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Accelerating Progress on Gender During ADF-13

Background Paper

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AFRICAN DEVELOPMENT FUND

Executive Summary

Africa has made remarkable progress in reducing gender disparities. However, in several dimensions of life, African women continue to be disadvantaged. They earn lower wages, their working conditions remain comparatively poor, and they have limited access to financial resources and necessary skills and technology to improve their productivity. Women's status is further undermined by discriminatory laws that deny them equal rights and legal protections. Despite producing most of the food consumed on the continent, they do not enjoy the same land ownership rights as men.

The Bank promotes gender equality through its sector operations, technical tools, analytical studies and policy dialogue. Sector operations support women's livelihoods and access to essential services by improving roads, schools, hospitals, agricultural practices and water supply and sanitation. For instance, the Bank's governance initiatives increase women's visibility and influence in decision-making while education and skills development programs expand career choices for girls and help them become productive members of the continent's growing economies. Projects for social protection and poverty reduction promote women's empowerment by increasing their access to and control of financial resources.

The Bank's activities with respect to gender equality are guided by the Gender Policy (2001) and accompanying Plans of Action – the initial Gender Plan of Action for 2004-2007 and the Updated Gender Plan of Action (UGPA) for 2009-2011. The Updated Plan focused on three main areas of action (1) investing in women's economic empowerment, (2) building capacity and generating knowledge, and (3) promoting governance and policy reforms aimed at strengthening gender mainstreaming in Regional Member Countries. The mid-term review of the UGPA revealed both achievements and challenges. Overall, satisfactory progress was observed in the Human Development and Water & Sanitation sectors. The bank was less successful in mainstreaming gender in the Agriculture, Energy, and Roads projects. The review also made some recommendations on how the Bank's work on promoting gender equality could be made more effective. Key among them is that the future approach should be more focused by identifying areas where the Bank has comparative advantage and can generate quick wins to promote women's economic empowerment.

The Bank's Long Term Strategy for 2013–2022 (LTS) reaffirms its commitment to gender equality as essential for economic progress and sustainable development. Under the LTS, the Bank will employ the existing as well as innovative tools, processes and approaches to effectively mainstream gender in the priority areas of infrastructure, governance, skills and technology, regional integration and private sector development. Drawing on the lessons learnt to date, the Bank will redouble efforts to promote women's economic empowerment, strengthen their legal status and property rights, and improve knowledge management and capacity building. Special emphasis will be given to sectors that were reported to have challenges in mainstreaming gender during the mid-term review of the UGPA. Internal capacity will be strengthened and optimally employed within the institution, and there will be increased cross- sector coordination in order to optimize on synergies for scaling up gender-related results. The Bank will continue to work with other partners to find innovative and sustainable solutions to the various impediments to gender equality on the continent, especially in the areas where it has limited comparative advantage. In addition, the Bank will strengthen gender-related results monitoring and evaluation, using robust and rigorous metrics, and will develop gender-related indicators at all levels of the Bank's new Results Measurement Framework.

To operationalize the commitment under the LTS, the Bank will prepare a Gender Strategic Framework for 2013-2017 to guide its activities on gender and development. Work on the Framework has begun and some consultations with RMCs have already taken place.

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Abbreviations

ADB	African Development Bank
ADF-13	Thirteenth General Replenishment of the African Development Fund
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
UGPA	Updated Gender Plan of Action
UNAIDS	United Nations Programme on HIV/AIDS
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
WHO	World Health Organization

ACCELERATING PROGRESS ON GENDER DURING ADF-13

Africa is at a critical juncture where the economic growth prospects are unprecedented, but inequalities remain. Despite gains in women's health, education and economic opportunities over the past few decades, gender inequalities persist. Given the centrality of women in African economies, gender equality is essential to improving the prospects for growth and sustainable development. Gender equality is increasingly recognized not only as a rights issue but also as smart economics—drawing from the evidence that it enhances economic efficiency and improves developmental outcomes.¹

The African Development Bank (Bank or ADB) has pursued gender equality through its operations in countries and is committed to intensifying its efforts on gender under the Long Term Strategy. This background paper articulates the Bank's vision for accelerating progress in promoting gender equality in Africa and elucidates the Bank's approach in this area during the Thirteenth Replenishment of the African Development Fund (ADF-13). It starts by analyzing gender inequalities in Africa and the strategies that can narrow them. It next reviews international experience in gender mainstreaming, followed by a description of the Bank's experience and progress in mainstreaming gender through its policies and operations. This is followed by an overview on the way forward, outlining how the Bank intends to implement the LTS gender commitments in the five core operational priorities during the period of ADF-13 and beyond.

1. Gender Disparities in Africa

- 1.1. Gender inequalities persist in most African countries, and data on gender outcomes show a complex canvas of gains and missed opportunities in women's social and economic development and in their political and legal status.

Economic Status

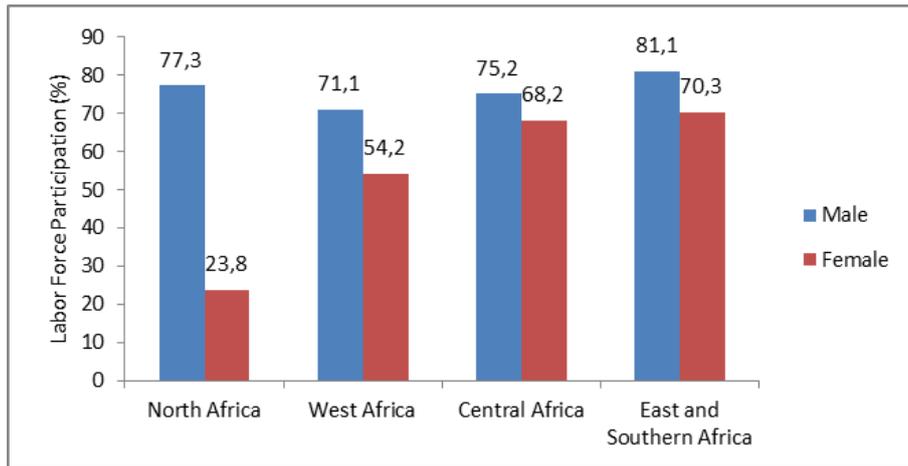
- 1.2. Women's participation in the African labor force is generally high (figure 1). Although women's labor force participation is increasing, women are more likely to be employed in low-skilled and low-productivity professions. Women's earning potential is also lower than men's, because they earn lower wages and sometimes work unpaid.² Women's higher labor force participation has not been matched by improvements in job quality and the kinds of jobs they are engaged in, and as a result, their true socioeconomic empowerment is still lacking.³ Furthermore, women entrepreneurs face significant barriers in accessing finance and other business related services.
- 1.3. In some parts of Africa, large disparities in basic health and education undermine women's ability to succeed, despite their being active in the labor force. In other parts, however, health outcomes and education attainment have improved, though women's labor force participation remain low. These paradoxes suggest that it is not only the level of development that explains variations in women's status across the continent; social and cultural factors also play a role.
- 1.4. Women play a central role in agriculture and food security in Africa, yet they have little say about what to produce and how to use earnings. Women in Africa make up 60% of the farm labor force and are solely responsible for the bulk of agricultural production, producing 60%–80% of staples. Yet only 7% of agricultural extension services, 10% of credit and 1% of land are available to women. Discriminatory cultures, traditions and laws in many African countries are to blame for these disparities.
- 1.5. Women and girls are profoundly affected by the lack access to clean water and sanitation. The lack of potable domestic and irrigation water in rural areas places a heavy burden of fetching water on women and girls, as it can take up to 60% of their time. This explains the higher dropout rates among girls, undermining their schooling and employment.

¹ World Bank. 2012. *Gender Equality and Development*. Washington, DC.

² World Bank. 2012. *World Development Indicators*. Washington, DC.

³ Lim, L. 2002. *Female Labor-Force Participation. Completing the Fertility Transition*. New York: United Nations.

Figure 1: Male and Female Labor Force Participation Rate by Sub-Region

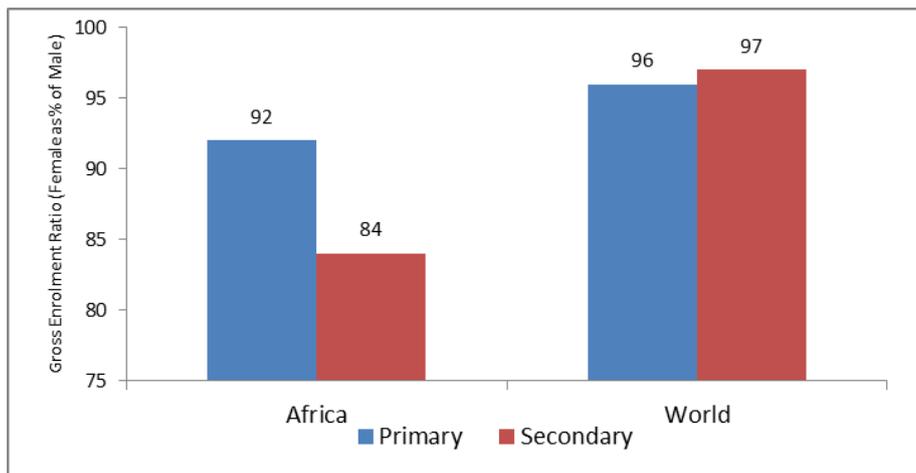


Source: World Development Indicators 2010.

Social and Development Status

- 1.6. Despite the progress in increasing female enrollment in primary school, gender-related disparities remain wide at the secondary and tertiary levels (figure 2). In 2010, Sub-Saharan Africa had only 63.2 women in tertiary school for every 100 men. The region has the lowest gross enrollment ratios in secondary education, less than 45% for both sexes.⁴

Figure 2: Gender Parity in Education in Africa vs. World



Source: UNICEF, State of the World's Children, 2012.

- 1.7. Women in Sub-Saharan Africa have the highest rates premature mortality and mortality due to preventable causes in the world (figure 3). In 2010, the region accounted for 56% of the estimated 287,000 maternal deaths worldwide,⁵ yet women ages 15–49 in the region represent only 11% of the world's women of reproductive age.⁶ Women are more likely to die when they have many children and when they have them when they are young. Lack of control over fertility makes women more likely to seek unsafe abortions, increasing the risk of maternal death. An average African woman lives about 58.7 years, about 9 years less than women in South Asia and 13 years less than an average woman worldwide.⁷

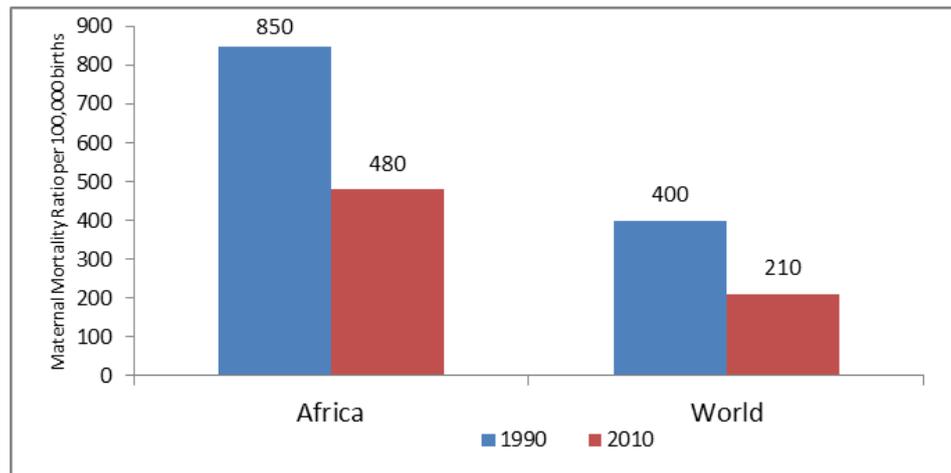
⁴ UNESCO. 2012. *World Atlas of Gender Equality in Education*. Paris.

⁵ World Health Organization, UNICEF, UNFPA, and the World Bank. 2010. *Trends in Maternal Mortality: 1990 to 2008*. Geneva.

⁶ United Nations. 2010. Department of Economic and Social Affairs Population Division. New York.

⁷ UNAIDS. 2012. *Women, girls, gender equality and HIV*. Geneva.

Figure 3: Maternal Mortality Ratio in Africa vs. World



Source: WHO, UNICEF, UNFPA and World Bank, 2010.

- 1.8. Sub-Saharan Africa is the region most severely affected by the HIV/AIDS epidemic, and the risk of acquiring the infection is higher among women. In 2009, around 12 million women were living with HIV and AIDS, compared with about 8.2 million men. According to UNAIDS estimates, three-quarters of all women with HIV live in Sub-Saharan Africa. Young women aged 15–24 years are the worst affected, as much as eight times more likely than men in the same age group to be living with HIV and AIDS.⁸
- 1.9. Women also are more vulnerable to gender-based violence, especially in some fragile states where sexual violence against women has been used as a weapon of war. Harmful cultural practices, such as female genital mutilation, are widespread in Africa, where about 3 million girls are at risk of it annually and about 92 million ages 10 years or older are estimated to have undergone it.⁹

Political and Legal Status

- 1.10. Women are underrepresented in politics and in public office. In Sub-Saharan Africa, women occupy 17.2% of parliamentary seats; in Arab States, the figure drops to 9.6%.¹⁰ Some electoral systems in these regions do not support the election of women, especially in societies with strong gender biases against women occupying decision-making positions.¹¹
- 1.11. Weak legal rights and low labor force participation undermine women's economic potential and agency in both the household and the community. Discriminatory provisions in statutes governing marital property, inheritance, land and labor prevail, compromising women's economic empowerment.¹²

2. Successful Strategies for Improving Gender Equality

- 2.1. Some key investments carry enormous potential for reducing gender disparities and integrating women as equal members of the Africa's emerging economies. Improved access to health, education, employment and finance allow women to improve their life conditions, and greater empowerment allows women to control assets, income and decision-making, producing better outcomes for their families.¹³

⁸ UNAIDS. 2012. *Women, girls, gender equality and HIV*. Geneva.

⁹ World Health Organization. 2012. *Female Genital Mutilation Fact Sheet No. 241*. Geneva.

¹⁰ IWDC. 2008. *Fact Sheet: Women's political participation*. June.

¹¹ Economic Commission for Africa. 2009. *Measuring Gender Inequality in Africa: Lessons from the African Gender and Development Index*. Addis Ababa.

¹² Hallward-Driemeier, MH, T. 2013. *Empowering Women: Legal Rights and Economic Opportunities in Africa*. Washington, DC: Agence Française de Développement, World Bank.

¹³ Malhotra, A., Schuler, S., and C. Boender. 2002. *Measuring Women's Empowerment as a Variable in International Development*. Washington, DC: World Bank.

Improving Economic Opportunities

- 2.2. Developing rural infrastructure and agribusiness improves women's agricultural productivity. Since women are the backbone of the region's agriculture, expanding agribusiness activities has good potential to reduce poverty among women by increasing their access to employment. When access to and use of productive inputs is equal, gender differences in agricultural productivity tend to disappear.¹⁴ Increasing women's skills and access to technologies can thus narrow the disparities in productivity and income. Increasing access to clean water and electricity can help reduce the time women spend on domestic responsibilities.
- 2.3. Increasing women's access to employment and financial resources improves their participation in productive activities. Promoting wage employment entails improving their work conditions and widening their access and opportunities in the labor market. Increasing women's access to microfinance and supporting micro, small and medium-size enterprises tailored to their needs allows them to save, borrow and insure against unexpected shocks.

Strengthening Skills and Applying Technology

- 2.4. Technical education and training for women is linked to the labor market and can improve their prospects for entrepreneurship and employment. Reforming education systems and supporting training programs can equip young women with skills to establish small businesses. New technology can transform lives by expanding access to information and markets. Addressing contextual factors that discourage young women from continuing their education and increasing female secondary and tertiary enrollment will improve their life prospects.

Enhancing Women's Voice and Participation including through political and legal status

- 2.5. Strengthening women's voice in service delivery and supporting the rights agenda remains a challenge. Increasing women's voice in community and public affairs through governance and accountability programs can promote gender equality in development processes.
- 2.6. Gender policies and programs should be driven by evidence, not just by advocacy. The emphasis so far has been on collecting gender-disaggregated data, but more robust and rigorous methodologies must be incorporated. To address the paucity of data and inform sensitive decision-making, national statistical institutions need to strengthen their capacity to generate data on gender-related processes and outcomes.

3. Review of International Experience in Gender Mainstreaming

- 3.1. In 2010, the Bank conducted an independent evaluation of the effectiveness of gender mainstreaming in multilateral and bilateral donor organizations.¹⁵ Based on 26 evaluations by these organizations, the review found that gender mainstreaming is complex and has not been carried out widely—for several reasons:
- 3.2. Mainstreaming requires financial and human resources, which have not been sufficient. The numbers of gender specialists have been low due to downsizing or recruiting only lower level staff or consultants.
- 3.3. Many procedures and practices for gender mainstreaming are actively pursued for only a short period before they gradually decline in use. The most common organizational approach has been to prepare gender action plans, toolkits, manuals, checklists and staff training. But few of them are used systematically, because rules or incentives for their use are lacking. Training—delivered using a “one-size-fits-all” approach, with little tailoring to local or sectoral contexts—has been ineffective in improving the knowledge for gender-sensitive approaches.
- 3.4. Monitoring and evaluation have also been inadequate. One of the most common findings was the lack of monitoring and evaluation systems to track progress, allow for adaptive management, record gender equality results and document good practices. If integrated in project design, gender is included to satisfy bureaucratic requirements for approval and then

¹⁴ World Bank. 2012 *Gender Equality and Development*. Washington, DC. (This is the same as ref 1)

¹⁵ ADB. 2012. *Mainstreaming Gender: A Road to Results or a Road to Nowhere*. Tunis.

dropped during implementation, as operational staff focus on the main priorities of the intervention.

- 3.5. Integrating gender equality into new aid modalities—such as policy-based lending, general budget support and sector-wide approaches—is even more challenging. Sector-wide approaches focused on education, health, and social safety nets report better integration than other sectors and modalities.
- 3.6. The evaluation suggests four options for better gender mainstreaming:
 - Focus on sectors where gender equality appears to be sufficiently embedded and linked to related sectors.
 - Concentrate on interventions that deliver benefits to and empower women (and men where appropriate) and facilitate incremental social change over time.
 - Enhance the policy dialogue on gender equality in new aid modalities.
 - Improve results reporting and learning through more systematic integration into monitoring and evaluation.

4. 10 Years of Bank Progress in Implementing Gender Strategies

- 4.1. The Bank has supported the efforts of countries to promote gender equality and women's empowerment as means of advancing poverty reduction and inclusive growth. The 2001 Gender Policy articulated the Bank's commitment and provided a framework to support gender mainstreaming in Bank policies and operations. Other key Bank policies and strategies—the Medium-Term Strategy (2008–2012), Integrated Water Resource Management Policy (2000), Gender and Social Equity Strategy for the African Water Facility (2010), Governance Strategic Action Plan (2008–2012) and Agriculture Sector Strategy (2010–2014)—also promote gender equality and women's empowerment.
- 4.2. The Bank's activities in support of gender equality have been guided by the Gender Policy and accompanying Plans of Action – the initial Gender Plan of Action for 2004-2007 and the Updated Gender Plan of Action (UGPA) for 2009-2011. The Updated Plan focused on three main areas of action (1) investing in women's economic empowerment, (2) building capacity and generating knowledge, and (3) promoting governance and policy reforms aimed at strengthening gender mainstreaming in Regional Member Countries. The mid-term review of the UGPA (see box 1) highlighted achievements and challenges¹⁶, and made some recommendations on the way forward. Overall, on mainstreaming gender in sector operations, the review reported that only 31% of public sector operations applied gender criteria satisfactorily during 2009 and 2010. In general, satisfactory progress was observed in the Human Development and Water & Sanitation interventions. There was less success in mainstreaming gender in the Agriculture, Energy, and Roads projects.

Reducing Gender Disparities through Sector Operations

- 4.3. Since the Gender Plan of Plan was approved, the volume of loans with effective gender mainstreaming has increased across the Bank's portfolio. Gender mainstreaming considerations embedded in the Bank's interventions in infrastructure, private sector, governance, skills and technology are expected to have significant impact on women's empowerment.

¹⁶ ADB. 2012. *Mid-Term Review of the Updated Gender Plan of Action 2009–2011*. Tunis.

Box 1: Recommendations of the Mid-Term Review of Gender Plan of Action

The Bank should concentrate on selected sectors based on its priority areas, to enhance the promotion of gender equality and women's economic empowerment; in particular in entrepreneurship development and infrastructure.

- apply its full potential in supporting women's entrepreneurship in Africa through its private-sector investments, including trade and regional integration , by enhancing business opportunities for women in trade including cross-border traders (improving infrastructure, access to finances and policy reforms).
- explore new ways to invest in activities that have direct and quick impact on access to energy in particular women at the household level, by complementing its large-scale energy investments with innovative small and medium-scale environmentally friendly operations.
- Promote and consolidate the production of economic sector work (gender profiles, guidelines, gender specific sectors studies) and gender statistics to strengthen, both internally in the Bank and externally in policy dialogue with RMC's, its advocacy on gender equality.
- strengthen accountability measures for promoting gender equality in operations, by putting forward directives or guidelines to inform staff and management on the various instruments developed for gender mainstreaming into operations.
- assess the number, placement and roles of gender specialists

Infrastructure

- 4.4. The Bank's infrastructure projects improve livelihoods and access to services for women. The Kariba Dam project produces hydroelectric power for Zambia and Zimbabwe to support a thriving commercial fishery and tourism industry: Lake Harvest employs 700 people, 42% of them women. The Ffulso-Sawla Road Project in Ghana supplies women's groups with agro-processing facilities, enhancing access to markets and improving livelihoods in project areas. Women's groups receive agro-processing equipment to help them adopt modern farming practices.

Box 2: Translating Gender Commitments into Action: Lessons Learned

Translating gender priorities into action in Bank sector operations has been a challenge in most stages of project planning and execution:

- Many African countries have established gender ministries and focal points, but they tend to lack resources and influence in decision-making. The capacity for addressing gender in national programs remains weak.
- Coordination among development partners the promotion of gender equality is lacking.
- The lack of gender statistics poses a challenge for project design, policy development and planning, particularly in key economic areas.
- Gender equality is not adequately and consistently addressed in country strategy papers, key entry points as they outline the strategic direction of Bank engagement.
- Gender analysis is not applied consistently in pro-poor growth strategies, and gender is neglected in program-based operations and sector programs.
- Poverty analysis does not show how poverty affects women and men differently.
- Local leaders have considerable influence in their communities and can reinforce messages on gender equality. Their capacity building should be promoted but is not seen as a priority.

- 4.5. Ethiopia's Electricity Transmission System Improvement Project has carried out gender sensitization and awareness programs in communities along the transmission lines. The project sought to promote jobs and employment, and included a target of reserving 30% of semiskilled and unskilled jobs for women during construction and 10% during operations. The project increased domestic power generation and transmission capacity and has benefited women, though the lack of gender-disaggregated household data makes it difficult to accurately measure the impact.

- 4.6. The Bank has also supported projects to strengthen health infrastructure and services in low-resource settings. These projects built gender-friendly health facilities, increased women's access to sexual and reproductive health services, and promoted female health workers to encourage women to use services.

Box 3: Strengthening Health Infrastructure to Reduce Maternal Mortality

Through Bank-funded projects, 1,932 primary, secondary and tertiary health centers have been built and equipped, 17,200 health workers have been trained, and 16.3 million people now have access to better health services. Tanzania's Support for Maternal Mortality Reduction Project and Uganda's Support to Health Sector Strategic Plan II Project and Rehabilitation of Mulago Hospital and Kampala Health Clinics Projects have reduced maternal mortality by improving women's access to functioning health facilities that provide comprehensive obstetric care. These projects also improve the quality of reproductive health services by training service providers and upgrading medical equipment. Projects in Sierra Leone and Cameroon have funded construction of maternity wards, the training of professionals, including midwives, and the supply of equipment and drugs.

Box 4: Agriculture Sector Rehabilitation in Liberia

Women in Liberia make up a large proportion of the country's rice and cassava farmers. The Agriculture Sector Rehabilitation Project's training activities strengthen women's self-confidence, decision-making power and entrepreneurial skills. Adult education activities promote communication between men and women and reinforce women's roles in the community. The project's food-processing components have increased women's marketing revenue by lengthening the shelf life of products, and women are ensured access to irrigated land. Higher income among women is expected to increase their access to land and credit.

- 4.7. All agricultural projects focus on rural infrastructure to link farmers to markets, storage facilities and irrigation infrastructure, increasing crop production and reducing post-harvest losses, thus boosting farmers' incomes, most of them women.
- 4.8. Food security and poverty reduction initiatives connected to agriculture development have improved women's access to and control of resources. The Bank's Agribusiness Development Program increases rural incomes and employment by providing greater access to markets for small farmers, producers and processors.
- 4.9. The Bugesera Natural Region Rural Infrastructure Support Project in Rwanda and Burundi has helped women receive training in income-generating activities, such as market gardening and fruit-tree farming. It increased the availability of food and encouraged women's leadership in farmer cooperatives.
- 4.10. Access to clean water and sanitation through Bank projects has improved women's and girls' well-being, in some cases reducing the time and distance women need to fetch water by more than 50%.

Box 5: Mozambique: Integrated Water Supply and Sanitation Project

In Mozambique, women and girls were the main beneficiaries of improved water supply, washing and sanitation facilities and training in environmental health. The Integrated Water Supply and Sanitation Project increased gender awareness at the district and community levels. Covering two of the country's poorest provinces—Nampula and Niassa—the project increased women's participation, in both the number of beneficiaries and the roles in the community. Women were often prominent members of the water point committees formed under the project. Over time they have proven to be more stable and committed members than men, holding their positions longer. The project allowed women to save time, thus helping them go back to school or engage in other productive activities.

- 4.11. The Bank has funded projects to build 25,856 latrines and drill or rehabilitate 12,074 boreholes and wells, benefiting 8.5 million people. The projects also promote women's leadership on water committees, as in Burkina Faso, Rwanda, Tanzania and Uganda. The Sierra Leone Three Towns Water Supply and Sanitation Project improved access to adequate, safe and reliable water and public sanitation with the goals of increasing girls' net school enrollment and reducing from 1 hour to a maximum of 15 minutes the average walking time women and girls spend collecting water per trip.

Private Sector

- 4.12. The Bank made considerable progress in mainstreaming gender in its private sector operations since the introduction of the Additionality and Development Outcomes Assessment tool in 2008. Through this assessment, projects are rated on their ex-ante¹⁷ efforts at incorporating design aspects that promote women empowerment through access to finance, jobs, business development support, etc. Some private sector operations, such as the Growth Oriented Women Enterprises (GOWE) project, have specifically targeted women beneficiaries. In addition, the Bank's public sector projects for social protection and poverty reduction have promoted women's empowerment by strengthening their access to and control of financial resources. In all, 237,563 microcredits have been granted, 49,704 microenterprises have been created, 74,734 microfinance clients have been trained in business management—benefiting 9.3 million people.
- 4.13. Tanzania's Small Entrepreneurs Loan Facility II project improved women's access to microcredit, developed their skills and strengthened socioeconomic infrastructure. This increased their small-business productivity and reduced their household labor. About 36,000 women benefited from loans, reporting a 50% increase in income. In Niger, the Bank supported the preparation of a national policy for improving women's status.
- 4.14. Catalyzing women's entrepreneurship has been the Bank's policy and operational focus. The African Women in Business Initiative highlighted barriers facing women entrepreneurs through studies, awareness building, training and pan-African networking among women entrepreneurs. The Growth Oriented Women Enterprises program combined partial guarantees extended by local commercial banks with advisory services offering business training and mentoring.
- 4.15. Advocacy and policy dialogue on gender equality have been carried out with key stakeholders. The Bank organized the Second African Women's Economic Summit in partnership with the African Women's Network—New Faces New Voices in Lagos—in July 2012, strengthening its organizational capacity.

Box 6: Integrating a Gender Perspective in Protection Basic Services

In Zambia, a protection basic services project will provide safe water to 36 districts, mostly benefiting women burdened with the daily chore of walking long distances to fetch water for the household. It will also improve school enrollment and retention for adolescent girls. In Ethiopia, a protection basic services project will focus on gender while delivering basic services in health, education, agriculture, water and rural roads at the *woreda* level. It aims to improve women's budget literacy to 50% and focus on gender through the protection basic services core principles of fairness and equality.

Governance

- 4.16. Empowering women as economic, political and social actors can broaden policy choices and make institutions more representative. The Bank's governance operations have strengthened the gender focus by including gender-disaggregated results indicators. By 2011, 43% of completed governance projects included gender-disaggregated data in their project completion reports. The share of new projects including at least one gender indicator rose from 59% in 2009 to 96% in 2011. For example, in Sierra Leone gender-based budgeting is enhancing gender analysis in budget preparation and allocation.

¹⁷ The ex-post achievements are tracked through performance monitoring reports.

- 4.17. The Bank has supported gender mainstreaming with national governments as a part of a governance policy dialogue. Initiatives include undertaking gender impact assessments to develop relevant indicators and mainstreaming gender across project components.
- 4.18. The Bank has also developed an information note on mainstreaming gender in governance operations. The note recommends using governance operations as a tool for gender mainstreaming, bringing together relevant stakeholders for country dialogue and building the capacity of economists and governance specialists in gender equality—and of gender specialists in public financial management. The note will facilitate the promotion of gender equality in country dialogues.

Box 7: Uganda Poverty Alleviation Project

Through the Uganda Poverty Alleviation Project, women in rural areas were able to access financial services, narrowing the gender disparity in access to credit and savings. Most of the project's clients were rural poor dependent on agriculture. The project expanded microfinance services, including financial and social intermediation, to over 25,000 beneficiaries, 15,500 of them women. The benefits to women included increased household savings, increased income and consumption, better education for children and reduced gender disparity and social exclusion. The loan recovery rate was higher for women (95%) than for men (88%).

Skills and Technology

- 4.19. Over 2008–2012, the Bank supported projects that improved gender equality in access to education. Schooling girls has been promoted through sensitizing communities, improving the school environment and providing other forms of support, such as stipends and school kits. In Burkina Faso, primary school enrollment increased 10% for girls in project areas. In Rwanda, the school completion rate increased from 79% in 2010 to 82% in 2012. Secondary and tertiary training programs on information technology, management, sewing, electricity, mechanics and hygiene and health have expanded career options for more than a million women and girls.

Box 8: Support for Girls and Women in Skills Training in Ghana

The Gender Responsive Skills and Community Development Project is supporting women and girls in acquiring skills to enhance their employability and economic empowerment. With Bank support, Ghana is providing scholarships to girls from very poor families to pursue courses in “non-traditional profession trades.” Girls are being empowered with the skills needed for such professions as electrical installation, carpentry and joinery, motor vehicle repairs, plumbing, masonry and welding. The project also sensitizes parents and communities to garner their support for increasing female enrolment in technical courses.

- 4.20. Bank projects have also strengthened school infrastructure and facilities, increasing female enrollment and retention. About 7,500 classrooms have been constructed or rehabilitated, and 110,000 teachers and education staff recruited and trained. In Rwanda, Bank investments in higher education support 121 girls enrolled in science and technology. Girls account for only 15% of enrollments in Ghana's technical vocational education and training programs. Vocational training has expanded career choices available to girls with limited career options in Ghana as well as in Cameroon, Chad and Mauritania.

Institutional Support to Gender Mainstreaming

- 4.21. The Bank has taken a number of steps at the institutional levels in order to support gender mainstreaming activities at the operational level. These include improvement of the institutional arrangements, building staff capacity, encouraging the use of data and analysis, and producing knowledge products.

Improving Institutional Arrangements

- 4.22. In May 2012 the Bank created the Gender and Social Development Monitoring Division with the mandate to lead the institutional anchoring of mainstreaming gender, social development and civil society engagement into the Bank Group's operations. In addition, gender specialists were also assigned to sector operations, including water, agriculture and human development.

Building Staff Capacity

- 4.23. The capacity for gender mainstreaming among Bank staff has been enhanced through seminars, workshops and training to improve their competencies for promoting gender equality in the project cycle. In 2011–2012, Accra, Nairobi and Tunis hosted gender workshops, attended by 78 Bank staff. Additional training has been carried out for economists, sector specialists and country program officers.
- 4.24. Key strategic areas and implementation modalities have been adopted to consolidate gender mainstreaming into operations. A staff guidance note on the gender dimension of quality-at-entry standards was developed and beginning 2012, a Gender Dimension has been made an integral part of the Bank's readiness review of public sector projects and programs.
- 4.25. Mainstreaming gender into Africa's infrastructure was the topic of a workshop organized by the African Development Bank, the World Bank and the Multilateral Development Banks Gender Working Group in March 2011, attended by 145 participants. Speakers presented their experiences of gender mainstreaming in energy, water and sanitation, transport and agriculture.

Improving the Use of Data and Analysis

- 4.26. Gender statistics promote evidence-based planning and monitoring. The Bank's *Gender, Poverty and Environmental Indicators on African Countries* provide information on the broad development trends in Africa relating to gender, poverty and the environment. The Bank also provides funds and technical expertise to help countries develop greater capacity to collect and analyze gender statistics. It is collaborating with the United Nations Economic Commission for Africa on a capacity-building program for gender statistics—and on techniques for gender-sensitive censuses and surveys.

Knowledge Products

- 4.27. Two case studies of Botswana and Mali, produced in 2011, analyzed the relationship between gender and employment with sex-disaggregated data. The link between climate change, gender and development in Africa was the focus of another study by the Bank. To promote gender-responsive budgeting, the Bank produced a study that presents the concept and application of examining government budgets from a gender equality perspective in Ghana, Mauritius, Tanzania and Uganda. It is also exploring partnerships to build the capacity of countries in institutionalizing gender-responsive budgeting.

Box 9: Challenges of Mainstreaming Gender in Bank Operations

The review of the Bank's Updated Gender Plan of Action (2011) found that gender mainstreaming has not been uniformly applied and that only 31% of public sector projects were considered satisfactory in applying gender criteria. The quality of gender mainstreaming in project design was strongest in water and sanitation (56% of projects rated satisfactory or better) and especially weak in energy (7%) and transport (12%).

Moreover, a 2012 diagnostic study of 68 public sector projects completed over 2009–2011 suggested that while 56% produced some gender-equality results, only 11% recorded substantial results. Education, health and fisheries achieved the most, and governance and transport achieved the least.

These findings suggest that the Bank has not yet accepted promoting gender equality as a corporate responsibility, exacerbated by the fact that gender mainstreaming has not been accompanied by the required human and financial resources. With fewer gender experts overall and an increasingly decentralized structure, gender mainstreaming in operations has not progressed. And inadequate financial resources have hampered implementation of the Bank's gender action plans. Nor has the Bank sufficiently supported client efforts to promote gender equality through advocacy, policy dialogue and capacity building. The Bank has been weak in measuring results in gender mainstreaming and slow in disseminating successes and good practices. Together, these factors have greatly reduced the impact of Bank operations on gender equality.

Source: African Development Bank, 2012, Review of the Updated Gender Plan of Action, Tunis; African Development Bank, Review of Gender Equality Results of Public Sector Projects 2009-2011, Forthcoming 2013.

- 4.28. Analytical tools and institutional measures for gender mainstreaming included the completion of 22 Country Gender Profiles in 2011–2012, notably for fragile states. The profiles identified gender equality gaps, assessed policies and legal and institutional frameworks, provided guidance to policymakers and national development planning authorities and facilitated appropriate country gender mainstreaming strategies in country strategy papers and in operations.

5. Accelerating Progress in Promoting Gender Equality During ADF-13

- 5.1. The Bank's Long Term Strategy for 2013–2022 reaffirms the Bank's commitment to gender equality as essential for economic progress and sustainable development. It states that gender equality is not only part of an inclusive growth strategy but also an area of special emphasis for the Bank. Learning from past successes and failures, the Bank proposes to intensify efforts to reduce gender disparities by focusing on key strategic areas during ADF-13.
- 5.2. To reduce gender inequalities, the Bank will focus on promoting women's economic empowerment, strengthening of women's legal status and property rights, and improving knowledge management and capacity building. For example, the Bank will invest in infrastructure such as water, energy and transport, particularly in rural areas, that frees time for women to pursue economic activities and increase women's productivity. Through its private sector programs, the Bank will work to "level the playing field" for women and improve their economic opportunities and incomes. This means improving access to finance and building skills in science, technology and entrepreneurship. Through its governance programs, the Bank will promote reforms that strengthen women's legal status and voice in public affairs, reduce gender-based disparities and violence and improve land tenure rights for women in all sectors, including agriculture and land tenure. In line with its role as a knowledge hub and broker, the Bank will support gender-specific analytical work and gender-disaggregated statistics that underpin results tracking and measurement. A gender action plan that mainstreams gender issues across the Bank's entire portfolio of activities is being prepared.
- 5.3. To implement the LTS, the Bank is currently developing the Gender Strategic Framework 2013-2017¹⁸, which seeks to align the strategic areas for the promotion of gender equality to the areas of focus of the Bank. As part of this framework, the promotion of gender equality needs to be strengthened in the areas of governance, private sector and infrastructure. More focus will

¹⁸ Also referred in short as the "Gender Strategy". Initial consultations were conducted with stakeholders from governments, civil society and from Bank staff in Field Offices during two regional consultations in Kigali, Rwanda and Tunis Tunisia in October and November 2012

also be given to capacity building for the promotion of gender equality in RMCs and improving gender statistics for better evidence-based planning and results reporting.

5.4. The three broad implementation modalities will include:

- **Finalizing the Gender Strategic Framework:** This will guide Bank's activities in gender mainstreaming.
- **Improving effectiveness of gender mainstreaming in operations:** The Bank will take steps to apply existing as well as innovative approaches throughout the project across the full range of its operational and programming activities. In this regard, the Bank will increase the number of gender experts to build internal capacity and promote gender-informed operations.
- **Improving results monitoring** - The Bank will significantly strengthen its information systems for tracking and evaluating progress on gender mainstreaming and gender equality. Innovations in the Bank's new Results Measurement Framework will improve the mechanisms for monitoring progress. For example, the new Results Reporting System will introduce systematic sex-disaggregated indicators in operations.

Strategic Framework to Operationalize the LTS

- 5.5. The framework will operationalize the Bank's Long Term Strategy and provide staff with detailed guidance on implementing commitments for promoting gender equality in the medium term. It will help in translating the Bank's Long Term Strategy into concrete actions for accelerating progress in gender equality and women's empowerment across the full range of Bank operations—from country partnership strategies to the design and implementation of gender-inclusive projects and programs.
- 5.6. Implementing the strategic vision for gender in the Long Term Strategy will rely on cross-sector strategies. Special emphasis will be given to sectors that face challenges in mainstreaming gender—such as energy, transport and the private sector. Internal capacity will be strengthened and optimally employed within the institution, and there will be increased cross-sector coordination in order to optimize on synergies for scaling up gender-related benefits. In the initial stages of project formulation, Bank project task teams will systematically undertake gender impact assessments to develop relevant indicators, identify opportunities for addressing gender through project components and ensure appropriate budget allocations.
- 5.7. The Bank will promote gender equality and women's empowerment in both investment and policy-based operations. It will use its policy-based instrument to promote economic empowerment and reduce disparities in health and education.
- 5.8. The use of gender checklists, currently ad hoc, will be mandatory during the internal review process of Bank operations by the end of 2013. All sector departments will define sector-specific gender indicators that will be a part of the logical frameworks for each operation, thus strengthening the reporting of results.
- 5.9. The Bank will also progressively increase the number of gender experts recruited and place them in operational departments, field offices and countries. Special emphasis will be given to sectors that face challenges in mainstreaming gender—such as energy, transport and the private sector.
- 5.10. The Bank is committed to supporting country statistical units to collect robust, disaggregated data and develop capacity for promoting gender equality. In line with its role as a knowledge hub and broker, it will support gender-specific analytical work and gender-disaggregated statistics that underpin results-tracking and measurement.
- 5.11. As a cross-cutting theme, gender will intersect with each of the five core operational priorities of the Long Term Strategy: infrastructure, the private sector, governance, skills and technology, and regional integration.

Mainstreaming Gender into Operations

- 5.12. The Bank will make gender an integral part of its development mandate and mainstream gender into the project cycle, by implementing gender dimensions in all operations. Further, the Bank has identified a number of immediate actions including the identification of a Gender Champion

at the senior management level to guide the overall coordination of gender related activities in the Bank.

Infrastructure

- 5.13. Greater emphasis will be placed on upgrading rural infrastructure, especially water and sanitation, clean energy and health facilities. Access to clean water and sanitation, as well as clean energy, is expected to significantly reduce women's travel time to fetch water and wood.
- 5.14. Road projects will be accompanied by mitigation programs to reduce the spread of HIV/AIDS. The Bank is committed to develop transport projects that respond to women's needs from 15% in 2011 to 30% in 2014.

Regional Integration

- 5.15. The Bank's regional operations will increasingly and systematically focus on gender equality and women's empowerment. Improved cross-border trade in agriculture is particularly expected to largely benefit women, the bulk of agricultural traders. Labor mobility and free trade agreements will focus on women's participation in the labor market. Investments in regional centers of excellence will foster teaching, training and learning processes that focus on women's education and professional growth.

Private Sector

- 5.16. Partnerships between the public and private sector have good potential for expanding and scaling up services to empower women. Priority will go to projects that give both women and men equal access to financial products that allow them to save and borrow. Special emphasis will be given to support women's entrepreneurs with the launching of the new Growth-Oriented Women Entrepreneurs program in 2013.
- 5.17. The development of micro, small and medium-size enterprises, especially in agro-processing, will provide collateral for credit and enable women to save. The Bank's Agribusiness Development Program will aim to reduce poverty among women by increasing their access to employment opportunities through agribusiness enterprises and services and by supporting women's empowerment in decision-making and public life. It will integrate women in the value chain model intended to transform Africa's predominantly small-scale farmers into market actors.
- 5.18. Mainstreaming of gender into private sector operations will continue with the support of the ADOA tool through more consistent integration of gender responsive indicators in key areas such as access to finance, SMEs and business development.
- 5.19. Finally, the Bank will support public-private partnerships to improve women's access to health and education. Public-private partnerships for health infrastructure will ensure accessible and high-quality medical care to improve maternal health. The private sector will also contribute expertise to develop women's skills and equip them for the region's growing industries.

Governance

- 5.20. The Bank will support programs that promote women's voice in policy making and ensure accountability to women in public services, especially health, education and food security. These efforts are intended to influence how collective decisions are made and thus how public resources are allocated—so that both women's and men's needs are represented in service delivery. Microfinance and safety net programs that, have been effective in improving gender equality, will be priorities.
- 5.21. The Bank will also support measures that guarantee rights and access to health –and education for girls, as well as rights to property assets, land ownership and inheritance. The collective strength of women's associations and cooperatives will be tapped to strengthen the bargaining power of women in rural areas. E-governance mechanisms, including mobile technologies, will be developed to allow women to be more effective monitors of public services.
- 5.22. The Bank will continue to support initiatives that strengthen the legislative and institutional framework, improve gender policies and practices and promote participatory budgeting, gender-based budgeting and gender audits. To follow up on the recommendations of the Second

African Women's Economic Summit, the Bank will hold a high-level conference on gender and development in 2013.

Skills and Technology

- 5.23. Integrating women into the economies requires equipping them with skills tailored to the labor market. Enhancing the skills of women farmers, especially through technical assistance for the management of agricultural production, will improve their productivity and foster sustainable livelihoods. The rapid development of science and technology and the penetration of mobile phones also provide opportunities to promote gender equality and women's empowerment. The Bank will also support mobile and other information technologies to deliver health and education services that target rural women.
- 5.24. The Bank will step up support for training women within capacity-building projects, particularly technical vocational education that can encourage women's entrepreneurship in rural areas. It will also ensure that technical and vocational education training and higher education projects include activities and incentives to encourage girls' entrepreneurship and participation in science and technology—as a part of the New Education Model for Africa.
- 5.25. Finally, the Bank will invest in science, technology and innovation by supporting programs to encourage women to study science and engineering. Creating a critical mass of women scientists in Africa will require a concerted effort and greater resources from all countries and development partners. If enough women scientists enter the policy streams, the trickle-down effect in forming national and continental science, technology and innovation policies and programs can promote gender equality in science, technology, engineering and mathematics education. The Bank will partner with Academies of Sciences to support programs for women scientists, especially through graduate and postgraduate fellowships for women scientists who can also mentor Africa's future female leaders.

Strengthening Monitoring and Evaluation of Performance

- 5.26. The Bank will strengthen the tools and systems it uses to track support and performance on gender.
- 5.27. Monitoring and evaluating operations with a gender dimension and their impact will require robust and rigorous metrics to demonstrate evidence of achievements and create a feedback loop into operations and analytical work.
- 5.28. The Bank will thus expand and strengthen the gender dimensions of its new Results Measurement Framework, developing gender-related indicators at all four levels:
 - *Level 1*—new indicators will focus on gender equality. Options being considered are the Gender Inequality Index developed by the United Nations Development Programme and the Gender Equality indicator, part of the Social Institutions and Gender Index developed by the Organisation for Economic Co-operation and Development.
 - *Level 2*—disaggregation by sex will be introduced for major indicators, particularly the number of beneficiaries in sectors contributing to the Bank's core operational priorities. Indicators to measure the Bank's contribution to initiatives specifically focusing on gender issues may also be introduced in consultation with all departments.
 - *Level 3*—managing operations effectively will provide a baseline and targets to improve gender mainstreaming at the operational level. Lessons from the monitoring of mainstreaming climate change into the Bank's operations will be drawn on to define the best measures for this purpose—for example, specific focus on “gender proofing” country strategy papers.
 - *Level 4*—managing the Bank efficiently will focus on ensuring that the gender dimension is taken into account in reforms to further strengthen the efficiency of the institution, particularly in human resource management.
- 5.29. The new Results Reporting System will introduce systematic sex-disaggregated indicators across all our operations.

- 5.30. As a regional institution, the Bank is taking the lead in promoting impact evaluation to help countries generate evidence on the impact of operations with a gender dimension. The evaluations will help countries learn from each other and support evidence-based planning, thus improving the effectiveness of aid and public spending.
- 5.31. During ADF-13, all projects with a gender dimension will be screened for policy options to be rigorously evaluated. The following guiding principles will ensure that high-quality impact evaluations are produced:
- Appropriateness and relevance of the research questions to be addressed.
 - Complementarities and synergies with other strategies and evaluation efforts.
 - Promotion of the use of appropriate methodology.
 - Flexibility and adaptability to take into account the environment where the evaluation is conducted.
 - Knowledge dissemination to ensure that the results of impact evaluations benefit the country as well as other countries in the region.

6. Conclusion

- 6.1. The time is opportune for reducing Africa's gender disparities to spur the region's emerging economic growth prospects. Bringing marginalized women into the mainstream, empowering them with skills and resources and giving them equal voice and rights will boost Africa's economic growth.
- 6.2. A wide range of Bank projects have shown the diverse ways in which women's lives have improved across the region. Many valuable lessons have emerged from efforts to mainstream gender in operations and increase its visibility in the policy arena. These lessons will guide the way forward as the Bank renews its commitment to inclusive and gender-equitable growth during ADF-13.
- 6.3. The Bank Group remains committed to address gender inequality and women's empowerment with its support to economic, political and social development. The next steps will involve detailed deliberations to articulate the way forward. The Bank is committed to using evidence for developing results-oriented strategies for translating policy commitments into concrete actions that will improve women's lives in multidimensional ways across the continent.

Annex I: List of Policy Documents Reviewed

1. Gender Equality and Women's Empowerment: an Updated Gender Plan of Action 2009-2011
2. Mid-Term Review Of the Updated Gender Plan of Action 2009-2011
3. Gender Strategy Approach Paper 2012-2017
4. Country Gender Profiles 2011-2012
5. Gender, Poverty and Environmental Indicators on African Countries, 2012
6. Gender Dimension of Quality at Entry Standards, 2012
7. Mainstreaming Gender: a Road to Results or a Road to Nowhere 2012
8. The Review of Gender equality Results in Bank's Projects 2009-2011
9. The State of Gender Equality in Africa: challenges and opportunities for the ADB
10. ADB Long-Term Strategy 2013-2022
11. ADB sector strategies and project documents, 2000-2012