Safe Motherhood Programs	1998	2003	700	Health and Social Protection	Literature review, Workshops, and Consultations	DMC staff	BAN, INO, LAO, NEP, PAK, PNG	S
TA 5835-REG: Enhancing Institutional Capacity in Gender Development in the Bank's DMCs	1999	2004	1,000	Public Sector Management	Capacity building	DMC staff, ADB staff	BAN, INO, NEP, PAK	HS
TA 5889-REG: Gender and Development Initiatives	1999	2005	850	Public Sector Management	Capacity building, Training, Workshops	DMC staff	NEP, PAK	HS
TA 5887-REG: Strengthening the Role of Labor Standards in Selected DMCs	1999	2005	400	Health, Nutrition and Social Protection	Workshops, and Studies	Other stakeholders, DMCs, NGOs, and International Labour Organization (ILO)	BAN, NEP	S
TA 5881-REG: Preventing HIV/AIDS among Mobile Populations in the Greater Mekong Subregion	1999	2002	450	Health and Social Protection	Study, strategy formulation	DMC staff	LAO	S
TA 5935-REG: National Resettlement Policy Enhancement and Capacity Building	2000	2003	500	Health and Social Protection	Capacity building, Planning, Training, Policy study	DMC government and staff	INO, NEP, PAK	S
TA 5950-REG: Financial Services for Poor Women	2000	2005	600	Finance	Training	NGOs and target group beneficiaries, and Women's World Banking	BAN, INO	S
TA 5948-REG: Combating Trafficking of Women and Children in South Asia	2000	2003	440	Health and Social Protection	Study	DMC staff, target beneficiaries	BAN, NEP	HS
TA 5953-REG: Capacity Building for Indigenous Ethnic Peoples	2000	2003	400	Health and Social Protection	Study, workshops	DMC staff, NGOs, target beneficiaries	INO	HS
TA 6007-REG: Enhancing Social and Gender Statistics in Selected DMCs	2001	/1	150	Public Sector Management	Study	DMC staff	BAN, LAO, NEP, PAK	-
TA 6008-REG: Gender and Governance Issues in Local Government	2001	2004	735	Public Sector Management	Training, capacity building, and provision of specialized expertise	Target beneficiaries	BAN, NEP, PAK	S

Country/Project Name	Year Approved	Year Completed	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Countries Covered	PCR Rating
TA 6109-REG: NGO Partnerships for Poverty Reduction	2003	2007	1,000	Public Sector Management	Pilot projects, capacity building, and informed interviews	NGOs, ADB staff	BAN, INO, LAO, NEP, PAK, PNG	S
TA 6126-REG Civil Society Participation in Budget Formulation in the Pacific	2003	2005	250	Public Sector Management	Capacity building, Case studies, Workshops, Strategy formulation, Study	DMC Staff and NGOs	PNG	S
TA 6115-REG: Poverty Reduction in Upland Communities in the Mekong Region through Improved Community and Industrial Forestry	2003	2006	800	Agriculture and Natural Resources		ADB staff, DMC staff	LAO	PS
TA 6188-REG: Establishing Legal Identity for Social Inclusion	2004	2007	575	Public Sector Management	Study	ADB staff, DMC staff	BAN, NEP	S
TA 6190-REG: Preventing the Trafficking of Women and Children and Promoting Safe Migration in the Greater Mekong Subregion	2004	2007	700	Health and Social Protection	Study	ADB staff, DMC staff, target beneficiaries	LAO	S
TA 6270-REG: Facilitating Knowledge Management for Pro-Poor Policies and Projects	2005	2007	980	Public Sector Management	Study	DMC officials, ADB staff, other stakeholders	LAO, PAK	S
TA 6248-REG: Legal Empowerment for Women and Disadvantaged Groups	2005	2007	550	Public Sector Management	Study and Pilot project	ADB staff	BAN, INO, PAK	S
TA 6243-REG: Strengthening Malaria Control for Ethnic Minorities	2005	2007	750	Health and Social Protection	Training	DMC staff, and Target group beneficiaries	LAO	S
TA 6247-REG: HIV/AIDS Vulnerability and Risk Reduction among Ethnic Minority Groups through Communication Strategies	2005	2008	700	Health and Social Protection	Public communication (radio broadcasts)	Target group beneficiaries	LAO	S

Country/Project Name	Year Approved	Year Completed	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Countries Covered	PCR Rating
TA 6319-REG: Pilot Strengthening of Civil Society, Participation, in Development in the Pacific	2006	2009	500	Health and Social Protection	Pilot project, Capacity building, High-level advice, Training, Consultations, and Research and development	DMC officials and staff, NGOs, and Target group beneficiaries, Pacific Centre for Resource Concerns, and Pacific Islands Association of Non-Governmental Organizations	PNG	PS
TA 6316-REG: Asian Development Community Broadcasting Initiative	2006	2007	150	Transport and ICT	Capacity building, Pilot Project, and Workshops	DMC staff, and Target Group beneficiaries	LAO	/1
TA 6413-REG: Strengthening Human Resource Development Cooperation in the GMS	2007	2009	200	Multisector	Capacity building, Consultations, and Action Planning	ADB Staff, DMC Officials and Staff	LAO	HS
Number/Amount:	23		13,380					
Active:								
TA 5564-REG: Regional Initiatives on Social Development and WID (Supplementary)	1999		n.a				INO, LAO, NEP, PAK, PNG	
TA 6092-Reg: Enhancing Gender and Development Capacity in Developing Member Countries - Phase 2	2002	-	1,600	Public Sector Management	Capacity building	ADB staff, DMC staff	BAN, INO, NEP, PAK	-
TA 6237-REG: GMS Phnom Penh Plan for Development Management II	2005	-	800	Multisector	Capacity building, and Training	DMC officials and staff	LAO	-
TA 6279-REG: GMS: Preparing the Sustainable Tourism Development Project	2005	-	900	Industry and Trade	Study	DMC staff	LAO	-
TA 6321-Reg: Fighting HIV/AIDS in Asia and the Pacific	2006	-	8,670	Health, Nutrition and Social Protection	Capacity building	ADB staff, DMC staff	BAN, LAO	-
TA 6364-REG: Measurement and Policy Analysis for Poverty Reduction	2006	-	330	Public Sector Management	Capacity building, Policy analysis, and Training	DMC staff	INO	-

Country/Project Name	Year Approved	Year Completed	Amount (\$'000s)	Sector/ Theme	Activity (Study, Training, Capacity Building, Pilot Project)	Target (ADB staff, DMC staff, NGOs, Target Group Beneficiaries)	Countries Covered	PCR Rating
TA 6092-REG: Enhancing Gender and Development Capacity in Developing Member Countries - Phase 2 (Supplementary)	2008		1,000					
TA 6439-Reg: Twelfth Agriculture and Natural Resources Research at International Agricultural Research Centers	2007	-	2,000	Agriculture and Natural Resources	Study and Capacity building	DMC staff, NGOs, target group beneficiaries Consultative Group on International Agriculture Research (CGIAR)	BAN, PAK	-
TA 6407-REG: GMS Phnom Penh Plan for Development Management III	2007	-	1,000	Public Sector Management	Capacity building, Training, Pilot Project,	DMC Officials and Staff	LAO	-
TA 6515-REG: Impact of Maternal and Child Health Private Expenditure on Poverty and Inequity	2008	-	626	Health and Social Protection	Study, Capability building, Workshop, and Survey	DMCs, ADB, NGOs, Development Partners, NGO	LAO, PAK, PNG	-
TA 6467-REG: HIV Prevention and Infrastructure: Mitigating Risk in the Greater Mekong Subregion	2008	-	6,000	Health and Social Protection	Capacity building	DMC staff, NGOs, and Target Group beneficiaries	LAO	-
TA 6321-Reg: Fighting HIV/AIDS in Asia and the Pacific (Supplementary)	2008		1,300					
TA 6493-REG: Gender-Responsive Decentralized Governance in Asia	2008	-	500	Public Sector Management	Study, Capacity building, and Consultation	DMC officials and staff, and ADB staff	NEP, INO	-
TA 7293-Reg: Selected Evaluation Studies for 2009-Phase 1	2009	-	700	Multisector	Capacity building	ADB staff	BAN, INO, LAO, NEP, PAK	-
TA 6237-REG: GMS Phnom Penh Plan for Development Management II (Supplementary)	2009		310					
Number/Amount	11		25,736					

DMC = developing member country, HS = highly successful, MFIs = micro-finance institutions, NGO = non-government organization, PS = partly successful, S = successful, n. a. = not available.

1/ This is an SSTA and does not have a completion report.

Source: Independent Evaluation Department Team.

Table A4.3: Japan Fund for Poverty Reduction Grants Addressing Gender in Selected Countries, 2000–2009

No.	Project Title	Year
CWRD		
Pakistan		
9031	Mobilizing the Poor for Better Access to Health	2003
9067	Enhancing Road Improvement Benefits to Poor Communities in the North-West Frontier Province—Improving the Well-Being of Road Workers	2005
9090	Iron and Folic Acid Fortification in Small-Scale Milling to Improve the Lives of the Poor, Especially Women and Children	2006
9092	Immediate Support to Poor and Vulnerable Households in Inaccessible Areas Devastated by the 2005 Earthquake	2006
9105	Microfinance for the Poorest	2007
PARD		
Papua New Guinea		
9002	Low-Cost Sanitation, Community Awareness, and Health Education Program	2000
9113	Lae Port Livelihood and Social Improvement Project	2007
9130	Extending the Socioeconomic Benefits of an Improved Road Network to Roadside Communities	2009
SARD		
Bangladesh		
9009 ^a	Supporting Livelihood Improvements for the Poor through Water Management Associations	2001
9080	Social Development for Erosion Affected Poor in the Jamuna Meghna Floodplains	2005
9129	Developing Inclusive Insurance Sector	2009
Nepal		
9007 ^a	Supporting Poor and Disadvantaged Farmers through Civil Society Organizations	2001
3032	Optimizing Productivity of Poor Water Users Associations	2003
9101	Improving the Livelihoods of Poor Farmers and Disadvantaged Groups in the Eastern Development Region	2006
9110	Strengthening Decentralized Support for Vulnerable and Conflict-Affected Families and Children	2007
9135	Establishing Women and Children Service Centers	2009
9141	Capacity Building for the Promotion of Legal Identity among the Poor in Nepal	2009
SERD		
Indonesia		
9016 ^a	Supporting the Community Based Basic Education for the Poor	2002
9000 ^a	Assisting Girl Street Children at Risk of Sexual Abuse	2000
9049	Sustainable Livelihood Development for Poor Coastal and Small Island Communities	2004
9065	Enriching Lives of the Urban Poor through Food Fortification	2005
9072	Sustainable Livelihood Development for Coastal Communities in the Special Province of Nanggroe Aceh Darussalam	2005
9073	Rehabilitation of Coral Reef and Mangrove Resources in the Special Province of Nanggroe Aceh Darussalam	2005
9074	Seismically Upgraded Housing in Nanggroe Aceh Darussalam and North Sumatera	2005
9079	Restoration of Microenterprise and Microfinance in Aceh	2005
9084	Supporting Community Health Care Initiatives in Nanggroe Aceh Darussalam	2006
Lao People's Democratic Republic		
9012	Supporting the Community-Managed Livelihood Improvement	2001
9034 ^a	Reducing Poverty Among Ethnic Minority Women in the Nam Ngum Basin	2003
9035 ^a	Solid Waste Management and Income Generation for Vientiane's Poor	2003
9062	Sustainable Agroforestry Systems for Livelihood Enhancement of the Rural Poor	2005
9095	Catalyzing Microfinance for the Poor	2006

No.	Project Title	Year
9107	Enhancing Capacity of Local Government Agencies and Lao Women's Union for Sustainable Poverty Reduction in Northern Lao People's Democratic Republic	2007
9117	Alternative Livelihood for Upland Ethnic Groups in Houaphanh Province	2008
9137	Developing Model Healthy Villages in Northern Lao People's Democratic Republic	2009

ADB = Asian Development Bank, CWRD = Central and West Asia Department, PARD = Pacific Department, SARD = South Asia Department, SERD = Southeast Asia Department.

^a Completed activities.

Source: Database of the special evaluation study on the Asian Development Bank's Support to Gender and Development – Phase I.

OVERALL GENDER RATINGS FOR SELECTED PROJECTS

Table A5.1: Bangladesh

No.	Project	Sector	Category	Status	Relevance	Effectiveness	Efficiency	Sustainability	Overall Rating
1947	Urban Governance and Infrastructure Improvement	WSMI	I	A	Partly relevant	Effective	Efficient	Likely	Successful
2254	Second Rural Infrastructure Improvement	ANR	I	A	Partly relevant	Less effective	Efficient	Likely	Successful
2462	Second Urban Governance and Infrastructure Improvement	WSMI	I	A	Relevant	Effective	Less efficient	Less likely	Successful
1690	Secondary Education Sector Improvement Project	EDUC	I	C	Relevant	Effective	Efficient	Likely	Successful
2566–2569	Public Expenditure Support Countercyclical Support	PSM	I	A	Relevant	Effective	Efficient	Likely	Successful
1782	Northwest Crop Diversification	ANR	II	C	Relevant	Effective	Less efficient	Less likely	Successful
1831	Second Small Scale Water Resources Development	ANR	II	A	Relevant	Effective	Less efficient	Likely	Successful
2148/2150	SME Sector Development Program	IND	II	C	Relevant	Less effective	Less efficient	Less likely	Partly successful
2409	Emergency Disaster Damage Rehabilitation (Sector)	MUL	II	A	Relevant	Less effective	Efficient	Less likely	Successful
1708	Southwest Road Network Development	TRP	III	C	Irrelevant	Less effective	Inefficient	Unlikely	Partly successful

A = active, ANR = agriculture and natural resources management, C = completed, EDUC = education, IND = industry and trade, MUL = multisector, PSM = public sector management, SME = small and medium enterprise, TRP = transport and communications, WSMI = water supply and other municipal infrastructure services.
Source: Supplementary Appendix, Bangladesh Country Case Study.

Table A5.2: Indonesia

No.	Project	Sector	Category	Status	Relevance	Effectiveness	Efficiency	Sustainability	Overall Rating
2163– 2164	Community Water Services and Health	WSMI	I	A	Relevant	Effective	Efficient	Likely	Successful
1675– 1676	Health and Nutrition Sector Development	HSP	II	C	Relevant	Effective	Less efficient	Likely	Successful
1962	Coral Reef Rehabilitation and Management	ANR	II	A	Relevant	Less effective	Less efficient	Less likely	Partly successful
2072– 2073	Neighborhood Upgrading and Shelter Sector	WSMI	II	A	Relevant	Less effective	Less efficient	Less likely	Partly successful

A = active, ANR = agriculture and natural resources management, C = completed, HSP = health and social protection, WSMI = water supply and other municipal infrastructure services.

Source: Supplementary Appendix, Indonesia Country Case Study.

Table A5.3: Lao People's Democratic Republic

No.	Project	Sector	Category	Status	Relevance	Effectiveness	Efficiency	Sustainability	Overall Rating
1621	Basic Education (Girls)	EDU	I	C	Highly relevant	Highly effective	Efficient	Likely	Successful
0026	Greater Mekong Regional Communicable Diseases Control	HSP	I	A	Partly relevant	Less effective	Less efficient	Less likely	Partly successful
2252–2253	Rural Finance Sector	FIN	I	A	Relevant	Ineffective	Inefficient	Less likely	Partly successful
2259	Northern Region Sustainable Livelihoods through Livestock	ANR	I	A	Relevant	Less effective	Less efficient	Less likely	Partly successful
0016	Northern Central Regions Water Supply and Sanitation Sector	WSMI	I	A	Relevant	Less effective	Less efficient	Less likely	Partly successful
1834	Vientiane Urban Infrastructure and Services	WSMI	II	C	Relevant	Less effective	Less efficient	Less likely	Partly successful
1933	Nam Ngum River Basin Development Sector	ANR	II	A	Relevant	Effective	Efficient	Less likely	Successful
1970	GMS Mekong Tourism Development (Regional)	IND	II	C	Relevant	Effective	Efficient	Likely	Successful
1989	GMS Northern Economic Corridor	TRP	II	C	Relevant	Less effective	Efficient	Less likely	Partly successful
2086	Northern Community Managed Irrigation	ANR	II	A	Relevant	Effective	Highly efficient	Likely	Successful
2005	Northern Area Rural Power Distribution	EGY	III	C	Irrelevant	Ineffective	Inefficient	Unlikely	Unsuccessful

A = active, ANR = agriculture and natural resources management, C = completed, EDUC = education, EGY = energy, FIN = finance, GSM = Greater Mekong Subregion, HSP = health and social protection, IND = industry and trade, TRP = transport and communications, WSMI = water supply and other municipal infrastructure services.

Source: Supplementary Appendix, Lao People's Democratic Republic Country Case Study.

Table A5.4: Nepal

No.	Project	Sector	Category	Status	Relevance	Effectiveness	Efficiency	Sustainability	Overall Rating
1650	Rural Microfinance	FIN	I	C	Relevant	Effective	Less efficient	Likely	Successful
1778	Nepal Crop Diversification	ANR	I	C	Relevant	Effective	Efficient	Likely	Successful
1917	Secondary Education Support	EDUC	I	A	Relevant	Effective	Less efficient	Less likely	Partly successful
2008	Community-Based Water Supply and Sanitation Sector	WSMI	I	A	Highly relevant	Highly effective	Efficient	Likely	Successful
2071	Community Livestock Development	ANR	I	A	Highly relevant	Effective	Efficient	Likely	Successful
2143	Gender Equality and Empowerment of Women	ANR	I	A	Highly relevant	Less effective	Less efficient	Likely	Successful
1755	Small Towns Water Supply and Sanitation Sector	WSMI	II	C	Relevant	Effective	Less efficient	Likely	Successful
1861	Governance Reform Program	PSM	II	C	Relevant	Effective	Less efficient	Likely	Partly Successful
0063	Commercial Agriculture Development Project	ANR	II	A	Relevant	Less effective	Less efficient	Less likely	Partly successful
1876	Road Network Development	TRP	III	C	Partly relevant	Ineffective	Inefficient	Less likely	Unsuccessful

A = active, ANR = agriculture and natural resources management, C = completed, EDUC = education, PSM = public sector management, TRP = transport and communications, WSMI = water supply and other municipal infrastructure services.
Source: Supplementary Appendix, Nepal Country Case Study.

Table A5.5: Pakistan

No.	Project	Sector	Category	Status	Relevance	Effectiveness	Efficiency	Sustainability	Overall Rating
1805–1806	Microfinance Sector Development	FIN	I	C	Partly relevant	Less effective	Less efficient	Less likely	Partly successful
1897–1899	Pakistan Access to Justice Program	PSM	I	C	Relevant	Less effective	Less efficient	Likely	Successful
1950	Punjab Community Water Supply and Sanitation	WSMI	I	C	Relevant	Effective	Efficient	Likely	Successful
1935–1938	Pakistan Decentralization Support Program	PSM	I	C	Relevant	Less effective	Less efficient	Likely	Successful
1787	NWFP Barani Area Development Project – Phase II	ANR	I	C	Relevant	Less effective	Less efficient	Less likely	Successful
2485	Punjab MDG Program – Subprogram 1	HSP	I	C	Relevant	Less effective	Less efficient	Likely	Partly successful
2047–2049	Sindh Devolved Social Services	MUL	II	C	Relevant	Less effective	Less efficient	Less likely	Partly successful
2030–2031	Pakistan Punjab Resource Management	PSM	II	C	Relevant	Less effective	Less efficient	Less likely	Partly successful
2107–2109	Balochistan Resource Management Program	PSM	II	C	Relevant	Less effective	Inefficient	Less likely	Partly successful
2216	Punjab Resource Management Program – Subprogram 2	PSM	III	C	Relevant	Ineffective	Inefficient	Less likely	Partly successful
2103–2104	NWFP Road Development Sector and Subregional Connectivity	TRP	III	A	Relevant	Less effective	Inefficient	Less likely	Partly successful

A = active, ANR = agriculture and natural resources management, C = completed, FIN = finance, HSP = health and social protection, MDG = Millennium Development Goals, MUL = multisector, NWFP = Northwest Frontier Province, PSM = public sector management, TRP = transport and communications, WSMI = water supply and other municipal infrastructure services.

Source: Supplementary Appendix, Pakistan Country Case Study.

Table A5.6: Papua New Guinea

No.	Project	Sector	Category	Status	Relevance	Effectiveness	Efficiency	Sustainability	Overall Rating
1652	Smallholder Support Services Pilot	ANR	I	C	Relevant	Effective	Less efficient	Less likely	Successful
2398– 2399	Lae Port Development	TRP	I	A	Relevant	Less effective	Efficient	Less likely	Partly successful
1812	Provincial Towns Water Supply and Sanitation	WSMI	II	C	Relevant	Less effective	Less efficient	Unlikely	Partly successful
1925	Coastal Fisheries Management and Development	ANR	II	C	Partly relevant	Less effective	Inefficient	Less likely	Partly successful
1706	Employment-Oriented Skills Development	EDUC	III	C	Partly relevant	Less effective	Inefficient	Less likely	Partly successful
1768	Microfinance and Employment	FIN	III	A	Partly relevant	Less effective	Less efficient	Most likely	Partly successful
G0042	HIV/AIDS Prevention and Control in Rural Development Enclaves	HSP	III	A	Highly relevant	Effective	Efficient	Likely	Highly successful
2496– 2497	Multitranchise Financing Facility for Highlands Roads	TRP	III	A	Relevant	Effective	Less efficient	Likely	Successful
1754	Rehabilitation of Navigation Aids System	TRP	IV	C	Relevant	Effective	Less efficient	Likely	Successful

A = active, ANR = agriculture and natural resources management, C = completed, EDUC = education, FIN = finance, HSP = health and social protection, TRP = transport and communications, WSMI = water supply and other municipal infrastructure services.

Source: Supplementary Appendix, Papua New Guinea Country Case Study.