

GENDER EQUALITY RESULTS IN ADB PROJECTS

Indonesia Country Report

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Asian Development Bank



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Acknowledgments

This report is one of a series of four country reports and one synthesis report presenting findings of the rapid gender assessment of selected loan projects financed by the Asian Development Bank (ADB) in four developing member countries: Indonesia, Mongolia, Sri Lanka, and Viet Nam. This series follows the first round of rapid gender assessments, which were carried out in Bangladesh, Cambodia, Nepal, and Pakistan in 2004–2005. This report was prepared under the overall guidance of Shireen Lateef, director, Social Sectors, Southeast Asia Department, and chair, Gender Equity Community of Practice, Asian Development Bank (ADB); and Sonomi Tanaka, principal social development specialist (gender and development), ADB. A national dissemination workshop was conducted in Jakarta on 10 November 2009.

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The authors hope that the report will be useful to governments, nongovernment organizations, development practitioners, researchers, and other individuals working in the field of gender and development.

Abbreviations

ADB	–	Asian Development Bank
CBSLO	–	community-based savings and loan organization
CBAP	–	capacity building action plan
CBPM	–	community-based planning and management
CERD	–	Community Empowerment for Rural Development (project)
CGA	–	<i>Country Gender Assessment</i>
CFU	–	central facilitation unit
DBEP	–	Decentralized Basic Education Project
DMF	–	design and monitoring framework
GAP	–	gender action plan
MHA	–	Ministry of Home Affairs
NGO	–	nongovernment organization
MNE	–	Ministry of National Education
NTB	–	West Nusa Tenggara
NTT	–	East Nusa Tenggara
PAM	–	project administration memorandum
PIU	–	project implementation unit
RGA	–	rapid gender assessment
RRP	–	report and recommendation of the President (loan document)
SBM	–	school-based management
SCBD	–	Sustainable Capacity Building for Decentralization (project)
TOR	–	terms of reference

Currency Equivalents

(at 15 October 2008)

Currency Unit – rupiah (Rp)

Rp1.00 = \$0.0001

\$1.00 = Rp9,795

Executive Summary

Rapid Gender Assessments

Rapid gender assessments (RGAs) of 12 loans in four countries (Indonesia, Mongolia, Sri Lanka, and Viet Nam) were undertaken as part of the ongoing commitment of the Asian Development Bank (ADB) to aid effectiveness and to assessing gender equality results. With three loans selected from various sectors in each country, the RGAs were not designed to meet the broad range of criteria for an evaluation. The aims were to assess the extent to which project-specific gender action plans (GAPs), gender strategies, or specific gender provisions in ADB loans have contributed to gender equality results and overall project outcomes, and to share knowledge on the key features of GAPs and gender provisions that contributed to these results.

The three loan projects assessed in Indonesia were

- (i) Community Empowerment for Rural Development (CERD) project, loan 1765/1766, approved October 2000 for \$115 million, completed August 2007;
- (ii) Decentralized Basic Education Project (DBEP), loan 1863, approved November 2001 for \$100 million, completed December 2009; and
- (iii) Sustainable Capacity Building for Decentralization (SCBD) project, loan 1964, approved December 2002 for \$42.22 million, scheduled for completion in December 2011.

This report is one of four country reports that assess gender equality results in the following areas: participation in project activities; access to resources; practical benefits delivered to women; and changes in gender relations at individual, household, community, and institutional levels. A synthesis report compares results and summarizes lessons across all four countries. It also provides recommendations to assist ADB to meet its commitments to gender equality as outlined in *Strategy 2020: The Long-Term Strategic Framework*

of the Asian Development Bank 2008–2020 (ADB 2008). This is the second round of RGAs carried out by ADB (RGA-II). The first series (RGA-I) was undertaken in 2004–2005 and reviewed 12 loans in Bangladesh, Cambodia, Nepal, and Pakistan.

Findings for Indonesia

Positive Gender Equality Results Were Achieved

Each of the projects achieved positive results for women and girls and each contributed to broader gender equality objectives for Indonesia. In the CERD project, women had good access to training and microfinance resources due to implementation of the project GAP. This led to many practical benefits, including increased income, increased capacity to meet urgent needs for family medical treatment and school fees, and increased skills in community planning and financial management. Both women and men benefited from improved small-scale village infrastructure. The CERD project also contributed to some strategic changes in gender relations. Women's access to credit increased their entrepreneurial activities, physical mobility, and exposure to people outside their communities. More women were involved in community decision making through their management of community-based savings and loan organizations (CBSLOs).

The DBEP also achieved some important practical benefits. A range of special measures were provided to support poor and disadvantaged children in remaining at school. These measures included scholarships, supplementary feeding, assistance with transport to school, and outreach to marginalized children. Girls and boys received equal access to these benefits, which led to increased primary school enrollments and more girls and boys making the transition from primary to lower secondary schooling. Female teachers had access to professional development opportunities including subject-specific training. Upgraded school facilities, more textbooks, and improved teaching methods ben-

efited both girls and boys. The provision of scholarships to girls helped some schools in East Lombok address the problem of early marriage. This was an important strategic change in gender relations due to the DBEP's investment in postprimary education for girls.

The SCBD project contributed to institutional changes through the incorporation of district GAPs into the capacity building action plans (CBAPs) developed by regional governments through the project. Districts that complied more fully with SCBD GAP requirements achieved important changes in institutional structures and legal frameworks. These changes included the establishment of women's empowerment offices and increases in local budgets to support women's empowerment. These results have the potential to deliver practical benefits in the long term if district GAPs are used to enhance gender sensitivity in the delivery of public services and poverty reduction activities. Few other gender equality results were demonstrated from the SCBD project due to delays in implementation and the nature of the project design, which focuses on building the capacity of regional governments.

Gender Equality Results Contributed to Overall Development Outcomes and Effectiveness

In both the CERD project and the DBEP, there was clear evidence that gender equality results contributed directly to achieving the projects' overall development outcomes and effectiveness. In the SCBD project's case, there was the potential to do so, but it was too early in project implementation to demonstrate these impacts.

For the CERD project, effective implementation of the GAP resulted in high levels of participation by women in CBSLOs, and this directly contributed to the CERD project's overall goal of increasing the incomes of the rural poor. Women who had previously earned little or nothing made up 65% of credit recipients. For many, this was the first time they had ever saved money and been able to access credit. Their income contributed to increased household income and reduced the number of households living below the poverty line. The CERD project's promotion of women's participation in training and community-based planning resulted in increased confidence and skills that also contributed directly to the project's community empowerment objective.

The DBEP's special measures to keep poor children in school directly contributed to increased enrollments and transition from primary to lower secondary education for girls and boys.

The Quality and Implementation of Gender Action Plans and Gender Provisions Varied

Gender considerations were well integrated into the project designs for the CERD and SCBD projects. Both had GAPs that were included in the loan covenants. The CERD project's GAP included targets or strategies for the participation of women in all project components. Gender-related targets for the CERD project were included in the project design and monitoring framework (DMF) and responsibility for integrating gender equality into the project was included in the terms of reference (TOR) for several project staff.

The GAP elements were implemented and most of the targets for women's participation were achieved. A part-time project gender adviser helped to develop ownership of the GAP among government staff and nongovernment organization (NGO) facilitators and build capacity to implement it in the districts. Sex-disaggregated data for most activities were collected and included in project reporting. However, there were no baseline data for comparison and there was no monitoring or reporting on overall GAP implementation.

The SCBD project's GAP required district GAPs to be developed and included in regional government CBAPs. A part-time gender adviser was recruited to assist with this process. Although there were no specific targets for women's participation in CBAP development or project training, or other gender-sensitive indicators, the loan covenant and DMF included gender-related outcomes for merit-based appointments, promotions, and training opportunities. These elements of the SCBD GAP had not been implemented due to a focus on integrating district GAPs into CBAPs, lack of attention to monitoring and evaluation, and considerable delays in project implementation.

A GAP was not included in the report and recommendation of the President (RRP) for the DBEP. However, the project design included some gender targets, which were also included in the loan covenants, but not in the DMF. While the targets were a good design feature, specific strategies to implement them were

not developed. There was no provision for a project gender adviser to assist with implementation, or to build the capacity of the implementing team or their understanding of why the gender provisions were important. Consequently, while some of the targets were implemented and contributed directly to the practical benefits achieved, project implementers were unaware of other gender provisions in the project design. Despite inclusion in the loan covenant, sex-disaggregated data were not collected on some key targets, so it was not possible to verify results in these areas.

Gender Action Plans and Gender Provisions Produced Gender Equality Results

RGA-I demonstrated that GAPs are effective tools for ensuring that both women and men participate in and benefit from loan projects because they promote a systematic and integrated approach to addressing gender issues in project design and implementation. RGA-II in Indonesia confirms this finding.

The CERD project's GAP ensured that women were able to participate in all project activities and hence realize benefits in an equitable manner. Because of the project GAP, the CERD achieved comprehensive gender equality results including many practical benefits for women, some strategic changes in gender relations, and some institutional changes.

The DBEP's gender targets also contributed to the achievement of important practical benefits for women and girls. However, because some gender provisions were not implemented, opportunities to enhance practical benefits and achieve more strategic gender equality results were missed.

The SCBD project has not yet achieved many gender equality results. However, with more sustained attention to overall GAP implementation, the project has the potential to increase the number of women in regional government decision making and to achieve practical benefits for women in the longer term by improving the delivery of public services and promoting a gender-responsive approach to poverty reduction and economic development programs.

Factors that helped to achieve gender equality results in Indonesia included the following:

- (i) **Comprehensive gender analysis during project preparation.** Loan designs for the CERD and SCBD projects included assessments of key gender issues. This helped to shape the project designs. In the CERD project this resulted in GAP strategies or targets for each component that ensured that women participated and benefited equally with men. The DBEP's design also included some gender analysis but it did not focus on gender-specific barriers to basic education or women's involvement in school management committees; this led to missed opportunities to enhance gender equality results.
- (ii) **Targets for the participation of women.** The loan designs of the CERD project and the DBEP included targets for women's participation. These directly contributed to women benefiting from project activities. In some components of the CERD project's design where there were no targets for women's participation (for example, in decision making regarding infrastructure), there was less participation by women. In the DBEP, project implementers were unaware of some targets, which also led to missed opportunities to enhance gender equality results.
- (iii) **GAP and gender targets included in the loan covenants.** In all three projects, the greatest attention was paid to implementing those GAP strategies and gender targets that were included in the loan covenants. However, some covenanted gender provisions for the SCBD project and the DBEP were not routinely monitored or reported on by either ADB or the executing agency.
- (iv) **Capacity building of implementers and ownership of the GAP and gender provisions.** The CERD and SCBD projects provided gender training for implementing contractors and staff. This promoted ownership and understanding of GAP requirements in the early stages of project implementation. The DBEP did not provide training for implementing staff, and many of them were not aware of the project's gender provisions. Comparing the approaches taken by the three projects highlights the importance of

discussing the GAP and gender provisions with implementers early in project implementation, of ongoing dialogue, and of monitoring of gender equality results throughout implementation.

- (v) **Gender advisers supported implementation.** The CERD gender adviser provided capacity building and support to executing agency staff, implementing agencies, and beneficiaries to enable effective implementation of the GAP. The SCBD project gender adviser assisted with the development of GAPs in the districts. In both cases the project gender advisers helped to ensure that GAP elements were understood. To improve results the project gender advisers could have been used more strategically, by focusing on monitoring and evaluation of overall GAP implementation, addressing GAP implementation challenges, and sharing effective strategies for achieving gender equality results and project outcomes. As the DBEP had no project gender adviser, there was no opportunity to build the capacity of staff to address barriers to the implementation of some gender provisions.
- (vi) **GAP linked to loan disbursement.** The SCBD project required that a district GAP be developed for each CBAP as a condition for release of initial CBAP funds. Implementation of CBAP gender provisions and targets was a condition for subsequent releases. This was successful in ensuring that all districts developed a GAP. However, the quality of the CBAP GAPs varied considerably. Ongoing monitoring of compliance with implementation remains important.
- (vii) **Executing agency leadership.** In both the CERD and SCBD projects, there was leadership and commitment from district government staff and implementers. This was supported by the capacity building efforts of the project gender advisers.

Institutionalization of Gender Actions Plans and Gender Provisions

More effort is needed to ensure that GAPs and gender provisions are institutionalized by both executing

agencies and ADB through inclusion of GAP elements and gender-sensitive indicators in RRP DMFs and in the monitoring frameworks for project performance reports. Overall, the collection and analysis of sex-disaggregated data, including baseline and monitoring data, need to be strengthened. More attention must be given to the implementation and monitoring of loan covenants. ADB loan review missions need to engage in dialogue with project implementers on results achieved for women, and executing agencies should provide regular reports on overall GAP implementation, results, challenges, and ongoing relevance of GAP strategies. Another important challenge for both executing agencies and ADB is to move beyond monitoring of women's participation to monitoring and assessing outcomes such as practical benefits to women and men and positive changes in gender relations, particularly in midterm review, impact assessment, and project completion reports.

The CERD and SCBD projects benefited from the involvement of the ADB resident mission gender specialist during design and implementation. The ADB resident mission gender specialist has an important role to play in institutionalization, including sharing knowledge on effective GAP strategies across the portfolio and in priority sectors. This requires explicit and active support from resident mission country directors and ADB headquarters and a clear mandate that is understood and supported by ADB team leaders. GAP implementation would be strengthened if the ADB country partnership strategy explicitly identified gender equality results and the links between gender equality and ADB's strategic areas of engagement in Indonesia. The absence of a GAP in the DBEP highlighted the importance of early engagement by the ADB resident mission gender specialist in project preparation in order to develop activities that are based on sound gender analysis and well integrated into the project design. The limited reporting of gender equality results across all three projects also highlighted the need for involvement of the ADB resident mission gender specialist in more loan review missions.

Recommendations for Indonesia

ADB's Strategy 2020 highlights gender equity as one of five drivers of change and commits ADB to designing gender-inclusive projects and paying careful attention

to gender issues across the full range of its operations. For ADB to achieve this goal, the authors make the following recommendations:

- (i) GAs should be prepared in sufficient detail to provide a road map for implementation and should include strategies and targets for each loan component, project gender advisers throughout implementation, and gender capacity building with executing agencies and other stakeholders.
- (ii) The TOR for project gender advisers should ensure that their inputs are used strategically to (a) build ownership of the GA and ensure its implementation, (b) analyze the progress and effectiveness of overall GA implementation, (c) address implementation challenges where women's participation is limited, and (d) share effective strategies and how gender equality results contribute to overall loan outcomes.
- (iii) Sex-disaggregated baseline data should be collected wherever possible on gender-related targets included in project GAs and on other DMF indicators.
- (iv) Projects should collect and report on sex-disaggregated data for DMF indicators. Reporting on the GA and on gender equality results should be integrated into core documents such as annual, midterm review, impact assessment, and project completion reports. They should assess gender differences in participation, access to project resources, and benefits.
- (v) More attention should be paid to GA implementation and monitoring, including the monitoring of gender equality results throughout project implementation. Enhanced dialogue with executing agencies by ADB on GA implementation and gender-related loan covenants during review missions should be pursued.
- (vi) The ADB resident mission gender specialist could be more involved in loan design, implementation, and monitoring, including in loan review missions for projects in high-priority sectors where it is possible to demonstrate the impact of a gender-responsive approach and where there are opportunities for lesson learning, replication to other projects, and capacity building of partners.
- (vii) The next Indonesia country partnership strategy should include gender equality results in its results framework. This would enable project GAs to be aligned with the country strategy and would provide a firm basis for dialogue on gender equality and GA implementation with executing agencies.

Introduction

Background

The Policy on Gender and Development of the Asian Development Bank (ADB) identified gender mainstreaming as a key strategy for addressing gender equality and the empowerment of women in all ADB-financed activities (ADB 1998, 41). Several institutional mechanisms have been adopted to ensure policy implementation, including the appointment of local gender specialists in ADB resident missions and the development of gender action plans (GAPs) for loan projects (ADB 2006a).

The first series of rapid gender assessments (RGA-I) was undertaken in 2004–2005 as part of ADB’s review of the implementation of the gender and development policy (ADB 2006b, vii–viii). RGA-I assessed 12 loans in four countries (Bangladesh, Cambodia, Nepal, and Pakistan) and found that GAPs were an effective gender mainstreaming tool because they provided a road map for implementing the projects’ gender design features (ADB 2006b; Hunt, Lateef, and Thomas 2007).

Strengthening the implementation of gender-related loan design features is a central aspect of ADB’s Gender and Development Plan of Action 2008–2010 (ADB 2007). Several actions are identified to achieve this purpose, including institutionalizing the development and use of project-specific GAPs, incorporating gender-related targets and indicators in the design and monitoring and evaluation frameworks of all projects, and promoting stricter compliance with gender-related loan assurances and covenants (ADB 2007, 7).

ADB’s Strategy 2020 highlighted gender equity as one of five drivers of change essential for achieving inclusive and sustainable growth, reducing poverty, and improving living standards.¹ Under Strategy 2020, ADB will promote gender equity by designing gender-inclusive projects and paying careful attention to gender issues across the full range of its operations. This commitment is reinforced in ADB’s results framework (designed to monitor implementation of

Strategy 2020), which includes a gender mainstreaming indicator (ADB 2008, 4–13).

As part of its commitment to aid effectiveness, ADB is a partner to the 2005 Paris Declaration on Aid Effectiveness (Organisation for Economic Co-operation and Development 2005). To better meet the Millennium Development Goals by 2015, developed and developing member countries and multilateral and bilateral development institutions committed themselves to five principles: ownership, harmonization, alignment, results, and mutual accountability. With gender equality and women’s empowerment as one of the Millennium Development Goals, aid effectiveness in promoting gender equality has become an important part of the global development agenda. How to manage, achieve, and measure gender equality and women’s empowerment results is a topic of concern among donors and development partners. Managing for development results is also part of a broader commitment by ADB to demonstrate and increase aid effectiveness (ADB 2007).

To monitor these commitments, the Gender and Development Plan of Action scheduled a second round of rapid gender assessments (RGA-II) to assess the results achieved by projects with a gender and development theme and gender-related activities (ADB 2007, 11). RGA-II includes assessments of 12 loans in Indonesia, Mongolia, Sri Lanka, and Viet Nam. This report on the Indonesia RGAs is part of a series that includes four country reports and a synthesis report that consolidates findings from across the four countries.

Objectives

The objective of RGA-II was to assess the extent to which project-specific GAPs, gender strategies, or gender provisions in ADB loans achieved gender equality results and contributed to projects’ overall outcomes and outputs. Findings were to be used as follows:

¹ Other drivers of change are good governance and capacity development, knowledge solutions, and partnerships (ADB 2008, 1, 15).

- (i) to assess the quality and implementation of GAPs, including compliance with gender-related loan assurances and covenants, and the incorporation of GAP elements into design and monitoring and evaluation frameworks and performance monitoring systems;
- (ii) to assess how the achievement of gender equality results contributed to overall development outcomes, effectiveness, and sustainability, and to demonstrate these links, if they were found; and
- (iii) to share knowledge on the core elements of quality GAPs or gender strategies that are critical for the achievement of gender equality results and overall development outcomes.

Methodology and Scope

The following criteria were used to select the loan projects for RGA-II:

- (i) projects were categorized with a gender and development theme or effective gender mainstreaming, preferably having gender targets in the framework or a project-specific GAP; in a country where a limited number of such loan projects existed, such as Mongolia, projects with some gender provisions were included;
- (ii) projects were at an advanced stage of implementation of gender-related activities and outputs and preliminary outcomes could be assessed;
- (iii) projects covered a mix of rural and urban locations and a variety of sectors, including the priority sectors highlighted in ADB's Strategy 2020;
- (iv) projects included some components that addressed the constraints and needs of marginalized people (for example, indigenous people and ethnic minorities); and
- (v) the developing member country showed a willingness to participate.

A common methodological framework was developed to guide the assessments in each country. It included overarching questions, process and outcome indicators, and an exploration of negative and positive changes and intended and unintended results. Key gender-related results investigated were

- (i) the participation by women in project activities and access to project resources compared with men;
- (ii) the practical benefits achieved for women compared with men;
- (iii) progress toward strategic changes in gender relations, including at the individual, household, community, societal, or national level; and
- (iv) other results such as institutional changes within executing agencies, implementing agencies, or other government agencies or programs.

The questions and indicators were modified as needed for each project. The overarching questions for assessment were as follows:

- (i) What gender equality results were achieved?
- (ii) Where gender equality results were demonstrated, how did these contribute to the achievement of overall loan objectives or outcomes, and the effectiveness and sustainability of the loan investment?
- (iii) Where gender equality results were demonstrated, what caused or contributed to these results?
- (iv) What were the key features of GAPs, gender strategies, and gender provisions that contributed to the achievement of positive gender equality results and overall development outcomes, effectiveness, and sustainability? To what extent were GAPs, gender strategies, and gender provisions implemented?
- (v) To what extent were GAPs, gender strategies, and gender provisions institutionalized into project management and monitoring systems and processes by ADB and executing agencies?

- (vi) What are the implications of findings in all the above areas for improving the focus on gender equality in ADB loan preparation, design, implementation, and monitoring?

An international gender specialist and ADB's resident mission gender specialist carried out the field assessments. They visited project sites and interviewed project beneficiaries (women and men), staff, and local stakeholders individually and in groups (Appendix 3) using questions from the methodological framework. Each RGA reviewed project documents, including reports and recommendations to the President (RRPs), GAPs, project administration memoranda (PAMs) where available,² back-to-office reports from review missions, progress reports, ADB case studies, and other relevant documents at the resident missions (see References).

The RGAs were systematic assessments that adhered to quality standards for data collection, analysis, and validation (ADB n.d.). However, the focus was specifically on gender equality results and the causes of those results; with three loans selected from various sectors in each country, the RGAs were not designed to meet the broad range of criteria usually specified for an evaluation.³ Very few projects had adequate baseline or sex-disaggregated quantitative data for assessing results for women compared with those for men. RGAs were based on both qualitative and quantitative information. Qualitative assessments were cross-checked with local stakeholders in Indonesia and ADB headquarters staff. Details for the three projects included in the Indonesia RGA-II are set out in Table 1.

Fieldwork for the Indonesia Rapid Gender Assessment

Fieldwork was carried out over 19 days in-country with approximately 5 days for each project. Fieldwork for the Community Empowerment for Rural Development

(CERD) project was undertaken in three villages in Tanah Laut District in South Kalimantan Province. Meetings were held with the national Program Management Unit, project implementation units (PIUs), community-based savings and loan organization (CBSLO) group members from the three villages, nongovernment organization (NGO) facilitators, and the CBSLO Association management. The CERD Project Completion Report (Ministry of Home Affairs [MHA] 2008) was used to corroborate the field data. The CERD project was complex and innovative, with a large number of government staff and consultants at central, provincial, district, subdistrict, and village levels in its implementation. During implementation, budget allocations and consultant recruitment were delayed; consequently, results varied between districts. In order to learn about the factors that promoted the best results, the team visited one of the most successful districts.

For the Decentralized Basic Education Project (DBEP) the team visited two districts in Lombok and interviewed school principals, teachers, school committee members, and students from two schools. The team met with the district head, education and school board staff, and staff from other district government departments such as the Department of Women's Empowerment. Quantitative data was obtained from project impact evaluations. The DBEP's Central Facilitation Unit (CFU) provided a separate report on progress compared with the gender targets in the loan assurance (Ministry of National Education [MNE] 2009).

For the Sustainable Capacity Building for Decentralization (SCBD) project the team met with the national core team and visited Bogor and Garut districts. In each district the team met with local government staff, PIU members, the head of the service provider contracted to provide capacity building activities, and the local gender expert employed by the service provider. The two national gender consultants provided the team with a report on progress against the GAP for the 14 districts where the project has been implemented to date.

² PAMs were requested but were not always made available to the RGA consultants.

³ Evaluations are defined as comprehensive assessments of the design, implementation, and results of all aspects of a project, including the relevance and fulfillment of objectives, efficiency, effectiveness, impact, and sustainability (Organisation for Economic Co-operation and Development, Development Assistance Committee 2002, 21–22).

Table 1 Project Profiles

Loan No.	Loan Name	Gender Category ^a	Sector	Loan Approval (A) Effectivity (E) Completion (C) ^c	Loan Amount \$ million	Executing Agency	ADB Division
		Thematic Classification ^b					
1765/ 1766	Community Empowerment for Rural Development	EGM	Agriculture and natural resources/multisector	A: Oct 2000 E: Mar 2001 C: Aug 2007	Total: 115.00 OCR: 65.00 ADF: 50.00	DGCVE, Ministry of Home Affairs	SEAE, SERD, IRM
		Poverty Reduction/Human Resources Development					
1863	Decentralized Basic Education Project	EGM	Education	A: Nov 2001 E: May 2002 C: Dec 2009	ADF: 100.00	Ministry of National Education	SESS, SERD
		Human Development					
1964	Sustainable Capacity Building for Decentralization	EGM	Law, Economic Management, & Public Policy/Subnational Government Administration	A: Dec 2002 E: Sep 2003 C: Dec 2011	ADF: 42.22	Ministry of Home Affairs	SERD, IRM
		Human Development/Good Governance					

ADB = Asian Development Bank, ADF = Asian Development Fund, DGCVE = Directorate General of Community and Village Empowerment, EGM = effective gender mainstreaming, IRM = Indonesia Resident Mission, OCR = ordinary capital resources, SEAE = Agriculture, Environment, and Natural Resources Division, SERD = Southeast Asia Department, SESS = Social Sectors Division.

^a ADB classifies loans according to the following gender categories: gender and development theme; EGM; and some gender benefits. A loan is classified as EGM when (i) the social analysis conducted during project preparation includes consideration of gender issues, (ii) the project includes design features to facilitate women's participation in project activities and/or access to project benefits, and (iii) these design features are supported by loan covenants (ADB. 2008. *Gender Categories of ADB Projects*. Manila. www.adb.org/Gender/gender-categories.asp).

^b Thematic classification tracks how each project supports the strategic goals of ADB (ADB. 2008. *Updated Sector and Theme Classification*. Manila. www.adb.org/Documents/Policies/Sector-Theme-Classification/st0400.asp).

^c Loan effectivity refers to the date at which the loan becomes effective and can be drawn down.

Sources: ADB. 2000. *Report and Recommendation of the President to the Board of Directors on Proposed Loans and Technical Assistance Grant to the Republic of Indonesia for the Community Empowerment for Rural Development Project*. Manila; ADB. 2001. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the Republic of Indonesia for the Decentralized Basic Education Project*. Manila; ADB. 2002. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Technical Assistance Grant to the Republic of Indonesia for the Sustainable Capacity Building for Decentralization Project*. Manila; ADB. 2008. *Project Information Document. Community Empowerment for Rural Development: Indonesia*. Manila; and ADB. 2009. *Project Information Document. Decentralized Basic Education: Indonesia*. Manila.

Background on Indonesia

The projects selected in Indonesia were all working in different sectors, each of which had its own gender equality challenges. One link between them was that they were supporting decentralization through capacity building of local government. Decentralization is an administrative reform that has transferred decision making for the provision of basic social services and key areas of economic development to Indonesia's 440 districts.

Decentralization has so far offered both opportunities and challenges for women in Indonesia. Women's representation in public decision making is generally

still limited. Women constitute less than 1% of officials with decision-making authority (Asia Foundation et al. 2006, 38). This is exacerbated by limited education, training, and experience along with traditional perceptions of women's roles in society. In some areas decentralization has also been accompanied by a revival of conservative religious interpretations of gender roles, which have led to local practices that discriminate against women.

Indonesia has ratified major international gender equality agreements and the government's Medium-Term Development Plan for 2004–2009 identifies gender mainstreaming as a target under the theme of establishing an Indonesia that is just and demo-

cratic. Despite this there is still a fundamental lack of understanding of the benefits and importance of mainstreaming gender in policies and programs both nationally and within the provinces. Gender issues are still viewed as women's issues and as primarily falling into the social sphere, as opposed to having direct economic consequences. There is very limited local capacity to mainstream gender perspectives into policies and programs. ADB's Country Gender Assessment highlights the need to strengthen the institutional framework for gender mainstreaming and the participation of women in decision making at all levels (Asia Foundation et al. 2006, 38). These issues were directly addressed in the design and implementation of the SCBD project, and the CERD project explicitly incorporated a focus on increasing women's participation in decision making.

Indonesia has almost achieved universal access to primary education. It had nearly 93% net enrollments in 2003 and no gap between girls and boys in net national enrollment levels. Enrollment rates through secondary school drop off considerably for both poor boys and girls but the gender disparity remains small. A gap, however, still exists between women's literacy rate (86%) and that of men (94%), and on average girls complete 6.5 years of schooling compared with 7.6 for boys. The achievements in removing gender disparities in access to education are commendable but should not lead to a perception that gender equality has been achieved within the education sector. Approximately 18% of children drop out before completing primary school. Dropout rates are higher for girls than boys in some provinces, but nationally net enrollment rates are higher for girls than boys. Inequality in access to education is most severe among the poor and in rural areas, and gender inequality varies considerably between provinces with girls having less access to secondary education in some provinces and boys in others. Women are still underrepresented in leadership and decision making within the sector, and district education offices have very limited capacity to analyze

the different impact of policies and programs on boys and girls (Asia Foundation et al. 2006, 19–20, 82–83).

Stereotypes about the roles and status of men and women in Indonesia still significantly limit the capacity of Indonesian women in particular to reach their full potential. This affects development outcomes and limits economic growth. The education system has the potential not only to educate more girls and increase curriculum standards, but to instill values of fairness and gender equality among young people. This requires further work to improve the quality of education through teacher training and curriculum development.

In the rural sector lack of access to credit and financial services remains a major issue for women's access to economic opportunities. Although women are considered to be an important market for microfinance, targeting of women has not been a focus of the Indonesian microfinance industry. The average proportion of female clients served by major microfinance institutions has remained fairly constant at about 25% over the last 20 years, indicating that there has been no improvement in women's access to credit (Asia Foundation et al. 2006, 18). One of the main obstacles for women's access to credit is lack of collateral. Another is that microfinance often adds prohibitively to women's workload. However, improving women's access to credit in Indonesia has the potential to raise women's awareness and mobilize their resources, as an entry point toward strengthening women's networks and mobility, and as a means of increasing their knowledge and self-confidence, as well as enhancing their status within the family and community.

It is within the context of these gender-related challenges that each of the selected RGA-II projects was designed and implemented. The RGA-II assessment affords an opportunity to analyze what measures have been taken by each of the projects to address these challenges to ensure women fully benefit from development investments.

Community Empowerment for Rural Development

Project Description

The objective of the Community Empowerment for Rural Development (CERD) project was to increase incomes of the poor, particularly in rural communities peripheral to regional growth centers, by (i) empowering rural communities through building capacity to plan and manage their own development activities and (ii) supporting development of rural–urban links and promoting agricultural productivity and off-farm business enterprises through the establishment and improvement of rural infrastructure.

The project included four components: (i) component A, capacity building for decentralized development planning, including strengthening the institutional and human resource capacity of local government; (ii) component B, developing rural financial institutions, including the establishment of community-based savings and loan organizations (CBSLOs); (iii) component C, improving rural infrastructure to link communities to markets; and (iv) component D, project management and monitoring. The project was implemented in 11 districts in six provinces of Indonesia: Central Kalimantan, East Kalimantan, South Kalimantan, Central Sulawesi, North Sulawesi, and Southeast Sulawesi. The CERD project formed and trained CBSLOs to support microenterprises and small enterprises, built institutional capacity, and provided rural infrastructure to promote rural–urban links.

The project was executed by the Directorate General of Community and Village Empowerment⁴ of the Ministry of Home Affairs (MHA). Communities identified rural infrastructure such as roads, water supply, and bridges to be built, which they constructed themselves, assisted by project field engineers or nongovernment organization (NGO) facilitators. Labor from the

participating villages was utilized, which generated employment and income for the villagers.

At the time of the RGA, the CERD project had been completed. A project completion report and impact evaluation had been undertaken by the executing agency and the ADB project completion report was being finalized (ADB 2008d; MHA 2007, 2007a, 2008). According to the impact and completion reports, the project was effective in achieving its outcome. It achieved the majority of its targets and significantly raised the incomes of project communities. The project benefited almost 160,000 households, and 58,280 of those households moved out of poverty. The construction of new infrastructure and the improvement of existing infrastructure were of major importance and benefit (MHA 2008, 12–13). From very limited access to markets at the time of appraisal, at completion improved infrastructure such as roads and bridges provided access on a daily basis. Through the training program, the project encouraged communities to form CBSLOs to mobilize savings, provide financial services to members, and manage small loans under the project for the enterprise investments. The project established CBSLOs in all 543 project villages. These CBSLOs had more than 40,000 members and mobilized Rp16 billion in member savings and retained earnings from operations (MHA 2008, 6).

According to the completion reports the project also served as a successful example of a community development approach to poverty reduction through infrastructure development. The project included capacity building initiatives for local government and thus directly supported decentralization. Project training strengthened provincial and district institutions. The project also contributed to development of curricula on community empowerment at a local university.

⁴ Formerly known as the Directorate General of Rural Community Empowerment.

Gender Analysis and Gender Action Plan Included in the Loan Design

Gender equality considerations were integrated into the report and recommendation of the President (RRP), which included gender analysis of women's roles in enterprise development, their lack of access to formal credit, and their lack of representation in decision-making positions. Policy dialogue during the preparation of the RRP focused on the need to increase the participation of women as beneficiaries and implementing staff. The GAP focused on capacity building for decentralized development planning and the development of rural financial institutions. The main GAP provisions in the RRP included the following (ADB 2000, 29, 33, 68):

- (i) organize women into separate groups to (a) ensure their active participation, (b) provide them with a forum to discuss issues related to their economic activities and livelihood, and (c) address their special needs;
- (ii) ensure that women comprise at least 50% of the participants in the community training and at least 50% of the participants in the CBSLO formation and microenterprise training;
- (iii) ensure that women comprise at least 50% of the total CBSLO members;
- (iv) encourage women to run for elected leadership positions in CBSLOs and Kelompok Kerja Pembangunan Masyarakat (intervillage committees);
- (v) promote women's participation in all aspects of CBSLO operations, including formulating lending policies; and
- (vi) ensure that each CBSLO adopts special measures to develop loan products that address the demands of women entrepreneurs and poor women. Poor households will be mobilized to form groups in each village including separate groups for women and for men. Social mobilization and human development training will follow to ensure their participation in the village development planning process.

Targets were designed to increase the participation of women in village and local government using NGO facilitators. These included (i) encouraging women to apply for vacant government staff positions in the project area; (ii) providing formal training for staff from the Directorate General of Rural Community Empowerment, with women comprising at least 30% of the diploma trainees, 25% of the undergraduate trainees, and 20% of the graduate trainees; (iii) ensuring that village planning committees include at least two women representatives; and (iv) ensuring that 50% of the NGO facilitators employed in the project are women.

The GAP was included in the loan assurances in the RRP, which included the training targets noted above and additional targets for the participation of women including: a minimum of 50% women's participation in CBSLO formation and microenterprise training, 50% female NGO facilitators, and at least three female PIU district project managers of the 11 total (ADB 2000, 37). These provisions were also included as covenants in the loan agreement, the project design and monitoring framework (DMF), and the project administration memorandum (PAM), which ensured a focus on women's participation during project implementation (ADB and Directorate General of Rural Community Empowerment 2001, 18). The RRP included a provision for the recruitment of a part-time national gender adviser (18 person-months over the 5-year duration of the project).

Gender Action Plan Implementation

While the GAP was not updated during project implementation, most GAP elements were implemented, particularly the targets for women's participation. The project gender adviser assisted with GAP implementation and delivered training at the district level to local government staff and to the field facilitators. The gender adviser also conducted community focus group discussions to prepare for the establishment of CBSLOs. The resident mission gender specialist provided ongoing support to the project, including helping the project gender adviser organize gender training for community members, members of CBSLOs, and community facilitators. Sex-disaggregated data for GAP targets were collected and included in project reporting. However, they were not accompanied by any qualitative analysis

of progress or challenges concerning overall GAP implementation.

Gender Equality Results

Table 2 summarizes the results for each project component. An analysis of major achievements and challenges and the potential for sustainability follows. More details are provided in Appendix 1, Table A1.1, which assesses GAP targets and provisions compared with the gender equality results achieved.

Participation, Access to Project Resources, and Practical Benefits

The GAP resulted in high levels of participation by women in project activities with most of the targets for women's participation met or close to met. For

example, 43% of field facilitators in components A and B, 55% of CBSLO members in component B, and 38% of community-based planning and management (CBPM) group members were women compared with targets of 50% set in the GAP.⁵

As a result of these high levels of participation women had good access to project resources such as training and finance. Targets for training women staff from the Directorate General of Rural Community Empowerment varied from 20% to 30% for diplomas, bachelor's, and local master's degrees. These targets were exceeded, but only 7% of staff trained for overseas master's degrees were women, compared with a target of 20% (Appendix 1, Table A1.1). At the community level a target of 50% was set for women's participation in training; women were 55% of those who received CBSLO training—CBSLO board and supervisory team members. Training topics included marketing, monitoring, and production techniques.

Table 2 Community Empowerment for Rural Development Summary of Gender Equality Results by Loan Component

Loan Component	Gender Equality Results
Project Objective: Increase incomes of the poor	<ul style="list-style-type: none"> Average household monthly income doubled from Rp897,000 to Rp1,849,000. There was a significant reduction in people living below the poverty line due to access to credit (from 73% to 32%–37%); women who previously earned little or nothing contributed to increased household income.
A. Capacity Building for Decentralized Development Planning <ul style="list-style-type: none"> Institutional and human resource development Provision of village grants to support the community training program 	<ul style="list-style-type: none"> High participation of women with most targets for women's participation in training met. Females trained included 34% diploma, 43% bachelor's degree, 60% master's degree, 7% overseas master's degree. 43% of 663 facilitators employed were women. CBPM groups established to manage the development of the village plan and the one-off small-scale infrastructure grants involved 8,300 women (40% compared with a target of 50%).
B. Development of Rural Financial Institutions <ul style="list-style-type: none"> Development of CBSLOs 	<ul style="list-style-type: none"> Women were in leadership positions on CBSLO management. 55% of 40,018 CBSLO members were women. One woman ran for district government as a result of training, skills, and confidence gained through participation in CBSLO management. Women were trained in savings and loan management and service delivery, which increased their confidence to manage household finances (women were 55% of trainees).

continued on next page

⁵ There are inconsistencies between the ADB *Draft Completion Report* (2008k), the MHA *CERD Project Completion Report* (2008), and the MHA *CERD Consolidated Final Report* (2007) in terms of figures for women's participation. In some cases the difference is as high as 10%. Figures reported above were taken from the ADB *Draft Completion Report* (2008k), p.14.

Table 2. *continued*

Loan Component	Gender Equality Results
<ul style="list-style-type: none"> Provision of financial services 	<ul style="list-style-type: none"> Women's access to credit increased. More than 65% of borrowers were women. Women were able to borrow independently of their husbands and had control over their own credit and income. Women's reliance on moneylenders was substantially reduced. Women's mobility increased. Women's status increased in families as men valued the extra income they contributed to the household. Women and men were more aware of their potential, with increased confidence and ambition, to undertake income generating activities. CBSLO activities, meetings, and award ceremonies promoted social capital including active connections between people, trust, mutual understanding, and community closeness.
C. Improvement of Rural Infrastructure	<ul style="list-style-type: none"> More than 306,000 villagers participated in the CBPM process in villages to plan larger-scale infrastructure investments including 62% men and 38% women. 1,858 village cadres were trained and employed to facilitate CBPM processes; 32% were women. Roads, bridges, and other rural infrastructure benefited both men and women including by improving household lighting and drinking water. Women's confidence improved to speak out in community meetings.
D. Project Management and Monitoring	<ul style="list-style-type: none"> Targets for women's participation and benefits were monitored.

CBPM = community-based planning and management, CBSLO = community-based savings and loan organization.

Sources: Fieldwork; Asian Development Bank. 2008. *Draft Completion Report, Indonesia Community Empowerment for Rural Development Project*. Manila; Ministry of Home Affairs (MHA). 2007. *CERD Consolidated Final Report*. Directorate General of Community and Village Empowerment, Nippon Koei Consulting Engineers in association with Artistika Prasetya Consulting Services. Jakarta; MHA. 2007. *CERD Impact Study*. Directorate General of Community and Village Empowerment. Indokoei International Engineering and Management Consultant. Jakarta; and MHA. 2008. *CERD Project Completion Report*. Directorate General of Community and Village Empowerment. Jakarta.

The project provided many practical benefits for women as a result of their high participation in CBSLOs; women were more than 65% of the borrowers (ADB 2008k). Average household monthly income doubled over the life of the project and women's access to credit significantly reduced the number of people living below the poverty line as women who previously earned little or nothing now contributed to increased household income. This was a significant benefit for women who said they were able to use their loans for income-generating activities or to meet practical needs such as for urgent medical treatment and school fees. Women reported many practical benefits as a result of their participation in training, including increased skills in community development and planning,

financial management and accounting, and managing household finances.

One of the key gender issues highlighted in the RRP was women's lack of access to formal credit and their dependence on private moneylenders with exorbitant interest rates (ADB 2000). A finding in all three villages visited by the RGA team was the ease with which both men and women were able to borrow money and the very practical ways in which this had assisted them. Another common finding was the reduction in both women's and men's reliance on private moneylenders. Project interest rates were much lower; repayments were spread over a 10-month period. This significantly reduced repayment burdens and the stress associated with borrowing.

Strategic Changes in Gender Relations

Access to better or new skills in financial management and enterprise development along with access to finance was highly valued by women, most of whom previously had limited opportunity to leave their homes or borrow money to undertake entrepreneurial activities on their own. Previously more confined to their houses and primarily engaged in household duties and child care, many women spoke of their relief and happiness at being able to leave the home to undertake income-generating activities. They felt proud of their contribution to household income. Many were starting to think about their potential to do other things outside of the home as a result of being able to borrow money. Access to finances and training and an ability to borrow independently of their husbands also led to an increase in women's confidence about managing household incomes.

The project enabled women on CBSLO management committees to meet women from outside their communities, gain skills in financial management and accounting, deliver training to CBSLO members, and learn from a wider set of experiences. Increased mobility, skills, and access to finance are key steps toward empowerment for women in Indonesia. Increased mobility offered these women new opportunities for interaction in the public sphere. Access to new skills and finance allowed them to contribute more to household income, gain more financial independence and confidence, and participate in the community in new roles. Women also reported that they felt more confident to speak out at community meetings. Box 1 provides an example of how women's participation and capacity building has led to strategic gender equality results with more women involved in decision making in community organizations.

An important strategic change reported by women and men was that men's view of women and their status in the family had improved because men valued the extra income that women contributed to the household. Women reported that they controlled the money borrowed either solely or jointly with their husbands. Women and men were able to borrow independently of each other. However, both men and women reported that they discussed borrowing money

Box 1 Building Women's Capacity and Confidence

The team met with Ibu Etna, who had become involved in the project as a CBSLO member. Early in the project she was encouraged to become a member of her CBSLO management team. At first she did not feel she had the skills to undertake any of these roles because she saw herself as "just a housewife." However she was supported by the field facilitator to take on extra responsibility and she was reassured that she would receive training. Over the life of the project she received training in financial management and planning and this helped her to manage the CBSLO. She is now the head of the CBSLO association for the district. She has decided to run for district government as a result of the training, confidence, and standing in the community she has gained through her participation in the project.

Source: Interviews with beneficiaries conducted during fieldwork.

with each other before taking out a loan. Both men and women reported that this led to more openness between husbands and wives because they needed to work together and be honest with each other to ensure that loan money was repaid.

Women's participation in CBSLO management led to some signs of change in the gender division of labor in the household. For example, one female CBSLO member opened the CBSLO office twice a week and during these times her husband took care of the children. Her husband was happy to do this because they work together to grow their business, which they started with money that she borrowed.

Other Community and Institutional Benefits

An important change for both men and women was the development of social capital within the village.⁶ Due to the cancellation of a \$15 million credit line during the project midterm review, the rural financial institutions component placed greater emphasis on the creation of savings within communities; this had the unintended effect of enhancing community

⁶ Social capital describes social networks characterized by trust and reciprocity, which enable people to act for mutual benefit, resolve problems, and act collectively to promote well-being.

ownership of CBSLOs (ADB 2005a). CBSLO members reported that trust, mutual understanding, and a sense of community closeness were created. As the CBSLO money was community money there was more incentive to save and to pay back loans on time. The CBSLO activities, meetings, and award ceremonies promoted active connections between people. The targets for women's participation were critical in this process with men and women working more closely together and both men and women reporting that they felt more empowered.

CBSLOs were also used to expand community services. For example, one CBSLO provided scholarships for boys and girls to go to school, a second provided uniforms to children, and a third established a center at the CBSLO office where villagers could pay their electricity bills rather than having to go to town to do this. These activities were all undertaken at the initiative of CBSLOs and were part of the villagers' own efforts to improve conditions and promote village development.

Village grants under component A for rural infrastructure improvements also benefited both men and women in the community. All project villages received one village grant after successfully developing a village plan at the end of a capacity building training program. CBPM groups established to manage the village small-scale infrastructure grants involved 8,300 women (40%, compared with a target of 50%). It is not known how women's involvement influenced the types of infrastructure selected; however, women reported that their confidence to speak out in these groups increased over the life of the project. Construction was undertaken using village labor, while the PIUs assisted the communities in purchasing materials. There were no data on women's participation as laborers, however. The availability of the grants enabled villagers to address real physical constraints. Funded infrastructure included roads, bridges, meeting spaces, warehouses, wells, toilets, washing facilities, and clean water supply facilities (MHA 2007, 3–16).

Men and women also benefited from component C, which focused on the development of rural infrastructure to increase poor communities' access to markets and services and reduce the disproportionately high transaction costs faced by poor farm-

ers and entrepreneurs. These infrastructure facilities were selected using a participatory approach that considered the needs of the villagers or the common good for village clusters.⁷ More than 306,000 villagers participated in the component C CBPM process that gathered views about infrastructure priorities; men comprised 62% of participants and women comprised 38% (MHA 2007, 3–5).⁸ The project also prepared and trained development cadres at the community level to facilitate component C activities. These cadres totaled 1,858 persons; 32% were female (MHA 2007, 3–8). Examples of infrastructure constructed included access and on-farm roads, bridges and jetties, fish auctions and village markets, rural water supplies, and drainage to control flooding. In all cases, labor from the participating villages was utilized, to generate employment and strengthen villagers' skills in the operation and maintenance of infrastructure. There are no data on women's involvement as laborers; however, only 11% of villagers responsible for supervising and monitoring rural infrastructure construction were women.

As a result of infrastructure development under components A and C, home lighting, drinking water, and sanitation had improved at project completion. Although caution is needed in attributing these results to increased income, it is reasonable to assume that increased income may have played some part in results such as the increased use of home lighting (Institute for Social and Economic Research, Education and Information 2007).

An important institutional change was the recruitment of female field facilitators to local government positions as a result of the experience they gained through the project. In Tanah Laut the district government recruited 37 ex-facilitators, 13 of whom were women. The district encouraged women to apply, recognizing and valuing their skills and knowledge of the local area.

Challenges

While generally women's participation in the project was high, it tended to be concentrated in components A,

⁷ Separate CBPM participation processes were undertaken for component A and C infrastructure activities.

⁸ A full breakdown of women's participation at each of the levels of community participation is in Appendix 1, Table A1.1.

capacity building, and B, development of rural financial institutions, where there were GAP targets for women's participation. Component C, rural infrastructure, had no targets and participation tended to be lower. Infrastructure development is typically the domain of men in Indonesia, and only 11% of project field facilitators for this component were women (ADB 2008d). While women attended community socialization meetings and were involved as village cadres, their participation in decision making about the type of infrastructure to develop and its implementation, management, and monitoring was more limited.

One reason given by both men and women for women's lack of participation in component C was women's lack of technical skills in building and planning. Future projects need to address this barrier by giving more attention to ways in which women's capacity can be built in order to maximize their participation. For example, lack of financial literacy was raised as a barrier to women's participation in CBSLO management. This was overcome through training, support by field facilitators, and targets for women's participation. A similar approach could have been taken in component C. Other strategies, such as targeted mentoring of women by field facilitators working on the infrastructure component and extra capacity building opportunities for small groups of women, also could have been considered as ways of building women's skills for prioritizing and supervising infrastructure construction.

Women's participation in project management also was limited. Only one out of the four international consultants and nine domestic specialists was a woman. This was the project gender adviser. In addition the project did not meet its target for women's participation as PIU heads. Only one of 13 PIU heads was a woman, compared with a target of at least three. Future projects should give more active consideration to the recruitment of women in project management teams in order to model good practice.

While training given to CBSLO members helped them engage in entrepreneurial activities using their loans, gender stereotyping was common in the types of training offered. For example, women reported

receiving training in home industry, snack production, and food processing while men received training in agricultural production. The latter training was not offered to women. Gender stereotyping in training can disadvantage women when it comes to income generating potential. In general there is more income potential in agricultural production and construction work than in snack production. It was not possible to obtain data on the size of loans for women and men. However, women reported borrowing mainly for the production of snacks, home industry, or the establishment of small shops, while men tended to borrow for agricultural production and construction work such as brick making. Based on the above information, it is likely that loans for men were larger. It is important to ensure that field facilitators address gender stereotyping in skills training so that women have access to skills training with higher earning potential. Gender differences in the size of loans, their income-generating potential, and the total amount of loan finance disbursed to women and men need to be included as part of the routine monitoring of all credit activities.

Where targets were not specified in the DMF or the loan assurance, no sex-disaggregated data were collected.⁹ For example, there were no data on the number of women who participated in the overseas short-term comparative studies. Other than reporting on progress against gender-specific indicators, very little monitoring or evaluation of the overall GAP implementation was conducted on a routine basis by either the PIU or ADB. Back-to-office reports of review missions all included a similar paragraph. Even though one of the project objectives was to empower rural communities, the DMF and project performance report monitoring framework did not have a gender-sensitive approach to defining or measuring community empowerment. The final project report provided data on female participation; however, the impact study did not address gender differences in benefits or impact (MHA 2007a).

Future projects need to pay further attention to the overall monitoring of the GAP, including qualitative analysis of gender equality results. This would have helped address the various strategic challenges

⁹ While five gender-specific indicators were included in the RRP DMF, only one was included in the project performance report monitoring framework (the proportion of women trained by Directorate General of Rural Community Empowerment staff). Despite this, data were collected and reported on all five indicators as required in the DMF and loan covenants.

discussed above and identify the links between gender equality results and the overall effectiveness of the project.

To undertake better monitoring and evaluation, the inputs of the project gender adviser need to be used more strategically. While the gender adviser to the CERD project participated in socialization meetings and delivered training to project staff, her inputs were intermittent. They could have been used more strategically to analyze the progress and effectiveness of overall GAP implementation, to review GAP strategies, and to address challenges such as those outlined above. Such reporting also would have enabled better documentation and dissemination of evidence on the links between gender equality and overall project objectives and better sharing of effective strategies for incorporating gender equality into the project across districts. This would have enhanced the effectiveness of the project; it would have strengthened stakeholders' understanding of gender-related challenges and increased their capacity to ensure that gender equality was better integrated into project implementation.

Sustainability

The sustainability of gender equality results and other benefits will be enhanced by the commitment of villagers and the district governments to continue to support the CBSLO model, including encouraging women's participation. This support has been demonstrated by both Banjar and Tanah Laut district governments through their appointments of male and female field facilitators who will continue to provide services to the CBSLOs. It is not known whether similar support will be provided in other districts. However, there was a high level of ownership of CBSLOs by both women and men and a commitment from community members to continue with the CBSLO model. Women's capacity had increased and their participation is likely to remain high in CBSLO membership and management. Women are now able to mobilize their own resources and are motivated to continue to achieve more. All these factors will enhance the sustainability of results.

At project completion the CBSLOs had mobilized Rp16 billion in member savings and retained earnings

from interest on loans. Cumulative loans exceeded Rp48.00 billion, of which more than 90% was for investment while loans outstanding amounted to Rp16.06 billion (MHA 2008).¹⁰ The main challenge for the CBSLOs that could undermine the sustainability of results is the need to increase their capital to respond to an increasing demand for loans. With no links to formal financial institutions put in place by the project, the CBSLOs will need to attract more members and their savings in order to be able to loan more money. Continued success will therefore depend upon their ability to attract both male and female members.

Contribution of Gender Equality Results to Overall Loan Objectives and Outcomes

There is no doubt that the gender equality results, in particular the level of women's participation, significantly helped to achieve the CERD project's goal of raising real incomes of the rural poor. Women who previously earned little or nothing made up 65% of borrowers. These women were able to access credit to undertake entrepreneurial activities that increased their access to income, contributed to household income, and in some cases led to very successful small businesses. For many, this was the first time they had ever saved money or accessed credit. While there were no sex-disaggregated data on poverty, in project areas the total number of people living below the poverty line decreased from 73% to 32%–37% over the life of the project, and monthly family income increased from Rp897,000 to Rp1,849,000 (MHA 2007, x–xi).

The gender equality results also helped to achieve the CERD project's objective of empowering rural communities. Both women and men reported that they were more independent and more self-reliant, their dependence on moneylenders had decreased, and they felt a real sense of ownership of the CBSLOs. They had become more productive and they had been able to save. As a result of increased access to credit, both women and men had begun to more fully realize their potential. Women who were previously active only in domestic duties now undertake entrepreneurial

¹⁰ No sex-disaggregated data were available on loan amounts provided to women and men.

activity outside of the home; men work more land and undertake other income-generating activities. Women in particular reported feeling more confident and proud about being able to contribute to household income. These results are all signs of increased agency and control that contribute directly to community empowerment.¹¹

Gender equality results such as greater communication and trust between husbands and wives and changes in women's roles and status in the family and community also contributed to the objective of community empowerment. It is unlikely that these results would have occurred without specific GAP measures to encourage women to participate in project activities such as capacity building to improve their skills, saving and borrowing for enterprise development, and participation in community-based activities.

Factors Influencing the Achievement of Gender Equality Results

The Quality of the Gender Action Plan

The preparation and implementation of a GAP with specific activities and targets for improving women's participation and benefits had a significant positive impact on improving overall project implementation and results for women. The main factor influencing the achievement of gender equality results was the quality of the GAP.

Gender analysis. This was conducted during the preparation of the RRP and used to develop targets for women's participation in the project. However, the gender analysis did not draw out or identify specific social and cultural barriers to women's participation (ADB 2000, 28). Consequently, while women's participation was high in training and CBSLO activities (parts A and B), opportunities to ensure women's full participation in all project components including infrastructure and project management (parts C and D) were lost. Opportunities to address strategic gender

equality issues such as gender stereotyping in enterprise training also were missed. The GAP could have been strengthened if more comprehensive gender analysis had been undertaken.

Targets for the participation of women. The targets for women's participation in training and CBSLO activities were realistic and were directly linked to project components and activities. Field facilitators reported that the GAP targets contributed significantly to high levels of participation by women. One male field facilitator commented that he had worked on two previous community development activities that did not have targets for women's participation and in those cases women were not invited to meetings. In contrast, CERD project field facilitators received training on gender equality and encouraged women's participation by involving women's groups, encouraging women to run for election for management positions, talking with community leaders about gender equality, and ensuring that women were invited to all project meetings. However, in components where targets were not included, less attention was paid to the participation of women and as a result some opportunities to address gender inequalities were missed.

Gender targets included in the DMF. Targets were also included in the DMF and were monitored by both the executing agency and ADB. This ensured that specific attention was paid to women's participation. However, in areas where there were no targets sex-disaggregated data were not collected.

Capacity building of implementing staff, in particular field facilitators. Gender training was provided to implementing staff to ensure that they understood the main elements of the GAP. This helped them develop strategies to implement the GAP.

Gender adviser supported implementation. The project gender adviser supported the field facilitators and district government staff in effective implementation of the GAP. She also conducted community focus group discussions to prepare for the establishment of

¹¹ Measures of community empowerment included in the DMF included community mobilization, the implementation of community development activities, community involvement in decision making at the district government level, and improved access to social and economic services (ADB 2000 16–17, 40).

CBSLOs and to raise community awareness on gender issues and gender requirements in project activities. These inputs directly contributed to the gender equality results achieved in parts A and B. However, as the gender adviser focused mostly on training and supporting women's participation, opportunities to monitor progress of GAP implementation, review GAP strategies, and address implementation challenges were missed.

Institutional Factors

In Tanah Laut district, where strong gender equality results were achieved, leadership by the PIU and local government officials to ensure implementation of the GAP was strong. In addition, all field facilitators had a very good understanding of the GAP requirements. The project also made an effort to ensure that facilitators had a strong background in community development, and where possible facilitators were hired from the local community so they already had a strong understanding of local issues. Capacity building of CBSLOs was a long-term commitment with 1 year of training taking place before any loans were issued.

Recommendations

Although the CERD project is now completed there are several lessons that can be applied to similar loans in the future:

- (i) Gender analysis conducted during project design needs to be more comprehensive. It should identify and address barriers to women's participation in every component of the project and also explore how to contribute to strategic changes in gender relations. GAP activities should be identified for every component of the project, including those focused on infrastructure development.
- (ii) Women's lack of capacity was seen as a reason for limited participation of women in infrastructure activities. Future projects need to give more attention to building women's capacity to maximize their participation in infrastructure activities and in some higher-level formal training. This could include targeted capacity

building, mentoring programs, and targets for participation in decision making on selecting infrastructure investments.

- (iii) There was limited participation of women in project management. Future projects should give more active consideration to the recruitment of women in project management teams in order to model good practice.
- (iv) Targets for women's participation in GAPs need to give more consideration to qualitative gender equality issues such as stereotyping in the kinds of training offered, particularly for small enterprise and credit activities where nontraditional enterprises may provide women with better income.
- (v) Gender targets and the requirement for ongoing GAP monitoring and evaluation need to be included in all loan assurances, loan agreements, and DMFs. Future projects also need to pay more attention to the overall monitoring of the GAP. This means not just collecting information on targets but also collecting sex-disaggregated data for other indicators and further qualitative analysis on gender differences in participation, access to project resources, and benefits for all project components and activities. Monitoring requirements need to be explicitly included in the PAM and monitoring responsibilities should be outlined in the TOR for the project gender adviser and the team leader. Reporting on the GAP and on gender equality results should be integrated into core project documents such as annual reports, the midterm review, and the impact assessment.
- (vi) More attention to GAP implementation and monitoring, including the monitoring of gender equality results throughout project implementation, by ADB team leaders is needed. This will not only enhance the effectiveness of the project but also serve as a way to strengthen the understanding and capacity of all stakeholders to ensure that gender equality can be better integrated into project implementation.

Decentralized Basic Education Project

Project Description

The Decentralized Basic Education Project (DBEP) aimed to improve poor children's basic education enrollment, completion, and learning outcomes. The project originally covered 20 districts in the three eastern Indonesian provinces of Bali, East Nusa Tenggara (NTT), and West Nusa Tenggara (NTB). In March 2006 a grant was received from the Government of the Netherlands to expand the project to six additional districts in NTT. The grant-funding component was extended until 31 December 2010. The project also supported decentralization of basic education management in the context of the administrative and fiscal decentralization being effected in Indonesia (ADB 2001a, 2009a).

The project had two broad goals. The first was to contribute to poverty reduction, by addressing inequity in human development through improved access to and completion of basic education for poverty-affected children. The second was implementation of regional autonomy, by supporting decentralized management of basic education. The project's immediate objectives were to (i) improve poor children's participation in and completion of quality 9-year basic education; (ii) develop the capacity of districts to plan, manage, finance, and deliver basic education services, and improve community participation in developing basic education; and (iii) demonstrate the effectiveness of the proposal- and demand-based block grant mechanisms to support initiatives of the school, community, and district for basic education improvement.

The project covered primary and junior secondary education programs offered by public and private schools and *madrasah* (Islamic schools). The project allocated financing and support to each district in proportion to the incidence and depth of poverty there, based on evidence of considerable disparity between regions and income groups in access to quality primary and junior secondary education. Poor districts received higher allocation of resources; hence most resources were allocated to districts in NTB and in northern Bali, where poverty incidence is high. The project had

three parts: part A, school development; part B, district basic education development; and part C, monitoring, evaluation, and reporting.

The project was implemented by the Ministry of National Education (MNE) with the Ministry of Religious Affairs as co-executing agency. The project had a CFU and district project management and monitoring units.

At the time of the RGA, loan activities were completed and consultant support terminated. Implementation of school-based management (SBM) activities was generally good although there was wide variation among schools (ADB 2008e, 2008f). Initial impact studies showed that the project resulted in some very good practical benefits for students, schools, and communities. The project benefited approximately 860,000 students and 31,000 teachers. Delegating funds directly to the schools led to greater responsibility for the use of funds and faster rehabilitation of school infrastructure and equipment. There was still a need to improve the quality of construction, to better target funds to improve access to and quality of education, and to improve basic financial management at schools. However, school facilities greatly improved, teachers had considerable opportunities to participate in training, and school textbook stock substantially increased (MNE 2008, 63).

Twenty districts had developed district education development plans, of which 16 were judged as satisfactory. However, there was still a need to improve the analytical abilities of district education office staff and improve links between the district education development plans and school development plans. According to ADB back-to-office reports, monitoring and evaluation of activities throughout the project was difficult and staff turnover at schools made it difficult to collect reliable data (ADB 2008e, 2008f).

Gender Provisions Included in the Loan Design

Social and gender analysis in the report and recommendation of the President (RRP) focused on the links

between poverty and access to education, the impact on poverty reduction of increased schooling for girls, and key socioeconomic indicators. The need for targeted financial and other support to poor families to reduce the direct, indirect, and opportunity costs of schooling was highlighted, although there was no analysis of the gender-specific barriers to education. The project design included strategies to increase community and school decision making to support poor families to enable their children to enroll in and complete basic education. The RRP also highlighted the need to encourage women to take an active role in parent-teacher associations and school boards.

Although there was no GAP in the RRP, and no gender indicators or targets in the DMF, the loan design included some gender provisions in the loan assurance and covenants. Each participating district was to achieve the following:

- (i) The school education committees, subdistrict selection committees, and board education committees will include at least two women representatives.
- (ii) Women will comprise at least 50% of teachers in the development programs.
- (iii) Women will comprise at least 30% of participants in workshops on SBM training.
- (iv) Girls will comprise at least 50% of the recipients of scholarships.
- (v) Separate sanitation facilities for girls and boys will be part of the school rehabilitation component (ADB 2001a, 30–31).

Implementation of the Gender Provisions

Some of the DBEP's gender-related design targets were achieved, such as equal access by girls to scholarships and

other special measures aimed to enable poor children to remain in school. Other targets were almost achieved, such as women's participation in training. In other cases, the targets were not met (such as women's participation in school committees), but some progress was made. In some cases it was not possible to verify whether gender provisions had been implemented. For example, sex-disaggregated data on training for SBM were not available. Nor were there data on the number of schools that constructed separate toilets for girls and boys, although Government of Indonesia regulations require construction of separate toilets at primary and secondary schools according to the number of male and female students attending (MNE 2008a). The ADB resident mission gender specialist was not involved in supporting project implementation.

Gender Equality Results

Table 3 summarizes results to date for each DBEP component. An analysis of major achievements and challenges and the potential for sustainability follows. More details are provided in Appendix 1, Table A1.2.

Participation, Access to Project Resources, and Practical Benefits

The most important practical result achieved by the DBEP was an increase in primary and lower secondary school enrollment by the poorest 40% of girls and boys. This contributes directly to the achievement of Indonesia's millennium development goals of universal access to primary education and 90% gross enrollment rates in lower secondary education (United Nations Development Programme 2005, 9). Enrollment data for 2000 and 2006 show that net and gross primary school enrollment increased in NTT and NTB for both boys and girls.¹² In NTB, net enrollment of boys in primary school increased from 88% to 94% and girls' increased from 92% to 95%; in NTT, boys' increased from 88% to 92% and girls' from 90% to 91%. In Bali, net enrollment in primary school fluctuated from year

¹² Net enrollment is defined as the number of children of official primary or lower secondary school age who are enrolled in that level of education as a percentage of the total children in the official school age population. Gross enrollment is defined as the number of students enrolled, regardless of their age, as a percentage of the official school age population, and may be more than 100% because it includes both underage and overage students.

Table 3 Decentralized Basic Education Project Summary of Gender Equality Results by Loan Component

Loan Component	Gender Equality Results
Project Goal: Poverty reduction through improved access to basic education	<p>Increased primary school enrollment rates for poor female and male students and increased transition to lower secondary school due to equal provision of special measures for poor students. Net enrollment rates increased as follows:</p> <ul style="list-style-type: none"> For primary schools, girls' enrollment increased from 92% to 95% in NTB, and 90% to 91% in NTT; and boys' enrollment increased from 88% to 94% in NTB, and 88% to 92% in NTT. For lower secondary schools, girls' enrollment increased from 57% to 68% in NTB and 37% to 50% in NTT; boys' enrollment increased from 58% to 71% in NTB, and 32% to 45% in NTT.
A: School Development <ul style="list-style-type: none"> Capacity building for school-based management School development fund 	<ul style="list-style-type: none"> Access to textbooks in priority subjects by boys and girls increased. Upgrading of school facilities improved the learning environment for boys and girls. Girls comprised approximately 50% of students benefiting from remedial teaching programs, provision of bicycles, outreach activities, supplementary feeding programs, and scholarships targeted at the poorest boys and girls. 6,340 girls at the primary level and 1,306 girls at the junior secondary level received girls-only scholarships to help them progress to the next level of schooling. One or two women are now on the school management committees in 18% of schools in Bali, 23% of schools in NTB, and 40% of schools in NTT. Exam results for students from DBEP schools improved (but no sex-disaggregated data are available). No data are available on the construction of girls' toilets, although Indonesian government regulations require separate female and male toilets according to the number of male and female students.
B: District Basic Education Development <ul style="list-style-type: none"> Capacity building for decentralization District education development fund 	<ul style="list-style-type: none"> More than 46,000 teachers were trained. On average, women were 47% of beneficiaries of all training activities. 15,763 teachers were trained on teacher development—6,930 female (44%) and 8,833 male (56%). 8,082 teachers participated (3,636 female and 4,446 male) in training on the importance of equal access to and participation in basic education by boys and girls. No sex-disaggregated data for teachers' working group and subject-related training (22,438 teachers trained overall)^a were available.
C: Monitoring, Evaluation, and Reporting	<ul style="list-style-type: none"> Data on women's and girls' participation in some project activities were included in completion reports with some analysis of barriers to further participation.

DBEP = Decentralized Basic Education Project, NTB = West Nusa Tenggara, NTT = East Nusa Tenggara.

^a The working groups and subject-related trainings had similar functions and activities. Both were forums where teachers met regularly (e.g., once a month) to discuss aspects of teaching including subject content.

Sources: Sejahtera, Insan Hitawasana. 2008. *Decentralized Basic Education Project, Consulting Services for Baseline and Benefit Impact Evaluation Studies, Dutch Grant Base-Line Study*. Jakarta; Sejahtera. 2008. *Benefit, Impact, Evaluation Study, Final Report*. Jakarta; Sejahtera. 2009. *Impact Evaluation Summary* (Excel file sent by ADB via e-mail, 13 May); Ministry of National Education (MNE). 2008. *DBEP Research Report No. 6, Analysis of Three Consecutive Annual School Profiles and Financial Utilisation Reports from 3,111 DBEP Schools*. Hywel Coleman, Effentrif, and M. Ikbal Udayah; and MNE. 2009. PowerPoint presentation to RGA team on women's participation in DBEP activities.

to year for both boys and girls and increased from a low of 92% in 2003 to 94% in 2006 for boys, compared with 91% in 2003 for girls to 93% in 2006 (Appendix 2) (Sejahtera 2008a, 14–18).

Good progress was also made under the DBEP in enabling poor children to continue from primary to secondary education. Lower secondary net enrollment rose in NTB and NTT for both boys and girls. Girls' net enrollment increased from 65% to 66% in Bali, from 57% to 68% in NTB, and from 37% to 50% in NTT between 2000 and 2006. Boys' net enrollment decreased from 75% to 74% in Bali, but increased from 57% to 71% in NTB and from 32% to 45% in NTT. There were similar trends in gross enrollment rates, with girls' gross enrollment rates in NTB increasing more than boys' (Appendix 2).

In NTB, the rise in junior secondary enrollment levels coincided with the DBEP implementation period from 2003 to 2006. Since the DBEP was the largest project aimed at increasing postsecondary enrollment in NTB, this increase may be attributed to the special measures and quality improvements implemented by the project. In NTT, the project impact study concluded that increases were less likely to be due to the DBEP because the loan was only implemented in two of 19 districts and municipalities, and the Dutch grant only started in 2007 and only in six districts (Sejahtera 2008a, 19). Nevertheless, the overall increases in enrollment at the lower secondary level are positive. Notwithstanding the caution of the DBEP impact study, it is reasonable to assume that the DBEP's focus on targeting the poorest areas and students—with school improvements, scholarships, assistance with transport, outreach activities, and improved community participation in school management—may have contributed to some degree to increased transition rates from primary to junior secondary school for boys and girls.

The project directly supported the government's policy for implementing SBM through school grants for quality improvement and physical rehabilitation. These grants had a positive impact on both boys and girls by improving the learning environment for all students. For example, one of the schools visited by the RGA team had undertaken major rehabilitation, which had substantially improved the physical school environment, and two schools had been able to purchase sporting equipment and books.

Overall the DBEP had a major impact on school ownership of books and students' access to textbooks in priority subjects. According to project reports, all DBEP primary and secondary school students had their own textbooks in math, Bahasa Indonesia, science, and social science (MNE 2008, 52–53). This was a very positive practical result for both boys and girls as a lack of textbooks is a major issue for poor students.

Due to the project grants, DBEP schools were able to offer a number of different activities aimed at supporting poor and disadvantaged children. These had positive practical benefits for both boys and girls and increased male and female enrollments, retention, and transition from primary to junior secondary schools (Table 3 and Appendix 2). They included scholarships for the poorest children (targeted at both boys and girls); remedial teaching activities; supplementary feeding; outreach activities for children with high absenteeism, dropouts, and other marginalized groups; and assistance with transport such as the purchase of bicycles. Achieving equal access for girls in all these areas was an important result. For example, girls received 51% of scholarships; half of the students who participated in remedial programs were girls; approximately half of the beneficiaries for feeding programs and outreach activities were girls; and over half (51%–53%) of the students who received transport support such as bicycles were female (MNE 2008, 33–39).

Good efforts to increase girls' transition from primary to junior secondary school and into the first year of senior secondary school were made possible by the DBEP through an additional girls-only scholarship scheme. Information collected at the end of the project showed that 13% of primary schools provided these scholarships to approximately 6,340 girls, and 6% of junior secondary schools provided scholarships to 1,306 girls. Many schools pointed out that since all students were poor it was difficult to select students to receive scholarships. Hence, only a small number of schools used DBEP funds for this purpose. Those schools that did use DBEP grants to provide scholarships to girls reported increased retention, transition, and completion rates by girls, which were important benefits.

Schools also used DBEP funds to improve teacher quality by providing training. Much of the training focused on improving subject-specific knowledge.

More than 46,000 teachers were trained under the DBEP. More men than women participated in the teacher development activities; this is not surprising, since male teachers outnumbered female teachers. In relative terms, female teachers were more likely to take part in development activities than were their male colleagues, particularly at the primary school level (MNE 2008, 33–39; MNE 2009). Women’s participation in training averaged approximately 47%, which was under the target of 50% but was a good result considering women make up 49% of teachers in public schools and 38% for *madrasah* (Asia Foundation et al. 2006, 21). However, women’s participation in teacher training varied markedly by province: NTT achieved the highest levels for primary and secondary female teachers (48%), compared with NTB (41%), where women made up 21% of the junior secondary teachers trained (Appendix 2, Table A2.1). The RGA team had limited opportunity to ask female teachers about the impact of the training because few female teachers participated in meetings with the team. However, almost all principals reported that teachers improved their teaching methods and subject matter knowledge as a result of the training.

As a result of the overall quality improvement program provided by the DBEP as outlined above, there is some evidence that exam results for students from DBEP schools improved. At the primary level the average results in all subjects improved over 3 years by between 4% and 8%. At the junior secondary level the improvements ranged from 2% to 29%. This is a very good result for both boys and girls. However, the data are not disaggregated by sex so it is not possible to compare results for girls with those for boys (MNE 2008, 33–39).

Changes in Gender Relations

Prior to the project there were almost no women on school management committees. By the end of the project, 18% of schools in Bali, 23% in NTB, and 40% in NTT had at least two women on school management committees (MNE 2009). Although the project did not meet its target of two women on each school management committee, this was an important first step in enabling men and women to work together to strengthen relationships between schools and communities. It signals a potential change in

gender relations at the community level that future ADB projects could build upon.

Schools were encouraged to provide training for teachers on the importance of increasing children’s access to basic education and on ensuring equal opportunities for boys and girls to participate in education. Female teachers took part in this training more frequently than their male peers even though more men than women overall participated in training activities. Such training helped to educate teachers about gender equality issues in school and supported them in developing their skills in this area. Overall, 8,082 teachers (3,636 female and 4,446 male) participated in this training. While this figure is low compared to the overall number of teachers trained (more than 46,000) it could help to promote changes in gender relations in the future (MNE 2008). Table A2.2 in Appendix 2 provides data on the total number of teachers trained (including the number of female teachers) in each of the training activities.

There is considerable evidence internationally that investing in postprimary education for girls has a range of positive empowerment, health, and economic impacts (UN Millennium Project Task Force on Education and Gender Equality 2005, 36–41). During the RGA, staff at one junior secondary school in East Lombok noted that early marriage was common in the area and a major cause of girls dropping out. They reported that scholarships for girls and the outreach activities funded under the project had helped them to address this issue and keep girls at school. It was not possible to assess how widespread this change was in project areas. However, this example shows that these types of interventions can be effective ways of keeping girls in school if well targeted, and it demonstrates the potential strategic results that can be gained from enabling girls to make the transition to secondary education.

Challenges

The DBEP achieved some solid practical results for both boys and girls and for teachers. However, some opportunities to enhance the gender equality results were missed. While targets were included in the loan assurance, because there was no GAP and no project gender adviser, strategies were not developed to implement them. The lack of specific attention to gender equality

in implementation meant that the targets were not reviewed, updated, or checked for ongoing relevance and appropriateness. The project also missed an important opportunity to educate DBEP staff about the relevance of gender equality to their work, and to build their capacity to integrate gender equality activities into this and future projects. Coverage of gender equality in annual reports tended to be very general (often a summary of what should be happening rather than what had actually happened). When asked about reporting on the gender-related targets, the DBEP's CFU noted that they had not been asked to do this. Consequently, several important gender issues were not given enough attention during implementation.

By the end of the project there were roughly equal numbers of boys and girls in junior secondary schools, with dropout rates of 7% for males and 6% for females (MNE 2008, 63). Although the difference between male and female dropout rates is small on average, it varied considerably between schools and provinces, with boys' dropouts much higher in some cases. Work still needs to be done to stop the decline in numbers of both boys and girls throughout primary and junior secondary schools. Toward the end of the project a small number of schools began to use scholarship funds to support boys in the transition between levels of education. Gender analysis and regular monitoring of the different barriers to poor girls' and poor boys' access to junior secondary education would have helped to target scholarships and other special measures, and thereby increase the effectiveness and impact of the project.

A key component of the project was supporting enhanced transparency and accountability of schools through active community participation. Part of this strategy was the establishment of school committees for all DBEP schools, with a minimum of two women on each committee. The project impact study indicated that 90% of schools developed committees that are actively involved in school management. It concluded that community participation had substantially increased as a result. Increased community participation was seen as one of the major successes of the project, as it had increased ownership and transparency and resulted in a sense of pride among parents, teachers, and students (ADB 2008e). As noted

above, the targets for women's participation were not achieved, and few women were involved in school committees in Bali and NTB. Little attention was given to increasing women's participation in school committees or in SBM training, despite the fact that a 30% target for women's participation was included in the loan covenants. Additionally, when there were one or two female members on a school committee, they tended to be teachers. Consequently, opportunities were missed to involve women, especially mothers, in improving children's enrollments, retention, and learning abilities, and to enhance women's involvement in community decision making.

Despite this issue being raised in reports, meetings, and ADB loan review aide-mémoire, no strategies were developed to improve project performance against this target.¹³ For example, the Dutch grant baseline study of 2008 reported that the project team was unable to explain why the targets were not being met and that in many cases they were not even aware of the requirement for women to be on school committees (Sejahtera 2008, 39). Women's lack of capacity was mentioned as a barrier to their participation but no strategies were developed to overcome this problem. In general there was little understanding of the rationale for women's participation in school management among field facilitators even though part of their TOR was to play a crucial role in building and strengthening supportive relationships between communities and school committees. Setting a target for women's employment as field facilitators and providing them with training on gender equality may have assisted.

Overall participation of women in project implementation varied between provinces and fluctuated from year to year, as shown in Table 4. For example, in NTT in 2005 78% of field facilitators responsible for supporting schools to implement SBM were women, but this decreased to 20% the following year (MNE 2009). However, barriers to women's participation and the reasons for these fluctuations were not examined by the CFU.

The gender division of labor within the teaching profession was given little attention during the DBEP's design or implementation. However, statistics on the participation of male and female teachers in in-service

¹³ See for example Sejahtera 2008a and ADB 2005e.

Table 4 Percentage of Female Field Facilitators

Province	2005 (%)	2006 (%)	2007 (%)
Bali	21	19	32
NTB	25	23	23
NTT	78	20	23

NTB = West Nusa Tenggara, NTT = East Nusa Tenggara.

Source: Ministry of National Education. 2009. Microsoft PowerPoint presentation to RGA team on women's participation in DBEP activities.

training were recorded regularly (MNE 2008). It was only after the project was completed that these data were analyzed; they showed that there were regional disparities in the employment of male and female teachers, with very few female teachers found in the rural districts and in junior secondary schools. The overall proportion of female teachers in the DBEP areas was also much lower than in other parts of Indonesia and other parts of the world (MNE 2008, 43). Lack of female teachers usually has a significant impact on girls' access to schooling and their levels of achievement, and it could have been explored more thoroughly during project design and implementation. A comprehensive social and gender analysis of this issue would have been an important first step.

Analysis of the data at project completion also showed that female teachers were more likely (in percentage terms) to participate in in-service training than their male colleagues (MNE 2008, 31). The reasons behind this higher relative participation of women are not clear. Was it because female teachers generally have lower qualifications and are therefore more entitled to professional upgrading, or did other factors play a part? This is an important issue that could have been explored further, particularly at a time when the government is investing heavily in teacher improvement programs.

Contribution of Gender Equality Results to Loan Outcomes, Effectiveness, and Sustainability

The project achieved some good practical benefits for both boys and girls that contributed to improvements in poor children's enrollment, retention, and learning outcomes in 20 districts in Bali, NTT, and NTB. The fact that

most special measures for the poor and disadvantaged were equally available to girls and boys has contributed directly to the achievement of loan outcomes. The learning environment for both boys and girls substantially improved and a large number of teachers, both males and females, benefited from training.

Greater attention to gender equality could have increased the effectiveness of the loan by contributing to greater increases in enrollments and improved participation of females in school communities. Women's participation, especially that of mothers in school committees, can have a direct impact on ensuring children complete school.

The lack of data on sanitation facilities for girls and boys was an oversight by project implementers and ADB, considering that this was included in the loan covenants. While it is likely that girls' toilets were constructed because this is required by Indonesian government regulations, such regulations are not always implemented, particularly in rural areas. If toilets were not uniformly constructed for girls, this would have a detrimental impact on their access to and participation in education in future.

A comprehensive social and gender analysis of the different factors that prevent boys and girls from completing their basic education and from making the transition to senior secondary schooling could have led to better targeting and monitoring of strategies to increase retention and completion. A greater focus on gender sensitivity in teaching methods could also have been considered, and the use of scholarship funds for both poor boys and poor girls could have been expanded. All these actions would have increased the effectiveness of and long-term return on the loan investment. The project also missed an important opportunity to educate project staff about the relevance of gender equality to their work, and to build their capacity to integrate gender equality activities into this project as well as future ones.

Factors Influencing the Achievement of Gender Equality Results

The inclusion in the loan agreement of gender provisions such as scholarships for girls, women's participation in school committees, and equal access to in-service train-

ing for female teachers addressed gender disparities and delivered practical benefits to women and girls. The project's direct focus on equity for poor students in the poorest districts with specific design measures to get them to school (such as feeding programs and the provision of bikes) also had a positive impact on both girls and boys.

Notwithstanding these positive impacts, it is likely that benefits would have been enhanced if specific strategies to implement some of the gender-related targets had been developed, and if a project gender adviser had been able to assist with implementation and build the capacity of the implementing team. A comprehensive gender analysis during design of the barriers to continuing schooling faced by both poor boys and poor girls, and ongoing monitoring of these factors during implementation, would have helped to develop and modify strategies and targets to further increase enrollment. The development and implementation of a GAP could have helped to address and resolve the range of issues discussed above.

Recommendations

Although the DBEP is completed there are important lessons that can be learned for the design and implementation of future education projects in Indonesia:

- (i) A more thorough gender analysis and a detailed project GAP needs to be prepared for the loan design. Targets included in the loan assurance need to be based on sound and comprehensive analysis. In addition, strategies need to be put in place to ensure they are met and regular monitoring needs to check for continued appropriateness.
- (ii) It is important to update gender provisions in the loan design during implementation in a participatory manner to ensure they are owned and understood by project implementation teams. Strategies for implementation need to be developed with all stakeholders so that the GAP is owned and the rationale is understood.
- (iii) Future projects should also give consideration to the inclusion of a project gender adviser to

train field facilitators, develop gender modules for SBM training, develop strategies for overcoming barriers to women's participation in school management, and improve monitoring and evaluation of overall GAP implementation.

- (iv) Future projects should explore how to coordinate more closely with the Ministry of National Education's Task Force on Gender Mainstreaming, which has developed handbooks and guidelines for the formal education sector to assist with knowledge transfer and capacity building at the district level. Projects should also coordinate more closely with gender focal points of the district education boards and include measures to further develop their capacity for gender mainstreaming.
- (v) The ADB resident mission gender specialist should play a more active role in project processing in the education sector by assisting with gender analysis, the development of a GAP, and integrating gender targets and indicators into the project DMF. The resident mission gender specialist should also participate in loan review missions in the education sector.
- (vi) Consider whether guidelines need to be provided for the proportion of block grants to be used for hardware versus software components by districts and schools. For example, guidelines could highlight the effectiveness of scholarships for increasing transition rates to junior and senior secondary schooling, compared with other options for the use of block grants.
- (vii) In the short time remaining for implementation of the Dutch grant, further attention should be given to increasing women's participation in school committees, collecting and analyzing sex-disaggregated data, and examining the different factors that prevent boys and girls from making the transition to senior secondary schooling so that lessons can be learned about more effective strategies to increase retention and completion rates.

Sustainable Capacity Building for Decentralization

Project Description

The Sustainable Capacity Building for Decentralization (SCBD) project helps regional governments develop effective strategies for capacity building and provides adequate resources to implement these strategies. The capacity building approach is based on the development of capacity building action plans (CBAPs) and on their implementation through a set of domestic capacity building service providers supervised by the National Capacity-Building and Review Board and managed through a system of regional boards. The objectives of the project are to develop institutional capacity for 38–40 regional governments and to increase their operational capability with regard to (i) efficiently delivering public services in accordance with minimum service standards, (ii) maintaining essential public facilities, (iii) promoting equitable economic development, and (iv) managing poverty reduction programs (ADB 2002c).

The project has three components:

- (i) developing and implementing CBAPs,
- (ii) building capacity of service providers, and
- (iii) managing and coordinating projects through information and communication technology support.

Goods and consulting services to be provided under the project are procured through three main packages:

- (i) Package A: information and communication technology systems and network;
- (ii) Package B: provision of consulting services through (a) a core team assisting the central project management office, (b) two field teams

supporting the provincial coordinating offices, and (c) an independent auditor; and

- (iii) Package C: provision of (a) consulting services for curriculum development and training of trainers (Package C-1) and (b) capacity building support for districts (Package C-2) (ADB 2002c).

The SCBD project is cofinanced by the Government of the Netherlands through an \$8.54 million grant, which is used for project implementation consultants to help district governments develop effective strategies for capacity building. In addition, the Government of the Netherlands is financing a separate technical assistance grant of \$1.2 million to develop and implement a monitoring system for capacity building. The project is implemented by the Ministry of Home Affairs (MHA).

At the time of the RGA the implementation of the SCBD project was constrained by ongoing delays. (The loan was originally scheduled to be closed in December 2008. Due to delays the project was extended to December 2011.) The CBAPs were implemented in two batches with the support of service providers financed under the loan. While all 14 Batch One service providers had been mobilized, the implementation of CBAPs had been constrained by delays in procurement and in decisions by the Institute of Public Administration and MHA on the accreditation of service providers and certification of training modules; by insufficient understanding, commitment, and ownership by some local governments; and by the poor performance of some service providers. As a result the overall performance of the 14 regional governments on implementing the CBAPs was mixed. At the time of the RGA visit only about 50% of project funds had been disbursed and some contracts for service providers for Batch Two had not been awarded (ADB 2009). Because of these delays, some gender aspects of the project were given little attention.

Gender Analysis and Gender Action Plan in the Loan Design

Gender considerations were very well integrated into the project design, which included gender analysis and a gender action plan (GAP) in the supplementary appendix of the report and recommendation of the President (RRP). The analysis identified key gender issues such as the continuing decline in women's access to decision-making positions in the public service, cultural resistance, and bureaucratic inertia. It also highlighted a correlation between empowerment, poverty, and gender on the one hand, and the key role that the regional governments play in social development on the other (ADB 2002c, 17, 37). The RRP analysis also noted that greater participation by women in government was essential for improving the efficiency of delivery of public services. Through the GAP, the project aimed to help reduce the gender gap in the civil service and contribute significantly to improving women's participation in regional governments.

The main components of the overall SCBD project GAP related to the integration of gender provisions into the CBAPs. As part of the CBAP process a district-level GAP had to be prepared and integrated into the CBAP. The purpose of this district-level GAP was to ensure both the integration of gender concerns into the district capacity building strategy and related programs and to increase the participation of women in the efficient delivery of public services. District GAP development was to follow the process of CBAP formulation and the GAP was required as a condition for release of initial CBAP funds; implementation of gender considerations assessed against monitorable targets was a condition for subsequent releases. Other project-wide SCBD GAP elements were (ADB 2002c, 5, 9, 13, 17, 19):

- (i) **Consultation and assessment.** Intensive consultation with regional government agencies, civil society organizations, consumers, women, and the media to identify gender inequalities in the project areas. Each component of the CBAP and district GAP will specify the required actions to be taken.
- (ii) **Components for gender.** Technical assistance to ensure equitable participation of women in project activities.
- (iii) **Approval and endorsement.** The district-level GAP, as part of the CBAP, will be submitted to the National Capacity-Building and Review Board for approval and to the local parliament for legalization as part of the local government regulations.
- (iv) **Policy and strategy.** CBAP district GAPs are to include provisions to improve the capacity of women and to ensure that gender-sensitive policies are in place in areas such as civil service recruitment and retention, redundancy and promotion, social security, and occupational health and safety.
- (v) **Performance monitoring.** A focal point for monitoring at the district level will support the implementation of the CBAP GAP.
- (vi) **Database.** Sex-disaggregated data will be collected and used for policy feedback.
- (vii) **Training and formal education.** A targeted approach to include women in training and formal education activities will be followed.
- (viii) **Financing and budgeting.** CBAP GAPs will be adequately funded.

The SCBD project GAP was included in the loan assurances, the covenants, and the Project Administration Memorandum and committed the government to ensuring support for specific local reforms concerning merit-based appointments, promotions, and training opportunities for women. The government also had to ensure that gender concerns were adequately addressed in the CBAPs (ADB 2002c, 19–20; ADB 2003b, 29; ADB and MHA 2003, 8).

The achievement of regional gender mainstreaming and reforms for merit-based appointments, promotions, and training opportunities was also included as an outcome in the design and monitoring framework, but there were no gender-sensitive indicators or targets for other components (ADB 2002c, 28). The

project design provided for a part-time gender adviser to ensure gender issues were addressed in CBAPs. In addition, accountability for integrating gender considerations was included in various TOR including for the international capacity building specialist (the team leader), the international human resource management specialist, and local institutional and human resource development specialists (ADB 2002c, 49).

Gender Action Plan Implementation

A working paper on the SCBD project GAP including implementation guidelines was developed in February 2004 by the core team in conjunction with the ADB resident mission gender specialist. The working paper included gender analysis; guidelines for the district GAP development process; details of what should be in the district GAPs and how they should be implemented; and a checklist to guide district GAP development and assist with its integration into the CBAPs (SCBD Core Team, 2004). While the working paper was an excellent reference document, it was very long, was not translated into Bahasa Indonesia, and was not used during project implementation.

The main focus of GAP implementation was the integration of district GAPs into the CBAPs. A part-time project gender adviser was recruited at the end of the first year of the project to assist with this. The ADB resident mission gender specialist also provided ongoing support to the SCBD project, which included reviewing gender-related documents, participating in reviews, and supporting the project gender adviser in identifying problems with GAP implementation. At the time of the RGA, all Batch One districts (details in the following section) had developed a district-level GAP as part of the CBAP process. The quality of the CBAP GAPs varied considerably. This is discussed further in the results section. Other components of the GAP, such as monitoring and evaluation, the collection and analysis of sex-disaggregated data, and women's participation in training, were given less attention.

Progress toward Gender Equality Results

Table 5 summarizes results to date for each project component and more details are provided in

Appendix 1, Table A1.3. As a result of accumulated delays in project implementation, particularly in the development of the CBAPs, it was only possible to assess intermediate gender equality results for those districts under Batch One. Most of the results that can be demonstrated are institutional changes. Although this project has the potential to deliver many practical benefits to women in rural areas through improved service delivery by district governments, these results will only be demonstrated over the long term, and they will depend on the quality, implementation, and level of resourcing of district GAPs.

Participation in Project Activities

It is not possible to make an overall assessment of women's participation in project activities because sex-disaggregated data were not collected for activities such as CBAP development, district-level GAP development, and training. Sex-disaggregated data also were not collected for the appointment of field team and consultant staff. In Bogor and Garut, discussions with stakeholders suggested that women did participate in CBAP preparation. For example, in Bogor the RGA team was told that four people were responsible for the preparation of the CBAP and that two of these were female specialists from the university. In Garut, 17 people were involved in CBAP development, five of whom were women. The project gender adviser also reported that women were the majority of participants in project gender training; however, there were no data on the total number of women or men trained.

The project has been successful in ensuring that all Batch One districts have developed a GAP as part of the CBAP process. Initially many submitted Batch One CBAPs did not include GAPs. As a result the SCBD gender adviser conducted gender training for all Batch One project implementation units (PIUs) in 2005. The gender adviser invited local specialists in gender and Islam and gender and governance to speak at the training and to answer questions. PIUs were made familiar with the GAP checklist and were supported to develop GAPs. The requirement for a GAP to qualify for funding for the CBAPs was reinforced. Training for Batch Two PIUs also was conducted in 2005; however, due to delays in the contracting of service providers and turnover of district staff it is likely this will have to be repeated.

Table 5 Sustainable Capacity Building for Decentralization Summary of Gender Equality Results by Loan Component

Loan Component	Gender Equality Results
Goal: Develop capacity of regional governments for efficient delivery of public services, maintenance of public facilities, economic development, and poverty reduction	<ul style="list-style-type: none"> Due to project delays, it is too early to demonstrate how gender equality results have contributed to the achievement of the project goal. If district GAPs are resourced and implemented, there is the potential for gender issues to be more systematically addressed in service delivery, economic development, and poverty reduction activities by regional governments.
Capacity-Building Action Plan Development and Implementation	<ul style="list-style-type: none"> District GAPs developed in 14 district CBAPs. Women's Empowerment Offices established in four districts and supported by local regulations. Funding for women's empowerment activities increased in Bogor from Rp5 million to Rp1.2 billion (data available for one district only). Some local governments are now able to undertake analysis of gender issues in the district and within its government structures. Some local governments more aware of national policies on gender equality with more discourse on gender equality among district government staff. The number of women in local government positions has increased in some districts. In Bogor Echelon 3 they have increased from 9.9% to 11.5% and in Echelon 2 from 16.7% to 22.2% (data available for one district only). Gender training conducted for Core Team and field facilitators and district governments to assist with the integration of GAP into the CBAPs. Community consultation processes in some districts have raised awareness of gender equality issues in the community.
Capacity Building of Service Providers	<ul style="list-style-type: none"> To assist with GAP development, gender training was provided to some service providers, and some service providers also employed local gender advisers.
Coordination, Management, and Standard Setting Supported by Information and Communication Technology	<ul style="list-style-type: none"> No gender equality results

CBAP = capacity building action plan, GAP = gender action plan.

Sources: Fieldwork and Sustainable Capacity Building for Decentralization Core Team. 2009. *SCBD GAP Implementation Report*, January.

While CBAP GAP quality varies widely, those districts that complied more fully with the GAP checklist were able to use the gender analysis undertaken as part of district GAP development to convince district decision makers of the need for institutional structures and legal frameworks for gender equality. They also used community consultation processes to educate people in the community about the importance of gender equality. As a result, four districts, including Bogor and Garut, established local women's empowerment offices at the district level. These institutions were supported by local legislation, and in Bogor the

budget for women's empowerment increased from Rp5.0 million to Rp1.2 billion.

In Bogor and Garut awareness of gender issues also increased among those in the community who participated in community consultation and socialization exercises.¹⁴ Local government is more aware of national policies on gender equality and there is now more discussion on gender issues and inequalities among government staff in the districts. Both Bogor and Garut local governments have undertaken analysis of gender issues in the district and within local government structures.

¹⁴ This was noted by the district staff but it was not possible to verify it with community members.

Institutional Changes

In Bogor the number of women in local government positions has increased. In Echelon 3 (middle management level) the number increased from 9.9% to 11.5% and in Echelon 2 (upper management level) positions increased from 16.7% to 22.2%.¹⁵ While these are relatively small increases, they are significant given the national decline in women's access to decision-making positions in local government agencies that was highlighted in the RRP. In Garut, female public servants interviewed by the RGA team believed that they had been promoted as a result of their participation in training delivered by the project. One of the local parliament members noted that the project had supported her to investigate the types of regulations that needed to be put in place in order to advance women's empowerment.

Challenges

The quality of the district GAPs varied considerably according to the capacity of the local government staff. In some districts, there was resistance toward the development and implementation of GAPs due to religious ideas and regional cultures. Project implementers tried to address this through the delivery of gender training that was well targeted and drew on key local experts. Despite these efforts, training had only a minimal impact because it occurred at the start of the project, and delays in the procurement of capacity building service providers meant that many of those trained had moved positions or lost enthusiasm.

With limited knowledge and capacity, most districts put too much emphasis on gender training in their GAPs. Only four of 14 districts developed plans to strengthen legal or institutional frameworks, such as by establishing women's empowerment units or offices, or to strengthen policy frameworks, for example by developing policy to improve the capacity of female civil servants. This emphasis on training programs was not necessarily a wrong choice, but it was not sufficient to achieve gender mainstreaming in SCBD or overall project objectives, nor to guarantee the sustainability

of institutional changes. The training programs need to be complemented with inputs such as institutional strengthening, human resources management and development, and finance.

As noted above, sex-disaggregated data were not routinely collected on women's participation. However, where data were collected, women's participation was very low. For example, women made up only 9% of participants in the training for training managers and 24% in the training of trainers course. Local governments and service providers were not requested to nominate women despite the loan assurance committing the government to ensure priority for women in the selection of training participants. When asked, the project team was not aware of this GAP provision. Women's participation in project management and implementation was also limited. Only one of the 10 original core team members was a woman (the ratio is now 3:7) and only 20% of field team members were women. No data were available on women's employment at different levels of the civil service in provinces other than Bogor.

One oversight in the GAP design was the lack of provisions for the component focused on capacity building of service providers. Activities to strengthen the gender training capacity of local service providers could have been considered, as could the trialing of selection criteria such as demonstrated experience with integrating gender perspectives into capacity building, a minimum percentage of women staff, or a requirement to mentor women as trainers. In addition, some components of the project that had the potential to contribute to gender equality results have not yet been implemented. For example, the Ministry of Women's Empowerment is supposed to be on the National Capacity-Building and Review Board, whose job it is to review the quality of the CBAPs, including the district-level GAPs. However, this body has yet to meet.

Other than reporting on the number of districts that have developed GAPs for CBAPs, very little monitoring and evaluation of the overall project GAP were conducted on a routine basis by either the core team or ADB. The project performance report monitoring framework did not include any gender-sensitive indicators. However, information was provided about the

¹⁵ Data given to RGA team in a presentation by district staff.

status of the loan covenant related to gender. As a result of such limited monitoring, many opportunities were missed by the project to improve the implementation of the overall GAP and to achieve gender equality results. Many GAP elements such as the collection of data on participation and promoting women's access to training have been overlooked.

To undertake better monitoring and evaluation, the inputs of the project gender adviser need to be used more strategically. While the SCBD gender adviser has been used to give training and to review GAP integration into the CBAP process, her inputs have been ad hoc. Furthermore, even though she is only employed on a part-time basis, not all of her inputs are being used. This is in part due to her limited availability; the SCBD project has addressed this through the employment of a second project gender adviser to assist. Inputs will now be shared between the two.

Sustainability

While few results have yet been achieved, this project has the potential to achieve real benefits for women in regional governments and at the community level. The MHA has now adapted the SCBD project approach for planning and design of capacity building programs in local governments. MHA regulation PP No. 38/2007 includes provisions that mandate SCBD-type capacity building action plans for both local and provincial governments. It is anticipated that the detailed requirements and prescriptions of the new regulation will be fully consistent with the SCBD project models, including the requirement for GAPs to be developed. Implementation guidelines are currently being drafted to legalize the process and the new obligations will be progressively institutionalized. This provides project implementers with a significant opportunity that has the potential to provide far-reaching benefits for women throughout the country. The core team is actively involved in this process and will need to work with the government to ensure gender requirements are fully integrated. Lessons from the SCBD project show that district governments will need to be supported to understand the GAP requirements. To enhance the achievement and sustainability of positive outcomes, the core team needs to work with the government to develop simple tools and guidelines

for use by district governments that could replace the current checklist and encourage capacity building for GAP development in the districts.

In districts such as Garut and Bogor where Women's Empowerment Offices have been established and legal frameworks developed, results are likely to be more sustainable. The ongoing effectiveness of these offices will depend on their analytical and implementation capacity and on ensuring that sufficient budget is allocated for the implementation of their programs. The core team will need to focus its attention on supporting the remaining 10 Batch One districts to develop similar institutional and legal frameworks over the remainder of the project in order to improve effectiveness and sustainability.

Contribution of Gender Equality Results to Overall Loan Objectives and Outcomes

It is too early in project implementation to establish the impact of CBAPs and their district-level GAPs on the delivery of public services, the maintenance of public facilities, equitable development, or the management of poverty reduction programs. Nevertheless, if implemented well this project has the potential to contribute to improving women's participation in regional governments. The government's ability to deliver services that meet the needs of both men and women will be improved through greater participation of women in regional governments and a greater understanding of gender equality issues.

Factors Influencing Gender Equality Results

The Quality of the Gender Action Plan

The main factor influencing the achievement of gender equality results to date has been the attention given to gender issues in the RRP, including the following:

Sound gender analysis. Sound gender analysis was conducted and integrated throughout the RRP. The analysis was directly relevant to project activities and

included an assessment of key gender equality issues at the district government level such as the continuing decline in women's access to decision-making positions. It also identified the links between gender inequality and broader social development goals. Gender analysis was used to shape activities in the RRP such as the requirement for a GAP to be developed as part of CBAP development.

Requirement for a GAP as part of the CBAP process.

The requirement for districts to develop a GAP as part of the CBAP in the RRP was critical. As noted above, despite the GAP requirement many districts failed to comply with this in the first instance. However, with support from the project all 14 Batch One districts now have GAPs. Those districts that complied with the GAP checklist were able to use the analysis undertaken as part of the GAP development process to convince the district decision makers of the need for institutional structures and legal frameworks for gender equality. They also used community consultation processes as a way of educating and socializing people about the importance of gender equality.

District GAPs linked to loan disbursement. The requirement for district CBAP GAPs to be developed as a condition for the release of funds helped to ensure that all Batch One CBAPs included GAPs. However the quality of some district GAPs still remains an issue. Implementation of gender considerations assessed against monitorable targets is a condition for subsequent releases. It is important that such conditions are well understood by all stakeholders and that support is provided to help them comply.

Capacity building of district staff. Gender training was provided for all PIUs to assist them with the development of district GAPs. Before the training was conducted most districts failed to develop a GAP. The training was successful in addressing initial concerns and barriers to the development of GAPs as part of the CBAP process.

Project gender adviser. Support from the project gender adviser assisted with the development of GAPs and helped to ensure stakeholders understood GAP requirements. To improve results, inputs from the project gender advisers need to be more strategic and

should be increased from part time to full time over the remainder of the project to support the remaining 10 Batch One districts to develop institutional and legal frameworks in order to improve effectiveness and sustainability.

Monitoring and evaluation. As noted above, very little monitoring and evaluation of the overall project GAP was conducted on a routine basis by either the core team or ADB. As a result of such limited monitoring, many opportunities to improve the implementation of the overall project GAP and to achieve gender equality results were missed.

Institutional Factors

In Bogor and Garut, leadership from district government staff and the service provider combined with a preparedness to implement all the requirements of the loan, including developing the district GAPs in accordance with the checklist, has contributed to better gender equality results. Rather than just focusing on training and the minimum requirements, Bogor and Garut have followed the gender checklist step by step. This means they have also hired gender specialists and conducted gender analysis. The analysis has helped them successfully lobby for institutional, legal, and policy changes such as the establishment of Women's Empowerment Offices.

In Bogor this was assisted by the fact that there were several women already in key positions in government to act as champions for change. The research carried out by the project and other project activities helped them to push for key changes in district government policy and legislation.

Bogor district participated in a separate ADB technical assistance project implemented in three provinces in 2005–2006 that may have enhanced its results in the SCBD project. The technical assistance focused on helping regional governments increase women's participation in political decision making and improving the gender responsiveness of regional policies and programs. The technical assistance included an extensive capacity building program for women members of nongovernment organizations, professional associations, and women's organizations at the district, subdistrict, and village level; gender-responsive

governance training for planners from the planning, finance, and sectoral office staff; budget literacy for women members of the Family Welfare and Empowerment offices, nongovernment organizations, and women's organizations; and women in politics training for local government legislative members (ADB 2004b; 2007g).

Recommendations

Important lessons can be learned from implementation so far that could enhance ongoing delivery and improve gender equality results for the remainder of the project.

- (i) First and most important, the project GAP needs to be implemented in full. To date the focus has been on district GAP development in the CBAP process and implementation of other project GAP elements has been overlooked. The core team, project gender advisers, and ADB resident mission gender specialist should review the project GAP for ongoing appropriateness and develop a work plan of activities that integrates all project GAP elements. At the same time the project will also need to focus its attention on supporting the remaining 10 Batch One districts to move beyond training and to develop institutional and legal frameworks over the remainder of the project. Lessons learned from Bogor and Garut should be shared with other districts to encourage them to undertake similar work. Lessons from the ADB grant funding in 2005–2006 could also be integrated into the district GAPs.
- (ii) Ongoing inputs from project gender advisers should be used more strategically to continue to analyze the progress and effectiveness of overall project GAP implementation (including ensuring implementation of all project GAP elements), to analyze the ongoing appropriateness of the GAP strategies and to address GAP implementation challenges.
- (iii) Better monitoring and evaluation is essential. This includes the collection of sex-disaggregated data on women's participation in training and in the civil services. Monitoring and assessing the impacts and activities of the women's empowerment offices is critical to demonstrate why GAPs need to be developed at the district level, and their contribution to improved services for women locally. The project GAP also needs to be checked for its ongoing effectiveness and effective strategies for district GAP development need to be shared across districts. This will strengthen the understanding and capacity of all stakeholders to ensure that gender equality can be better integrated into project implementation.
- (iv) The core team should work closely with the government to ensure gender requirements are fully integrated into the requirements and prescriptions for MHA regulation PP No. 38/2007. Lessons from Batch One show that district governments will require considerable support to develop GAPs. The core team should encourage the government to look at ways of building capacity in this area such as by developing simple tools and guidelines that can be used in the future for GAP development at the district level.

Findings, Issues, and Conclusions

Summary of Gender Equality Results and Links to Loan Outcomes

Participation, Access to Project Resources, and Practical Benefits

High levels of participation by women were achieved in most activities of the Community Empowerment for Rural Development (CERD) project due to the implementation of all gender action plan (GAP) elements. Consequently women had good access to project resources. This led to many practical benefits for women including increased income and increased capacity to meet urgent needs for family medical treatment and school fees, less reliance on moneylenders, and increased skills in community planning and financial management. Both women and men benefited from improved small-scale rural infrastructure, and women benefited particularly from improved water supply and drainage, toilets, washing facilities, and roads to markets.

The most important practical result achieved through the Decentralized Basic Education Project (DBEP) was an increase in primary and lower secondary school enrollments and retention by the poorest 40% of girls and boys. Very good progress also was made in enabling poor children to continue from primary to secondary education. Another practical benefit was that female and male teachers had access to teacher development opportunities including subject development training. Upgrading school facilities and improving teaching methods benefited both girls and boys. The loan included the provision of scholarships for girls. These were not used widely; nevertheless, those schools that did provide scholarships to girls reported higher retention and completion rates. Other special measures to support poor and disadvantaged children in continuing at school, such as supplementary feeding, remedial programs, outreach activities, and provision of bicycles, were

provided equally to boys and girls, as were scholarships for the poorest students.

It was not possible to assess gender-related results from the Sustainable Capacity Building for Decentralization (SCBD) project because project implementation is significantly delayed. Further, women's participation in activities of the SCBD project could not be assessed because sex-disaggregated data were not collected for key activities. Due to the nature of its design and significant implementation delays, no practical benefits were demonstrated for the SCBD project, although there were some institutional changes that have the potential to bring about such benefits in future.

Strategic Changes in Gender Relations at Individual and Household Levels

Some important strategic results at the individual and household levels were achieved in the CERD project due to the implementation of the GAP. Access to credit on reasonable terms enabled women (most of whom previously had limited chances to leave their homes or borrow money) to undertake entrepreneurial activities, increase their incomes, and increase their mobility. An important strategic change was increased discussion between men and women on household financial management. Men valued the extra income that women contributed to the household. For women leaders of community-based savings and loan organizations (CBSLOs) there were also some changes in gender roles with men taking on responsibilities for child care.

The rapid gender assessment (RGA) was unable to verify whether strategic changes in gender relations had taken place due to DBEP activities. However, the empowerment benefits to women from participation in postprimary education are well known and there was some evidence of changed attitudes to early marriage in East Lombok due to the provision of scholarships for girls to continue their education.

Strategic Changes in Gender Relations at the Community Level

For the CERD project, an important result was the development of social capital within villages. GAP targets for women's participation were critical in this process and there were some clear signs of changes in women's roles. Women were encouraged to take on leadership of CBSLOs and reported that they are now more confident to speak out in community meetings due to the training provided by the project. Women also participated in community decision making regarding small infrastructure constructed using CERD project village grants and were employed as village cadres to facilitate community-based planning and infrastructure activities despite prevailing views at the beginning of the project that they did not have the capacity or technical knowledge to be involved in infrastructure development. The DBEP's targets for women's participation in school management committees helped to increase the number of women participating in community decision making.

Institutional Changes

Both the CERD and the SCBD projects contributed to changes at the institutional level due to the implementation of their GAPs. At the completion of the CERD project, female field facilitators were employed in local government positions as a result of the experience they gained through the project. In the SCBD project those districts that have complied more fully with GAP requirements have more women in middle and upper management of local government and have achieved changes in institutional structures and legal frameworks that have the potential to promote further changes toward gender equality, including the establishment of women's empowerment offices and increased local budgets to support women's empowerment at the local level. Due to delays the SCBD project is still quite early in implementation. It has the potential to increase women's participation in district government if implemented well.

Contribution of Gender Equality Results to Project Outcomes, Effectiveness, and Sustainability

The contribution of gender equality results to project outcomes, effectiveness, and sustainability was clear for the CERD project. Attention to women's participation in CBSLOs helped to achieve the CERD project's goal of raising the real incomes of the rural poor. Empowerment of women, including increased confidence, agency, and control of income, also contributed to achievement of the CERD project's community empowerment objectives.

The equal provision of special measures to support both boys and girls to remain in school contributed directly to the DBEP's goal of improving poor children's enrollment in basic education. More comprehensive social and gender analysis would have led to better targeting and monitoring of strategies to increase retention, achievement, and rates of transition to secondary school.

The SCBD project has the potential to contribute to improving women's participation in regional governments. However, it is too early in project implementation to demonstrate many gender equality results and therefore to establish the impact that these will have on the delivery of public services, the maintenance of public facilities, equitable development, or the management of poverty reduction programs.

Each of the projects addressed key gender inequalities identified as priorities for action in the Asian Development Bank (ADB) Indonesia Country Gender Assessment (CGA) (Asia Foundation et al. 2006, xiii). For example, the CGA highlights the need to increase women's access to productive resources. The CERD project directly addressed this issue by successfully providing women with access to credit, training, and income generating opportunities.

The participation of women in decision making at all levels was identified as a critical area for attention in the CGA. The CERD project contributed to increases in women's decision making by including women in CBSLO management. The DBEP also contributed to some extent; more could have been

done by systematically promoting women's participation in school management committees. The SCBD project has the potential to bring about these types of changes if the GAP is fully implemented.

The CGA found that gender inequality in access to education is most severe among the poor and in rural areas. With the DBEP's focus on school-based management and supporting poor and disadvantaged children in the poorest provinces, some good practical results for poor girls in rural areas were achieved and equity imbalances in access were directly addressed.

Although the SCBD project has not yet achieved many gender equality results, it is working with districts to strengthen the institutional framework for gender mainstreaming, another priority area in the CGA. Future project GAPs could be enhanced by drawing further on the analysis in the CGA and by more explicitly addressing CGA recommendations and findings.

The Quality and Effectiveness of Gender Action Plans and Gender Provisions

The CERD and SCBD projects both developed GAPs during project design, whereas the DBEP had some gender provisions that were not linked to an overall strategy or GAP. Comparing the approaches taken by the three projects provides evidence that GAPs and gender provisions are useful tools for gender mainstreaming as long as they are based on quality gender analysis and as long as the implementers are aware of the gender-related requirements and have some capacity to implement them. The CERD project provided capacity building for all of its field facilitators and implemented most of its GAP elements effectively and has achieved the most comprehensive range of results. While the SCBD project also had a comprehensive GAP and provided some training for implementers, there is still limited understanding of broader project GAP requirements. The DBEP achieved some good results due to implementation of some of its gender provisions, but without comprehensive gender analysis and with limited understanding of some key gender equality issues among implementers, it missed some opportunities to enhance benefits

and address some strategic gender equality issues. Elements of the GAPs and gender provisions that helped to achieve results are summarized in the succeeding paragraphs.

Sound gender analysis. Gender analysis was conducted and integrated throughout the report and recommendation of the President (RRP) for both the CERD and SCBD projects. The analysis was directly relevant to project activities and included an assessment of key gender equality issues relevant to the projects. For the SCBD project the gender analysis was used to shape the project design, including the requirement for a GAP as part of capacity building action plan (CBAP) development. The CERD project's gender analysis could have been improved by drawing out the social and cultural barriers to women's participation in infrastructure planning and management. Although some gender analysis was undertaken for the DBEP design, this could have been improved if there had been more comprehensive analysis of the full range of gender-specific barriers to poor girls' and boys' enrollment in basic education in different regions, to enable more targeted strategies to be developed.

Targets included for the participation of women.

Comparing the use of targets across the three projects provides strong evidence that targets are useful when they are based on quality gender analysis and when implementers understand and take ownership of them. In the CERD project, targets also helped build implementers' understanding of the rationale for women's participation. Both the CERD project and the DBEP included targets for women's participation. For the CERD project the targets were realistic, based on quality gender analysis conducted during project preparation, and directly linked to project components and activities. The DBEP's targets would have improved results for women if they had been fully implemented. Both projects also had components and activities in which targets for women's participation were not identified in the GAP; in these cases, less attention was paid to the participation of women and opportunities to achieve gender equality results and overall project outcomes were missed. Due to a lack of specific targets in the SCBD project, no attention was paid to women's participation in consultation and training activities.

Gender provisions included in loan covenants. For the CERD project the greatest attention was paid to those gender provisions included in the loan covenants. These were regularly monitored by both the executing agency and ADB. Less attention was paid to elements of the GAP that were not included in the loan assurance and covenants. On the other hand, for the SCBD project and the DBEP some gender provisions that were included in the loan covenants were not routinely monitored or reported by either the executing agency or ADB.

Capacity building of implementers. The different approaches taken by the three projects highlight the importance of discussing the GAP with implementers early on in project implementation to ensure ownership and understanding of GAP requirements and gender provisions. Both the CERD and SCBD projects undertook gender training for implementing contractors and executing agency staff. For the CERD project, gender training was provided to implementing staff to help them develop strategies to implement the GAP. The SCBD project trained all project implementation units on how to develop district GAPs for the CBAPs. While this training was well targeted and successful at addressing some barriers to the development of district GAPs, training on other parts of the SCBD GAP was not undertaken, so there was very little ownership or understanding of these elements. The DBEP did not provide gender training for implementing staff and many of them were not aware of the gender provisions.

GAP linked to loan disbursement. The SCBD project included the requirement for a district GAP to be developed in the CBAP as a condition for release of initial CBAP funds. This was successful in ensuring that all districts developed a GAP.

Institutionalization of Gender Action Plans and Gender Provisions in Loan Design, Implementation, and Monitoring

In general more effort is needed to ensure that GAPs and gender provisions are institutionalized by both executing agencies and ADB. Institutionalization was strongest in the CERD project. There was good aware-

ness and understanding of the GAP in the districts and reporting against GAP targets was included in project monitoring and evaluation. However, the final impact study did not report on GAP achievements. This was an oversight that undermines learning on gender equality and its application in future project designs. The GAP was less well understood by the executing agency at the national level. There was also inadequate attention to the GAP in ADB project monitoring. Institutionalization of the GAP was somewhat weaker in the SCBD project with less understanding of the full range of GAP elements and little monitoring and reporting of GAP implementation. This was also the case in the DBEP, where there was a lack of knowledge of the gender provisions among most project implementers.

In all three projects the collection, reporting, and analysis of sex-disaggregated data could have been improved. Although the CERD project's design and monitoring framework (DMF) included a number of GAP targets, most of these were omitted from the project performance report monitoring framework. Project performance reports for the SCBD project and the DBEP did not include gender-sensitive indicators. As a result, differences between women's and men's participation and benefits were poorly monitored.

Institutionalization is linked to engagement on gender issues by ADB team leaders. More dialogue is needed between ADB team leaders and executing agencies on GAP implementation. ADB loan review missions need to systematically investigate and analyze differences between male and female participation and benefits and report on these in back-to-office reports and aide-mémoire. Another important challenge for all stakeholders is to move beyond monitoring of gender balance and participation to monitoring and assessing results and outcomes such as practical benefits to women and men and positive changes in gender relations.

Institutionalization is also linked to broader policy documents supporting gender equality. There are no specific gender-related results established as targets in the country strategy or its monitoring framework and the links between gender equality and ADB's strategic areas of engagement are not made (ADB 2006). If these features were incorporated into the country strategy, project GAPs could be aligned with the country strategy, and ADB staff would have a firmer basis for dialogue on gender equality and GAP implementation with executing agencies.

The Role of Local Gender Specialists

Support from the CERD project's gender adviser was essential for field facilitators and district government staff to effectively implement the GAP. The SCBD project gender adviser assisted with the development of GAPs at the district level. In both cases the project gender advisers played key roles in raising capacity to ensure GAP elements could be implemented. The DBEP had no project gender adviser, and there was no opportunity to build the capacity of staff to address barriers to implementation of the RRP gender provisions in the loan project.

Both the CERD and SCBD projects also highlighted that the effectiveness of project gender advisers can be limited if their inputs are not used strategically. In both cases the inputs of the gender advisers were part-time and limited to capacity building and socialization. This needs to be expanded to activities such as analyzing the progress and effectiveness of overall GAP implementation, the ongoing appropriateness of GAP strategies, the achievement of gender equality results, and addressing GAP implementation challenges such as areas where women's participation remains limited. Another key task should be to better document and disseminate evidence on the links between gender equality results and overall project objectives, and sharing effective strategies for incorporating gender equality considerations across districts. This will not only enhance the effectiveness of the project but also strengthen stakeholders' understanding and their capacity to address gender issues during project implementation.

Both the CERD and SCBD projects also demonstrated that the ADB resident mission gender specialist can play an important role in GAP development and implementation. In the case of the CERD project, the resident mission gender specialist helped to shape the GAP and assisted with training. In the case of the SCBD project she supported the development of guidelines and participated in loan review missions. Despite this support, there is still room for the ADB resident mission gender specialist to be better utilized and for her time to be more strategically targeted on projects in high-priority sectors. For example, the resident mission gender specialist could have played an important role in strengthening the implementation of gender provi-

sions in the DBEP. The absence of a GAP in the DBEP highlights the importance of involving the resident mission gender specialist in project design. Additional time also could have been dedicated to improving monitoring and evaluation and lesson learning in the CERD project through capacity development of the project gender adviser and the team leaders.

Other Contextual or Institutional Factors

In the CERD and SCBD projects, leadership from district government staff and implementers and a preparedness to implement all the requirements of the GAP contributed to better gender equality results. For the SCBD project this was assisted by the fact that there were women in key government positions who were able to act as champions for change. Results in Bogor were enhanced by gender capacity building support from previous ADB technical assistance on gender mainstreaming.

Another contextual factor that had an impact on implementation of GAPs and the achievement of results was overall delays in project implementation, particularly in the SCBD project. Delays meant that the core team and ADB focused on other technical project issues and low disbursement. As a result the gender aspects of the project were given comparatively less attention.

Overarching Recommendations for Indonesia

The authors make the following recommendations.

- (i) GAPs should be prepared in sufficient detail to provide a road map for implementation and should include strategies and targets for each loan component, project gender advisers throughout implementation, and gender capacity building with executing agencies and other stakeholders.
- (ii) Terms of reference (TOR) for project gender advisers should ensure that their inputs are

used strategically to: (a) build ownership of the GAP and ensure its implementation, (b) analyze the progress and effectiveness of overall GAP implementation, (c) address implementation challenges where women's participation is limited, and (d) share lessons on effective strategies and how gender equality results contribute to overall loan outcomes.

- (iii) Sex-disaggregated baseline data should be collected wherever possible on gender-related targets included in project GAPs and on other DMF indicators.
- (iv) Projects should collect and report on sex-disaggregated data for DMF indicators. Reporting on the GAP and on gender equality results should be integrated into core documents such as annual, midterm review, impact assessment, and project completion reports. They should assess gender differences in participation, access to project resources, and benefits.
- (v) More attention should be paid to GAP implementation and monitoring, including the monitoring of gender equality results throughout project implementation. Enhanced dialogue with executing agencies by ADB on GAP implementation and gender-related loan covenants during review missions should be pursued.
- (vi) The ADB resident mission gender specialist could be more involved in loan design, implementation, and monitoring, including in loan review missions for projects in high-priority sectors where it is possible to demonstrate the impact of a gender-responsive approach and where there are opportunities for lesson learning, replication to other projects, and capacity building of partners.
- (vii) The next Indonesia country partnership strategy should include gender equality results in its results framework. This would enable project GAPs to be aligned with the country strategy and would provide a firm basis for dialogue on gender equality and GAP implementation with executing agencies.

Conclusions from All Four Countries

Lessons, findings, and recommendations from the Indonesia RGA are confirmed and reinforced by the RGAs in Mongolia, Sri Lanka, and Viet Nam, which also validated the findings from RGA-I: projects with detailed GAPs had the most comprehensive gender equality results, including participation in project activities, access to project resources, practical benefits, and progress toward equal gender relations. In some cases, the implementation of GAPs and the achievement of gender equality results also promoted or reinforced institutional changes within executing agencies that are expected to support future gender mainstreaming efforts.

Findings from the RGAs also demonstrated that where comprehensive gender equality results were achieved, these directly contributed to overall loan effectiveness and the achievement of loan outcomes. The following design and implementation features were critical for achieving comprehensive gender equality results:

- (i) GAPs should be prepared during loan preparation and incorporated into loan designs to provide a road map for executing and implementing agencies to ensure equal participation and benefits. The projects that achieved the most comprehensive results had loan designs that were informed by good quality and integrated gender and social analysis.
- (ii) GAPs should have realistic and achievable targets and strategies for each component that are clearly relevant to the loan components and outcomes. Projects with the most comprehensive results had achievable targets and inclusive community participation and mobilization strategies.
- (iii) GAP implementation and gender equality results should be systematically monitored. Consistent monitoring by executing agencies was a strong feature of those projects that achieved the most comprehensive results.
- (iv) GAPs need to be owned and understood by executing and implementing agencies. The most

comprehensive results were achieved where key stakeholders understood the rationale for ensuring that women participated and benefited, and how this contributed to the achievement of loan outcomes and/or the implementation of government policy.

- (v) Gender capacity building and gender and social development expertise during implementation are needed to enhance understanding and ownership of GAPs and to ensure that they are fully implemented and regularly reviewed. These were key features of the projects that achieved the most comprehensive results.
- (vi) ADB needs to continue to invest in lateral learning through peer exchanges on effective strategies for achieving gender equality results. Some of the projects with the most comprehensive results had project directors who had participated in ADB lateral learning events on gender mainstreaming.

There were also some common challenges evident across all four countries. The findings highlight the importance of developing and implementing **quality** GAPs. In addition to the features listed above, GAPs need to be effective communication tools. Many of the GAPs included in RGA-II focused on women's participation in project activities. While this is essential, more attention is also needed on higher-level results such as benefits and outcomes, including clear strategies for how to achieve these.

The monitoring of GAP implementation by ADB and the collection and analysis of sex-disaggregated

data by executing agencies and ADB need to be improved. Even where gender-related loan covenants were in place, reporting on compliance was often cursory and sometimes inaccurate. In some projects, particularly those with poor-quality GAPs or no GAPs, collection and reporting of sex-disaggregated data were inadequate.

Monitoring needs to be supported by integrating key gender-related outputs and gender-sensitive indicators for each component into design and monitoring frameworks and ADB project performance reporting. The institutionalization of GAPs into ADB design and monitoring frameworks and project performance reports was weak across all four countries. This needs to be considerably improved if ADB is to demonstrate its Strategy 2020 commitments to promote gender equity as a driver of change and to increase aid effectiveness by managing for development results (ADB 2008).

The findings from RGA-I demonstrated that the involvement of the ADB resident mission gender specialists was critical for improving the quality of loan design and implementation. These findings were reinforced in RGA-II, which also points to the need for resident mission gender specialists to be used as strategically as possible throughout the project cycle to ensure that quality GAPs are designed, implemented, and monitored. For this to occur systematically and consistently, ADB project task leaders need to be open to the involvement and inputs of resident mission gender specialists. This requires ADB country directors and headquarters staff to actively promote the inclusion of gender considerations in all loans and to support the role of resident mission gender specialists, particularly during project preparation, design, and loan review missions.

Appendix 1

Gender Action Plan Elements, Gender Provisions, and Gender Equality Results

Table A1.1 Community Empowerment for Rural Development Gender Action Plan Elements and Gender Equality Results by Loan Component

Loan Component	GAP Elements	Gender Equality Results
Project Objective: Increase incomes of the poor and empower rural communities	<ul style="list-style-type: none"> • Women identified as beneficiaries. • Women's participation targeted. 	<ul style="list-style-type: none"> • Increased monthly income and an overall reduction in people living below the poverty line due to increased access to credit. • Attention to women's participation in CBSLOs helped to achieve the goal of raising real incomes of the rural poor. Women who previously earned little or nothing contributed to household income. • Women were able to borrow money independently of their husbands and their reliance on moneylenders was reduced and their mobility and confidence increased. Women's confidence to speak out in community meetings improved. The empowerment of women contributed to the project's community empowerment objectives.
Part A: Capacity Building for Decentralized Development Planning Institutional and human resources development	<ul style="list-style-type: none"> • Provide formal training for Directorate General of Rural Community Empowerment staff. The proportion of women trained will be at least 30% of the total for the diploma, 25% for the bachelor's degree, and 20% for the master's degree. • Encourage women to apply for vacant government staff positions in the project area. • At least 3 of the 11 PIU district project managers appointed will be female. 	<ul style="list-style-type: none"> • 34% women of 621 staff, trained for diploma 43% of 213 staff for bachelor's degree, 60% of 249 staff for domestic master's degree, and 7% of 31 staff for overseas master's degree. 90 officials undertook short-term overseas comparative studies (<i>no sex-disaggregated data were available</i>). • Tanah Laut district recruited 37 ex-facilitators at the end of the project; 13 of these were women. Women were actively encouraged to apply as their skills were valued by district management. • One PIU district project manager was female (<i>missed opportunity</i>).
Village grants to support the community training program	<ul style="list-style-type: none"> • Ensure that women comprise at least half of the participants in the community training. • Ensure that village planning committees include at least two women representatives. • Ensure that half of the NGO facilitators to be employed in the project are women. 	<ul style="list-style-type: none"> • 38% of the 306,959 beneficiaries of community training were women. • Community-based planning and management groups involved approximately 20,400 villagers, of whom 8,300 or 40% were women against a target of 50%. • Women were 29% of membership of village groups in charge of implementation of rural infrastructure using village grants. • 43% of facilitators employed were women.

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Table A1.1 *continued*

Loan Component	GAP Elements	Gender Equality Results
Part B: Development of Rural Financial Institutions	<ul style="list-style-type: none"> Organize women into separate groups to (a) ensure their active participation, (b) provide them with a forum to discuss issues related to their economic activities and livelihood, and (c) address their special needs. Ensure that women make up at least half of the participants in the CBSLO formation and micro-enterprise training. Encourage women to run for CBSLO and Kelompok Kerja Pembangunan Masyarakat (intervillage committees) elective offices. Promote women's participation in all aspects of CBSLO operations, including formulating lending policies. At least half of CBSLO members will be women and half of the borrowers will be women. Training for CBSLOs will emphasize inclusion of women in all aspects of operations. A minimum of 50% women will benefit from CBSLO training. 	<ul style="list-style-type: none"> 55% of 40,018 CBSLO members were women. Women were encouraged to apply for CBSLO management and were assured of training to improve their capacity. The management of 543 CBSLOs including women were trained in savings and loan management and services delivery. 55% of CBSLO trainees were women. Women gained skills in financial management and accounting. There was less encouragement for women to apply for the intervillage committee elective offices (<i>missed opportunity</i>). More women were involved in community decision making through membership CBSLOs. More than 65% of the borrowers were women. Women had access to project training and facilitator positions; their livelihood skills were enhanced through the training. There was some gender stereotyping in enterprise training offered to women (<i>missed opportunity</i>). One woman ran for district government as a result of the capacity building and confidence boosting she received from the project. Community trust was created through participation in and ownership of the CBSLOs by all the community. Women were able to borrow to meet practical needs such as for urgent medical treatment and school fees.
Provision of financial services	<ul style="list-style-type: none"> Ensure that each CBSLO will adopt special measures to develop loan products that address the demands of women entrepreneurs and poor women. CBSLO member rules will be designed to be women-friendly, and no minimum initial savings level that might prove to be a barrier to joining will be established. Lending levels and terms will be sufficiently flexible to meet the needs of women, who tend to require small or short-term working capital. Lending policies will be tailored to the demand of women entrepreneurs and skewed in favor of poor women. 	<ul style="list-style-type: none"> Women were easily able to borrow money as there was no minimum initial savings level. Interest rates were low and repayment was spread over a 10-month period. Women had control over the resources they borrowed and felt more confident in managing their money. Women had more mobility as entrepreneurial activities took them outside of the home; before they were largely confined to the home. Women's confidence increased in terms of managing household income.

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Table A1.1 *continued*

Loan Component	GAP Elements	Gender Equality Results
		<ul style="list-style-type: none"> • Women felt proud and were starting to think more about their potential and what they could do as a result of being able to borrow money. • Men were also more aware of women's potential. • Men valued the extra income that women contributed. This contributed to changes in the gender division of labor with some men taking responsibility for child care so that their wives could participate in CBSLO and income-generating activities. • Openness between husbands and wives increased at home through discussions around household finances and loan repayment responsibilities.
Part C: Improvement of Rural Infrastructure	<ul style="list-style-type: none"> • The infrastructure facilities will be selected using a participatory approach. 	<ul style="list-style-type: none"> • Women were encouraged by facilitators to attend meetings and there was some participation by women in infrastructure management groups. • Women's participation was as follows: (a) 38% in nonformal, subvillage groups that gathered views about infrastructure priorities; (b) 37% in village groups that prioritized lists of development proposals; (c) 34% in subdistrict groups that decided on subdistrict development plans; and (d) 11% of those responsible for supervising and monitoring rural infrastructure construction. • There were 1,858 development cadres trained to facilitate village development initiatives based on the community-based planning and management approach; 32% were female. • Only 11% of field facilitators for this component were women (<i>missed opportunity</i>).
Part D: Project Management and Monitoring	<ul style="list-style-type: none"> • Some project descriptions will include responsibility for gender integration and a project gender adviser will be employed. • The GAP will be updated during implementation. • Gender targets were included in the loan assurances, DMF, and PAM. 	<ul style="list-style-type: none"> • Institutionalization of the GAP was good although not updated during implementation. Gender targets were included in the loan assurances, DMF, and PAM and were regularly monitored. There was a good level of understanding of the GAP in the districts; however, there was less understanding of the GAP by the executing agency at the national level. • A project gender adviser was employed to support GAP implementation. • Facilitators had a strong background in community development and where possible were hired from the local community so they already had a strong understanding of local issues.

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Table A1.1 *continued*

Loan Component	GAP Elements	Gender Equality Results
		<ul style="list-style-type: none"> • In Tanah Laut district where strong gender equality results were achieved, leadership by the PIU and local government officials to ensure implementation of the GAP was strong. • There was also a good understanding by all field facilitators of the GAP. • Capacity building of CBSLOs was a long-term commitment with 1 year of training taking place before any loans were issued.

CBSLO = community-based savings and loan organization, DMF = design and monitoring framework, GAP = gender action plan, NGO = nongovernment organization, PAM = project administration memorandum, PIU = project implementation unit.

Sources for gender equality results: Asian Development Bank. 2008. *Draft Completion Report, Indonesia Community Empowerment for Rural Development Project*. Manila; Ministry of Home Affairs (MHA). 2007. *CERD Consolidated Final Report, October*. Directorate General of Community and Village Empowerment. Nippon Koei Consulting Engineers in association with Artistika Prasetya Consulting Services. Jakarta; MHA. 2007. *CERD Impact Study*. Directorate General of Community and Village Empowerment. Indokoei International Engineering and Management Consultant. Jakarta; and MHA. 2008. *CERD Project Completion Report*. Directorate General of Community and Village Empowerment. Jakarta.

Table A1.2 Decentralized Basic Education Project Gender Provisions and Gender Equality Results by Loan Component

Loan Component	Gender Provisions	Gender Equality Results
<p>Project Goal: Poverty reduction through improved access to basic education</p>	<ul style="list-style-type: none"> The project will target children from poor families almost exclusively. 	<ul style="list-style-type: none"> Increased participation, retention, and transition rates for poor female students due to scholarships at some schools and other measures to address barriers to girls' and boys' participation. Increases in girls' enrollment in NTT and NTB – see Appendix 2 for details.
<p>Part A: School Development</p> <p>Capacity building for school-based management</p>	<ul style="list-style-type: none"> School education committees, subdistrict selection committees, and board education committees will include at least two women representatives. 	<ul style="list-style-type: none"> Before the project there were generally no women on the school management committees. After, 18% of schools in Bali had two women on the school management committee, 23% of NTB schools did, and 40% of NTT schools did. <i>(Target was not met. Outreach to mothers and other women was a missed opportunity and many field facilitators were not aware of the target.)</i>
<p>School improvement through school development fund</p>	<ul style="list-style-type: none"> A school development fund will target children from poor and disadvantaged families to keep them in school. Girls will comprise at least 50% of the recipients of scholarships targeted to the poor and disadvantaged. Separate sanitation facilities for girls and boys will be part of the school rehabilitation component. 	<ul style="list-style-type: none"> Schools have more textbooks and both girls and boys have access to their own books in priority subjects. Upgrading of school facilities has improved the learning environment for both boys and girls. 51% of the students who participated in remedial programs were girls. Girls made up 50% of the beneficiaries for feeding programs and outreach activities. Girls were over half (51%–53%) of the students who received support for transport (bicycles.) Girls received 51% of scholarships targeted to poor students (boys and girls). 13% of schools provided girls-only scholarships to 6,340 girls in primary school; at the junior secondary level 6% of schools provided girls-only scholarships to 1,306 girls. At the primary level the average results in all subjects improved over 3 years by between 4% and 8%. At the junior secondary level the improvements ranged from 2% to 29%. <i>(No sex-disaggregated data are available, so it is not possible to compare results for girls and boys.)</i> There are no data on how many schools used funds to construct separate toilets for girls. It is likely that girls' toilets were constructed because this is required by Indonesian government regulations, but regulations are not always implemented in rural areas.

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Table A1.2 *continued*

Loan Component	Gender Provisions	Gender Equality Results
Part B: District Basic Education Development District capacity building to plan and manage decentralized basic education	<ul style="list-style-type: none"> In each participating district women will comprise at least 50% of teachers in the development programs. Women will be at least 30% of participants in workshops on SBM training. 	<ul style="list-style-type: none"> Females were 47% of all teachers trained (see Appendix 2 for details on numbers of teachers trained by type of training). Male and female teachers have improved teaching methods and subject matter knowledge as a result of the training. Principals reported an improvement in teacher performance. Training was provided on the importance of increasing children's access to basic education and equal opportunities for boys and girls. <i>No sex-disaggregated data on SBM training are available.</i>
Improving district education through district education development fund	<ul style="list-style-type: none"> There were no gender provisions. 	
Part C: Monitoring, Evaluation, and Reporting	<ul style="list-style-type: none"> There were no gender provisions. 	<ul style="list-style-type: none"> Data collected on women's and girls' participation in project activities were included in completion reports with analysis of barriers to further participation. Women's participation as field facilitators varied between provinces and fluctuated from year to year. For example, in NTT in 2005, 78% of field facilitators responsible for supporting schools in implementing SBM were women. This decreased to 20% the following year. <i>An opportunity to engage with the executing agency and Central Facilitation Unit to improve their understanding, capacity for, and commitment to gender equality was missed.</i> <i>Targets were not reviewed, updated, or checked for ongoing relevance.</i>

NTB = West Nusa Tenggara, NTT = East Nusa Tenggara, SBM = school-based management.

Sources for gender equality results: Sejahtera, Insan Hitawasana. 2008. *Decentralized Basic Education Project, Consulting Services for Base-line and Benefit Impact Evaluation Studies, Dutch Grant Base-Line Study*. Jakarta; Sejahtera. 2008. *Benefit, Impact, Evaluation Study, Final Report*. Jakarta; Sejahtera. 2009. *Impact Evaluation Summary* (Excel file sent by ADB via e-mail, 13 May); Ministry of National Education (MNE). 2008. *DBEP Research Report No. 6, Analysis of Three Consecutive Annual School Profiles and Financial Utilisation Reports from 3,111 DBEP Schools*. Hywel Coleman, Effentrif, and M. Ikbil Udayah; and MNE. 2009. PowerPoint presentation to RGA team on women's participation in DBEP activities, January.

Table A1.3 Sustainable Capacity Building for Decentralization Gender Action Plan Elements and Gender Equality Results by Loan Component

Loan Component	Gender Action Plan Elements	Progress toward Results
<p>Project Goal: Develop capacity of regional governments for efficient delivery of public services, maintenance of public facilities, economic development, and poverty reduction</p>	<ul style="list-style-type: none"> • Greater participation by women in government was identified as necessary for poverty reduction and social development. • A GAP will be required as a condition for release of initial CBAP funds; implementation of gender considerations assessed against monitorable targets will be conditions for subsequent releases. 	<ul style="list-style-type: none"> • Due to project delays, it is too early to demonstrate how gender equality results have contributed to the achievement of the project goal. • <i>Project GAP implementation focused on the development of district GAPs for integration into the CBAPs. Some elements of the project GAP have not yet been implemented.</i>
<p>Part A: Capacity Building Action Plan Development and Implementation</p>	<ul style="list-style-type: none"> • Gender mainstreaming will form integral constituents of each CBAP with a GAP to be developed for each. • The government will ensure that gender concerns are adequately addressed in the CBAPs. • Intensive consultation will be conducted with the <i>dinas</i> (local government), civil society organizations, consumers, women, and the media to identify gender inequalities in the project areas. • Inputs will be obtained to map out existing capacity, problems, and priority actions for maximizing project benefits and opportunities for both men and women. • Technical assistance will be provided for identifying components to strengthen the equitable participation of women in project activities, including the formulation of specific programs for strengthening the human resource capacity of women. • The GAP as part of the CBAP will be submitted to the National Capacity-Building and Review Board for approval and to the local parliament for legalization as part of the local government regulations. • The specification of a focal point for monitoring and backstopping responsibilities and tasks at the district level will support the implementation of the GAP. • Sex-disaggregated data will be collected and used for policy feedback. • A targeted approach to include women in training and formal education activities should be followed, particularly for women from low-income groups and pertaining to ethnic minorities. • Activities and measures proposed for the GAP are included in the CBAPs and provided funds as part of it. 	<ul style="list-style-type: none"> • GAPs were established in all Batch One district CBAPs. • Women's Empowerment Offices were established in four Batch One districts and supported by local regulations. • Funding for women's empowerment activities has increased in Bogor from Rp5 million to Rp1.2 billion. • Women participated in the CBAP development process <i>but sex-disaggregated data on participation were not collected.</i> • Community consultation processes in Bogor and Garut raised awareness of gender equality issues in the community. • Some local governments are now able to undertake gender analysis. • Bogor and Garut local governments are more aware of national policies on gender equality and have engaged in discourse on gender equality among district government staff. • Gender training was conducted for the core team, field facilitators, and district governments to assist with the integration of district GAPs into the CBAPs. • <i>The National Capacity-Building and Review Board is not yet functioning fully, so the Department of Women's Empowerment has not been involved in the approval of CBAPs.</i> • <i>No data are available on focal points.</i> • The percentage of women in local government increased in Bogor: Echelon 3 (middle management) increased from 9.9% to 11.5% and Echelon 2 (upper management) from 16.7% to 22.2%. <i>No data were available on women's employment at different levels of the civil service in provinces other than Bogor.</i> • <i>No attention was paid to the selection of women in training and sex-disaggregated data on participation in project activities have not been collected.</i>

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Table A1.3 *continued*

Loan Component	Gender Action Plan Elements	Progress toward Results
	<ul style="list-style-type: none"> There will be merit-based appointments, promotions, and training opportunities and the enactment of measures to ensure that retrenchment programs do not disproportionately affect women. The government will ensure that in selecting the participants for all training activities, priority will be given to women with the ultimate goal of reaching gender equality in the training, recruitment, and promotion of civil servants. 	<ul style="list-style-type: none"> Only 4 of 14 districts have developed plans to strengthen legal institutional and policy frameworks, such as policy to improve the capacity of female civil servants and the establishment of women's empowerment units/offices (missed opportunity).
Capacity building of service providers	<ul style="list-style-type: none"> There were no gender provisions. 	<ul style="list-style-type: none"> To assist with GAP development, gender training was provided to some service providers, and some service providers also employed local gender advisers.
Coordination, management, and standard setting supported by information and communication technology	<ul style="list-style-type: none"> Technical assistance will be provided by the project gender adviser. Gender responsibilities will be included in the TOR of some project advisers. 	<ul style="list-style-type: none"> Women's participation in project management and implementation was limited. Only 1 of the 10 original core team members was a woman (the ratio is now 3:7) and only 20% of field team members were women.

CBAP = capacity building action plan, GAP = gender action plan, TOR = Terms of Reference.

Sources: Fieldwork and Sustainable Capacity Building for Decentralization Core Team. 2009. *SCBD GAP Implementation Report, January*.

Appendix 2

Decentralized Basic Education Project Data

Table A2.1 Women's Participation in Decentralized Basic Education Project Teacher Training

District	Primary School Percentage of Female Teachers	Primary School Percentage of Female Teachers Trained	Junior Secondary Percentage of Female Teachers	Junior Secondary Percentage of Female Teachers Trained
Bali	51	46	41	36
NTB	46	48	38	41
NTT	37	39	42	21

NTB = West Nusa Tenggara, NTT = East Nusa Tenggara.

Table A2.2 Total Number of Teachers Trained by Decentralized Basic Education Project by Training Type

Activity	Percentage of Schools Reporting This Activity		Beneficiaries				Development Opportunities Per Teacher	
	Primary	Junior Secondary	All Teachers Primary	Female Teachers Primary	All Teachers Junior Secondary	Female Teachers Junior Secondary	Primary	Junior Secondary
Teacher development (general)	17.7	15.4	10,430	4,922	5,333	2,008	0.92	0.91
Teacher development (access and equity)	8.3	9.0	6,089	2,794	1,993	842	1.16	0.59
Teachers' working group and subject-related training	13.0	13.1	17,216	No data	5,222	No data	2.16	0.91

Tables A2.3–A2.6 Primary School Gross Enrollment Ratio and Net Enrollment Ratio by Gender

Table A2.3 Gross Enrollment Ratio Male

Location	2000	2001	2002	2003	2004	2005	2006
Bali	108	107	106	106	109	104	111
NTB	102	104	102	105	103	102	106
NTT	111	106	106	106	113	113	114
Indonesia	108	107	106	106	108	107	110

Table A2.4 Gross Enrollment Ratio Female

Location	2000	2001	2002	2003	2004	2005	2006
Bali	109	104	103	107	110	105	109
NTB	102	104	105	101	102	104	109
NTT	111	108	107	106	110	109	114
Indonesia	107	107	106	106	107	106	110

Table A2.5 Net Enrollment Ratio Male

Location	2000	2001	2002	2003	2004	2005	2006
Bali	94	93	93	92	94	93	94
NTB	88	93	93	93	93	93	94
NTT	88	87	87	88	91	92	92
Indonesia	92	93	93	92	93	93	94

Table A2.6 Net Enrollment Ratio Female

Location	2000	2001	2002	2003	2004	2005	2006
Bali	93	92	91	91	93	94	93
NTB	92	93	94	92	92	93	95
NTT	90	89	88	89	91	92	91
Indonesia	92	93	93	93	93	93	93

Tables A2.7– A2.10 Lower Secondary School Gross Enrollment Ratio and Net Enrollment Ratio by Gender

Table A2.7 Gross Enrollment Ratio Male

Location	2000	2001	2002	2003	2004	2005	2006
Bali	92	91	90	94	92	88	87
NTB	78	66	74	73	71	79	86
NTT	49	52	57	55	63	58	63
Indonesia	77	78	79	80	81	81	81

Table A2.8 Gross Enrollment Ratio Female

Location	2000	2001	2002	2003	2004	2005	2006
Bali	78	80	88	82	84	85	82
NTB	69	73	69	66	76	83	81
NTT	55	60	62	58	64	66	69
Indonesia	78	79	80	82	83	84	83

Table A2.9 Net Enrollment Ratio Male

Location	2000	2001	2002	2003	2004	2005	2006
Bali	75	74	69	71	71	71	74
NTB	58	53	60	60	60	65	71
NTT	32	34	37	38	42	41	45
Indonesia	59	59	61	63	64	64	67

Table A2.10 Net Enrollment Ratio Female

Location	2000	2001	2002	2003	2004	2005	2006
Bali	65	65	68	66	68	70	66
NTB	57	60	56	54	63	70	68
NTT	37	40	40	40	44	46	50
Indonesia	61	62	63	64	66	66	67

Tables A2.11 and A2.12 Access to Basic Education Services for the Poor

Table A2.11 Gross Enrollment Ratio Poorest 40%

Location	2000	2001	2002	2003	2004	2005	2006
Bali	107	102	97	106	112	100	110
NTB	101	105	103	103	101	104	107
NTT	111	107	106	106	112	111	114
Indonesia	107	107	106	106	107	108	110

Table A2.12 Net Enrollment Ratio Poorest 40%

Location	2000	2001	2002	2003	2004	2005	2006
Bali	92	91	89	92	93	92	93
NTB	89	93	92	92	91	94	94
NTT	89	87	87	88	91	92	92
Indonesia	92	92	92	93	93	94	94

Tables A2.3–A2.12: NTB = West Nusa Tenggara, NTT = East Nusa Tenggara.

Sources for Tables A2.1–A2.12: Sejahtera, Insan Hitawasana. 2008. *Benefit, Impact, Evaluation Study, Final Report*. Jakarta; Sejahtera. 2009. *Impact Evaluation Summary* (Excel file sent by ADB via e-mail, 13 May); and Ministry of National Education. 2009. PowerPoint presentation to RGA team on women's participation in DBEP activities, January.

Appendix 3

Meetings Undertaken for Indonesia Rapid Gender Assessment-II

12 January–30 January 2009

Date	Meetings and Key Persons Met	Loan
Mon 12 Jan	<ul style="list-style-type: none"> Jean-Marie Lacombe, ADB team leader P. P. Wardani, ADB team leader RGA team member meeting 	SCBD CERD CERD
Tues 13 Jan	<ul style="list-style-type: none"> Prawita Ningrum, directorate general of Community and Village Empowerment, Ministry of Home Affairs Suryawan Hidayat, directorate general of Community and Village Empowerment, Ministry of Home Affairs 	CERD
Wed 14 Jan	<ul style="list-style-type: none"> SCBD wrap-up meeting for loan review mission (attended by BAPPENAS; Ministry of Finance; Ministry of Home Affairs; SCBD core team; ADB team leader, Mr. Gensly, head of central project management office; Andi Kriamoni, secretary of central project management office; and Heri Saksono, head of sub-division regional autonomy) Sita Aripurnami, gender specialist Endah, gender specialist 	SCBD
Thurs 15 Jan	<i>Fly to Banjarmasin. Drive to Tanah Laut District, South Kalimantan</i> <ul style="list-style-type: none"> Dwi Wahatno, head of project implementation unit Abdullah, head of Community and Village Empowerment Office Meeting with CBSLO members, Village 1 (7 men, 28 women) and CBSLO management (men and women) Meeting with CBSLO members, Village 2 (6 men, 15 women) and CBSLO management (men and women) Budi Susilowati, field facilitator Ms. Marlisa, field facilitator Ms. Kartiani, field facilitator Mr. Herry, field facilitator 	CERD
Fri 16 Jan	<ul style="list-style-type: none"> Meeting with CBSLO members (35 women) and CBSLO management (8 women) Etna Setiatin, head of CBSLO Ali, manager of CBSLO <i>Drive to Banjarmasin</i>	CERD
Sat 17 Jan	<i>Fly to Jakarta</i> <ul style="list-style-type: none"> Document review and write-up of tables 	CERD

continued on next page

Table continued

Date	Meetings and Key Persons Met	Loan
Sun 18 Jan	<ul style="list-style-type: none"> Document review and write-up of tables 	CERD/DBEP
Mon 19 Jan	<ul style="list-style-type: none"> Dedi Karyana, head of CFU Hutomo Kurniadi, secretary of CFU <p><i>Fly to Lombok</i></p>	DBEP
Tues 20 Jan	<ul style="list-style-type: none"> Mr. Jayadi, district project management – Central Lombok Mr. Masfu, district project management – East Lombok School visit and focus group discussion with school principal Ayu Supraba, school committee member Syahriar Akhmadi, and teachers (3 women, 1 man) Meeting with district government staff, including district head; Secretary of Central Lombok District Government; Assistant I of Central Lombok District; head of Department of Education, District School Board, Department of Women's Empowerment, Central Lombok and head of District Development Planning Body (BAPPEDA), Central Lombok 	DBEP
Wed 21 Jan	<p><i>Drive to East Lombok</i></p> <ul style="list-style-type: none"> School visit and focus group discussion with school principal Mr. Maulafa and teachers (2 women, 2 men) <p><i>Drive to Central Lombok</i></p> <p><i>Fly to Jakarta</i></p>	DBEP
Thurs 22 Jan	<p><i>Drive to Bogor, West Java</i></p> <ul style="list-style-type: none"> Ina Herlina, subdistrict head, Bogor Febriyanti, staff of Women Empowerment Office, Bogor Zarah Hanum, staff of Agriculture Office, Bogor Ratu Nailamuna, member of District Parliament, Bogor Anne Rufaidah Loedin, team leader, Bogor District Group consultation with district government staff, including deputy of district head (Wakil Bupati); head of Women Empowerment and Family Planning Office; representative of District Parliament; and representatives of District Development Planning Agency <p><i>Drive to Jakarta</i></p>	SCBD
Fri 23 Jan	<ul style="list-style-type: none"> Debrief with CERD CFU Document review 	CERD SCBD
Sat 24 Jan	<ul style="list-style-type: none"> Document review and preparation of tables 	SCBD
Sun 25 Jan	<ul style="list-style-type: none"> Document review and preparation of tables 	DBEP
Mon 26 Jan	<ul style="list-style-type: none"> Document review and preparation of tables (public holiday Indonesia) <p><i>Drive to Garut, West Java</i></p>	

continued on next page

Table continued

Date	Meetings and Key Persons Met	Loan
Tues 7 Jan	<ul style="list-style-type: none"> • Erlin Ernawati, head of Women Empowerment Subdivision, Garut • Ms. Rahmat, staff of Women Empowerment Subdivision, Garut • Ms. Tarkamah, staff of Women Empowerment Subdivision, Garut • Hari Sudradjat, team leader, Garut District • Ms. Widaningsih, gender specialist • Focus group discussion with district government staff <i>Drive to Jakarta</i>	SCBD
Wed 28 Jan	<ul style="list-style-type: none"> • Euan Ross, team leader • Sapta Dwikarna, deputy team leader • Ms. Endah, gender specialist • P. P. Wardani, ADB team leader 	SCBD SCBD SCBD CERD
Thurs 29 Jan	<ul style="list-style-type: none"> • James A. Nugent, country director of Indonesia Resident Mission • Document review and preparation of tables 	
Fri 30 Jan	<ul style="list-style-type: none"> • DBEP debrief with CFU; Dedi Karyana, head; Hutomo Kurniadi, secretary; Christien Hukom, Royal Netherlands Embassy; and Christa Monster, Royal Netherlands Embassy • RGA-II team debrief <i>Departure from Indonesia</i>	DBEP

ADB = Asian Development Bank, BAPPEDA = Badan Perencana Pembangunan Daerah (District Development Planning Body), BAPPENAS = Badan Perencanaan dan Pembangunan Nasional (National Development Planning Agency), CBSLO = community-based savings and loan organization, CERD = Community Empowerment for Rural Development project, CFU = central facilitation unit, DBEP = Decentralized Basic Education Project, SCBD = Sustainable Capacity Building for Decentralization project, RGA = rapid gender assessment.

Glossary

Gender action plan (GAP)/ gender strategies	– A comprehensive framework for addressing gender issues in the design and implementation of an Asian Development Bank loan project or program based on the social and gender analyses undertaken during project preparation. A GAP identifies strategies, activities, resources, gender capacity building initiatives, targets, and indicators for ensuring that both women and men participate in and benefit from all components of the project or program.
Gender analysis	– A form of social analysis that requires the collection, analysis, and application of sex-disaggregated information, including on women's and men's participation and benefits; the process of considering the different impacts of a development project or program on women and men and on the economic and social relations between them.
Gender equality and equity	– Equal opportunities and outcomes for women and men. This involves the removal of discrimination and structural inequalities in access to resources, opportunities, and services. It also encompasses the promotion of equal rights between men and women. Gender equity refers to fairness in access to resources and in the distribution of benefits from development.
Gender equality results	– Results achieved for women compared with men, including participation in project activities, access to project and other resources, practical benefits, and strategic changes in gender relations (see next page). For the purposes of the rapid gender assessment, gender equality results may be immediate or process results, intermediate results or outputs, or long-term results or outcomes.
Gender mainstreaming	– A strategy to achieve the goal of gender equality by ensuring that gender issues and women's needs and perspectives are explicitly considered in all ADB operations, so that both women and men participate as decision makers and beneficiaries in all activities, and so that their needs and interests are addressed in all project components and activities.
Gender provisions	– Specific requirements included in the project design to address women's needs or ensure that women participate in a project, such as targets for women's participation in training. In the rapid gender assessments, this refers to design features that are not integrated into an overarching GAP or gender strategy.
Gender-sensitive, gender-responsive, gender-inclusive	– Women's different needs and priorities have been considered, and efforts have been made to ensure that they participate in and benefit equally from development activities. For example, a gender-sensitive indicator is one that disaggregates information by sex and enables monitoring of any differences in participation, benefits, and impacts between women and men, or that assesses changes in gender relations between women and men.
Outcome	– The likely or achieved effects from a development intervention; may refer to short-term effects but usually refers to medium-term effects.

Output	– The products, capital goods, and services that result from a development intervention; changes resulting from the intervention that contribute to the achievement of outcomes.
Practical benefits	– Benefits that meet the practical needs women have for survival and livelihood. They do not challenge existing gender relations in culture or tradition, the gender division of labor, legal inequalities, or any other aspects of women's status or power.
Result	– The output, outcome, or impact (intended or unintended, positive or negative) of a development intervention.
Strategic changes in gender relations	– Progress toward equality between women and men, created by transforming social or economic power relations between them.

Sources: Organisation for Economic Co-operation and Development, Development Assistance Committee (2002); ADB (2006a); and Hunt, J., S. Lateef, and H.T. Thomas (2007).

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Gender Equality Results in ADB Projects: Indonesia Country Report

Rapid gender assessments of 12 projects in four countries were undertaken as part of the Asian Development Bank's commitment to improving aid effectiveness. The assessment of three loans in Indonesia found that positive gender equality results were achieved due to the implementation of gender action plans and provisions. Gender action plans were effective tools for ensuring that both women and men participated in and benefited from projects. Gender equality results and gender action plans contributed directly to achieving loan outcomes and improved project effectiveness.

This report discusses the gender equality results achieved for each project, summarizes factors that enhanced the quality of project design and implementation, and makes recommendations to maximize gender equity as a driver of change.

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