Evaluation Approach
Thematic Evaluation Study on ADB’s Support to Gender and Development
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I. Overview

1. Gender equality and women’s empowerment are integral to achieving growth and development. The Asian Development Bank (ADB) recognizes gender disparities as an important constraint to Asia and the Pacific’s development and mainstreams gender equity and women’s empowerment into its strategies and projects.¹

2. This thematic evaluation study will examine ADB’s support for gender and development. Specifically, it aims to assess (i) the relevance of ADB’s gender and development policy and its strategic priorities in promoting gender equity in the region, in light of pressing gender gaps constraining the region’s development; (ii) the responsiveness of ADB’s country strategies and operations to promoting gender equity and women’s empowerment; and (iii) the results of ADB’s operations in realizing gender equity outcomes and targets. The study also seeks to identify lessons and recommendations for the implementation of existing and possible new ADB’s gender strategy and interventions, particularly in line with the preparation of ADB’s Strategy 2030.

II. Rationale and Issues in Gender and Development

A. The Linkage between Gender Equity and Development

3. Gender equity matters for development—with its importance highlighted in international development agendas. The Sustainable Development Goals (SDGs) have a stand-alone gender goal, which includes targets on eradicating all forms of discrimination and violence against women, ensuring women’s participation in all levels of decision-making, and valuing women’s unpaid care and domestic work through the provision of public services and social policies, among others.² Addressing gender-based disparities can have important implications on development outcomes including growth, inclusion and equity, and human capital development.³

¹ Gender equity and gender equality are used interchangeably in this paper.
4. **Gender and Growth.** Proper allocation and utilization of women’s economic activities can serve as a crucial engine for growth. Women’s unpaid work in human resource production is related to achieving macroeconomic goals such as growth. If women’s ability to join the labor force or engage in entrepreneurship and other income-generating activities is hindered by restrictive policies, limited access to resources, land and finance as well as by cultural norms and the burden of caring for others and household work, women’s output that can contribute to the gross domestic product (GDP) may be lost, thereby affecting macroeconomic goals. In agriculture, ensuring equal access to productive resources between men and women could increase agricultural output in developing countries by 2.5%–4%, the Food and Agriculture Organization estimates. Moreover, unequal footing between men and women in accessing opportunities such as health and education negatively affects growth. For instance, education disparities can make the labor force less productive and therefore weaken a country’s growth potential. In Pakistan, gender disparities in education cost the country around 1.3% per capita growth every year.

5. Gender gaps are systematically larger in poorer countries than in richer economies. For instance, the male bias in college enrollment decreases as GDP increases. In employment, while female labor force participation is not systematically higher in rich countries, attitudes about women in the labor force are more progressive in rich countries than in poorer economies.

6. **Gender and Human Capital Development.** Narrowing gender disparities in access to opportunities including employment, education, and health care do not only benefit women, but also their children and the households they belong to. Greater control over household resources and bargaining power enables women to invest more in human capital of the next generation, which can positively impact growth and poverty reduction.

7. In the People’s Republic of China, increasing adult female income by 10% of average household income raised the proportion of surviving girls by 1 percentage point and increased the years of schooling for both boys and girls. In India, higher income among women increases the years of schooling of their children. Similarly, enhancing women’s access to education and health improves the education and health outcomes of their children. Improved nutritional status of mothers has been linked with better child health and survival. Mothers’ schooling has been also associated with children’s educational attainment. In Pakistan, children whose mothers have even a single year of education report higher test scores.

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8. **Gender and Inclusion.** Inclusive growth is about enabling all segments of the population to participate in the growth process. Women tend to constitute the disadvantaged groups, who have not benefited fully from growth. For example, globalization has opened up employment opportunities for both men and women. However, women tend to have low-wage jobs characterized by insecurity and poor working conditions. For instance, following India’s trade liberalization in 1991, the share of casual workforce rose, with larger increases for women workers compared to men in both rural and urban areas.\(^{12}\)

9. Women’s limited participation in the growth process also reduces their capability to respond to shocks such as natural disasters, climate change, food insecurity, and economic crises. Given this, women tend to be disproportionately affected by shocks and risks than men. Women are among the most vulnerable groups during conflict situations. Sexual assault and exploitation are frequently used as tools of war. Women are also at greater risk of violence during war-induced migration. They often lack documentation to prove their entitlement to food, health services, and shelter – forcing them to exchange sex for survival.\(^{13}\)

10. Women are also vulnerable to exploitation and trafficking when they migrate to seek better opportunities and financial independence as they may lack proper information on the migration process and procedures and jobs. Compared to men, women migrant workers tend to be concentrated in a more limited number of occupations, particularly in the informal sector, which does not provide sufficient protection and benefits.\(^{14}\)

**B. Gender Gaps in Asia and the Pacific**

11. In Asia and the Pacific, how has improved economic status influenced the plight of women? Asia and the Pacific was the fastest growing region in the world over the last 2 decades, with its real per capita GDP growth in purchasing power parity terms averaging 5.6% between 1990 and 2014 (footnote 3). The region also made gains in poverty reduction. The number of those living on $1.25 a day decreased from 1.23 billion in the 1990s to 790 million in the 2000s.\(^{15}\)

12. The region’s economic transformation has helped reduce gender disparities in some areas as women, for instance, now have greater access to basic education and longer life expectancy. Between 1950 and 2010, the number of years girls spend in school increased seven times, from 0.9 years to 6.4 years—while the corresponding increase for boys was four times from 2 years to 7.8 years in developing Asia. In health, life expectancy among women in developing Asia increased from an average of 42.8 years in the early 1950s to 72.9 in 2010–2015. Compared with the improvement in men’s life expectancy from 41.1 years to 69.4 years in the same period, women have doubled their lifespan advantage over men (footnote 3).

13. While there are lingering problems even in areas where Asia has made progress in reducing gender disparities, much more serious challenges remain in promoting economic and social empowerment among women.

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\(^{15}\) ADB. 2014. *ADB’s Support for Inclusive Growth*. Manila.
14. **Human capital endowments.** In education, despite progress in gender parity in enrollment, poor households continue to enroll only boys in primary school, with sons seen as future breadwinners and daughters as liabilities intended for marriage (footnote 3). Moreover, the transition from school to work is generally slower for women than men, given the former’s limited qualifications.

15. Similarly, the percentage of births attended by skilled health personnel increased over the last decade (Figure 1). Despite improvements, about half of births in South Asia are still not attended by skilled health personnel in 2011. Moreover, improvements at the regional level mask persisting disparities across countries. For instance, the percentage of births attended by trained health personnel in Bangladesh is only about 32% in 2011, up from more than 12% in 2000. Similarly, in Afghanistan, the corresponding figure was just almost 39% in 2011 from more than 12% in 2000.16

![Figure 1. Births Attended by Skilled Health Personnel (%)](image)


16. **Economic empowerment.** Women’s underrepresentation in the workforce costs Asia and the Pacific some $89 billion in income annually. Increasing the representation of women in the labor force to 70% would increase GDP by 4.2% in India, 2.9% higher in Malaysia, and 1.4% higher in Indonesia.17

17. Across regions, labor force participation generally decreased between 2000 and 2013 for both men and women—except in Latin America and Caribbean, and Sub-Saharan Africa where female labor force participation marginally increased during the period. Female labor force participation across the regions is still lower than their male counterparts in 2013 (Figure 2). Disparities in female and male labor force participation are highly pronounced in countries like Pakistan and India. In Pakistan, the labor force participation rate for women was almost 22% in 2013, compared to about 67% for men. In India, the corresponding figure for women was about 18% in 2013 against 51% for men – despite the narrowing gap in education between men and women (footnote 17).

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18. Barriers to women’s entry to the labor market include social and cultural norms, limited education and training, and institutional and legal constraints, and restrictions in access to infrastructure. Traditional views of male and female work and attitudes about husbands with working spouses contribute to bias against female employment. Domestic responsibilities also restrict women’s participation in paid work, especially with the inequitable time allocation for domestic chores between men and women. Across the world, the amount of time women spend on unpaid domestic chores ranges from half to six times more than men.18

![Figure 2. Labor Force Participation Rate (%)](https://example.com/image)


19. Establishing the principle of gender equity in the labor markets is also hampered by insufficient legal and institutional frameworks. A third of national constitutions in developing Asia do not guarantee freedom from gender discrimination, which may prevent women from pursuing employment opportunities despite having adequate qualifications. Women also generally face limited access to ownership of land and other productive assets, as well as credit. In nearly one-fifth of 173 countries surveyed by the World Bank, inheritance rights of daughters to property are unequal to sons (footnote 18).

20. Women also face various barriers to entrepreneurship. Compared to men, women entrepreneurs have more difficulties in accessing finance, less affiliations and interactions with formal business networks, and low level of awareness of new technology. Female entrepreneurs typically operate smaller firms and in less profitable sectors. Female employees are more likely to work in temporary and part-time jobs and are concentrated in occupations and sectors with lower barriers to entry.19

21. **Participation in Decision Making and Voice.** At the national level, women’s representation in political decision making remains limited. Women hold only 18% of legislative seats in Asia and 15% in the Pacific.20 This is well below the internationally agreed target of

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30% female representation in national parliaments set by the Beijing Declaration and Platform for Action in 1995.\textsuperscript{21} At the subnational level, women’s representation at community organizations is relatively better. However, their roles in decision-making remain minimal (footnote 19).

22. In decision-making at the household level, women also tend to have less voice. In India, for instance, a fifth of married women are not involved in decisions about household spending and even on their own incomes. Women’s voice and bargaining power at the household level is largely influenced by their income and control over assets. Property ownership can help women pursue income-generating opportunities. For instance, women can earn income by using land to grow crops or using it as collateral to start and develop a small business. Ownership of assets may enhance women’s bargaining power in a household.\textsuperscript{22} Hence, if women’s earnings are negatively affected by their limited participation in markets, their voice at the household level is also compromised.

23. Women’s limited voice and power also manifests in the prevalence of gender-based violence. In Southeast Asia, the World Health Organization estimates the prevalence of gender-based violence at nearly 38% in 2013.\textsuperscript{23} Evidence suggests the correlation between women’s assets, earnings, and shares of household income, and the incidence of domestic violence. In India, for instance, property ownership reduces women’s risk of domestic violence.\textsuperscript{24}

24. Access to Basic Infrastructure to Reduce “Time Poverty”. Sufficient access to water and sanitation, electricity, and roads can help reduce the time women spend on domestic and care work—thereby allowing them to pursue leisure or income-generating activities. In Bangladesh, better access to electricity has resulted in more leisure time for women (footnote 24). Water sources closer to homes were associated with women’s increased time allocated to market work in Pakistan. However, of the rural population in Asian Development Fund (ADF)-only countries\textsuperscript{25}, almost 30% do not have access to safe drinking water, 64% lack access to sanitation services, and 68% do not have electricity.\textsuperscript{26}

III. ADB’s Support for Gender and Development

A. Evolution of ADB’s Policy on Gender

25. Gender equity and women’s empowerment serve as one of the key priorities of ADB’s strategic and operational activities. In 1985, ADB adopted a policy on the role of women in development (WID). The WID policy emphasized women as a target group in its operations. In 1992, ADB adopted the WID policy as one of its five strategic development objectives, with a number of projects designed at enhancing the condition of women.

\textsuperscript{21} Inter-Parliamentary Union Database. \url{www.ipu.org}. (As cited in ADB. 2013. Gender Equality and Women's Empowerment Operational Plan, 2013-2020. Manila.)
\textsuperscript{25} ADF-only countries include Afghanistan, Bhutan, Cambodia, Kiribati, Kyrgyz Republic, Lao People’s Democratic Republic, Maldives, Marshall Islands, Myanmar, Nauru, Nepal, Samoa, the Solomon Islands, Tajikistan, Tonga, Tuvalu, and Vanuatu.
26. Recognizing that gender equity is a cross-cutting issue across socio-economic conditions, ADB in 1998 adopted a gender and development (GAD) policy, superseding the WID policy. The primary goal of GAD is to promote gender equity, adopting gender mainstreaming as a key strategy. Between 1998 and 2000, ADB adopted four gender project categories: WID, effective gender mainstreaming, some gender benefits, and no gender elements.

27. The gender mainstreaming categories have been continuously refined by ADB. Between 2010 and 2012, ADB revised the Guidelines for Gender Mainstreaming Categories of ADB Projects, which presented clearer project category criteria and improved categorization and reporting of projects addressing gender concerns. Consequently, the four gender mainstreaming categories now include: (i) Category I: gender equity as a theme (GEN), (ii) Category II: effective gender mainstreaming (EGM), (iii) Category III: some gender elements (SGE), and (iv) Category IV: no gender elements (NGE). This four-tiered classification measures the extent to which gender designs are integrated in a project. Categories I and II are counted as gender mainstreaming.

28. With the adoption of Strategy 2020 in 2008, ADB emphasized gender equity as one of five drivers of change for promoting and achieving inclusive and sustainable growth, reducing poverty, improving living standards, and attaining the Millennium Development Goals. By 2016, ADB has set the following corporate targets to be achieved—45% of all operations and 55% of those financed by ADF will address gender equality objectives. Prior to establishing these 2016 targets, ADB’s previous gender targets at the corporate level note that 40% of all ADB sovereign projects and 50% of ADF financed projects to have ‘significant gender mainstreaming’ by 2012. In 2012–2014, 55% overall and 58% of ADF financed operations were categorized as "gender mainstreaming".

29. Most recently, ADB adopted a Gender Equality and Women's Empowerment Operational Plan, 2013–2020 (footnote 19). The plan, approved in 2013, provides the roadmap for ADB operations to help step up ADB’s efforts in reducing gender disparities across the region. The plan calls for a twin approach in gender mainstreaming across all operations and direct investments in women and girls in the following areas: (i) girls’ secondary education and completion; (ii) vocational and technical skills training for female youth; (iii) access to productive assets, labor saving technology, employment, and income earning opportunities; (iv) business development services for women entrepreneurs; (v) financial services and access to credit; (vi) policy and legal reforms to tackle issues of gender-based violence and anti-trafficking; and (vii) giving women voice in decision-making in formal and informal institutions.

30. ADB has also developed various tools to improve the integration of gender considerations in ADB’s efforts at the country, sector, and project levels. Country Gender Assessments and Gender Equality Diagnostic of Selected Sectors provide an overview of gender and social inclusion issues in ADB’s member countries and identify gender-related barriers in achieving national development goals. The findings of these assessments are used to raise awareness and support ongoing gender mainstreaming efforts that have been initiated by the government.


31. Sector gender checklists have also been developed to help ADB staff, government partners, and consultants address gender issues in the design of projects across different sectors. These checklists provide a step-by-step guide to designing gender inclusive projects, and suggest design features and components to respond to gender concerns.\(^{30}\)

32. Project-specific gender action plan (GAP), meanwhile, is a tool used by ADB to ensure gender mainstreaming in project design and implementation. The project GAP is not a separate component, but mirrors the project outputs. GAPs include clear targets, quotas, gender design features, and quantifiable performance indicators to ensure women’s participation and benefits. GAPs are required to be prepared for projects categorized as GEN and EGM.\(^{31}\)

33. At the corporate level, ADB’s rate of completed operations realizing intended gender equality results increased from 49% in 2010–2012 to 55% in 2011–2013 and to 60% in 2012–2014, based on ADB’s Development Effectiveness Review (DEfR). ADB needs to achieve the results framework target of 70% by 2016.\(^{32}\) The evaluation will examine the extent to which these targets are appropriately set and the results are properly reflected in the DEfR.

34. The assessment of whether a project has delivered its intended gender results will be based on (i) reported results using sex-disaggregated data, (ii) reported partly successful achievements against GAP activities (measured as at least 70% of GAP activities are implemented and completed) and targets (measured as at least 75% of gender targets are achieved), and (iii) justifications as to why gender equality results are achieved if an overall rating in project completion report is partly successful or not successful.\(^{33}\) The evaluation will examine selected projects that have demonstrated effective gender mainstreaming practices and those that have not. It will analyze the factors that have contributed to or hampered the success of projects with gender mainstreaming and provide recommendations for ADB’s interventions aimed at gender equity in the future.

B. ADB Portfolio with Gender Mainstreaming

35. Of the 1,313 approved loans and grants between 1998 and 2014, nearly 40%, or 512 projects, were categorized as GEN or EGM and counted as gender mainstreaming (Table 1). Since 2010, a notable increase in the number of EGM projects can be observed. In contrast, GEN projects accounted for just 6%–8% of gender mainstreamed projects per year in the past 4 years. Projects are classified under GEN if their outcomes directly contribute to gender equality and/or women's empowerment by narrowing gender disparities, while projects are tagged under EGM if their outputs directly improve women's access to social services, and/or economic and financial resources and opportunities. With the Gender Equality and Women's Empowerment Operational Plan’s emphasis on direct investments in women and girls, the small number of GEN projects relative to projects in other categories is an area of concern, which needs to be reflected upon and addressed.\(^{34}\) The study will focus on GEN and EGM projects, but it will also


\(^{33}\) Memorandum of the Office of the Managing Director General on Clarifications on the Gender Equality Results Indicator (Level 2) dated 20 November 2015.

\(^{34}\) Based on the study team’s preliminary discussions with ADB’s gender specialists based in headquarters. The study team obtained pertinent documents during the preliminary discussions, the relevant content of which are reflected as appropriate in this approach paper. These documents include gender tip sheets, gender toolkits, Memo Amendment to Guidelines on Gender Mainstreaming Category of ADB Projects, case studies relating to women’s
pay attention to SGE and NGE projects to better understand how ADB mainstreams gender considerations in its operations.

Table 1. Number of Approved Loans and Grants, and Gender Classification

<table>
<thead>
<tr>
<th>Year</th>
<th>Effective Gender Mainstreaming</th>
<th>Gender Equity Theme</th>
<th>Some Gender Elements</th>
<th>No Gender Elements</th>
<th>Grand Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998</td>
<td>4</td>
<td>5</td>
<td>12</td>
<td>29</td>
<td>50</td>
</tr>
<tr>
<td>1999</td>
<td>8</td>
<td>2</td>
<td>11</td>
<td>28</td>
<td>49</td>
</tr>
<tr>
<td>2000</td>
<td>15</td>
<td>4</td>
<td>20</td>
<td>32</td>
<td>71</td>
</tr>
<tr>
<td>2001</td>
<td>12</td>
<td>5</td>
<td>20</td>
<td>20</td>
<td>57</td>
</tr>
<tr>
<td>2002</td>
<td>14</td>
<td>12</td>
<td>21</td>
<td>22</td>
<td>69</td>
</tr>
<tr>
<td>2003</td>
<td>14</td>
<td>15</td>
<td>16</td>
<td>17</td>
<td>62</td>
</tr>
<tr>
<td>2004</td>
<td>9</td>
<td>12</td>
<td>14</td>
<td>23</td>
<td>58</td>
</tr>
<tr>
<td>2005</td>
<td>11</td>
<td>14</td>
<td>19</td>
<td>25</td>
<td>69</td>
</tr>
<tr>
<td>2006</td>
<td>15</td>
<td>6</td>
<td>21</td>
<td>23</td>
<td>65</td>
</tr>
<tr>
<td>2007</td>
<td>12</td>
<td>9</td>
<td>15</td>
<td>41</td>
<td>77</td>
</tr>
<tr>
<td>2008</td>
<td>12</td>
<td>10</td>
<td>32</td>
<td>29</td>
<td>83</td>
</tr>
<tr>
<td>2009</td>
<td>16</td>
<td>13</td>
<td>42</td>
<td>23</td>
<td>94</td>
</tr>
<tr>
<td>2010</td>
<td>37</td>
<td>9</td>
<td>46</td>
<td>15</td>
<td>107</td>
</tr>
<tr>
<td>2011</td>
<td>44</td>
<td>7</td>
<td>25</td>
<td>24</td>
<td>100</td>
</tr>
<tr>
<td>2012</td>
<td>49</td>
<td>6</td>
<td>21</td>
<td>24</td>
<td>100</td>
</tr>
<tr>
<td>2013</td>
<td>48</td>
<td>6</td>
<td>13</td>
<td>31</td>
<td>98</td>
</tr>
<tr>
<td>2014</td>
<td>49</td>
<td>8</td>
<td>16</td>
<td>31</td>
<td>104</td>
</tr>
<tr>
<td>Grand Total</td>
<td>369</td>
<td>143</td>
<td>364</td>
<td>437</td>
<td>1,313</td>
</tr>
</tbody>
</table>

Source: Asian Development Bank’s Gender Project Database.

Table 2. Distribution of Approved Loans and Grants with Gender Categories, 1998–2014 (%)

<table>
<thead>
<tr>
<th>Sector</th>
<th>Effective Gender Mainstreaming</th>
<th>Gender Equity Theme</th>
<th>Some Gender Elements</th>
<th>No Gender Elements</th>
<th>Grand Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture and Natural Resources</td>
<td>50.9</td>
<td>15.2</td>
<td>17.0</td>
<td>17.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Education</td>
<td>36.8</td>
<td>41.1</td>
<td>13.7</td>
<td>8.4</td>
<td>100.0</td>
</tr>
<tr>
<td>Energy</td>
<td>11.8</td>
<td>23.1</td>
<td>20.8</td>
<td>55.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Finance</td>
<td>11.7</td>
<td>11.7</td>
<td>20.8</td>
<td>55.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Health and Social Protection</td>
<td>26.9</td>
<td>59.6</td>
<td>9.6</td>
<td>3.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Industry and trade</td>
<td>34.3</td>
<td>5.7</td>
<td>17.1</td>
<td>42.9</td>
<td>100.0</td>
</tr>
<tr>
<td>Multisector</td>
<td>35.9</td>
<td>6.6</td>
<td>31.7</td>
<td>25.7</td>
<td>100.0</td>
</tr>
<tr>
<td>Public sector management</td>
<td>16.1</td>
<td>4.5</td>
<td>22.3</td>
<td>57.1</td>
<td>100.0</td>
</tr>
<tr>
<td>Transport</td>
<td>16.2</td>
<td>1.7</td>
<td>48.0</td>
<td>34.1</td>
<td>100.0</td>
</tr>
<tr>
<td>Water and Other Municipal Infrastructure and Services</td>
<td>47.5</td>
<td>10.8</td>
<td>25.9</td>
<td>15.8</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: Asian Development Bank’s Gender Project Database.
IV. Lessons from Previous Gender Evaluations

37. ADB’s Independent Evaluation Department (IED) has conducted two evaluation studies on gender equity. The first special evaluation study on gender and development published in 2001 examined issues that influenced the design and implementation of gender considerations in ADB projects. It noted that project designs should be based on strategic and practical gender objectives and requirements derived from feasibility studies.

38. The second evaluation study on ADB’s support to gender and development was implemented in two phases. The first phase focused on relevance, responsiveness, and results. The second phase provided findings from six country case studies: Bangladesh, Indonesia, Lao People’s Democratic Republic, Nepal, Pakistan, and Papua New Guinea.

39. Phase 1 covered the implementation of ADB’s GAD policy between 1998 and 2009. The study noted it was difficult to conclude whether the policy has been wholly mainstreamed throughout ADB’s activities. This is because successful gender results tended to be observed in education, health, agriculture, and water supply, as well as on microfinance projects with an agriculture or rural focus. The evaluation recommended improving the outcome orientation and monitoring of the policy’s goals; better operationalizing the policy’s goals by defining gender mainstreaming approaches for private sector, large infrastructure and policy-based operations; and ensuring sufficient human and financial resources for policy implementation.

40. Phase 2 covered ADB’s support for gender and development between 1998 and 2009 in the six selected countries. Of the 55 projects evaluated during the study period, 51% were rated successful or higher in gender and development-related performance. The study noted that country gender assessments did not significantly influence country partnership strategies (CPSs). To maximize gender results at the country level, the evaluation recommended enhancing the preparation and use of gender analysis in CPSs and sector roadmaps, as well as strengthening the tracking of gender results in ADB project performance monitoring systems, and increasing collaboration with other development partners.

41. The findings and recommendations of IED’s previous studies on gender and development are considered in developing the questions for the proposed evaluation, as discussed in the next section.

V. Evaluation Methodology

A. Evaluation Questions, Scope, and Coverage

42. The evaluation aims to assess the following four major issues, which are detailed into several sub-questions:

(i) how relevant are ADB’s corporate policies and strategies in promoting gender and development in Asia and the Pacific?

36 IED. 2009. Special Evaluation Study on the Asian Development Bank’s Support to Gender and Development. Phase 1: Relevance, Responsiveness, and Results to Date. Manila: ADB.
38 Disparities and constraints are used interchangeably in this paper.
a. what are the existing gender disparities and evolving challenges in Asia and the Pacific and how do they impede the region’s growth and women’s development?
b. how do cross-sectoral issues particularly climate change, conflict and violence, food insecurity, or economic crises exacerbate gender disparities or present windows of opportunity to launch reforms for improving gender outcomes?
c. how relevant are ADB’s strategic and institutional priorities on gender—including the GAD policy and the Gender Equality and Women’s Empowerment Operational Plan 2013–2020—to the identified constraints and challenges to promoting gender equity and development in the region?
d. how do ADB’s policies and strategies on gender equity compare with those of other development partners particularly in addressing gender and development challenges in specific country contexts?

(ii) how responsive are ADB’s country strategies and operations to the existing corporate policies and strategies, and new challenges relating to gender equity?

a. how responsive are ADB’s country strategies and actual operations in CPSs to specific country contexts, taking into account cultural and social norms, and legal and institutional systems?
b. how do gender assessments in CPSs impinge on the sector and/or subsector pipeline of operations at the country level?
c. how does ADB operationalize gender concerns in its project designs and identify indicators for projects to ensure quality-at-entry and exit of gender mainstreamed interventions?
d. does the distribution of ADB’s projects and technical assistance (TA) operations across the four categories (GEN, EGM, SGE, and NGE) do sufficient justice to its corporate policies and strategies?
e. how responsive has ADB been in terms of generating knowledge products, such as country gender assessments, and providing support for capacity building and policy reforms aimed at promoting gender equity?
f. how responsive is ADB’s institutional structure and staffing to its gender policy?

(iii) how effective are ADB’s operations in achieving gender equity outcomes and targets?

a. what are the results of projects and TAs in promoting gender equity; how have ADB’s TAs and lending operations strengthened the country’s own system and efforts in fostering gender equality and women’s empowerment?
b. how effective are GAPs and gender sector toolkits and checklists in successfully attaining gender results in projects and programs?
c. what gender mainstreaming approaches at the project level have worked and what have not?
d. how is ADB monitoring and reporting the progress of gender targets at the corporate and project levels across all sectors?

(iv) moving forward, how can ADB improve the delivery of its gender equity agenda?

a. how can ADB adapt its support on gender equity given that 33\(^{39}\) of its 45 developing member countries have already achieved middle-income status?

b. how can ADB ensure proper gender mainstreaming given the anticipated increase in policy-based and results-based lending?

c. what changes, if any, ADB should undertake in its strategic and operational priorities relating to gender equity to align them with Strategy 2030 and the SDGs (i.e., what should be the focus of the gender mainstreaming rationale and component of Strategy 2030, and how can future ADB policies and strategies on gender equity complement the SGD target on gender)?

43. The evaluation will cover projects and programs over the period 2005–2015, with a focus on the period 2009–2015 to follow up on IED’s previous evaluations on gender. This will provide a better perspective to see whether there have been any changes in ADB’s gender mainstreaming efforts before and after 2009. The period also covers the launch of the Gender Equality and Women's Empowerment Operational Plan, 2013–2020, as well as the revised corporate results framework, which includes the 2016 gender mainstreaming targets of 45% of ADB and 55% of ADF operations. The first round of the corporate results framework 2008-2012 had gender mainstreaming targets of 40% for ADB and 50% for ADF.

B. Evaluation Approach and Methodology

44. The evaluation of ADB’s support for gender and development will be guided by relevance, responsiveness, and results. The study’s methodology will include:

(i) a background study\(^{40}\) on gender disparities and evolving gender challenges in Asia and the Pacific that have transformative development repercussions when addressed, to tackle the issue of the relevance of ADB’s strategic gender priorities and the corresponding project portfolio;

(ii) data analysis—utilizing household surveys, labor force surveys, and socioeconomic and demographic indicators at global and national levels—to examine trends on specific gender indicators to assess the relevance of ADB’s policies and strategies to gender disparities in the region;

(iii) case studies\(^{41}\) covering selected countries to assess the relevance, responsiveness, and results of ADB’s gender mainstreaming efforts;

(iv) portfolio analysis of ADB projects and programs in 2005–2015 with gender mainstreaming (covering all four gender mainstreaming categories) to examine project design and implementation features proven successful in delivering results and those that were not;

(v) analysis and field review of a small sample of GEN and EGM projects with GAPs in various sectors to map the types of actions generally proposed and the results achieved to determine the usefulness of this instrument in properly integrating gender considerations into projects and programs;

(vi) evaluation missions to conduct consultations with government agencies, development partners, and ADB staff about challenges and opportunities in implementing ADB’s gender mainstreaming efforts, particularly in reflecting gender strategies in CPSs and carrying out gender mainstreaming projects; and

\(^{40}\) Given the diversity of countries within the region, the background study will provide an overview of gender challenges in the region, while recognizing that gender disparities tend to be specific across countries.

\(^{41}\) Case studies will be prepared for the selected 10-15 countries. Depending on the size of the country portfolio, individual case studies for countries with large portfolio will be prepared, which will be around 20-30 pages per each case study. For countries with small portfolio, case studies comprising of 2-3 countries will be prepared, which will be around 30-40 pages long.
(vii) a desk review of relevant documents and reports about ADB’s gender strategies at the corporate and country levels, and projects with gender mainstreaming.

45. For the case studies, the countries will be selected based on the (i) distribution of gender mainstreaming projects across ADB’s member countries; (ii) regional representation; and (iii) extent of gender disparities across countries, among others. An estimated five case studies are planned to be carried out corresponding to ADB’s five regional departments: East Asia, Pacific, South Asia, Southeast Asia, and Central and West Asia. Two to three countries per region will be covered in each case study; hence, a total of 10–15 countries across regions will be selected for the case studies.

46. The case studies will examine the implementation of ADB’s gender strategies in the selected countries and examples of projects and TA operations with gender mainstreaming across various sectors. The studies will be focused around the evaluation questions and utilize a common analytical framework. The evaluation will analyze how country contextualization of gender issues is taken into account in ADB’s efforts. For instance, in South Asia, gender issues are largely interwoven with religion, caste system, and ethnicity. The case studies will also take note of challenges observed during project design and implementation of gender interventions that tend to differ for each sector. The evaluation will assess the incorporation of gender objectives as relevant and feasible in different sectors. For instance, the study will examine the extent to which gender concerns are mainstreamed into infrastructure, education, and health projects, among others. The case studies will also include relevant project examples, which will be selected based on project size (e.g., large transport or energy projects), type (e.g., emergency projects), and regional and/or country representation. Project examples will cover methods of gender mainstreaming that were proven successful and those that were not.

47. The evaluation will be reviewed by internal and external peer reviewers with extensive knowledge and expertise in gender and development issues. The internal reviewers and external peer reviewers have yet to be confirmed.

C. Key Issues to be Examined by the Evaluation

48. Considering the evaluation questions noted in sub-section A, the following issues will be highlighted during the evaluation.

49. Relevance of ADB’s Strategic Priorities on Gender and Development As discussed, ensuring gender equity in Asia and the Pacific faces serious challenges particularly in the areas of human capital endowments, labor market issues and economic empowerment, women’s voice and decision-making power, and basic infrastructure to reduce time poverty. The evaluation will analyze the relevance and responsiveness of ADB’s GAD policy, Gender Equality and Women’s Empowerment Operational Plan, 2013–2020, and other relevant ADB policies to the identified constraints to promoting gender equity in the region based on the background study. The background study will be conducted through the use of household surveys, labor force surveys, and socioeconomic and demographic indicators to analyze gender disparities in the region.

50. The evaluation will examine the relevance of ADB’s strategy including the selected priority sectors under the Gender Equality and Women’s Empowerment Operational Plan, 2013–2020 to addressing gender-related challenges in Asia and the Pacific—considering that ADB’s GEN projects, which directly contribute to the outcome of narrowing gender disparities and promoting women’s empowerment, have only marginally increased in the last few years. It
will also assess ADB’s gender policies and strategies against the corresponding strategies of other multilateral banks, particularly the World Bank and African Development Bank. This will help determine whether ADB’s gender mainstreaming policies are at par with those of other development partners and whether ADB has any comparative advantage in this area.

51. To analyze the responsiveness of ADB operations to its gender policy and strategy, the study will also assess its institutional arrangements and allocation of resources and skills in mainstreaming gender considerations into its strategies and operations.

52. **Quality-at-Entry and Exit at Country Level.** As gender-related challenges are country-specific, the evaluation will examine how gender equity and women’s empowerment are incorporated in CPSs and its corresponding sector assessments. The study will assess how gender analyses in CPSs influence the sector and subsector pipeline to shed light on how ADB mainstreams gender considerations in projects across sectors. It will also analyze how gender and sector assessments in CPSs align with the gender constraints at the country level and intended development objectives of CPSs.

53. In addition to gender strategies incorporated in CPSs and its sector roadmaps, the evaluation will examine how ADB’s country gender assessments and gender sector checklists and toolkits are influencing ADB’s efforts in maximizing gender results at the country level. Moreover, the study will examine ADB’s commitment to help governments promote gender-responsive laws and policies.

54. In terms of monitoring and evaluation, the evaluation will explore the relevance and use of gender indicators in CPS results frameworks and sector assessments or roadmaps to gender challenges in a country. Moreover, it will examine the quality of the overall results framework for gender equality and women’s empowerment, within which the indicators are placed, as well as determine the feasibility of meeting the identified targets and indicators.

55. The evaluation will cover CPSs for ADB’s member countries in 2005–2015, with a focus on the period 2009–2015. CPSs of the selected 10–15 countries for the country case studies will be given emphasis. The study will also look at other countries, as appropriate, to provide better perspective in assessing gender mainstreaming efforts.

56. **Quality-at-Entry and Exit at Project Level.** The evaluation will examine factors that contribute to or hinder the incorporation of gender considerations in project design and the achievement of gender targets. The evaluation will analyze how ADB is utilizing project-specific GAPs to ensure gender mainstreaming at the project level and proper monitoring and evaluation of these interventions. It will look at the contributions of projects to support policies aimed at promoting gender equity.

57. ADB is deemed an industry practice leader in ensuring gender equity in projects at entry (footnote 29). With its four-level classification system on the integration of gender designs into projects at entry, ADB aims to determine which projects promote gender equity and which do not. Notwithstanding this internal objective system of measurement, challenges during project design remain. ADB is moving toward greater use of policy-based loans, results-based lending, and multi-tranche financing facility. These financing modalities will require rigorous gender analysis during project preparation stage to ensure that gender concerns are properly integrated in design features and selected targets and indicators. The evaluation will assess the extent to which these financing modalities can effectively promote gender equity.
58. Through the portfolio analysis, the study will cover all projects in all of ADB’s member countries in 2005–2015, but with more attention given to the period 2009–2015. The study will examine the projects in the 10–15 selected countries more closely. The study will look at projects across sectors including transport and energy.

D. Proposed Evaluation Schedule and Cost Estimates

59. The evaluation will be prepared between the first quarter of 2016 and first quarter of 2017. The following schedule is proposed for the preparation of the study (Table 3).

<table>
<thead>
<tr>
<th>Table 3. Schedule of Report Preparation</th>
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<tbody>
<tr>
<td><strong>Activity</strong></td>
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<tr>
<td>Evaluation approach paper approval</td>
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<tr>
<td>Recruitment of consultants</td>
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<tr>
<td>Implementation phase:</td>
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<tr>
<td>- Literature review</td>
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<tr>
<td>- Portfolio analysis</td>
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<tr>
<td>- Background papers</td>
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<td>- Case studies (desk-based and fieldwork)</td>
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<tr>
<td>- Seminars to discuss preliminary findings</td>
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<tr>
<td>IED internal and external review (peer review)</td>
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<tr>
<td>Interdepartmental circulation</td>
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<tr>
<td>Submission to IED Management</td>
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<tr>
<td>OSEC editing</td>
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<tr>
<td>Final report to DEC</td>
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</table>

Source: Independent Evaluation Department.

60. Hyun H. Son will lead the evaluation team composed of Farzana Ahmed, Jiro Tominaga, Maya Vijayaraghavan, and Ma. Juana Dimayuga, and Glennie Castillo in IED. The team leader will be in charge of conducting data analysis of gender indicators, analyzing specific projects (on education and those with social protection elements\(^{42}\)) that proved to have successful gender designs and those that did not have, and consolidating and writing the final report. Where appropriate, the team leader will join evaluation missions by team members. Farzana Ahmed, Jiro Tominaga, and Maya Vijayaraghavan will spearhead the country case studies covering various sectors.

61. A number of international and national consultants will be recruited for this evaluation. Two international consultants will prepare background papers on gender-related constraints to Asia’s development and analysis of ADB’s strategic and policy priorities on gender equity and women’s empowerment. Five international consultants will help carry out country case studies and reviews of CPSs. One national consultant will be recruited to conduct portfolio analysis of ADB projects and programs with gender mainstreaming in 2005–2015, while three other national consultants will be recruited to provide analytical support and research assistance. The terms of reference for the consultants are provided in Appendix 1.

62. The cost estimate for the preparation of the evaluation study excluding IED staff expenses is $450,000 (Supplementary Appendix available on request).

\(^{42}\) Based on ADB’s new project classification system, social protection operations are depicted as subsectors under education, health, finance, and public sector management. See ADB. 2014. *Project Classification System: Final Report*. Manila.
Attachments:

Appendix (public)

1) Terms of Reference of Consultants

Supplementary Appendix (not public)

A) Cost Estimates
TERMS OF REFERENCE OF CONSULTANTS

A. International Consultants (1 Gender Specialist/Development Economist)

1. Scope of Work

The consultant's work will entail a review of the Asian Development Bank’s (ADB) gender and development (GAD) policy – including an analysis of its evolution and a comparative assessment of ADB’s GAD policy vis-à-vis those of other development partners. The Gender Specialist should have extensive knowledge of the GAD policies of international organizations including multilateral development banks and major bilateral organizations.

2. Detailed Tasks and/or Expected Output

(i) Review ADB’s GAD policy and its relevance to ADB’s Strategy 2030;
(ii) Assess ADB’s GAD policy against other major development agencies’ similar policies;
(iii) Prepare a background paper on gender-related constraints to Asia’s development and analysis of ADB’s strategic and policy priorities on gender equity and women's empowerment;
(iv) Prepare a background paper assessing gender and sector assessments in country partnership strategies (CPSs) of ADB’s member countries during 2005–2015;
(v) Provide inputs to enhance the implementation of ADB’s GAD policy and Gender Equality and Women’s Empowerment Operational Plan, 2013–2020;
(vi) Assist the Team Leader to assess the results of ADB’s internal institutional mechanisms to support gender mainstreaming as mentioned in in the Corporate Results Framework, 2013–2016 and Gender Equality and Women’s Empowerment Operational Plan, 2013–2020;
(vii) Prepare the above inputs and policy reviews to be consolidated for the Thematic Evaluation Study (TES);
(viii) Review and provide comments on the overall findings, conclusions and recommendations of the study from the perspective of an external observer; and
(ix) Perform other TES-related tasks requested by the Team Leader as deemed necessary.

B. International Consultants (5 Gender/Country Specialists)

1. Scope of Work

The consultant will be mainly responsible for carrying out the case studies, which will assess all aspects of gender mainstreaming in loans, grants, and TA through a desk review of existing evaluation resources. The evaluation will consist of 5 case studies (corresponding to ADB’s five regional departments), with each case study covering 2-3 countries per region. In addition, the consultant will also assist with the GAD policy review, institutional analysis, and assessment of ADB’s gender mainstreaming efforts in country programming. The consultant should have work experience in several ADB member countries in sectors related to or associated with gender mainstreaming activities. An understanding of ADB’s business operations, as well as knowledge and experience in evaluation is preferred.
2. Detailed Tasks and/or Expected Output

(i) Help develop the methodology for the case study based on the methodology indicated in the evaluation approach paper and previous, similar activities undertaken by IED;

(ii) Help develop the criteria to select the countries to be covered by case studies for the respective region that the consultant is handling;

(iii) Review resources available in the Sustainable Development and Climate Change Department, as well as evaluation documents, and other documented information on the results of project, programs, and TAs aimed at gender mainstreaming;

(iv) Conduct evaluation mission/s to selected countries for the case study;

(v) Prepare a case study based on information and data gathered during evaluation missions (2–3 countries per region), and desk review of available information on the results of gender mainstreaming in assigned countries, within ADB’s portfolio of projects and TAs during the period, 2005–2015;

(vi) Revise and finalize the case study based on comments by IED and other peer-reviewers;

(vii) Present the findings of the case study in seminars and/or workshops if required;

(viii) Assist the team in defining the underlying reasons for any variation in the findings and identifying good practice cases of gender mainstreaming in projects and TAs – explicitly highlighting what approaches work and why, and conversely what do not;

(ix) Analyze data and information to identify good practice cases on gender mainstreaming in CPSs, sector roadmaps, and other products of ADB’s knowledge and analytical work;

(x) Assist the team in addressing comments on and revising the draft final report accordingly after IED review and interdepartmental review stages; and

(xi) Perform other TES-related tasks requested by the Team Leader as deemed necessary.

C. National Consultant (Portfolio Analyst)

1. Scope of Work

The Portfolio Analyst should have (i) a good understanding of ADB’s gender-related policies and operational plans, and implementation modalities of ADB’s lending and non-lending activities, (ii) extensive experience with ADB databases and information systems, (iii) experience in synthesizing evaluation findings, and (iv) strong analytical skills. The Portfolio Analyst will work on all activities as required by the Team Leader.

2. Detailed Tasks and/or Expected Output

(i) Provide analytical and research support by synthesizing documents from relevant economic, thematic and sector work, country gender assessments, CPSs, sector roadmaps, sector policies and strategies, and IED’s country and sector assistance program evaluations;

(ii) Set up and maintain the database needed in carrying out the study;

(iii) Conduct portfolio analysis of ADB projects and programs with gender mainstreaming in 2005–2015; and

(iv) Assist in other TES-related tasks that may be required by the Team Leader.
D. National Consultants (3 Research Associates)

1. **Scope of Work**

   The consultant will assist in statistical and research-related work for the evaluation. The consultant must possess (i) extensive experience with ADB databases and information systems, and (ii) experience in literature review and synthesis of evaluation findings.

2. **Detailed Tasks and/or Expected Output**

   (i) Conduct literature review on gender and development at global and country levels;
   (ii) Collect, compile, and analyze relevant information and data related to the assigned work to produce routine and/or ad hoc statistics and reports;
   (iii) Locate all ADB documentation as requested by the evaluation team such as GAD-related economic, thematic and sector work, country gender assessments, CPSs and their sector roadmaps, sector policies and strategies, and country and sector assistance program evaluations of IED, among others, for each activity;
   (iv) Assist in the quality control of the case studies and the final report by proof reading, checking the consistency of the main text and the appendixes, and ensuring the accuracy of the figures used; and
   (v) Assist in other TES-related tasks that may be required by the Team Leader.

E. National Consultants (In-Country Consultants, 2-3 per region)

1. **Scope of Work**

   The in-country national consultant will be engaged to facilitate and support the conduct of evaluation mission in the member country. The consultant should have strong knowledge of government operations in the corresponding member country. Knowledge and understanding of written and spoken English is a requirement.

2. **Detailed Tasks and/or Expected Output**

   (i) Assist the evaluation mission by coordinating and attending meetings with government officials and other relevant persons, as requested by the mission leader;
   (ii) Collect and analyze relevant macroeconomic, gender, and sector data as requested by team leader;
   (iii) Advise the mission team on all aspects relevant to mission activities and conduct interpretation or translation work; and
   (iv) Perform other tasks that may be assigned by the mission leader in the context of the mission work.