

CARIBBEAN DEVELOPMENT BANK



**ASSESSMENT OF THE IMPLEMENTATION EFFECTIVENESS
OF THE GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY
OF THE CARIBBEAN DEVELOPMENT BANK**

With

MANAGEMENT'S RESPONSE

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 - (e) DIRECTOR, PROJECTS DEPARTMENT
 - (f) GENDER EQUALITY ADVISOR (GEA)
 - (g) DIRECTOR, HUMAN RESOURCES AND ADMINISTRATION
 - (h) DIRECTOR, ECONOMICS DEPARTMENT
 - (i) FOCUS GROUP DISCUSSION WITH ADVISORY MANAGEMENT TEAM

LIST OF ABBREVIATIONS

ADB	-	Asian Development Bank
AfDB	-	African Development Bank
AMT	-	Advisory Management Team
AWP&B	-	Annual Work Plan and Budget
BGECs	-	Bank Gender Equality Champions
BMCs	-	Borrowing Member Countries
BNTF	-	Basic Needs Trust Fund
BOD	-	Board of Directors
CARICOM	-	[The] Caribbean Community
CDB	-	Caribbean Development Bank
CPI	-	Continuous Performance Improvement
CPAs	-	Country Poverty Assessments
CSPs	-	Country Strategy Papers
EID	-	Economic Infrastructure Division
EOV	-	Evaluation and Oversight Division
FGDs	-	Focus Group Discussions
GAD	-	Gender and Development
GE	-	Gender Equality
GEA	-	Gender Equality Advisor
GEC	-	Gender Equality Champion
GEP	-	Gender Equality Policy
GEPOS	-	Gender Equality Policy and Operational Strategy
HIV/AIDS	-	Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
HR	-	Human Resources
IDB	-	Inter-American Development Bank
IT	-	Implementation Team
JD	-	Job Description
MDBs	-	Multilateral Development Banks
MDGs	-	Millennium Development Goals
M&E	-	Monitoring and Evaluation
MTR	-	Mid-term Review
NGOs	-	Non-governmental Organisations
NPRS	-	National Poverty Reduction Strategy
OIE	-	Office of Independent Evaluation
OS	-	Operational Strategy
PCMT	-	Project Cycle Management Training
PPMS	-	Project Performance Management System
PRS	-	Poverty Reduction Strategies
PRSD	-	Project Services Division
RBM	-	Results Based Management
RMF	-	Results Monitoring Framework
SDF	-	Special Development Fund
SIA	-	Social Impact Assessment
SMG	-	Senior Management Group
SSD	-	Social Sector Division
TORs	-	Terms of Reference
UN ECOSOC	-	United Nations Economic and Social Council

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US - United States
WB - World Bank
WID - Women in Development

EXECUTIVE SUMMARY

1. In 2009, the Board of Directors of the Caribbean Development Bank (CDB) adopted a Gender Equality Policy (GEP) in response to a number of gender equality issues that posed challenges internal to the Bank, as well as, to its operations with external stakeholders in Borrowing Member Countries (BMCs). The Bank also adopted an Operational Strategy (OS) to assist the Bank to mainstream and integrate gender in both its internal and external operations.

2. Several strategic entry points for integrating gender in the Bank's operations, its policies and corporate processes were identified and a communication and marketing strategy was proposed. It was planned that implementation would occur over a three year period, 2009-2012. This assessment is expected to inform the extent to which the Gender Equality and Operational Strategy (GEPOS) had been integrated into the work of the Bank, identify 'factors contributing to or constraining implementation' and, based on the findings, develop recommendations which could lead to more effective implementation

3. At the time of the adoption of the GEPOS, the Bank was in a transitional phase and strategies for promoting gender equality and mainstreaming gender, had, already, been identified and were being strategically introduced. The GEPOS was, therefore, intended to be a document to guide and elaborate these processes, thereby accelerating the mainstreaming process. The objectives of the assessment focused on relevance of the GEPOS, performance and effectiveness of the Bank's approach to implementation, opportunities and/or constraints impacting implementation and identification of key lessons and recommendations for improving implementation processes.

METHODOLOGY

4. Data were derived from a number of secondary sources, as well as, engagement in primary interactions with key actors at the CDB, particularly, those charged with responsibility for implementation and monitoring of components of the operational strategy over the stipulated period. Selection of individuals with whom to conduct in-depth interviews was guided by a review of the GEPOS and proposals set out therein, in terms of persons in the organisation or persons to be recruited who would lead and participate in the implementation process.

LIMITATIONS

5. A major impediment to the assessment was the fact that not far into the start-up of the exercise with stakeholders at the CDB, it became evident that there had been no systematic and coordinated implementation of the OS planned to give effect to the GEP. The availability of respondents was a further constraint in relation to the data collection exercise.

FINDINGS

6. The following are the major findings which emerged from the assessment:

- (a) Based on the status of gender mainstreaming and gender equality in BMCs the GEGOS is both needed and relevant for guiding gender mainstreaming strategies in the Bank's operations and interventions in the BMCs.
- (b) The GEPOS is consistent with strategies used by other international Multilateral Development Banks (MDBs) to promote equitable and sustainable poverty reduction. A point of departure, however, is that in the case of the CDB, the fact that women are disproportionately affected by discriminatory practices and social, economic and political

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structures and, therefore, by poverty, is not explicitly acknowledged in the rationale of the GEPOS.

- (c) Although this disproportionate impact is acknowledged, in CDB's Strategic Plan 2010-2014 and is also highlighted in two Country Strategy Papers (CSPs), in the Plan there is no corresponding attention to including strategies aimed at specifically targeting this particular group of women thereby closing the poverty gap among women and between men and women.
- (d) The key components of the OS are necessary and, intrinsically, are sufficient to achieve the GEP objectives for the CDB and its BMCs. Risk factors include: the need to address capacity building of both internal and external stakeholders as an essential pre-requisite for developing the conceptual understandings and skill sets for engaging in gender analyses required to inform gender mainstreaming; the scarcity of standardized, sex-disaggregated data in some key economic and social sectors and limited capacity in some BMCs to collect and/or analyse the data; and, the absence of systematic implementation of the GEPOS which undermines the potential for achieving desired results.
- (e) Assessment of the Bank's performance points to the fact that implementation of the GEPOS has not been systematic and several actions are either incomplete or are yet to be initiated including: the integration of Gender Equality (GE) in CDB policies and procedures; the development and implementation of a communication strategy; performance of the Bank Gender Equality Champions; allocation of specified financial and human resources; GE capacity development for BMCs and CDB staff; mechanisms for promoting accountability for GE results at all levels; and, the GEPOS Monitoring Framework. Overall, implementation efficacy is, therefore, low.
- (f) The overall OS has the potential to achieve the expected outcomes. However, given that, to date, many dimensions of the OS plan have not progressed as expected in the implementation plan, at this stage, no assessment can be made of the efficacy of the overall strategy.
- (g) Even though financial resources were in place, there has been less success in the mobilisation of the human resources. The delay in the appointment of the Gender Equality Advisor (GEA) was perceived as a major contributing factor to the slow-moving pace of implementation of the Strategy.

LESSONS LEARNT

7. The following lessons emerged from the assessment of the status of implementation of the GEPOS:

- (a) At a strategic level, gender mainstreaming has to be presented as an integral part of the Bank's operations, to the point where it is integrated into the Bank's culture in terms of both policy and practice.
- (b) Buy-in and support at the level of management is a critical success factor in achieving the results articulated in the strategy.
- (c) Successful implementation is dependent on strong leadership of the process through a well coordinated team of persons, in strategic positions, with the pre-requisite

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understandings and skill sets, to engage in gender analyses and the formulation of projects/programmes and policies informed by these analyses.

- (d) The potential to address gender inequalities and contribute to more equitable and sustainable approaches to poverty reduction in member countries will remain untapped without the planned roll out of the GEPOS, to both internal and stakeholders.
- (e) Tools developed to guide GE in various sectors financed by the Bank need to be revised to ensure their relevance for gender integration and would enhance gender mainstreaming activities across the Bank's operations and corresponding interventions in the BMCs.
- (f) Without clear articulation, between and among, the various Bank processes and operations that, collectively, give meaning to and contribute to achievement of the overall goal of gender mainstreaming as a cross cutting process, the integration of gender and the promotion of gender equality will remain elusive.
- (g) Monitoring and Evaluation (M&E) is an essential process for determining progress towards targets and expected outcomes as well as for providing feedback on the efficacy of gender mainstreaming.

RECOMMENDATIONS

8. Recommendations are organised in relation to strategic considerations, centres of responsibility for implementation, implementation processes, monitoring and evaluation; and, accountability for results. These include:

Strategy

- (a) the disproportionate impact of poverty on women in the region, even as it is identified in the pre-cursor study and acknowledged in the 2010-2014 Strategic Plan and in CSPs, should be explicitly acknowledged as an essential dimension of the rationale for the GEPOS. Disaggregated data, in this regard, should be used to inform a more nuanced approach to Poverty Reduction Strategies (PRSs) for BMCs which do not overlook differential impacts on sub-groups within the more widely defined group labelled as living below the poverty line;

Centres of Responsibility for Implementation

- (b) a clear message of commitment to the GEPOS, on the part of senior management, needs to be communicated to internal stakeholders through the actioning of support mechanisms, intended to promote understanding and acceptance of the GEPOS;
- (c) the proposed Communication and Marketing Strategy should be immediately rolled out to facilitate communication and dissemination of the policy and operational strategy, particularly to external stakeholders;
- (d) the GEA position should be filled without delay and the individual mandated as the main Bank Gender Equality Champion (BGEC) responsible for leading the implementation of the GEPOS;

(iv)

- (e) the proposal that the Advisory Management Team (AMT) act collectively in championing the GEPOS should be abandoned. Instead, an Implementation Team should be established and led by the GEA;

Processes

- (f) tools to guide gender mainstreaming and GE in various Bank operations should be developed or revised to ensure their practical relevance for the integration of gender equality strategies in respective Bank operations and processes. There should be agreement on the nomenclature used for referencing these tools to ensure consistent use of terminology across all Bank documents;
- (g) policy documents, including the Education and Training and the Private Sector policies, should be revised to allow for the integration of gender concerns as they relate to these sectors.
- (h) at the level of programming, there is an urgent need for the accelerated and complete development of capacities in relation to gender mainstreaming for both internal and external stakeholders;
- (i) as part of GEPOS capacity building exercises, statistical departments in the BMCs, as well as, relevant CDB staff should be targeted for training in relation to identifying relevant gender-responsive targets and indicators relevant for monitoring CDB projects, programmes and processes at country level;
- (j) there is need for a clear articulation, between and among, the various operations that, collectively, give meaning to and contribute to achievement to the overall goal of achieving gender mainstreaming as a cross cutting process in the Bank's operations;

Monitoring and Evaluation

- (k) clear targets and related indicators which are responsive to gender concerns need to be identified in relation to the main pillars of the RBM Cascade of Strategic Objectives and expected outcomes derived from the Cascade and incorporated in annual work-plans;
- (l) elaboration of a M&E system that identifies key players and their responsibility within the system, as well as, the interconnections between and among the various components of this system should be developed to facilitate a better flow of information and integration of the various constituent elements into a comprehensive monitoring and evaluation plan;
- (m) Portfolio Managers must be tasked with the responsibility to monitor GE performance in the BMCs through supervision of projects and preparation of project completion reports;

Accountability

- (n) to guarantee accountability for functions related to implementation of gender mainstreaming strategies outlined in the GEPOS, these functions and roles should be incorporated in job descriptions as well as in Continuous Performance Improvement (CPI) appraisal for relevant staff; and

(v)

- (o) the GEPOS proposes that accountability to the Board of Directors for GEPOS outcomes resides with the President of the Bank. To ensure for greater transparency and promote better governance practices, accountability for GEPOS results should be transferred to the Vice-President (Operations) to whom the GEA reports.

CONCLUSION

9. The key components of the OS are necessary and, intrinsically, are sufficient to achieve the GEP objectives for the CDB and its BMCs. However, until the range of strategies proposed in the GEPOS are actually developed and/or actioned, the potential for achieving desired results remains mostly untapped.

1. INTRODUCTION

CONTEXT

1.01 In 2009, the Board of Directors (BOD) of the CDB adopted GEP in response to a number of gender equality issues that posed challenges internal to the Bank, as well as, to its operations with external stakeholders in BMCs. The Bank also adopted an OS to assist in mainstreaming and integrating gender in both its internal and external operations.

1.02 The overall goal of the GEP was to position the Bank as a leading catalyst promoting gender equality in the Region. This was to be achieved by working, in a responsive and collaborative manner, with BMCs and other development partners, to analyze the economic and social causes of gender inequality with a view to reducing poverty and vulnerability and, thereby, assisting women and men impacted by poverty to move towards actualising their full potential. The intended outcomes of the GEP, as set out in the policy document¹, were:

- to reduce economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable, equitable communities;
- to strengthen the capacity of all women and men, girls and boys, to acquire education, skills, and self-confidence in order to access economic opportunities, increase livelihood options and improve their quality of life in the changing global economy; and
- to support governance processes in which women and men have equal access to power and authority in society, and effectively influence policies and advocate for their rights.

1.03 In order to operationalise the GEP, the strategy called on the Bank to:

- (a) disseminate the GEP internally and among stakeholders to promote discussion and dialogue among stakeholders and citizens in the Region;
- (b) allocate significant human and financial resources to the implementation of the GEPOS;
- (c) develop the capacity and skills of CDB staff and stakeholders in BMCs;
- (d) introduce clear accountability mechanisms to track progress and measure results; and
- (e) monitor the implementation of the OS.

1.04 Several strategic entry points for integrating gender in the Bank's operations, its policies and corporate processes were identified and a communication and marketing strategy was proposed. It was planned that implementation would occur over a three year period, 2009-2012.

1.05 This assessment is expected to inform the extent to which the GEPOS had been integrated into the work of the Bank, identify 'factors contributing to or constraining implementation'; and, based on the findings to develop recommendations which could lead to more effective implementation (See Terms of Reference at Appendix 1).

¹ Gender Equality Policy and Operational Strategy. Caribbean Development Bank. 234th Meeting of the Board of Directors. December 10, 2008, Barbados. PAPER BD 72/08 Add. 1

METHODOLOGY

1.06 At the time of the adoption of the GEPOS, the Bank was in a transitional phase and strategies for promoting gender equality and mainstreaming gender, had, already, been identified and were being strategically introduced. The GEPOS was, therefore, intended to be a document to guide and elaborate these processes, thereby accelerating the mainstreaming process. A Report of the Status of Implementation of GEPOS was submitted to the Special Development Fund (SDF) Contributors in May 2012 and therefore to add value and enhance learning and accountability, the original objectives of the assessment were redefined to focus on the following key areas:

- (a) relevance of the GEPOS within the context of the changing environment of the BMCs, the emerging lessons on mainstreaming gender equality and consistency with the practice of other Multilateral Development Banks(MDBs);
- (b) the performance and effectiveness of the Bank's approach to implementation of the GEPOS and the extent to which the objectives are realistic and attainable;
- (c) opportunities and/or constraints that have impacted implementation and ways in which these can be maximized/minimized; and
- (d) identification of key lessons learned and recommendation which are forward looking and within the context of improving the administrative, policy, operational, monitoring and evaluation framework.

1.07 In keeping with the revised objectives the assessment focused on implementation of the operational strategy components of the GEP earmarked for implementation over the period January 2010 to December 2011² and the extent to which:

- (a) components had been actioned and were relevant to the challenges identified to mainstreaming gender in the Bank's internal and external operations and stated goals and objectives were realistic and attainable;
- (b) the Bank has fulfilled obligations related to leadership of the process, provision of adequate financial and human support for implementation and instituted accountability systems and processes; and
- (c) the efficacy of the implementation process in terms of achieving benchmarks within the anticipated time schedule, achieving stated objectives and overcoming barriers and constraints and, thereby, enhancing gender mainstreaming (GMS) throughout the Bank's operations.

1.08 Data were derived from a number of secondary sources, as well as, engagement in primary interactions with key actors at the CDB, particularly, those charged with responsibility for implementation and monitoring of components of the operational strategy over the stipulated period. Documents listed at Appendix 2 were reviewed to gather background information on the status of gender equality at the CDB and the BMCs and ways in which the GEPOS was intended to address gender mainstreaming.

² See Appendix 11 Indicative Timetable & Milestones for Years 1-3 of Gender Equality Operational Strategy (GEPOS).

- 1.09 Two strategies were planned for collection of primary data:
- (a) in-depth interviews with internal key informants in leadership positions at the CDB and focus group discussions with representative staff from various departments to ascertain the extent to which the GEPOS had enjoyed support from the highest organisational level and implementation had been consistent with proposed strategies; and
 - (b) an electronic survey with external stakeholders in the BMCs targeting GE Officers in the BMCs with whom the CDB liaises and persons in these countries who had engaged in gender assessments. Depending on the response rate to the electronic survey, it was contemplated that telephone interviews could be used to broaden the respondent pool.

Selection of individuals with whom to conduct in-depth interviews was guided by a review of the GEPOS and proposals set out therein in terms of persons in the organisation or persons to be recruited who would lead and participate in the implementation process. Appendix 3 presents the list of interviewees and focus groups. The instruments developed for gathering data are set out in Appendices 4 (a)-(i).

1.10 The assumptions which guided the preparation of the instruments (particularly in respect of putting in place the recommended gender expert to guide the gender mainstreaming process through implementation of activities as scheduled in the GEPOS) were shown to be inaccurate, and it was, therefore, determined that there was no value to be added to the assessment by broadening the respondent pool to persons who were external to the Bank. The electronic survey was, therefore, abandoned when the in-depth interviews revealed that the OS had not been rolled out in the BMCs as planned, particularly in relation to the planned communication strategy. It was, therefore, felt that the intended interface with various country-based individuals and entities had not occurred and would, therefore, be difficult to identify respondents who were familiar with the GEPOS.

Limitations

1.11 The major impediment was the fact that not far into the start-up of the exercise with stakeholders at the CDB, it became evident that there had been no systematic and coordinated implementation of the OS planned to give effect to the GEP. While it can reasonably be argued that during the period under review, the Bank found itself in a transitional phase and that, in spite of the absence of key personnel such as the GEA, gender equality was being introduced by individuals in strategic positions, based on information received from many of the officers interviewed, it must be equally recognised, that, many actions around the promotion of GE were incidental to the extent that they had taken place only because they related to the original mandate of the job at hand. Efforts were made to operationalise the integration of the OS within some processes but these were not always undertaken as a direct response to the requirements of the GEPOS. During the fieldwork, it was recognised that the process of implementation had been delayed, and so the instruments that had been developed to guide discussions on implementation, as laid out in the OS, had to be radically adjusted on the spot.

1.12 The availability of respondents was another constraint. The Focus Group planned for Senior Managers who, according to the OS, were supposed to constitute an Advisory Management Team (AMT) to act as champions of the GEP, did not materialise. However, individual interviews were held with at least five members of AMT. In a number of instances, respondents were not in a position to provide responses to information related to the engagement of their department in the OS over the designated time period of this review, during which time they assumed acting positions and, therefore, the required information was not within their ambit of experience. In other cases, respondents had joined the staff subsequent to the adoption of the GEPOS and this was not presented as a priority issue at the time of their appointment.

STRUCTURE OF THE REPORT

1.13 Chapter 1 outlines the context and methodology of the evaluation; Chapter 2 presents the findings of the assessment and Chapter 3 distils lessons and develops recommendations for the way forward.

2. FINDINGS OF THE ASSESSMENT

RELEVANCE, CONCURRENCE WITH MDGS AND SUFFICIENCY OF GEPOS

Relevance of GEPOS for addressing GE in CDB/BMCs

2.01 Gender inequality refers to disparity between males and females derived both from socially constructed interactions as well as sex-based biological differences. Gender inequality, therefore, stems from distinctions, whether empirically grounded or socially constructed. Social systems embrace discernible gender systems which are often dichotomous and hierarchical and reflect inequalities, between and among, men and women that manifest in numerous dimensions of daily life.³ This means that:

.. men and women are valued differently and do not have equal rights, responsibilities, resources and opportunities in the home, school and wider society. (Coomarsingh, 2012)⁴

2.02 The study carried out as a precursor to the development of the GEPOS⁵ confirmed that several such gender-based inequalities persist in member countries served by the Caribbean Development Bank. The study also pointed to challenges related to gender mainstreaming within the CDB. These included:

- (a) widely varying interpretations of gender terminology and concepts among staff;
- (b) extremely limited Bank capacity in gender analysis;
- (c) limited resources available to support the gender mainstreaming process;
- (d) RBM processes still being at the early stages; and,
- (e) a belief among some staff that GE is only a social and not an economic issue or that there are no serious GE issues within the Caribbean.

2.03 The need for, and relevance of, the GEPOS to guide gender mainstreaming strategies in the Bank's operations and interventions and so promote GE in the BMCs, is confirmed by the findings of the precursor study. It is also confirmed by data from a number of alternative sources including two monographs of a gender analysis of the 2000/2001 census data commissioned by the CARICOM Secretariat,⁶ as well as, an earlier regional assessment of the situation of gender equality in the Anglophone Caribbean, conducted as part of Beijing+5 activities.

Concurrence of GEPOS with Practices in Other MDBs

2.04 The extent to which the GEPOS concurs with practices for mainstreaming gender and, thereby, promoting gender equality used by other MDBs, is discussed in relation to information drawn from

³ http://en.wikipedia.org/wiki/Gender_inequaliy Retrieved April 20,2012

⁴ See Coomarsingh, K. 2012. "Tie the Heifer, Loose the Bull": Gender Inequality in the Caribbean. <http://www.whatispsychology.biz/gender-inequality-in-caribbean> Retrieved April 20, 2012

⁵ *Status of Gender and Development in CDB and the Caribbean, the Way Forward and CDB's Role.*

⁶ The Caribbean Community Secretariat. *Economic Activity, Education and Training*. Submitted by Barbara Bailey, PhD, University Director, IGDS; Regional Special Topic Monograph on *Gender and Development Issues* based on the 2000 Round of Census Data in Eighteen Caribbean Countries. Alicia Mondesire and Leith Dunn. 2009.

secondary sources on the World Bank (WB), the African Development Bank (AfDB), the Asian Development Bank (ADB) and the Inter-American Development Bank (IDB).

King and Sweetman (2010) opine that:

With discrimination against women being a major cause of poverty, the links between gender, development, and economic crisis are important and merit more attention than they have been given so far.⁷

2.05 Given that gender inequality is a universal phenomenon, beyond 1995 many multilateral and bilateral development agencies, including lending agencies, in a bid to alleviate poverty especially among affected women, adopted gender and development/GE/ women's empowerment policies and strategies. The rationale provided by the World Bank (WB) for pursuing a Gender Action Plan (2007-2010) states that:

Gains in women's economic opportunities lag behind those in women's capabilities. This is inefficient, since increased women's labour force participation and earnings are associated with reduced poverty and faster growth;⁷ women will benefit from their economic empowerment, but so too will men, children and society as a whole. Women's lack of economic empowerment, on the other hand, not only imperils growth and poverty reduction, but also has a host of other negative impacts, including less favourable education and health outcomes for children and a more rapid spread of HIV/AIDS.⁸ In sum, the business case for expanding women's economic opportunities is becoming increasingly evident; this is nothing more than smart economics.⁸

2.06 Plans with a similar rationale have been adopted by the African Development Bank (AfDB), the Asian Development Bank (ADB) and the Inter-American Development Bank (IDB).⁹ In their bid to eliminate poverty and promote sustainable development, the empowerment of women is an explicit concern and focus of their plans. In 1990, the African Development Bank adopted a Gender Policy that 'provided a framework for its support to regional member countries and promoted gender in Bank-funded programs and projects and all policy documents by, *inter alia*:

- providing a framework for the incorporation of women's concerns and needs into its normal operations; and
- identifying and assessing the major constraints that inhibit women from maximizing their contribution to national development efforts'.¹⁰

⁷ King, R. & Sweetman, C. 2010. *Gender Perspectives on the Global Economic Crisis*. Oxfam International Discussion Paper. Oxfam International.

⁸ Gender Equality as Smart Economics: A World Bank Gender Action Plan 2007-10. September 2006. Gender is Smart Ecs WdBk.pdf

⁹ Aasen, Berit. 2009. *Gender equality and the multilateral development banks (MDBs). How the World Bank, the African Development Bank, the Asian Development Bank and the Inter-American Bank work on women's empowerment and gender equality*. Working paper. Noewegian Institute for Urban & regional Research.

¹⁰ US Agency for International Development. A Summary of Gender Strategies of Multilateral Development Agencies and Selected Bilateral Donors. Prepared by Joan D. Winship. Development & Training Services, Inc. Arlington, Virginia. September 2004

2.07 Information from the same source¹¹ indicates that the Asian Development Bank (ADB) recognizes the critical role of women in its entire operational spectrum. In 1985 the Bank adopted its original Policy on the Role of Women in Development which was reinforced in 1992 when it elevated women to the mainstream of the Bank's strategic development agenda. In the mid-1990s the Bank acknowledged the need to move from a Women in Development (WID) to a Gender and Development (GAD) approach and in 1998 revised and adopted a "Policy on Gender and Development" which promotes gender equity through mainstreaming gender considerations in all aspects of ADB's work, including macro- and microeconomic policy, policy dialogue, lending, and technical assistance operations. Two of the specific objectives of the revised policy are to:

- help developing member countries implement commitments made under the Beijing Platform for Action adopted at the UN Fourth World Conference on Women held in Beijing in 1995; and
- explore opportunities to address some of the new and emerging issues for women in the region.

2.08 In the case of the Inter-American Development Bank (IDB), established to accelerate economic growth in Latin America and the Caribbean, in recognition of the central role of women in its developmental work, the Bank adopted a WID policy during the 1980s and 1990s, thereby establishing its commitment to addressing the needs and priorities of women in its member countries. The Bank, therefore, deliberately supported initiatives in member states aimed at:

- recognizing and enhancing women's actual and potential role in productive and social activities and their contribution to the national development process;
- facilitating women's access to productive resources and services and to social and economic benefits derived from Bank operations;
- reducing social, legal, and economic constraints that depress women's ability to effectively participate in and benefit from productive and other development-oriented programs; and
- improving the effectiveness of institutions responsible for fostering the social and economic participation of women in the development process.¹²

2.09 CDB adopted a policy with aims similar to those of the MDBs discussed above. In contrast to the plans adopted by the aforementioned MDBs, in the case of the CDB, the fact that women are disproportionately affected by discriminatory practices and social, economic and political structures and, therefore, by poverty, is not explicitly acknowledged in the rationale of the GEPOS. So, although two of the core commitments are 'to acknowledge that every policy, loan and project affects men and women differently' and 'to implement specific measures to eliminate gender inequalities and disparities' the specific objectives, as stated, are gender neutral and speak 'to reducing economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable, equitable communities'.

2.10 Attention to vulnerable individuals of both sexes is necessary, but the fact that women are often more highly represented in the population of the poor, than are men, and, therefore, to the conditions and

¹¹ US Agency for International Development. *op.cit.*

¹² US Agency for International Development. *op.cit.*

experience of poverty, requires specific attention and the adoption of development approaches informed by such data. This disproportionate impact of poverty on women, however, is now explicitly highlighted in the CDB's Strategic Plan 2010-2014, developed subsequent to the adoption of the GEPOS, in which it is stated that:

*The Country Poverty Assessments (CPAs) for most BMCs show that female-headed households constitute a large percentage of the most vulnerable and deprived households in the Region.*¹³

2.11 Country Strategy Papers (CSPs) for at least two countries (Haiti and Trinidad and Tobago) developed subsequent to the adoption of the GEPOS confirm the persistence of gender inequalities, including poverty indicators, with women being disproportionately represented. Although this disproportionate impact is acknowledged, in CDB's Strategic Plan 2010-2014 and is also highlighted in two CSPs, there is no corresponding attention to including strategies aimed at specifically targeting this group and closing this poverty gap among women and between men and women.

Sufficiency of GEPOS for Promoting Gender Mainstreaming in CDB/BMCs

2.12 The sufficiency of the GEPOS for achieving the intended outcomes rests on the efficacy of the selected tools and strategies. This was reviewed in relation to the GEPOS tools and strategies used for gender mainstreaming by the four MDBs referenced in this report, were reviewed.¹⁴

2.13 In the case of the AfDB, the main strategy is similar to that of the CDB. A Gender Policy was adopted in 1990 that "provided a framework for its support to regional member countries and promoted gender in bank-funded programmes and projects and all policy documents".¹⁵ They also had dialogue with member countries on the kinds of projects/programmes that aimed at integrating women into the development processes that the Bank supported. In this case there was, therefore, a clear focus on women in development.

2.14 In 1992, the ADB adopted a mainstreaming approach and, in 1998, developed a policy on gender and development promoting gender equality through mainstreaming gender considerations in all aspects of ADB work including macro and micro economic policy; policy dialogues; lending and technical assistance operations in a bid to address gender disparities and promote gender inclusive development. This included designing projects that addressed gender equity concerns: assisting member countries in policy support, capacity building, gender and development awareness and formulating and implementing programmes directed at improving the status of women; facilitating gender analysis of proposed projects and ensuring that gender was considered in all appropriate stages of the project cycle; promoting increased awareness of gender and development in the Bank through training workshops and seminars and developing guidelines to implement the GAD policy.

2.15 The most recent initiative undertaken by the IDB to facilitate greater attention to gender as a cross-cutting issues in all areas of bank activity, was the development of a gender mainstreaming Action Plan 2003-2005 which focused on incorporating gender analysis and actions throughout the IDB project cycle; improving the availability and quality of technical support and analysis for Gender Mainstreaming, including the development of technical notes for incorporating gender into the project cycle;

¹³ Caribbean Development Bank. *Strategic Plan 2010-14*. May 2010.

¹⁴ See U.S. Agency for International Development. Contract Number: 1-00-02-00018-00. *A Summary of Gender Strategies of Multilateral Development Agencies and Selected Bilateral Donors*. Prepared by Joan D. Winship. Development & Training Services, Inc. Arlington, Virginia. Sept. 2004.

¹⁵ US Agency for International Development. *op.cit.*

mainstreaming gender into flagship themes and into new areas of Bank innovation (as for example mainstreaming domestic violence issues into sector loans, women's leadership, reproductive health care issues); strengthening the institutional mechanisms for creating accountability; and, achieving and monitoring results.

2.16 The WB strategy, adopted in 2001, makes a case for mainstreaming gender and works with governments and civil society in member countries to “diagnose the gender-related barriers to and opportunities for poverty reduction and sustainable development” and “...identify and support appropriate actions to reduce these barriers and capitalize on the opportunities”. The strategy is intended to foster country-led, country specific strategies through working with member countries to prepare multi-sectoral country gender assessments at least every five years. Based on the assessments, gender priorities are identified and incorporated into the bank's country assistance programmes. The WB carefully monitors the results of the policy and operational interventions and acknowledges that the successful implementation of the strategy requires a clear understanding of individual members of staff and key personnel for integrating gender responsive actions into their work. Regional Vice-Presidents are responsible for the actual implementation of the mainstreaming strategy: the Management Board provides overall leadership on integrating gender issues into the Bank's work and the Operational Vice-Presidents are held accountable for gender mainstreaming.

2.17 The GEPOS adopts similar strategies to those used by other MDBs and gender mainstreaming is implied through a number of initiatives proposed in the operational strategy to integrate GE analyses in the Bank's operations, both internally and externally, including in the following entry points for mainstreaming gender identified in the GEPOS: bank policies and strategies, strategic planning documents, CPAs; Poverty Reduction Strategies (PRS) Tools; CSPs; SDF allocations and projects (supported by bank loans and grants), as well as, all stages of the project cycle; and, responsibility for implementation residing with senior management.

2.18 On the other hand, the main point of dissonance was in the absence of an explicit focus of the strategies on the position of women in the gender hierarchy particularly as this relates to situations of poverty. This may, in the long term, prove to be a barrier to achieving the intended outcome. The World Bank points to the fact that:

....the primary pathways through which gender systems affect growth are the productivity of labor and the allocative efficiency of the economy, through investments in human capital (especially girls' and women's education and health), investments in physical capital (especially women's access to capital or to the formal sector employment it creates), and the functioning of markets and institutions (good governance is critical).¹⁶

2.19 Of note is the fact that in the Caribbean females have benefitted from investments in human capital as reflected by education and health indicators. However, the same cannot be said for benefits that have accrued from investments in physical capital as reflected in economic indicators such as employment/unemployment, wage gaps, their high involvement in unpaid labour and the resulting lack of access to loans and exclusion from social security benefits.

2.20 Nonetheless, if the integration of gender is achieved in all of the areas listed above, it can be reasonably expected that all projects, both social and economic, supported by the CDB can be responsive to the unique and different needs of male and female beneficiaries in the BMCs. The key components of

¹⁶ US International Development Agency. *op. cit.*

the Operational Strategy are, therefore, necessary and, intrinsically, are sufficient to achieve the GEP objectives for the CDB and its BMCs.

2.21 However, there are two mitigating factors that would need to be addressed. Capacity building of both internal and external stakeholders is an essential pre-requisite for developing the conceptual understandings and skill sets for engaging in gender analyses required to inform gender mainstreaming. Coupled with this, is the fact that, the main pillar of a gender mainstreaming strategy is the essential requirement for the planning of interventions and the design and implementation of assistance programs and projects be grounded in research which incorporates gender analysis. Without the capacity building, incorporation of gender analysis in planning and design of programmes would not be possible.

2.22 The institutions with which a development bank relates, therefore, need to generate and include sex-disaggregated data and strong monitoring and evaluation strategies in projects and programmes. Added to this, implementation of gender mainstreaming in any organization requires individuals with the understandings and tools to engage in gender analyses which should be integrated in all processes as a routine course of action. Gender mainstreaming is therefore both a way of 'thinking' as well as of 'doing', and to be successful, has to be embraced as part and parcel of the culture of the organization.

2.23 The precursor study, however, revealed that a major factor constraining gender responsive approaches to development in the region was '*a scarcity of standardized, sex-disaggregated data in some key economic and social sectors and limited capacity in some BMCs to collect and/or analyse the data*'. In the same study, similar constraints were also identified in the CDB and it was reported that '*there were varying interpretations of gender terminology and concepts among staff as well as extremely limited Bank capacity in gender analysis*'.¹⁷ Given the lack of these capacities in both the CDB and the BMCs, unless urgently addressed as a pre-requisite to implementation of the GEPOS, it is highly unlikely that the stated objectives and goals of the GEPOS, although realistic, will be attained.

2.24 More importantly, until the strategies, proposed in the GEPOS are actually developed and/or actioned, the potential for achieving desired results remains untapped. Information gleaned from the discussions with the internal stakeholders point to the fact that although some progress has been made, significant portions of the work on the proposed strategies and tools is yet to begin.. The absence of any systematic implementation is borne out by the Status Report on Implementation, tabled at a meeting of contributors to the SDF held in Dominica in February 2012¹⁸

BANK PERFORMANCE

Incorporation of GE into Policies/Corporate Processes and Accountability Mechanisms

2.25 Multiple opportunities and strategic entry points were identified for the Bank to effectively integrate GE into its various operations and processes. A substantial thrust of the GEPOS was the need for the Bank to build support for gender equality in the region by integrating gender into its policies and corporate level processes. Success in this regard would be monitored by the introduction of a number of accountability mechanisms. In the proposed OS, accountability mechanisms and incentives to drive integration of gender equality across the Bank's operations were identified as operating at four levels. At the Corporate (Bank wide) level, it was expected that accountability mechanisms would include integration of gender in the Results Based Management (RBM) Cascade; development of a GE Results framework linked to the objectives set out in the GE Policy; selection and/or development of quantitative

¹⁷ *Status of Gender and Development in CDB and the Caribbean, the Way Forward and CDB's Role.*

¹⁸ Caribbean Development Bank. Special Development Fund (UNIFED). *Status Report on Implementation of the Gender Equality Policy and Operational Strategy.* February 2012. SDF 8/1-NM-3.

and qualitative indicators linked to the expected outcomes of the RBM and the GE Results Framework; the integration of objectives into annual work plans and budgets; and, an overall evaluation of corporate level results at the end of the four year implementation period.

Policy Documents

2.26 Prior to adoption of the GEPOS the Bank had produced a number of strategy and policy papers which included Education and Training, and the Private Sector. It was recommended that in reviewing these strategy and policy papers, points for action for promoting gender equality be identified and incorporated. The review and revision of these policies remain outstanding.

Strategic Plan and RBM Cascade

2.27 Gender was to be incorporated in the Strategic Plan and the related RBM Cascade. A tool was also to be developed, the GE Results Framework, to monitor the extent to which GEP objectives were incorporated in the Cascade and, subsequently, in the work plans and budgets of Divisions. At the time of the assessment, gender concerns had been incorporated in the 2010-2014 Strategic Plan to the extent that it explicitly states that:

....the Bank will treat gender equality as a theme cutting across all sector interventions, i.e. a cross-cutting theme for the purpose of broadening the poverty impact of its interventions.¹⁹

A review of the RBM Cascade for 2010-2014 reveals that gender equality is identified as a cross cutting theme but there is no translation of this intention in the expected outcomes or strategies aligned with the five pillars of the Bank's operations. A further opportunity exists, however, for the integration of gender when the RBM Cascade is used to guide the development of annual Divisional and/or Departmental work-plans.

2.28 The Results Monitoring Framework (RMF), if intended to be used as a tool for monitoring this integration of gender into work-plans and ultimately into CDB's development initiatives in the BMCs, falls short in this regard. At its 240th meeting (2010) the Board of Directors discussed the framework and made recommendations for the improvement of the RMF including the need to 'explore opportunities for providing additional gender disaggregation of indicators'. In the follow up paper (BD115/10 Add.1, 2011) Gender equality is identified as one of the strategic objectives and cross-cutting themes through which CDB's contribution will be programmed, and, where possible, indicators at all levels of the RMF should be disaggregated by sex.²⁰ However, in the tables in which these indicators are laid out, the only area in which there is disaggregation on the basis of sex is in net enrolment in primary and secondary education. Examples of areas in which sex disaggregation would be instructive in assessing the status of gender equality are: population with access to improved water sources and sanitation; teachers trained for the primary and secondary levels of education; secondary school graduates achieving five O' Level passes, including Mathematics and English; survival rate of students; beneficiaries of rural enterprise credit programmes; beneficiaries of road projects etc. At this point, the development of the GE Results Framework which could assist in this process is still outstanding.

¹⁹ Caribbean Development Bank. Strategic Plan 2010-2014. May 2010.

²⁰ Caribbean Development Bank. 246th Meeting of the Board of Directors, Trinidad and Tobago. May 2011. Paper 115/10 Add.1

Bank Operations

2.29 A critical hub upon which GEPOS was anticipated to work was the inclusion of gender equality considerations and analyses during the preparation of Country Gender Assessments (CGAs), CSPs and CPAs, all of which would be tools to be used in the formulation of CSPs and programmes of support for the BMCs. There has been some progress made in respect of ensuring that gender issues are integrated into the work done in this regard. The involvement of the Operations Officer, (Gender), the Gender Specialist (Basic Needs Trust Fund [BNTF]), The Portfolio Manager (BNTF) and the social analysts, particularly over the past two years, from all accounts, made this possible. It was difficult to attribute this approach to any direct imperative from the implementation of the GEPOS. In order to ensure accountability, it was further/ also expected that GE considerations would be incorporated into tools used in these various processes.

2.30 The GEPOS called for the development of ten CGAs. A major objective of these assessments is to ‘enhance the effectiveness of CDB’s development programmes to respond to development needs related to gender equality’ and are expected to be ‘the first and most critical step towards gender-responsive planning and programming as part of a process of mainstreaming gender in CDB’s mission programmes and project activities’.²¹ To date, three have been completed for Anguilla, Belize and St. Lucia, respectively. In each case there has been a systematic gender analysis resulting in a clear indication of the differential impacts on men and women in various sectors and these should, therefore, be a pivotal tool for informing the design of country assistance programmes as well as determining priority areas for loans and grants. CGAs for the remaining seven (7) countries should, therefore, be completed as a matter of urgency.

2.31 In 2004, the PRS Toolkit was developed to help staff optimise the poverty reduction potential of all CDB’s policy, programming and project cycle activities. The toolkits, among other things sought to “mainstream ‘gender thinking’. The questions included in the toolkits encourage design and supervision teams to think about how gender and age-based differences could limit economic opportunities and access to resources. The aim was to ensure that all interventions were designed to address gender-based constraints.²² Information received indicates that this toolkit will be reviewed and, where necessary, revised to strengthen the gender equality dimension as part of the implementation of GEPOS. However, this has not yet been done.

2.32 GEPOS specifically recommended that the Governance Toolkit for Project Appraisal, Guidelines and Recommendations for Operationalising CDB’s PRS (2005) and CDB’s CSPs: Annotated Outline be revised to incorporate a gender perspective to facilitate gender mainstreaming in the CSPs. A review of these documents revealed that except for the Guidelines for incorporating a PRS focus in CDB’s work which made some recommendations to address gender concerns as a part of this process, including that a dimension of the Job Description for Social Policy Advisor be to assist with mainstreaming gender equality into Bank processes, the other two were silent in regard to issues of gender. The latter situation also obtained with respect to Revised Governance Toolkit for CSPs. The recommended revision of these tools therefore remains outstanding and should be undertaken in the short-term.

2.33 The GEPOS points to the fact that CPAs were conducted in two countries during 2007 and benefitted from good quality gender analyses. It was expected that this activity would have continued with a stronger emphasis on gender analysis. CPAs for Belize and Dominica were developed in 2010. In the case of Dominica, there was strong evidence of gender integration whereas in the case of Belize,

²¹ Caribbean Development Bank. 243rd Meeting of the Board of Directors. Barbados, October 2010. BD82/10. Technical Assistance – Gender Assessment of Borrowing Member Countries for Gender Mainstreaming.

²² CDB Document. Using the Toolkits.

integration of gender concerns was minimal. This might have been avoided had the Belize CGA, carried out in 2011, been done prior to the CPA. There is need to rationalise activities and make sure that they are sequenced in a manner that will allow articulation between activities. In fact, the TA for the CGAs clearly indicates that the preparation of CGAs should be the first and most critical step in the gender mainstreaming process.

The Project Cycle

2.34 Four CSPs which were developed during the period covered by this assessment were, reviewed. The only instance in which there was a systematic and cross-cutting analysis of gender was in the case of Trinidad and Tobago; the information provided would therefore be useful for informing the corresponding country assistance programmes and Bank support to that BMC. In the case of the CSPs for Jamaica, Barbados and Haiti, in all three instances gender was treated in relation to the discussion of the MDGs, as well as, discretely under the 'Development Context' for Jamaica and under 'Social Sector Development' for Haiti. In these cases, the analysis was somewhat superficial and, therefore, would not have been instructive for informing country assistance programmes or for monitoring accountability for gender mainstreaming. A review of the CSPs for these three countries confirms this observation. Although gender equality/gender mainstreaming is acknowledged as a strategic focus of the Bank, there was no evidence of the integration of gender in the proposed CDB assistance strategies for those countries.

2.35 In relation to facilitating accountability for GE integration throughout the project cycle, it was recommended in the GEPOS that all tools and checklists be reviewed and adapted to incorporate gender concerns at all stages including: scoping and preparation of the mission, appraisals, supervision and monitoring and project completion. Particularly relevant in this regard are the PRS Toolkit and the Social Impact Assessment (SIA) Guidelines which should have been revised for this purpose. The 2004 version of the SIA Guidelines²³ states that one of the things that the guidelines are intended to facilitate is the promotion of gender equity and the mainstreaming of gender issues throughout the project cycle. All projects are supposed to be screened by a social analyst to determine their potential impact on poverty reduction, social organisation and culture and it is at that stage that gender dimensions of the project should be highlighted and incorporated as is necessary. Social analysts are also expected to use the Guidelines to ensure that social concerns including gender and poverty reduction are factored into projects supported by grants or loans.

2.36 Although to date, these revisions have not occurred, information gleaned from interviews confirms that the 2004 SIA Guidelines have been used for work in project development. As they now stand they are useful for guiding gender integration at the stage of project formulation and design but are silent with regard to gender integration in the further stages of the project cycle. Further revisions would ensure their application and usefulness throughout the project cycle.

2.37 Staff in the Projects Department, particularly, but not exclusively, those in the Social Sector Division (SSD), have been pursuing this focus on integration using their current expertise in gender and gender analysis. This was rationalised given that gender mainstreaming is relevant to the types of projects managed by that Division, and identification and integration of gender as a cross-cutting theme was, therefore, readily facilitated. The Divisional Review process was held up as the example of successful gender integration, particularly because the Portfolio Manager (BNTF) was a gender specialist and had been integrally involved in the review process. The BNTF programmes had a list of gender analysis tools that had been developed to guide their interventions, again not driven by the GEPOS, but more as a recognised requirement for the work of the Fund.

²³ Caribbean Development Bank. Guidelines for the Social Analysis of Development Projects. January 2004.

2.38 While there was success, particularly in the SDD within the Projects Department, staff members in the other departments were unclear as to how to mainstream gender into their work. Many of the staff members interviewed were concerned that while, intuitively, they knew that an intervention had gender implications, they felt constrained to explain these implications as a mere number crunching of males and females but recognised that there was a fuller and deeper analysis to be conducted that would look at the ways in which events and outcomes would impact beneficiaries differently based on their gendered roles. This kind of analysis was seen as important to the design of Bank interventions.

Individual Accountability

2.39 The roles and functions of staff in key positions are clearly delineated in the proposed OS and it was expected that individual accountability could be monitored through CPI appraisals. These functions have not been inserted in the respective job descriptions, as was proposed, nor do they form part of the CPI process. Portfolio managers were expected to monitor GE performance in the BMCs through supervision of projects and preparation of project completion reports. There is no evidence that this requirement has been systematically implemented. Although staff with expertise in gender assisted in facilitating some processes, this was not understood by all involved as being a part of their substantive work.

2.40 To date, the only level at which accountability mechanisms had been implemented was at the corporate level where the Bank's RBM Cascade is intended to inform the incorporation of gender-related objectives in annual work plans developed by Divisions and Departments. These plans would, therefore, need to be carefully scrutinised to ensure this translation and where accountability resides for particular GE results.

2.41 In principle, if implemented, the proposed accountability strategies could prove to be effective. However, interviews revealed that while some success has been reported in identifying and using gender sensitive indicators, many of the accountability mechanisms have not been fully activated and await the recruitment of the GEA. The lack of systematic implementation of the OS means that there can be no demand for accountability for GE outcomes.

2.42 A further concern in relation to accountability is that ultimate responsibility for implementation of the GEP rests with the President of the Bank who is accountable to the Board of Directors. The President, however, is also Chair of the Board of Directors. This conflict, in terms of responsibility for accountability to the Board of Directors, needs to be resolved.

The AMT and the Communication Strategy

2.43 A major component of the support mechanisms recommended to promote understanding and acceptance of the GEPOS was that: *'All members of CDB's Senior Management Group (SMG) [now designated the AMT] would act as GE Champions in the Bank and with BMCs and other stakeholders in the region.* The concept of Bank GE Champions, however, has found little traction among senior managers who, in the proposed strategy, were expected to be advocates for the promotion of gender equality both internally and externally. The BGECs were expected to seek active support for the GEPOS through:

- (a) including GE issues in policy dialogue with senior representatives from BMCs, other stakeholders, donors and partners, including Heads of Governments, Ministers of Economy/Finance, etc.;

- (b) outlining the Bank's commitment to GE in speeches, public presentations, media interviews, etc.;
- (c) requesting senior colleagues in BMCs to act as GE Champions during BGEC's interface with these BMC representatives;
- (d) requesting Heads of Government, and Ministers of Economy/Finance, etc. to act as GE Champions within their own countries; and
- (e) actively promoting gender integration in all Bank activities internally, among Bank staff, and externally with BMCs and partners.

2.44 The role of the AMT, in this regard, was cast on a 'voluntary' basis and their capacity to successfully discharge this function, in the absence of an '*a priori*' stage of capacity building, was assumed. There was no sustained, visible and dynamic demonstration of these functions by the group. Although some processes were initiated in relation to advancing gender equality in the Bank's processes including the appointment of an Operations Officer (OO, Gender), generally, feedback suggests that there was limited 'buy-in' or 'ownership' of the policy and its related strategies on the part of senior management. As a result, the expected functions laid out in the GEPOS were not carried out in any systematic way and this lack of buy-in also extended to other internal staff. Up to as recently as March 2012, the workshop evaluation, called for the need for the AMT to be actively brought on board in terms of gender mainstreaming activities.

2.45 It was recognised that, outside of the proposed BGECs, successful implementation would require additional internal support mechanisms to promote understanding and acceptance of the GEPOS. The recommended mechanisms included:

- (a) the President's Discussion Series;
- (b) electronic and hard copy bulletin boards;
- (c) the Bank's internal newsletter; and
- (d) the Gender Equality Support Group.

While the first three of these mechanisms had been established prior to the adoption of the GEPOS, they were not deployed to promote understanding and acceptance of the policy and related strategies and, therefore, were not utilized as was expected. There was, however, no evidence that lack of action, in this regard, was because of constraints in financial resources. It was more likely due to the fact that responsibility for the oversight and coordination of implementation activities had not been assigned. The Gender Equality Support Group had not been established up to the time of this assessment.

Adequacy of Resources to Support the GEPOS

2.46 The OS components required that in order to implement the GEP, the Bank would have to 'allocate significant human and financial resources to the implementation of the Policy and Operational Strategy'. The data garnered from the in-depth interviews and focus group discussions confirmed that the financial resources, as these were identified in the budget for the GEPOS, were in place and available. According to the GEPOS, the financial resources included funding for CDB staff, training and technical assistance to the BMCs. These were mobilized through the Bank's negotiations for the SDF 7.

2.47 Even though financial resources were in place, there appears to have been less success in the mobilisation of the human resources. The CDB establishment at the time of the Strategy's adoption had two approved gender specialist positions: the Operations Officer (Gender) in the Project Services Division (PRSD) and the Gender Specialist in the BNTF, SSD. The GEPOS also recommended the creation of a four-year fixed-term position for a senior GEA who would report to the Vice-President (Operations). The Operations Officer (Gender) was expected to work with the GEA and focus, at the programming level, on GE inputs. While the BNTF Gender Specialist's job assignment would be focused on support to the BNTF programme, according to the GEPOS, s/he was expected to communicate and cooperate with both the GEA and the Operations Officer (Gender).

2.48 At the time of adoption of the GEPOS, the BNTF and OO (Gender) positions were vacant and the recommendation was to have both filled by the end of the second quarter of 2009. While these posts were filled, currently, there is no Operations Officer (Gender) and the position has been recently advertised with applications closing on April 30, 2012.

2.49 The GEA was expected to play a critical role in spearheading and providing general oversight for the implementation of GEPOS. In fact, the GEPOS clearly articulates the importance of the role thus: *The implementation of the OS will depend heavily on the GEA and the position should therefore be filled as soon as possible, ideally by June 2009.* In spite of this pivotal role outlined in the GEPOS, the GEA was not recruited during the period under review. The Bank recently advertised the post with applications closing on April 30, 2012. While various opinions were offered by the officers interviewed (such as severe constraints in respect of a shortage of staff that translated into a heavier workload for bank officers and the Bank's efforts to respond to the effects of the global recession in the region) for the failure to fill the post, there was general consensus that the absence of the GEA was a major contributing factor to the slow-moving pace of implementation of the Strategy.

Capacity Building

2.50 In the OS, it was envisaged that capacity building, for both the CDB and the BMC staff that interface with the Bank, would have been a 2009 start-up activity spear-headed by the GEA and both were intended to be informed by an assessment of needs. However, capacity building was only started in 2012. The TA for the staff training, dated March 8, 2012 indicates that the training programme was expected to 'include the following activities: sensitisation, discussion sessions; self training materials; training workshops; coaching and mentoring; study tours; secondments or short-term placement in other institutions; and, short courses'. The objective of the training workshops as stated in the TA was 'to equip staff with the knowledge and tools needed to enhance their capacity to support the gender equality objectives of the Bank and its BMCs'.²⁴

2.51 The first activity, a one day training workshop for Economists and Professional Staff and a half day training workshop for support staff, was conducted over the period March 15 to 16, 2012. The purpose of the workshop for Economists and Professional Staff as stated in the Report on the Workshops²⁵ was to:

1. introduce basic concepts in gender equality and how they are relevant to CDB's mandate and work in order to provide a common foundation of understanding;

²⁴ Caribbean Development Bank. 250th Meeting of the Board of Directors. Dominica, March 7, 2012. Paper BD12/12. Notification of Approval of the Use of Funds – CDB Staff – Gender Capacity Development Training.

²⁵ Report on Caribbean Development Bank Gender Equality Training Workshops for Economists and Professionals and for Support Staff, March 15-16, 2012.

2. review CDB commitment to GE;
3. discuss the dynamics of changing gender issues in the region; and
4. strategize about supporting BMC capacity in gender equality.

2.52 The fourth objective which was intended to assist participants to understand the relevance of the training to support BMC capacity in gender mainstreaming was not met because of insufficient time. Hopefully, this will be covered in the follow-up workshop scheduled for May, 2012. In terms of the areas covered, the majority of participants found the training generally useful to inform their work functions. However, sixteen percent felt that there needed to be more time given to the application of gender analysis to the Bank sectors. Overall, there seems to have been satisfaction with the treatment of concepts but there was a feeling among some participants that more time should have been assigned to the practical aspects of the workshop such as application of gender analysis in the Bank sectors. Thirty percent of the participants felt that enough time was not spent on looking at how the Bank would integrate gender into its processes. For that reason, thirty-five percent of the participants felt that there was need for more training and forty percent felt there was need for more coaching or technical assistance. At two different points in the comments, reference was made to the need for the AMT to be actively brought on board in terms of taking a lead in gender mainstreaming activities. In sum, the workshop objectives seem to have been met but time was identified as the most serious limitation. Also, the follow-up workshops need to build on the groundwork laid in the Introductory Workshops and some of the other training modalities need to be pursued.

2.53 The workshop for the support staff was a truncated version of the content offered to the economists and professional staff. Feedback from the evaluation of the workshop was only provided by 50% of the participants. Those who responded expressed general interest in the content but less than half of the respondents felt that the content was always directly relevant to their work. They would have liked to have had further training on specific interventions that focused more directly on GE issues but did not see the need for any further exposure to tools or technical assistance. In the discussion of Key Gender Equality Issues in the Caribbean, one critical area of concern was what was perceived in the context of the CDB workplace in respect of occupational segregation by sex, as well as, the hierarchy among staff as reflected, for example, in designations of staff as Support Staff when the staff in this category also saw themselves as professionals. One suggestion made to minimise the lines of divide was to have some joint training workshops held for both categories of staff. This could allow for shared understandings, cross-fertilisation of ideas and, ultimately, better synergies in activities aimed at gender mainstreaming.

2.54 A follow-up session was scheduled for May. The extent to which this training focused on ‘hands-on sector-specific and project-specific training that builds capacity to integrate gender into specific types of operational work’ needs to be assessed. Although similar capacity training has been proposed for the BMCs, it has not happened as yet.

GEPOS MONITORING FRAMEWORK

2.55 The Gender Equality Operational Strategy Monitoring Framework and the Gender Equality Operational Strategy Indicative Timetable -Years 1 & 2, outline clearly activities for implementation, expected results, indicators of outputs and time periods. Presumably, the stated outcomes would guide the formulation of more gender specific expected outcomes in the RBM Cascade and annual work-plans in relation to relevant areas identified in the Monitoring Framework. In some instances, the formulation of such outcomes could be guided by the Results Management Framework (RMF) except that it has already been noted that this framework needs to be revised to facilitate more focused integration of gender concerns (refer #2.28).

2.56 In addition, in the framework, no centres of responsibility for monitoring activities are identified so that there is no clearly delineated system which sufficiently highlights the inter-linkages between and among the key players. Consequently, an indication of the flow of relationships and interface between and amongst players at all levels of monitoring is lacking. An elaboration of a M&E system would give greater clarity to the process. In the GEPOS it is recommended that the framework be further refined and revised by the GEA who, presumably, could determine the interface between and among major players who would be tasked with monitoring implementation.

EFFICACY OF THE IMPLEMENTATION OF THE GEPOS

2.57 The operational strategies proposed in the GEP are consistent with strategies which are used by other bilateral and multilateral organizations for mainstreaming gender equality. Many strategic points for integrating gender into the operations of the Bank are identified, which were intended to allow for the integration of GE, as well as, support work in its major thematic areas and, on a conceptual level, are, therefore, sufficient for achieving the GEP objectives.

2.58 The assessment of the Bank's performance, however, points to the fact that implementation has not been systematic and several actions are either incomplete or are yet to be initiated. Shortcomings in relation to the following have been discussed in the preceding section: the integration of GE in CDB policies and procedures; the development and implementation of a communication strategy; performance of the Bank Gender Equality Champions; allocation of specified resources including human resources; GE capacity development for BMCs and CDB staff; mechanisms for promoting accountability for GE results at all levels; and, the GEPOS Monitoring Framework.

2.59 Overall, implementation efficacy was, therefore, low and the constraints and opportunities, addressed in the subsequent section, would need to be addressed for an improved situation.

CONSTRAINTS HINDERING IMPLEMENTATION AND OPPORTUNITIES FOR LEVERAGING IMPLEMENTATION

Constraints

2.60 The low level of implementation is due to a number of constraints operating both internal and external to the organization. Historically, efforts at gender mainstreaming, in both international and regional contexts, have been impacted by a number of mitigating factors. Challenges identified in the international arena are well catalogued in a paper by Mehra and Gupta (2006) and are outlined below:

These authors contend that:

- (a) reviews and evaluations show a huge gap between policy commitments and actual implementation and describe implementation as "patchy" and "embryonic. They assert that the gap is most pronounced in mainstreaming gender into operations and in this regard refer to a study of 14 international development agencies representing a mix of bilateral and multilateral donors, UN agencies and non-governmental organizations (NGOs) which showed that gender was not reflected in country and strategy documents. Since these documents form the basis for developing sector programs and interventions, this shortcoming at the start of the process is reflected throughout planning design, implementation, monitoring and evaluation processes;
- (b) a second widespread understanding that limits gender mainstreaming is that all staff should be responsible for its success. They point out that a potentially contrary outcome

of this understanding is that when mainstreaming is everyone's task, it can become nobody's responsibility;

- (c) evidence from experience shows that most staff does not assume, let alone fulfil, gender mainstreaming responsibilities and, in most cases, the task rests with key individuals who are willing or appointed to take on the responsibility. The authors posit that many factors account for this lack of commitment to assume gender mainstreaming responsibilities including: reluctance to take on additional work; feeling that they lack the knowledge and skills to undertake the responsibility; and, lack of motivation because they may not see a connection between incorporating gender considerations and their own work goals and plans; and
- (d) the training provided is less than satisfactory. Even though organizations may invest heavily in time and resources to provide training in areas such as gender sensitization, gender concepts and analysis the need is for a completely different type of technical and hands-on sector-specific and project-specific training that builds capacity to integrate gender into specific types of operational work.

2.61 A study of efforts by governments in the Caribbean to mainstream gender and to advance gender equity through substantive programming, policy and administrative reform identified limitations and challenges related primarily to political will and commitment; a lack of an understanding of gender; and, inadequate resources to support mainstreaming efforts.

2.62 Constraints that have hindered implementation of the GEPOS and, by extension, the integration of gender equality in the CDB and BMCs relate to the factors outlined above as obtains in the international and regional contexts. A major constraint was the failure of the CDB to immediately put in place the GEA who, according to the OS, was expected to oversee implementation of the GEPOS. In the absence of this appointment this responsibility was not reassigned to any one individual but it was expected that the Operations Officer (Gender) could take on many of the functions required for mainstreaming with assistance from the BNTF Gender Specialist and other persons with 'gender expertise' such as the BNTF Portfolio Manager suggesting an effort to utilise existing resources. There was, therefore, no assigned centre of responsibility for coordination of implementation of the OS and, except for the OO it was left to the willingness and availability of individuals to participate where possible in the integration of gender in various processes and operations in a less than systematic manner.

2.63 This situation was further exacerbated by the expectation that the concept of the BGECs would be embraced by senior management and executed as laid out in the OS. In any effort to achieve organizational change it is essential to have strong opinion leaders who act as champions of the cause. However, as pointed out earlier when this becomes 'everybody's task it can become no one's responsibility'. The failure to appoint the GEA, as well as, the fact that the role of championing the policy, both internally and externally, both contributed to inconsistent and 'embryonic' implementation and a lack of motivation on the part of the wider CDB community to sign on to the policy and the strategy – many of whom may not even have been aware of its existence.

2.64 The delayed recruitment of the GEA impacted a number of implementation activities including the development and implementation of a gender training needs assessment and capacity building programme, for both internal and external stakeholders, intended to develop the understandings, skills and tools required for engaging in gender mainstreaming. In the OS, it was envisaged that capacity building, for both the CDB and the BMC staff that interface with the Bank, would have been a 2009 start-up activity spear-headed by the GEA but this activity only started in March 2012.

2.65 The overall OS, as outlined in the GEPOS, has the potential to achieve the expected outcomes. However, given that, to date, many dimensions of the OS plan have not progressed as expected in the implementation plan, at this stage, no assessment can be made of the efficacy of the overall strategy.

Opportunities

2.66 Discussions in paragraphs 2.05-2.09 point to the fact that gender mainstreaming is the approach to development adopted by MDBs including CDB. Gender mainstreaming is the approach espoused in the GEPOS but it is by no means new to the Region. Caribbean governments have subscribed to many precursor agreements that call for and support gender mainstreaming for achieving gender equality. Gender mainstreaming is:

.....the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." (UN ECOSOC, 1997).

2.67 Since the 1990s this approach to development planning has been widely accepted and reflects the evolution of development thinking away from a WID focus on bringing women into development processes to:

...the widely adopted goal of seeking gender equality where society values equally both the similarities and the differences between women and men and the varying roles they play. Thus, the most current approach is one of gender and development [GAD], which has been adopted by most of the new strategic plans since the latter part of the 1990s.

Beijing Platform for Action coming out of the 1995 4th World Conference on Women, the 2000 CARICOM post-Beijing Plan of Action and the MDGs all advocate a gender mainstreaming approach to promote gender equality. Additionally, a number of the BMCs have developed National Gender Equality Policies that also embrace GMS. The GEPOS merely reinforces these commitments and could go a far way in assisting member countries to meet obligations under these agreements. The CDB, then should ensure that initiatives designed in relation to the implementation of the GEPOS are harmonised with efforts in the BMCs to meet obligations under these wider commitments. This could be achieved when CSPs are being developed.

2.68 The commitments and components of the GEPOS adopt a gender mainstreaming approach to development which is consistent with global development practices and, therefore, together constitute an opportunity that can be leveraged by the Bank to realise its goal for the Bank 'to be a leading catalyst promoting GE in the Region by working with borrowing members and other development partners in a responsive and collaborative manner' – the overall goal of the GEPOS. This, however, will only be possible if the Bank engages in systematic implementation of the OS and addresses the shortfalls identified in this review.

3. LESSONS LEARNT AND RECOMMENDATIONS

LESSONS

3.01 The GEPOS is considered as essential for guiding gender mainstreaming in all Bank operations and processes thereby reducing poverty and promoting more sustainable and equitable development in the BMCs. At a strategic level, gender mainstreaming has to be presented as an integral part of the Bank's operations to the point where it becomes integrated into the Bank's culture in terms of both policy and practice.

3.02 Successful implementation of GEPOS is dependent on buy-in and support at the level of management. Without a clear indication of ownership of the GEPOS, at this level, the mandate for routinely integrating gender into all Bank operations will not be taken seriously by staff at other levels. Further, accountability for functions related to gender mainstreaming can only be guaranteed if these functions are incorporated in job descriptions and appraisal processes.

3.03 Successful implementation is dependent on strong leadership of the process through a well coordinated Team of persons, in strategic positions with the pre-requisite understandings and skill sets, to engage in gender analyses and the formulation of projects/programmes and policies informed by these analyses. Well defined gender indicators are also necessary to track progress at all stages of the process: planning, development, implementation and assessment of outcomes.

3.04 The filling of the GEA post is important and would allow for the assigning of responsibility for dynamic leadership, advocacy and oversight of a coherent, coordinated implementation process and for closing implementation gaps.

3.05 Without the planned roll out of the GEPOS, to both internal and stakeholders, its potential to address gender inequalities and contribute to more equitable and sustainable approaches to poverty reduction in member countries will remain untapped.

3.06 Tools developed to guide GE in various sectors financed need to be revised to ensure their relevance for gender integration and would enhance gender mainstreaming activities across the Bank's operations and corresponding interventions in the BMCs.

3.07 Without clear articulation, between and among, the various Bank processes and operations (for example, CGAs, CPAs, NPRS and CSPs) that, collectively, give meaning to and contribute to achievement of the overall goal of gender mainstreaming as a cross cutting process, the integration of gender and the promotion of gender equality will remain elusive.

3.08 M&E is an essential process for determining progress towards targets and expected outcomes as well as for providing feedback on the efficacy of gender mainstreaming. More attention needs to be given to the articulation of clear monitoring and evaluation strategies with clear lines of responsibility and communication among the players in various Divisions and engaged in operations related to the various levels of the Bank's work.

RECOMMENDATIONS

Strategic

3.09 The disproportionate impact of poverty on women in the region, even as it is identified in the precursor study and acknowledged in the 2010-2014 Strategic Plan and in CSPs, should be explicitly

acknowledged as an essential dimension of the rationale for the GEPOS and disaggregated data, in this regard, should be used to inform a more nuanced approach to PRSs for BMCs which do not overlook differential impacts on sub-groups within the more widely defined group labelled as living below the poverty line.

3.10 A clear message of commitment to the GEPOS, on the part of senior management, needs to be communicated to internal stakeholders through the actioning of support mechanisms, intended to promote understanding and acceptance of the GEPOS, including, among others, the mounting of the President's Discussion Series and the use of electronic and hard copy bulletin boards to disseminate information on, *inter alia*, the status of implementation, challenges to be resolved and best practices.

3.11 The proposed Communication and Marketing Strategy should be immediately rolled out to facilitate communication and dissemination of the policy and operational strategy, particularly to external stakeholders. To facilitate this, the CDB website should be improved and streamlined to provide information on the main components of the OS and be used as the main medium for keeping internal staff and external stakeholders abreast with ongoing implementation, outcomes and impact of the GEP.

Centre(s) of Responsibility for Implementation of the GEPOS

3.12 The GEA position should be filled without delay and the individual mandated as **the** main Bank Gender Equality Champion (BGEC) responsible for leading the implementation of the GEP in keeping with proposed strategies in the OS and with functions and roles outlined in the Job Description included in the GEPOS proposal. The GEA will report to the Vice-President (Operations).

3.13 The proposal that the AMT act as a collective in championing the GEPOS should be abandoned. Instead, an Implementation Team (IT) should be established led by the GEA, supported by a group that will include the V.P. Operations, the Gender Operations Officer, the BNTF Gender Specialist and other staff incorporated by virtue of expertise in gender and/or major responsibility in various Bank operations and processes where GMS should be mandatory. This group would carry out functions originally designated for the AMT. The IT will have direct responsibility for oversight of ongoing implementation of the GEPOS as well as work with a M&E Team to track gender mainstreaming outcomes. The "webmaster" (refer 3.11) should be an integral member of the IT with responsibility for the dissemination of current information related to the implementation and outcomes of the GEPOS.

Implementation Process

(a) Development/Revision of Tools to guide GMS

3.14 Tools to guide gender mainstreaming and GE in various Bank operations should be developed or revised to ensure their practical relevance for the integration of gender equality strategies in respective Bank operations and processes. Acceleration of this activity would enhance gender mainstreaming activities across the Bank's operations and corresponding interventions in the BMCs. This includes the Gender Equality Results Framework. In addition the following should be reviewed and revised as necessary, without delay, to incorporate gender equality concerns in relevant operations and processes. There should be agreement on the nomenclature used for referencing these tools to ensure consistent use of terminology across all Bank documents:

- (i) PRS Toolkit;
- (ii) RMF;

- (iii) Guidelines and Recommendations for Operationalising the PRS;
- (iv) Governance Toolkit for Project Appraisal;
- (v) Revised Governance Toolkit for CSPs;
- (vi) Country Strategy Paper: Annotated Outline;

3.15 As they now stand the Social Impact Analysis Guidelines are useful for guiding gender integration at the stage of project formulation and design but are silent with regard to gender integration in the further stages of the project cycle. The guidelines need to be further revised to ensure their application and usefulness throughout the project cycle.

3.16 Strategy, and policy documents, including the Education and Training, Private Sector and Disaster Management should be revised to allow for the integration of gender concerns, as they relate to these sectors.

(b) Capacity Building

3.17 At the level of programming, there is an urgent need for the accelerated and complete development of capacities in relation to gender mainstreaming for both internal and external stakeholders. The proposed capacity building component of the GEPOS for CDB of staff and key stakeholders in the BMCs should be immediately accelerated and should focus on ‘hands-on sector-specific and project-specific training that builds capacity to integrate gender into specific types of CDB’s operational work. Exposure to tools developed for integrating gender in these operations should be part of the training package and training must be grounded in cases that reflect the Caribbean realities, as well as, are relevant to the kinds of interventions with which the Bank is involved. Conceptual understanding related to gender, gender equality, gender mainstreaming and the evolution of approaches to integrating women/gender in development (WID, WAD, GAD) should be an essential component of the training package.

3.18 As part of GEPOS capacity building exercises, statistical departments in the BMCs, as well as, relevant CDB staff should be targeted for training in relation to identifying relevant gender-responsive targets and indicators relevant for monitoring CDB projects, programmes and processes at country level. This activity should be done in collaboration with CARICOM that is already working with Statistical Departments in their member states on gender specific social and economic indicators.

(c) Rationalisation and Articulation of Operations related to GMS

3.19 There is need for a clear articulation, between and among, the various operations that, collectively, give meaning to and contribute to achievement of the overall goal of gender mainstreaming as a cross cutting process in the Bank’s operations. Chief among these is the articulation of CGAs, CSPs, CPAs, NPRS and points at which tools such as the CGA and the RMF need to be applied to guide these processes.

3.20 The development of CGAs for seven (7) of ten (10) BMCs funded through the SDF7 remain outstanding. These should be undertaken as a matter of urgency in light of the fact that the TA for the CGAs clearly indicates that the preparation of CGAs should be the first and most critical step in the gender mainstreaming process. CGAs should inform the development of CSPs, CPAs and PRSs and the

development of these outputs should be sequenced in a manner that allows articulation among these activities.

(d) Harmonisation of CDB's GMS activities with relevant regional/national initiatives

3.21 The GEPOS is consistent with a number of international and regional commitments under which BMCs have obligations for gender mainstreaming. CDB should, therefore, ensure that initiatives designed in relation to the implementation of the GEPOS are harmonised with efforts in the BMCs to meet obligations under these wider commitments.

Monitoring and Evaluation

3.22 Clear targets and related indicators which are responsive to gender concerns need to be identified in relation to the main pillars of the RBM Cascade of Strategic Objectives and expected outcomes derived from the Cascade and incorporated in annual work-plans. These should guide the collection of disaggregated data to inform Bank activities such as the generation of CPAs and CSPs, as well as, monitoring and evaluation of social and infrastructural projects. Further, such data should be disaggregated, at a minimum, by sex; however, if they are to inform poverty reduction strategies, data should be further disaggregated on the basis of SES, rural/urban location and ethnicity to facilitate an analysis of the intersecting impact of these factors on poverty reduction and other developmental processes.

3.23 The Monitoring Framework proposed in the GEPOS identifies tasks to be undertaken, expected results and indicators but does not identify centres of responsibility. Further, the various elements are not integrated into a holistic monitoring system. Elaboration of a M&E system that identifies key players and their responsibility within the system, as well as, the interconnections between and among the various components of this system would facilitate a better flow of information and integration of the various constituent elements into a comprehensive monitoring and evaluation plan. The system needs to clearly identify with whom coordination responsibility resides and the mechanisms that will be used to ensure that information gathered from monitoring activities, feeds back into the system for adjustments/improvements as is necessary. The major players in this system should have regular meetings to review and assess the progress in implementation and provide feedback for improvement to relevant stakeholders. A monitoring group consisting of individuals drawn from the main centres of responsibility could be established, chaired by the GEA, to carry out these functions and the GEA would provide the IT with regular updates on the status of M&E activities.

3.24 An important dimension of M&E activities must be a requirement for standard official documentation of results obtained from tracking of gender mainstreaming activities in ongoing operations. This is necessary to ensure that there is on-going systematic monitoring which provides feedback and helps to build capacity of executing agencies in the BMCs. Monitoring data should also be used as feedback to review and revise, as necessary, subsequent actions related to a particular intervention. Portfolio Managers should be tasked with the responsibility to monitor GE performance in the BMCs through supervision of projects and preparation of project completion reports.

Accountability for Results

3.25 To guarantee accountability for functions related to implementation of gender mainstreaming strategies outlined in the GEPOS these functions and roles should be incorporated in job descriptions as well as in Continuous Performance Improvement (CPI) appraisal for relevant staff.

3.26 The GEPOS proposes that accountability to the Board of Directors for GEPOS outcomes resides with the President of the Bank. If the recommendation made in 3.13 is accepted, in light of the fact that the GEA would have direct oversight responsibility for moving implementation forward and reports to the Vice-President (Operations), for greater transparency and better governance practices, accountability for GEPOS results should be transferred to the Vice-President (Operations).

CONCLUSION

3.27 The key components of the OS are necessary and, intrinsically, are sufficient to achieve the GEP objectives for the CDB and its BMCs. However, until the range of strategies proposed in the GEPOS are actually developed and/or actioned, the potential for achieving desired results remains mostly untapped.

TERMS OF REFERENCE FOR CONSULTANCY
CONSULTANCY SERVICES ASSESSING THE IMPLEMENTATION EFFECTIVENESS OF
THE GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY OF THE CARIBBEAN
DEVELOPMENT BANK

1. BACKGROUND

1.01 Since the Beijing Fourth World Conference on Gender and Development in 1995, there has been increasing recognition that gender equality is a critical development objective in its own right. The World Bank notes:

“...Greater gender equality can enhance productivity, improve development outcomes for the next generation, and make institutions more representative...Women now represent 40 percent of the global labor force, 43 percent of the world’s agricultural labor force, and more than half the world’s university students. Productivity will be raised if their skills and talents are used more fully. For example, if women farmers were to have the same access as men to fertilizers and other inputs, maize yields would increase by almost one-sixth in Malawi and Ghana...Eliminating barriers that discriminate against women working in certain sectors or occupations could increase labor productivity by as much as 25 percent in some countries...Greater control over household resources by women can enhance countries’ growth prospects by changing spending patterns in ways that benefit children. And improvements in women’s education and health have been linked to better outcomes for their children in countries as varied as Brazil, Nepal, Pakistan, and Senegal.” (WDR 2012)

1.02 Supporting gender equality is simply ‘smart economics’²⁶. As such, the majority of multilateral and bilateral donors have put in place gender policies and/or strategies to promote equality in the design and delivery of development assistance to partner countries. Mainstreaming has become the process through which donor organizations have attempted to integrate gender into development analysis, country dialogue, sectors, and operations. The objective is to ensure the shift in organizational culture necessary for gender to become integral to how development organizations work and by extension improve development interventions and outcomes.

1.03 The Caribbean Development Bank’s (CDB) Strategic Plan 2005-2009 acknowledged the links between gender, poverty and sustainable economic development. The Bank recognized however, that in order to integrate gender into the Bank’s programming, explicit gender policies and strategies needed to be created. This approach is consistent with ‘good practice’ in gender mainstreaming and the strategies utilized by Multilateral Development Banks (MDFs) globally.

1.04 In November 2007, the CDB approved financing in the amount of one hundred and forty six thousand, four hundred and seventy six united stated dollars (USD\$146, 476) from its Special Funds Resources (SFR) for Consultancy services to prepare a Gender Equality Policy and Operational Strategy (GEPOS). The Board of Directors (BOD) approved the resulting Gender Equality Policy (GEP) in December 2008.

²⁶ Term coined by the World Bank regarding the importance of integrating a gender perspective into all development interventions.

1.05 The GEPOS was informed by a background study and assessment report; *Status of Gender and Development in the CDB and the Caribbean and the Way Forward and CDB's Role*. This analysis concluded that the major gender and development issues impacting the region were:

- (a) differential impact of economic adjustment trends on women and men;
- (b) wide discrepancies in male/female rates of unemployment, particularly among youth;
- (c) a growing trend of male underperformance, youth violence and crime;
- (d) widespread gender-based violence (both domestic and social);
- (e) differential performance and participation of girls and boys in schools;
- (f) a rapid increase in the Human Immune-deficiency Virus (HIV)/Acquired Immune Deficiency Syndrome (AIDS);
- (g) under-representation of women in decision-making positions;
- (h) high incidence of poor, female-headed households;
- (i) increasing levels of poverty and incidence of other social challenges faced by elderly men and women; and
- (j) a scarcity of standardized, sex-disaggregated data in some key economic and social sectors and limited capacity in some BMCs to collect and/or analyze this data.

The main gender mainstreaming challenges identified within CDB included:

- (a) widely varying interpretations of gender terminology and concepts among staff;
- (b) extremely limited Bank capacity in gender analysis;
- (c) limited resources available to support the gender mainstreaming process;
- (d) RBM processes still at the early stages; and
- (e) a belief among some staff that GE is only a social and not an economic issue or that there are no serious GE issues within the Caribbean.

1.06. In light of the above, the GEPOS²⁷ aims to support integration of gender issues in the Bank's programming as well as facilitate gender mainstreaming across the BMCs. The stated objectives are:

- To reduce economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable, equitable communities.

²⁷ See Appendix I for the Gender Equality Policy

- To strengthen the capacity of all women and men, girls and boys, to acquire education, skills, and self-confidence in order to access economic opportunities, increase livelihood options and improve their quality of life in the changing global economy.
- To support governance processes in which women and men have equal access to power and authority in society, and effectively influence policies and advocate for their rights.

1.07 Taking into account the experiences of MDBs to date and lessons learned regarding institutionalizing GE, a comprehensive operational strategy detailing a provisional timetable²⁸ and implementation milestones was also developed mandating:

- (a) Adoption of the GE Policy and its effective communication to internal stakeholders;
- (b) Appointment of a senior Gender Equality Advisor (GEA) on a 4-year fixed term position to oversee the implementation of this Operational Strategy and that this position report to the Vice-President (Operations).
- (c) All members of CDB's Senior Management Group (SMG) to act as "GE Champion" in the Bank and with BMCs and other stakeholders in the Region.
- (d) Use of internal support mechanisms to foster increased understanding and acceptance of the Policy. Such mechanisms will include the President's Discussion Series, a GE support group of staff members who have expertise in GE, electronic and hard copy bulletin boards and CDB's internal newsletter (CDB Extra). These support mechanisms should be used to, among other things, build a common understanding of gender terminology and concepts, develop a practical understanding of the gender issues related to the Banks' priorities and cross cutting themes and challenge beliefs that regard GE as only a social rather than an economic issue.
- (e) Integration of gender analysis, results and data collection throughout CDB's project cycle.
- (f) Mobilizing funding as part of the Bank's SDF 7 to support gender integration activities and projects in BMCs.
- (g) Undertaking a GE capacity needs assessment of Bank staff and BMCs and based on the findings, undertaking GE capacity building for Bank staff and relevant staff within the BMCs to enhance their skills in gender analysis as it applies not only to the Bank's work but the regional development in general.
- (h) Implementation of accountability mechanisms to ensure that GE issues are integrated in Bank operations.
- (i) Monitoring and evaluating the progress of implementing this Operational Strategy.

²⁸ See Appendix II

1.08 To date, the CDB has made some progress²⁹ in implementing the GEPOS including the following:

- Support for the development of a Regional Policy Framework on Gender Differentials in Caribbean Education, adopted by COHSOD;
- Approval of a major TA project to undertake gender assessments in ten BMCs;
- Engagement of two gender specialists;
- Improvement of the approach to gender analysis by integrating gender considerations in the *Guidelines for Social Analysis of Development Projects*, and formulating *Gender Analysis Guidelines* for projects in the BNTF programme;
- Providing for a section on gender in all CPAs and CSPs;
- Funding for ten country gender assessments.

In addition, the Bank committed to implementing eight components of the GEPOS in 2011 and 2012 including the recruitment of the Gender Equality Advisor, training of CDB staff, gender inputs to revision of CDB's Poverty Reduction Strategy (PRS), training BMC officials, capacity building workshops in BMCs, support for Gender Offices in the BMCs, country pilot projects and an evaluation of the extent to which the GEPOS has been integrated into the work of the Bank.

1.09 The purpose of the assessment is to determine the effectiveness of the Bank's performance in implementing the GEPOS. It is anticipated that the assessment will identify factors contributing to or constraining implementation to date as well as recommendations leading to more effective implementation.

2. OBJECTIVES

2.01 The overall objective of the consultancy is to assess the extent to which the GEPOS has been effectively implemented between January 2009 and December 2011. The specific objectives of the Consultancy are to:

- (a) Assess overall implementation progress and the extent to which the overall approach has been consistent with the GEPOS implementation plan, milestones and the Bank's strategic direction;
- (b) determine the extent to which the CDB's GEPOS is likely to achieve specified objectives in light of emerging lessons³⁰ on mainstreaming gender equality in bilateral and multilateral organizations;

²⁹ These achievements were noted in the Report on the Mid-Term Review of the Seventh Cycle of the Special Development Fund SDF (7) dated April 2011

³⁰ See "Mainstreaming Gender Equality: Emerging Evaluation Lessons" in Evaluation Insights, November 2011 www.oecd.org/dac/evaluation

- (c) Assess the extent to which resources have been allocated in keeping with the GEPOS and the adequacy of such resources;
- (d) Assess the effectiveness of GE mainstreaming processes and procedures to date including the extent to which processes and procedures have been developed re gender analysis at the strategic planning and country programming levels, and at each stage of the project cycle – project identification to evaluation;
- (e) Assess the efficacy of the specified accountability mechanisms and incentives driving integration of gender equality across Bank operations;
- (f) Assess the quality of the M&E systems for tracking progress on the GEPOS;
- (g) Identify priority actions that can contribute to a more effective implementation of the GEPOS at strategic, policy and/or programme levels;
- (h) Identify key lessons learned and develop recommendations which are forward looking and within the context of improving the administrative, policy and operational and monitoring and evaluation framework of GEPOS.

3. SCOPE OF SERVICES

3.01 The consultancy services to be provided will involve, but not be limited to an assessment of the extent to which:

(i) Relevance

- (a) the GEPOS is relevant to the gender equality issues and challenges identified in the background study *Status of Gender and Development in the CDB and the Caribbean and the Way Forward and CDB's Role*;
- (b) the key components of the operational strategy; (a) commitment: building support for GE; (b) allocating resources to achieve GE results; (c) developing capacity and skills for CDB and stakeholders; (d) accountability for GE results; and (e) monitoring and implementation of the operational strategy, are necessary and sufficient to achieve the GEP objectives for the CDB and its BMCs;
- (c) the stated objectives and goals of the GEPOS are realistic and attainable given the acknowledged low priority accorded to gender equality across the BMCs and limited gender analysis capacity;
- (d) emerging lessons from MDBs on mainstreaming gender equality have been adequately incorporated into the GEPOS;

(ii) Efficacy

- (a) The overall implementation has progressed to date³¹ on each of the key components of the operational strategy outlined in the GEPOS including for example, (i) the integration of GE into CDB policies and corporate processes between Dec. 2008 and December 2011; (ii) development and implementation of a Communications strategy aimed at promoting buy in within the CDB; performance of the Bank Gender Equality Champions, that is the Senior Management Group (SMG); (iii) allocation of specified resources including human resources; (iv) Proposed GE capacity development for BMCs and CDB staff; (v) mechanisms promoting accountability for GE results at corporate, Bank operations; project cycle and individual staff levels; (vi) Gender Equality Operational Strategy Monitoring Framework
- (b) GEPOS components implemented to date have or are likely to achieve their related objectives.
- (c) Opportunities or constraints that have leveraged/ hindered the integration of gender equality in the CDB and BMCs

(iii) Bank Performance

- (a) the Bank's approach to implementation of the GEPOS is consistent with the Core commitments identified in the GEP (see Appendix I);
- (b) the required resources to promote GE have been effectively mobilized including human and financial resources;
- (c) CDB's Advisory Management Team (AMT) has demonstrated sustained, visible and dynamic leadership in the promotion of GE both within the Bank and through its interface with BMCs;
- (d) the effectiveness of the internal support mechanisms including the President's Discussion Series, GE support group of staff members who have expertise in GE, electronic and hard copy bulletin boards and CDB's internal newsletter (CDB Extra) in facilitating a deeper understanding of GE within the Bank;
- (e) the partnership strategy utilized by AMT to ensure a coordinated and collaborative approach to GE advocacy and programming;
- (f) accountability and incentive systems have been established to institutionalize GE including GE performance targets;
- (g) the effectiveness of the GEPOS monitoring framework to date including quality/reliability of periodic reports, early identification of issues and related mitigating strategies have been developed/implemented/ revised.

³¹ See Appendix II for the Indicative Implementation Schedule

4. METHODOLOGY

4.01 The assessment will involve a comprehensive desk review of all documentation on integrating GEPOS within CDB policies, strategies and programming, face to face/telephone interviews and electronic surveys where feasible aimed at an overview of implementation progress within the Bank and across the BMCs as appropriate.

4.02 The Consultant (s) will:

- (a) Review key documents related to the GEPOS including all documents in which GE has been integrated such as CDB's Strategic Plan (2010-2014), Country Poverty Assessments, National Growth and Poverty Reduction Strategies and Country Strategy Papers. Evidence of GE integration throughout the project cycle as well as relevant tools and guidelines should also be reviewed;
- (b) Review periodic monitoring reports on implementation of the GEPOS to date; the GEPOS Communications strategy and related documents;
- (c) Conduct interviews and/or focus group discussions with CDB personnel, development partners, and senior policy makers in the BMCs. Key informants in relevant Regional organizations such as the OECS, CARICOM, IDB and the UN system should also be interviewed;
- (d) Conduct electronic surveys as appropriate targeting focal points in BMCs and beneficiaries of capacity building interventions;
- (e) Review secondary data on the effectiveness of other MFI's efforts to mainstream GE including Inter-American Development Bank, Asian Development Bank, World Bank, among others.

4.03 Within two (2) weeks of signing the consultancy services contract with CDB, the Consultant(s) shall prepare an Inception Report after review of existing documentation and meeting with CDB staff. The main contents of the Inception Report will be the consultant's methodology and approach, an evaluation matrix and a work plan (including any refinements/modifications to CDB's suggested approach) for conducting the evaluation.

5. INPUTS

5.01 CDB will provide the Consultants with all relevant documentation to facilitate the completion of the consultancy, as well as facilitate access to relevant members of staff and management as well as counterparts across the selected BMCs and any other stakeholders that may be identified.

6. QUALIFICATIONS AND EXPERIENCE

6.01 The Consultant(s) should possess post-graduate training and experience in the social sciences including knowledge of and experience in gender analysis and gender equality issues in development cooperation. Consultants should also possess appropriate training and experience in development evaluation including quantitative and qualitative methodologies.

6.02 The Consultant (s) should have at least 7 to 10 years working experience in his/her respective disciplines and should also have the following competencies:

- (a) Fluency in English (oral and written);
- (b) Knowledge and understanding of gender equality and mainstreaming in the Caribbean region as well as globally;
- (c) Specific knowledge and experience in programme, thematic and strategic evaluation;
- (d) Experience in organizational assessment/review;
- (e) Knowledge of CDB procedures and applicable experience with multi-lateral development banks/bilateral agencies; and
- (f) Experience in working in the Caribbean Community (CARICOM).

7. DELIVERABLES

7.01 The Consultants will be required to submit the following reports:

- (a) two copies of an Inception Report within one (1) week of commencing the consultancy assignment. CDB will provide comments on the Inception Report within 1 (1) week of receipt and the consultants will adjust his/her work plan according to the comments received and agreed upon;
- (b) three (3) copies of an Interim Report within three (3) weeks of receipt of CDB's comments on the Inception Report. The Interim Report will detail key findings, issues, recommendations and provide a preliminary list of lessons learned. It will also indicate any difficulties experienced in carrying out the consultancy services. CDB will provide comments on the Interim Report within two (2) weeks of receipt and the consultant shall take account of these comments in preparing the Draft Final Report;
- (c) three (3) copies of a Draft Final Report within two (2) weeks of receipt of CDB's comments on the Interim Report. The Draft Final Report will detail findings, conclusions, lessons of experience and make recommendations for amendment to CDB's future policy, procedures and interventions in the Housing sector. CDB will provide comments on the report within two (2) weeks of receipt; and
- (d) three (3) copies of a Final Report incorporating comments of CDB within two (2) weeks of receiving the comments on the Draft Final Report. The Final Report shall include an Executive Summary with fully cross-referenced findings, recommendations and lessons of experience.

Electronic versions of all reports must also be submitted in a format acceptable to CDB.

8. REPORTING REQUIREMENTS

8.01 The Consultants will report to the Deputy Director, Evaluation and Oversight Division (EOV) of CDB (or her designate). The consultancy assignment will be coordinated by EOV.

CDB GENDER EQUALITY POLICY

Rationale

The Bank's mission is to promote sustainable economic growth and the systematic reduction of poverty through social and economic development. Increasingly, evidence shows that gender inequality contributes to losses in economic efficiency and effectiveness and affects both women and men adversely, whereas measures which support increased GE lead to economic growth and poverty reduction. CDB also recognises that GE is inextricably linked with the three strategic levers of the Bank's PRS and that issues of gender inequality must be urgently addressed in order to enhance the capability and reduce the vulnerability of the poor as well as assist in the achievement of good governance within its BMCs. CDB also recognizes that the impact of globalization and increased regional and international linkages have reinforced economic imbalances in some sectors and among some groups. Therefore, the Bank is committed to focusing resources on analyzing and addressing gender inequalities in the Region to assist women and men of all ages and in all sectors to achieve their full potential.

Goal

To be a leading catalyst promoting GE in the Region by working with borrowing members and other development partners in a responsive and collaborative manner to analyze and address the economic and social causes of gender inequality in order to reduce poverty and vulnerability and to assist all women and men to achieve their full potential.

Objectives

- To reduce economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable, equitable communities.
- To strengthen the capacity of all women and men, girls and boys, to acquire education, skills, and self-confidence in order to access economic opportunities, increase livelihood options and improve their quality of life in the changing global economy.
- To support governance processes in which women and men have equal access to power and authority in society, and effectively influence policies and advocate for their rights.

Core Commitments

- To analyze and address the GE dimensions of economic and social issues in all CDB policies, loans, projects and in the Bank's external and internal operations.
- To acknowledge that every policy, loan and project affects men and women differently.
- To implement specific measures to eliminate gender inequalities and disparities.
- To promote GE and empowerment through partnership between women and men.
- To communicate the Bank's commitment in the Region and advocate for GE in the BMCs.

- To promote GE as a means to support sustainable development, and reduce poverty and vulnerability.
- To work in partnership with stakeholders and development agencies.
- To implement an institutional strategy that sensitizes all CDB staff to GE dimensions in all aspects of internal work relationships and promotes the progressive incorporation of more balanced gender perspectives into management policies, operating style and staff relations.

**INDICATIVE TIMETABLE AND MILESTONES FOR YEARS 1 – 3
OF GENDER EQUALITY OPERATIONAL STRATEGY (GEOS)**

Year 1 (to December 2009)

- GE expertise on staff (GEA, BNTF Gender Specialist; and Operations Officer, Gender)
- GE Champion active in publicizing Bank GE Policy with BMCs
- GEPOS disseminated to all Bank staff
- Needs Assessment conducted of CDB staff and key BMC
- Country Gender Assessment pilot methodology developed and studies in selected countries commenced (initial target of 3 countries)

Year 2 (to December 2010)

- Targeted professional staff training completed and all CDB staff comfortable with applying gender analysis tools
- Training commenced for key BMC personnel
- GE fully integrated into existing Bank assessment tools; new GE tools developed
- GE integrated into PRS including Poverty Prism and Strategic Levers
- Criteria and priorities established for BMCs and CDB to access dedicated SDF 7 funds.
- Country Gender Assessments completed (3); pilot methodologies assessed and revised; 7 other Country Gender Assessments commenced

Year 3 (to December 2011)

- GE is integrated into CDB policies as they are revised
- Ongoing training for Bank and BMC staff as required
- Follow-up training of key BMC personnel

LIST OF DOCUMENTS REVIEWED

1. Policy Based Loans & Grants

- (a) St. Vincent & the Grenadines - Paper BD80/09
- (b) Haiti – Paper BD49/09
- (c) St. Lucia – Paper BD51/08 Add.1
- (d) Belize – Paper BD70/06
- (e) St. Kitts & Nevis – Paper BD80/06
- (f) Jamaica – Paper BD114/08
- (g) Grenada – Paper BD80/09

2. Projects

- (a) Natural Disaster Management – Infrastructure Rehabilitation Project – British Virgin Islands BD35/11
- (b) Low Income Housing Programme Barbados BD94/10
- (c) Natural Disaster Management – Rehabilitation and Reconstruction – Layou Flood Event – Commonwealth of Dominica BD102/11
- (d) Natural Disaster Management Tropical Storm Gustav (Kingston Metropolitan Area Drainage) Rehabilitation Works – Jamaica BD117/08

3. Country Strategy Papers

- (a) Barbados 2010 -13 BD72/10
- (b) Belize 2007- 09 BD69/06
- (c) Haiti 2009-12 BD50/09
- (d) Jamaica 2009-11 BD115/08
- (e) St. Lucia 2003-08 BD38/05
- (f) Trinidad & Tobago 2011-14 BD74/11

4. Tools

- (a) CDB's Results Monitoring Framework BD115/10
- (b) Disaster Management Strategy and Operational Guidelines BD35/98 Rev.1
- (c) Guidelines and Recommendations for Operationalising CDB's Poverty Reduction Strategy (PRS)
- (d) Governance Toolkit for Project Appraisal
- (e) Revised Governance Toolkit for Country Strategy Papers (CSPs)
- (f) CDB Country Strategy Paper: Annotated Outline
- (g) PRS Toolkit (2004)

5. Strategy and Planning Documents

- (a) CDB Strategic Plan 2010-14
- (b) Results based Management Cascade of Strategic Objectives 2010-14
- (c) Caribbean Development Bank. The Gender Equality Policy and Operational Strategy. November 2008.

- (d) Caribbean Development Bank. Special Development Fund (UNIFIED). The Mid-Term Review of the Seventh Cycle of the Special Development Fund (UNIFIED). Report to SDF Contributors. April 2011.
- (e) Poverty Reduction Strategy 2004
- (f) Private Sector Policy and Strategy 2004
- (g) Caribbean Development Bank. Education and Training Policy and Strategy, January 2006
- (h) The Strategic Plan 2010 – 2014
- (i) RBM Cascade of Strategic Objectives 2005-2009
- (j) Gender Analysis Guidelines for BNTF projects
- (k) Social Impact Assessment Guidelines 2004
- (l) SDF 8/1-NM-3. Caribbean Development Bank. Special Development Fund (UNIFIED). Status Report on the Implementation of the Gender Equality policy and Operational Strategy. February 2012.

6. Miscellaneous

- (a) Draft Report of Contributors to the Special Development Fund Seventh Cycle: Second Review BD106/08 Rev.1
- (b) Basic Needs Trust Fund – Fifth Programme Mid-Term Evaluation Report BD47/08
- (c) Internal Gender Policy and Implementation Plan for the CDB, April 15, 2010
- (d) Mid-Term Review of the Seventh Cycle of the Special Development Fund (UNIFIED) BD45/11.

APPENDIX 3**SCHEDULE OF IN-DEPTH INTERVIEWS AND FOCUS GROUP DISCUSSIONS**

Name	Type of Interview	Date	Location
Anne Bramble, Head (Ag.) Office of Independent Evaluation (OIE)	In depth	2012, February 21	CDB
Andrew F.D, Dupigny, Acting Division Chief, Economic Infrastructure Division (EID).	In depth	2012, February 21	CDB
Staff, Economics Department: Carl Howell, Christine Dawson and Ian Durrant	Focus Group Discussion	2012, February 21	CDB
Staff, OIE: E Baccus Latchman, P. Morgan and E. Clinton	Focus Group Discussion	2012, February 21	CDB
Norman Cameron, Division Chief, Project Services Division (PRSD).	In depth	2012, February 22	CDB
Phillip Brown (Director, Human Resources and Administrative Department) and Fay Alleyne-Kiron, Deputy Director, HR	In depth	2012, February 22	CDB
Dr. Melville, Director (ag) Economics	In-depth	2012, February 24	CDB
Mark Taitt, Director, Information and Technology Solutions, Dept.	In-depth	2012, February 24	CDB
T. Williams-Robertson, VP, Operations (ag)	In-Depth	2012, March 14	Skype
Dr. Warren Smith, President/Chairman Board of Directors.	In-depth	2012, March 14	Skype
Division Chief, Private Sector Development Division, Peter Blackman	In-depth	2012, February 22	CDB
Cavon White and Ms. D O'Connor	Group	2012, February 22	CDB
Division Chief (ag) Social Services Division, Mr. Clairvair Squires	In-depth	2012, February 22	CDB
Portfolio Manager, BNTF, Denise Noel DeBique	In-depth	2012, February 23	CDB
Y. Chakalall, L. Harding, V. Isaac, V. Pilgrim and J. Mapp-Jobity	Focus Group Discussion	2012, February 23	CDB
Monica LaBennett, Deputy Director (ag), Finance and Corporate Planning	In-depth	2012, February 23	CDB
Dr. Baptiste and Ms. I Denny	Group	2012, February 24	CDB
PRSD Staff: Mr. McDonald Thomas, Mr. E. Ellis and Ms. Anne Marie Chandler	Focus Group Discussion	2012, February 24	CDB
EID Staff, Mr. Ashby, Mr. Lewis, Mr. Best and Ms. James	Focus Group Discussion	2012, February 24	CDB
Y. Moses-Grant, Director (ag) Projects Dept.	In-Depth	2012, February 24	CDB
Ms. Johnson, Gender Specialist, BNTF,	In-depth	2012, March 19	Skype

INTERVIEW INSTRUMENTS: CHAIRMAN, BOARD OF DIRECTORS

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

Introduction: The Board approved the Gender Equality Policy and Operational Strategy (GEPOS) in December 2008, and although the focus of this assessment is on achievement of milestones related to Years 2 and 3 of implementation, success of these targets would be, to a large extent, determined by Year 1 activities which would have paved the way for subsequent actions. A major expectation beyond adoption of the GEPOS was that the overall leadership for implementation would be provided by the Board of Directors (BOD) and that the Bank would signal ownership at the highest level thereby facilitating effective communication of the policy and strategy to internal and external stakeholders. The BOD was also expected to hold the President of the Bank accountable for the integration of gender into the Bank's processes and practices. As Chairman of the BOD, you would have had oversight for effective adoption and implementation of the GEPOS.

Questions:

- To what extent do you think that the CDB has been successful in conveying to stakeholders, both internal and external, the Bank's belief in and ownership of the GEPOS?
- What are the indicators you have used to measure this success?
- What more could have been done to convey commitment to and ownership of the GEPOS at the highest levels of the Bank?
- The Board of Directors was identified as one of the target groups for gender capacity building/training in relation to staffing and resource implications and expected outcomes and long term results of the GEPOS. Was this made available to Board members and how effective was the focus of the training for preparing the Board to have oversight of the implementation process?
- In the GEPOS a clear communication and dissemination strategy was outlined which included a statement of support from the President of the Bank as well as the initiation of the President's Discussion series, the setting up of Bulletin Boards and an internal newsletter. In what ways has the Board supported this strategy? Has the President's Discussion Series been initiated? Who is the target audience? Do you think that the communication strategy has had the anticipated impact? If not, what more needed to be done to enhance dissemination and acceptance of the GEPOS both internally and externally?
- Senior Management was expected to form an Advisory Management Team (AMT) and take on the role of Bank Gender Equality Champions (BGECS) and it was further stated that this would not require additional time on their part. Did the Board endorse this arrangement and, in your opinion, to what extent has this enhanced implementation of the GEPOS?
- Is the Board satisfied that, the President and Senior Management have played a significant role in ensuring that gender is integrated in the Bank's processes and practices?

Introduction: A main component of the Operational Strategy was that Senior Management would form an Advisory Management Team (AMT) and would act as Bank Gender Equality Champions actively promoting gender equality in all internal Bank practices and processes and externally

with Borrowing Member Countries and other stakeholders spreading the message of the Gender Equality Policy and Operational Strategy in policy dialogues, in public presentations and speeches and interfacing with Heads of Government and Ministers of Finance inviting them to carry out a similar role in their respective countries. It was also expected that taking on the role of ‘champion’ would require no additional time on the part of members of the AMT.

Questions:

- In your opinion, have the members of the AMT taken on the role of GEC seriously and integrated this into routine matters particularly in their interface with BMCs?
- The SMG under the GEPOS would be the group accountable for gender integration. Has this been written into their job descriptions and are they assessed in this regard as part of staff appraisal exercises?
- In your opinion, was it reasonable to expect that this would not have required additional time for carrying out this role? If not, how has their role in this regard been accommodated?

Introduction: Implementation of the Gender Equality Policy and Operational Strategy (GEPOS) over a four year period was estimated to cost \$3.91 million (US?). The GEPOS has been supported by the Special Development Fund (SDF7), 2009-2012 but from the documentation it is not clear if the full amount was realized from this source.

Questions:

- Was the full cost realized from SDF7? If not, how has the shortfall been met?
- In your opinion, was the estimate of financial resources (3.9 million) sufficient to satisfy comprehensive implementation of the GEPOS? (staff training, capacity building in member countries, consultancy services for revising existing policies, communication and marketing of the policy and strategy, Country Gender assessments and evaluating the outcomes of the integration of gender.)
- The GEA was a position created to have direct responsibility for coordinating implementation of the GEPOS. Is the Board satisfied with the appointment and performance of the GEA? If not, what would the Board recommend to enhance continued implementation of gender mainstreaming across the range of Bank processes and practices?

Introduction: One of the responsibilities assigned to the Board of Directors was to provide incentive funding to countries to support capacity building and pilot projects.

Questions

- Was any such funding provided to Borrowing Member Countries (BMCs)?
- In your opinion has this incentive funding been useful in getting the BMCs to become more oriented towards mainstreaming gender in their countries’ policies and programmes?

Introduction: It was expected that the integration of gender in the practices and processes of the Bank would support the achievement of the Bank’s Strategic Plan (2010-14) and the related Results based Management Cascade of Strategic Objectives as well as the four programme themes supported by the SDF7 (poverty reduction and the MDGs; environmental sustainability and climate change; regional cooperation and integration; and, development effectiveness).

Questions:

- Are you satisfied with the extent to which the GEPOS has been integrated in the objectives and strategies of the 2010-2014 Strategic Plan and the RBM Cascade of Strategic Objectives? If they have not been fully integrated do you regard this as negatively impacting effective implementation of the GEPOS?
- In your opinion, has the GEPOS enhanced programming and outcomes in the four SDF7 thematic areas? If not, what are the challenges?
- Are you satisfied with the pace of the implementation of the GEPOS? If not, in your opinion, what have been the major challenges over year 2 (2009/10) and 3 (2010/11) of the process? What recommendations would you suggest to enhance the process – generally or specifically?

- **Introduction:** While the GEPOS speaks clearly about integrating gender into bank practices and processes in respect of dealing with the Bank’s operations with internal and external stakeholders, it is silent with respect to promoting a culture of gender equality in the workplace issues such as hiring practices, sexual harassment, pay equity, equal participation in decision-making etc.: (N.B. The Strategic Plan 2010-2014 is not silent on it, however, “*The bank is committed to promoting gender equality as a means to increasing organizational efficiency and effectiveness by ensuring that internal operations and decision making reflect the fair and equitable treatment of women and men. To this end the Bank will develop a policy document to guide its approach to gender issues within the institution*” So we would need to adjust this for here as well as the President’s unless we want it to be a trick question to test their familiarity with their own documents).

Questions:

- Do you think there is need for the Gender Equality strategy to address gender equality workplace issues or are these issues covered in some other policy or document?

INTERVIEW INSTRUMENTS: PRESIDENT, CDB

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

Introduction: The Board approved the Gender Equality Policy and Operational Strategy (GEPOS) in December 2008, and although the focus of this assessment is on achievement of milestones related to Years 2 and 3 of implementation, success of these targets would be, to a large extent, determined by Year 1 activities which would have paved the way for subsequent actions. A major expectation beyond adoption of the GEPOS was that the overall leadership for implementation would be provided by the President and that the Bank would signal ownership at the highest level thereby facilitating effective communication of the policy and strategy to internal and external stakeholders. As President, you would have played a major role in that process; eg. it was expected that you would have issued a Statement of Support for dissemination to the Borrowing Member Countries (BMCs) and that a President's Discussion Series would have been initiated.

Questions:

- Was the letter of support sent out to BMCs and, if so, what was the response of member countries?
- As President, how have you been able to convey to stakeholders, both internal and external, the Bank's belief in and ownership of the GEPOS?
- Has the President's Discussion Series been initiated and have you been directly involved? Who is the target audience? Do you think that the series has been positively received and, in your opinion, has the series enhanced the gender mainstreaming process internally and/or externally?

Introduction: A main component of the Operational Strategy was that Senior Management would form an Advisory Management Team (AMT) and would act as Bank Gender Equality Champions (BGEC) actively promoting gender equality in all internal Bank practices and processes and externally with BMCs and other stakeholders spreading the message of the GEPOS in policy dialogues, in public presentations and speeches and interfacing with Heads of Government and Ministers of Finance inviting them to carry out a similar role in their respective countries. It was also expected that taking on the role of 'champion' would require no additional time on the part of members of the AMT.

Questions:

- In your opinion, have the members of the AMT taken on the role of GEC seriously and integrated this into routine matters particularly in their interface with BMCs?
- It was expected that as President you would have held the Senior Management Group accountable for gender integration. Has this been written into their job descriptions and are they assessed in this regard as part of staff appraisal exercises?

Introduction: Implementation of the GEPOS over a four year period was estimated to cost \$3.91 million (US). From the documentation it is not clear exactly how this amount was realized. The GEPOS has been supported by the Special Development Fund (SDF7), 2009 -2012.

Questions:

- Was the full cost realized from SDF7? If not, how has the shortfall been met?
- In your opinion, was the estimate of financial resources (3.9 mn) sufficient to satisfy comprehensive implementation of the GEPOS? (staff training, capacity building in member countries, consultancy services for revising existing policies, communication and marketing of the policy and strategy, Country Gender assessments and evaluating the outcomes of the integration of gender.)

Introduction: It was expected that the integration of gender in the practices and processes of the Bank would support the achievement of the Bank's Strategic Plan (2010-14) and the related Results based Management (RBM) Cascade of Strategic Objectives as well as the four programme themes supported by the SDF7 (poverty reduction and the MDGs; environmental sustainability and climate change; regional cooperation and integration; and, development effectiveness).

Questions:

- Are you satisfied with the extent to which the GEPOS has been integrated in the objectives and strategies of the 2010-2014 Strategic Plan and the RBM Cascade of Strategic Objectives? If they have not been fully integrated do you regard this as negatively impacting effective implementation of the GEPOS?
- In your opinion, has the GEPOS enhanced programming and outcomes in the four SDF7 thematic areas? If not, what are the challenges?
- Are you satisfied with the pace of the implementation of the GEPOS? If not, in your opinion, what have been the major challenges over year 2 (2009/10) and 3 (2010/11) of the process? What recommendations would you suggest to enhance the process – generally or specifically?

Introduction: While the GEPOS speaks clearly about integrating gender into bank practices and processes in respect of dealing with the Bank's operations with internal and external stakeholders, it is silent with respect to promoting a culture of gender equality in the workplace issues such as hiring practices, sexual harassment, pay equity, equal participation in decision-making, etc.

Questions:

- Do you think there is need for the Gender Equality strategy to address gender equality workplace issues or are these issues covered in some other policy or document?

INTERVIEW INSTRUMENTS: DIRECTOR, FINANCE AND CORPORATE PLANNING
DEPARTMENT

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

Introduction: When the Gender Equality Policy and Operational Strategy (GEPOS) was developed and adopted by the Bank it was intended that it would enhance the integration of gender in all processes and practices of the Bank and would therefore have direct relevance to corporate planning and financing of the Bank's operations. It was expected that Senior Management and Portfolio Managers and Operations Officers would have been exposed to capacity building/training in gender.

Questions:

- Were you and the staff of your department targeted for capacity building/training in gender and gender analysis? Was there broad based representation in the training programmes?
- How useful was the training for enhancing the roles and functions of the staff of the Finance and Corporate Planning Department? Has the training enhanced the capacity of the staff of the Department to integrate gender in its day-to-day operations? If not, what were the shortcomings of the training programme?
- Do you think there is need for additional staff training?
- As Director of the Finance and Corporate Planning Department, what would you recommend to further enhance understandings of gender and its applications to the work of the Department?

Introduction: In the GEPOS it is stated that the comprehensive implementation of the GEPOS would require significant human and financial resources. It was estimated that implementation of the GEPOS over a four year period would cost \$3.91 million (mn) (US?). From the documentation it is not clear exactly how this amount was realized. It is stated that the GEPOS has been supported by the Special Development Fund (SDF7), 2009-2012 but the extent of support from this source is not clear.

Questions:

- Was the sourcing of funding to support the GEPOS the responsibility of your Department?
- In your opinion, was the estimate of financial resources (3.9 mn) sufficient to satisfy comprehensive implementation of the GEPOS? (staff training, capacity building in member countries, consultancy services for revising existing policies, communication and marketing of the policy and strategy, Country Gender assessments and evaluating the outcomes of the integration of gender.)
- Was the full cost for implementation realized from SDF7? If not, how has the shortfall been met?
- In your opinion, has funding constraints affected implementation of the GEPOS?

Introduction: The CDB's Strategic Plan (2010-2014) recognizes the relationship between gender inequality and economic inefficiency and, hence, commits to treating gender as a cross-cutting theme across all sector interventions so as to broaden their poverty impact . In 2008, the Bank approved the

GEPOS document to guide the process of ‘reducing economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable equitable communities’.

Questions:

- You have a position of Chief, Policy/Programme Analyst on the staff of your Department. What is the responsibility of your Department in ensuring that all CDB policies have been reviewed and revised to ensure the integration of gender? What role has the Policy Analyst played, in this regard?
- As manager of corporate planning, how successful would you say your division/department has been in ensuring that interventions across all sectors of the Bank’s work address gender as a cross-cutting theme? In this regard, what is the working relationship with other Departments?
- The Results based Management (RBM) Cascade of Strategic Objectives is a high-level, Bank-wide document that operationalises CDB’s Strategic Plan and Bank staff use the RBM Cascade to define their respective work-plans. Given the centrality of this document to the work of the Bank, to what extent was your Department involved in the development of this document and was there any deliberate effort to incorporate Gender Equality outcomes in the 2010-14 Cascade of objectives?
- Has the Finance section developed any mechanisms to track Bank expenditure on gender integration? If so, how effective is this in ensuring that Borrowing Member countries (BMCs) incorporate gender in projects/programmes supported by the Bank?
- Were you able to incorporate GE outcomes in the Annual Work Plan & Budget for the Finance and Corporate Planning Department?
- What has been the role of the GE staff (the Gender Equality Advisor and Gender Operations Officer) in assisting your Department in ensuring that gender is integrated in corporate processes and practices?

Introduction: The GEPOS identified one of the challenges in the Bank’s allocations of the SDF as being the fact that GE is not addressed explicitly as a criterion.

Questions

- Does the SDF7 now include specific GE results and performance indicators related to development results?
- Does staff in your department understand how to operationalise this criterion?
- Have the Basic Needs Trust Fund Gender Indicators been used in this process? Have they been helpful at all?

Introduction: A main component of the Operational Strategy was that Senior Management would form an Advisory Management Team (AMT) and would act as Bank Gender Equality Champions (BGECS) actively promoting gender equality in all internal Bank practices and processes and externally with BMCs and other stakeholders spreading the message of the GEPOS in policy dialogues, in public presentations and speeches and interfacing with Heads of Government and Ministers of Finance inviting them to carry out a similar role in their respective countries. It was also expected that taking on the role of ‘champion’ would require no additional time on the part of members of the AMT.

Questions:

- What have you as a BGEC done to integrate gender particularly in your interface with the BMCs?
- The Senior Management Group under the GEPOS would be the group accountable for gender integration. Has this been written into your job description and are you assessed in this regard as part of staff appraisal exercises?
- How equipped were you to assist staff in identifying appropriate means to incorporate GE?
- Have you been able to investigate gender coding/tracking mechanisms to track the Bank's expenditure on gender integration?
- As you understand it, outline specifically what is required of you and your department in implementing GEPOS.
- Have there been any challenges encountered in achieving this?

**INTERVIEW INSTRUMENTS: DEPUTY DIRECTOR, EVALUATION AND OVERSIGHT
DIVISION**

*Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the
Caribbean Development Bank*

Introduction: The GEPOS sets out mechanisms for ensuring accountability for implementation of the GEP and the Operational Strategies throughout the Bank's operations and activities at various levels (corporate, bank operations, the project cycle and individual staff). I expect that your Division had responsibility for overall monitoring of implementation at all levels.

At the corporate level it was expected that the Results Based Management (RBM) of Strategic Objectives for 2010-14 would have incorporated gender-sensitive and gender-responsive results related to objectives set out in the GE policy to signal the strong focus that the Bank will place on integrating GE throughout its operations. Ultimately, quantitative and qualitative indicators related to the GE outcomes would have been identified to facilitate monitoring of GE outcomes which should have been incorporated and mediated through the Annual Work Plans and Budgets (AWP&B) for each Division. A clear process for achieving and monitoring GE outcomes was therefore set out in the OS.

Questions:

- Does your Division have responsibility for oversight of this process? [If no, go to questions 2-4; if yes, go to 5th question]
- If, not how was monitoring of the process achieved at the corporate level?
- Who had responsibility for ensuring incorporation of GE outcomes in the RBM Cascade of Strategic Objectives and the formulation of appropriate quantitative and qualitative indicators?
- What strategy was used to ensure that relevant objectives and indicators were transposed into the AWP&B of each Directorate? Was this left to the initiative of each Director?
- If yes to first question, to what extent were GE outcomes incorporated in the RBM Cascade of Strategic Objectives 2010-14?
- Were relevant quantitative and qualitative indicators identified to facilitate monitoring across all divisions of the Bank?
- What strategy was used to ensure that all divisions incorporated GE outcomes in their AWP&B?
- Were there discussions with each division as to ways in which GE indicators would guide collection, compilation and analysis of GE results in the broader cascade of RBM objectives?

Introduction: In the GEPOS, the Evaluation and Oversight Division was slated to evaluate the Bank's Corporate level results on GE in 2012. It was, however, stated that this would require clear information and data on the baseline situation as at the start of implementation in 2009.

Questions:

- The 2012 evaluation to which the GEPOS refers is an internal evaluation. Is this internal evaluation under consideration and when will it be carried out?
- How will the internal evaluation by your Division compare with this external evaluation in terms of objectives and strategies and should it not have preceded the external evaluation?
- Is there baseline data on the status of GE in relation to the stated objectives of the GEPOS prior to start-up of implementation in 2009?

Introduction: The GEPOS called for the integration of a strong gender perspective in a range of the Bank's operations including: Country Poverty Assessments (CPA); Gender Assessments of 10 BMCs; National Poverty Reduction Strategy (NPRS); development of Country Strategy Papers (CSP); CDB Country Assistance Strategy and Programme of Support as well as in to all stages of the Project cycles. It was anticipated that OIE would have responsibility for monitoring and evaluating these processes annually on a Bank wide basis in collaboration with the President/Vice-Presidents/Board of Directors/ Senior Management Group with the GEA being tasked to produce an annual report beginning in 2010.

Questions:

- To what extent was your Division able to take on Bank-wide monitoring or guidance on monitoring processes in relation to the listed operations across various Divisions?
- In this regard, what mechanisms were in place to allow close collaboration with the GEA?
- A MTR of the SDF7 was carried out in 2011 and addressed GE as a cross-cutting theme which I expect was by an external evaluator? Was any formal, internal, bank-wide evaluation carried out in 2010? If yes, is a report available; and if not, why not?

It was suggested that the SMG would have required no additional time for carrying out their role as GE Champions. There is no reference in the GEPOS of the need to strengthen the capacity of the Evaluation and Oversight Division to allow them to carry out monitoring and evaluation activities in relation to implementation of the GEPOS.

Questions:

- Was the role of your Division in carrying out accountability functions in relation to the GEPOS constrained by human and financial resources? If yes, how were these challenges managed and overcome

INTERVIEW INSTRUMENT: DIRECTOR, PROJECTS DEPARTMENT

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

Introduction: When the GEPOS was developed and adopted by the Bank it was intended that it would enhance the integration of gender in all processes and practices of the Bank and was seen as particularly relevant to activities related to the project cycle in thematic areas and that all the tools and checklists used throughout the CDB project cycle would be adapted to incorporate gender issues (See 3.43 GEPOS) It was expected that the Director of the Projects Department would work in cooperation with thematic area staff in areas such as Social Analysis, Disaster Risk Management and the Environmental Operations Officer. In preparation for this it was intended that Portfolio Managers and Operations Officers would have been exposed to capacity building/training in gender.

Questions:

- Were you and your staff targeted for capacity building/training in gender and gender analysis? Was there broad based representation in the training programmes?
- How useful was the training for enhancing the roles and functions of the staff of the Projects Department? Has the training enhanced the capacity of the Department to integrate gender in its day-to-day operations? If not, what were the shortcomings of the training programme?
- As Director of the Projects department what would you recommend to further enhance understandings of gender and its applications to the work of the Department?

Introduction: The CDB's Strategic Plan (2010-2014) recognizes the relationship between gender inequality and economic inefficiency and, hence, commits to treating gender as a cross-cutting theme across all sector interventions so as to broaden their poverty impact. In 2008, the Bank approved the GEPOS document to guide the process of 'reducing economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable equitable communities'.

Questions:

- How successful would you say your division/department has been in ensuring that interventions across all sectors have gender as a cross-cutting theme?
- Did your staff require additional training to undertake the kind of gender analysis that is required to achieve this goal?
- Do you think there is need for additional staff training to achieve this goal?
- As you understand it, outline specifically what is required of you and your department in implementing GEPOS.
- Have there been any challenges encountered in achieving this?
- Were you able to incorporate GE outcomes in your AWP&B?

Introduction: It was recommended that in the training specialized module on gender analysis should have been developed and incorporated in the BMC Project Cycle Management Training (PCMT) programme as well as incorporating gender issues in the core courses. In addition, several tools were to be revised that would improve the incorporation of gender concerns in projects and programmes across all Bank sectors.

Questions:

- Does your department have responsibility for the PCM training in the BMCs?
- Was the specialized module on gender analysis developed and incorporated in the PCM training package and were gender issues incorporated in the core courses?
- Did the GEA collaborate in the delivery of the training package in the BMCs? If not, how were the gender aspects of the training addressed?
- To what extent have these adjustments to the training programme assisted with ensuring that gender concerns are addressed at all stages of the project cycle – Scoping Mission, Design of the Project, Data collection for Monitoring, Completion and Summative Evaluation of Expected Outcomes? If not, what were the major challenges in this regard?
- From where you sit, are you aware if the tools and guidelines used in the various sectors for guiding the design, development and monitoring of projects have been revised to incorporate gender concerns? If so, are they being used and are they enhancing gender mainstreaming in projects in the BMCs?

Introduction: The Bank adopted a RMF (Results Monitoring Framework) in the context of the SDF7 replenishing cycle for the purpose of reporting on results during the implementation of the 2010-2014 Strategic Plan. One of the four levels that the Framework is meant to address is Operational and Organisational Effectiveness. Organisational effectiveness aims, according to the Strategic Plan 2010-2014, to capture progress in increasing efficiency in the use of internal resources and implementing reforms that are considered essential to maintaining CDB's ability to remain relevant and results-oriented as an institution.

Questions

- As your department implemented GEPOS in its interventions did you see any evidence of improved efficiency that you consider an outcome of the implementation of the strategy?
- In your opinion, as you look at the monitoring and evaluation of the interventions, have there been any noticeable benefits so far accrued from integrating GEPOS in your work with the BMCs?

Introduction: The Bank's Gender Equality Policy states that one of its Core Commitments is to promote GE and empowerment through partnership between men and women. Another of the core commitments is to implement specific measures to eliminate gender inequalities between men and women.

Questions

- Specifically, what did your department have to do to put the commitment to promote GE and empowerment through partnership between men and women into action in your projects?
- What indicators would you use to measure if your projects are successful in promoting gender equality and empowerment?

- In discharging this commitment how were you able to help the BMCs to promote gender equality and empowerment?
- What were the measures you used to ensure that the Bank's projects with the BMCs were targeting the elimination of gender inequalities between men and women?
- The GEA was expected to establish criteria for projects to be funded from dedicated gender mainstreaming funds under the SDF7. Were these criteria developed and were any proposals received and funds awarded to BMCs for such projects?
- To what extent have these projects provided data on gender issues in the BMCs that have been useful for informing strategic direction for the work of the Bank in various sectors?

Introduction: A main component of the Operational Strategy was that Senior Management would form an Advisory Management Team (AMT) and would act as Bank Gender Equality Champions (BGEC) actively promoting gender equality in all internal Bank practices and processes and externally with BMCs and other stakeholders spreading the message of the GEPOS in policy dialogues, in public presentations and speeches and interfacing with Heads of Government and Ministers of Finance inviting them to carry out a similar role in their respective countries. It was also expected that taking on the role of 'champion' would require no additional time on the part of members of the AMT.

Questions:

- What have you as a BGEC done to integrate gender particularly in your interface with the BMCs?
- The SMG under the GEPOS would be the group accountable for gender integration. Has this been written into your job description and are you assessed in this regard as part of staff appraisal exercises?
- How equipped were you to assist staff in identifying appropriate means to incorporate GE?

INTERVIEW INSTRUMENTS: GENDER EQUALITY ADVISOR (GEA)

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

Introduction: The GEPOS called for the development of the capacity of stakeholders to ensure effective implementation of the GEP (gender mainstreaming) internally and externally. It was expected that the Bank's GEA (see JD) would develop a gender capacity building/training programme for Bank staff during years 2 & 3 of implementation (2010/11). It was expected that the programme for internal Bank staff would have been informed by a Needs Assessment carried out in 2009.

Questions:

1. Was an internal needs assessment conducted in 2009 and used to inform the design and development of the capacity building programme?
2. What were the main gaps (conceptual and technical) identified? How was the programme designed and carried out in response to the identified needs?
3. In the GEPOS specific targets groups were identified and the areas of focus for each group (Appendix 2, GEPOS document). To what extent did the needs assessment coincide with the suggested areas of focus and were these suggestions useful for guiding the training of the various internal audiences?
4. The Senior Management Group was of particular importance as a target group since it was expected that they would act as GE Champions in the Bank. Was this group specifically targeted for training? How effective was the training for preparing them for their role as GECs? What were the major challenges in this regard?
5. Were any mechanisms put in place to assess the effectiveness of capacity building activities with the various groups? If so, were the objectives of the programmes for the range of target audiences met? If not, what, in your opinion, was the impact and effectiveness of interventions carried out with the target groups?
6. In the GEPOS a number of strategies were suggested (sensitization, discussion sessions, self-training materials, training by department and/or sector, one-on-one/small group coaching, mentoring, study tours to BMCs, secondments to other institutions, short courses). Which of these strategies were used and which were found to be most effective? [Ask for reasons for response].
7. For which group(s) did you find that developing conceptual understandings of gender and using gender analysis tools was most critical to their mandate? How responsive were they to the capacity building exercise?
8. Which sector/group seemed least open to embracing the need to integrate gender in their day to day operations? What were the apparent reasons for taking this stance?
9. What were the major challenges experienced in the capacity building exercises with internal stakeholders?
10. What were the major successes and lessons learnt from engaging with these internal audiences?
11. What further actions/strategies would you recommend to ensure effective implementation of gender mainstreaming in the Bank's internal operations beyond the life of the GEPOS?

Introduction: The GEPOS states that the GEA would work with BMCs to develop a BMC-focussed gender capacity building/training programme. Staff that interface with CDB (eg. Ministries of Finance, Planning, Women/Gender Affairs). The training was intended to build the capacity of participants to integrate GE within government programming and policy and particularly in projects and programmes supported by CDB funds. The training should have been informed by needs survey.

Questions:

1. Was a needs survey conducted and the findings used to inform the design and development of the capacity building programme in the BMCs?
2. What were the main gaps (conceptual and technical) identified? How was the programme designed and carried out in response to the identified needs?
3. How were participants identified? What was the response to the training in terms of meeting perceived and real needs for mainstreaming gender in CDB programmes and projects in the BMCs?
4. It was recommended that training on gender analysis should be incorporated in a specialized module in the BMC Project Cycle Management Training (PCMT) as well as in the core courses. Was this module developed and was gender incorporated in the core courses?
5. Was the incorporation of gender analysis in the PCMT done in collaboration with trainers from the Project Services Division?
6. Were the statistical Offices of the BMCs involved in the capacity building activities and was an interface created between their training and data needs for ongoing CDB activities such as Country Poverty Assessments (CPAs)?
7. Was the private sector included in capacity building activities in the BMCs? If so, what has been the impact in terms of attention to gender in CDB projects and programmes supported by the private sector?
8. Has the training in the BMCs enhanced the integration of gender in CPAs and other CDB initiatives in the BMCs?
9. Were any gender projects generated by the BMCs, particularly under the SDF7, in response to exposure to the capacity building programme in gender and gender analysis?

Introduction: The GEPOS called for the review and revision of existing CDB policies and tools to ensure the integration of gender in all Bank operations. Several such policies and instruments exist including the Education and Training, Human Resources Development and Private Sector Policies; Poverty Reduction Strategy and Toolkit (PRS), the RBM Cascade of Strategic Objectives (2010-14), Social Impact Assessment Guidelines, Governance Toolkit used in Country Strategy Papers, guidelines for review of loans and grants, Project Performance Management System (PPMS). According to the GEPOS, the Operations Officer (Gender) and external consultants were to play pivotal roles in this exercise.

Questions:

1. Were the necessary human and financial resources provided to effectively carry out this exercise? If no, how were these constraints addressed?

2. Has GE been integrated into existing Bank assessment policies and tools? Have any new GE tools been developed?
3. Has there been any collaboration with the Divisions that use these tools in their routine operations?
4. In cases where policies and/or tools have been revised to integrate gender, has this had a positive impact and in what way(s) on the outcomes of the related operations? If not, why has it not made a difference?
5. If the objective of integrating gender in existing policies and tools has not been achieved or only partially achieved, what were the major challenges in this regard?
6. In your opinion, is the integration of gender in these instruments essential for achieving gender mainstreaming in the Bank's processes and practices? Is this the best way to achieve this goal? What else would be necessary?

Introduction: The CDB had committed to producing Gender Assessments in 10 BMCs under the SDF6. These were however delayed until the approval of the GEPOS with the expectation that they would have been more effectively carried out once this GE policy was in place. According to the implementation plan in year 1 a methodology should have been developed for these assessments and three commenced while in Year 2 the first three should have been completed and the other seven started in selected BMCs.

Questions:

1. Was the methodology for the country gender assessments developed? How useful was it when used in the pilot in the first three countries?
2. What is the status of the gender assessments at this stage of implementation?
3. What challenges did you experience in undertaking these assessments?
4. What lessons have you learnt from engaging in this exercise?
5. In the GEPOS it was suggested that the GEA, in consultation with Bank colleagues, assess the role of the CGA process on the Bank's overall gender mainstreaming programming?
6. Was this assessment carried out? If it was, did the findings inform the methodology that is being used for these studies?
7. To date, are there any concrete ways in which the assessments have informed the Bank's programming and policy dialogues with the BMCs?

Introduction: At the start up of the GEPOS the two approved GE positions within the organization, Gender Operations Officer (Project Services Division) and the BNTF Gender Specialist (Social Sector Division) were vacant. It was also anticipated that external consultants would be required to augment the skills required to implement the GEPOS. It was further expected that Bank staff with gender expertise would form a support group to support implementation of the GEPOS.

Questions:

1. Were the two positions filled in a timely manner to facilitate planned implementation of the GEPOS? Was the support group established?
2. Has the working relationship among the gender specialists allowed for timely implementation of the GEPOS?
3. What are the major overall challenges experienced in fulfilling your mandate?

4. What recommendations would you make to enhance ongoing gender mainstreaming activities across Bank processes and practices?
5. What more needs to be done with the BMCs to create a better interface with the Bank's gender mainstreaming processes and project and programme outcomes in the BMCs?
6. Are there any additional concerns and/or comments you would wish to make.

INTERVIEW INSTRUMENTS: DIRECTOR, HUMAN RESOURCES AND ADMINISTRATION

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

1. **Introduction:** In the GEPOS document it is acknowledged that the comprehensive implementation of the GEPOS would require significant financial and human resources. At the time of approval there were two existing GE positions within the organizational structure but both were vacant. It was recommended that the Bank create a 4-year fixed term position for a senior GEA reporting to the Vice-President (Operations).

Questions:

- Were the two vacant posts filled in a timely manner to facilitate timely implementation of the GEPOS?
- At what stage was the GEA recruited and to what extent does the Job Description correspond to the roles/functions outlined in the GEPOS document?
- Do the persons in these three key positions have the requisite skills to undertake the multifaceted roles and functions related to implementation of the GEPOS?
- Has there been any explicit strategy applied to recruit staff who are knowledgeable about or open to gender integration?
- According to the GEPOS document, it was anticipated that existing professional staff within the CDB with expertise in GE would form a support group on which Bank staff could call for occasional technical support on an informal basis. Does such a group exist? How well has this arrangement worked in relation to the substantive functions of such staff?
- It was also expected that the Human Resources Department would ensure that job descriptions, presumably for all critical positions including Senior Managers, would include responsibility for implementing the GE policy. Have responsibility for implementing GEPOS been included in the Job Descriptions of the Bank's employees?
- What has been the response of staff to taking on responsibility for GE roles and functions in their JDs?
- Are there criteria built into staff appraisals to assess competencies and outcomes in relation to GE and gender mainstreaming?

2. **Introduction:**

CDB's gender Equality Policy states as one of its core commitments the implementation of an institutional strategy that sensitizes all CDB staff to GE dimensions in all aspects of internal work relationships and promotes progressive incorporation of more balanced gender perspectives into management policies, operating style and staff relations.

Questions:

- What has your department been able to do in respect of sensitizing CDB staff at all levels to GE dimensions in all aspect of internal work relationships?
- Did you embark on this on your own or did you collaborate with others in the Bank e.g GEA; The Support Group (of persons in the Bank with gender expertise)?

- Has there been any Situation Analysis conducted to determine the gender culture of the Bank so as to better inform the incorporation of more balanced gender perspectives into operating style and staff relations?
- Were members of the HR Department included in capacity building/training programmes to prepare them to engage in GE activities? If so, how useful was the training in relation to the HR mandate?
- What are the major challenges you have experienced in implementation of the GEPOS? How could these be addressed to enhance ongoing implementation?

3. Introduction: A main component of the Operational Strategy was that Senior Management would form an Advisory Management Team (AMT) and would act as Bank Gender Equality Champions (BGEC) actively promoting gender equality in all internal Bank practices and processes and externally with BMCs and other stakeholders spreading the message of the GEPOS in policy dialogues, in public presentations and speeches and interfacing with Heads of Government and Ministers of Finance inviting them to carry out a similar role in their respective countries. It was also expected that taking on the role of ‘champion’ would require no additional time on the part of members of the AMT.

Questions:

- In your opinion, have the members of the AMT taken on the role of GEC seriously and integrated this into routine matters particularly in their interface with BMCs?
- The SMG under the GEPOS would be the group accountable for gender integration. Has this been written into their job descriptions and are they assessed in this regard as part of staff appraisal exercises?
- In your opinion, as a GEC yourself, has the role of GEC required an investment of additional time on the part of AMT members?
- How equipped were you to assist staff in identifying appropriate means to incorporate GE?

INTERVIEW INSTRUMENTS: DIRECTOR, ECONOMICS DEPARTMENT

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

1. **Introduction:** The study that informed the development of the GEPOS indicated that there were a number of socio-economic issues affecting BMCs and that gender was an embedded concern. In an attempt to enhance gender equality throughout the region, the GEP was designed to ensure that gender was integrated in all Bank processes and practices. This is reflected in Bank's Strategic Plan (2010-2014) which acknowledges the relationship between gender inequality and economic inefficiency and, hence, commits to treating gender as a cross-cutting theme across all sector interventions so as to broaden their poverty impact. In 2008, the Bank approved the GEPOS document to guide the process of 'reducing economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable equitable communities'. In the policy document several strategic entry points were identified for the integration of gender, particularly socio-economic programmes.

Questions

- How successful would you say your division/department has been in ensuring that gender is integrated in projects and programmes for which your Department has responsibility?
 - Was the staff of the Economic Department part of the capacity building/training programme that was expected to equip individuals across the Bank to contribute to implementation of the GEPOS?
 - A particular area of focus should have been coaching in practical guidelines for integrating a gender analysis and gender considerations in the preparation of Country Strategy Papers. Did the staff receive this training and is gender now integrated in these strategy papers? If not, do you see this gender as a central concern that should be addressed in these documents?
 - What is the role of the CSPs? Do they inform social and economic interventions in the BMCs? Do they inform the development of the AWP&B for your Department?
 - Are gender concerns integrated in the annual workplan?
 - In the GEPOS it was anticipated that you would have received support from the Gender Equality Advisor (GEA) in the process of gender mainstreaming in your processes. Has this support been realized and has it been adequate to achieve the intended goal of the GEPOS?
2. **Introduction:** GEPOS assigns you the responsibility for ensuring that gender analysis is integrated into all Bank economic analysis and documents. In this regard it was expected that a gender specialist would be on board to integrate gender concerns in the CPAS and in the three strategic levers of the CPAs (capability enhancement, reducing vulnerability and good governance). Gender should have been integrated in these levels as well as in Social Impact Assessment Guidelines.

Questions:

- Have the tools and checklists used by your department to guide analyses of economic and social issues in the BMCs been reviewed and revised? If so, was this exercise done in collaboration with users of the tools in this Department? If not, does this mean that gender is not mainstreamed in poverty reduction strategies employed in the BMCs?
- Mainstreaming gender in economic projects and programmes (eg.CPAs, NPRS) was intended to address issues such as the differential impact of economic adjustments on men/women, wide discrepancies in unemployment rates for men/women, segregation of men/women in paid work, the high incidence of poverty in female headed households, etc. These factors indicate that gender is central to a PRS. Does the Bank attempt through its economic projects and programmes in the BMCs to address these concerns?
- Have you seen any shifts in entrenched gendered patterns on economic indicators? If yes, do you think this is due to implementation of the Bank's GEPOS, that is, to gender mainstreaming? If no, do you think that gender mainstreaming could make a difference?
- In your review of applications from BMCs for loans and grants, is gender taken into account as a criterion for approval? If not, would you see gender as an important consideration in the granting of loans and grants?
- What do you regard as the major challenges to incorporate gender mainstreaming as a core activity in your Department? How, in your opinion, could these challenges be addressed?

- 3. Introduction:** A main component of the Operational Strategy was that Senior Management would form an Advisory Management Team (AMT) and would act as Bank Gender Equality Champions (BGEC) actively promoting gender equality in all internal Bank practices and processes and externally with BMCs and other stakeholders spreading the message of the GEOS in policy dialogues, in public presentations and speeches and interfacing with Heads of Government and Ministers of Finance inviting them to carry out a similar role in their respective countries. It was also expected that taking on the role of 'champion' would require no additional time on the part of members of the AMT.

Questions:

- What have you as a BGEC done to integrate gender particularly in your interface with the BMCs?
- The SMG under the GEPOS would be the group accountable for gender integration. Has this been written into your job description and are you assessed in this regard as part of staff appraisal exercises?
- How equipped were you to assist staff in identifying appropriate means to incorporate GE?

FOCUS GROUP DISCUSSION WITH ADVISORY MANAGEMENT TEAM
(SENIOR MANAGEMENT GROUP)

Assessing Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank

Introductory Statement:

In the GEPOS document it is acknowledged that the Bank recognized for successful implementation it was crucial that the Bank signal its unyielding support for the programme at the highest levels within the organization as well as demonstrate its ownership of GEPOS. It was also stated that the Bank's SMG had therefore agreed that all members of the group would act as BGEC because research and professional experience on gender mainstreaming and gender integration processes had shown that GE Champions play an essential role in promoting organisational change and building support for GE among external stakeholders. The role of the BGEC in seeking active support for the GEPOS was clearly laid out in the document:

- (a) including GE issues in policy dialogue with senior representatives from BMCs, other stakeholders, donors and partners, including Heads of Governments, Ministers of Economy/Finance, etc.;
- (b) outlining the Bank's commitment to GE in speeches, public presentations, media interviews, etc.;
- (c) requesting senior colleagues in BMCs to act as GE Champions during BGEC's interface with these BMC representatives;
- (d) requesting Heads of Government, and Ministers of Economy/Finance, etc. to act as GE Champions within their own countries; and
- (e) actively promoting gender integration in all Bank activities internally, among Bank staff, and externally with BMCs and partners.

In the policy document it is suggested that Senior Managers agreed to act as GE Champions. It seems therefore that you intentionally embraced this role with the clear understanding that you would play a critical role in determining effective implementation of the GEPOS.

Questions:

1. As the senior management group did you voluntarily agree to take on the role of being champions of the GEP and the responsibility of being change agents in the internal and external environments of the Bank? If no, were these roles imposed?
2. Have you been functioning as GE champions over the two year period of implementation of the GEPOS (2010 and 2011)?
3. It was expected that you would have been provided with appropriate level training in gender mainstreaming, gender analysis and gender sensitization to enable you to support the implementation process effectively. Did this happen? Overall, was the training beneficial in terms of equipping you to take on the role of champions?
4. The TOR for the group is very specific (make reference to above list). In what ways did the training equip you for these specific functions? If it did not, what were the deficiencies of the training programme?

5. It was also expected that, once appointed, you would receive technical support from the Gender Equality Advisor (GEA) and other Bank staff with GE expertise. To what extent has this support been forthcoming and how useful has it been in relation to your TORs as Champions?
6. What was your responsibility in rolling out the overall Communication Strategy (GEPOS doc)? How well do you think you discharged that responsibility? Do you think the strategy has had a positive impact on stakeholder acceptance of the GEPOS?
7. Now that the implementation process is in its final planned year, do you think that as a group your role as Champions has influenced implementation of the operational strategies in the internal and external processes of the Bank's operations? Do you think your impact has been more significant on internal or external processes? What have been the successes/challenges in these two domains?
8. Do you regard gender as being equally applicable to all dimensions of the work of the Bank and particularly to the four SDF7 thematic areas? In what areas do you regard gender as having a critical impact/in which areas do you see gender as being less critical? What would account for any perceived difference?
9. In the region, (Latin America and the Caribbean) multilateral development banks have had quite a number of workshops which have examined the ways in which gender is a significant dimension of infrastructural development. Toolkits have been provided. Have you attended? Have you benefitted from these in anyway?
10. It was expected that you would influence Heads of Government and senior cabinet members, particularly Ministers of Finance, in the BMCs to become gender champions in their own countries? To what extent has this been achieved? What were the challenges and how were they overcome? Where you were successful, what was the major contributory factor?
11. To what extent have you been able to influence key staff in your Department to adopt gender mainstreaming in their daily operations? What have been some best practices as well as challenges in the process of getting staff to come on board in the implementation of the GEPOS?
12. In the policy document it was suggested that as a result of the proposed sharing of responsibility, it was not expected that the role of BGEC would require significant additional time on the part of each member of the SMG. Has this been the case? Would this role, if carried out as anticipated, add significantly to your regular workload? Has limited availability of time impacted your role as Champions?
13. Has your function as a GE Champion been integrated into job description of senior managers and do the related functions form a part of your annual performance appraisal?
14. Was this dimension (ie. having SM act as BGECs) of the Operational Strategy planned as carefully as it needed to be or were there underlying assumptions that have had an impact on implementation of the GEPOS?

PUBLIC DISCLOSURE AUTHORISED

CARIBBEAN DEVELOPMENT BANK



MANAGEMENT'S RESPONSE

**TO THE CONCLUSIONS AND RECOMMENDATIONS
OF THE
ASSESSMENT OF THE IMPLEMENTATION EFFECTIVENESS
OF THE GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY
OF THE CARIBBEAN DEVELOPMENT BANK**

JUNE 2012

This document is the response of the CDB management to the conclusions and recommendations of the independent assessment of the implementation effectiveness of the GEPOS of the CDB. Management has taken serious note of the lessons raised by this independent assessment which provided useful thought for the advancement of GEPOS. The lessons have indicated that priority should be given to:

- (a) Allocation of critical key human resource personnel to GEPOS.
- (b) The display of buy-in, ownership and championing of gender mainstreaming by senior management.
- (c) Implementation of the Communication Strategy.
- (d) Clear guidelines to ensure that gender integration truly enhances gender mainstreaming across the Bank as well as in corresponding interventions in the Borrowing Member Countries (BMCs).

The matrix that follows presents management's detailed responses to each of the recommendations, highlighting some key issues gleaned from the lessons. The matrix also includes follow-up action with proposed timeframes and centres of responsibility for actions proposed.

Key Recommendations and Management Response

Evaluation Recommendation 1:				
The disproportionate impact of poverty on women in the Region, even as it is identified in the precursor study and acknowledged in the 2010-2014 Strategic Plan and in CSPs, should be explicitly acknowledged as an essential dimension of the rationale for the GEPOS. Disaggregated data, in this regard, should be used to inform a more nuanced approach to Poverty Reduction Strategies for Borrowing Member Countries which do not overlook differential impacts on sub-groups within the more widely defined group labelled as living below the poverty line.				
Management Response:				
CDB is strengthening its capacity to undertake comprehensive gender analyses, which will inform the design of Bank's initiatives in poverty reduction.				
Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking*	
			Comments	Status
1.1 Recruitment of Gender Equality Adviser (GEA)	04/12 – 01/13	Vice-President, Operations (VPO)/ Human Resources Division (HRD)		

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking*	
			Comments	Status
1.2 Recruitment of Operations Officer (Gender)	01/12-01/13	Projects Department (PD)/HRD		
1.3 Establishment of Gender Mainstreaming Implementation Team (IT)	10/12 – 06/13	Operating Division or Department (OD)/HRD		
1.4 Capacity Enhancement of IT	01/13 – 12/14	OD/HRD		
1.5 Capacity Enhancement of BMCs	01/13-ongoing	GEPOS IT		

Evaluation Recommendation 2:

A clear message of commitment to the GEPOS, on the part of senior management, needs to be communicated to internal stakeholders through the actioning of support mechanisms, intended to promote understanding and acceptance of the GEPOS, including, among others, the mounting of the President’s Discussion Series and the use of electronic and hard copy bulletin boards to disseminate information on, *inter alia*, the status of implementation, challenges to be resolved and best practices.

Management Response:

The Communication Strategy Terms of Reference points to the involvement of existing internal communication channels but also refers to the use of regional mass media communication channels, as needed. Success of the communication strategy will be dependent on effective partnerships that utilise the skills of the Communication/Information Unit. Assessment of this approach will be done on an ongoing basis to ascertain the adequacy of existing internal information and communication channels of the Bank, including the internal newsletter, CDB Annual Reports, the Bank’s website, President’s Discussion Series, project launches, and meetings of the Board of Directors and Board of Governors. The specific choice of channel of communication will be determined by the nature of communication issues, target audience, and cost- effectiveness.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
2.1 Review of draft Communication Strategy TOR	10/12	Social Sector Division (SSD)/Information Technology Solutions Department (ITSD)		
2.2 Formation of Communication committee	10/12	SSD/ITSD		
2.3 Formulation of Communication Strategy 2.31 recruitment of consultant gender	01/13 -	SSD/ITSD/HRD		

communication Specialist 2.32 formulation of strategy 2.33 implementation of strategy	06/13	SSD/ITSD SSD/ITSD		
	07/13-			
	09/13			
	10/13 - ongoing			

Evaluation Recommendation 3:

The proposed Communication and Marketing Strategy should be immediately rolled out to facilitate communication and dissemination of the policy and operational strategy, particularly to external stakeholders. To facilitate this, the CDB website should be improved and streamlined to provide information on the main components of the Operational Strategy and be used as the main medium for keeping internal staff and external stakeholders abreast with on-going implementation, outcomes and impact of the Gender Equality Policy (GEP).

Management Response: Management concurs

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
3.1 See details at evaluation recommendation 2				

Evaluation Recommendation 4:

The GEA position should be filled without delay and the individual mandated as the main Bank Gender Equality Champion (BGEC) responsible for leading the implementation of the GEP in keeping with proposed strategies in the Operational Strategy and with functions and roles outlined in the job description included in the GEPOS proposal. The GEA will report to the Vice-President (VPO), Operations.

Management Response:

The recruitment process for the GEA is well advanced. Shortlisted candidates will be interviewed in October and the GEA is expected to be in place by the first quarter of 2013. For the time being, the VP, Operations, is taking on the role of BGEC. Once the GEA is on board, the recommendation to appoint that person as BGEC will be revisited.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
4.1 Interview GEA candidates	10/12	VPO/HRD		
4.2 Selection of GEA	11/12	VPO/HRD		
4.3 Assignment of GEA	01/13 – 3/13	VPO/HRD		
4.4 Designation of BGEC(s)	10.12	Advisory Management Team (AMT)		

Evaluation Recommendation 5:

The proposal that the AMT act as a collective in championing the GEPOS should be abandoned. Instead, an Implementation Team (IT) should be established, led by the GEA, supported by a group that will include the VP, Operations, the Gender Operations Officer, the BNTF Gender Specialist and other staff incorporated by virtue of expertise in gender and/or major responsibility in various Bank operations and processes where GMS should be mandatory. This group would carry out functions originally designated for the AMT. The IT will have direct responsibility for oversight of ongoing implementation of the GEPOS as well as work with a Monitoring & Evaluation (M&E) Team to track gender mainstreaming outcomes. The “webmaster” (refer 3.11) should be an integral member of the IT with responsibility for the dissemination of current information related to the implementation and outcomes of the GEPOS.

Management Response:

Management agrees to part of this recommendation.

Initially members of AMT agreed to act collectively as the BGEC. On re-examination of this proposal, the Management felt that the BGEC should be a member of AMT, who was integrally involved in the day-to-day decision-making of the Bank’s operations. Management fully concurs with the recommendation for the establishment of an Implementation Team (IT) to enhance the utilisation of internal support mechanisms within the Bank. The GEA will provide technical leadership to the IT and will report to the VPO.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
5.1 Establishment of IT				
5.11 Designation of team members	01/13-	OD/HRD		
5.12 Formulation of Job Descriptions for team members	06/13 01/13-	OD/GEA/HRD		
5.13 Establishment of Continuous Performance Improvement targets	06/13 7/13 -12/13	PD/GEA/HRD		

Evaluation Recommendation 6:

Tools developed to guide gender mainstreaming and gender equality in various Bank operations should be developed or revised to ensure their practical relevance for the integration of gender equality strategies in respective Bank operations and processes. Acceleration of this activity would enhance gender mainstreaming activities across the Bank’s operations and corresponding interventions in the BMCs. This includes the Gender Equality Results Framework. In addition, the following should be reviewed and revised as necessary, without delay, to incorporate gender equality concerns in relevant operations and processes. There should be agreement on the nomenclature used for referencing these tools to ensure consistent use of terminology across all Bank documents:

- (i) Poverty Reduction Strategy (PRS) Toolkit.
- (ii) CDB’s Results Monitoring Framework (RMF).
- (iii) Guidelines and Recommendations for Operationalising CDB’s Poverty Reduction Strategy (PRS).

(iv) Governance Toolkit for Project Appraisal.
(v) Revised Governance Toolkit for Country Strategy Papers (CSPs).
(vi) Country Strategy Paper: Annotated Outline.
Management Response:
Procedure for the revision of existing tool-kits and guidelines to enhance GMS and promote GE will be rationalised and implemented by the IT under the technical guidance of the GEA. The IT will also take into consideration management responses to “lessons learnt and recommendations” from the recently completed assessment of the implementation of the PRS (timelines will be dependent on the establishment of the IT).

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
6.1 Include in work programme reviews, and modifications	7/13	IT/OD		

Evaluation recommendation 7:				
As they now stand the Social Impact Analysis Guidelines are useful for guiding gender integration at the stage of project formulation and design but are silent with regard to gender integration in the further stages of the project cycle. The guidelines need to be further revised to ensure their application and usefulness throughout the project cycle.				
Management response:				
The “Guidelines for Social Analysis of Development Projects” are being incorporated into the Environmental and Social Review Procedures. This offers an opportune time for further scrutiny of the revised guidelines in keeping with the Bank’s commitment to mainstream gender in its operations and enhance GE in its BMCs.				
Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
7.1 Include review and modification of guidelines in work programme	7/13	IT/ OD		

Evaluation Recommendation 8:				
Strategy, and policy documents, including the Education and Training, Private Sector and Disaster Management should be revised to allow for the integration of gender concerns as they relate to these sectors.				
Management Response:				
Review and revision of the Bank’s Strategies and Policies to allow for the integration of gender started with “Technical Assistance Policy and Strategy” in April 2012. This document is being prepared for consideration at the Meeting of the October BOD.				
Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
8.1 Presentation of revisions “Technical Assistance Policy and Strategy” to SDF	10/12	Technical Cooperation Division		

		(TCD)		
8.2 Presentation of “Technical Assistance Policy and Strategy” to BOD	12/12	TCD		
8.3 Include in work programme review and modification of relevant Policies and Strategies	7/13	OD/IT		

Evaluation Recommendation 9:

At the level of programming, there is an urgent need for the accelerated and complete development of capacities in relation to Gender Mainstreaming (GMS) for both internal and external stakeholders. The proposed capacity building component of the GEPOS for CDB of staff and key stakeholders in the BMCs should be immediately accelerated and should focus on ‘hands-on sector-specific and project-specific training that builds capacity to integrate gender into specific types of CDB’s operational work. Exposure to tools developed for integrating gender in these operations should be part of the training package and training must be grounded in cases that reflect the Caribbean realities, as well as, are relevant to the kinds of interventions with which the Bank is involved. Conceptual understanding related to gender, gender equality, gender mainstreaming and the evolution of approaches to integrating women/gender in development (WID, WAD, GAD) should be an essential component of the training package.

Management Response:

CDB staff from the Operations Department (27 Professional and 22 support staff) participated in the Bank’s first internal Gender Capacity Development Workshops and nine (9) members of AMT began gender sensitisation. Similarly, external stakeholders were targeted through financial support that facilitated participation of 30 students from BMCs in the University of the West Indies Gender and Development Studies summer training program in 2011. The next phase of capacity development in relation to GMS will draw on the recommendations highlighted in:

- (i) “Staff Gender Capacity Needs Assessment Report” submitted by gender training consultants.
- (ii) Training and capacity enhancement needs identified in Country Gender Assessments (CGAs) of the BMCs or needs identified during capital project appraisals, preparation of Country Strategy Papers and supervision missions.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
9.1 Rationalisation of staff training needs	01/13-06/13	GEA/HRD		
9.2 Formulation of staff training work programme	01/13-06/13	GEA/HRD		
9.3 Implementation of BMC capacity enhancement (BZ, SL, ANG)		GEA/IT/SSD		
9.31 National consultations	11/12 -			
9.32 Implementation	02/13 01/13-06/13			

Evaluation Recommendation 10:

As part of GEPOS capacity building exercises, statistical departments in the BMCs, as well as, relevant CDB staff, should be targeted for training in relation to identifying relevant gender-responsive targets and indicators relevant for monitoring CDB projects, programmes and processes at country level. This activity should be done in collaboration with CARICOM that is already working with Statistical Departments in their member states on gender specific social and economic indicators.

Management Response:

This intervention was already identified from the three completed CGAs, as well as through discussions with statistical departments/offices and line ministries during Bank appraisal and supervision missions and Management for Development Results (MfDR) workshops in BMCs.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
See Key action(s) at 9.3				

Evaluation Recommendation 11:

There is need for a clear articulation, between and among, the various operations that, collectively, give meaning to and contribute to achievement to the overall goal of achieving gender mainstreaming as a cross-cutting process in the Bank's operations. Chief among these is the articulation of CGAs, CSPs, Country Poverty Assessments, National Poverty Reduction Strategies and points at which tools such as the CGA and the Results Monitoring Framework need to be applied to guide these processes.

Management Response:

Synergies between and among the various operating areas of the Bank are required for collective contribution to the achievement of GMS. These will become clearer with the opportunities presented by the introduction of MfDR (discussed in response to Lesson 3.06). MfDR creates an opportunity for the identification of strategic entry points in the framework to enhance gender mainstreaming across the Bank.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
11.1 Include in work programme identification of gender entry points in MfDR	07/13	IT/PD/MfDR Committee		

Evaluation Recommendation 12:

The development of CGAs for seven (7) of ten (10) BMCs, funded through the Special Development Fund 7, remain outstanding. These should be undertaken as a matter of urgency in light of the fact that the TA for the CGAs clearly indicates that the preparation of CGAs should be the first and most critical step in the gender mainstreaming process. CGAs should inform the development of CSPs, CPAs and PRSs and the development of these outputs should be sequenced in a manner that allows articulation among these activities.

Management Response:				
An Invitation for Expressions of Interest (EOI) was posted in the United Nations Development Business and CDB websites with a closing date of October 5, 2012. It is expected that the CGAs for the remaining seven BMCs would be completed by the end of 2013.				
Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
12.1 Procurement of CGA consultant(s)	10/12-12/12	SSD/Procurement Policy Unit (PPU)		
12.2 CGA in 7 BMCs	01/13-12/13	SSD/IT		

Evaluation Recommendation 13:				
The CDB GEPOS is consistent with a number of international and regional commitments under which BMCs have obligations for gender mainstreaming. CDB should, therefore, ensure that initiatives designed in relation to the implementation of the GEPOS are harmonised with efforts in the BMCs to meet obligations under these wider commitments.				
Management Response:				
Management concurs.				
This will be addressed by three strategies identified by the Bank in the way forward:				
<ul style="list-style-type: none"> (a) The establishment of a proposed “Community of Practice” a network of internal staff, the IT, responsible for the implementation of the OS but facilitating knowledge-sharing and peer support from and with BMC peers. This is a normal practice for CDB ; (b) Through the CGAs in BMCs. Each CGA will comprise of , but will not be limited to: <ul style="list-style-type: none"> (i) a country gender profile identifying core gender issues, gender-related barriers to employment, poverty reduction, economic growth and development effectiveness; and (ii) relevant strategic policy and operational recommendations, developed on the basis of sound analysis and stakeholder consultations. (c) The collaborative approach presently employed with project partners in BMCs in country gender machinery and other development sectors. This collaboration and dialogue will inform capital project appraisal, and the preparation of CSPs and CPAs. 				
Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
13.1 Establishment of community of practice	01/13-03/13	IT/SSD		

Evaluation Recommendation 14:

Clear targets and related indicators which are responsive to gender concerns need to be identified in relation to the main pillars of the RBM Cascade of Strategic Objectives and expected outcomes derived from the Cascade and incorporated in annual work-plans. These should guide the collection of disaggregated data to inform Bank activities such as the generation of CPAs and CSPs, as well as, monitoring and evaluation of social and infrastructural projects. Further, such data should be disaggregated, at a minimum, by sex; however, if they are to inform poverty reduction strategies, data should be further disaggregated on the basis of SES, rural/urban location and ethnicity to facilitate an analysis of the intersecting impact of these factors on poverty reduction and other developmental processes.

Management Response:

Some gender equality targets and indicators identified as responsive to conditions that impact gender equality were incorporated as a cross-cutting theme in the Bank's RBM cascade.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
14.1 Continue refinement of targets and indicators	Ongoing	IT/OD/MfDR Committee		

Evaluation Recommendation 15;

The Monitoring Framework proposed in the GEPOS identifies tasks to be undertaken, expected results and indicators but does not identify centres of responsibility. Further, the various elements are not integrated into a holistic monitoring system. Elaboration of an M&E system that identifies key players and their responsibility within the system, as well as, the interconnections between and among the various components of this system would facilitate a better flow of information and integration of the various constituent elements into a comprehensive monitoring and evaluation plan. The system needs to clearly identify with whom coordination responsibility resides and the mechanisms that will be used to ensure that information gathered from monitoring activities, feeds back into the system for adjustments/ improvements as is necessary. The major players in this system should have regular meetings to review and assess the progress in implementation and provide feedback for improvement to relevant stakeholders. A monitoring group consisting of individuals drawn from the main centres of responsibility could be established, chaired by the GEA, to carry out these functions and the GEA would provide the IT with regular updates on the status of M&E activities.

Management Response:

Initially, the centre of responsibility for coordination and reporting will be the GEA. The GEA will provide the technical support and identify mechanisms for capacity enhancement for the IT to assume this responsibility over time. It is proposed that IT will be made up of representation from all the core disciplines of the Bank (including social analysts, engineers, economists, private sector officers, information officers and education and human resource specialists). Mechanisms for M&E reporting will operate in synergy with MfDR presently being adopted by the Bank.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
15.1 Formulation of M&E framework for GEPOS	01/13-0313	GEA		
15.2 Capacity enhancement of IT	01/13-12/13	GEA		

Evaluation Recommendation 16;

An important dimension of M&E activities must be a requirement for standard official documentation of results obtained from tracking of gender mainstreaming activities in on-going operations. This is necessary to ensure that there is on-going systematic monitoring which provides feedback and helps to build capacity of executing agencies in the BMCs. Monitoring data should also be used as feedback to review and revise, as necessary, subsequent actions related to a particular intervention. Portfolio Managers should be tasked with the responsibility to monitor GE performance in the BMCs through supervision of projects and preparation of project completion reports.

Management Response:

M&E will be the responsibility of the IT. Two levels of reporting will be generated and disseminated with direction of the guidelines set out in the communication strategy:

- (i) General biannual project briefs to keep internal and external stakeholders well-informed of the progress of GMS and achievements toward GE. This will be posted in a wide range of appropriate formats using existing CDB communication channels (the internal newsletter, CDB Annual Reports, the Bank's website, President's Discussion Series, project launches, and at BOD meetings.
- (ii) Detailed quarterly M&E reports in keeping with identified targets and indicators for use by the IT, VPO and AMT. These reports will record implementation progress, and identify challenges, thus facilitating early corrective responses.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
16.1 Recruitment of gender M&E consultant	02/13-04/13	GEA/PPU		
16.2 Formulation of M&E reporting templates and framework	05/13-07/13	IT/Communication Committee/M&E Consultant		
16.3 Include in work programme M&E reporting schedule	07/13	IT/OD		

Evaluation Recommendation 17:

To guarantee accountability for functions related to implementation of gender mainstreaming strategies outlined in the GEPOS these functions and roles should be incorporated in job descriptions as well as in Continuous Performance Improvement (CPI) appraisal for relevant staff.

Management Response:

While management agrees that this is desirable, this recommendation requires review and advice by HR specialists with experience in this area.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
17.1 Inclusion of gender targets in Job Descriptions and CPIs	01/13-03/13	GEA/AMT/HRD		

Evaluation recommendation 18:

The GEPOS proposes that accountability to the Board of Directors for GEPOS outcomes resides with the President of the Bank. The President, however, is also Chair of the BOD. If the recommendation made in 3.13 is accepted, in light of the fact that the GEA would have direct oversight responsibility for moving implementation forward and reports to the VPO, for greater transparency and better governance practices, accountability for GEPOS results should be transferred to the VPO.

Management response:

This recommendation is not very clear. However, management has agreed that it will be the responsibility of the VPO to report to the Board on the status of GEPOS implementation.

Key Action(s)	Proposed Timeframe	Responsible Unit(s)	Tracking	
			Comments	Status
Further discussion is needed				