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**CARIBBEAN DEVELOPMENT BANK**



**EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S  
GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY**

**FINAL REPORT**

**WITH MANAGEMENT RESPONSE**

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**OFFICE OF INDEPENDENT EVALUATION  
MARCH 2019**

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**MANAGEMENT RESPONSE**

**EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S  
GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY**

**MANAGEMENT’S RESPONSE**  
**TO THE CONCLUSIONS AND RECOMMENDATIONS OF**  
**THE EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK’S**  
**GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY**

The Board of Directors of the Caribbean Development Bank (the Bank) approved at its two hundred and eightieth meeting (March 22, 2018) Technical Assistance to evaluate the Bank’s Gender Equality Policy and Operational Policy which dates back to 2008 (Paper BD 15/18). The resulting report represents findings, conclusions and recommendations of the evaluation focusing primarily on the 2013-2018 timeframe, corresponding to the period following the 2012 internal assessment of the GEPOS and 2013 Gender Equality Action Plan (GEAP). The evaluation examined the full range of the Bank’s operational activities, including loans, grants, and technical assistance. The evaluation did not analyse gender equality results, due to the unreliable quantity and quality of data on results and the GEAP’s emphasis on developing internal tools and procedures.

The purpose of the evaluation was to examine the extent to which the Bank’s activities have promoted gender equality, and to gather lessons and recommendations on the:

- relevance of the Bank’s approach to promoting/catalysing gender equality;
- effectiveness of operations that seek to support gender equality;
- sustainability of institutional improvements in the Bank and borrowing member countries (BMCs); and
- institutional factors that influence investment in and mainstreaming of gender equality in Bank activities.

Management submits the attached management response to the conclusions and recommendations contained in the evaluation report for the consideration of the Oversight and Assurance Committee. The Management Response follows the structure of the evaluation report. As conclusions and recommendations do not align, they are addressed separately.



**TABLE 1: MANAGEMENT RESPONSE TO CONCLUSIONS AND RECOMMENDATIONS**

<b>Conclusions/ Recommendations</b>	<b>Management Comments / Responses</b>	<b>Commitments / Actions</b>	<b>Responsibility Centre</b>	<b>Target Completion Date (Y/M/D)</b>
<p><b>Conclusion 1:</b> There are persistent and emerging gender challenges that warrant increased attention and effort from CDB and the BMCs.</p>	<p>The Bank accepts this conclusion. Currently, the Bank is revising its Gender Equality Policy and Operational Strategy (GEPOS). The revised GEPOS will take into account persistent and new challenges as well as an intersectionality perspective and partnerships for addressing the issues.</p>			
<p><b>Conclusion 2:</b> CDB's strategies and operational frameworks have evolved to strengthen the Bank's support for gender equality and to begin a process of organisational change.</p>	<p>This conclusion supports the Banks efforts and commitment to advance gender equality.</p>			
<p><b>Conclusion 3:</b> It is time to move beyond the practices and tools of mainstreaming and begin to address the development effectiveness of the Bank's work on gender equality.</p>	<p>CDB accepts this conclusion. CDB therefore commits to a dual track approach via gender mainstreaming and gender-targeted (gender-specific) interventions aiming at improving gender equality outcomes.</p> <p>The Bank recognising the lack of supervision and monitoring of gender results, is increasing its focus on measuring results specific to Gender Equality outcomes. As a consequence, the supervision module in PRISM (Project Resource Interface for Systematic Management – Project Management System of CDB) includes questions on gender-relevant project components, progress and challenges. PRISM also allows identification of linkages to gender equality in the Results and Monitoring Framework and tracking of relevant indicators.</p>			

Conclusions/ Recommendations	Management Comments / Responses	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
<p><b>Conclusion 4:</b> Few initiatives have focused on the root causes of inequality or taken a multi-dimensional or integrated approach to addressing socio-economic challenges as experienced differentially by women and men. (conclusion refers to CDB's main focus on public sector capacity development, addressing root causes and instruments such as policy-based loans and public sector training programmes such as the PPAM/PCM).</p>	<p>The conclusion is acknowledged and it will be proposed that the revised GEPOS has a more holistic view on the root causes and manifestations of gender inequality.</p> <p>The Bank also acknowledges that policy-based loans are a good instrument to change the national environment for gender equality. While there have been some effort to incorporate gender equality there is still room for more effort to be undertaken to integrate gender into these types of investments.</p> <p>The Bank accepts that more needs to be done to sensitise and train public sector officials on gender equality.</p> <p>CDB wishes to highlight the following actions which already reflect or are in line with some of the suggestions of the conclusion.</p> <p>CDB's main focus on public sector capacity development is a necessary building block of changing norms within a multidimensional or integrated approach. Other current interventions complement this focus on changing norms and behaviours. For example, CDB is supporting Technical Assistance to Belize Water Services for integrating gender equality in Human Resource Policies (Ambergris Caye Water Project). Another example is the gender sensitisation of communities in the framework of the Community</p>			

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	<p>Disaster Risk Reduction Fund (Jamaica, Saint Vincent and the Grenadines, Belize).</p> <p>CDB has started to address the root causes of gender inequality, for example in its education, citizen security and gender-based violence portfolios. (The evaluation could have benefitted from a more in-depth review of these interventions).</p> <p>Regarding public sector training programmes, CDB has integrated gender considerations into the recent PPAM/PCM training programme delivered to public sector officials in all 19 BMCs.</p> <p>In October 2018, a training of trainers' workshop was conducted with National Gender Machineries to enhance their capacity to sensitise public sector officials in their respective countries.</p>			
<p><b>Conclusion 5:</b> Both external and internal factors have affected the Bank's effectiveness in gender mainstreaming and the implementation of the GEPOS. Many of these factors are key assumptions in the re-constructed theory of change for the GEPOS. (conclusion refers to a lack of conceptual clarity leading to constraints in the capacities and incentives by CDB staff to address gender equality and as well as inconsistency in the approach to enhance gender equality in BMCs).</p>	<p>The Bank acknowledges that awareness raising and training are needed to increase conceptual clarity. Eight Gender sensitisation training sessions have been conducted with staff and senior management as part of the GEPOS revision process to clarify concepts and gain a deeper understanding of gender equality. In a similar way, BMCs' National Gender Machineries were trained in conducting gender sensitisation sessions in their respective countries during the GEPOS revision process.</p> <p>Regarding inconsistency in the approach in BMCs, the Bank wishes to highlight that the approach does not mirror inconsistency but</p>			

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	<p>reflects the level of readiness, ownership and windows of opportunity for change in certain BMCs. Not using these entry points, when presented, would minimise opportunities for piloting of interventions and championing.</p> <p>At the same time, the Bank acknowledges that, for example partnering more with CARICOM to enhance a regional approach to gender equality needs to be pursued.</p> <p>CDB will also explore opportunities for training of staff in advocacy and gender-related policy dialogue to increase attention of BMCs towards the relevance of gender equality for development effectiveness.</p>			
<p><b>Conclusion 6:</b> CDB's value added draws on its visibility and role as a regional lending institution. A trusted partner in the region, it has strong relationships with planning and finance ministries and plays critical roles in policy dialogue, advocacy, and knowledge generation (including data). (conclusion, however, argues that CDB has not always used its leverage through lending instruments and procedures and conditionalities for the use of concessional resources to encourage governments to adopt stronger policies in support of gender equality. It also refers to the importance of knowledge products for enhancing gender equality and the SDGs.).</p>	<p>CDB will continue to produce gender-mainstreamed as well as gender-specific knowledge products. CDB also acknowledges that Ministries of Planning and Finance are catalytic for enhancing gender equality in BMCs and more gender dialogue with these agencies needs to be pursued.</p> <p>As inferred above, the level of readiness of some BMCs to embrace gender equality as a critical factor in the development paradigm is a constraining factor in the demand for gender equality projects and project components even if concessional financing is available.</p>			

Conclusions/ Recommendations	Management Comments / Responses	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
<p><b>Recommendation 1:</b> Develop a clear CDB vision for gender equality by specifying a theory of change and expected development results from the Bank's support of gender equality. This should guide the Bank's strategic approach.</p>	<p><b>ACCEPTED.</b> The Bank is currently in the process of designing its new Strategic Plan 2020-2024. Gender equality will be featured in the revised Strategic Plan as an important driver of development and development effectiveness.</p> <p>A discussion paper for the revised GEPOS has been prepared for senior management approval and for presentation to CDB's Board of Directors. It is intended to have an external (BMC) dimension and internal (CDB) dimension covering the strategic pillars in which CDB will be active. These strategic pillars include new and persistent challenges such as climate change as well as citizen security risks related to masculinities and feminities. The external and internal dimensions are complementary and shall reinforce CDB's organisational commitment as well as its commitment to change in BMCs.</p>	<p>(1a) The new GEPOS will include a Results Framework and lay out how CDB will contribute to enhancing gender equality through addressing root causes and manifestations of gender equality in BMCs and creating the enabling organisational environment within CDB.</p> <p>(1b) A discussion paper on the revised GEPOS will be presented to CDB's Board of Directors.</p> <p>(1c) Alignment between the formulation of the Strategic Plan 2020-2024 and the 2019 GEPOS will be ensured.</p>	<p>Social Sector Division (SSD)</p> <p>SSD</p> <p>SSD, Corporate Strategy Division</p>	<p>2019/06/31</p> <p>2019/03/31</p> <p>2020/01/01</p>
<p><b>Recommendation 2:</b> Clearly define and communicate key concepts and frameworks of analysis related to gender equality.</p>	<p><b>ACCEPTED.</b> The Bank has already increased efforts to raise awareness among staff about gender equality and related concepts. In addition to previous training activities, in July and September 2018 gender sensitisation sessions targeting senior management and CDB staff were conducted. In addition the revised GEPOS intends to include a glossary of terms and clearly define its approach to gender equality via gender mainstreaming and gender-targeted approaches.</p>	<p>(2a) A glossary will be developed for distribution among staff and senior management. More training of staff is intended to familiarise the m with the GEPOS in April 2019.</p>	<p>SSD</p>	<p>2019/04/30</p>

Conclusions/ Recommendations	Management Comments / Responses	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
	Onboarding training of new staff will include a gender module.	(2b) A gender module will be developed to be included in onboarding training.	Human Resources (HR) in cooperation with SSD.	2019/06/30
<p><b>Recommendation 3:</b> Enhance and operationalise accountability, feedback and learning structures and processes for implementation of the GEPOS.</p>	<p><b>ACCEPTED.</b> The process of revising the GEPOS includes the development of a new Gender Action Plan that would constitute the actions of each unit in the Bank towards the implementation of the GEPOS.</p> <p>The revised GEPOS also proposes a Gender Champions system composed of staff of all units with responsibility for monitoring the units' specific commitments in the Gender Action Plan.</p> <p>The Bank is increasing its focus on measuring results specific to Gender Equality outcomes. As a consequence, the supervision module in PRISM includes questions on gender-relevant project components, progress and challenges. PRISM also allows identification of linkages to gender equality in the Results and Monitoring Framework and tracking of relevant indicators.</p>	<p>(3a) A new Gender Action Plan will be developed.</p> <p>(3b) Gender Champions will be nominated for each unit.</p> <p>(3c) The supervision module of PRISM will be operational and populated by CDB staff by the next reporting period, and continuously after that.</p>	<p>SSD in cooperation with HR and the units of the Bank</p> <p>SSD in cooperation with HR and the units of the Bank</p> <p>Projects Department, all divisions</p>	<p>2019/12/31</p> <p>2019/12/31</p> <p>2020/01/31</p>
<p><b>Recommendation 4:</b> Make more and better use of partnerships with regional and national actors that have complementary expertise and that can bring external perspectives to CDB's work.</p>	<p><b>ACCEPTED.</b> CDB fully understands and appreciates the need to leverage appropriate partnerships in order to strengthen development results. Against this background, it has developed strong partnerships and provided long-standing and continuous support to the Institute for Gender and Development Studies of the University of the West Indies (UWI) for their Gender and Development Training Programme, cooperated with UWI on</p>	Ongoing dialogue with partners	SSD	Ongoing

Conclusions/ Recommendations	Management Comments / Responses	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
	<p>integrating gender equality into early childhood education. The Bank has also supported UN Women and the Legal Aid and Counseling Clinic in Grenada on Combatting Gender-Based Violence. Also a new initiative to support Development Finance Institutions on better responding to the differential needs of male and female clients underscores CDB's appreciation of partnerships.</p> <p>CDB is also co-chairing the Barbados-focused Gender Coordination Group which assembles gender-relevant development partners, UWI and civil society organisations.</p> <p>Partnerships will be a key activity in the implementation of the revised GEPOS.</p>	(4b) CDB continues to co-chair Gender Coordination Group (next meeting planned in the first quarter of 2019).	SSD	Ongoing
<p><b>Recommendation 5:</b> Define a strategic approach for supporting the capacity development of national gender machineries in the region through their direct engagement in the Bank's business processes and through CARICOM.</p>	<p><b>ACCEPTED.</b> CDB is in dialogue with CARICOM on a joint approach towards capacity development of National Gender Machineries.</p> <p>CDB acknowledges that regular support and involvement of National Gender Machineries can be enhanced. CDB wishes to emphasise that they are a standard partner in Project Appraisal Missions and Country Strategy Paper (CSP) consultations and their involvement in the CSP formulation is key for developing CDB's pipeline with regards to gender interventions.</p>	<p>(5a) The Bank will continue and reinforce its dialogue with CARICOM on cooperation, creating synergies and complementing each other.</p> <p>(5b) Country engagement processes (for example, Project Appraisal missions), will continue to engage National Gender Machinery and ensure that they are included in design processes and implementation.</p>	SSD  Economics Department/ SSD/ Economic Infrastructure Division	Meetings every three months  Ongoing

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	<p>However, experience has shown that often even when resources are allocated to gender interventions in the CSPs, the lack of capacity within countries or changing priorities endanger the design and / or implementation of projects. The Bank recognises the need to involve Ministries of Finance and Planning and other authorities more actively in advocacy and policy dialogue around gender equality to support the National Gender Machineries.</p>			
<p><b>Recommendation 6:</b> Stress the key role to be played by senior management both inside and outside of CDB; the leadership should ensure that CDB is the standard bearer and advocate for gender equality in the region.</p>	<p><b>ACCEPTED.</b> CDB welcomes this recommendation.</p> <p>As part of the revision process of the GEPOS a gender sensitisation session with senior management was conducted and training on leadership for gender equality is planned. This is to better prepare senior management for policy dialogue and advocacy on gender-related issues.</p>	<p>(6a) A training program will be designed and delivered specifically for senior management in leadership for gender equality.</p>	SSD	2019/04/30
<p><b>Recommendation 7:</b> Continue to strengthen CDB capacity for mainstreaming gender in operational work. (recommendation speaks to (1) Human Resources; (2) staff skills, training and internal learning; (3) financial resources; (4) usage of gender markers; (5) integration of gender in risk assessment and safeguards; and (6) elaborating guidance on</p>	<p><b>PARTIALLY ACCEPTED.</b> Staffing recommendations will be a long-term strategy. However, CDB agrees with the finding of the evaluation report that staffing has evolved since the inception of GEPOS both in the form of a gradual expansion in the number of staff working on equality (Operations Officer, Gender and Social Analysts) and setting targets to achieve gender parity at the management level. Future human resource strategies take into account gender equality issues. There is a planned organisational redesign which will consider the skills and structure that will be required to support the new GEPOS. CDB will</p>	<p>(7a) Human Resource Policies will be reviewed and changes proposed.</p>	Human Resources	Ongoing - Action Plan will give indications on dates

Conclusions/ Recommendations	Management Comments / Responses	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
gender-sensitive procurement).	<p>also review its Human Resource policies (for example, on parental leave, pay equity, etc.) to ensure that it will be aligned with the revised GEPOS and with good practice in people management.</p> <p>CDB will review its training activities of staff, including new staff, to familiarise them with the Bank's gender concepts in a more regular and systematic way. Regarding internal learning, the CDB will continue and increase meetings of the Bank's Community of Practice of Gender to enhance internal learning in addition to developing learning modules for inclusion in the learning management system. Being co-chair of the Barbados-based Gender Coordination Group, CDB will also continue to support this group for external learning.</p> <p>In the revision process of the GEPOS and after approval by the Board of Directors, CDB will enter into dialogue with donors and Member countries to increase funding for the revised GEPOS.</p> <p>CDB will work on educating staff about a more rigorous application and monitoring of the Gender Markers. The Gender Markers as designed are however a quality-at-entry tool. PRISM will include a module on gender and progress is being made in that regard to enhance the systematic review of gender in the</p>	<p>(7b) Learning activities will be enhanced through the Community of practice on Gender. Further training activities will be reviewed and planned within the Gender Action Plan.</p> <p>(7c) Onboarding training of staff will include a gender module.</p> <p>(7d) The Bank will undertake discussions with donors regarding possible financing for revised GEPOS.</p> <p>(7e) Trainings on Gender Markers will be designed and delivered for project staff.</p> <p>(7f) Safeguards will be reviewed to enhance inclusion of gender equality content.</p>	<p>SSD</p> <p>HR and SSD</p> <p>SSD in cooperation with Corporate Strategy Division</p> <p>SSD</p> <p>SSD</p>	<p>Three Community of Practice Meetings planned for 2019; Gender Action Plan 2019/12/31</p> <p>2019/06/30</p> <p>2020/06/30</p> <p>Ongoing</p> <p>2020/01/31</p>

Conclusions/ Recommendations	Management Comments / Responses	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
	implementation phase. CDB is also working on reviewing how to enhance its safeguards in terms of gender, and the procurement process, with regards to contractual arrangements and the usage of procurement fairs.	(7g)The Bank will undertake activities to enhance gender equality in procurement including: review of contractual arrangements, procurement fairs.	Social Sector Division/ Procurement Policy Unit	2019/08/30
<p><b>Recommendation 8:</b> Build on its experience with Country Gender Assessments (CGAs) and dialogue with BMCs to enhance Country Strategy Papers and develop a more strategic portfolio of investments that relate to gender equality (recommendation refers to aligning CGAs) to the CSP schedule in order to inform CSPs better. It recommends also that CGAs focus more on the sectors which will be covered in the CSPs and are disseminated more widely internally and externally in a more digestible format).</p>	<p><b>PARTIALLY ACCEPTED.</b> This recommendation is acknowledged and will be examined internally in order to check for feasibility in terms of costs, data availability and timing.</p> <p>While it is critical to put gender more centrally on the agenda in the CSP process, the Bank wishes to note that CSPs are an instrument to develop the upcoming portfolio determining CDB investment in the respective countries. Although, unlike a project appraisal document, CSPs do not allow for detailed gender mainstreaming of indicative project interventions, they do provide the opportunity for BMCs to identify broad-based commitments towards gender-mainstreaming and/or gender-targeted actions.</p>	(8a) As part of ongoing consideration of the CSP process, the feasibility of aligning the CGAs with the CSP process will be reviewed.	SSD /Economics Department	2019/03/31

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**EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S  
GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY**

**FINAL REPORT – VOLUME I**

**Evaluation of the Caribbean Development Bank's Gender Equality  
Policy and Operational Strategy**

**Final Report**

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**November 2018**

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From OIE, Ms. Kaia Ambrose contributed during all phases of evaluation implementation, including field missions and report review. Mrs. Denise Padmore undertook secondary data gathering and organisation, mission arrangements, and report formatting.

James Melanson  
Head, Office of Independent Evaluation

## ACRONYMS

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<b>ADB</b>	Asian Development Bank
<b>AfDB</b>	African Development Bank
<b>AP</b>	Action Plan
<b>ARPP</b>	Annual Review of the Performance of Project/Loans
<b>BMC</b>	Borrowing Member Country
<b>BNTF</b>	Basic Needs Trust Fund
<b>CARICOM</b>	Caribbean Community
<b>CDB</b>	Caribbean Development Bank
<b>CGA</b>	Country Gender Assessment
<b>CPA</b>	Country Poverty Assessment
<b>CSP</b>	Country Strategy Paper
<b>CTCS</b>	Caribbean Technological Consultancy Services
<b>DER</b>	Development Effectiveness Review
<b>DFI</b>	Development Finance Institution
<b>DRR</b>	Disaster Risk Reduction
<b>ECPA</b>	Enhanced Country Poverty Assessment
<b>ED</b>	Economic Department (CDB Division/Sector)
<b>EID</b>	Economic Infrastructure Division
<b>ESU</b>	Environmental Sustainability Unit
<b>GBV</b>	Gender-based violence
<b>GE</b>	Gender Equality
<b>GEAP</b>	Gender Equality Action Plan
<b>GEPOS</b>	Gender Equality Policy and Operational Strategy
<b>GIG</b>	Gender Implementation Guidelines
<b>GM</b>	Gender mainstreaming
<b>HR</b>	Human Resources
<b>IDB</b>	Inter-American Development Bank
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MDB</b>	Multilateral Development Banks
<b>OCR</b>	Ordinary Capital Resources
<b>OECD-DAC</b>	Organisation for Economic Co-operation and Development - Development Assistance Committee
<b>OIE</b>	Office of Independent Evaluation
<b>OPPM</b>	Operational Policies and Procedures Manual
<b>PBO</b>	Policy Based Operations
<b>PCM</b>	Project Cycle Management
<b>PPAM</b>	Public Policy Analysis and Management
<b>PPT</b>	Power Point Presentation
<b>PSDD</b>	Private Sector Development Division
<b>REEE</b>	Renewable Energy and Energy Efficiency
<b>RMF</b>	Results Measurement Framework
<b>SDF</b>	Social Development Fund
<b>SSD</b>	Social Sector Development
<b>TA</b>	Technical Assistance
<b>TBD</b>	To be determined
<b>ToC</b>	Theory of Change
<b>TOR</b>	Terms of Reference
<b>UKCIF</b>	UK Caribbean Infrastructure Fund

**UN** United Nations  
**UNEG** United National Ethical Guidelines  
**USD** United States Dollars  
**UWI** University of West Indies

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## TERMINOLOGY<sup>1</sup>

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- Gender** Gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, gender identities, poverty level, ethnic group and age.
- Gender Analysis** Men and women both perform different roles. This leads to women and men having different experiences, knowledge, talents and needs. Gender analysis explores these differences and identifies inequalities, so policies, programmes and projects can be designed and developed to meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men. Gender analysis is usually informed by sex-disaggregated data, which presents information separately for men/boys and women/girls.
- Gender equality** Gender equality (GE) refers to the equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of *gender equity*, which primarily concerns fairness and justice regarding benefits and needs. Gender equality also refers to the transformational commitment needed to make equal rights and equal power a reality, within the human rights agenda. It requires that the interests, needs, and priorities of females and males be taken into consideration, in recognition of the great diversity within these groups. Gender equality benefits women and men, girls and boys, and should be of concern to all.

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<sup>1</sup> Definitions have been taken from the following sources:  
European Institute for Gender Equality.  
Global Partnership for Education. Gender equality policy and strategy 2016-2020.  
Global Affairs Canada. Policy on Gender Equality.  
Global Affaires Canada. Canada's National Action Plan for Women Peace and Security.  
Global Affaires Canada. Gender Equality: A Foundation for Peace. Canada's National Action Plan 2017-2022 for the Implementation of the UN Security Council Resolutions on Women, Peace, and Security.  
International Labour Organization. A manual for gender audit facilitators: The ILO participatory gender audit methodology (2nd Edition).  
UN Women. UN Women Training Centre eLearning Campus.  
UN-INSTRAW, Glossary of Gender-related Terms and Concepts.

<b>Gender mainstreaming</b>	<p>More broadly, gender mainstreaming means ensuring that gender perspectives and attention to the goal of gender equality are central to all activities, such as policy, programming and advocacy, and in all phases: planning, implementation, monitoring and evaluation.</p> <p>Gender mainstreaming has been embraced internationally as a strategy towards realising gender equality. It involves the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men and combating discrimination.</p> <p>Within the Caribbean Development Bank (CDB), (the Bank) GM refers to the integration of gender-responsiveness into operational activities (projects, technical assistance, training) of the Bank.</p>
<b>Gender responsive</b>	<p>Gender responsiveness means that a policy, project or approach is informed by an awareness of the causes and effects of inequality within gender norms, roles, and relations, the impact of the particular intervention, and that measures are taken to actively address causes and reduce those effects that pose barriers to gender equality.</p>
<b>Gender sensitive</b>	<p>Gender sensitive is often used interchangeably with the term “gender responsive.” Some assign it a distinct descriptive value on a continuum indicating the degree of integration of a gender perspective in any given project. Gender sensitivity as a distinct notion suggests a cognitive awareness of gender differences that is not always linked to action. In contrast, gender responsive describes policies or programs developed with the consideration of gender norms, roles and inequalities and with measures taken to actively address them.</p>
<b>Gender targeted approaches</b>	<p>Targeted approaches identify specific areas of marked inequality (for specific populations in a specific country, for example, or for a specific aspect of inequality), analyze the underlying factors contributing to this inequality, and design and implement interventions that target those factors. Targeted approaches are an important complement to mainstreaming approaches to advancing gender equality.</p>
<b>Gender transformative</b>	<p>Interventions that go beyond gender responsiveness and specifically aim at transforming unequal gender relations to promote shared power, control of resources, decision-making, and support women’s and girls’ empowerment.</p>
<b>Intersectionality</b>	<p>Intersectionality highlights the interconnected nature of social categorizations such as race, class, gender, poverty status, age, ethnicity, sexual orientation, disability, and others, as they apply to a given individual or group. It is used as a framework of analysis to study, understand and respond to the ways in which subjects experience overlapping and interdependent systems of (dis)advantage and discrimination (including but not limited to racism, sexism, ableism, classism) based on personal characteristics/identities). Intersectionality can inform research, policy and practice.</p>
<b>Practical (Gender) Needs</b>	<p>Practical (gender) needs refers to what women (or men) perceive as immediate necessities such as water, shelter and food.</p>

**Strategic  
(Gender)  
Interests**

Interventions addressing strategic gender interests focus on fundamental issues related to women's (or, less often, men's) subordination and gender inequities. Strategic gender interests are long-term, usually not material, and are often related to structural changes in society regarding women's status and equity. They include legislation for equal rights, reproductive choice, and increased participation in decision-making.

The notion of "strategic gender needs", first coined in 1985 by Maxine Molyneux, helped develop gender planning and policy development tools, such as the Moser Framework, which are currently being used by development institutions around the world.

**Gender  
Blindness**

This term refers to the failure to recognize that the roles and responsibilities of men/boys and women/girls are assigned to them in specific social, cultural, economic, and political contexts and backgrounds. Projects, programmes, policies and attitudes which are gender blind do not take into account these different roles and diverse needs. They maintain the status quo and will not help transform the unequal structure of gender relations, thereby having the potential to be harmful to men/boys and/or women/girls.

Gender blindness can also be viewed positively in instances where selection criteria are non-discriminating or non-distinguishing between different genders. Positive gender blindness occurs, for example, in a recruitment process in which the sex of the candidates is not revealed and the selection is based on other pertinent qualifications.

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## EXECUTIVE SUMMARY

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The Gender Equality Policy and Operational Strategy (GEPOS) of the Caribbean Development Bank (CDB) was developed in 2008 to mainstream gender-responsive actions in CDB operations. An evaluation of GEPOS was commissioned by the Office of Independent Evaluation (OIE) and conducted between May and October 2018. The results and recommendations of this evaluation are intended to inform the next iteration of the GEPOS.

The purpose of the evaluation was to examine the extent to which the Bank's activities have promoted gender equality (GE), and to gather lessons and recommendations on the:

- relevance of the Bank's approach to promoting/catalyzing gender equality
- effectiveness of operations that seek to support gender equality
- sustainability of institutional improvements in CDB and borrowing member countries (BMCs)
- institutional factors that influence investment in and mainstreaming of gender equality in Bank activities.

The evaluation focused primarily on the 2013 to 2018 timeframe, corresponding to the period following the 2012 internal assessment of the GEPOS and 2013 Gender Equality Action Plan (GEAP). It examined the full range of CDB operational activities, including loans, grants, and technical assistance. The evaluation did not analyze GE results, due to the unreliable quantity and quality of data on results and the GEAP's emphasis on developing internal tools and procedures.

### Methodology

The evaluation of GEPOS was theory-based, utilization-focused, and gender-responsive. The evaluation team re-constructed a Theory of Change for the GEPOS and used it to reflect on emerging evidence.

The evaluation drew on multiple sources of data. It reviewed corporate, country (including Country Strategy Papers) and project-level documents. The evaluation team interviewed 92 individuals, conducted three focus group discussions, and held two findings validation workshops with CDB and BMC actors. Field visits were conducted in Belize, Guyana, Grenada, and St. Lucia. An on-line survey was sent to 108 CDB operations staff and the response rate was 45 per cent (%).

An Evaluation Advisory Committee, composed of CDB staff and external partners in the region, provided direction to the evaluation through comments on the inception report, as well as extensive dialogue (in addition to feedback) around the draft report. The main limitation to the evaluation was the shortage of consistent, systematic and reliable data on CDB projects.

### Main messages

**1: There are persistent and emerging gender challenges that warrant increased attention and effort from CDB and the BMCs.**

In the Caribbean, gender norms and stereotypes continue to define and restrict equal access to services and resources. Gender disparities are evident in the labour force, the educational system, entrepreneurship, and representation in political and leadership positions. A growing body of work and advocacy highlights how stereotypical masculinity norms are also harmful to men and boys. At the same time, other issues are gaining prominence on the development agenda, such as gender-based vulnerabilities in disaster management,

gender dynamics in the context of migration and displacement in the region, and the need for legal guarantees of non-discrimination on the basis of sexual orientation or binary/non-binary gender identities. Within this context, CDB has the potential to contribute to BMCs and regional efforts in tackling gender inequality, particularly by strengthening partnerships with regional actors and civil society organizations. The new GEPOS must also identify and address the challenges and factors that drive gender inequalities in the BMCs, including through a stronger lens of intersectionality.

**2: CDB’s strategies and operational frameworks have evolved to strengthen the Bank’s support for gender equality and to begin a process of organizational change.**

The creation of GEPOS and subsequently GEAP represented important milestones for the Bank. CDB’s strategic plans and sector policies and strategies are becoming more gender responsive both in the analysis of gender equality challenges in the region and the mainstreaming of gender into its operations. Country Strategy Papers (CSPs) are still in the early stages of addressing gender. CSPs have benefitted from Country Gender Assessments (CGAs); however, gender analysis does not yet inform all sections of the CSP, including the analysis of risks. Although there is room for improvement in terms of the scope and depth of gender mainstreaming efforts, the Bank has made progress over the past decade by enhancing its technical tools and capacities, for instance by hiring gender specialists, introducing tools and conducting training for its staff and facilitating overseas training for selected staff. The structures and mechanisms for accountability, proposed in the GEPOS, were not fully or consistently operationalized, and this is an area that requires greater attention in the next phase of GEPOS.

**3: It is time to move beyond the practices and tools of gender mainstreaming and to begin to address the development effectiveness of the Bank’s work on gender equality.**

The Bank needs to ensure that the tools that have been developed to support gender mainstreaming in the Bank’s operations are used not only as compliance exercises but also to feed into the design and implementation of projects and country strategies. The Bank is at a stage where it can be clearer in articulating the types of development results in gender equality that it wants to contribute to. In order to move in this direction, it will need to continue to enhance its monitoring systems.

**4: Few initiatives have focused on the root causes of inequality or taken a multi-dimensional or integrated approach to addressing socio-economic challenges as experienced differentially by women and men.**

CDB has enhanced the gender responsiveness of its activities, most notably through technical assistance and regional programmes such as the Basic Needs Trust Fund (BNTF) and Caribbean Technological Consultancy Services (CTCS). Emerging good practices in gender mainstreaming are evident in key sectors and programmes such as education, disaster risk reduction and infrastructure. However, the Bank’s approach to achieving gender equality to date has been primarily through promoting equal participation in, and benefit from, CDB-funded work. This is insufficient to challenge unequal gender relations or shift restrictive gender norms. While CDB may not be able to lead social norms change through its operations alone, it can build understanding of how traditional gender norms and development models can restrict men’s and women’s opportunities, access to resources, and ability to make choices.

In addition, CDB has not sufficiently leveraged the different components of its own portfolio (for example, by linking CTCS training on entrepreneurship to access to finance) to deliver a more holistic approach. There are possibilities for greater use of policy-based loans for policy reform and of public sector training programmes, as well as for more purposeful linkages between different types of programming.

The Bank implements a small number of gender targeted operations focussing on gender-based violence and women’s economic empowerment, which have supported enabling conditions for gender equality.

**5: Both external and internal factors have affected the Bank’s effectiveness in gender mainstreaming and the implementation of the GEPOS.**

Internal factors that have affected gender mainstreaming include CDB capacity and the extent to which CDB staff is proactive in engaging BMCs in dialogue on gender inequalities. Externally, some BMCs have expressed demand for greater GE support from CDB, but the political will to prioritize GE is inconsistent across BMCs. A compounding factor is the lack of conceptual clarity on gender equality, which affects the extent and sustainability of behaviour change in both the Bank and the BMCs.

**6: CDB’s value added draws on its visibility and role as a regional lending institution. A trusted partner in the region, it has strong relationships with planning and finance ministries and plays critical roles in policy dialogue, advocacy, and knowledge generation (including data).**

Through its lending instruments and procedures, CDB can incentivise reforms and give direction for the use of concessional resources in the BMCs. While this gives it a certain degree of leverage with regard to encouraging governments to adopt stronger policies in support of gender equality, it has not always used that leverage. CDB is also recognized for supporting “data” initiatives, such as Country Poverty Assessments, Country Gender Assessments and Multi-dimensional Data Collection Training for BMCs. The Bank’s contributors have been supportive of a gender equality agenda and that has enabled CDB to develop many of the tools and processes that have been put in place over the past decade.

## Recommendations

CDB can build on its ten years of experience with GEPOS to respond to the current context for gender equality in the Caribbean. The following recommendations are for consideration as the GEPOS is renewed.

## Policy directions

**1. Develop a clear CDB vision for gender equality by specifying a theory of change and expected development results from the Bank’s support of gender equality. This should guide the Bank’s strategic approach.**

Over the next year, CDB will update the GEPOS and develop the new Strategic Plan. CDB should clearly state the concrete development results it hopes to achieve by addressing gender equality, and its priority strategies for doing so. We recommend that CDB develop a theory of change that is linked to its strategic plan and that provides a conceptual grounding for how gender equality will help the Bank deliver on its development mandate. The evaluation also suggests that CDB:

- Continue with a twin-track approach of mainstreaming and gender-targeted approaches.
- Establish certain priority areas of investment that might allow the Bank to address social norms change and potentially have a greater effect in the medium to long term (e.g., the education sector, BNTF portfolio).
- Ensure that the vision to advance gender equality is also aligned with the visions of individual BMCs as well as more generally across the region. This will require a more systematic dialogue with BMCs to develop a better understanding of their vision and motivation, for instance via the country strategy process.

## **2. Clearly define and communicate key concepts and frameworks of analysis related to gender equality.**

The current “concept” of gender equality embraced by many staff and implementing partners does not provide a rigorous foundation for work on gender issues. There is very limited understanding of masculinity, limited analysis of root causes of inequalities, limited understanding of how gender inequality is linked to poverty, and no systemic approach to GE in the Bank. The next iteration of GEPOS should clearly define concepts such as gender equality and equity, and what these imply for CDB’s operational work, and should provide clear direction for how the Bank will embrace intersectionality in its analysis and programming.

## **3. Enhance and operationalize accountability, feedback and learning structures and processes for the implementation of the GEPOS.**

A simplified set of accountability mechanisms could be considered in the next GEPOS. The policy should identify the cascade of GE responsibilities, from the Board of Directors to individual staff members, and all staff should be held accountable through work planning and the performance review processes.

A new GEAP should be developed following approval of the renewed GEPOS, and there should be regular reporting on the implementation of the GEAP to the Board of Directors.

CDB should continue to strengthen its portfolio tracking and results management systems for gender, to enable better monitoring of progress towards intended outcomes.

The OIE should ensure that the Bank’s progress in contributing to gender equality results and implementing the GEPOS is assessed through different types of evaluations and validation of project completion reports.

Gender machineries in BMCs should be more consistently invited to participate in Project Steering Committees, in order to strengthen accountability for GE at the country level.

The Bank should consider establishing a high-level external advisory committee of key partners in the region to review elements of the CDB portfolio and report to the Board on progress in gender mainstreaming.

## **4. Make more and better use of partnerships with regional and national actors that have complementary expertise and that can bring external perspectives to CDB’s work.**

Partnerships with different types of actors and at various levels will be critical if the Bank would like to enhance its support for gender equality in the next GEPOS. Partnerships will need to be reflected in the theory of change referenced in Recommendation 1.

The Institutes of Gender and Development Studies (IGDS) and the CARICOM Gender Programme represent opportunities for CDB to deepen its understanding of Caribbean gender issues and build partnerships to strengthen accountabilities for redressing gender inequalities at the national level. Both entities could assist with socializing the GEPOS among the Bank’s staff and in the BMCs.

CDB is well-positioned to show political leadership and delineate roles and responsibilities based on the strengths and capacities of regional actors (e.g., IGDS, UN Women). CDB could seek to work with other development partners to develop a harmonized framework in support of gender equality in the Caribbean, so that each partners’ intentions for the region are clear.

In the BMCs, civil society organizations have expertise and experience that can be useful for policy dialogue in the context of the CSP (and the Country Poverty Assessments and CGA) and in programming. NGOs are important to the social development agenda in the Caribbean, particularly in ending violence against women. Just as CDB has special initiatives for the private sector, it may want to consider an “NGO window” that could facilitate funding to this group of actors.

**5. Define a strategic approach for supporting the capacity development of national gender machineries in the region through their direct engagement in the Bank’s business processes and through CARICOM.**

Capacity constraints continue to affect national gender machineries in the region. CDB should use its leverage to bring these machineries more into the mainstream of its work, including through more systematic engagement in policy dialogue during country strategy processes, and should develop a clear strategy with CARICOM and other partners as appropriate in developing the capacity of these entities as a key component of sustainability.

## Organizational requirements

**6. Stress the key role to be played by senior management both inside and outside of CDB; the leadership should ensure that CDB is the standard bearer and advocate for gender equality in the region.**

The Bank is committed to gender equality and external partners expect CDB to play a key role in this area. The President is seen as an advocate for gender equality and has an important role to play on the Board of Directors and with the Ministries of Finance of the BMCs. Consistent messages from senior management about the importance of GEPOS will be key, especially in light of the growing suite of policies and strategies competing for the attention of CDB staff and BMCs. CDB senior management also needs to be more proactive in integrating gender more effectively at the CARICOM level, through high-level engagement of the BMCs and by ensuring the complementarity of resources in the region.

**7. Continue to strengthen CDB capacity for mainstreaming gender in its operational work.**

**Human Resources:** Future human resource strategies need to be based on CDB’s strategic vision and mandate for gender equality (based on Recommendation 1). Staff positions may need to be re-allocated in light of the specific needs identified by the new GEPOS. CDB should also review its Human Resource policy (for example, on parental leave and pay equity) to ensure that it is aligned with the new GEPOS and good practice in multilateral development banks (MDBs).

**Staff knowledge and skills:** CDB should consider a review of training for staff, perhaps incorporating a case-study based methodology to facilitate staff’s understanding of what CDB is trying to achieve with a GE policy. We also recommend that CDB create an introductory training package for new staff that includes the GEPOS.

**Internal learning at CDB:** CDB should re-activate the Community of Practice and the President’s Discussion Series with internal and external discussants, to establish more routine and regular exchange of knowledge within the Bank on operational experience and developments around GE.

**Financial resources:** CDB needs to consider the adequate resourcing of the GE policy and interventions in the future. When gender equality is defined as a cross-cutting theme in the Strategic Plan, the Bank should consider creating financial set-asides to ensure that programme funding is available. In order to

support gender mainstreaming in BMCs, CDB should explore further use of Policy Based Operations (PBOs) and advocate with BMCs for gender-responsive budgeting at the national level and specific project allocations for work on gender equality.

**Tools and guidance:** CDB needs to update GE tools to ensure that they are in alignment with and support the pursuit of CDB’s overall strategic vision and goals as well as other CDB policies (e.g., the new Youth Policy). CDB should finalize and disseminate the Gender Toolkit and conduct a review of the actual use of the Gender Markers. CDB should also consider adding gender elements to its guidance on risk analysis, environmental and social safeguards, and procurement. Changes need to be based on a clear understanding of how they would contribute to the quality and success of projects.

## Operations management

### **8. Build on its experience with Country Gender Assessments and dialogue with BMCs to enhance Country Strategy Papers and develop a more strategic portfolio of investments that relate to gender equality.**

The CGAs should be updated to inform new CSPs. They should also be broadly disseminated and used not only by the relevant ministry in the BMC, but by CDB staff in different divisions. There needs to be a mechanism to ensure that such outsourced work is reintegrated into CDB operations and owned by CDB staff. CDB may also want to consider a more targeted approach to the sectors that are analyzed through a CGA so that data-gathering efforts are centred in areas that are aligned with the key priorities of the BMCs and the Bank.

CSPs require a more strategic approach to GE, explicitly outlining potential CDB support to reduce gender inequality in the BMCs at all levels (strategic, operational and financial). The inclusion of some kind of theory of change would enable a more systematic view of what the strategy is trying to achieve. CDB should find ways to promote/advocate policy agendas that are more gender inclusive, as part of overall support to BMC governments’ agendas and priorities. This could be achieved by more actively and consistently including national gender machineries in the process as well as by ensuring that gender equality is taken into consideration in strategies for each sector addressed through the CSPs.

## 1. INTRODUCTION

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### 1.1 Purpose and scope

1. This report presents the results of the evaluation of the Gender Equality Policy and Operational Strategy (GEPOS) of the Caribbean Development Bank (CDB or the Bank), which was developed in 2008 to mainstream gender-responsive actions in lending and other operations of CDB. The evaluation was commissioned by the Office of Independent Evaluation and conducted between the months of May – September 2018. The results and recommendations of this evaluation have fed in to the next iteration of the GEPOS. The key users of the evaluation are the Social Sector Division as they have been the “custodian” of GEPOS and are designing the new policy and strategy, as well as the CDB Board, Senior Management and operations teams that design the Country Strategies and appraise and implement investments, and other Bank staff involved in operational activity. This evaluation also provides insights to BMC government officials who engage with CDB in policy dialogue and project implementation.

#### Purpose

2. As per the Terms of Reference (see Appendix I – Volume II), the purpose of the evaluation was to examine the extent to which the Bank’s activities have promoted gender equality and to gather lessons and recommendations to inform a new iteration of GEPOS, by assessing the:

- Relevance of the Bank’s approach to promoting/catalyzing gender equality
- Effectiveness of operations that seek to support gender equality
- Sustainability of institutional improvements in CDB and borrowing member countries (BMCs)
- Institutional factors that influence investment in and mainstreaming of gender equality in Bank activities.

#### Scope

3. The evaluation focused primarily on the period between 2013 and 2018 in order to better reflect on the progress made by CDB after the 2012 assessment of the GEPOS and 2013 Gender Equality Action Plan (GEAP). Due to certain limitations in available documentation for this time period, the evaluation at times also referenced events preceding 2013. It encompassed the full range of CDB operational activities, including loans, grants, and technical assistance provided across CDB’s operational divisions and funded both by Ordinary Capital Resources and the Special Funds Resources (SFR). Technical cooperation activities, including training programmes delivered through the Technical Cooperation Division, were considered to the extent feasible. The evaluation also considered the Bank’s policy dialogue (primarily through the Country Strategy Paper development process) and supporting analytical work.

4. The evaluation did not analyze GE results. Most gender-targeted projects are recent and there is limited monitoring and evaluation data available to assess progress towards outputs and outcomes. Insofar as data from project documentation and field visits allowed, the evaluation only describes the initial outputs and the prospects for GE results emerging in the context of CDB activities.

## Organization of Report

5. Following this introduction, the report is organized in the following sections:
  - Section 2: Gender Equality in the Caribbean
  - Section 3: Overview of the GEPOS and GEAP
  - Section 4: Relevance of the Bank's Approach
  - Section 5: Effectiveness
  - Section 6: Sustainability
  - Section 7: Institutional Factors
  - Section 8: Conclusions and Recommendations.
6. Two appendices are provided in Volume I: Appendix I-List of Findings; Appendix II-List of Recommendations
7. All other appendices are provided in Volume II, with supporting documentation. They include:

APPENDIX VOLUME II	DESCRIPTION
<b>I</b>	Terms of Reference for the evaluation;
<b>II</b>	Methodology and limitations note, outlining the Theory of Change, scope of the document review (selection and review of projects, selection and review of Country Strategy Papers), list of available project documentation, and details regarding interviews, field visits and the survey, and key limitations encountered;
<b>III</b>	Evaluation matrix, which explains how each evaluation question from the TOR will be addressed;
<b>IV</b>	List of documents consulted;
<b>V</b>	List of projects reviewed;
<b>VI</b>	List of stakeholders consulted;
<b>VII</b>	Survey results: result of the survey of CDB Operations staff;
<b>VIII</b>	Evolution of gender-specific indicators in CDB Strategic Plans;
<b>IX</b>	Systematic review of gender considerations in Country Strategy Papers;
<b>X</b>	GEAP progress update, which describes progress in implementing the targets outlined in the 2013 GEAP based on rating criteria developed by the evaluators;
<b>XI</b>	Systematic review of gender considerations in project documents;
<b>XII</b>	CDB Gender Marker for projects and CDB Gender Marker for CSPs.

## 1.2 Methodology

### 1.2.1 Overview

8. This is a summary of the methodology for the evaluation. The full methodology is presented in Appendix II - Volume II. The evaluation was guided by an evaluation matrix (see Appendix III – Volume II).

### 1.2.2 Data collection

9. Data were collected through document review, interviews at CDB and with selected stakeholders in four BMCs, and a survey of CDB operational staff.

#### Document review

10. The evaluation team reviewed documents at the corporate level (CDB strategies, corporate and sector policies, tools, guidelines, reports and evaluations), at the country level (Country Strategy Papers [CSPs], Country Gender Assessments [CGAs], 2016 CGA Synthesis Report), at the project level (project appraisals, supervision reports, supervision commentary, implementation status reports, project completion reports, final project evaluations) and documents related to CDB financial resources. Relevant literature from the Caribbean and from other Multilateral Development Banks (MDBs) was also considered. A list of documents consulted is provided in Appendix IV – Volume II.

11. At the country level, the evaluation team conducted a systematic review of 16 CSPs, which explored variables such as Gender Marker ratings, reference to CGAs, the extent to which gender components were present in the country context analysis, the strategic outlook (i.e. actions, commitments, objectives), the results framework and the financial envelope. The evaluation team also looked at whether or not concrete projects were defined in the area of gender equality.

12. At the project level, the team conducted an in-depth review of the available project cycle documentation for nine projects and the appraisals of an additional 15 projects approved between 2012 and 2017 and funded by Special Fund Resources (SFR) and Ordinary Capital Resources (OCR).<sup>2</sup> During field missions, representatives of over 28 CDB-funded projects were consulted in St. Lucia, Grenada, Belize and Guyana; two of these projects were part of the sample of nine projects. Hence, a total of 50 projects (analyzed through document review and field missions) were taken into account in the evaluation.<sup>3</sup> A list of projects reviewed is presented in Appendix V – Volume II.

#### Interviews

13. The evaluation team consulted key stakeholders to obtain their perspectives and insights on the issues and questions in the evaluation matrix. The team conducted a total of 92 semi-structured individual interviews (83 face-to-face, 9 by phone or Skype) and three focus group discussions with CDB and BMC actors. Additional consultations were carried out with regional partners in the Caribbean and with other MDBs. (See Appendix VI – Volume II for a list of stakeholders consulted.)

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<sup>2</sup> In the sample of nine projects (review of project cycle): Two were funded through SFR, four through OCR, three through both SFR and OCR. In the sample of 15 projects (review of project appraisals): Six projects were funded through OCR and eight through SFR, and one through both SFR and OCR. Funding provided to these projects ranges from USD 100,000 to USD 40,000,000 (loans) and between USD 30,000 and USD 5,500,000 (grants).

<sup>3</sup> The evaluation team initially proposed a review of the project cycles of 30 projects, but carried out a review of a smaller sample due to incomplete documentation.

## Field visits

14. Field visits were conducted in Belize, Guyana, Grenada, and St. Lucia. The selection was based on several criteria (described in Appendix II – Volume II) in order to reflect a mix of BMCs. These countries do not represent the diversity of the BMCs; however, the evaluation team was able to present and validate key evaluation findings at a workshop with representatives of all BMCs.<sup>4</sup> Each field visit comprised 3-4 days of interviews with CDB’s main partners, namely government and civil society.

## Survey

15. An on-line survey of CDB operations staff was conducted (see Appendix VII – Volume II for a summary of results). The survey questions focused on institutional factors affecting the implementation of the GEPOS. The questionnaire was sent to 108 staff in the CDB Operations Department. The response rate was 45%.

## Validation

16. The Evaluation Advisory Committee, composed of CDB staff and external partners in the region, provided feedback on an early draft of the evaluation report.<sup>5</sup> Findings and recommendations benefitted from feedback provided by CDB staff and representatives of BMCs during two validation sessions scheduled in early October 2018. Those validation sessions also constituted a final round of data collection and analysis.

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### 1.2.3 Limitations

17. The main limitations to the evaluation relate to CDB’s management information systems. Project-level documentation is difficult to access and often incomplete. For instance, the limited availability of progress reports and the absence of reporting at the project completion stage (i.e. project completion reports and final project evaluations) inhibit evidence-based analysis of project outputs and outcomes. The shortage of consistent, systematic and reliable data is a limitation that affects all evaluations at CDB. Because this evaluation addressed both the mainstreaming of gender equality and targeted gender operations, the lack of a centralized system made it more difficult to get a comprehensive overview of the work of the Bank.

18. Due to limitations in available documentation, the projects reviewed at country level are not necessarily representative of CDB’s portfolio at a country level (e.g. selected projects do not cover all CDB sectors or types of instruments in each country). The selection of projects considered during the field visits was largely informed by a) CDB staff members consulted and b) responses to CDB’s letters of introduction. Still, based on the small sample of projects reviewed, especially at country level, we identified good practices and areas where there may have been missed opportunities.

19. Field visit countries do not represent the diversity of experience, capacities, and contexts for gender equality in CDB’s 19 BMCs. Nonetheless, the validation session suggests that most examples drawn from field visit countries resonate in other territories.

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<sup>4</sup> The validation session was organized by CDB on October 4 and 5, 2018. Representatives of social affairs ministries gender bureaux, and/or other key partners from all BMCs (except for Dominica) contributed to the validation of evaluation findings and recommendations for the country level.

<sup>5</sup> The Committee included Monique Bergeron (Canadian High Commission), Mary Alison McLean (UN Women), Leith Dunn (University of the West Indies), and the Gender and Development Specialists within CDB’s Social Sector Division Elizabeth Burges-Sims, Maria Ziegler, and Marlene Johnson and Kaia Ambrose (CDB OIE).

## 2. GENDER EQUALITY IN THE CARIBBEAN

20. Caribbean social, political and economic structures are influenced by and contribute to unequal gender relations and the persistence of gender stereotypes and harmful gender norms. When the GEPOS was developed in 2008, CDB outlined some of the major challenges it would need to confront in delivering on its mandate. These included:

- Differential impact of economic adjustment trends on women and men
- Wide discrepancies in male/female rates of unemployment, particularly among youth
- Growing trend of male underperformance, youth violence and crime
- Widespread gender-based violence (both domestic and social)
- Differential performance and participation of girls and boys in schools
- Under-representation of women in decision-making positions
- High incidence of poor, female-headed households
- Increasing levels of poverty and incidence of other social challenges faced by elderly men and women.

21. This list informed the identification of three objectives of the GEPOS: reduction of economic and social vulnerability; strengthening the capacity of all women and men, girls and boys to access economic opportunities, increase livelihood options and improve their quality of life in the changing global economy; and support to governance processes in which women and men have equal access to power and authority in society.

### **Persistence of Gender Inequality Challenges**

22. Ten years on, a number of CDB studies<sup>6</sup> indicate that these challenges persist, and new challenges have emerged. Gender roles and stereotypes continue to define and restrict equal access to services and resources. The country gender assessments commissioned by CDB as input to its planning processes document that gender relations are still largely detrimental to women in Caribbean societies and that traditional notions of masculinity continue to have a distortive force in defining the development of Caribbean boys and men.

23. While the educational participation and achievement of girls and young women are markedly greater than those of boys and young men (and have been for over 30 years)<sup>7</sup>, economic benefits related to the labour force and ownership of assets and resources have not followed in a proportionate way. Boys who leave school prematurely may still have economic options based on traditional vocations that match openings in the labour market, in particular construction and agriculture. Women's labour force participation remains lower than men's and is lowest in countries like Guyana, Belize and Suriname where significant population groupings, like indigenous women, live in geographically remote areas and settings where women are engaged in unpaid work in family plots and the home.

24. Wage inequality is related in part to variations in occupational participation. Generally, women are employed in service sectors, small-scale retail, and low-skilled and low-paid occupations as well as in

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<sup>6</sup> CDB Country Gender Assessments Synthesis Report, January 2016; CDB, *The Changing Nature of Poverty and Inequality In the Caribbean: New Issues, New Solutions*. May 2016.

<sup>7</sup> CDB Country Gender Assessments Synthesis Report; Inter-American Development Bank Regional Policy Dialogue on Education; Caribbean Development Bank Literacy and Numeracy in the Caribbean, Report of the Caribbean Subregional Meeting December 2–3, 2008; Barbara Bailey and Suzanne Charles "Gender differentials in Caribbean education systems", 2010.

administrative and professional occupations. Men's labour force participation continues to be in higher earning occupations in the construction industries, agriculture and technical industries. The country gender assessments note that women's participation in agriculture remains very low. In Antigua & Barbuda, for example, 71.4% of workers in the agricultural sector are men and 28.6% are women. In Belize, the comparable figures are 94% and 6%, respectively; in Dominica it is 85% men and 15% women. In Barbados and St. Kitts and Nevis, 80% of farms are owned by men. These statistics can mask women's unpaid work or their involvement as subsistence farmers and therefore lead to gender blind spots in agricultural policies and programmes. These statistics also remind that there are enduring gender-based inequalities in women's access to land, credit and other means of production.

25. Gender disparities are also observable in entrepreneurship. A 2015 World Bank Group study<sup>8</sup> estimates that 13% of employed females across the BMCs are self-employed as opposed to 19% for men. There are significant qualitative differences in women's and men's entrepreneurship and the benefits derived. The majority of female businesses are located in low technology and less knowledge-intensive sectors (87% of female enterprises) and in sectors that are experiencing the lowest levels of growth.

26. Women's lower participation in and benefit from self-employment is related to sociocultural and institutional factors that impede access to finance and property, and the skills required to operate in growing and innovative sectors. Across the region, women's unequal and limited access to finance has been identified as the major deterrent for entrepreneurship development. Because of lack of legal ownership of assets such as land, many women do not have the necessary collateral to grow businesses or innovate. Unequal access to credit has been noted by CDB as a central barrier to growth. Programmatic approaches will have to go beyond business development and skills development training to include access to credit and technical assistance.

27. Even in sectors such as tourism, there are discernible gendered patterns in employment, with women working primarily in services related to housekeeping and hospitality. In St. Vincent & the Grenadines, 61% of hotel sector employment is women and 39% are men.<sup>9</sup> Men were in higher paying employment sectors and predominate in transport as owners and operators of both land and marine tour services and also as taxi operators.

28. Women's progress in political representation has been slow and uneven. Grenada has made the greatest progress, with women elected to parliament increasing from 33.3% in 2013 to 47% in 2017.<sup>10</sup> In nine BMCs, women's representation is under 20%. Women's limited representation at senior decision-making levels is also apparent in public and private sector boards across the region. However, there are more women at senior levels in the public sector. There are also fewer men in middle management positions and levels below as the public sector has become more feminized.

## Emerging Issues

### *Disaster Management*

29. Natural disasters, including earthquakes, floods and hurricanes, have had a devastating effect on Caribbean economies and the quality of life. There is growing awareness that women and men may experience the impact of disasters in different ways.<sup>11</sup>

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<sup>8</sup> World Bank Group report "Profiling Caribbean Women Entrepreneurs: Business Environment, Sectoral Constraints and Programming Lessons", 2015.

<sup>9</sup> CDB Country Gender Assessments Synthesis Report, January 2016, p. 34.

<sup>10</sup> CDB Country Gender Assessments Synthesis Report, January 2016, p. 50.

<sup>11</sup> ECLAC, UNIFEM, UNDP, "Grenada: A Gender Impact Assessment of Hurricane Ivan – Making The Invisible Visible", 2005.

30. Whether families are single headed, nuclear or extended, women bear the responsibility for social reproduction and ensuring that the children, sick and elderly are cared for. They have to access water, food, time for care, and the time and resources for economic activity. Studies show that on average more of women's resources and capital are dedicated to familial wellbeing, and less on recreation and discretionary spending.<sup>12</sup> Where children are women's responsibility, women's unemployment or dislocation because of disaster or low wage labour leads to familial instability. Post-disaster income opportunities, which are largely in infrastructural rehabilitation, are not readily accessible by women.

31. Men are also affected post-disaster by gender-based vulnerabilities. They are at higher risk of injury because they are involved in search and rescue operations, and often without prior training. Older men who live alone have reduced coping capabilities as they may have no familial safety net. Post-disaster assessments suggest that some men, especially those who were marginally employed, are less resilient and suffer from psycho-social difficulties, given the loss and uncertainty of income.<sup>13</sup>

32. Lack of means to recoup lost assets, limited livelihood options, burden of care, and restricted access to basic services undermine both women's and men's resilience in the post-disaster period.

### ***Growing Understanding that Restrictive Gender Norms Harm Men and Boys***

33. There is a growing body of work and advocacy which highlights that stereotypical masculinity norms are also harmful to the social development of men and boys. Much of the discussion around masculinity in the Caribbean has been framed by concerns for men's under-achievement in the education sector and their involvement in the illicit economy and in crime and violence. Across the region, there is a marked difference in the completion of secondary school and in the enrolment in academic tertiary institutions by boys and young men. The research suggests that those who do leave school early come from poor households and may need to work or access resources whether in the formal, informal or illicit economies.<sup>14</sup> In addition, they may see opportunities for economic gains that are not dependent on formal education.<sup>15</sup> Technical and vocational training schools continue to be attractive to young men. School drop out rates for boys and male youth violence are issues that date back to the 1990s. Yet policy prescriptions remain inadequate as they fail to address gender socialization practices and the transmission of cultural beliefs which are steeped in notions of male power and control in the private and public spheres.

34. In many countries in the Caribbean, violent crime is a real risk and the percentage of the population victimized by assault and threat is higher than in any other region.<sup>16</sup> An IDB study found that one in three respondents surveyed in capital cities reported having lost someone close to violence in his or her lifetime.<sup>17</sup> Crime and violence are gendered and linked to race/ethnicity. Perpetrators are largely young men and, apart from domestic violence and sexual assaults, the victims are young (18 to 24-year-old), low-income males. Domestic violence is a major human rights issue with perpetrators largely male. Apart from cultural norms that tolerate gender-based violence, impunity characterizes this type of violence with under-reporting compounded by inadequate police and justice response.

### ***Migration and Displacement***

35. Whether because of economic hardship or disaster-induced displacement, intra-regional migration is a feature of Caribbean development. Migration has been regularized to some extent through the

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<sup>12</sup> Stephanie Seguino "Micro-Macro Linkages Between Gender, Development, and Growth: Implications for the Caribbean Region", Department of Economics, University of Vermont, 2008.

<sup>13</sup> Post-Disaster Needs Assessment Hurricane Maria September 18, 2017, A Report by the Government of the Commonwealth of Dominica, November 15, 2017.

<sup>14</sup> Barbara Bailey "Gender and political economy in Caribbean education systems: An agenda for inclusion", 2009.

<sup>15</sup> ECLAC "Developing Social Policy for Youth with Special Reference to Young Men In Saint Lucia", November 2001.

<sup>16</sup> IDB "Restoring Paradise in the Caribbean: Combatting Violence with Numbers – Executive Summary", 2017.

<sup>17</sup> Ibid.

Caribbean Single Market and Economy (CSME) which provides for free movement of persons engaged in certain sectors of skilled labour. But those who move irregularly face employment without labour law protections and women, in particular, may experience vulnerabilities to sexual violence, harassment and exploitation that arise from undocumented migration and trafficking. While almost half of international migrants originating in the Caribbean were female<sup>18</sup>, the opportunities and incentives to migrate can be different between men and women given existing disparities in labour force market, differential access to education, gendered nature of primary care responsibilities, etc.

### ***Sexual Orientation and Gender Identities***

36. No Caribbean country provides constitutional guarantees of non-discrimination on the basis of sexual orientation or binary/non-binary gender identities. Still, with growing human rights activism and the use of litigation, sodomy laws have been declared unconstitutional in Belize and Trinidad and Tobago.<sup>19</sup> While within the HIV response, it is well accepted that homophobia and associated stigmas undermine access to human rights as well as public sector services, this understanding has not led to integrated rights-based social and economic policy.

### **Frameworks of analysis on the rise**

#### ***Intersectionality***

37. The CDB gender assessments consistently make the point that gender analysis must be complemented by analyses that explore other causes for social exclusion and how they intersect with gender (in particular, income-based disparities, but also ethnicity, colour, geography, sexual orientation and disabilities). Lack of access to education, decent and secure employment, health and housing will exacerbate the negative effects of unequal gender relations, challenging women's abilities to meet their expected roles in the division of labour in the home and also putting young men at greater risk for involvement in anti-social behaviour in which harmful notions of masculinity such as aggressiveness are expressed. In other words, sources of social exclusion will put some populations of men and women at greater risk of socio-economic marginalisation. Intersectionality highlights the overlapping, *simultaneous* and interdependent systems of discrimination or disadvantage which intersect gender.

38. Factors such as ethnicity and geography are particularly important to consider in CDB's operations. While the gender assessments do not address the situation of indigenous communities, a recent study from Guyana illustrates why it is so important to analyze how ethnicity intersects with gender. The study shows significant disparities in access to infrastructure, electricity, employment, education and health services in indigenous communities. The under-development of indigenous communities has gendered impacts on women, men, boys and girls. In 2016, UNICEF found that about 15% of girls between ages 15 and 19 in Guyana had begun child bearing.<sup>20</sup> This figure is higher for indigenous communities and those in poor households. Male migration in search of employment also means that women are left to take care of children without support and they do so with few employment options.

39. Intersectional analysis is important for effective targeting which would, in the aspirations of the Sustainable Development Goals (SDGs), leave no one behind. Intersectionality, as a feature of analysis, promotes multi-sectoral integration in the formulation and integration of policies and programmes.

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<sup>18</sup> IOM, ECLAC "Women's empowerment and migration in the Caribbean", November 2017, p.13.

<sup>19</sup> Caleb Orozco v The Attorney General of Belize. Supreme Court Claim No. 668 of 2010; Jason Jones and AG of Trinidad and Tobago and Equal Opportunities Commission.

<sup>20</sup> UNICEF Guyana Situation Analysis of Children and Women, 2016.

40. Other development partners are also embracing this concern for addressing the multi-dimensionality of Caribbean under-development. For example, the United Nations Multi-Country Sustainable Development Framework (UN MSDF) 2017-2021 defines the four UN priorities as climate change and environment; economic and social development; health; crime, justice and citizen security and targets those “most often in the margins of policy development and implementation – among them women, children, youth, older persons, and persons with disabilities.”<sup>21</sup>

### ***Linking the Private and Public Division of Labour***

41. There are significant implications of women’s disproportionate responsibility for child care and household maintenance which policy makers are grappling with as they seek to devise comprehensive social development programmes. The poorer the household or community, the greater the burden of unwaged work on women. In addition, women of low and middle income often must find multiple sources of low waged work and/or other income, which can have negative implications for parenting. Increasingly there is concern for understanding familial and household dynamics as an input into social and economic policy development that reduces vulnerabilities associated with unpaid work, youth violence, teenage parenting and pregnancy, use of drugs, domestic violence and child neglect, all of which have consequences for labour force participation and participation in governance.

### **Gender Architecture**

42. Whether at national or regional levels, increased financial investments are imperative for the acceleration of progress in achieving gender equality. This was recognised in the 2015 Addis Ababa Action Agenda of the Third International Conference on Financing for Development which called on states to institutionalize gender-responsive budgeting, track and report resource allocations for gender equality and to ensure that plans and policies are adequately resourced to ensure their effective implementation.<sup>22</sup>

43. Still, the political will needed to transform the deep politics of culture is fragile and is manifested in the weaknesses and inconsistencies in the gender equality architecture in the region. Although all countries have governmental mechanisms for advancing gender equality through a strategy of gender mainstreaming, most are under-resourced, under-staffed and marginal in planning processes. Few countries have national or sectoral gender policies.<sup>23</sup>

44. Because of these shortcomings, national gender machineries in the Caribbean are unable to realize their mandates to be sites of policy analysis and coordination for a whole-of-government approach to gender equality. Their remit does not include implementation but they seek to be engaged strategically where there are opportunities to shape policies.

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<sup>21</sup> United Nations Multi-Country Sustainable Development Framework (UN MSDF) 2017-2021, June 2016, p. 5.

<sup>22</sup> 2015 Addis Ababa Action Agenda of the Third International Conference on Financing for Development.

<sup>23</sup> These include Belize, the British Virgin Islands, Cayman Islands, Dominica, and Jamaica. See the UWI St. Augustine Institute for Gender and Development Studies’ list of Caribbean countries with gender policies, available at <https://sta.uwi.edu/igds/mcf/gender-policies>, last accessed 20 September 2018.

45. At a regional level, the University of the West Indies has three Institutes of Gender and Development Studies (IGDS) with mandates which include teaching, research and outreach. These institutes have been at the forefront of developing the analytical capacity of public sector employees and strengthening NGOs to provide the thought leadership and activism for demanding state accountability. The CARICOM Gender and Development Work Programme is mandated to strengthen the gender machineries through capacity building around gender equality and equity, acting in a regional advisory capacity, collaboration and monitoring with member states and international development partners. The IGDS and CARICOM Gender Programme represent opportunities for CDB to deepen its internal understanding of Caribbean gender issues and to strengthen partnerships that advance and support the coordinating role of national gender machineries in strengthening accountabilities for redressing gender inequalities at the national level.

46. In addition, a range of civil society actors are leading advocacy initiatives and driving policy discussions on areas such as reproductive health and rights, climate change, sexual orientation and gender identities, ending violence against women, political participation and economic governance. These initiatives usually involve a real effort to work on the intersections of inequalities, ensuring the participation of populations of women historically most marginalised by economic and political processes, such as indigenous women, and those living with disabilities.<sup>24</sup>

### **Concluding observations**

47. Notwithstanding data to support marked gender disparities in economic involvement, household care responsibilities, political engagement and influence and violence and insecurity, there is a pervading perception in the Caribbean that gender equality has largely been achieved or that the remaining challenges are peripheral to development issues. Even concerns for boys and men “at risk” are not framed or understood within gender dynamics and so the prescriptions do not include components of gender/social norms change. This perception is one of the factors that affects the political will to address the cultural and political determinants of gender inequalities in the region.

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<sup>24</sup> In March 2018, a regional meeting on ‘Politics for Social and Environmental Justice and Equality in the Caribbean’ was convened by social justice and feminist activists and academics in Barbados. This meeting called upon regional institutions to be more inclusive and transparent for realizing social justice goals and holding Caribbean political leadership to account for ethical and transparent leadership.

### 3. OVERVIEW OF THE GEPOS AND GEAP

48. The Gender Equality Policy and Operational Strategy (GEPOS) and the subsequent Gender Equality Action Plan (GEAP) represent key milestones in the evolution of CDB. They illustrate the Bank's commitment to be more proactive in addressing gender equality challenges in the BMCs.

49. The GEPOS was developed in 2008 to mainstream gender-responsive and gender-targeted actions in lending and other operations of CDB. At the time, CDB had already begun to acknowledge links between gender and development in its Strategic Plan (2005-2009) and certain aspects of its programming.<sup>25</sup> However, it lagged behind other Multilateral Development Banks (MDBs) in addressing gender equality (GE) in development and in formalizing its commitment through an organizational policy.<sup>26</sup> GE capacity in BMCs was limited due to insufficient GE expertise among government officials, insufficient GE budgets, and limited integration of GE issues across ministries. The GEPOS therefore provided a first policy framework for guiding CDB's organizational behaviour and its engagement with its BMCs.

50. GEPOS's objectives outlined what CDB intended to see as the ultimate result in BMCs as a consequence of mainstreaming gender across its strategies and policies, programmes and operations. It was anticipated that the GEPOS would contribute to poverty reduction and sustainable development.

51. An assessment of the GEPOS conducted in 2012, five years into its implementation, confirmed the relevance of the GEPOS, but found low levels of systematic and coordinated implementation of the operational strategy to be major impediments. In 2013, CDB responded to this assessment with the development and adoption of the Gender Equality Action Plan (GEAP) which focused inwards, aiming to build the Bank's institutional capacities to accelerate the operationalization of the Gender Policy.

52. As a tool to implement the GEPOS, the GEAP had three objectives, initially to be achieved by 2015:<sup>27</sup>

- Enhance efficiency and effectiveness of gender mainstreaming in CDB's financial operations
- Increase knowledge and visibility of gender equality issues among CDB staff, BMCs, development partners and other stakeholders
- Improve effectiveness of gender mainstreaming in BMCs.

53. For each objective, the GEAP defines outcomes, outputs, and indicators and outlines divisional commitments and a proposed timeline. It covers substantive areas such as: lending operations; Country Strategy Papers (CSPs) and policy dialogue; TA, Capacity Development of BMCs and Partnerships. The

#### **The objectives of the 2008 GEPOS**

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 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.

<sup>25</sup> Institutional limitations in CDB included: scarcity of standardized, sex-disaggregated data; lack of M&E capacity for GE; limited GE expertise with GE roles and responsibilities; small programme budgets; and limited GE integration across sectors.

<sup>26</sup> For example, the Asian Development Bank's first gender policy dates from 1998.

<sup>27</sup> Subsequently extended to 2016.

2015 Status Report on the Implementation of the GEPOS provided the only comprehensive update on CDB's progress towards achieving the outcomes and outputs outlined in the GEAP.<sup>28</sup>

54. Overall, the GEAP provided impetus to a number of gender mainstreaming outputs including knowledge products (e.g., Country Gender Assessments), tools and guidelines for staff (e.g. Gender Markers, draft Gender Toolkit). It also helped encourage funding allocations to gender mainstreaming efforts within the Bank such as training and workshops for staff. A trajectory of key developments is outlined in Figure 3.1 at the end of this section.

55. The Gender Marker, one of the key tools for gender mainstreaming introduced by the Bank, is referred to throughout this report. At CDB, there are two Gender Markers: one for projects and one for Country Strategy Papers.

56. The Gender Marker for projects defines basic gender standards, provides a comparative framework, and enables the Bank to monitor its overall progress towards sustainable institutionalization of gender equality. In its current evolution (as of June 2015), it assesses a project "at entry" (appraisal stage) in four parts of the project cycle (analysis, design, implementation, and monitoring and evaluation) using 2-3 criteria to judge project quality in each stage. As shown in Appendix XII, each stage is allocated up to one point, for a maximum possible score of "4". The scoring code is: Gender specific (GS): 3.75-4 points; Gender mainstreamed (GM): 3-3.5 points; Marginally mainstreamed (MM): 1.5-2.75 points; NO: if projects score zero or 1.

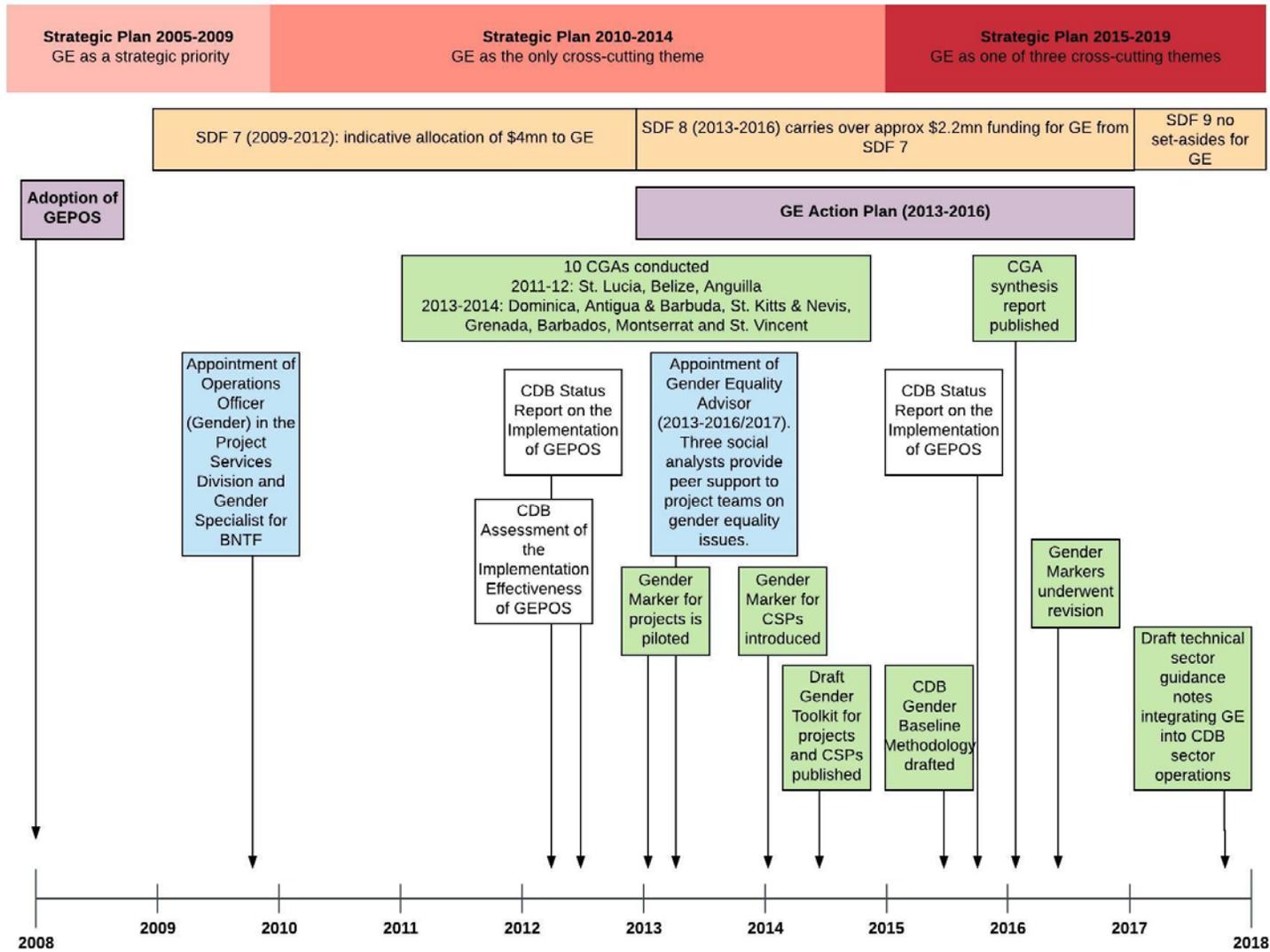
57. The CSP Gender Marker defines basic gender standards for CDB's Country Strategy Papers, provides a comparative framework, and enables the Bank to monitor its overall progress towards gender mainstreaming CSPs. As shown in Appendix XII, it assesses a CSP in four areas (analysis, data, engagement, response). The maximum possible score is "4". The scoring code is: Gender mainstreamed (GM): 3- 4 points; Marginally mainstreamed (MM): 1.5-2.5 points; NO: if it scores zero or 1.

58. Figure 3.1 below outlines the trajectory in CDB's efforts to mainstream gender since the introduction of GEPOS in 2008, including funding, tools, staffing, knowledge products, and strategic shifts.

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<sup>28</sup> To strengthen the systematic measurement of gender mainstreaming achievements of the Bank, CDB commissioned the development of a Gender Baseline Methodology and a draft version was completed in 2015.

Figure 3.1 CDB Gender Mainstreaming Trajectory



#### 4. RELEVANCE OF THE BANK'S APPROACH

59. This section presents findings on the relevance of the GEPOS, with emphasis on how CDB's strategies and portfolio addressed gender equality challenges in the Bank's BMCs.

**Finding 1:** The Bank's strategic documents have begun to reflect the gender equality challenges facing BMCs and show a steady effort to integrate gender considerations. CDB is working on improving its analyses of gender issues and on translating these into measurable results.

#### Strategic Plans

60. As noted above in Sections 2 and 3, the GEPOS identified challenges for gender equality in the region that were relevant at the time and that persist today. Over the years, CDB has begun to address those challenges in its strategic plans and sector strategies and policies. CDB strategic plans since 2005 (2005-09, 2010-14, 2015-19) show consistent commitment to mainstreaming gender into the Bank's strategy and operations (see Appendix VIII – Volume II), although the relative emphasis has changed over time. In Strategic Plan 2005-09, CDB introduced the promotion of gender mainstreaming and gender management systems as part of its strategic objective to foster inclusive social development. As such, gender equality and the empowerment of women were initially anchored within the social development work of the Bank and BMCs. In the next Strategic Plan 2010-14, CDB defined gender equality as a cross-cutting theme spanning all sector interventions “for the purpose of broadening the poverty impact of its interventions.”<sup>29</sup> Following the impetus provided by the 2008 GEPOS and 2013 GEAP, the Strategic Plan's focus shifted towards establishing gender mainstreaming practices inside the Bank.<sup>30</sup> The current Strategic Plan 2015-19 maintains gender equality as one of three cross-cutting themes (along with regional cooperation and integration, and energy security).

61. All of the Strategic Plans acknowledge the link between gender and poverty and state the Bank's commitments to gender equality, but provide limited discussion of gender challenges (regional, sector-specific, and/or country-specific). The analysis of gender challenges generally falls short of integrating other dimensions of inequality.<sup>31</sup>

62. There is sporadic integration of gender dimensions in the Results Monitoring Frameworks (RMFs) of CDB's strategic plans. Following the 2008 GEPOS, the CDB Strategic Plan 2010-14 integrated gender elements into its RMF for the first time. Reporting through Development Effectiveness Reviews (DERs) has measured different indicators over time (see DERs 2011-17).<sup>32</sup> In 2017, the DER acknowledged the Bank's shortcomings in monitoring gender equality results and activities during project implementation and introduced a new indicator.<sup>33</sup>

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<sup>29</sup> 2010-14 CDB Strategic Plan, p. iii.

<sup>30</sup> These included enhanced gender research and inclusion of gender dimensions in the design of programmes and projects, as well as the commitment to “promoting gender equality as a means to increasing organisational efficiency and effectiveness by ensuring that internal operations and decision-making reflect the fair and equitable treatment of women and men.” 2010-2014 CDB Strategic Plan, p. 31.

<sup>31</sup> In other words, the analysis does not reflect a framework of intersectionality. Intersectionality promotes an understanding of women, men, girls and boys as shaped by the interaction of different social locations (e.g., race or ethnicity, indigeneity, class, sexuality, geography, age, disability/ability, migration status and religion, income levels); inequities and inequalities are the outcome of intersections of different social locations, power relations and experiences.

<sup>32</sup> The Strategic Plan 2010-14 defined indicators to track use of resources for key strategic objectives, including one for GE (RMF Level 3, indicator 11 “proportion of financing supporting gender equality”). This indicator was subsequently removed from DERs although the Bank sustained its measurement of indicators on other cross-cutting areas in the Strategic Plans 2010-14 and 2015-19. With the current Strategic Plan, the Bank recommitted to tracking GE outcomes and has done so more consistently.

<sup>33</sup> Level 3, indicator 14b “Projects reporting on gender results during implementation”; no results are available at the time of writing this report.

63. The Bank has gradually expanded its use of sex-disaggregated data at the outcome and output level. While the initial set-up of the RMF for Strategic Plan 2010-14 provided sex-disaggregated data only for net enrollment in primary and secondary education, subsequent reporting through DERs included data on men and women for the priority sectors/themes of education, citizen security, private sector development, agriculture and rural development and social and economic infrastructure.<sup>34</sup> According to the DER 2014, in the last year of the Plan, nine Level 2 indicators (25%) were sex-disaggregated, a trend which seems to be continuing in the RMF of the Strategic Plan 2015-19 with “36% of all relevant Level 2 indicators” being sex-disaggregated.<sup>35</sup> Whether the increased availability of data at the corporate level translated into more nuanced discussions of gender challenges remains to be seen.

### **Sector policies and strategies**

64. The evaluation team reviewed five CDB policies or strategies developed since 2009.<sup>36</sup> The analyses of gender challenges in these sector policies and strategies show some shortcomings in that they tend to lack an intersectional lens, and are not clearly linked to evidence (see Table 4.1).<sup>37</sup> The discussion of gender-related development challenges seems to improve with policies and strategies adopted since 2012. Similarly, sector-specific strategies since 2012 propose gender-responsive or targeted activities and, except for the 2016 Private Sector Strategy, incorporate gender dimensions (i.e., gender-responsive or targeted outcomes and outputs and sex-disaggregated indicators) in their results frameworks.<sup>38</sup> This indicates that CDB has been incorporating some gender considerations into newly revised sector policies and strategies, although the quality of gender analyses still shows deficiencies.

65. For other sectors with policies and strategies developed prior to 2012, and which did not reflect much on gender, the Bank developed additional toolkits, guidelines and workshops that were either gender-responsive (e.g., 2016 draft Community Climate Vulnerability Assessment: A toolkit for CDB projects) or gender-targeted (e.g., 2018 Gender Implementation Guidelines for Education Sector Development Plans; 2014 regional workshop on gender mainstreaming in Caribbean Trade Policies and Programmes). These CDB initiatives give impetus to and support the response to gender inequalities in certain sectors and thematic areas (e.g., climate, education, trade).

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<sup>34</sup> Level 2 indicators “CDB contributions to country and regional outcomes.” The following priority sectors/themes do not include sex-disaggregated data: water and sanitation; environmental sustainability, DRM and climate change.

<sup>35</sup> DER 2015, p.30.

<sup>36</sup> At the time of the evaluation, a Youth Policy and Operational Strategy was under development.

<sup>37</sup> This is reflected in both the overall lack of data and very limited references to data sources.

<sup>38</sup> Results frameworks show variance in terms of usage of terminology (objective, strategy, outcome, output, result, indicator, etc.).

**Table 4.1** *Overview of gender analysis in select sector policies and strategies*

YEAR	POLICY/ STRATEGY	ANALYSIS OF GENDER CHALLENGES?	EVIDENCE PROVIDED?	REFERENCE TO MEN AND/OR WOMEN?	INTERSECTIONAL LENS?	GENDER- RESPONSIVE ACTIONS PROPOSED?	GENDER DIMENSIONS IN RMF?
2009	Disaster Management and Operational Guidelines	No	No	No	No	No	No
2012	Climate Resilience Strategy 2012-2017	No	No	No	No	No	No
2015	Energy Sector Policy and Strategy	Yes, but limited	No	Men and women	No	Yes	Some outcome and output indicators are sex-disaggregated
2016	Private Sector Development Strategy	Yes, but limited	Only CGA	Mostly focus on women	No	Yes	Even though the strategy sets out to be gender-responsive, the RMF does not contain any gender dimensions
2017	Governance and Institutional Development Policy and Operational Strategy (draft)	Yes	Yes	Men and women	Yes	Yes	Yes (outcomes, indicators)

**Finding 2: The CDB's Country Gender Assessments are a relevant tool, with the potential for improving the gender-responsiveness of Country Strategy Papers (CSP) if they are better known and can be better linked to the CSP process.**

66. The Country Strategy Paper (CSP) is the main instrument guiding CDB's development assistance programming in BMCs in 4-year cycles and reflects BMC priorities. Country Gender Assessments (CGAs) and Enhanced Country Poverty Assessments (ECPA), among other sources, provide analyses of key developmental challenges and recommendations that are meant to feed into the preparation of CSPs.<sup>39</sup> CGAs can help drive gender mainstreaming in CDB operations in BMCs, by providing statistics, sector-specific data, and qualitative information on GE that can inform the CSP dialogue.

67. As part of its implementation of the GEPOS, CDB commissioned CGAs of 10 countries between 2011 and 2014 with resources from SDF 7.<sup>40</sup> Interviewed CDB operations staff highlighted a few shortcomings of the assessments: the analysis remains too general, it is often exclusively based on secondary data, and the very first CGAs provided little insight into gender dimensions in the economic sectors.<sup>41</sup>

68. Despite these limitations, interviewed CDB staff and implementing partners confirm that CGAs are relevant to the Bank and to the country as long as they can be periodically updated. For some BMCs, CGAs were used as a reference point for policy development. For instance, in Grenada and Belize, the CGAs are clearly owned by the government counterparts (Ministry of Social Development and Ministry of Human Development, respectively) and in Grenada the CGA informed the government's Gender Equality Policy and Action Plan, which was recently approved by Cabinet. Within CDB, CGAs represent a structured approach to generate and consolidate data that could strengthen the potential of its programmes to meet the different needs of women, men, boys and girls. However, it would appear that these assessments have not been widely disseminated externally nor translated into knowledge products that are readily accessible at country level by a diversity of communities and partners.

69. The CSPs reviewed reference their respective CGAs to varying degrees (see Appendix IX – Volume II). CGAs are ideally prepared in time to inform the strategy and programming of new CSPs and the Bank's overall dialogue with the BMC on how to address and overcome gender inequalities. This was the case in Grenada, for example, where the timing of the CGA was well aligned with the CSP process. However, the timing of CGAs did not allow time for results to be integrated in the Montserrat CSP 2012-2015 or the St. Kitts and Nevis CSP 2013-2016. Currently, there is no plan to update existing CGAs in line with the design of new CSPs and CGAs have not been commissioned for non-pilot countries.

70. Another factor limiting the integration of CGAs and CSPs is the definition of who is involved in each of these processes. The CSP dialogue usually involves a wide range of stakeholders (e.g., government ministries, civil society organizations, private sector, and opposition parties). It constitutes an avenue for

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<sup>39</sup> The Enhanced Country Poverty Assessment (ECPA) was developed in 2015 based on the results of the 2014 review of 2005-13 Country Poverty Assessments. Since 1995, CPAs use quantitative and qualitative research methods to determine the characteristics, extent, geographic concentration, severity and causes of poverty. CPA data sets have been the main source of poverty information for CDB and its development partners in the formulation of national and regional development programmes. The latest ECPA Programme funded by CDB attempted to improve CPAs by addressing two key challenges: limited frequency in updating and reporting on key poverty indicators, and inadequate coverage of the non-income dimensions of poverty and human development.

<sup>40</sup> The assessments were conducted in 2011-12: St. Lucia, Belize, Anguilla (revised in 2015); 2013-14: Dominica, Antigua & Barbuda, St. Kitts & Nevis, Grenada, Barbados, Montserrat and St. Vincent. The key findings and recommendations of the 10 CGAs are also presented in the 2016 CGA Synthesis Report.

<sup>41</sup> The first CGAs were conducted for St. Lucia, Belize and Anguilla in 2011-2012 and were subsequently revised to improve analysis of gender in economic sectors.

CDB to provide input on issues such as gender inequality even if this may not be a priority for the country's decision-makers and policy-makers. However, while interview data from BMCs confirm that ministries responsible for gender affairs are involved and own the development of the CGA, in the four countries visited for this evaluation the national gender machinery has remained on the margins of the CSP dialogue process. Stakeholders in Belize described the 2016-2020 CSP as having been developed with “a different framework from the CGA” and without the participation of key actors from the national gender machinery.<sup>42</sup> Similarly in Guyana, neither the Women and Gender Equality Commission nor the Department of Gender Affairs were involved in any CDB processes, including consultations around the development and finalization of the Country Strategy.

**Finding 3: Country Strategy Papers represent the key entry point for enhancing the relevance of GEPOS to the BMCs. There is room to continue to improve the gender responsiveness of these strategies.**

71. Overall, the extent to which CSPs incorporate gender commitments diminishes from the formulation of strategic objectives, to outlining outcomes, outputs and indicators in the RMF and the design and funding of specific initiatives. Gender considerations show up in the strategic outlines (i.e., actions, objectives, commitments) in 14 of the sample of 16 CSPs reviewed (see Appendix IX – Volume II). The practice of translating these strategic statements into the results framework is less consistent; only 9 CSPs defined gender outcomes, outputs, and indicators, and only one had sex-disaggregated indicators.<sup>43</sup> CSPs are often not explicit in defining concrete gender-responsive or targeted projects or financial resources dedicated to the implementation of gender initiatives. This further hinders the tracking of specific GE activities and funding allocations, which is a general shortcoming of CDB's project portfolio. The evaluation team was able to identify specific funding allocations to gender initiatives in only five of the 16 CSPs reviewed.<sup>44</sup>

72. While gender components are sometimes included as outcomes, outputs, and indicators, the country strategies tend to omit gender analysis in their assessments of risks. This is a blind spot and is linked to inadequate attention to social and cultural norms and development models which impact on the structure of the economies that are at the root of the material inequalities between women and men that CDB's work is seeking to address. Without a robust risk assessment, mitigation strategies are also compromised or not adequately considered. One example is sex stereotyping in technical and vocational training. Where TVET is being offered to increase employment in traditional growth sectors such as construction and agriculture, men benefit predominantly unless there is a strategy to actively encourage women to participate.

73. In general, the scope and quality of analysis of gender inequality challenges facing BMCs is superficial in the CSPs reviewed, despite the availability of gender assessments in some cases. The papers fall short of analyzing and addressing societal structures and the underlying power dynamics of gender inequality. While all CSPs include some discussion of gender issues, the scope and depth of the discussion vary in terms of the extent to which sources are referenced, quantitative evidence is provided, and the range of sector-specific challenges and institutional shortcomings (e.g., creating/reforming policies, laws and institutions) are described. The majority of CSPs limit their consideration of gender dynamics to the analysis of the country's social context, which usually covers a range of gender challenges, including gender-based violence (GBV), women's labour market participation and occupational segregation, education levels, political representation, and access to health services. There is limited analysis of the

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<sup>42</sup> Experiences shared by gender machineries and CDB staff suggest that there may be differences in the perception of what constitutes engagement and in the expectations for the CSP process.

<sup>43</sup> The ARPPs since 2014 measure the indicator “CSPs Approved During the Year with Gender Equality Outcomes in Results Monitoring Framework (%)” and report a consistent result of 100%. Since 2014, 13 CSPs were approved.

<sup>44</sup> These are Antigua and Barbuda 2015-18, Belize 2016-2020, Guyana 2013-17, Guyana 2017-2021, St. Kitts and Nevis 2013-16.

specific challenges of men and the intersectional nature of inequality. The analyses rarely touch upon the structural roots of gender inequality, including discussions of culture, norms and power dynamics. The following CSPs were analyzed in-depth during field missions and illustrate the strengths and limitations observed in the broader set of CSPs reviewed.

74. The Guyana CSP (2013-17) clearly states the desired outcomes and the need to address gender inequality but is thin in its analysis of the causes and consequences of gender inequalities that the Bank seeks to affect through its portfolio. This is most clear in the absence of gender analysis in the risk assessment. The Strategy does not speak sufficiently to the strategies that would have to be employed to overcome or mitigate gender stereotyping and traditional gender norms on the part of its implementing counterparts in Guyana or the populations with which it seeks to work. Furthermore, the gender analysis in the CSP focuses exclusively on the impacts of gender inequality on women with no discussion of the impact of gender relations on boys and men and how gender roles, stereotypes are experienced differently depending on income, on geography or ethnicity for that matter. There is also little reflection on masculinity as it relates to security, crime, social protection or the dynamics of household care.

75. The Belize CSP (2016-2020) contains a brief social and gender analysis, drawing on some aspects of the CGA. Outcome Three indicates that CDB will provide innovative support to address gender inequality in Belize to address: a) GBV; b) labour market inequalities by providing assistance for women's economic empowerment, and c) supporting the analysis of gender dimensions of ageing, seeking opportunities to collaborate on social protection interventions for the poor and vulnerable, with a number of interventions to address challenges in the social sector.<sup>45</sup> It is not clear however how gender will be mainstreamed in the programmes prioritized in the CSP. The RMF does contain a number of gender-responsive sector outcomes and indicators regarding gender sensitization, including TVET targeting boys and girls, life skills training courses to address gender stereotypes and GBV, reduction in number of violent crimes against men and women in target areas, improving capacity for strategic policy and management and coordination, including evidence-based, gender-responsive decision-making and leadership for promoting GE.

76. The St Lucia CSP (2013-16) presents a very basic understanding of the gender *problematique*, by simply counting the presence of women in sectors (e.g., election of female parliamentarians and the increasing number of women serving at senior levels in the public and teaching services). This CSP, which was prepared before the CGA, has limited gender analysis beyond the assertion that gender will be treated as a cross-cutting issue. There is no recognition of issues such as the differential experience of poverty of female headed households, labour force disparities, gender-based violence, or women's disproportionate burden of care in the private sector.

77. The Grenada CSP (2014-18) refers to data from the CGA and points to some of the key gender inequality challenges. Gender analysis is primarily in the section on the social context, with a few observations in the section on citizen security. Sections on human resource development, economic context, environmental vulnerability, private sector, are devoid of any gender analysis. The RMF addresses gender in the context of social development, where there are plans to finance interventions that support gender mainstreaming, sensitization, and that address GBV. Of note is that the Grenada CSP does provide strong commitments from CDB and the government of Grenada (GoG) to include gender analysis and sex-disaggregated data in planning, implementation and M&E at sector, programme, and project levels and to

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<sup>45</sup> CDB, Country Partnership Strategy Belize 2016-2020, p. 17.

resource operations accordingly.<sup>46</sup> It also indicates that CDB will provide assistance to support the implementation of the Grenada Gender Equality Policy and Action Plan (GEPAP).<sup>47</sup>

78. It is unclear whether the Gender Marker for CSPs (see Chapter 3) has helped to strengthen gender mainstreaming in CSPs. CDB began to apply the Gender Marker to CSPs in 2014, yet with some inconsistencies.<sup>48</sup> Not all CSPs approved since 2014 have been assessed with the marker. Of the nine CSPs reviewed that had Gender Markers, eight were rated “gender mainstreamed,” meaning that the CSP has potential to contribute significantly to gender equality; the Trinidad and Tobago CSP 2017-2021 received the lower rating “marginal mainstreaming”. Even though the Gender Marker has the potential of raising awareness around the level of response the CSP provides to gender challenges, details on how the rating was arrived at are at worst lacking and at best not as thorough as those provided in comparable assessment tools such as the climate and disaster risk screening analysis. The Gender Marker for CSPs has since undergone a revision,<sup>49</sup> yet very little documentation is available to judge its contribution to enhancing gender equality considerations in CSPs. Feedback from stakeholders suggest that the revised Gender Marker is still being used as a ‘tick-box’ exercise, providing little room for discussion, analysis and monitoring of results over time.<sup>50</sup>

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<sup>46</sup> CDB and the GoG commit to include “gender analysis and sex-disaggregated data in planning, implementation, and M&E, at the sector, programme and project levels. This entails that the budgets have sufficient resources allocated for conducting gender analysis throughout the development cycle, including, but not limited to, situation analyses, appraisal and supervision reports, project completion reports and evaluation exercises. Indicators will be disaggregated by sex where available.” See CDB, Country Partnership Strategy Grenada 2014-18, paragraph 2.03.

<sup>47</sup> This was an important commitment, but was then limited by the context. The GEPAP has only recently been approved and is not yet operational.

<sup>48</sup> For instance, the Gender Marker template for projects was used in the Anguilla CSP 2016-2020 and Turks and Caicos Islands CSP 2015-18,

<sup>49</sup> The current version is not available to the evaluation team.

<sup>50</sup> Similar comments were made with regards to the Gender Marker for projects.

## 5. EFFECTIVENESS

**Finding 4:** CDB has made considerable advances on most commitments in its Gender Equality Action Plan (GEAP), which focused on strengthening capacities for gender mainstreaming.

79. The GEPOS provides a vision for GE across the region alluding to long-term GE results and identifying CDB as a catalyst for this transformation. As noted in the Inception Report for this evaluation, the emphasis of GEPOS implementation has been primarily on the development of practices and tools that aim to get the CDB “house” in order to be able to mainstream gender and promote gender equality and to set a standard for other actors in the region.

80. CDB has made considerable advances on key aspects of its GEAP. Appendix X – Volume II provides an overview of GEAP progress to date based on available data and shows that progress was made for all three objectives.<sup>51</sup> While the GEAP helped to track the implementation of GEPOS, it could be further improved to capture developments in more detail. For instance, the GEAP does not capture nuances in BMCs under objective 3 “improved effectiveness of gender mainstreaming in BMCs.” In St. Lucia, there is clear evidence of CDB support for whole of government gender mainstreaming capacity approaches as well as sector-specific approaches (in the water sector). In Guyana, there is more limited engagement. Factors that influence the difference in approach may relate to context, political will in the BMCs, and the proactive advocacy and technical advice provided by individuals in the Bank. Furthermore, as the GEAP was implemented, its actions and targets were not updated to reflect the evolution of CDB, with regards to funding and staff capacities, strategic objectives and operational procedures, and the national context of BMCs. Consistent revisions and updates would maintain the relevance and use of GEAP.<sup>52</sup>

81. The GEAP captures progress largely at the level of processes. The implementation of GEPOS over the past 10 years paid less attention to gender-related development results and is an area that the next iteration of GEPOS will want to consider. CDB is not alone in this regard. The ADB thematic evaluation published in 2017 also noted that the Bank’s Gender and Development Policy focused on the process for mainstreaming gender issues into the portfolio, “paying less attention to specifying and prioritizing the gender results it aimed to achieve.”<sup>53</sup> The IDB’s most recent evaluation of its support for gender and diversity (March 2018) focused on the Bank’s strategic approach and activities, instead of the effectiveness of its interventions due to the time frame of implementation (few of the operations reviewed had closed) and inadequate approaches to measuring the effectiveness of gender mainstreaming.

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<sup>51</sup> The table draws on the 2015 Status of Implementation reports and our own data collection in the field. Areas where there is insufficient information available are clearly noted.

<sup>52</sup> For example, the GEAP spans two CDB Strategic Plans, yet changes in CDB’s strategic priorities and operations were not reflected in the Action Plan.

<sup>53</sup> Asian Development Bank “Asian Development Bank Support for Gender and Development (2005-2015)”, Thematic Evaluation (SES: REG 2017-04), May 2017, p. xi.

**Finding 5:** CDB has implemented a small number of gender targeted operations that have supported enabling conditions for gender equality. Most are still in early stages of implementation.

82. One of the core commitments in GEPOS was to implement specific measures to eliminate gender inequalities and disparities. This finding, therefore, focuses on progress with regard to initiatives that have a specific or targeted focus on gender equality. As noted in Finding 6, most of the Bank's efforts over the past years, and particularly during the 2013-2016 period, focused on creating the tools for gender mainstreaming. The Mid-term review of SDF-8 (conducted in 2015) recognized that this was "no small task".<sup>54</sup> As a result, only a small number of projects focused on specific measures to address inequalities.

83. Our field visits and review of project documents considered a sample of these gender-targeted initiatives. All were TA operations, most under USD 200,000. Many of these were capacity building initiatives.

84. The funding of gender-targeted projects does not seem to respond to a particular overarching strategy, but rather to emerging opportunities.<sup>55</sup> There are clusters of activity in two areas.

- **Gender-based Violence:** CDB-supported projects are providing psychosocial and legal support to men and women in Grenada (see sidebar) and to regional training in the CARICOM model for national prevalence surveys on GBV (in cooperation with UN Women). These represent focused efforts on models of service delivery and strengthening expertise in data collection on GBV. The Bank has complemented these efforts with work on raising

### **Good Practice Example of CDB Gender-Targeted Operations: CDB's support for behaviour change in support of ending violence against women and girls - Grenada**

The Grenada CGA underscored the critical need for interventions that influence and challenge the gendered dynamics of power and control that underpin high levels of violence against women and girls.

In 2015, CDB provided a grant of USD 198,000 to the Legal Aid Counsel and Clinic (LACC), a project of GRENCODA, to provide psychosocial and psycho-educational programmes to reduce and prevent GBV in Grenada. Both men and women, offenders and victims, were able to draw on psychoeducational group settings to acquire the knowledge and skills so necessary to ending the violence in their lives. This included accountability-based reflections by perpetrators on masculinity and issues of power and control in preventing domestic violence. LACC also conducted sustained public education on GBV that was geared to transforming gender relations.

Investing in this type of project requires a long-term perspective given that it takes time to change the way that women and men relate to each other. Behaviour change is incremental and difficult to measure. An evaluation conducted after the first year considered that the project had been effective and that anticipated participant changes were evident, suggesting that over time behaviour change would take place in the form of reduction in recidivism for GBV offenders, a certain level of recovery for GBV victims/survivors, increased understanding of GBV in Grenadian communities, and reduction in incidence of GBV in Grenada.

CDB is now preparing a policy brief (short documentary) to illustrate the good practices in LACC, with the intent of promoting the development of similar models in other BMCs.

<sup>54</sup> CDB, Mid-Term Review, Special Development Fund 8, p. 38

<sup>55</sup> For example, CDB supports a specific project in Guyana on the trafficking of persons, but does not have a focus on violence against women in that country, which could have been done through work in education sector or through the administration of justice. It is not apparent why trafficking has been given this specific focus and domestic violence omitted.

awareness in different sectors, e.g., training for construction workers. Given the prevalence of GBV in the region, CDB-supported activities in this area are important. IFIs in general have been slow to identify relevant roles in this area. At the Asian Development Bank, for example, a recent assessment reports that the Bank had provided “little policy and institutional support to address GBV despite its prevalence.”<sup>56</sup>

- **Women’s economic empowerment:** Most projects in this area aim to enhance already existing spaces for economic participation of women and men through skills building and entrepreneurship. For example, in Belize some of the training offered to young women (in the RISE and YCT projects) falls within expected traditional income generating activities, such as cosmetology, hair dressing, sewing, with some young men trained as barbers. Similar types of training initiatives were implemented in other countries visited. These trends also exist for men and skills building programmes do not seek to expand men’s choices in the care economy or in non-traditional skills needed in the labour market. There are some exceptions. In Belize, YCT and RISE delivered innovative interventions in the music industry and leadership, offered for young women and men. In St. Lucia, women have been encouraged to participate in training in construction-related fields, a non-traditional area of economic activity for women. However, few women were able to obtain employment, suggesting that more than skill building is required to break down barriers of access to non-traditional employment. The cycle of support that tends to focus on skill building and entrepreneurship training must be complemented by support for social norms change, access to credit for women, especially those who have familial responsibilities who would be unable to start businesses or grow them. Over the period under review, there has been a lack of comprehensive packages to support entrepreneurs (women and men) in new fields of employment.

85. Of note, however, are some recent initiatives to help strengthen the links between CDB Lines of Credit to Development Finance Institutions (DFIs) and CTCS training and technical assistance or to strengthen mainstreaming of gender in the DFIs. Two TA projects appear to be critical in this regard: “Empowering Women through Capacity Building in Access to Finance (2018)” that follows from a TA project on Gender Analysis of the Portfolio of DFIs. In Grenada, stakeholders report that with the “re-launch of the CTCS”, they expect to see greater collaboration between the Grenada Development Bank and the Grenada Investment Development Corporation (the CTCS hub in country) to help ensure links between access to finance and business advisory services and training opportunities.

86. In both cases (GBV and economic empowerment), worthwhile initiatives have been supported by CDB. In the absence of greater complementarity with other types of programme investments, however, there are limited transformative effects on gender relations.

**Finding 6: Among CDB’s operational activities, TA operations and regional programmes have been the most responsive to gender challenges in the BMC.**

87. The Mid-Term Review of SDF 8 cites the importance of technical assistance (TA) grants for gender mainstreaming and for activities specific to gender equality as essential to building GE capability in BMCs.<sup>57</sup> One key example emerging in this evaluation is the whole-of-government approach taken in St. Lucia, where the Bank is funding TA to support mainstreaming of gender equality in St. Lucia’s National Sustainable Development Plan. Another example from Belize is the technical assistance provided to the Belize Social Investment Fund to enhance the organization’s capacity in participatory methods that can be used to strengthen inclusion and empowerment of women and vulnerable groups.

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<sup>56</sup> Asian Development Bank “Asian Development Bank Support for Gender and Development (2005-2015)”, Thematic Evaluation (SES: REG 2017-04), May 2017 (SES: REG 2017-04), p. xi.

<sup>57</sup> CDB, Mid-Term Review, Special Development Fund 8, p.40.

88. One of the Bank's most relevant contributions to BMCs has been analytical work funded through TA operations. The 10 Country Gender Assessments completed in 2015 and the 2016 CGA Synthesis Report illustrate how the Bank can be responsive to BMC needs for sex-disaggregated data and information on different sector- and country-specific issues. The Bank's new Enhanced Country Poverty Assessments are likely to be more relevant to BMC challenges as they are designed to support improved targeting of underlying factors of poverty and income inequality. For the first time, through this initiative, CDB provided financial and technical support to all 19 BMCs.<sup>58</sup> The report *Changing Nature of Poverty and Inequality in the Caribbean: New Issues, New Solutions* (2016), a knowledge product also funded through a TA operation, has a short analysis of gender issues.

89. Regional programmes, such as the Basic Needs Trust Fund (BNTF) and the Caribbean Technological Consultancy Services Network (CTCS), have continued to enhance their own operational ability to respond to the gender inequality challenges in the region.

### ***Basic Needs Trust Fund (BNTF)***

90. BNTF is CDB's main vehicle for pursuing poverty reduction in the region, through the provision of basic infrastructure and skills training towards improving the livelihoods of beneficiaries in participating countries. The BNTF programme began to integrate gender concerns as early as 2001 (under BNTF 5). Evaluations of previous cycles<sup>59</sup> noted that CDB's templates, checklists and gender training at various levels improved compliance with mainstreaming requirements. These studies also highlighted the need to further strengthen gender analysis and monitor gender results throughout the project cycle. The tools and guidelines for BNTF integration of gender into individual sub-projects are well developed through its operations manual, its Community Needs and Assets Assessment, and gender checklist, for example.<sup>60</sup> The nature of the sub-projects (mostly small-scale infrastructure) does limit the types of gender mainstreaming strategies that can be used, but there are examples where the Programme

#### **Examples of BNTF Sub-projects that Respond to Gender Equality Challenges**

**St. Lucia Roving Caregivers** – The Roving Caregivers Initiative supported families through a range of interventions - early stimulation of young children, reducing vulnerability to abuse and violence; educational support to caregivers on child development; promoting the involvement of fathers; and skills development for women seeking employment. Still this project may have reproduced traditional gender roles in so far as the project was judged effective as “more males have become involved in the stimulation activities with their when female care givers are absent for one reason or another.”

**Regional initiative in Early Childhood Education** – the BNTF has funded numerous daycare centers over the years. In order to complement that investment in infrastructure with efforts to address the content of education. In 2016 and 2017, CDB partnered with University of the West Indies (UWI) to work on curriculum development and training in in gender socialisation for early childhood development (ECD) practitioners.

**Gouyave Daycare Center** – the sub-project in Grenada focused on the infrastructure of the center, but in this area, there was a shortage of daycare facilities and a large population of single female-headed households. Feedback from staff at the center and from GRENCODA (the NGO implementing a separate skills-building sub-project) suggests that the daycare center has made a difference with regards to allowing women to be able to participate in skills training programmes.

<sup>58</sup> DER 2017, p.27.

<sup>59</sup> Sources: BNTF 5 2008 MTE, BNTF 6 2012 MTE, BNTF 6 closing report, BNTF 7 and 8 MTE 2016.

<sup>60</sup> The 2013 BNTF operations manual describes how gender can be taken into consideration throughout the project lifecycle and proposes indicators to measure outcomes (see p. 60ff). This is also one of the few places where CDB provides definitions of gender-related terms.

at either regional or national level have funded projects that aim to break down some of the initial barriers to gender equality (see sidebar).

91. There are a few gaps related to gender in BNTF work to date. The BNTF introduced Country Policy Frameworks in BNTF 9, and a review of a small sample of these suggests that they provide limited consideration of gender challenges and the implications for the BNTF portfolio mix in-country, which represents a missed opportunity.<sup>61</sup> Similarly, in BNTF 9, CDB recommends that BMCs include the gender machinery in the Oversight Entity (steering committee) for the programme, which is an important addition to the programme's approach. In practice, these entities are not consistently included in this committee.<sup>62</sup> The omission may have implications for the submission of projects for BNTF's consideration as the BNTF does not put out a call for proposals but works through its networks.

### ***Caribbean Technological Consultancy Services Network (CTCS)***

92. The CTCS network has been used to support implementation of GEPOS. CTCS has been contributing to the economic and social development of BMCs for more than 35 years in the areas of capacity-building, technology adoption and adaptation, productivity improvement and competitiveness. The Network's activities focus on training and technical support to individual entrepreneurs across various sub-sectors (including small hotels, guest houses, restaurants, arts and craft, agro-processing, fishing, agriculture, construction, energy efficiency and renewable energy, and business development support agencies). In recent years, several Network initiatives have focused on gender issues and/or the economic empowerment of women. In 2017, the CTCS coordinated a TA project intended to empower women through capacity building in access to finance. In addition, CTCS provided capacity training for CTCS cooperating institutions, such as a workshop in 2015 to strengthen institutions from 13 countries in monitoring and reporting practices, including gender-sensitive reporting.

93. Since the Strategic Plan 2010-2014, CDB has made a consistent effort to collect sex-disaggregated data on beneficiaries of CTCS interventions as part of its tracking of CDB's contribution to private sector development, yet without setting specific targets for women.<sup>63</sup> Between 2010 and 2017, 3,394 women benefitted from CTCS initiatives out of a total of 6,124 beneficiaries.<sup>64</sup> While women have had an overall higher representation than men in CTCS initiatives, the extent to which this translates into transformative change in entrepreneurship can depend on a variety of factors, such as women's access to financial resources and the prevalence of gender stereotypes in certain sectors.

94. The 2017 Operations Manual for CTCS provides an encouraging outlook as it incorporates gender considerations at both conceptual and procedural levels.<sup>65</sup> As such it seeks to mainstream gender at key stages of the project cycle. A Gender Marker was provided to assess CTCS projects and TAs under USD 1 million.

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<sup>61</sup> The CPF in Guyana indicates that gender equality is a criterion in the prioritization of projects. The gender equality approach is defined in the document as "ensuring that both genders were adequately represented as beneficiaries of the sub-projects, and as partners in implementation." However, the CPF does not speak to the gendered causes or consequences of poverty and therefore the project portfolio is largely generic. In Grenada, the CPF for BNTF 9 provides no reference to gender equality.

<sup>62</sup> In the four countries visited, NGOs with gender expertise were included, but the official "gender machinery" may not always be part of the Oversight Entity. The exception is Belize, where the Ministry of Human Development, which houses the Women's Department, does participate in relevant Project Steering Committees at the implementation stage, especially for those interventions funded by the BNTF through the Social Investment Fund, as does the National Women's Commission, which has lead responsibility for the National Gender Policy.

<sup>63</sup> DERs report annually on the Strategic Plan RMF indicator on the number of beneficiaries of CTCS and other TA interventions by sex.

<sup>64</sup> DERs 2011-2017.

<sup>65</sup> It defines gender equality as the "principal element in the promotion of sound business management and is critical for productivity, competitiveness, and well-functioning economies" and centers CTCS as "a unique vehicle for addressing gender gaps in employment, promoting women's entrepreneurship and contributing to financial inclusion in BMCs." Source: 2017 Operational Manual – Caribbean Technological Consultancy Services Network, p.39.

**Finding 7: There are emerging good practices in gender mainstreaming in key sectors and programmes, but it is a work in progress.**

95. CDB uses several tools to support the gender mainstreaming of its project portfolio. Most of these tools were integrated at the design stage of projects, notably the Gender Marker for projects and the Gender Action Plans, and Environmental and Social Review Procedures.<sup>66</sup> Reporting on Gender Marker ratings suggest that CDB is getting better in mainstreaming gender considerations into its operations. In 2017, CDB surpassed its target with 76% of approved projects receiving a rating of “GM” or “GS” (see Table 5.1). The analysis of the use of the Gender Marker for projects reflects shortcomings that were also raised in the discussion of the Gender Marker for CSPs (see discussion on the Gender Marker as a tool for gender mainstreaming in Chapter 4 and in Finding 3). The use of Gender Equality Action Plans is in early stages, with no standardized approach to integrating them in the project design.<sup>67</sup>

*Table 5.1 Improved Gender Marker ratings of projects according to the Strategic Plan RMF Level 3 indicator 14[a]*<sup>68</sup>

	2013	BASELINE 2014	2015	2016	2017	TARGET 2019
Approved projects with a gender specific or gender mainstreamed rating (as a % of total projects)	20	37	56	55	76	55

Sources: DER 2014-17.

96. Evidence collected during field missions and through document reviews of projects (see Appendix XI – Volume II) and the limited reporting on project implementation point to examples of how CDB and BMCs have incorporated gender components into projects in different sectors, notably infrastructure, education and disaster risk reduction (DRR).

97. BMCs have shown interest in addressing gender in infrastructure and water projects, where the space for dialogue is opening-up. Social and gender impact assessments in the appraisals of infrastructure projects have acknowledged differential impacts on women and men due to prevalent gender stereotypes

<sup>66</sup> According to the 2015 ESRP guidelines, the ESRP and its associated eight performance requirements apply to all CDB financing and non-financing operations and to both public and private sector operations. Three of the performance requirements (‘directly affected communities’, ‘vulnerable groups’ and ‘land acquisition and involuntary resettlement’) explicitly include gender dimensions, such as inclusive and gender-responsive engagement with affected groups, applying an intersectional lens to the definition of vulnerable groups, and paying special attention to risks specific to women (e.g., GBV). Environmental and social assessments are required for the appraisal of all investment projects proposed for CDB financing, to determine their suitability for financing and should cover amongst other items the significance of gender issues in reference to the GEPOS. Consultations and participation of affected persons should be gender inclusive and responsive for projects requiring environmental and social impact studies.

<sup>67</sup> Our review of 24 project appraisals shows five included a Gender Equality Action Plan. The format and scope varied across projects. A few interviews in BMCs also suggest that implementing partners do not always understand the purpose of the Action Plan and the relationship between the Action Plan and the RMF, for example.

<sup>68</sup> DER reporting on the Strategic Plan’s RMF Level 3 indicator 14[a] “approved projects with a gender specific or gender mainstreamed rating (as a % of total projects), which measures the extent to which CDB projects (loans and grants) significantly considered gender issues in their analysis, data, engagement, and response, to the point of having mainstreamed gender. This is based on the scores of the Gender Marker for projects, which classify projects as “gender mainstreamed” if the project has potential to contribute significantly to gender equality (total score 3.0-4.0) and as “gender specific” if the project’s principal purpose is to advance gender equality (total score 3.0-4.0). According to the 2015 draft CDB Gender Baseline Methodology, this scoring system was adjusted with the revision of the Gender Marker in 2016, which changed the total scores for GS rated projects to 3.75-4.0 points, and for GM rated projects 3.0-3.5 points.

in the construction sector.<sup>69</sup> CDB staff also noted that some infrastructure projects have recognized potential variance in needs across different types of users/beneficiaries. Some projects go a step further and take specific measures to mitigate gender inequalities, by integrating provisions to minimize the risks of gender-based violence, sexual exploitation and abuse, the transmission of HIV, and ensuring the safety and security of workers.

98. For instance, in Belize, the 5<sup>th</sup> Road Project (rated “gender mainstreamed”) incorporated a gender capacity building component aimed at increasing the participation of women in infrastructure initiatives (i.e., road construction). It resulted in new female hires and increasing female presence to guide traffic, despite many companies not being open to women “doing hard work.” During the preceding 4<sup>th</sup> Road Project, women had offered their services in non-traditional areas such as digging trenches to demonstrate they could deliver. The 5<sup>th</sup> Road Project is viewed as the first real push at the project design phase to increase gender integration and social inclusion at the macro, meso, and micro levels, in line with international development practices. At the macro level, technical support to Ministry of Works would enable the institution to address gender mainstreaming from a strategic and sustainable viewpoint. At the meso level, investments in contractors’ capacity would encourage them to proactively adopt measures to reduce barriers for vulnerable, poor, young women and men to access and sustain decent employment

#### **Example of the Use of Beneficiary Assessments in Belize**

The beneficiary assessment of the Belize River Valley Project<sup>70</sup> conducted by CDB opened the eyes of management at the Belize Water Services (BWS) to the unintended gendered consequences of the approach adopted in the implementation of the project, which led to inequalities in access to resources. This helped them understand that there is a need to do more to understand vulnerability with a gender lens and integrating it in their work. Initially there had been a community consultation that unintentionally excluded some households that happened to be among the most vulnerable and headed by women. This led to a discussion with CDB of developing a gender policy for the BWS. Although the policy will focus primarily on formalizing internal HR practices and ensuring customers’ access to facilities, it may contribute to changes in attitudes and practices in operations. For the interviewees, gender means treating everyone equally with respect and ensuring they have access to all amenities. This is expected to help with inclusiveness in consultations and to deepen the knowledge of their customer base, including around issues of vulnerability. The Belize River Valley Project has been a good experience for BWS, without which they would not have done some of the things they did, such as seeking to understand vulnerability.

in the sector. At the micro level, during construction, civil works contracts would provide for the delivery of HIV/AIDS and GBV-related awareness raising and adaptive life skills training for unskilled persons, including women and youth-at-risk.

99. Education and Disaster Risk Reduction (DRR) are CDB’s primary sectors of investment (Investment and Policy Loans) according to CDB’s 2017 ARPP. The Bank has implemented initiatives with gender dimensions in the education sector both at the country level (such as Education Sector Transformation Project Belize and Education Enhancement Project Grenada) and at the regional level, including: the 2018 Gender Implementation Guidelines for the Design and Implementation of Education Sector Development Plans (ESDPs), training on the use of these guidelines in education sector planning, support for a gender-responsive OECS Education Sector Plan, and CDB/UWI work on curriculum

<sup>69</sup> See for example Street Light Retrofitting Projects in St. Lucia and Antigua (both approved in 2016); and Seventh Water Project in Anguilla (approved in 2017).

<sup>70</sup> The 4<sup>th</sup> Road Project was reviewed during the field mission in Belize. Project appraisal took place in 2009, prior to the development of the Gender Marker tool.

development and training in gender socialisation for early childhood development (ECD) practitioners (a BNTF regional programme initiative).

100. CDB's work in DRR has shown some attention to gender. An example is the Rehabilitation and Reconstruction Loan provided to Dominica to assist with the recovery from the impact of Tropical Storm Erika. Despite receiving a lower Gender Marker Rating ("MM"), the project appraisal discusses the gender impact of the project both in terms of benefits (including reduction in travel time and improved safety for primary care givers, employment opportunities) and risks (reinforced occupational segregation due to traditional sex-stereotyping in the construction sector). The project aims to mitigate against risks of HIV/AIDS transmission and gender-based violence at construction sites. It foresees the active involvement of the Bureau of Gender Affairs and Community Development in delivering a BNTF sub-project on capacity building for livelihoods targeted at evacuees from Dubique and Petite Savanne. The recent development of the 2016 Climate Vulnerability Assessment toolkit for CDB projects (which mainstreams DRR and management, climate

variability and change, and gender considerations), gives further indication that CDB's operations in the area of DRR could become more gender-mainstreamed.<sup>71</sup> Although limited information is available, project proposals submitted to the Community Disaster Risk Reduction Fund (CDRRF), a multi-donor trust fund established by CDB in 2012, are required to be gender-sensitive by recognizing dissimilarities in access to resources and in men and women's experiences and perceptions of risk.

101. As noted in finding 7, CDB is trying to be more intentional in its work with the DFIs. In Belize, the 8<sup>th</sup> credit line for the Development Finance Corporation calls for mainstreaming climate and gender considerations. The organization's strategic plan includes promotion of gender mainstreaming and identification of a gender champion, still to be appointed, to take it forward. Staffing at the managerial level is already at 50% men and 50% women.

102. The approach to building an understanding of the gender dynamics in access to basic services is evident in St. Lucia where the Water Authority (WASCO) agreed to undertake a 'Gender Capacity Building in the Water Sector' project. The objective was to strengthen evidence-based policy-making in WASCO by

### **Example of incorporation of gender components in youth projects –Belize**

The Belize Youth and Community Transformation (YCT) project aimed to reduce the vulnerability of children and youth to crime and gang membership in the Collet, Lake Independence, Pickstock and Port Loyola divisions of Belize City. The intended overall impact of the project was improved citizen and community security in Belize City. This would be achieved by providing services to enhance literacy and adaptive life skills, support conflict mediation and improve inter-linkages and the sharing of best practices among participating agencies working in those communities. To increase the likelihood of achieving gender equality outcomes, support was provided for the development of a Project Operations Manual (POM) and Community Participation Plan. This included a Gender Equality Guidance Note (GEGN) to support the effective and systematic integration of gender equality as a cross-cutting issue in the project and the other responses to citizen security in Belize City. The lessons learned from the YCT project informed the design and objective of the Youth Resilience and Inclusive Social Empowerment Project (RISE) (rated 3.25 "gender mainstreamed"). Both projects started initially in Belize City to address the high incidence of gang violence and targeted young men and women. Sex-disaggregated data was collected for the majority of sub-projects under the RISE and YCT projects, but the data were not analyzed or reflected in project supervision reports.

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<sup>71</sup> CDRRF is a USD 20 million fund with a planned closure date in 2020, originally funded by the Governments of Canada, the UK, and the EU.

providing hands-on training, analytical tools and data to enable WASCO staff in mainstreaming gender at the institutional, policy and operational levels. This project, which was promoted by CDB, was informed by a Country Gender Assessment that drew attention to the consequences of lack of water and sanitation for parents and caregivers, who are largely women.

**Finding 8: There is untapped potential to leverage policy-based operations and public sector training programmes in order to respond to gender inequality in the region.**

103. Two other areas of operational activity have the potential to play stronger roles in support of gender equality.

104. **Policy-Based Operations (PBOs):** Although these account for a smaller proportion of the Bank's project/loan portfolio overall (32% or USD0.1 billion according to the 2017 APPR), policy-based loans (PBLs) have not yet been used to target the advancement of gender equality, even though CDB is now tracking the extent to which PBLs approved include gender-informed analysis.<sup>72</sup> Existing loans focus on the macro-economic and fiscal context (or to help strengthen social safety nets in times of crisis or reform) and have not been good illustrations of the integration of gender concerns in the economic arena. The 2017 Policy-Based Operations Evaluation (2006-2016) provides little insight into how gender is integrated into PBOs, apart from sporadic mentions of gender as a cross-cutting theme in Project Completion Reports, Project Performance Audit Reports, and project appraisal standards. It noted that as CDB's Strategic Plan (2010-14) sought to broaden the development impact of the Bank, "gender" was also added to the PBL's expected outcomes.<sup>73</sup> Through its reporting on GEPOS, CDB has recognized the untapped potential of policy-based operations and the need to update its PBO policy in the 2014 Operational Policies and Procedures Manual (OPPM).<sup>74</sup> At the Asian Development Bank, PBLs are being used to develop gender-mainstreaming measures and gender-responsive budgeting processes at various levels of government.<sup>75</sup>

105. **Public sector training:** CDB is well known in the region for its training programmes in Project Cycle Management and Public Policy Analysis Management (PPAM); new programmes for these courses were proposed to the Board in 2014. The CDB Strategic Plan 2015-2019 proposed to increase the skills of over 2,000 stakeholders in these two areas. Interviews suggest that these training courses represent an opportunity to strengthen the capacity of BMC stakeholders for gender analysis in the project management cycle and to inform public policy. The current design of the courses may not allow for that, however, and the programme would need to be adjusted in order to further address gender issues.<sup>76</sup> Adjustments to the PPAM could complement the support that CDB provides to the Institute for Gender and Development Studies at the University of the West Indies for biennial trainings in gender for public officers and NGOs, which includes a practical field work component as part of the certification. CDB is also presently engaged in a regional Multi-dimensional Data Collection Training of Trainers for BMCs which also has scope for enhancing sex-disaggregated data.

<sup>72</sup> ARPPs 2014-2017 include an indicator, measuring PBLs approved in review period with gender-informed analysis: 2014: 100%, 2015: 33%, 2016: 100%, 2017: no PBLs were approved.

<sup>73</sup> CDB, Policy-based Operations Evaluation (2006-2016), 2017, p.10.

<sup>74</sup> Source: CDB, Status Report on Implementation of GEPOS, 2015, p. 7. The report goes on to note that "CDB will continue to explore a lending niche for gender-specific loans tied to the introduction of economic policies, both fiscal and monetary, and for raising the level of gender responsiveness in policy processes in BMCs. The gender review of the PBO policy will be considered within the update of the OPPM."

<sup>75</sup> Asian Development Bank, "Asian Development Bank Support for Gender and Development (2005-2015)", Thematic Evaluation (SES: REG 2017-04), May 2017 (SES: REG 2017-04), p. xii.

<sup>76</sup> This observation is based on interviews. The evaluation team was not able to access the training course design and modules. Feedback from CDB indicates that gender was integrated as a cross-cutting theme and that issues are often discussed as part of the training workshops, even if gender considerations have not been formally integrated into the modules.

**Finding 9: Factors affecting gender mainstreaming relate to CDB staff capacity and motivation for advocacy on gender issues, and BMC political will and capacity constraints.**

106. Factors that affect gender mainstreaming relate to CDB staff capacity and motivation for advocacy on gender issues and BMC political will and capacity constraints. It is often the individual operations officer that has the motivation and capacity to better integrate gender into projects (good practices are often dependent on individuals). Managers can play a key role in coaching the staff they supervise in how to be more effective in integrating gender. In addition, processes such as procurement can affect the degree to which gender mainstreaming is achieved. In programmes such as the BNTF, CDB encourages community-based businesses and entrepreneurs. Further elaboration of gender-sensitive procurement guidance could materially advance women's economic empowerment at community level.<sup>77</sup>

107. During interviews with CDB staff, questions were raised about the appropriateness and relevance of addressing gender dimensions and gender equality, which were said to not always fit with BMC priorities and CDB-funded interventions. This may reflect socio-cultural biases in the BMCs or a lack of understanding both at CDB and in BMCs of concepts and intended outcomes of gender equality. It may also indicate that CDB staff are not as familiar with gender priorities, strategies and action plans for BMCs and thus are not able to make the appropriate linkages.

108. Interviewed CDB staff members felt strongly that even when gender is addressed on paper, it is not clear that gender dimensions are effectively mainstreamed through the implementation of CDB-funded interventions. They had concerns about weak capacity for gender planning in-country and the availability of sector-specific sex-disaggregated data (although evidence in Belize demonstrated that such data are available for some sectors). These capacity constraints are found in both executing agencies and national gender machineries.

**Finding 10: Monitoring systems are being revamped at CDB, but do not yet provide the feedback required for reporting, evaluating, and learning about the Bank's gender contributions. This has been a recurring issue for CDB and is not exclusive to GEPOS.**

109. CDB began monitoring implementation of the GEPOS in 2012. Although GEPOS provided a preliminary results framework for tracking progress on implementation, the plan to operationalize the framework by 2009 with the input of the new Gender Equality Advisor (GEA) never took effect given the delayed appointment of the GEA to 2013. To bridge the gap, the Bank published two reports in 2012: The Assessment of the Implementation Effectiveness of GEPOS and the Status Report on the Implementation of the GEPOS. Both reported on GEPOS results and milestones but differed in level of detail. The adoption of the Gender Equality Action Plan in 2013 facilitated the systematic and coordinated tracking of the implementation of GEPOS, by defining clear targets, outcomes, indicators and outputs. The 2015 Status Report on the Implementation of the GEPOS covers only the period that GEAP was in effect (2013-2016). As a result, a comprehensive overview of GEPOS achievements since 2008 is not available. In 2015, a draft Gender Baseline Methodology was developed "to establish the status of a planned activity or intervention, supported by an information base against which future changes can be measured."<sup>78</sup> The proposed methodology considered the Gender Marker as the principal tool for identifying the progress made in gender mainstreaming at project, corporate and country levels, yet the baseline methodology has not been approved by CDB management and consequently has never come into effect.

110. CDB's monitoring of the progress and results of individual operations does not systematically track gender dimensions. Our review of the project cycles of a sample of projects found that monitoring tools

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<sup>77</sup> Interviews indicate that the issue of "affirmative action" has been discussed across MDBs, which could be relevant insofar as CDB's procurement framework is harmonized with those of other MDBs. However, the main initiative would likely have to come from the BMCs, by incorporating secondary procurement objectives into national procurement frameworks.

<sup>78</sup> 2015 draft Gender Baseline Methodology, p.29.

(i.e. project supervision reports, project supervision commentary, project completion reports, implementation status reports) have not been applied consistently or their results are not readily available in CDB's system.<sup>79</sup> Existing monitoring documents generally report on project activities and outputs rather than progress towards results, due in part to the pace of implementation. Gender-specific results are monitored to some extent if they are explicitly defined in the project's RMF as outcomes or outputs. However, reporting rarely provides sex-disaggregated data, even when the project's RMF indicators require data collection at that level, and does not analyze data through a gender lens.<sup>80</sup> Project supervision includes a number of gender-responsive components, as outlined in the CDB 2014 Operational and Procedural Manual,<sup>81</sup> but the follow-through seems limited. For instance, the ARPPs 2013-2016 repeatedly point out that the Project Supervision Reports provide insufficient data and analysis on gender issues. The 2015 Status Report on the Implementation of GEPOS also confirmed that "there has been marginal progress on monitoring through the PSRs [project supervision reports]."<sup>82</sup>

111. CDB is strengthening the monitoring of gender components throughout the operational cycle. For instance, in 2016/2017, guidelines were circulated to the Economic Infrastructure Division (EID) introducing commentary on social, environmental and gender issues in the project supervision reports, which have not yet been consistently applied. The launch of the supervision module of the new M&E system, PRISM, is expected to enhance accountability for gender mainstreaming in CDB interventions, as it will assist in tracking changes in the project and hopefully create an incentive for staff to report on progress. However, this will only be effective if gender-responsive results and indicators are clearly included from the outset, and technical, financial and other necessary resources are allocated to delivering and monitoring expected results. In addition, a new indicator was added to the RMF of the Strategic Plan 2015-19 (indicator 14(b) "Projects reporting on gender results during implementation") in order to "monitor effective supervision of GE results and activities, as well as effective integration of gender design features into project implementation plans."<sup>83</sup>

112. The shortcomings of monitoring also affect corporate reporting. Both ARPPs and DERs report on gender-targeted and gender-responsive indicators (see Appendix VIII – Volume II). The ARPPs report on three indicators to show CDB's progress in gender mainstreaming its portfolio and CSPs (see Table 5.2). While these are positive efforts in tracking the Bank's achievements, they do not provide a comprehensive picture of the various components of gender mainstreaming activities or of potential results in gender equality. For instance, despite the increased reporting on sex-disaggregated data across sectors and thematic areas, it remains unclear how these data are analyzed and how this affects CDB's understanding of who will be affected by and benefit from the results of CDB interventions. Similarly, reporting on the presence of gender considerations in CDB's portfolio relies primarily on Gender Marker ratings, which provide an account of the design of projects and CSPs, but not of the actual implementation of initiatives. An obligatory tool (equivalent to the Gender Marker assessments at the design stage) that assesses gender components at the implementation and completion stages of operations would allow CDB to generate a more comprehensive understanding of its GE achievements.

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<sup>79</sup> For instance, the ARPPs report a backlog in project completion reports, and some delays in preparation of project supervision reports are noted.

<sup>80</sup> See exception project supervision report 2014 for Third Water Supply Project in Dominica.

<sup>81</sup> See OPPM 2014, p.467, 483ff.

<sup>82</sup> CDB Status Report on the Implementation of GEPOS, 2015, p. 8.

<sup>83</sup> DER 2017, p. 31.

**Table 5.2 ARPPs indicators on gender mainstreaming**

INDICATOR	2014	2015	2016	2017
PBLs approved in review period with gender-informed analysis (%)	100	33	100	no PBLs approved
Investment projects/programme approved in review period with gender-informed analysis, data, engagement and response (%)	75	92	88	82
CSPs Approved During the Year with Gender Equality Outcomes in Results Monitoring Framework (%)	100	100	100	100

Sources: ARPPs 2014-2017

113. Gender has not been systematically incorporated into the evaluation efforts of the Bank over the years. GEPOS identified the Evaluation and Oversight Division<sup>84</sup> as having a role in evaluating gender integration on a Bank-wide basis.<sup>85</sup> However, the 2011 Evaluation Policy does not mention gender in any capacity and given the intentions of GEPOS, there is a strong case to be made for mainstreaming gender in evaluation in CDB.<sup>86</sup> A review of the Terms of Reference for three recent evaluations suggests that gender is not always integrated across key components of the TOR of the evaluations.<sup>87</sup> The recent evaluation of CDB Disaster Management Strategy and Operational Guidelines (DiMSOG) briefly commented on some of the shortcomings of DiMSOG, including that the implementation of the strategy did not draw on the growing range of expertise inside the Bank with regard to poverty, vulnerability, gender and building community capacity.<sup>88</sup> In the evaluation of CDB's Policy Based Operations comments on gender are quite limited.

114. The OIE's 5-year Rolling Work Plan includes the possibility of incorporating assessment of gender equality as a cross-cutting issue in the context of CSP evaluations.<sup>89</sup> The OIE's planned activities for 2018-2022 include the completion of nine CSPEs within this period, which will provide opportunities to analyze if and how gender has been integrated in these country portfolios.<sup>90</sup>

<sup>84</sup> The EOJ has since evolved into the Office of Independent Evaluation.

<sup>85</sup> CDB, GEPOS, Table 3.5 and Table 3.6, p. 22f.

<sup>86</sup> Other development banks have also been reflecting on how to better address gender equality through evaluation. See for example, the video and blog discussion with the Director of the Independent Evaluation Group (<https://ieg.worldbankgroup.org/news/conversations-case-mainstreaming-gender-evaluation>). When the World Bank Group renewed focus on gender, IEG adopted a strategic plan to improve the integration of gender in its evaluation work. The main objective of this plan is to identify viable approaches to systematically integrate gender into the evaluation of strategies and operations, so that gender-relevant results can be assessed and documented. See Elena Bardasi and Gisela Garcia "Integrating Gender into IEG evaluation work", 2016, p. 1.

<sup>87</sup> Of the three TOR reviewed (DiMSOG, PBO, OECS cluster country evaluation), only the TOR for the Cluster Country Strategy and Programme Evaluation of OECS and ODT Borrowing Members included references to gender equality in the evaluation questions and in the types of expertise expected from the evaluation team.

<sup>88</sup> CDB, Evaluation of the Caribbean Development Bank's 2009 Disaster Management Strategy and Operational Guidelines, 2018.

<sup>89</sup> CDB, OIE 5-year Rolling Work Plan, 2017, p.10.

<sup>90</sup> The PBO TOR made no reference to gender equality. The DiMSOG TOR referred to gender equality only in the types of expertise expected from the evaluation team; there were no specific evaluation questions on GE.

## 6. SUSTAINABILITY

**Finding 11:** CDB and BMCs have come a long way in integrating gender equality concerns in development. Further attention is required to ensure continuity and expansion of these efforts.

115. Over the past ten years, CDB and the BMCs have made significant progress in their commitments to gender mainstreaming. The challenge now is to ensure that these translate into action and that any gains are maintained over time.

### **Sustaining organizational change**

116. Interviews and survey data indicate that CDB operations staff are generally committed to advancing gender equality in the region, although they may not feel strong ownership of the GEPOS per se. Among survey respondents, 58% felt they had participated actively in creating a gender equality vision that informs operational procedures for CDB. The survey data also suggests that female operations officers appear less convinced than their male counterparts of this notion.<sup>91</sup>; 82% agreed that CDB could do more to advance gender equality through addressing the root causes of gender-based inequalities, discrimination, and violence. These perspectives suggest that there is now less resistance to discussion of gender issues at the Bank. What prevails is a desire to improve capacity to do gender mainstreaming and ensure that the organizational culture and incentives align the Bank's internal practices Bank (for example in human resources) with the role it is playing as an advocate for gender equality in the region. Sustainability also depends on the continued leadership and guidance provided by Senior Management, which will be an important element to consider in the new iteration of the GEPOS.

117. On the other hand, the Bank has not been consistent in following through with implementation of the GEPOS over the last ten years, which undermines its sustainability. It took several years before the Bank began to take action to change organizational practices and systems regarding GE through the GEAP. Even with the GEAP, some actions have either not been fully implemented (such as the communications strategy) or have been put in place but not sustained (e.g., the appointment of the Gender Advisor, regular meetings of the Community of Practice).

118. Through "set-asides" in SDF 7 and its carry-overs to SDF 8,<sup>92</sup> grant resources have been available to enable implementation of the GEPOS over the past ten years. TA funding was used to develop a number of supporting tools for gender mainstreaming as well as to support regional GE initiatives and gender-targeted projects. While it is not clear if these resources were sufficient, the SDF has been a critical source of funds for this work. Interviews at CDB and the review of SDF reports indicate that in SDF-9 there is no longer a resource envelope for gender equality, as it is now considered as a cross-cutting theme. This is in contrast with the continuity of set-asides for other cross-cutting themes, i.e. regional integration, which were integrated into the indicative programming budget of SDF-9. Unless there are additional grant resources or a requirement for individual operations to allocate a certain percentage of resources to a gender-specific objective and/or mainstreaming activities, it is unclear how the Bank will sustain its commitments to gender equality.

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<sup>91</sup> The responses to survey question 5 "What is your level of agreement with the statement: 'The CDB staff has participated actively in creating a gender equality vision for informing operational procedures for the CDB'" show that, 73% of male respondent (strongly) agree while only 48% of females agree with this notion, with 38% of female explicitly disagreeing. Among female respondents, operations officers show higher disapproval rates (50%) than admin staff (20%). See Annex VII for more detail.

<sup>92</sup> The 2015 Mid-term Review of SDF 8 notes the "CDB's gender-related interventions are funded from several sources, not the GEPOS set aside alone. They include other set-asides of SDF funds, for technical assistance for example, ordinary capital and administrative budgets, other special and thematic funds, and loan or grant funds when a gender-related intervention is part of a particular project or programme" (p.38).

## Sustaining gender mainstreaming in the BMCs

119. According to the 2015 Status Report on the Implementation of GEPOS, the Bank has financed: gender audits and implementation guidelines for gender planning in key sector ministries; development of sector strategies and action plans; gender capacity development of policy makers in various sectors; and labour market studies to inform TVET programming through TA. These TA projects are closely linked to the current investment portfolio. As such, they are considered to have greater potential for sustainability because of CDB's continuing engagement in the respective sector and relationship with sector ministries.<sup>93</sup>

120. In the BMCs, national gender machineries are key to sustaining commitments to gender mainstreaming once the Bank's operations conclude and to ensuring accountability for gender-responsive efforts in individual projects (e.g., as members of Project Steering Committees). As noted in the synthesis report of the CGA, these machineries remain under-funded and under-staffed and are often viewed as "add-ons" to other ministries.<sup>94</sup> There is potential for CDB to use its leverage to bring these machineries more into the mainstream of its work and to support CARICOM and other partners as appropriate in developing the capacity of these entities, as a key component to sustainability.

121. Gender machineries, however, operate within a national budget that may not be explicitly responding to the differential needs of women and men or indeed marginalised sectors of the population. Referencing gender equality and social inclusion as outcomes of the budgeting process, and therefore the development agenda at national level, should have implications for increased allocations and authorities of national gender machineries as sites of coordination, technical advice and oversight. CDB's work in BMCs should promote gender-responsive budgeting as a process of encouraging adequate resource allocation for gender mainstreaming.

122. Another factor for sustainability of gender mainstreaming in the BMCs relates to the type of organizations that CDB invests in and their track record in this area. For example, the sustainability of LACC in Grenada was rated fairly positively in a recent evaluation report because it has managed to weather different funding crises and continue to deliver services for 30 years.<sup>95</sup>

**Finding 12:** Given the type of operational activities CDB engages in as a multilateral development bank, there are some constraints on the extent to which the Bank can address the strategic interests of women and men through its portfolio, unless it works through partnerships.

123. CDB's work responds to demand from its borrowing members, which often centers on access to material resources. Through its loans and grants, the Bank is focused on infrastructural improvements and efforts that will generate economic growth for countries and economic benefits for individuals, households and communities. These economic benefits are directly relevant to the poverty alleviation priority of the Bank. Improving basic services and infrastructure is critical to promoting access to employment and income. Along with public sector capacity development, these are important, but they do not squarely address unequal gender norms. Very few initiatives have focused on the root causes of inequality or taken a multi-dimensional or integrated approach to addressing socio-economic challenges as experienced differentially by women and men.

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<sup>93</sup> CDB 2015 Status Report on the Implementation of GEPOS, p. 8.

<sup>94</sup> CDB Country Gender Assessments Synthesis Report, January 2016, p.67.

<sup>95</sup> Final Evaluation Report "Technical Support to Legal Aid and Counselling Clinic for the Delivery of Psychosocial and Psycho-educational Programming for the Prevention of Gender-based Violence", August 2017.

124. Strategic interests are those which have the real potential to shift unequal gender relations and challenge gender divisions of labour, power and control as well as traditionally defined norms and roles. The CDB portfolio does not seem to be directly challenging unequal power relations, nor are CDB and its country partners working with gender equality experts sufficiently. Rather, the portfolio can best be described as trying to enhance already existing spaces for economic participation for women and men.

125. There are limitations to what CDB can do as a development bank that provides financing to BMCs. The Bank has a defined set of operational instruments whose use is negotiated with the BMCs. Therefore, it is important to establish what is reasonable to expect from the Bank with regard to shifting gender norms. However, there are openings and opportunities for CDB to influence how BMCs transform unequal gender and social norms. One such opening is through CDB's work in the education sector. This sector is amongst the most influential in creating and reinforcing social norms and values. It is also a sector shaped by the state through curriculum content, teacher training and teaching practice. CDB supports BMCs through educational infrastructure projects, the promoting of TVET and early childhood education training. This portfolio could be strengthened through the elaboration of a CDB education sector policy<sup>96</sup> which identifies how CDB's support will advance gender and social equality norms. CSPs also provide an opportunity for broader dialogue on addressing structural determinants of inequalities in the BMCs, which include gender inequality.

126. In the future, CDB could perhaps do more in engaging regional and national partners who can more readily address transformative change over time and reduce the ad hoc nature of some of the Bank's projects.<sup>97</sup> At the regional level, partners include IGDS and CARICOM. In the BMCs, one critical partner is the national gender machinery. Other partners are in the NGO community. In Grenada, CDB already works with Grencoda and its Legal Aid Counsel and Clinic project, which have experience in gender-transformative programming in GBV and in broader community development endeavors. In addition, CDB and the BMCs can be more intentional in how they link different sectors in the country strategy development process. For example, any effort to increase women's labour force participation and expand the range of choices for both women and men beyond traditional areas will require educational reform both in the content of curricula and in the shedding of gender stereotypes in teaching practice. A similar point was raised in the recent evaluation of ADB's Support for Gender and Development (2005-2015) which recognizes that ADB infrastructure investments in countries, particularly in roads and irrigation, were aligned with the need to narrow gender gaps in economic empowerment because these helped to increase women's access to social services and markets. Yet only by addressing policy and institutional barriers to women's entry to labour markets and ensuring equal pay for equal work for men and women can the Bank facilitate lasting and sustainable impacts on gender equality in economic empowerment. "ADB does not directly support many of such interventions—though it collaborates with agencies such as the ILO in addressing gender-based discrimination in labor markets, mainly through knowledge projects."<sup>98</sup>

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<sup>96</sup> A revised Education and Training Strategy was launched in 2017, however the document was not available for this evaluation. See: <http://www.caribank.org/news/cdb-implements-revised-education-training-policy-strategy>

<sup>97</sup> Some initiatives in BMCs appear to be ad hoc and lack linkages either to other elements of the Bank's portfolio or to the efforts of other development partners that could better support the strategic interests of women. This includes, for example, some of the training and support for SMEs that is not linked to access to finance.

<sup>98</sup> Asian Development Bank "Asian Development Bank Support for Gender and Development (2005-2015)", May 2017, p. 36.

## 7. INSTITUTIONAL FACTORS

127. This section focuses on the internal factors in CDB that affected implementation of the GEPOS. Where relevant, institutional factors in the BMCs are also noted.

**Finding 13: One of the main factors that has affected the relevance and pace of implementation of the GEPOS has been a lack of conceptual clarity with regard to gender equality.**

128. Over time, in the Bank and in the BMCs, ‘gender’ has been used as a code for many things: gender relations, gender equality, gender equity, gender justice, to name a few. This has led to a lack of conceptual clarity about the desired “end result” and, consequently, a reduction in the kind of strategic relevance that gender analysis and actions, including intersectionality, can bring to the understanding of development challenges and proposed solutions.

129. Illustrations of the lack of clarity can be seen in:

- Gender equity and gender equality are used interchangeably in the CDB Strategic Plan, as are gender and sex.
- Gender is used as a short hand to denote a multiplicity of inter-related concepts – gender discrimination, gender relations, gender roles, gender stereotypes. Understanding the conceptual framework is important for devising strategies that will address discrimination largely experienced by women because of gender and harmful gender stereotypes; as well as norms which are part of the root of issues of youth violence and the educational under-performance of boys and men.
- Participants in the focus groups at CDB suggested that gender is understood by many as “women in development” approach, focussing almost exclusively on women and girls, rather than referring to the equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. Interviews and survey data suggest that the need persists to demystify the concepts. Misunderstandings may be in part a matter of “know-how”, not necessarily resistance.
- There were a few requests from staff interviewed for senior management to provide greater clarity on expectations regarding mainstreaming GE in their work and robust evidence-based messages on the benefits of adopting a gender-responsive approach. These could also be used by all staff to deliver consistent messages internally and as part of policy dialogue with BMCs and during supervision missions.
- In the BMCs visited, about half of the implementing partners interviewed did not understand the relevance of addressing gender dimensions in their work and understood gender to mostly mean that more women needed to be part of the workforce. This perspective was particularly evident among those working on infrastructure projects. There was little evidence they understood that interventions can have differential gender impacts that can negatively affect women, men, girls or boys from different age groups, ability, ethnicity, etc. An interesting case that illustrated this differential impact can be found in the Belize River Valley Rural Water System Beneficiary Assessment, which highlighted the diverse needs of men and women in terms of access to new water points.
- Insufficient conceptual understanding was also noted by the 2012 Assessment of the GEPOS. This issue also affects the implementation of gender policies in a wide range of development organizations, especially in the early phases.<sup>99</sup>

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<sup>99</sup> See for example: the African Development Bank’s “Mainstreaming Gender Equality: A road to results or a road to nowhere, Synthesis Report”, 2012; and “Asian Development Bank Support for Gender and Development (2005-2015)”, 2017.

130. In the second phase of GEPOS one would expect CDB to clarify key concepts and how to operationalize these concepts into concrete actions, especially as emphasis shifts from gender sensitive to gender responsive and gender transformative interventions.

**Finding 14: CDB has enhanced its technical capacity to mainstream gender by increasing the number of gender specialists and conducting sensitization and training of CDB staff. Data suggest that more is needed.**

131. The GEPOS aimed to improve capacity for gender mainstreaming inside the Bank. This is a key component of the re-constructed theory of change for the GEPOS, developed by the evaluation team (see Appendix II – Volume II), as its key assumptions relate to having adequate levels of expertise and ensuring that training and tools meet staff needs. With regard to levels of expertise, CDB now has three gender specialists on staff as part of its efforts to strengthen the gender architecture (see finding 16). The number of social analysts, who also provide advice and guidance on gender issues, has also increased over the years so that CDB has about eight FTE staff positions that can provide gender-related guidance/inputs in its operational activities.<sup>100</sup> This expertise sits in the Social Sector Division. The survey of CDB operational staff indicates that about one-third of respondents feel that they have sufficient support to meet their gender mainstreaming responsibilities.

132. Staff interviews, the survey and document review demonstrate that CDB took several steps to sensitize CDB staff to GE dimensions, including training<sup>101</sup>, the establishment of a community of practice, and a discussion series. However, these efforts have not been systematic and consistent over the years.

133. Among survey respondents (most of whom had been working at CDB for less than five years), 82% had been offered the opportunity to pursue training on gender issues; 80% had taken gender-related training, and 64% indicated they had had up to five hours of gender-related training in the last two years.<sup>102</sup> The evaluation team feels that five hours is too little (see sidebar). Only 6% of survey respondents had more than 16 hours of training in this area. Some newcomers to the Bank said that gender equality was a new concept for them and that the GEPOS is not part of the new staff orientation package. Asked about whether or not respondents were satisfied with the training, men were more likely to be satisfied than women.<sup>103</sup>

#### Sensitization vs Operationalization

By way of comparison, sensitization sessions delivered in a range of organizations (bilateral, multilateral, civil society) tend to be half-day or full day sessions. However, when operationalizing the concepts introduced during the sensitization session, this training lasts in general 4-5 days, followed by technical support in applying a tool, at least the first time.

134. The survey responses show that the majority of CDB Operations staff feel they do not have sufficient knowledge and capacity to adequately consider gender issues in their work as shown in Figure 7.1<sup>104</sup>, and are uncertain if they understand what is required to implement gender mainstreaming, as shown in Figure 7.2.<sup>105</sup> On the other hand, the majority of respondents feel that they have some degree of

<sup>100</sup> Figure on staffing is drawn from interviews. We were unable to confirm exact number of positions with HR department.

<sup>101</sup> The evaluation team did not have training materials to review or data on the numbers and types of training held.

<sup>102</sup> Survey data disaggregated by sex show similar response patterns between men and women.

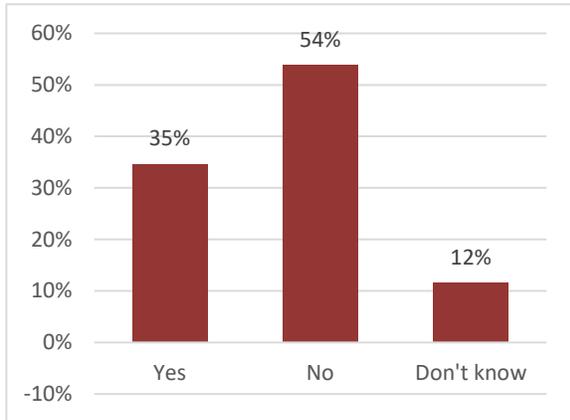
<sup>103</sup> 68.4% of male respondents (13 out of 19 men) say they are satisfied, while 31% of female respondents (9 out of 29 women) said the same (see Appendix VII for more detail).

<sup>104</sup> Survey results disaggregated by sex provide a similar picture (see Appendix VII).

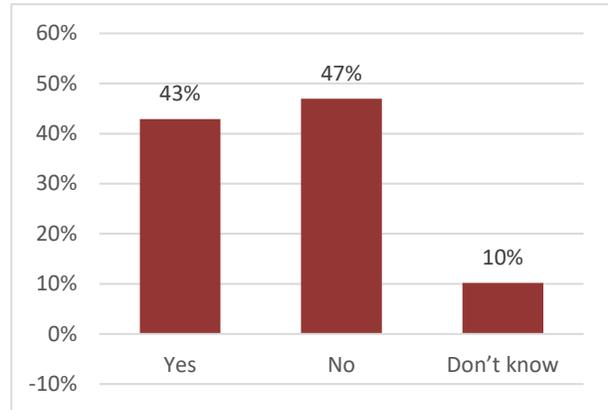
<sup>105</sup> Responses to survey question 18 also indicate that administrative staff appears to be less engaged in gender mainstreaming procedures, while among the operations officers (both men and women) there are more people that felt they had a good understanding of what is required to implement gender mainstreaming procedures than those that were less sure (see Appendix VII).

competency in incorporating gender dimensions along the project cycle and monitoring results, as shown in Figure 7.3.

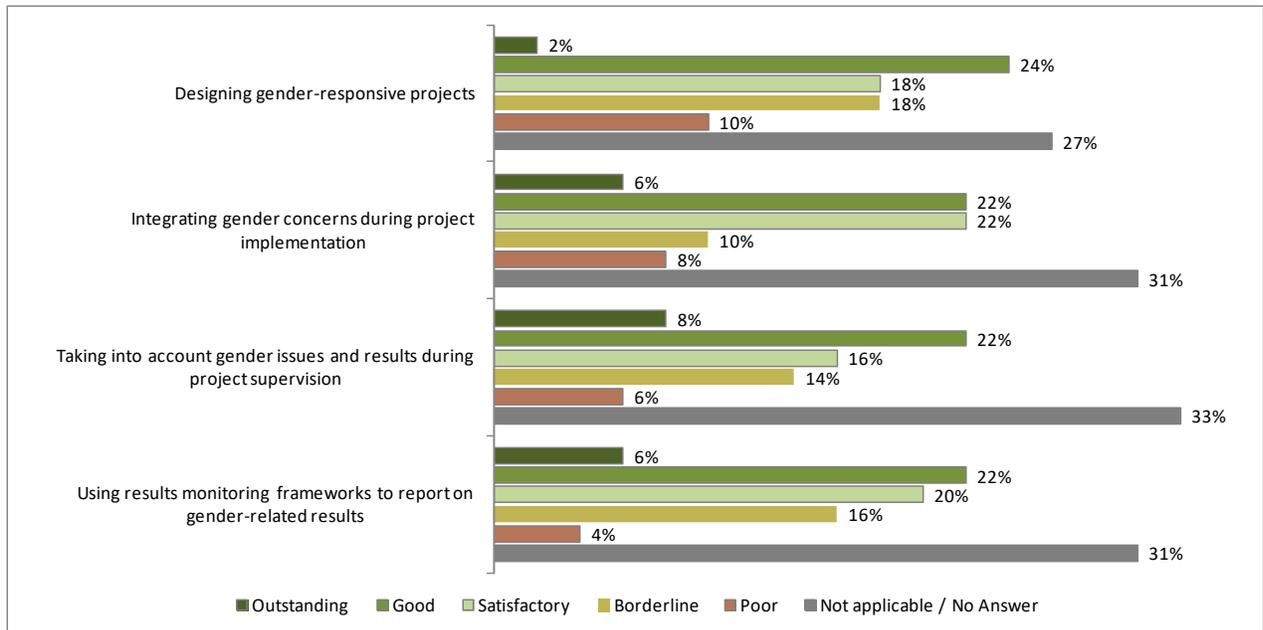
**Figure 7.1** *Survey Question 13 Do you feel you have sufficient knowledge and capacities to adequately consider gender issues in the work you do at CDB? (n=26)*



**Figure 7.2** *Survey Question 18 Do you have a good sense of what is required to implement gender mainstreaming procedures? (n=49)*



**Figure 7.3** *Survey Question 22 For the following skills and processes, please indicate your level of knowledge and proficiency: (n=49)*



Interviewed staff felt they still lacked awareness or clarity on GE and its relevance to their work, and stated that they needed more training, especially on gender analysis, how it informs project design and the results management framework, and how to operationalize gender dimensions in their work. They also said they

were not clear about directives regarding the operationalisation of GEPOS and sensed a marginalization of GE issues.

135. As noted in earlier findings, project documents do not address GE systematically or include comprehensive evidence-based gender analysis related to the priority focus of the intervention. CSPs also tend to lack more considered analysis of gender issues in-country and the implications for the portfolio. The lack of sex-disaggregated data in the region was often cited as a constraint for robust gender analysis and better targeting of interventions. When a gender analysis was included in project documents, its implications (“so what does this mean for the project?”) are not necessarily reflected in the project design, implementation modalities or the performance measurement framework. This confirms the need for greater understanding of the importance of identifying and addressing gender issues and of conducting sector-specific gender analyses to inform the CSP and related interventions.

136. These issues raise questions about the most appropriate objective and content of training and the form of training delivery. Was past gender-related training limited to sensitization or did it also include building sector-specific understanding of gender issues, ways of mainstreaming gender in the work of the Bank, and developing skills in gender analysis? Is training alone sufficient to support the development of GE capacities?

**Finding 15: The Bank has an important set of technical tools to support its work on gender mainstreaming, which it is beginning to institutionalize as Bank practice.**

The Bank has invested significantly in the development of tools and processes for gender mainstreaming, the most notable of which are discussed below.

137. **Country Gender Assessments (CGA)** – as discussed in Finding 2, CGAs have been an important CDB contribution in the region. It is not clear if there are plans to update them and ensure that they are part of the regular country strategy cycle, much like the Country Poverty Assessments. At other MDBs, such as the ADB, CGA updates are a formal part of the country strategy business process.<sup>106</sup>

138. **A Gender Toolkit** with a Gender Marker, a GE Supervision Template for projects, and a gender-integrated CSP template. The Toolkit provides a lot of useful guidance but is still in draft form (2014) and is now outdated given that it does not incorporate the most recent versions of the Gender Markers, which were revised with the Community of Practice on Gender.

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<sup>106</sup> The evaluation team did not review CDB’s CSP guidelines, except for what is provided as part of the OPPM. ADB management indicates that CGA updates are explicitly required as part of the CSP process. See Asian Development Bank “Asian Development Bank Support for Gender and Development (2005-2015)”, May 2017, Management Response, p.1.

139. **The Gender Marker** has been institutionalized as an organizational practice. It is being used regularly and is now at a stage where it could be reviewed (to ensure that desired use is being achieved) and expanded to other stages of the project cycle (not only for quality at entry). Interviewed CDB staff provided considerable feedback on the Gender Marker. Some said that the Gender Marker helped increase their awareness and develop a more gender-sensitive lens during project design. Others see it as a necessary “tick the box exercise” and as a compliance tool used primarily at the end of the appraisal process.<sup>107</sup> Consulted staff said the Gender Marker is used mostly at the appraisal stage, but not so much to help conceptualize programmes and projects from the outset or at other stages of the programme / project cycle. The Gender Marker is also not discussed with the executing agency. It is not used for supervision visits or to understand how well programmes and projects are performing in the field. As a result, while it is used for CDB reporting in the DER and APPR, the exclusive emphasis on the design stage and the different ways in which it is applied means that Gender Marker results may not accurately reflect the reality of gender mainstreaming in the Bank’s operations. CDB staff noted that there is an intention to incorporate the Gender Marker into Supervision and Project Completion Reports in the future. PRISM will have a module on reporting on gender at supervision stage, which will require CDB staff to identify gender-related activities and report on the challenges or achievements during their implementation.

#### Quotes on Gender Marker

“The Gender Marker within project documents sometimes seems contrived.”

“I have approached it as an afterthought in project design; often doing it (gender marker) only because we have to.”

“All my projects have a gender assessment and a gender marker as required for all projects in the Bank, forcing me to think about the effect the project design will have on both sexes.”

Source: SWOT Analysis, Consultations with AMT and Staff on the new GEPOS, 2018

140. **The draft Gender Baseline Methodology**, developed in 2016, provides an institutional assessment and means for helping to track CDB progress in implementing GEPOS. The results of the report, recommendations, and proposed methodology have not yet been fully integrated into CDB practice.

141. **Sector-specific technical guidance notes** are now in draft form. The concise notes are promising and could assist with sector-specific gender analysis and gender-responsive interventions. The crucial next step will be to appropriately disseminate and help Bank staff learn how to apply the guidance notes.

142. In addition, other tools have been made more gender responsive over the past three years. For example, gender issues are now included in Country Poverty Assessments, especially the new Enhanced Country Poverty Assessments, which are an integral component of the country strategy cycle. The availability of these tools and processes is commendable. Now the challenge is to ensure the necessary follow through, updates, and alignment among the tools and with the new strategic plan and policies such as the new CDB Youth Policy and Operational Strategy.

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<sup>107</sup> The reduction of the Gender Marker to a compliance tool at the end of the appraisal process is perhaps partly due to the lack of substantive explanation of ratings and the absence of a feedback loop that could inform projects at the design stage.

**Finding 16: The structures and mechanisms for accountability that were proposed in the GEPOS were not fully or consistently operationalized.**

143. One of the assumptions underlying the re-constructed Theory of Change for the GEPOS (developed for this evaluation)<sup>108</sup>, was that there would be clear accountabilities and incentives for gender equality results.

144. The GEPOS proposed strategies to ensure accountability for implementation of GEPOS. The strategies encompassed not only structural dimensions (different positions and divisions in the organization, from the Board of Directors to individual staff) but also the corporate, country assistance, project cycle processes and tools that would be used to track the Bank's progress on gender mainstreaming. It was a complex array of institutional arrangements to ensure implementation of the policy.<sup>109</sup> The 2012 Assessment of GEPOS indicated that "in principle, if implemented, the proposed accountability strategies could prove to be effective." The problem at the time was that very few of the accountability mechanisms had been activated, pending the recruitment of the Gender Equality Advisor.<sup>110</sup> Over time, the Bank activated many of the proposed mechanisms (e.g., developing the Gender Marker, revisiting results frameworks and their indicators, etc.) and contracted a Gender Equality Advisor for a three-year period. Yet there are still some challenges related to accountability for GEPOS implementation.

145. The evaluation team did not conduct an exhaustive review of all the positions, roles and responsibilities, and mechanisms that were to be put in place to support accountability. Nonetheless, data collected from BMCs and CDB does allow the team to make observations on the strengths and limitations of current arrangements.

### **Gender Architecture**

146. A gender architecture was established within CDB with technical responsibility for gender planning and monitoring, including:

- A Senior Gender Advisor (for strategic/policy and operations level) reporting to the VP Operations
- Operations Officers (Gender) responsible for the pipeline and portfolio of capital and TA projects, and for the identification, appraisal and supervision of all capital and TA projects and sector loans in the Banks portfolio as well as tool development and internal capacity development<sup>111</sup>
- Social Analysts in the Social Development Division
- An Operations Officer, Gender and Development, also acting as a Gender Specialist in the Basic Needs Trust Fund.
- No gender expertise was planned for the Economics Department, which leads on CSPs. This is an important gap in the architecture that needs attention.

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<sup>108</sup> See Appendix II.

<sup>109</sup> See GEPOS Tables 3.4,3.5, 3.6 and 3.7, which all have elements of the accountability framework for implementation of the policy.

<sup>110</sup> CDB "Assessment of the Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank", June 2012, p. 14.

<sup>111</sup> A second Operations Officer (Gender) was then added.

147. The gender architecture has not functioned as well as envisioned. The Senior Gender Advisor (SGA) post was a contractual arrangement funded through the GEPOS. Since 2016, when the incumbent left CDB, the post has been vacant and it is not clear if the post still exists. The strategic impact of the SGA post is not clear given that the initial TOR<sup>112</sup> for the position focused on more operational responsibilities and there were reportedly limited opportunities to influence corporate policies and strategies and to ensure synergies between divisions. The post was used to monitor implementation of the GEPOS, and to address both operational needs (at the level of individual projects) and strategic level demands (for sector strategies). It would be expected that a Senior Gender Advisor at the strategic level would have been able to contribute to corporate strategies and policies, such as the climate resilience strategy and the energy strategy, in which there is little integration of gender considerations. The Advisor could have ensured that expectations for gender equality results were made much more explicit in the articulation, for example, of performance requirements detailed in the Social and Environmental Review Procedures, as regards (e) Directly Affected Communities and (f) Vulnerable Groups, both of which have gender dimensions. It would be important to re-establish and fill this post, once TOR are updated to ensure that the corporate and strategic function is well defined. Currently, there is no one with a strategic view who monitors GEPOS.

### **Good Practice Example of CDB Gender Architecture**

**The Gender Community of Practice**, an element of the gender architecture, was viewed by respondents as a good mechanism to exchange experiences, knowledge, and lessons learned, which also had a role of monitoring the implementation of the GEPOS through a participatory approach. This group was chaired by the Senior Gender Advisor and brought together the gender specialists, social analysts and other interested parties. However, since the departure of the Senior Gender Advisor, the group's structure and approach have changed, with only two meetings being held in the last two and a half years. Many interviewees felt there was increasing loss of interest due to a perceived loss of voice and last minute requests for document reviews. Rethinking the modalities and frequency of meetings of the community of practice could offer potential for learning and knowledge sharing and contribute to fostering greater incentive and capacity in-house.

148. Operations Officers (Gender) feel they do not have the needed latitude to influence strategy and policy processes at the corporate level. All Operations Officers (Gender) are in the Social Sector Division which does not have the authority to hold other divisions to account for implementing GEPOS.

149. Social Analysts were initially intended to be part of appraisal teams to do the social and gender analysis at the outset to inform project design. This has been achieved to a greater extent in capital projects than in TA projects. Interview data suggests that social analysts do review project documents but often only once these have been produced, so they feel they have little influence on the project design. Technical specialists from other disciplines, on the other hand, are engaged from the beginning of the design process. To ensure gender and social considerations inform project design, expected outcomes and related indicators, social analysts and gender specialists should be involved from the project preparation stage. Greater valuing of social and gender analysis is needed.

150. Although the Bank has increased its overall capacity to respond to the GEPOS, three to four staff members expressed concerns about whether the current complement of specialist staffing was sufficient to meet the needs for strategic oversight and advice and technical support, both of which could expand gender analysis and transfer of technical know-how within CDB and for BMCs.

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<sup>112</sup> This refers to the TOR provided as an appendix to the GEPOS.

## Individual Accountability

151. In the GEPOS it was expected that individual accountability could be monitored through Continuous Performance Improvement (CPI) appraisals. As of 2012, there had been no progress in integrating staff roles and functions vis-à-vis GEPOS into job descriptions and the CPI process.<sup>113</sup> It seems that there has still not been much progress. Interviewed staff said that they are not held accountable for gender mainstreaming responsibilities, and this was echoed in the survey: 12% indicated they were accountable, while 55% indicated they were not. Holding staff at all levels accountable through the performance appraisal could be a strong incentive for ensuring implementation of the GE policy. At IDB, a recent evaluation noted the importance of motivating staff to address gender issues by ensuring that fulfilment of any gender goals in their work plan actually contributes to higher performance ratings and promotions and by giving public recognition of superior work in the promotion of gender equality.<sup>114</sup>

152. Beyond the gender architecture within CDB, other key elements for the implementation of GEPOS and ensuring individual accountability could be:

- To include objectives related to the implementation of GEPOS in the performance appraisal of relevant staff, from the senior management team members to heads of departments (HR and Administration, Economics), division chiefs, portfolio managers, technical experts, operations officers, and others as appropriate
- To identify responsibilities for the implementation of GEPOS in job descriptions
- To assess GE experience and qualifications of new recruits
- To ensure that the GEPOS is part of the orientation package for new staff and that they understand their responsibility for its implementation.

## BMCs

153. The BMC role in the accountability system was signaled in the GEPOS but could be further strengthened. In the GEPOS summary of accountability mechanisms for the GEPOS (Table 3.6), there are two mechanisms through which a BMC is part of the accountability for results: in the development of supervision of monitoring reports and through project completion reports. Project Steering Committees are another key mechanism that has not been fully used. Based on evidence collected it appears that gender expertise is not readily available on Project Steering Committees and that they often have limited participation of national women's machinery (NWM) in the BMCs, which tend to be weak. An opportunity exists for CDB to support the NWM to be able to play their role of mainstreaming national gender equality priorities in government policies and strategies.

154. As noted in Finding 10, the accountability role of the OIE was already highlighted in the 2008 GEPOS and could be strengthened in the next iteration of GEPOS.

### **Finding 17: CDB leadership and organizational culture are key enabling factors for implementation of the GEPOS.**

155. Over the past ten years, there have been a number of changes in the leadership of the Bank. As per the GEPOS, the responsibility for gender equality is assigned to the Senior Management Team, with each member taking on the role of championing gender equality internally and externally and being accountable for the integration of GE in their respective areas of responsibility. Accountability for gender mainstreaming has rested with the VP Operations, reporting to the President who is also the Chair of the Board. This has

<sup>113</sup> CDB "Assessment of the Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank", June 2012, p. 14.

<sup>114</sup> IDB "Evaluation of the Bank's Support for Gender and Diversity", March 2018, p.37.

been a sensible allocation of responsibilities. Overall, the President and senior management have demonstrated a certain commitment to advocating for gender equality (e.g. the creation of gender champions) and have developed an understanding of the relevance of gender equality for CDB's work in BMCs. However, some staff raised questions as to how far management wants to "push" or promote gender equality within the work of CDB. Many expressed the desire to have a better understanding of what senior management intends to accomplish through the implementation of GEPOS.<sup>115</sup>

156. In the future iteration of GEPOS, senior leadership of the organization must continue to play a visible role in driving the policy. The current President is considered an advocate of gender equality. Regional partners expect CDB to be visible and be a standard bearer for gender equality. Interviewed staff consider operationalizing the GEPOS an important aspect of leadership.

157. Among survey respondents, 48%<sup>116</sup> felt the organizational culture supports the promotion of gender equality, yet when disaggregated by sex, the survey data shows female respondents are less likely than men to report a supportive culture.<sup>117</sup> Eighty eight per cent<sup>118</sup> of female and male respondents indicated there are individuals at CDB championing and leading on gender issues, yet 82%<sup>119</sup> agreed that CDB could do more to advance gender equality, particularly "through addressing the root-causes of systemic gender-based stereotypes, discrimination, bias and accepted tolerance for unnecessary levels of violence and disrespect." Individual statements (see text box above) in the survey and staff interviews suggest that there is sometimes a real or perceived disconnect between the Bank's commitment as expressed in the policy and the extent to which this commitment is reflected in the organizational culture. This is further manifest in inconsistent messages being sent to staff about the importance of GE in relation to operational policies and procedures, including the Bank's own human resource policies (e.g., the lack of a paternity policy and pay equity measures), and the extent to which gender considerations permeate exchanges between staff.

**Survey comments from CDB Operations Staff on organizational culture and how it supports gender equality:**

"The organization and staff should first lead by example in this area. The immediate culture still needs work in this area."

"There is still work to be done in promoting gender equality in one-on one interactions and discussions with each other in the work place."

"The potential exists but requires senior leadership guidance and alignment with performance assessment systems for transparency and accountability of all staff."

158. This observation is consistent with results of evaluations of gender policies and strategies at other MDBs, which have also highlighted the importance of leadership/political commitment in driving organizational behaviour. At the IDB, for example, it was noted that "positive pressure from upper management to promote the Bank's gender agenda is helping to change the Bank's culture."<sup>120</sup> Many staff would like to have a better understanding of what senior management wishes to accomplish through the implementation of GEPOS with the resources available to do so. Questions were raised during interviews about how far management wants to "push" or promote gender equality within the work of CDB.

<sup>115</sup> Given that there is no baseline and interviews did not cover all members of the management team, it is difficult accurately assess how senior management have performed in their roles. In order to increase accountability and determine effects of their role as "gender champions", this role should be reflected in the performance objectives of individual senior management team members.

<sup>116</sup> Survey question 6 "What is your level of agreement with the statement: "The CDB's organizational culture supports the promotion of gender equality"." (n=50).

<sup>117</sup> Only 27.6% of female respondents (8 out of 29 women) agreed with the statement "The CDB's organizational culture supports the promotion of gender equality," in comparison to 73.6% of male respondents (14 out of 19 men).

<sup>118</sup> Survey question 16 "Are there individuals at the CDB who are effectively championing and leading gender issues?" (n=50).

<sup>119</sup> Survey question 8 "What is your level of agreement with the statement: "The CDB could be doing more to advance gender equality"." (n=50).

<sup>120</sup> IDB "Evaluation of the Bank's Support for Gender and Diversity", March 2018, p.34.

## 8. CONCLUSIONS AND RECOMMENDATIONS

### 8.1 Conclusions

***Conclusion 1: There are persistent and emerging gender challenges that warrant increased attention and effort from CDB and the BMCs.***

159. The evaluation's analysis of the *problematique* of gender equality in the Caribbean region (Chapter 2) indicates that gender roles and stereotypes continue to define and restrict equal access to services and resources. Gender disparities are evident in the labour force, the educational system, entrepreneurship, and representation in political and leadership positions. At the same time, issues previously in the periphery are gaining prominence on the development agenda, such as gender-based vulnerabilities in disaster management, restrictive gender norms that harm boys, gender dynamics in the context of migration and displacement in the region, and sexual orientation and gender identities. The regional context is complex in terms of the challenges for gender equality, but also provides opportunities for CDB, especially with regard to strengthening or developing new partnerships with regional and civil society organizations in the region. For the new GEPOS to be relevant, it must better identify and address the specific challenges and factors that drive inequalities in the region as well as specific to BMCs, including through a stronger lens of intersectionality.

***Conclusion 2: CDB's strategies and operational frameworks have evolved to strengthen the Bank's support for gender equality and to begin a process of organizational change.***

160. Findings 1, 3, 6 and 8 illustrate progress made at the strategy and policy levels, as well as in operations. The GEPOS and GEAP represented important milestones for the Bank. This evaluation finds that, particularly after the GEAP, there has been greater momentum of implementation of the commitments of the GEPOS. CDB's strategic plans and sector strategies are becoming more gender responsive, albeit to varying degrees. CSPs are in the early stages of addressing gender; they have benefitted from the Country Gender Assessments although more could be done to maximize CGA contributions to policy dialogue. There is an increased number of operations that mainstream gender. Although the evaluation notes room for improvement in all of these areas, it is important to recognize the evolution that the Bank has made over the past decade.

***Conclusion 3: It is time to move beyond the practices and tools of mainstreaming and begin to address the development effectiveness of the Bank's work on gender equality.***

161. As noted in Findings 6, 7, 8, 9 and 15, there has been a notable increase in the tools to support mainstreaming of gender in the Bank's operations. CDB has developed a gender toolkit, a Gender Marker, and enhanced environmental and social review procedures and there are examples of improvements in the way that gender is addressed in projects. Now that it has such tools, the Bank needs to ensure that they are used not only as compliance exercises but also to feed into the design and implementation of the Bank's projects. The Bank is at a stage where it can be clearer in articulating the types of development results in gender equality that it wants to contribute to. In order to move in this direction, the Bank will need to continue to enhance its monitoring systems.

***Conclusion 4: Few initiatives have focused on the root causes of inequality or taken a multi-dimensional or integrated approach to addressing socio-economic challenges as experienced differentially by women and men.***

162. As discussed in findings 4, 5, 7 and 12, most of the Bank's work does not address root causes of inequality. Where there is a focus on GE, it tends to be related to public sector capacity for gender

mainstreaming. Otherwise, the Bank's approach to achieving gender equality is through promoting equal participation in and benefit from CDB-funded work, particularly with regard to poverty alleviation through the BNTF portfolio. This is a reasonable approach for a development bank but is not sufficient to challenge unequal gender relations or shift restrictive gender norms in the public and private spheres. While CDB may not be able to lead social norms change through its operations alone, it can build the understanding of how traditional gender norms can restrict men's and women's opportunities, access to resources and ability to make choices. This could be done through more robust partnerships with development partners and national gender machineries at all stages of programme development and implementation. Its work in the education sector also provides a window of opportunity to promote social norms change in keeping with gender equality and social inclusion.

163. In addition, CDB has not sufficiently leveraged the different components of its own portfolio of operational activity to deliver a more holistic approach to the issues at hand. The evaluation points to the possibilities for greater leverage of policy-based loans for policy reform, public sector training programmes, and greater linkages between different types of programming (for example, the recent efforts to link CTCS programming to the access to finance facilitated by DFIs in the BMCs through CDB lines of credit.) It will be important to give coherence and continuity to some of these efforts.

***Conclusion 5: Both external and internal factors have affected the Bank's effectiveness in gender mainstreaming and the implementation of the GEPOS. Many of these factors are key assumptions in the re-constructed theory of change for the GEPOS.***

164. In findings 13, 14, 15, 16 and 17, the evaluation points to a number of factors that either enabled or limited implementation of different aspects of the GEPOS. While motivation among CDB staff to address gender equality has increased, there are still constraints in the capacities and incentives to pursue this work. One constraint is the lack of conceptual clarity on gender equality, which affects the extent and sustainability of behaviour change in both the Bank and the BMCs.

165. Although CDB is doing more to support gender mainstreaming, the approach is inconsistent across the BMCs. Some countries have provided funding for whole of government gender mainstreaming capacity building approaches as well as sector-specific capacity development (e.g., in the water sector). In other countries, little is being done. The factors that affect the degree of mainstreaming in BMCs are both internal (CDB capacity and proactivity) and external (political will in the BMC).

166. The evaluation team re-constructed a theory of change (ToC) for the GEPOS during the inception phase of this assignment. The ToC (Appendix II – Volume II) illustrates the pathways of change that would lead to stronger analysis of gender equality challenges to improve the country strategies and portfolio, more gender-responsive programming, and consistent GE advocacy across BMCs and within CDB. The table below lists the illustrative assumptions and discusses if and how those assumptions held in view of the findings of the evaluation and the relative importance of those assumptions for the future GEPOS.

*Table 8.1 Theory of Change – Validity of Assumptions<sup>121</sup>*

ASSUMPTION	COMMENT
Sufficient resource allocation to GE	The assumption partially holds. There were specific resources allocated from the SDF, although it is unclear if these were “sufficient” for implementing the GEPOS.
Adequate levels of GE expertise	The assumption partially holds. The level of GE expertise has increased in CDB, as reflected in the numbers of specialized positions (Operations Officer-Gender), but none of these positions are at a strategic level. Over the past five years, the level of GE expertise has fluctuated due to changes in staffing.
Clear communication of commitment to GE	The assumption partially holds. Over the last five years, the Bank has not forcefully or continuously communicated its commitment to gender equality. Internally, staff now look to senior management for a clear outline of their expectations in this area. External communications have been more sporadic; CDB did not seem to have a specific gender communications strategy over this period.
Training and tools meet CDB and BMC needs	The assumption partially holds. The trainings were appreciated by staff, but the regularity and content of such training may need to be reviewed given that some staff are still not at ease in discussing gender as part of the regular policy dialogue with the BMCs. Similarly, there does not appear to be any GE training provided to new staff, as part of their orientation.
Strategies and policies align to support GE	The assumption partially holds. Over this period, GE has been incorporated in strategic plans and some key sector strategies. But this has not been consistent across sectors and there are also some identified gaps with respect to the Bank’s human resource policies.
Clear accountabilities and incentives for GE results exist	The assumption did not hold. The implementation of the GEPOS was not supported by clear accountabilities and incentives for GE results.
GE champions provide leadership	The assumption partially holds. The evaluation has limited data on specific gender champions. Staff recognize the existence of such champions in the organization, but the extent/level of leadership provided by such champions has fluctuated over this period.
Organizational structures and mechanisms sustain GE	The assumption did not hold. In CDB, organizational structures/mechanisms such as the Gender Advisor role and community of practice were introduced but have not been maintained. In the BMCs, the gender machineries are not consistently and strategically involved in Bank business processes (such as CSPs) and do not participate in Project Steering Committees. Thus, neither the machinery nor the PSC help provide continuity to gender efforts.
BMC decision makers see need and value of the integration of GE	The assumption partially holds. Some BMCs have expressed demand for greater GE support from CDB, but the political will to prioritize GE is inconsistent across BMCs.
CDB actively seeks greater GE integration	The assumption partially holds. CDB’s engagement in dialogue on GE in a BMC often depends on the proactivity of the individual CDB operations officer; in other words, it is not a normal part of the Bank’s business processes.

<sup>121</sup> The re-constructed Theory of Change can be found in Volume II - Appendix II.

***Conclusion 6: CDB's value added draws on its visibility and role as a regional lending institution. A trusted partner in the region, it has strong relationships with planning and finance ministries and plays critical roles in policy dialogue, advocacy, and knowledge generation (including data).***

167. Underlying the findings on relevance of the GEPOS is the fact that, in the region, CDB is a trusted institution that understands the Caribbean. As a development bank, it has relationships with decision-makers in ministries of finance and planning in the BMCs. Through its lending instruments and procedures, it also can exert influence and give direction for the use of concessional resources in the BMCs; this gives it a certain degree of leverage with regards to encouraging governments to adopt stronger policies in support of gender equality. CDB has not always used that leverage. CDB is also recognized for supporting “data” initiatives, such as the CPAs and the CGAs. Over the past years, the Bank’s contributors have also been supportive of this agenda and that support has enabled CDB to put many tools in place. Achievement of the SDGs will require much stronger integration of gender equality into operational work. CDB has a key role to play in looking at ways to support BMCs in delivering programs and services that are linked to the SDGs.

## 8.2 Recommendations

168. CDB can build on its experience of the past ten years with GEPOS to respond to the current context for gender equality in the Caribbean. The evaluation offers the following recommendations to be considered by CDB in the update of the GEPOS.

### Policy directions

**Recommendation 1: Develop a clear CDB vision for gender equality by specifying a theory of change and expected development results from the Bank’s support of gender equality. This should guide the Bank’s strategic approach.**

169. Over the next year, CDB will update the GEPOS and develop a new strategic plan. The first phase of the GEPOS focused on the organizational practices and tools required to address gender inequalities and to set examples/standards for the region. The next phase should more clearly state what CDB wants to accomplish in terms of concrete development results by addressing gender equality and the priority strategies for the next five years. These aspired results should be integrated in the new Strategic Plan. Conceptual clarity and a strong understanding of the links between gender inequality and poverty are necessary to show how addressing gender inequality aids the Bank in advancing its poverty reduction goals. While tackling gender inequality is an important goal on its own, tying it other development goals could strengthen its overall relevance. This would confirm that gender equality is not optional or an add-on, but integral to the work of CDB.

170. We also recommend that CDB develop a theory of change that is linked to its strategic plan and that provides a philosophical grounding of why the Bank needs to address gender in its processes and how this will help the Bank deliver on its poverty reduction/development mandate.

171. We recommend that CDB continue with a twin-track approach of mainstreaming and gender-targeted approaches. Gender mainstreaming across its operations will ensure that CDB staff understand and are accountable for considering the differential realities and impacts of proposed CDB investments. Gender mainstreaming must be complemented by targeted interventions, especially where persistent and patterned inequalities suggest structured and specific determinants which must be addressed.

172. As the Bank develops its theory of change, it should also establish certain priority areas of investment that might allow the Bank to address social norms change and potentially have a greater effect in the medium to long term. One such area is the education sector, where the Bank has been working consistently over the years and has supported education sector planning and curriculum reforms that are

more gender responsive. CDB could begin by carrying out an analysis of education sector programming to date. A second key area is the BNTF portfolio, which could continue to test innovative approaches to community engagement.

173. Moving forward, it is imperative to ensure that the vision to advance gender equality is not just clearly defined within CDB but also aligned with individual BMCs as well as more generally across the region. CDB, BMCs and other actors in the region need to move together to achieve maximum impact. This will require a more systematic dialogue with BMCs to develop a better understanding of their vision and motivation, for instance via the country strategy process.

**Recommendation 2: Clearly define and communicate key concepts and frameworks of analysis related to gender equality.**

174. The evaluation notes that the current “concept” of gender equality that is embraced by many staff and implementing partners does not provide a rigorous enough foundation for work on gender issues in the Caribbean. As a result, there is still very limited understanding of masculinity, limited analysis of root causes of inequalities, and there has been no systemic approach to GE in the Bank. There is also still limited understanding of how gender inequality is linked to poverty. The next iteration of GEPOS should clearly define concepts such as gender equality and equity, and what these imply for CDB operational work. It also should provide clear direction for how the Bank will embrace intersectionality in its analysis and programming.

**Recommendation 3: Enhance and operationalize accountability, feedback and learning structures and processes for implementation of the GEPOS.**

175. The GEPOS established reasonable mechanisms for accountability, but they were not all operationalized. A simplified set of mechanisms could be considered in the next GEPOS. The policy should identify the cascade of GE responsibilities – from the Board of Directors to individual staff members. Individual staff members, including senior management, should be held accountable through work planning and the performance review process.

176. The Bank should ensure that a new GEAP is developed in a timely fashion, following approval of the GEPOS. There should be annual regular reporting on the implementation of that action plan to the Board of Directors.

177. CDB should continue to strengthen its portfolio tracking and results management systems for gender, to enable better monitoring of progress towards intended outcomes. In the absence of better monitoring data, CDB will continue to have gaps in its evidence base on the effectiveness of its portfolio’s support for gender equality.

178. The OIE should ensure that the Bank’s progress in contributing to gender equality results and implementing the GEPOS is assessed through different types of evaluations, and validation of project completion reports, assess the Bank’s progress in addressing gender inequalities and implementing the GEPOS.

179. The gender machineries in the BMCs should be more consistently invited to participate in PSCs (e.g., the Bank could adopt the BNTF practice of recommending that the gender bureau be included in each of the Oversight Entities).

180. The Bank should consider establishing a high-level advisory committee of key partners in the region that could meet once a year to review elements of the CDB portfolio and report to the Board on progress in gender mainstreaming. This group could provide a periodic external perspective and a sounding board for the Bank’s work in this area.

**Recommendation 4: Make more and better use of partnerships with regional and national actors that have complementary expertise and that can bring external perspectives to CDB’s work.**

181. Partnerships will be critical if the Bank would like to enhance its support for gender equality in the next GEPOS. Partnerships will need to be reflected in the Theory of Change referenced in Recommendation 1.

182. Partnerships with different types of actors and at various levels (local, national, regional, international) are key for different reasons: a) the complexity of the SDGs; b) the need for projects to be able to offer or leverage a more integrated “package” of services in order to effect more transformative change; c) the expanded capacity for strengthening an emphasis on social norms change; d) the ability to tap into the expertise of actors in the region and complementarity of resources; and e) broader channels for sharing CDB’s own tools and experience more widely.

183. Two structures within CARICOM (IGDS and the CARICOM Gender Programme) represent opportunities for CDB to deepen its understanding of Caribbean gender issues and to build partnerships that centre on national gender machineries to strengthen accountabilities for redressing gender inequalities at national level. Both entities could assist with properly socializing the GEPOS among the Bank’s staff and in the BMCs.

184. CDB is well-positioned to show political leadership in this regard and delineate roles and responsibilities based on the strengths and capacities of regional actors (e.g. University of the West Indies Institutes of Gender and Development Studies (IGDS), UN Women, others).

185. At the regional level, CDB could seek to work with other regional gender and development partners to develop a common understanding and a framework in support of gender equality in the Caribbean. Such a framework would contribute to CDB’s theory of change, outlining CDB’s comparative advantage and its specific contributions to the national and regional agenda for gender equality.

186. In the BMCs, civil society organizations have expertise and experience that can be useful for policy dialogue in the context of the CSP (and the CPA and CGA) and in programming. NGOs are important to the social development agenda in the Caribbean, particularly in ending violence against women. Just as CDB has special initiatives for the private sector, it may want to consider an “NGO window” that could facilitate funding to this group of actors.

**Recommendation 5: Define a strategic approach for supporting the capacity development of national gender machineries in the region through their direct engagement in the Bank’s business processes and through CARICOM.**

187. Capacity constraints continue to affect national gender machineries in the region. At the same time, the evaluation findings point to the need to engage with these institutions more consistently both in the CSP process and in accountability mechanisms established for individual projects (such as PSCs). CDB must, therefore, use its leverage to bring these machineries more into the mainstream of its work through consistent outreach. Recognizing that CDB itself may not be able to directly support capacity development in each BMC, it should develop a clear strategy with CARICOM and other partners as appropriate in developing the capacity of these entities as a key component of sustainability.<sup>122</sup>

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<sup>122</sup> Recognizing that national gender machineries should not be the exclusive entry point for advancing gender equality in the BMCs, given this agenda is a cross-cutting responsibility of the government.

## Organizational requirements

**Recommendation 6: Stress the key role to be played by senior management both inside and outside of CDB; the leadership should ensure that CDB is the standard bearer and advocate for gender equality in the region.**

188. This evaluation provides evidence of the Bank's commitment to gender equality. External partners also expect CDB to play a key role in this area. The President is seen as an advocate for gender equality and has an important role to play on the Board of Directors and with the Ministries of Finance of the BMCs. Consistent messages from senior management about the importance of GEPOS based on a clear vision will be key, especially in light of the growing suite of policies and strategies at CDB competing for the attention of staff; the senior management team has a leadership role in ensuring that their teams are proactive in integrating gender equality. These include a consistent commitment by the directors of every division in the Bank.

189. CDB senior management also needs to be more proactive in integrating gender more effectively at the CARICOM level, through high-level engagement of the BMCs and by ensuring the complementarity of resources in the region.

190. As a champion for gender equality at the national and regional level, CDB should be able to speak to the importance of gender equality as a driver of inclusive economic growth- the 'business case.' It is equally important that CDB's work allows it to speak to the 'costs' of gender inequality; to the ways in which expressions of gender inequality increase the demands on government budgets, as is the case in relation to social protection, where men are not meeting child support commitments, or crime and violence (including violence against women), for example.

**Recommendation 7: Continue to strengthen CDB capacity for mainstreaming gender in operational work.**

191. **Human Resources:** CDB's staffing has evolved since the inception of GEPOS both in the form of a gradual expansion in the number of staff working on equality (Operations Officer, Gender and Social Analysts) and setting targets to achieve gender parity at the management level. Future human resource strategies need to be firmly based on CDB's strategic vision and mandate for gender equality (based on Recommendation 1).

192. Staff positions may need to be re-allocated in light of the specific needs identified by the new GEPOS. As long as Operations Officers (Gender) are in the social division, there may be insufficient cross-fertilization across the Operations Department. There may be a need for gender specialist positions in EID and the Economics Department, for example. Although CDB has increased the number of Operations Officers, it has also lost the position of Gender Equality Advisor who could operate at a more strategic level of the organization. CDB should carefully review its staffing arrangements to support implementation of the GEPOS and consider re-instating and enhancing a position – such as Gender Equality Advisor – that operates at both a policy and programmatic/operational level and advises on the enabling environment within the Bank for gender responsive and transformative approaches leading to more sustainable GE results.

193. CDB should also review its Human Resource policy (for example, on parental leave, pay equity, etc.) to ensure that it is aligned with the new GEPOS and with good practice in the MDBs.

194. **Staff knowledge and skills:** The skill set of CDB staff needs to be improved by explaining key gender concepts and practical application of concepts and analytical framework. A common language will help to implement the GEPOS. We recommend a review of CDB training for staff, perhaps incorporating more of a case-study based methodology in which staff analyze good and not-so-good practices, so that they can better understand what CDB is trying to achieve with a GE policy. We also recommend that CDB

create an introductory training package for new staff that includes the gender equality concepts and commitments in the GEPOS.

195. **Internal learning at CDB:** Re-activate the Community of Practice and the President’s Discussion Series with internal and external discussants, to establish more routine and regular exchange of knowledge within the Bank of operational experience and developments around GE. With its partners, CDB could do quarterly lectures on social inequalities, building resilience, etc. There is a need to create more ongoing opportunities to reflect internally. However, any formal mechanism (such as a Community of Practice) must not become too onerous for staff.

196. **Financial resources:** CDB needs to consider resourcing of the GE policy and interventions in the future. Even though gender equality is defined as a cross-cutting theme at the strategic level, the Bank should consider creating financial set-asides, in line with similar efforts in the area of regional integration or energy security. This would ensure that funding is available to fill key staff positions (e.g., Gender Equality Advisor and any additional Operations Officers, Gender) and implement certain components in gender-targeted or gender-mainstreamed operations. CDB should also explore further use of PBOs to support gender mainstreaming in the BMCs. In addition, the Bank should advocate with BMCs for adequate resource allocation to gender mainstreaming through gender-responsive budgeting and specific project allocations.

197. **Tools and guidance:** Given that the basket of technical tools is part of CDB’s contribution to setting standards in the region, CDB needs to be consistent in upgrading its tools in light of the shortcomings identified throughout this evaluation. Key to this endeavor is ensuring that the updates are in alignment with and support the pursuit of CDB’s overall strategic vision and goals as well as other CDB policies (e.g. the new Youth Policy).

198. For instance, CDB should finalize and disseminate the Gender Toolkit (needs to be updated to reflect the revised Gender Markers) and conduct a review of the actual use of the Gender Markers. The Gender Marker exercise should include CDB staff and BMC partners. Based on this review, CDB will want to refine guidelines for use of the Gender Marker for projects and encourage its use throughout the project cycle from design to implementation, monitoring, evaluation.

199. CDB should also consider adding gender elements more prevalently to its guidance on risk analysis and its existing environmental and social safeguards (e.g. in the context of infrastructure projects or economic empowerment approaches). Changes need to be based on a clear understanding of how they would contribute to the quality and success of the project. Further elaboration of gender-sensitive procurement guidance could materially advance women’s economic empowerment and empower male youth at the community level. Such guidance should require equal outreach and capacity development of female and male entrepreneurs and service providers to be in a position to bid for or benefit from CDB-financed contracts.

## Operations management

**Recommendation 8: Build on its experience with Country Gender Assessments and dialogue with BMCs to enhance Country Strategy Papers and develop a more strategic portfolio of investments that relate to gender equality.**

200. The Country Gender Assessments have been a relevant contribution by the Bank. In order to increase the effect of such assessments, however, they should be updated regularly (not a one-off experience) and in time to inform the dialogue for a new Country Strategy Paper. In the future, they could be published in partnership with regional institutions. They should also be broadly disseminated, “owned” and used not only by the relevant ministry in the BMC, but by CDB staff in different divisions. CDB should ensure that CGAs are disseminated in-house in a more digestible format to relevant divisions. There needs

to be a mechanism in place that ensures that such outsourced work is reintegrated into CDB operations and owned by CDB staff.

201. CDB may also want to consider a more targeted approach to the sectors that are analyzed through a CGA so that data-gathering efforts are centred in areas that are aligned with the key priorities of the BMCs and the Bank, including through the Bank's different funding modalities. In the second stage of the CGAs, for example, there was greater focus on some of the economic sectors because that is likely the focus of the CSP dialogue.

202. CSPs require a more strategic approach to GE, by explicitly outlining potential CDB support to reduce gender inequality in the BMC at all levels (strategic, operational and financial). The inclusion of some kind of ToC would enable a more systemic view of what the strategy is trying to achieve. The portfolio of operational activity to support gender equality in the BMCs could be more strategic. CDB should find ways to support BMC governments' agendas and priorities, but also promote/advocate for governments to adopt policy agendas that are more inclusive, considering gender and other inequalities. This could be achieved by strengthening engagement of national gender machineries in the process as well as anchoring gender considerations in the discussions on strategies for each sector addressed through the CSPs.

## Appendix I LIST OF FINDINGS

- Finding 1: The Bank's strategic documents have begun to reflect the gender equality challenges facing BMCs and show a steady effort to integrate gender considerations. CDB is working on improving its analyses of gender issues and on translating these into measurable results.
- Finding 2: CDB's Country Gender Assessments are a relevant tool, with the potential for improving the gender-responsiveness of Country Strategy Papers (CSP) if they are better known and can be better linked to the CSP process.
- Finding 3: Country Strategy Papers represent the key entry point for enhancing the relevance of GEPOS to the BMCs. There is room to continue to improve the gender responsiveness of these strategies.
- Finding 4: CDB has made considerable advances on most commitments in its Gender Equality Action Plan (GEAP), which focused on strengthening capacities for gender mainstreaming.
- Finding 5: CDB has implemented a small number of gender targeted operations that have supported enabling conditions for gender equality. Most are still in early stages of implementation.
- Finding 6: Among CDB's operational activities, TA operations and regional programmes have been the most responsive to gender challenges in the BMC.
- Finding 7: There are emerging good practices in gender mainstreaming in key sectors and programmes, but it is a work in progress.
- Finding 8: There is untapped potential to leverage policy-based operations and public sector training programmes in order to respond to gender inequality in the region.
- Finding 9: Factors affecting gender mainstreaming relate to CDB staff capacity and motivation for advocacy on gender issues and BMC political will and capacity constraints.
- Finding 10: Monitoring systems are being revamped at CDB, but do not yet provide the feedback required for reporting, evaluating, and learning about the Bank's gender contributions. This has been a recurring issue for CDB and is not exclusive to GEPOS.
- Finding 11: CDB and BMCs have come a long way in integrating gender equality concerns in development. Further attention is required to ensure continuity and expansion of these efforts.
- Finding 12: Given the type of operational activities CDB engages in as a multilateral development bank, there are some constraints on the extent to which the Bank can address the strategic interests of women and men through its portfolio, unless it works through partnerships.
- Finding 13: One of the main factors that has affected the relevance and pace of implementation of the GEPOS has been a lack of conceptual clarity with regard to gender equality.
- Finding 14: CDB has enhanced its technical capacity to mainstream gender by increasing the number of gender specialists and conducting sensitization and training of CDB staff. Data suggest that more is needed.
- Finding 15: The Bank has an important set of technical tools to support its work on gender mainstreaming, which it is beginning to institutionalize as Bank practice.
- Finding 16: The structures and mechanisms for accountability that were proposed in the GEPOS were not fully or consistently operationalized.
- Finding 17: CDB leadership and organizational culture are key enabling factors for implementation of the GEPOS.

## Appendix II LIST OF RECOMMENDATIONS

- Recommendation 1: Develop a clear CDB vision for gender equality by specifying a theory of change and expected development results from the Bank's support of gender equality. This should guide the Bank's strategic approach.
- Recommendation 2: Clearly define and communicate key concepts and frameworks of analysis related to gender equality.
- Recommendation 3: Enhance and operationalize accountability, feedback and learning structures and processes for implementation of the GEPOS.
- Recommendation 4: Make more and better use of partnerships with regional and national actors that have complementary expertise and that can bring external perspectives to CDB's work.
- Recommendation 5: Define a strategic approach for supporting the capacity development of national gender machineries in the region through their direct engagement in the Bank's business processes and through CARICOM.
- Recommendation 6: Stress the key role to be played by senior management both inside and outside of CDB; the leadership should ensure that CDB is the standard bearer and advocate for gender equality in the region.
- Recommendation 7: Continue to strengthen CDB capacity for mainstreaming gender in operational work.
- Recommendation 8: Build on its experience with Country Gender Assessments and dialogue with BMCs to enhance Country Strategy Papers and develop a more strategic portfolio of investments that relate to gender equality.

**PUBLIC DISCLOSURE AUTHORISED**

**CARIBBEAN DEVELOPMENT BANK**



**EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S  
GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY**

**FINAL REPORT**

**VOLUME II – APPENDICES**



**Evaluation of the Caribbean Development Bank's Gender Equality  
Policy and Operational Strategy**

**Final Report | Volume II – Appendices**

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**Submitted to the Caribbean Development Bank  
November 2018**



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**Appendix I TOR**

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**CARIBBEAN DEVELOPMENT BANK**



**TERMS OF REFERENCE**

**EXTERNAL EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S  
GENDER POLICY AND OPERATIONAL STRATEGY**

**March 2018**

## 1. Background

The Caribbean Development Bank (CDB) adopted a Gender Equality Policy and Operational Strategy (GEPOS), and implementation framework, in 2008. The GEPOS aimed to position 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 to analyse 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.”<sup>1</sup> There were three key objectives: (a) 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; (b) strengthen the capacity of all women and men, girls and boys, to acquire education, skills and self-confidence in order to access economic opportunities, increased livelihood options and improve their quality of life in the changing global economy; (c) 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. The GEPOS goes on to commit to “monitoring and evaluating the progress of implementing this strategy”.

As a practical tool to implement GEPOS, CDB then developed and adopted a results-based Action Plan (AP) in 2013, aligned to CDB’s draft Strategic Plan 2014-2019. The overall objective of the GEPOS AP was to accelerate the Gender Policy’s operationalisation<sup>2 3</sup>.

Gender Equality is recognized as a cross-cutting theme in CDB’s 2010-14 and 2014-2019 Strategic Plans, important for the achievement of sustained economic growth, social inclusion and poverty reduction. Gender “mainstreaming”, to include gender analysis, outcomes and indicators in Country Strategy Papers and projects, disaggregated data, monitoring and evaluation is advocated. CDB recognizes that in order to operationalise these, it will need to increase capacity within the Bank and in BMC’s.

An assessment of the relevance and performance of the Bank’s gender equality policies and operational strategy was carried out in 2012. It concluded that implementation had not been systematic, with several actions either incomplete or yet to be initiated. These included the integration of Gender Equality (GE) in CDB policies and procedures, the development and implementation of a GE communication strategy, allocation of 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. It rated implementation efficacy as low. Constraints identified included: varying interpretations of gender terminology and concepts among staff, and limited capacity in gender analysis or resources available to support the gender mainstreaming process. The results-based management processes that did not fully incorporate gender outcomes, indicators and monitoring mechanisms. Staff viewed GE as a social rather than economic issue, and there were doubts about the seriousness of GE issues within the region.

As part of the process of renewing the Gender Policy and Strategy, it will be important to assess experience with GEPOS, focusing on effectiveness and lessons learned. Evaluation of the Bank’s 2008 Gender Policy and Operational Strategy (GEPOS) is an important element of the 2018-2019 work programme and budget of the Office of Independent Evaluation (OIE). This evaluation will review GEPOS’ effectiveness, relevance and sustainability since its approval in 2009, and identify specific recommendations for a strategy update.

<sup>1</sup> GEPOS 2008.

<sup>2</sup> Assessment Of The Implementation Effectiveness Of The Gender Equality Policy And Operational Strategy Of The Caribbean Development Bank . June 2012.

<sup>3</sup> GEPOS AP outcomes to be delivered by 2015 are: 1) enhanced efficiency and effectiveness of gender mainstreaming in CDB’s financial operations; 2) increased knowledge and visibility of gender equality issues among CDB staff, BMCs, development partners or other stakeholders; 3) improved effectiveness of gender mainstreaming in BMCs.

## 2. Objectives and Scope of the Evaluation

### *Evaluation use*

Key users of the evaluation will be the Social Sector Division as they design a new strategy, and subsequently Operations teams that design Country Strategies and appraise and implement investments.

### *Objective of the Evaluation*

The evaluation will examine the extent to which the Bank's activities have promoted gender equality, and gather lessons and recommendations to inform a new iteration of GEPOS. Four criteria will be assessed: (i) the **relevance** of the Bank's approach to promoting gender equality; (ii) the **effectiveness** of operations that seek to support gender equality; (iii) the **sustainability** of gender equality outcomes; and (iv) the **institutional factors** that influence investment in, and mainstreaming of, gender equality in Bank activities. Findings will seek to identify factors that affect the success of various types of operations in different contexts, and to provide recommendations on how the Bank can enhance its support for gender equality in a renewed GEPOS.

### *Evaluation Questions*

To assess the **relevance** of the Bank's approach to promoting gender equality, the following questions will guide the evaluation:

- (a) How well do the Bank's policies and strategic documents reflect the challenges facing BMCs?
- (b) To what extent do country strategies address the specific challenges in the country contexts?
- (c) How relevant is the portfolio of Bank lending and TA operations given the challenges facing BMCs?

To assess the **effectiveness** of the Bank's activities that support gender equality (through either direct investment or mainstreaming), the following questions will guide the evaluation:

- (a) What have been the results of the loan and TA operations that directly support gender equality?
  1. To what extent have the loan and TA operations met their output targets?
  2. To what extent have they achieved their intended outcomes?
  3. What factors explain the effectiveness of the operations?
  4. How useful are the monitoring and evaluation systems for tracking progress on GEPOS and providing quality and reliable reports, early identification of gender equality issues and adaptive strategies to address the issues?
- (b) To what extent has gender equality been mainstreamed in the Bank's lending and TA operations, and what have been the factors affecting mainstreaming?

To assess **sustainability** of gender equality outcomes, the following questions will guide the evaluation:

- (a) Are achievements in gender equality likely to be sustained after funding ends?
- (b) To what extent have strategic gender needs of women and men been addressed throughout the project, and has this resulted in sustainable improvement of gender equality?

To assess the institutional factors that have influenced the support given to gender equality in Bank activities, the following questions will guide the evaluation:

- (a) To what extent has the Bank developed tools and process adequate for the implementation of GEPOS?
- (b) To what extent has staff capacity evolved including consideration of knowledge, attitudes and incentives for the adequate implementation of GEPOS 2008?

### ***Scope and methodology***

The Consultant will be expected to design and implement a robust evaluation of CDB's support for gender equality, through GEPOS, using a mixed methods approach and drawing on both quantitative and qualitative data. A Theory of Change for GEPOS may be reconstructed as a first step. Evidence will be developed using document review, portfolio analysis, structured interviews and / or survey internal to CDB, field visits to selected BMCs for key informant interviews and focus groups, possible site visits, and a final validation workshop with regional stakeholders. Based on the evidence gathered and analysed, the final report will include recommendations for revised or additional elements to the GEPOS strategy as well as recommendations for the related action plan for strategy implementation. An appendix to the final evaluation report will include a suggested dissemination strategy for sharing findings with stakeholders.

- (a) *Document Review*: The Consultants will review documents including but not limited to strategic planning and policy documents; previous evaluations; Country Strategy Papers; appraisal, supervision and completion reports; and other MDB gender equality approaches. The Consultants will also review existing literature on the context and problematique with respect to gender equality in the Caribbean region.
- (b) *Portfolio Review*: To assess the extent and quality of the Bank's support for gender equality, the Consultant will propose a stratified random sample of CDB's operational portfolio from 2009 – 2017. The sample should include operations in large and small economies, and distinct institutional contexts. It should permit assessment of both direct support and mainstreaming in loans and grants.
- (c) *Internal interviews / survey*: The consultant will develop interview protocols and survey instruments to gather evidence on the evaluation questions within the Bank.
- (d) *Field Visits*: To assess the relevance, effectiveness, and sustainability of operations, the Consultant will conduct field studies in four countries. Interviews and direct observation will provide evidence for the assessment of the relevance of country strategies, and effectiveness and sustainability of gender equality efforts. The field studies will also consider how the country strategies, policy dialogue and any knowledge products supported the operational portfolio, and suggest whether there were significant missed opportunities. The countries to be visited will be decided after the document and portfolio reviews. They should include large and small borrowers, and a diversity of institutional contexts.
- (e) *Validation workshop*: The Consultants will work with CDB's team leading the renewal of the GEPOS strategy to stage a regional workshop at which presentation and validation of evaluation findings, as well as consultation on the Bank's future policy and strategy, will take place.

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### 3. Assignment timeframe and deliverables

The estimated level of effort for this assignment is 90 day person days, over the period April to November 2018. This will include travel to four countries in the region, as well as onsite work at CDB offices and a regional validation workshop to take place at CDB.

Deliverable	Estimated dates
Contract Signature	April 17, 2018
Inception Report with evaluation design including method and work plan.	May 17, 2018
Findings and Conclusion Report	August 17, 2018
Workshop materials	September 10, 2018
Draft Final Evaluation Report	October 15, 2018
Final Evaluation Report and Communications Strategy	November 10 2018

- (a) Deliverable 1: The Inception report will be based on an initial review of documents, and discussions with Bank staff, and will include a full evaluation design including: overall approach; methods; sampling, data collection and analysis plan; draft interview or survey instruments; measures to ensure ethical conduct and confidentiality; and calendar of activities. The inception report should include a 12 column evaluation matrix. Comments from OIE expected to be provided within one week of submission.
- (b) Deliverable 2: The Findings and Conclusions will contain the initial compiled, organised and analysed evidence from the document review, portfolio analysis, internal interviews and survey, and field visits. Comments to be provided by OIE (after consultation with Advisory Group) within two weeks of submission. This report will also be provided to a separately contracted consultant who will begin work on developing the updated GEPOS.
- (c) Deliverable 3: A presentation version of the Findings and Conclusions in a format suitable for stakeholders attending a regional workshop to consider evaluation findings and a draft of the renewed GEPOS. The presentation should be available two weeks prior to the workshop (to be held 24 – 28 September).
- (d) Deliverable 4: Draft Final Evaluation Report to include validated findings and conclusions, and will present lessons and recommendations, and a strategy for dissemination. Comments from OIE (in consultation with the Advisory Group) to be provided within two weeks of submission.
- (e) Deliverable 5: Final Evaluation Report including executive summary and communications strategy.

### 4. Evaluation Team Qualifications

A team consisting of a minimum of two individuals are required for the evaluation team. The team should comprise of individuals with the following expertise:

- (a) Experience in the design and conduct of gender equality evaluation;
- (b) Experience in supporting development of institutional gender strategies.

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- (c) Knowledge of gender equality and inequality in the Caribbean, including the context of poverty and vulnerability.
- (d) Experience working with MDB and government clients.
- (e) Strong inter-cultural communication skills in English.
- (f) Ability to integrate qualitative and quantitative data.
- (g) Strong report writing and presentation skills, ability and experience in communicating concepts using non-technical language to diverse audiences.
- (h) Ability to work in an iterative, collaborative team approach; and to give and receive constructive feedback.

**5. Management of the Evaluation**

The consultants will report to CDB's Office of Independent Evaluation (OIE) which will oversee the evaluation, providing overall direction and guidance, and monitoring and approving deliverables. The OIE will work with an Advisory Group for this evaluation. The Group will provide feedback on the scope of work, evaluation design and work plan, findings, and draft reports.

## Appendix II METHODOLOGY AND LIMITATIONS

### Overall Approach

The evaluation of GEPOS drew on three approaches: theory-based, utilization-focused, and gender-responsive, as described below.

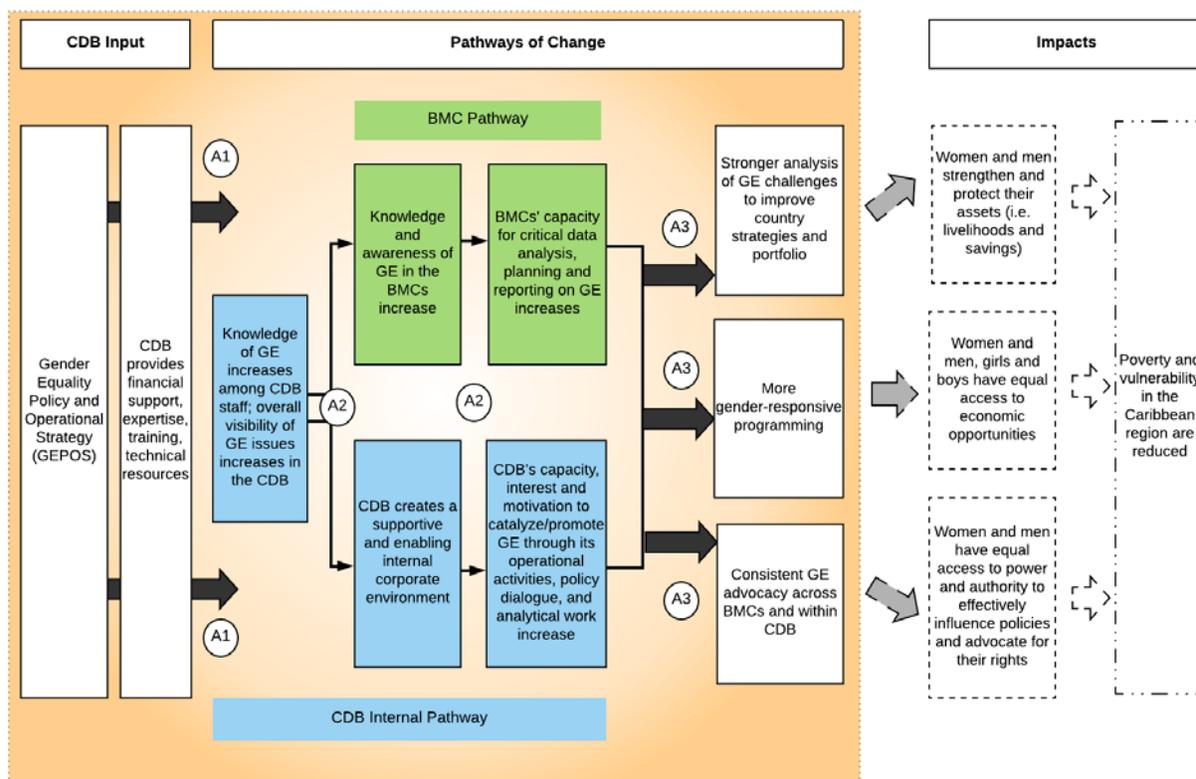
**Theory-based:** During the inception phase, the evaluation team developed a theory of change (ToC) for GEPOS that was grounded in the GEPOS, the Gender Action Plan, and the CDB 2015-2019 Strategic Plan. The ToC (see figure below) illustrates two pathways of change envisioned by the GEPOS: one that is centred on strengthening CDB’s internal capacity for and interest in integrating gender in its work, and one that is focused on the capacity and interest of BMCs in addressing gender issues.

In an organizational context such as CDB, policies and operational strategies are put in place to drive organizational practices. The evaluation team identified three intended practice changes that underlie the goals and commitments of GEPOS: 1) stronger analysis of GE challenges to improve country strategies and portfolio; 2) more gender-responsive programming and; 3) consistent GE advocacy across BMCs and within CDB.

In the course of the evaluation, the evaluation team tested the initial assumptions in the ToC and identified new assumptions that underlie the premise of the GEPOS. Both the anticipated events (i.e., results chain) and the contextual assumptions were included as evaluation questions in the evaluation matrix (Appendix III).

The evaluation team used the ToC to reflect on emerging evidence, and used emerging evidence to test the ToC. As shown in the ToC illustration, the evaluation assessed internal CDB mechanisms as well as the conditions in BMCs leading to the achievement of outputs (stronger GE analysis, more gender-responsive programming and consistent GE advocacy). The evaluation did not assess achievement of GE outcomes or impacts.

**Theory of Change for CDB GEPOS, Illustrative Assumptions**



**Illustrative Assumptions**

- A1**
  - Resource allocation is sufficient
  - Adequate levels of expertise are provided
  - Clear communication of CDB commitment to GE
  - Training and tools meet CDB and BMC needs
  
- A2**
  - Strategies and policies align to support GE
  - Clear accountabilities and incentives for GE results exist
  - GE champions provide leadership
  - CDB and BMC government organizational structures and mechanisms help sustain GE
  
- A3**
  - BMC decision makers see the need and value the integration of GE
  - CDB decision makers and processes actively seek greater GE integration

**Utilization focused:** The evaluation responded to the needs expressed by key stakeholders at the CDB and has been linked to the design of a revised gender policy and strategy in the CDB. The evaluation team ensured that its consultations with CDB staff included both a backward-looking dimension (what worked, what did not work) and identification of the current challenges in the Bank and the region that need to be addressed in the future strategy.

**Gender-responsive:** The evaluation team implemented the evaluation with an awareness of the effects of gender norms, roles, and relations on the implementation of the gender policy and strategy framework. The team sought a diversity of perspectives, from men and women, from within and outside of the Bank, recognizing the complexity of trying to bring about transformative change in gender equality and the sensitivities that inevitably emerge in discussions about existing inequalities and underlying causes of inequality.

## Data Collection

The evaluation drew on different sources of data and adopted a variety of methods for analysis. To the extent possible, multiple lines of evidence across different data sources were used to corroborate findings. Quantitative data was gathered from a survey (see Appendix VII) and qualitative data was collected from interviews (semi-structured individual and group discussions). These data were complemented through structured reviews of documentation (a broad-based review of key CDB documents both at the corporate and project levels).<sup>1</sup>

### Document Review

At the corporate level, over 100 documents were reviewed spanning CDB operations, sector-specific and corporate policies and strategies, reports and evaluations, documentation related to funding instruments (Special Development Fund, Basic Need Trust Fund, Policy-Based Loan Program), guidelines, technical notes, tools, training materials. In addition, reports on gender in the Caribbean context were consulted as well as documents providing insight on the gender equality frameworks and activities of other MDBs for comparative purposes (i.e. World Bank, IDB, ADB, AfDB).

At the country level, the evaluation team conducted a systematic review of 16 CSPs. 23 CSPs were identified for the review period 2013-2018 covering 16 countries. First, the evaluation team consulted CSPs available for each of the four countries (Belize, Grenada, Guyana, St. Lucia) visited during field missions. Second, a sample of 16 CSPs was identified for an in-depth, comparative review, based on countries with at least two consecutive CSPs within the review period. These include Antigua and Barbuda, Barbados, Belize, Guyana, Haiti, St. Kitts and Nevis, and Trinidad and Tobago. Anguilla was added to the list since the 2010-2012 CSP appeared to have been extended into the period under review. Our systematic review explored variables such as Gender Marker ratings, reference to Country Gender Assessments and the extent to which gender components were present in the country context analysis, the strategic outlook (i.e., actions, commitments, objectives), the results framework and the financial envelope. We also looked at whether or not concrete projects were defined in the area of gender equality. Country Poverty Assessments and Country Gender Assessments, when available, were taken into account within the analyses of CSPs.

At the project level, the Inception Report proposed a systematic review of project cycle documentation for 30 out of 42 potential projects, but the team carried out a review of a smaller sample of nine projects due to

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<sup>1</sup> The inception report initially foresaw an in-depth portfolio review of a sample of 30 projects. Given the limited availability of project documentation along the project cycle, the evaluation team modified the scope and structure of the review of projects.

incomplete documentation (see Table 1 for a complete mapping of available documentation).<sup>2</sup> For each project, the evaluation team gathered and reviewed the available documents along the project cycle: a) Appraisal reports, including analytical work and Social and Environmental Impact Assessments, b) Supervision reports, c) Progress reports (project supervision reports, supervision commentary, project implementation status), d) completion reports, and e) project-level evaluations. Sufficient documentation at the appraisal and implementation stages for an in-depth review was available for nine projects. This sample covered the full range of Gender Marker scores (GS, GM, MM, NO)<sup>3</sup>, span seven countries, and were approved between 2014 and 2016. The amount of CDB funding ranged from USD 198,000 to USD 40,000,000.<sup>4</sup> An analytical framework for the in-depth review of projects was developed and structured according to the project cycle in such a way that the evaluation team was able to explore variables associated with sub-questions in the evaluation matrix.

To complement this analysis of CDB-funded projects, we reviewed appraisals of an additional 15 projects<sup>5</sup> in 12 countries and one at the regional level, approved between 2012 and 2017 and consulted over 28 projects approved between 2009 and 2017 during field missions in St. Lucia, Belize, Guyana and Grenada.<sup>6</sup> Given that CDB provided documentation on a number of projects which were not on the initial portfolio review list, we were able to review them and test the findings emerging from field visits and interviews with stakeholders. Hence, a total of 50 different projects were considered during the course of the evaluation (see Appendix V for complete list of projects reviewed).

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<sup>2</sup> For instance, of 42 potential projects listed in the inception report, only one project included a final evaluation and none included a project completion report.

<sup>3</sup> GS = gender specific, GM = gender-mainstreamed, MM = marginally gender mainstreamed, NO = no contribution to gender equality.

<sup>4</sup> Two projects funded through SFR, four through OCR, three through both SFR and OCR.

<sup>5</sup> Six projects were funded through Ordinary Capital Resources (OCR) and eight through Special Funds Resources (SFR), and one through both. Funding provided to these projects span loan amount between USD 100,000 and USD 30,000,000 and grant amount between USD 35,000 and USD 5,500,000.

<sup>6</sup> From these 28 projects, two underwent also in-depth reviews of their project cycle. Due to incomplete documentation, the sources of funding could not be fully established for some projects reviewed during the field mission.

**Table 1: Overview of available project documentation**

<b>PROJECT TITLE</b>	<b>COUNTRY</b>	<b>PROJECT SUPERVISION REPORT</b>	<b>SUPERVISION COMMENTARY</b>	<b>IMPLEMENTATION STATUS</b>	<b>PROJECT APPRAISAL</b>	<b>PROJECT COMPLETION REPORT</b>	<b>FINAL EVALUATION REPORT</b>	<b>TOTAL NUMBER OF DOCS</b>
Seventh Power Project	Anguilla	0	0	0	1	0	0	1
Second Road Infrastructure Rehabilitation Project	Antigua and Barbuda	0	1	0	3	0	0	4
Hurricane Reconstruction Support (loan of \$12mn)	Antigua and Barbuda	0	0	0	1	0	0	1
Hurricane Reconstruction Support (loan of \$4.3mn)	Antigua and Barbuda	0	0	0	0	0	0	0
Street Light Retrofitting Project	Antigua and Barbuda	1	1	0	1	0	0	3
College Of The Bahamas Transformation Project	Bahamas	0	0	0	1	0	0	1
Water Supply Network Upgrade Project	Barbados	1	1	0	1	0	0	3
Design Study For Residential Energy Efficiency Programme	Barbados	0	0	0	1	0	0	1
Student Revolving Loan Fund	Barbados	0	0	1	1	0	0	2
Constitution River Flood Mitigation Project	Barbados	2	0	0	1	0	0	3
Enhancement Of Immigration Services	Barbados	3	0	1	1	0	0	5

PROJECT TITLE	COUNTRY	PROJECT SUPERVISION REPORT	SUPERVISION COMMENTARY	IMPLEMENTATION STATUS	PROJECT APPRAISAL	PROJECT COMPLETION REPORT	FINAL EVALUATION REPORT	TOTAL NUMBER OF DOCS
Youth Resilience And Inclusive Social Empowerment (Rise) Project	Belize	0	1	1	1	0	0	3
Fifth Road (Philip S. W. Goldson Highway Upgrading) Project	Belize	4	0	0	1	0	0	5
Education Sector Support Project	British Virgin Islands	0	0	0	1	0	0	1
Third Water Supply Project (Water Area-1 Network Upgrade) Add. Loan	Dominica	5	0	0	2	0	0	7
Ninth Consolidated Line Of Credit	Dominica	0	1	1	1	0	0	3
Tropical Storm Erika	Dominica	1	0	0	1	0	0	2
Awakening Special Potential By Investing In Restoration And Empowerment (Aspire) Of Youth Project	Grenada	0	1	1	1	0	0	3
Education Enhancement Project – Phase 1	Grenada	0	2	0	1	0	0	3
Skills Development And Employability Project	Guyana	1	1	0	1	0	0	3
Sugar Industry Mechanisation Project	Guyana	2	0	0	1	0	0	3

PROJECT TITLE	COUNTRY	PROJECT SUPERVISION REPORT	SUPERVISION COMMENTARY	IMPLEMENTATION STATUS	PROJECT APPRAISAL	PROJECT COMPLETION REPORT	FINAL EVALUATION REPORT	TOTAL NUMBER OF DOCS
Building Capacity For Disaster Risk Management And Climate Resilience Project, Ile À Vache	Haiti	0	0	0	1	0	0	1
Second Student Loan	Jamaica	2	0	0	1	0	0	3
Fiscal Consolidation Growth And Social Stability - Policy-Based Loan	Jamaica	0	1	0	1	0	0	2
Technical And Vocational Education And Training Enhancement Project	St. Kitts and Nevis	2	0	0	1	0	0	3
Youth Empowerment Project	St. Lucia	1	0	0	1	0	0	2
Seventh Water (John Compton Dam Rehabilitation) Project	St. Lucia	0	2	0	1	0	0	3
Education Quality Improvement Project	St. Lucia	0	0	0	1	0	0	1
Street Light Retrofitting Project	St. Lucia	0	0	0	1	0	0	1
Energy Efficiency Measures And Solar Photovoltaic Plant	St. Vincent and the Grenadines	1	1	0	1	0	0	3
Technical And Vocational Education And Training Development	St. Vincent and the Grenadines	0	0	0	1	0	0	1
NDM - Disaster Risk Reduction And Climate Change Adaptation	St. Vincent and the Grenadines	2	0	0	1	0	0	3

PROJECT TITLE	COUNTRY	PROJECT SUPERVISION REPORT	SUPERVISION COMMENTARY	IMPLEMENTATION STATUS	PROJECT APPRAISAL	PROJECT COMPLETION REPORT	FINAL EVALUATION REPORT	TOTAL NUMBER OF DOCS
Enhancement Of Technical And Vocational Education And Training	Suriname	4	0	0	1	0	0	5
Street Lighting Retrofit And Advanced Metering Infrastructure	Suriname	0	0	0	0	0	0	0
Energy Sector Support Policy-Based Loan	Trinidad and Tobago	4	0	0	1	0	0	5
Macroeconomic Policy-Based Loan	Turks and Caicos Islands	1	0	0	1	0	0	2
Additional Gender-Targeted Projects								
Support To Legal Aid And Counselling Clinic (LACC) For The Delivery Of Psychosocial And Psycho-Educational Programming For The Prevention Of Gender-Based Violence	Grenada	2	0	0	1	0	1	4
Improved Citizen Security In The Eastern Caribbean-Caribbean Project, Bermuda And Latin America Crime Stoppers Inc	Regional	1	0	0	1	0	0	2
Technical Assistance For Combating Trafficking In Persons (TIPS)	Guyana	0	0	0	1	0	0	1

PROJECT TITLE	COUNTRY	PROJECT SUPERVISION REPORT	SUPERVISION COMMENTARY	IMPLEMENTATION STATUS	PROJECT APPRAISAL	PROJECT COMPLETION REPORT	FINAL EVALUATION REPORT	TOTAL NUMBER OF DOCS
Technical Assistance - Capacity-Building Of Civil Society Organisations To Address Childhood Obesity Prevention – Regional	Regional	0	0	0	1	0	0	1
Business of Music in the Caribbean Developmental Workshops (2017) - Caribbean Technological Consultancy Services (CTCS) Network, Technical Cooperation Division	Regional	0	0	0	0	0	0	0
Empowering Women through Capacity Building in Access to Finance (2018) - Caribbean Technological Consultancy Services (CTCS) Network, Technical Cooperation Division	Regional	0	0	0	1	0	0	1

## Interviews

The evaluation team consulted key stakeholders to obtain their perspectives and insights on the issues and questions included in the evaluation matrix. The team conducted a total of 87 semi-structured individual interviews (83 face-to-face, 4 by phone or Skype) and three focus group discussions with CDB and BMC actors. (See Appendix VI for a list of stakeholders consulted.)

## Field visits

Field visits were conducted in Belize, Guyana, Grenada, and St. Lucia. The selection was based on the following criteria: i) size of BMC economy, encompassing both Group 1 and Group 2 countries;<sup>7</sup> ii) level of GE achievement in BMC;<sup>8</sup> iii) size of CDB portfolio in BMC; iv) complexity of the context for gender equality, including ethnic diversity and phenomena such as natural disasters and violence; and v) contextual circumstances or consideration in other corporate studies (in order to avoid extra burden on BMCs). CDB staff were consulted in the selection of these countries.

## Survey

An on-line survey of CDB operations staff was conducted (see Appendix VII for a summary of results). The questionnaire was sent to 108 staff in the CDB Operations Department. The response rate was 45 per cent, higher than expected for a survey of this nature.

The survey covered key questions from the evaluation matrix, but with a focus on institutional factors that may have influenced the integration of gender equality in CDB activities. Questions sought feedback on the formal organizational mechanisms and structures, as well as more informal aspects of the organizational climate. Survey questions were inspired and adapted from the ‘Gender Equality Capacity Assessment Tool’ authored by the UN Women Training Centre.

The survey asked for responses from a drop-down menu in the form of Yes/No answers or based on standard Likert Scales (e.g., a 5-point scale going from ‘poor’ to ‘outstanding’), and included a very small number of open-ended or ‘write-in’ responses.

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<sup>7</sup> Group 1 countries (8 countries) are not eligible for SDF, including BNTF, and projects are mainly financed by Ordinary Capital Resources (OCR), but they have the possibility of participating in regional integration initiatives or RPG initiatives. Group 2 countries (9 BMCs) access funding from both SDF and the Bank’s OCR. Group 3 BMCs (Haiti only) only access SDF funding.

<sup>8</sup> Provided by CDB’s OIE in two documents prepared for this evaluation “Loans Approved by Country in USD 2009-01-01 to 2018-05-29” and “Grants et al., Approved by Country in USD 2009-01-01 to 2018-05-29”

## Validation

The Evaluation Advisory Committee, composed of CDB staff and external partners in the region, provided feedback on an early draft of the evaluation report.<sup>9</sup> Findings and recommendations benefitted from feedback provided by CDB staff and representatives of BMCs during two validation sessions scheduled in early October 2018. Those validation sessions also constituted a final round of data collection and analysis.

## Limitations

The lack of easily accessible documentation on CDB’s project-level work in general is a challenge to most evaluations at the CDB. For this evaluation, which focused on the integration of gender equality in operational activity, it proved to be a particular challenge because of limited availability of key documents throughout the project cycle, including the analytical work that informed project appraisals, implementing partner reports, supervision reports, etc. The Bank’s adoption of the PRISM system may help make such documents more accessible in the future.

There is no one report or place where the Bank can easily retrieve lists of its gender-related initiatives. In addition, the absence of country focal points and/or centralized country data files made it difficult to assemble a comprehensive overview of the Bank’s implementation of its country strategies. Information on initiatives is dispersed throughout different divisions and is difficult to access.

In the BMCs, we were not able to reach certain stakeholders for interviews, including BMC Board Members. For example, the only Ministry of Finance representative interviewed was in Grenada. These actors could have provided valuable perspectives on policy dialogue and Board member expectations of the GEPOS. At the CDB, a few key stakeholders were also unavailable for interviews (President, Department of Human Resources, Department of Finance). These respondents would have provided valuable perspectives from senior management.

The evaluation examined only a fraction of the projects the Bank implemented over the past five years; this evaluation does not provide an exhaustive review of all of the instruments or programming of CDB. The projects reviewed at country level are not necessarily representative of CDB’s portfolio in that country. The selection of projects considered during the field visits was largely informed by a) CDB staff members consulted and b) responses to CDB’s letters of introduction. Still, based on the small sample of projects reviewed, especially at country level, we identified good practices and areas where there may have been missed opportunities.

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<sup>9</sup> The Committee included Monique Bergeron (Canadian High Commission), Mary Alison McLean (UN Women), Leith Dunn (University of the West Indies), and the Gender and Development Specialists within CDB’s Social Sector Division Elizabeth Burges-Sims, Maria Ziegler, and Marlene Johnson and Kaia Ambrose (CDB OIE).

**Appendix III EVALUATION MATRIX**

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	ILLUSTRATIVE INDICATORS	CORRESPONDING SOURCES OF DATA	DATA COLLECTION METHODS
<b>Relevance</b>	1. How well do the Bank’s policies and strategic documents reflect the challenges facing BMCs? <sup>10</sup>	1.1 What are the key challenges for gender equality in the Region and across the BMCs? 1.2 To what extent do the CDB’s strategic plan and key policies and operational strategies reflect the regional challenges for GE?	<ul style="list-style-type: none"> <li>• Degree to which CDB’s strategic plan and key policies/strategies reflect the regional challenges for GE</li> </ul>	<ul style="list-style-type: none"> <li>• Key regional informants such as UWI and regional civil society groups and networks</li> <li>• Members of CDB Board of Directors</li> <li>• Country-level stakeholders</li> <li>• Country Gender Assessment Reports</li> <li>• Research on gender equality challenges and opportunities in the region</li> <li>• CDB Strategic Plan and RMF</li> <li>• Sample of CDB policies and strategies, especially those developed since 2013</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews at regional level</li> <li>• Field visits (4 countries)</li> <li>• Focus group with CDB gender experts and social analysts</li> <li>• Document review</li> </ul>

<sup>10</sup> This evaluation question will provide evidence related to Assumption 2 (A2) from the ToC

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	ILLUSTRATIVE INDICATORS	CORRESPONDING SOURCES OF DATA	DATA COLLECTION METHODS
	<p>2. To what extent do CDB country strategies address the specific gender challenges in the country contexts?<sup>11</sup></p>	<p>2.1 Do the CSPs have a gender analysis that informs priorities and expected results? Are GE results identified in the results framework?</p> <p>2.2 To what extent are the CSPs informed by policy dialogue with CDB and relevant civil society organizations and other development partners?</p> <p>2.3 To what extent are the CSPs informed by or aligned with the findings of the Country Gender Assessments (CGAs)?</p>	<ul style="list-style-type: none"> <li>• Number of CSPs since 2013 that have identified GE challenges</li> <li>• Number of CSPs since 2013 that have addressed GE challenges (through lending and TA)</li> <li>• Existence and quality of gender analysis in CSPs</li> <li>• Perceptions on the nature of policy dialogue</li> <li>• Evidence of engagement with diverse organizations in the GE landscape in BMCs</li> </ul>	<ul style="list-style-type: none"> <li>• CSPs</li> <li>• Analytical work prior to the CSP (including Country Poverty Assessments, Gender Assessments)</li> <li>• CDB gender experts and social analysts</li> <li>• CDB staff in economics department</li> <li>• Country-level stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews at regional level</li> <li>• Field visits (4 countries)</li> <li>• Focus group with CDB gender experts and social analysts</li> <li>• Document review</li> </ul>
	<p>3. Is the portfolio of Bank lending and TA operations responsive to the gender challenges of the BMCs?<sup>12</sup></p>	<p>3.1 How appropriately/adequately has the CDB responded to GE challenges in the BMC?</p> <p>3.2 To what extent do other operational activities (e.g., training such as Public Policy Analysis and Management or Project Cycle Management) integrate concerns about GE?</p> <p>3.3 To what extent do CDB investments respond to the BMC Institutional capacity constraints for integrating concerns about GE?</p>	<ul style="list-style-type: none"> <li>• Types of changes in the portfolio since 2008, especially last 5 years</li> <li>• Appropriateness of gender-targeted projects</li> <li>• Types of resources (Special Development Fund or Ordinary Capital Resources) used to support BMCs in addressing GE challenges<sup>13</sup></li> </ul>	<ul style="list-style-type: none"> <li>• APPR and DER</li> <li>• Project-level documents</li> <li>• PPAM and PCM training modules</li> <li>• Country-level stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Field visits (4 countries)</li> <li>• Document review</li> </ul>

<sup>11</sup> This question has been modified from the question presented in the TOR which read as follows: To what extent do country strategies address the specific challenges in the country contexts? This formulation is beyond the scope of this evaluation because of it is not specific enough to the gender challenges.

<sup>12</sup> This question has been modified from the question presented in the TOR which read as follows: How relevant is the portfolio of Bank lending and TA operations given the challenges facing the BMCs? This formulation is beyond the scope of this evaluation.

<sup>13</sup> This indicator will provide evidence related to Assumption 1 (A1) from the ToC

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	ILLUSTRATIVE INDICATORS	CORRESPONDING SOURCES OF DATA	DATA COLLECTION METHODS
			<ul style="list-style-type: none"> <li>Extent of gender analysis in sample of projects</li> </ul>		
<b>Effectiveness</b>	4. In what ways have the activities and results of the gender-targeted operations aimed to advance gender equality? <sup>14</sup>	4.1 What results/outcomes are considered in gender targeted operations? Are these likely to be achieved? 4.2 What factors explain the potential effectiveness of these gender-targeted operations?	<ul style="list-style-type: none"> <li>Number of sampled projects that have GE targets</li> <li>Types of gender equality activities and results</li> <li>Factors explaining effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>Project-level documents for a sample of projects (appraisal, progress reports, supervision reports, completion reports, validation reports)</li> <li>Development Effectiveness Reviews (DER)</li> <li>Annual Review of the Performance of Project/Loans (ARPP)</li> <li>Operations officers</li> </ul>	<ul style="list-style-type: none"> <li>Portfolio review</li> <li>Focus group with CDB gender experts and social analysts</li> <li>Interviews</li> <li>Field visits</li> </ul>

<sup>14</sup> This question has been modified from the question presented in the TOR which read as follows: What have been the results of the loan and TA operations that directly support gender equality? This change has been made because the gender targeted portfolio is too young to show results at this level.

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	ILLUSTRATIVE INDICATORS	CORRESPONDING SOURCES OF DATA	DATA COLLECTION METHODS
	<p>5. To what extent has gender equality been mainstreamed in the Bank's lending and TA operations, and what have been the factors affecting mainstreaming?<sup>15</sup></p>	<p>5.1 To what extent are the CDB's sector strategies informed by gender analysis?                      5.2 To what extent do gender mainstreaming tools improve the GE potential of loan and grant operations?                      5.3 To what extent does CDB monitor progress towards gender mainstreaming across sectors (at project level, in corporate RMF)?</p>	<ul style="list-style-type: none"> <li>• Extent of gender analysis in sample of projects</li> <li>• Evidence of use of gender analysis in analytical work, project design, supervision in a sample of projects</li> <li>• Perception on effectiveness of gender mainstreaming tools, including Gender Marker</li> <li>• Number of projects with Gender mainstreamed (GM) rating</li> <li>• Patterns in allocations of resources over time<sup>16</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Sector strategy papers, review of procedures, guidelines etc.</li> <li>• Development Effectiveness Reviews (DER)</li> <li>• Annual Review of the Performance of Projects/Loans (ARPP)</li> <li>• Project-level documents</li> <li>• CDB gender experts and social analysts</li> <li>• Operations officers</li> <li>• Country-level stakeholders</li> </ul>	<p>Interviews                      Portfolio review                      Document review                      Survey                      Field visits</p>
	<p>6. How useful are the monitoring and evaluation systems for tracking progress on GEPOS and individual operations?<sup>17</sup></p>	<p>6.1 To what extent was CDB able to generate quality and reliable reports on GE in its projects and country strategy programming?                      6.2 Do the current systems facilitate, early identification of gender equality issues and adaptive strategies to address the issues?                      6.3 To what extent does CDB's corporate RMF monitor progress towards GE?</p>	<ul style="list-style-type: none"> <li>• Evidence of the systematic capture of gender sensitive information during project M&amp;E</li> <li>• Quality of M&amp;E evidence of gender mainstreaming and GE achievement at CDB</li> </ul>	<ul style="list-style-type: none"> <li>• Appraisal reports (M&amp;E section)</li> <li>• Sample of project Supervision and completion reports</li> <li>• GEPOS status report</li> <li>• Corporate and Division level RMFs</li> <li>• CDB gender experts and social analysts</li> </ul>	<ul style="list-style-type: none"> <li>• Portfolio review</li> <li>• Document review</li> <li>• Interviews</li> </ul>

<sup>15</sup> This evaluation question will provide evidence related to Assumption 2 (A2) from the ToC

<sup>16</sup> This indicator will provide evidence related to Assumption 1 (A1) from the ToC

<sup>17</sup> This evaluation question will provide evidence related to Assumption 2 (A2) from the ToC

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	ILLUSTRATIVE INDICATORS	CORRESPONDING SOURCES OF DATA	DATA COLLECTION METHODS
Sustainability	7. Are the improvements and commitments to gender mainstreaming within CDB and BMCs likely to be sustained? <sup>18, 19</sup>	7.1 To what extent is the CDB and BMC staff committed to advance GE in the region? What is their ownership of the GEPOS?  7.2 How have GE issues been championed at CDB? Are there designated gender champions?	<ul style="list-style-type: none"> <li>CDB staff and BMC government staff report to be convinced that their activities are linked to, and have the potential to advance, GE outcomes?</li> <li>CDB staff and BMC government staff can provide specific examples of how their work connects to GE</li> <li>CDB staff and BMC government staff can identify GE champions and describe how these individuals advance GE</li> <li>BMC government has Gender machinery with supportive institutional framework</li> </ul>	<ul style="list-style-type: none"> <li>Country-level stakeholders</li> <li>Operations officers</li> <li>CDB gender experts and social analysts</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Survey</li> <li>Field visits</li> </ul>
	8. To what extent have strategic gender interests of women and men been addressed throughout selected CDB projects? <sup>20</sup>	8.1 What are examples of projects that respond to strategic gender interests? 8.2 Are improvements in gender equality likely to be sustained?	<ul style="list-style-type: none"> <li>Evidence of strategic interests being addressed in projects</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>Country-level stakeholders</li> <li>Operations officers</li> <li>CDB -gender experts and social analysts</li> </ul>	<ul style="list-style-type: none"> <li>Portfolio review</li> <li>Interviews</li> <li>Field visits</li> </ul>

<sup>18</sup> This question has been modified from the question presented in the TOR which read as follows: Are achievements in gender equality likely to be sustained after funding ends? This suggests that GE outcomes would be a direct result of CDB programmes. It is an over-attribution.

<sup>19</sup> This evaluation question will provide evidence related to Assumption 2 (A2) from the ToC

<sup>20</sup> This question has been modified from the question presented in the TOR which read as follows: To what extent have strategic gender needs of women and men been addressed throughout projects? This is a change in semantics – we understand ‘needs’ as referring to individual ‘basic’ needs, where as strategies as responding to interests.

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	ILLUSTRATIVE INDICATORS	CORRESPONDING SOURCES OF DATA	DATA COLLECTION METHODS
<p><b>Institutional factors</b></p>	<p>9. To what extent has the Bank developed tools and process adequate for the implementation of GEPOS?</p>	<p>9.1 To what extent is the CDB taking action to build GE conceptual understanding and capacity among internal and external stakeholders?</p> <p>9.2 Is there sufficient knowledge and visibility of gender equality issues among CDB staff, BMCs, development partners and other stakeholders?</p> <p>9.3 To what extent have the decision-makers in BMC and CDB supported the integration of GE in development planning?<sup>21</sup></p>	<ul style="list-style-type: none"> <li>• Evidence that CDB staff have adequate conceptual GE understanding</li> <li>• Evidence that CDB has adequate capacity to conduct gender analysis</li> <li>• Evidence that adequate GE expertise are provided to CDB and BMC actors<sup>22</sup></li> <li>• Evidence gender mainstreaming tools and training respond to needs of CDB staff and BMC actors<sup>23</sup></li> <li>• Evidence that mainstreaming tools and training are comprehensive</li> <li>• Evidence that GEPOS communication strategy is reaching its target audience and is effectively building GE visibility and knowledge<sup>24</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Country-level stakeholders</li> <li>• Operations officers</li> <li>• CDB -gender experts and social analysts</li> <li>• Review of TA training modules</li> </ul>	<ul style="list-style-type: none"> <li>• Survey</li> <li>• Interviews</li> </ul>

<sup>21</sup> This sub-question will provide evidence related to Assumption 3 (A3) from the ToC

<sup>22</sup> This indicator will provide evidence related to Assumption 1 (A1) from the ToC

<sup>23</sup> This indicator will provide evidence related to Assumption 1 (A1) from the ToC

<sup>24</sup> This indicator will provide evidence related to Assumption 1 (A1) from the ToC

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	ILLUSTRATIVE INDICATORS	CORRESPONDING SOURCES OF DATA	DATA COLLECTION METHODS
	<p>10. To what extent has staff capacity evolved including knowledge, attitudes and incentives for the adequate implementation of GEPOS 2008?</p>	<p>10.1 To what extent has GE sensitivity and gender mainstreaming capacity among CDB staff evolved as a result of GEPOS and its action plan?</p> <p>10.2 To what extent is there accountability for GE results from individual staff members through to the Board of Directors?<sup>25</sup></p>	<ul style="list-style-type: none"> <li>Degree to which CDB staff are found to have been sensitized to GE issues and capable to use gender mainstreaming tools</li> </ul>	<ul style="list-style-type: none"> <li>Operations officers</li> <li>CDB -gender experts and social analysts</li> <li>HR documentation and staff</li> </ul>	<ul style="list-style-type: none"> <li>Survey</li> <li>Interviews</li> <li>Portfolio review</li> <li>Document review</li> </ul>
		<p>10.3 To what extent do Bank policies or procedures (for example, in human resources or procurement) facilitate/limit the possibility to address gender equality challenges?<sup>26</sup></p>	<ul style="list-style-type: none"> <li>Evidence that capacity building materials and other tools and guidelines have improved staff capacities.</li> <li>Evidence of accountability structures for GE and mainstreaming results</li> <li>Evidence of changed GE social norms and practices among CDB staff</li> </ul>		

<sup>25</sup> This sub-question will provide evidence related to Assumption 2 (A2) from the ToC

<sup>26</sup> This sub-question will direct inquiry related to Assumption 1 (A1) from the ToC

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***Guyana***

- Aide Memoire – Supervision Mission: Basic Needs Trust Fund Guyana. June 6-17, 2016. CDB.
- Aide Memoire – Supervision Mission: Basic Needs Trust Fund Guyana. September 6-19, 2015. CDB.
- Appraisal Report on Guyana Skills Development and Employability Project. CDB. 2016.
- Appraisal Report on Sugar Industry Mechanisation Project – Guyana. CDB. 2014.
- Basic Needs Trust Fund – 7<sup>th</sup> Programme Status Update – Guyana.

- Basic Needs Trust Fund – 8<sup>th</sup> Programme Status Update – Guyana.
- Basic Needs Trust Fund – 9<sup>th</sup> Programme Status Update – Guyana.
- Basic Needs Trust Fund 9<sup>th</sup> Program – Final Report for the Country Policy Framework for Guyana.
- Basic Needs Trust Fund – Guyana – Education Sector – Eighth Programme. Sub-project Profile Form and Appraisal of Skills Training: Processing, Marketing and Accounting Training. Kuru Kururu Farmers Crops and Livestock Association in Processing, Marketing and Accounting.
- Basic Needs Trust Fund – Guyana – Education and Human Resource Development – Eighth Programme – Sub-project Profile form and Appraisal of Ruimveldt Parent Support Group Respite Care Centre – Construction Festival City, North Ruimveldt, Greater Georgetown.
- Country Strategy Paper 2013-2017 – Guyana - Corrigendum. Caribbean Development Bank. 2013.
- Country Strategy Paper 2017-2021 – Cooperative Republic of Guyana. CDB. 2016.
- Notification of Approval by the President of a Grant – Technical Assistance for Combating Trafficking in Persons – Guyana. CDB. 2017.
- Organisation Needs Assessment. Kuru Kururu Farmers Crops and Livestock Association. Guyana.

### ***Haiti***

- Appraisal Report on Building Capacity for Disaster Risk Management and Climate Resilience Project, Ile a Vache – Haiti. CDB. 2017.
- Country Strategy Paper 2009-2012 – Haiti. CDB. 2009.
- Country Strategy Paper 2013-2016 – Haiti. CDB. 2013.
- Country Strategy Paper 2017-2021 – Haiti. CDB. 2017.

### ***Jamaica***

- Consultancy to Provide Institutional Strengthening in Gender Mainstreaming: Communication & Awareness Campaign (073360) – Final Report to Jamaica Social Investment Fund (JSIF). C2M2C2 (Evaluation Consulting). 2018.
- Country Strategy Paper 2009-2011 – Jamaica. CDB. 2008.
- Country Strategy Paper 2014-2016 – Jamaica. CDB. 2014.
- Fiscal Consolidation, Growth and Social Stability – Policy-Based Loan: Jamaica Corrigendum. CDB. 2014.
- Second Student Loan – Students’ Loan Bureau – Jamaica Corrigendum. CDB. 2012.

### ***Montserrat***

- Country Strategy Paper 2012-2015 – Montserrat. CDB. 2012.

### ***St. Kitts and Nevis***

- Appraisal Report on Technical and Vocational Education and Training Development Project – St. Kitts and Nevis. CDB. 2015.
- Country Strategy Paper 2006-2008 – St. Kitts and Nevis. CDB. 2006.
- Country Strategy Paper 2013-2016 – St. Kitts and Nevis. CDB. 2012.
- Country Strategy Paper 2017-2021 – St. Kitts and Nevis. CDB. 2017.

***St. Lucia***

- Appraisal Report on St. Lucia Education Quality Improvement Project. CDB. 2016.
- Appraisal Report on Street Light Retrofitting Project – St. Lucia. CDB. 2016.
- Country Strategy Paper 1999-2001 – St. Lucia. CDB. 1999.
- Country Strategy Paper 2005-2008 – St. Lucia. CDB. 2005.
- Country Strategy Paper 2013-2016 – St. Lucia. CDB. 2012.
- Evaluation of the Gender-Sensitive Socioeconomic Impacts of the Vieux Fort Water Supply Redevelopment Project – Quantitative Baseline Survey Instrument. St. Lucia.
- Evaluation of the Gender-Sensitive Socioeconomic Impacts of the Vieux Fort Water Supply Redevelopment Project – Terms of Reference and Scope of Services. St. Lucia.
- Notification of Approval by the President of a Grant – Mainstreaming Gender Equality in St. Lucia’s National Sustainable Development Plan. CDB. 2014.
- Private Sector Assessment of St. Lucia. Inter-American Development Bank. 2015.
- Roving Caregivers Programme – Progress Report. Government of Saint Lucia: Ministry of Education, Innovation, Gender Relations and Sustainable Development. 2018.
- Seventh Water (John Compton Dam Rehabilitation) Project – St. Lucia. CDB. 2015.
- Technical Assistance – St. Lucia Youth Empowerment Project. CDB. 2016.
- Terms of Reference – Gender Capacity Building in the Water Sector. St. Lucia.

***St. Vincent and the Grenadines***

- Appraisal Report on Energy Efficiency Measures and Solar Photovoltaic Plant – St. Vincent and the Grenadines. CDB. 2017.
- Appraisal Report on Technical and Vocational Education and Training Development Project – St. Vincent and the Grenadines. CDB. 2011.
- Country Strategy Paper 2008-2011 – St. Vincent and the Grenadines. CDB. 2008.
- Country Strategy Paper 2014-2018 – St. Vincent and the Grenadines. CDB. 2014.
- Natural Disaster Management Disaster Risk Reduction and Climate Change Adaptation – St. Vincent and the Grenadines. CDB. 2016.

***Suriname***

- Appraisal Report on Enhancement of Technical and Vocational Education and Training at the Lower Secondary School Level in Suriname. CDB. 2014.
- Country Strategy Paper 2014-2018 – Republic of Suriname. CDB. 2014.

***Trinidad and Tobago***

- Energy Sector Support Policy-Based Loan – Republic of Trinidad and Tobago Corrigendum. CDB. 2014.

***Turks and Caicos Islands***

- Country Strategy Paper 2015-2018 – Turks and Caicos Islands. Caribbean Development Bank. 2015.
- Macroeconomic Policy-Based Loan – Turks and Caicos Islands Corrigendum. CDB. 2015.

## Appendix V LIST OF PROJECTS REVIEWED

### *a) Sample of nine projects for in-depth review of full project cycle*

PROJECT TITLE	COUNTRY	APPROVAL YEAR	LOAN (USD)	GRANT (USD)	FUNDING SOURCE	GENDER MARKER RATING
Street Light Retrofitting Project	Antigua and Barbuda	2016	5 981 000	30 000	OCR, SFR	NO (0.25)
Water Supply Network Upgrade Project	Barbados	2015	35 667 000	216 000	OCR, EIB-CALC- TA	GM (3.25)
Constitution River Flood Mitigation Project	Barbados	2015	6 877 000	250 000	OCR, EIB-CALC- TA	MM (2.0)
Enhancement Of Immigration Services	Barbados	2014	6 474 000		OCR	MM (2.5)
Fifth Road (Philip S. W. Goldson Highway Upgrading) Project	Belize	2014	29 719 000	111 000	OCR, SFR	GM (3.0)
Third Water Supply Project (Water Area-1 Network Upgrade) Add. Loan	Dominica	2012	6 105 000	150 000	SFR	MM (2.5)
Support To Legal Aid And Counselling Clinic (LACC) For The Delivery Of Psychosocial And Psycho-Educational Programming For The Prevention Of Gender-Based Violence	Grenada	2015		198 380	SFR	GS (4.0)
Enhancement Of Technical And Vocational Education And Training	Suriname	2014	21 940 000		OCR, SFR	GM (3.5)
Energy Sector Support Policy-Based Loan	Trinidad and Tobago	2014	40 000 000		OCR (PBL)	MM (1.5)

***b) List of projects consulted during field missions (28 projects)***

COUNTRY	PROJECT TITLE	DOCUMENTATION AVAILABLE?	APPROVAL YEAR	LOAN (USD)	GRANT (USD)	FUNDING SOURCE	GENDER MARKER RATING
Belize	Fifth Road (Philip S. W. Goldson Highway Upgrading) Project	Y	2017		£ 700 000,00	SFR (UKCIF)	GM
Belize	4th Road Project	N					
Belize	Social Investment Fund III	Y	2016	10 000 000		SFR, OCR (EIB CALC Resources)	GM
Belize	River Valley Rural Water Project	Y	2009	3 480 000		n/a	n/a
Belize	Youth and Community Transformation (YCT) Project	Y	2012	5 200 000	105 000	SFR	n/a
Belize	Mental Health Association Resource Center	N				BNTF	
Belize	Youth Resilience and Inclusive Social Empowerment (RISE) Project	Y	2016	984 000	750 000	SDF	GM
Belize	8th credit line for the Development Finance Corporation	N					
Grenada	Awakening Special Potential By Investing In Restoration And Empowerment (Aspire) Of Youth Project	Y	2016	500 000	924 000	SFR	GM
Grenada	Education Enhancement Project – Phase 1	Y	2015		156 000	BNTF	GS
Grenada	Support to Legal Aid and Counselling Clinic (LACC) for the delivery of psychosocial and psycho-educational programming for the prevention of gender-based violence	Y	2015		198 000	SFR	GS
Grenada	Solid Waste Project	N					
Guyana	Skills Development and Employability Project	Y	2016	11 700 000	552 000	SFR	GM
Guyana	Sugar Industry Mechanisation Project	Y	2014	7 500 000	37 000	SFR, OCR	MM
Guyana	Technical Assistance for Combating Trafficking in Persons (TIPS)	Y	2017		149 950	SFR	GS
Guyana	Ruimveldt Parent Support Group Respite Care Centre	N				BNTF	

COUNTRY	PROJECT TITLE	DOCUMENTATION AVAILABLE?	APPROVAL YEAR	LOAN (USD)	GRANT (USD)	FUNDING SOURCE	GENDER MARKER RATING
Guyana	Improving Competitiveness in Guyana and Strengthening SME's to increase non-traditional exports (Chamber of Commerce)	N					
Guyana	Enhancing Capacities of SMEC (Nov 2016-2019) – Chamber of Commerce	N					
Guyana	Management for Development Results Training	N					
St. Lucia	Roving Caregivers Programme	N				BNTF	
St. Lucia	Youth Empowerment Project	Y	2016	2 860 000	800 000	SFR	GM
St. Lucia	Seventh Water (John Compton Dam Rehabilitation) Project	Y	2015	14 798 000		SFR, OCR	GM
St. Lucia	Mainstreaming Gender Equality in St. Lucia's National Sustainable Development Plan	Y	2014		149 050	SFR	GS
St. Lucia	Gender Capacity Building in the Water Sector	N					
11 BNTF countries (including Belize, Grenada, Guyana, St. Lucia)	Curriculum Development and Training in Gender Socialisation for Early Childhood Development Practitioners in the Caribbean	Y	2015?		170 700	BNTF	GS
Regional	Empowering Women through Capacity Building in Access to Finance (2018) - Caribbean Technological Consultancy Services (CTCS) Network, Technical Cooperation Division	Y			54 000	CTCS	GS
Regional	Gender Assessment of Borrowing Member Countries for Gender Mainstreaming	Y	2010		585 000	SFR	n/a
Regional	Technical Assistance For A Capacity-Building Workshop On Gender Analysis In Education And Orientation To The Gender Implementation Guidelines Or The Design And Implementation Of Education Sector Plans In Borrowing Member Countries	Y	2016		107 470	SFR	GS

*c) List of 15 projects reviewed (appraisals)*

PROJECT TITLE	COUNTRY	APPROVAL YEAR	LOAN (USD)	GRANT (USD)	FUNDING SOURCE	GENDER MARKER RATING
Seventh Power Project	Anguilla	2017	6 230 000		OCR	MM (2.0)
Hurricane Reconstruction Support Antigua and Barbuda	Antigua and Barbuda	2017	11 800 000		SDF	n/a
College of The Bahamas Transformation Project	Bahamas	2014	16 180 000		OCR	n/a
Design Study For Residential Energy Efficiency Programme	Barbados	2017	100 000		SFR/Other Special Funds (OSF): Canadian Support to the Energy Sector in the Caribbean Fund (CSES-C)	GM (3.0)
Student Revolving Loan Fund	Barbados	2015	7 750 000		OCR	MM (2.0)
Education Sector Support Project	British Virgin Islands	2017	9 298 700		OCR	GM (4.0)
Ninth Consolidated Line Of Credit	Dominica	2017	12 000 000	35 000	SFR, OCR	GM (3.0)
Tropical Storm Erika	Dominica	2015	30 000 000	391 000	SFR, OCR	MM (2.0)
Building Capacity For Disaster Risk Management And Climate Resilience Project, Ile À Vache	HAITI	2017		5 500 000	SFR (SDF, African Caribbean Pacific-European Union-CDB Natural Disaster Risk Management)	GM (3.0)
Second Student Loan	JAMAICA	2012	20 000 000	175 000	SFR	n/a
Technical Assistance - Capacity-building of Civil Society Organisations to address Childhood Obesity Prevention	Regional	2017		149 990	SFR	GM (3.0)
Technical And Vocational Education And Training Enhancement Project	St. Kitts and Nevis	2015	8 000 000	300 000	SFR	GM (3.25)
Street Light Retrifting Project	St. Lucia	2016	10 603 000		OCR (CDB's Equity Market Resources, EIB Grant Facility for Climate Action Support to CDB)	NO (0.5)
NDM - Disaster Risk Reduction and Climate Change Adaptation	St. Vincent and the Grenadines	2016	11 200 000	235 000	SFR	NO (0.75)
Macroeconomic Policy-Based Loan	Turks and Caicos Islands	2015	10 000 000		OCR (PBL)	NO (1.25)

## Appendix VI LIST OF STAKEHOLDERS CONSULTED

### *Caribbean Development Bank (Focus Group Participants and Face-to-Face Interviews)*

DIVISION/UNIT	NAME	TITLE
Economics Department	Ram, Justin (PhD)	Director
Economic Infrastructure Division	Gillings, Albert	Operations Officer (Civil Engineer)
Economic Infrastructure Division	McCarvel, Glen	Operations Officer (Civil Engineer)
Environmental Sustainability Unit	James, Claudia	Project Manager, CDRRF
Environmental Sustainability Unit	Persona, Yves	Project Manager ACP/EU/CDB, Natural Disaster Risk Management
Private Sector Development Division	Aguilar, Guillermo	Operations Officer
Social Sector Division	Burgess-Sims, Elizabeth	Gender Specialist
Social Sector Division	Chandler, Ann Marie	Operations Officer (Social Analyst)
Social Sector Division	Gayle-Geddes, Annicia	Social Analyst
Social Sector Division	George, Anthony	Operations Officer (Social Analyst)
Technical Cooperation Division	Harding, Lisa	Coordinator, Micro, Small and Medium-Sized Enterprise
	James, Ronald	Economist
BNTF	Blair, Nigel	Operations Officer (Civil Engineer)
BNTF	Johnson, Marlene	Operations Officer
BNTF	Louard-Greaves, Lavern	Operations Officer (Social Analyst)
BNTF	Marques, Edrea	Operations Officer
BNTF	Pivott, Karl	Operations Officer (Civil Engineer)
BNTF, Social Sector Division	Yearwood Jnr., George L.W.	Portfolio Manager
UKCIF (Office of the Vice President (Operations) (VPO))	Clarke, Cherraine	Social Development Adviser

**Belize**

ORGANIZATION	NAME	TITLE
Ministry of Human Development, Social Transformation & Poverty Alleviation	Alpuche, Judith	Chief Executive Officer
Women’s Department; Ministry of Human Development	Sedena, Anita	Former Head of Women’s Department, Former CEO of Ministry of Human Development
Ministry of Human Development	Williams, Anna	Director of the Women’s Department
Ministry of Economic Development, Commerce, Industry and Consumer Protection	McSweeney, Karlene	Senior Economist
Ministry of Economic Development, Commerce, Industry and Consumer Protection	Nicasio, Fayne	Economist
Ministry of Works	Bradley, Lennox	Chief Engineer
Ministry of Works	Garcia, Trevor	Gender TA
Ministry of Works	Gentle, Errol	Chief Executive Officer
Road Safety Unit CDB-GOBZ	Bradley, Pam	
Belize Water Services	Brown, Haydon	Human Resources/Public Relations Manager
Belize Water Services	Sandiford, Frederick	Resident Consultant Engineer, Belize River Valley Water Project
Mental Health Welcome Resource Center	Ellis, Joyce	Administrator
Youth and Community Transformation Project	Mr. Munoz	
Belize Invest	Riverol, Nilda	Manager, Small Business Development Centre
Belize Invest	Smith, Christine	Manager, BTEC

**Guyana**

ORGANIZATION	NAME	TITLE
Ministry of Education	Cumberbatch, Jennifer	National Centre for Education Resource Development
Ministry of Education	Siebs, Theron I.	Project Coordinator, Skills Development and Employability Project
Ministry of Finance	Utoh, Dikedemma	Manager, Basic Needs Trust Fund
Ministry of Public Security	McCalmon, Daniella	Permanent Secretary, Trafficking Project
Ministry of Public Security	Proffitt, Oliver	Coordinator (ag) Ministerial Task Force on Trafficking in Persons
Ministry of Social Protection	Dorris, Akilah	Domestic Violence Unit
Ministry of Social Protection	Tanner, Whentworth	Permanent Secretary
Georgetown Chamber of Commerce & Industry	Evelyn, Eusi	CTCS Project Liaison Officer
Georgetown Chamber of Commerce & Industry	Griffith, Deslyn	Former CDB Project Coordinator
Tourism and Hospitality Association of Guyana	Butts, Treina	Senior Marketing Officer
Help and Shelter	Kissoon, Vidyaratha	Vice-Chairman
United Nations Development Programme	Mallick, Shabnam	Deputy Resident Representative
Guyana Women Miners Association	Primus, Urica	President
	Radzik, Vanda	Women’s and Indigenous Rights Advocate

ORGANIZATION	NAME	TITLE
Canadian High Commission	Sheltinga, Jan	Counsellor, Development Cooperation
Women and Gender Equality Commission	Swan Lawrence, Diane	Chief Executive Officer
Red Thread	White, Wintress	Member

### *St. Lucia*

ORGANIZATION	NAME	TITLE
Ministry of Education, Innovation, Gender Relations and Sustainable Development	Dr. Louis	Lead on CDB funded Gender Mainstreaming Project
Ministry of Equity, Social Justice, Empowerment, Youth and Local Government	French, Dawn	Deputy Permanent Secretary
Ministry Equity and Social Justice, Empowerment, Youth and Local Government	Toussaint, Tanzia	Gender Specialist, current Deputy Director in the Ministry Equity and Social Justice
Ministry of Industry and Commerce (CTCS)	Emmanuel-Belizaire, Junia	Commerce & Industry Officer
Department of Gender Relations	Joseph, Janey	Director (Ag.)
Basic Needs Trust Fund (BNTF)	Allain, Jackie	Projects Officer
Basic Needs Trust Fund (BNTF)	Hippolyte, Clive	Project Manager
Upton Gardens Girl Centre	Massiah, Jacqueline	Director
Raise Your Voice	Sealys, Catherine	President
St. Lucia National Development Bank	Simon, Melissa	Senior Manager - Internal Audit
Water and Sewage Company (WASCO)	Wyke, Gordon	Head Project Management Unit

### *Grenada*

ORGANIZATION	NAME	TITLE
Ministry of Social Development, Gender and Family Affairs Division	Alexis, Jicinta M.	Senior Programme Officer (acting)
Legal Advice and Counseling Center	Buckmire, Tyrone	Director
--	Sealy-Burke, Jackie	Independent Consultant/Advocate (former Director of LACC)
Grenada Solid Waste Management Authority	Roden – Layne, Karen	General Manager
Grenada Solid Waste Management Authority	Neptune, Allison	Operations Manager
Grenada Investment Development Corporation	Mitchell, Keisha	Vice President, Business Development Services
Ministry of Finance	Alexander, Kendall	Deputy PS Planning and Economic Management
Grenada Development Bank	Joseph, Natasha	
Grenada Development Bank	Williams, Donald	
Grencoda	Williams, Judy	Secretary General
Grencoda (also BNTF sub-project implementer)	Langaine, Benny	Assistant Secretary General

ORGANIZATION	NAME	TITLE
GRENEED	Williams, Dessima	Director
Basic Needs Trust Fund (BNTF)	Briton, Devon	Assistant CLO
Basic Needs Trust Fund (BNTF)	Abraham, Kizzy Ann	M&E officer
<b>BNTF Sub-Projects :</b>		
Mt. Moritz Primary School	Ms. Forte	Principal
Gouyave Daycare Center	Joseph, Cherry Lin	Director
TAMCC	Roberts, Earl	Coordinator
TAMCC	Andrews, Samuel	Director

### *Regional Interviews*

ORGANIZATION	NAME	TITLE
UN Women Caribbean Office	McClellan, Alison	Representative
Institute of Gender and Development Studies	Reddock, Rhoda	CEDAW Member
CARICOM	Williams, Ann Marie	Gender Programme Manager

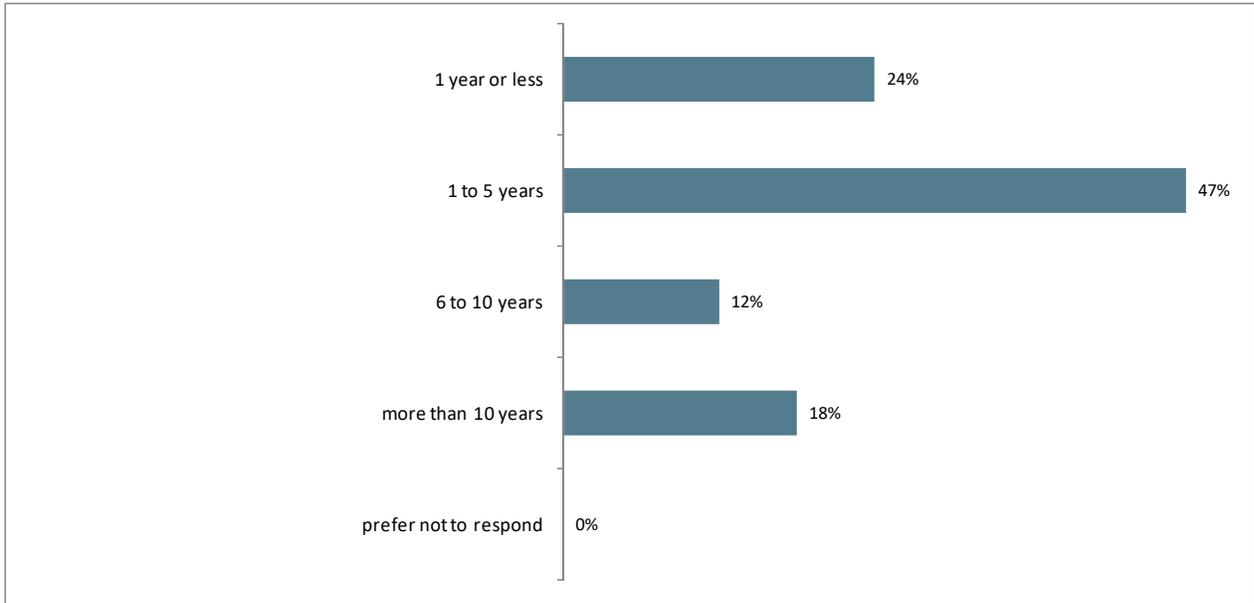
### *Phone interviews*

ORGANIZATION	NAME	TITLE
Independent Consultant (formerly at the CDB)	Debique, Denise	Former CDB Gender Advisor at the CDB
Caribbean Development Bank	Fraser, Douglas	Head of Procurement
Caribbean Development Bank	Ziegler, Maria	Gender Specialist
Kartini International Consulting	Peebles, Dana	Consultant, GEPOS
World Bank, Independent Evaluation Group	Bardasi, Elena	Senior Economist
Inter-American Development Bank	Rose, Jonathan	Senior Economist, Office of the Evaluation Oversight
Asian Development Bank	Tanaka, Sonomi	Chief of the Gender Equity Thematic Group
Asian Development Bank	Nowacka, Keiko	Social Development Specialist
Asian Development Bank	Atabug, Rosemary Victoria	Gender Group

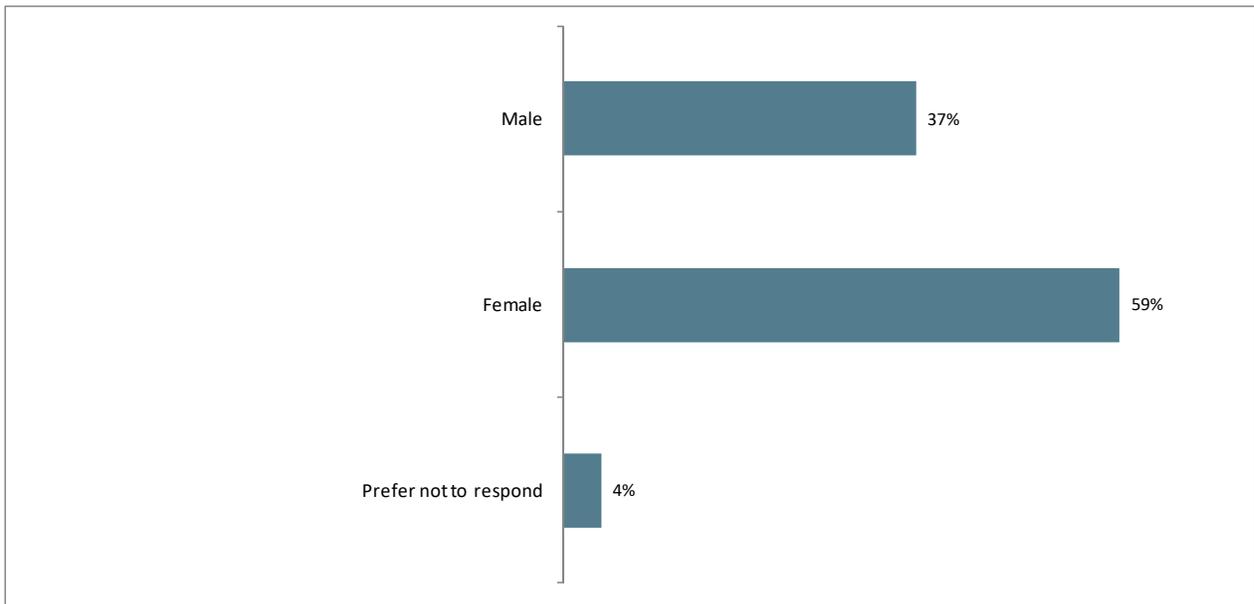
**Appendix VII SURVEY RESULTS**

The following present the results of an on-line survey of CDB staff conducted in the context of this evaluation. The questionnaire was sent of 108 staff in the CDB Operations Department. The response rate was 45 per cent, of which 37 per cent identified as male and 59 per cent identified as female. Sex-disaggregated data is provided for a select number of questions that are referenced in the report.

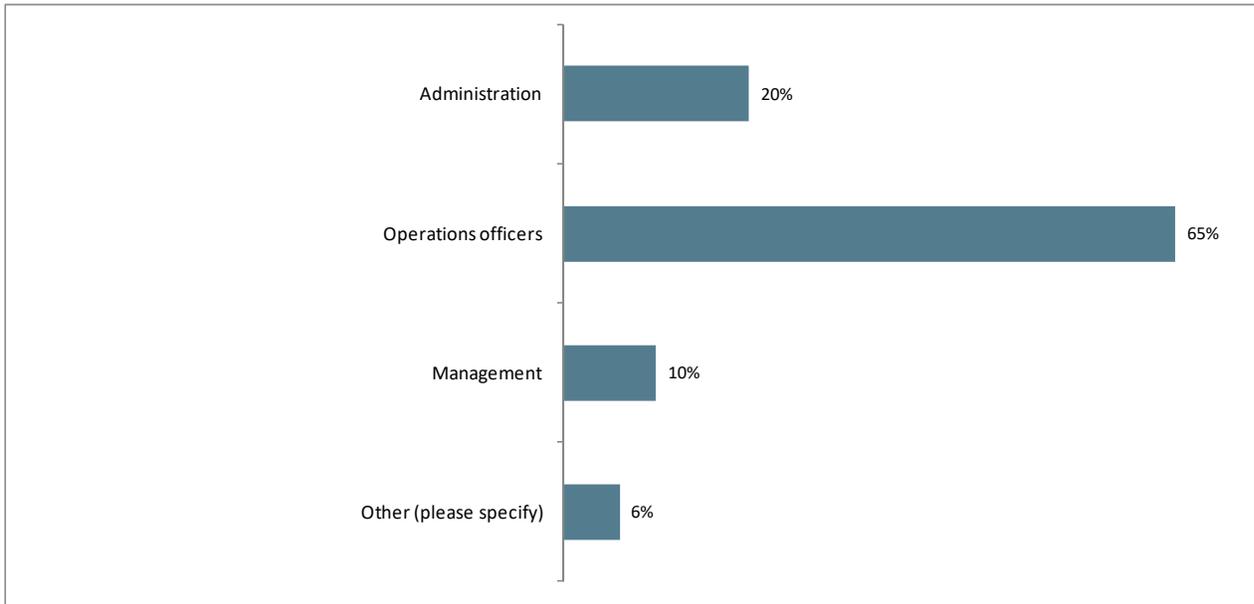
**1. Number of years working at CDB (n=51)**



**2. Gender (n=51)**



**3. Primary responsibilities (n=51)**



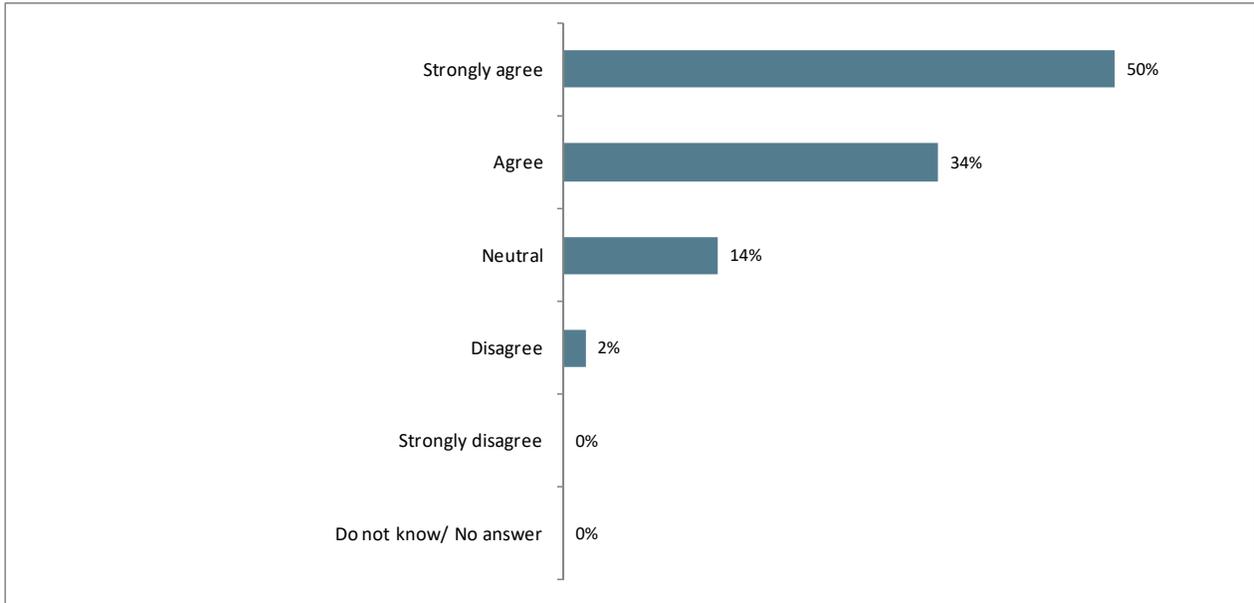
***Other, please specify:***

officer but not operations

officer but not operations

Analyst

**4. What is your level of agreement with the statement: “Without improving gender equality, the Caribbean region is unlikely to meet its SDGs”. (n=50)**



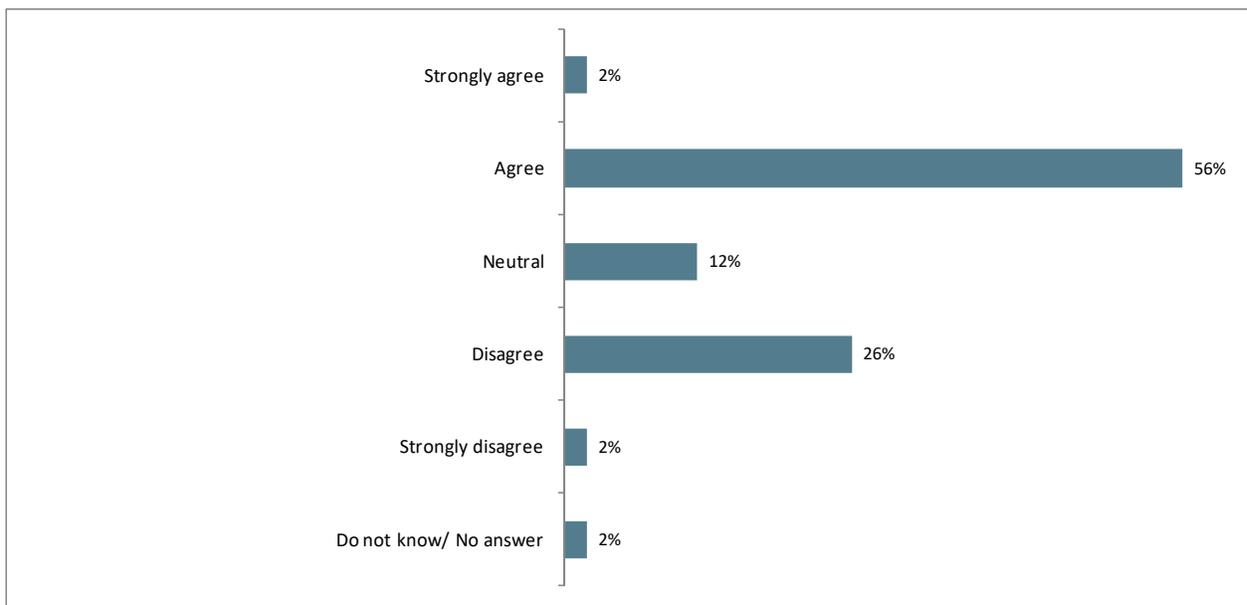
***Please comment (optional):***

The region has "gender" issues that may not equate with gender inequality. The underperformance of boys and domestic violence/ criminality

GE is mainstreamed within all of the SDGs

Gender equality is part of the entire discussion around the SDGs. No gender equality means some targets are not met but it does not mean the entire process is failed.

**5. What is your level of agreement with the statement: “The CDB staff has participated actively in creating a gender equality vision for informing operational procedures for the CDB”. (n=50)**



**Please comment (optional):**

The potential exists as there are strong proponents amongst us but this has not yet been realized.

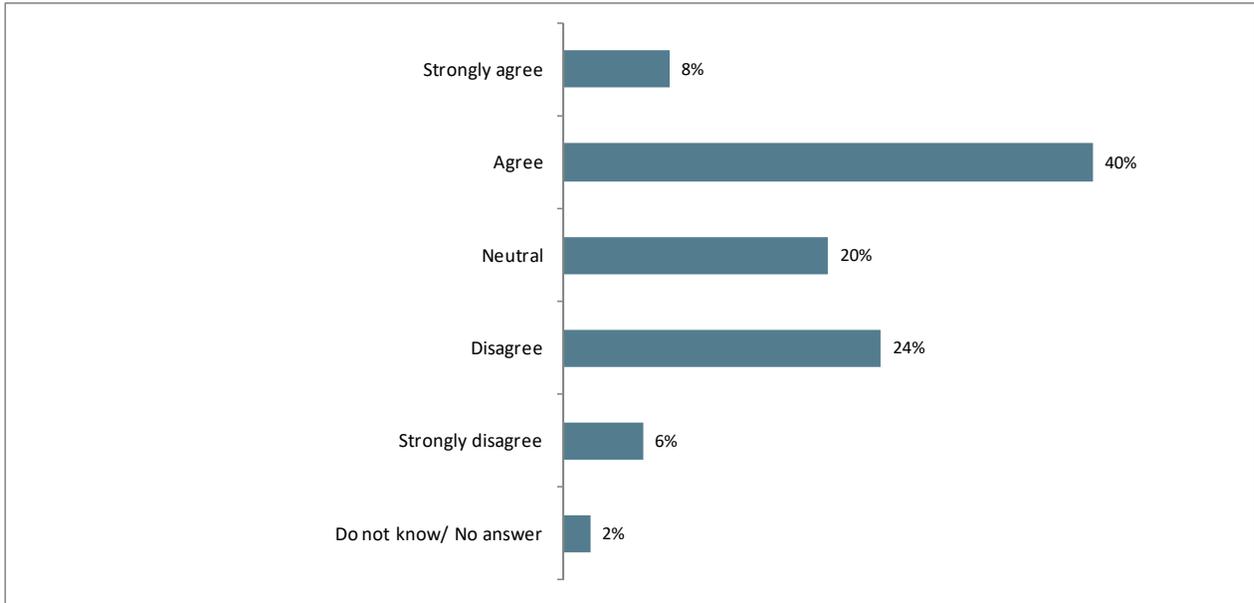
I think we are passive recipients of the vision.

The statement is too general. A small group of CDB staff have formulated and owned the GE vision and a few talk the talk but not walk the walk.

**Sex-disaggregated results:**

ANSWER CHOICES	FEMALE RESPONSES (N=29)		MALE RESPONSES (N=19)	
	Percentage	Count	Percentage	Count
Strongly agree	0.00%	0	5.26%	1
Agree	48.28%	14	68.42%	13
Neutral	10.34%	3	10.53%	2
Disagree	37.93%	11	10.53%	2
Strongly disagree	0.00%	0	5.26%	1
Do not know/ No answer	3.45%	1	0.00%	0

**6. What is your level of agreement with the statement: “The CDB's organizational culture supports the promotion of gender equality”. (n=50)**



***Please comment (optional):***

I don't know if there is a gender wage gap at CDB? What does the evidence show? There is still a need to embrace and adopt paternity leave, and embed into policy so as to reduce discretion across the board.

The potential exists but requires senior leadership guidance and alignment with performance assessment systems for transparency and accountability of all staff.

I have seen examples of support and examples of hindrance.

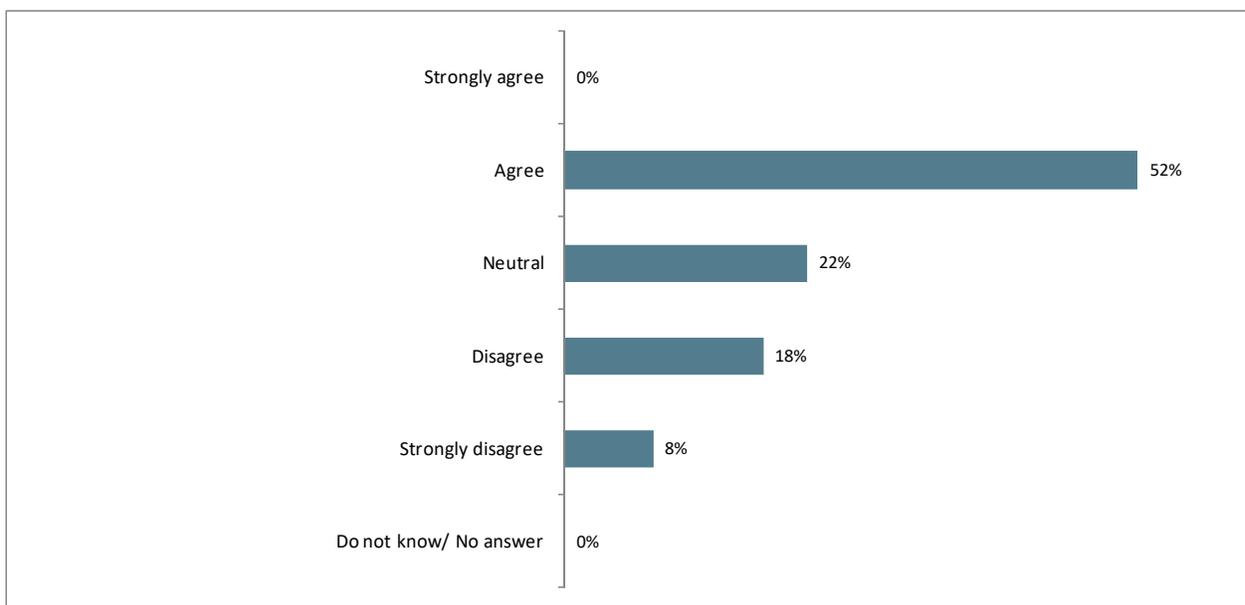
Some things very positive but on other hand still no working from home policy or paternity policy

There is still work to be done in promoting gender equality in one-on-one interactions and discussions with each other in the work place.

**Sex-disaggregated results:**

ANSWER CHOICES	FEMALE RESPONSES (N=29)		MALE RESPONSES (N=19)	
Strongly agree	6.90%	2	10.53%	2
Agree	20.69%	6	63.16%	12
Neutral	24.14%	7	15.79%	3
Disagree	34.48%	10	10.53%	2
Strongly disagree	10.34%	3	0.00%	0
Do not know/ No answer	3.45%	1	0.00%	0

**7. What is your level of agreement with the statement: “The CDB is acting as a model for gender equality in the Caribbean by setting, measuring and communicating GE standards and achievements”. (n=50)**



**Please comment (optional):**

CDB staff have progressed with communicating GE achievements however this needs to be strengthened.

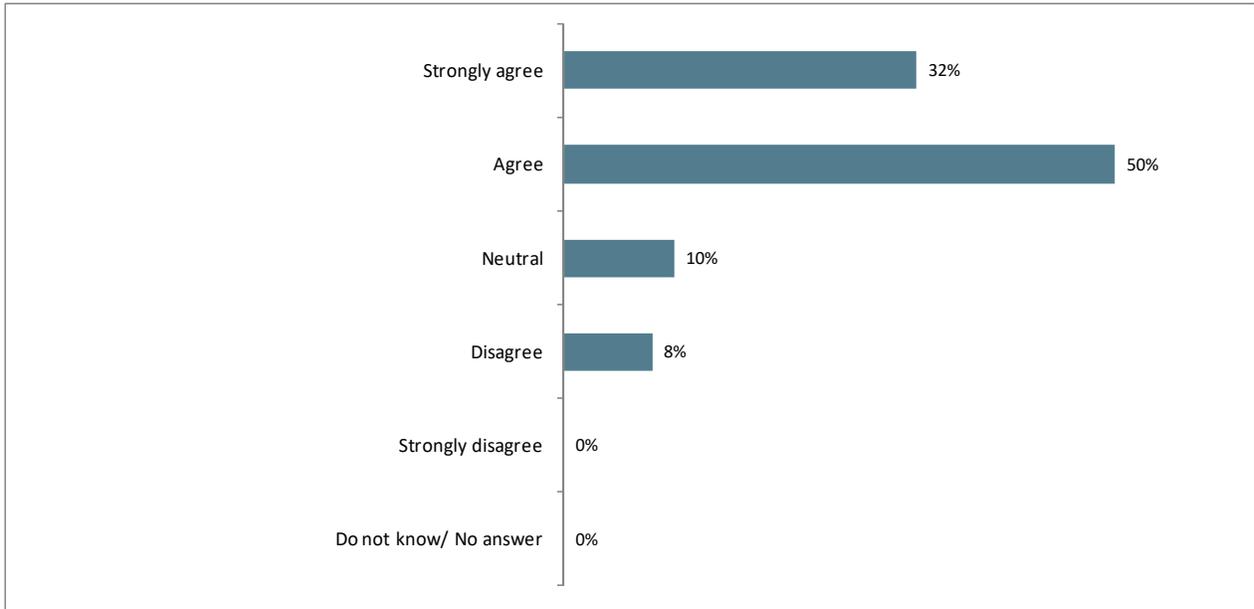
Until CDB shares salary averages in each scale, disaggregated by gender, this statement will not be true.

The potential exists but is not being realized.

This is not done systematically but on a one-off case basis.

This is commendable.

**8. What is your level of agreement with the statement: “The CDB could be doing more to advance gender equality”. (n=50)**



***Please comment (optional):***

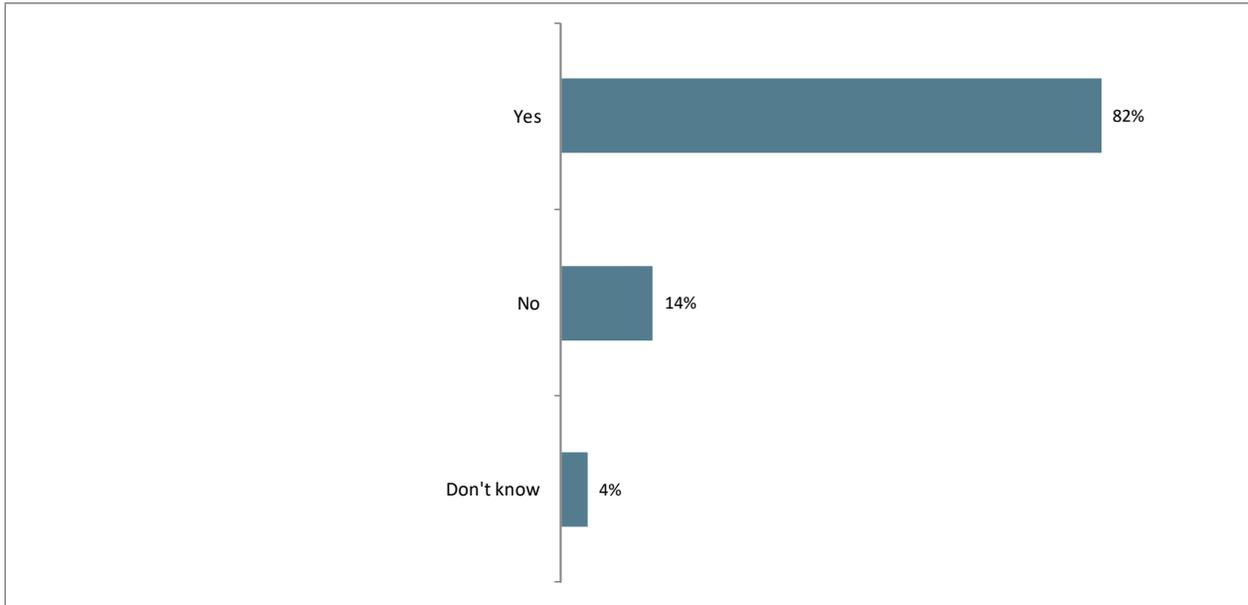
The organization and staff should first lead by example in this area. The immediate culture still needs work in this area.

Wondering how this survey defines gender equality as opposed to gender equity. A definition/distinction would have been very helpful.

Particularly through addressing the root causes of systemic gender-based stereotypes, discrimination, bias and accepted tolerance of unnecessary levels of violence and disrespect.

More analysis, more recognition of complex and diverse contexts, more dissemination of GEPOS, incorporate GE into PPAM/PMC training

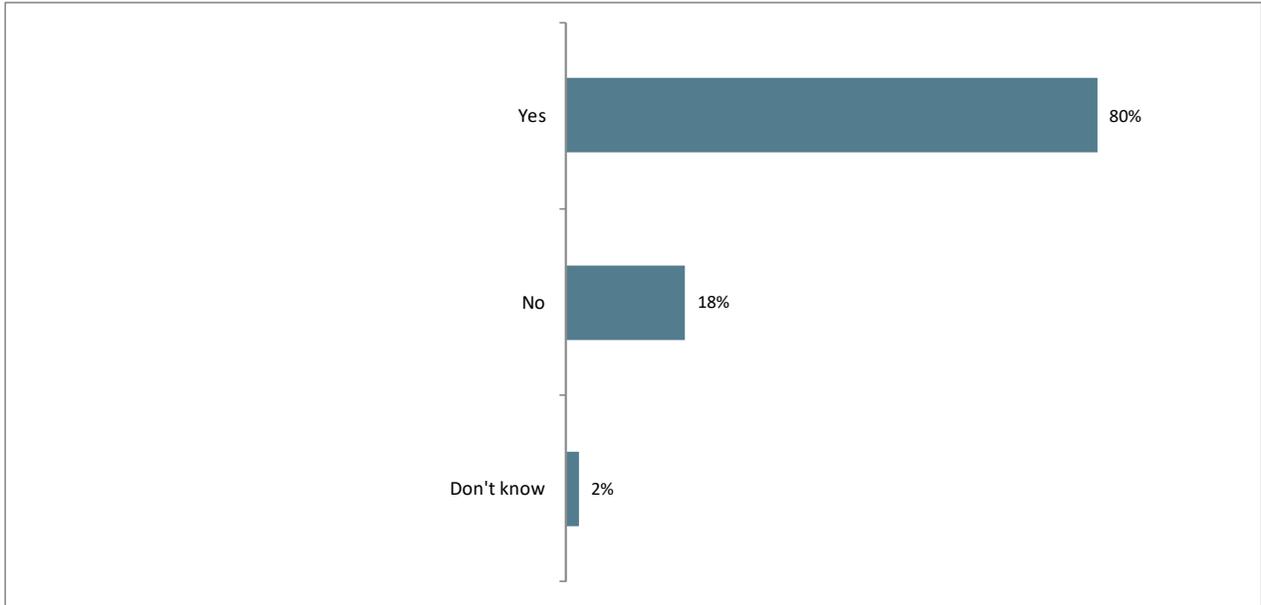
**9. Have you been offered an opportunity to pursue a training on gender issues (this can include trainings where gender was included but not the main topic of the training)? (n=50)**



**Sex-disaggregated results:**

ANSWER CHOICES	FEMALE RESPONSES (N=29)		MALE RESPONSES (N=19)	
	Percentage	Count	Percentage	Count
Yes	82.76%	24	78.95%	15
No	13.79%	4	15.79%	3
Don't know	3.45%	1	5.26%	1

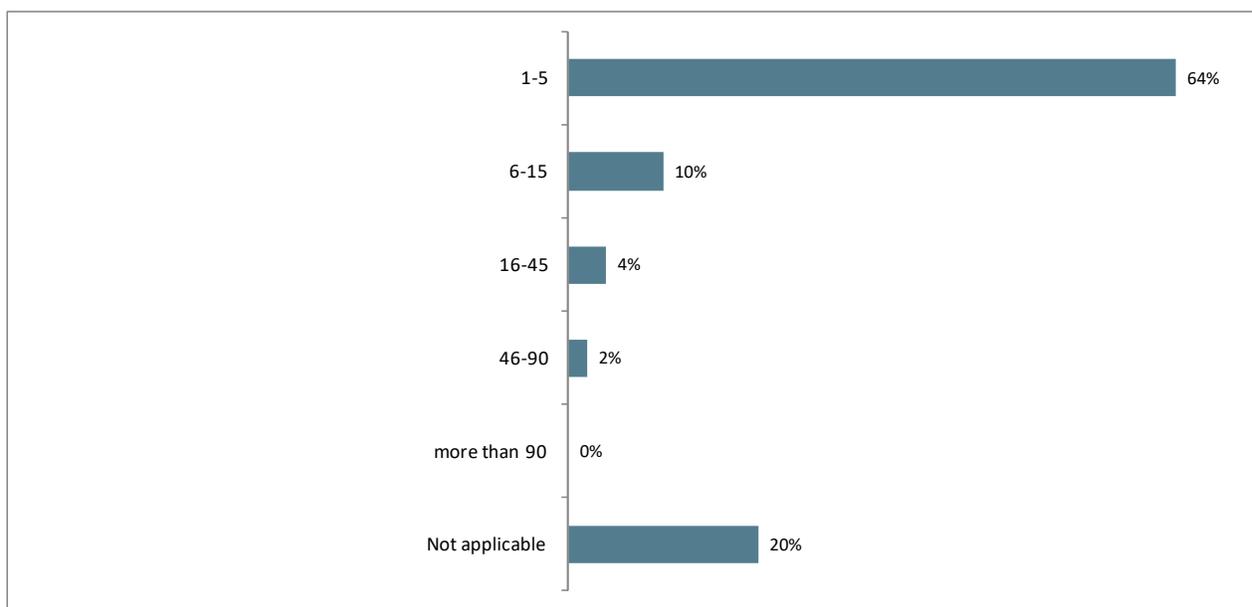
**10. Have you taken gender related training at the CDB? (n=50)**



***Sex-disaggregated results:***

ANSWER CHOICES	FEMALE RESPONSES (N=29)		MALE RESPONSES (N=19)	
	Percentage	Count	Percentage	Count
Yes	79.31%	23	78.95%	15
No	17.24%	5	21.05%	4
Don't know	3.45%	1	0.00%	0

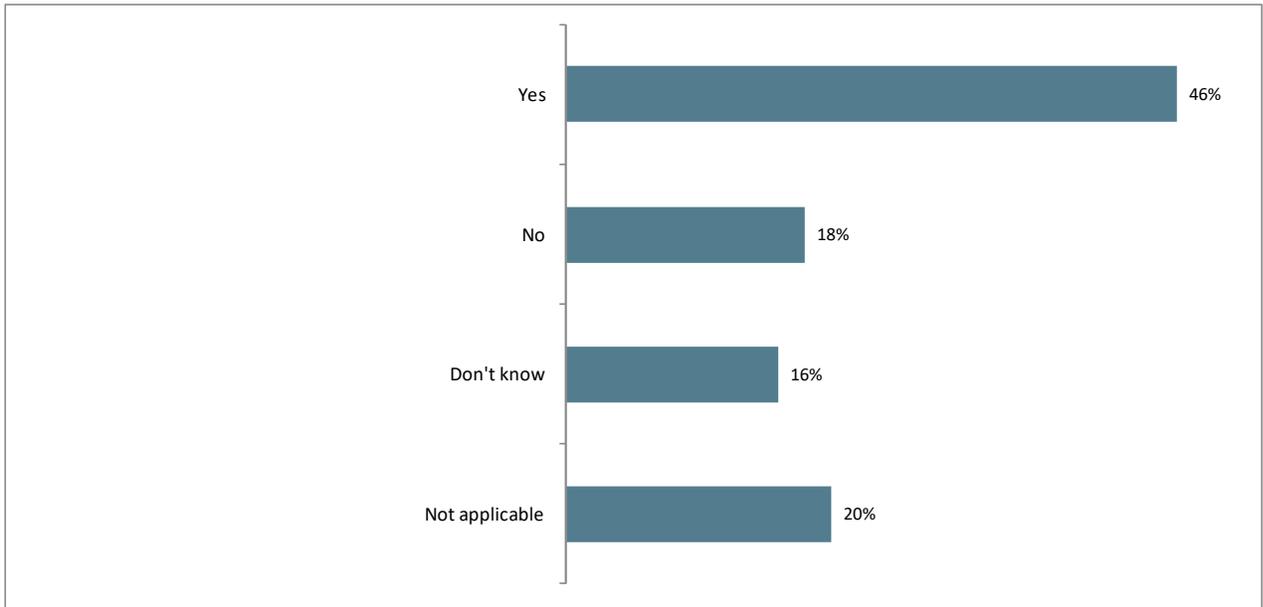
**11. If yes, how many hours of gender related training have you taken in the last two years? (n=50)**



**Sex-disaggregated results:**

ANSWER CHOICES	FEMALE RESPONSES (N=29)		MALE RESPONSES (N=19)	
	Percentage	Count	Percentage	Count
1-5	65.52%	19	57.89%	11
6-15	3.45%	1	21.05%	4
16-45	6.90%	2	0.00%	0
46-90	3.45%	1	0.00%	0
more than 90	0.00%	0	0.00%	0
Not applicable	20.69%	6	21.05%	4

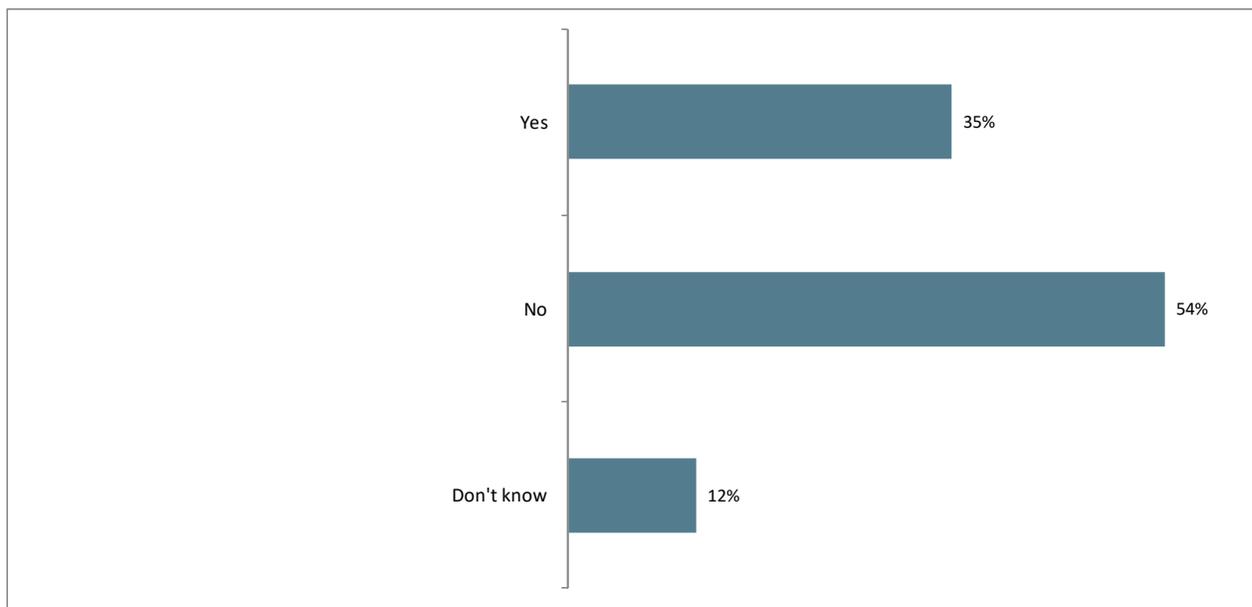
**12. If yes, were you satisfied with this training? (n=50)**



**Sex-disaggregated results:**

ANSWER CHOICES	FEMALE RESPONSES (N=29)		MALE RESPONSES (N=19)	
	Percentage	Count	Percentage	Count
Strongly agree	0.00%	0	5.26%	1
Yes	31.03%	9	68.42%	13
No	24.14%	7	5.26%	1
Don't know	24.14%	7	5.26%	1
Not applicable	20.69%	6	21.05%	4

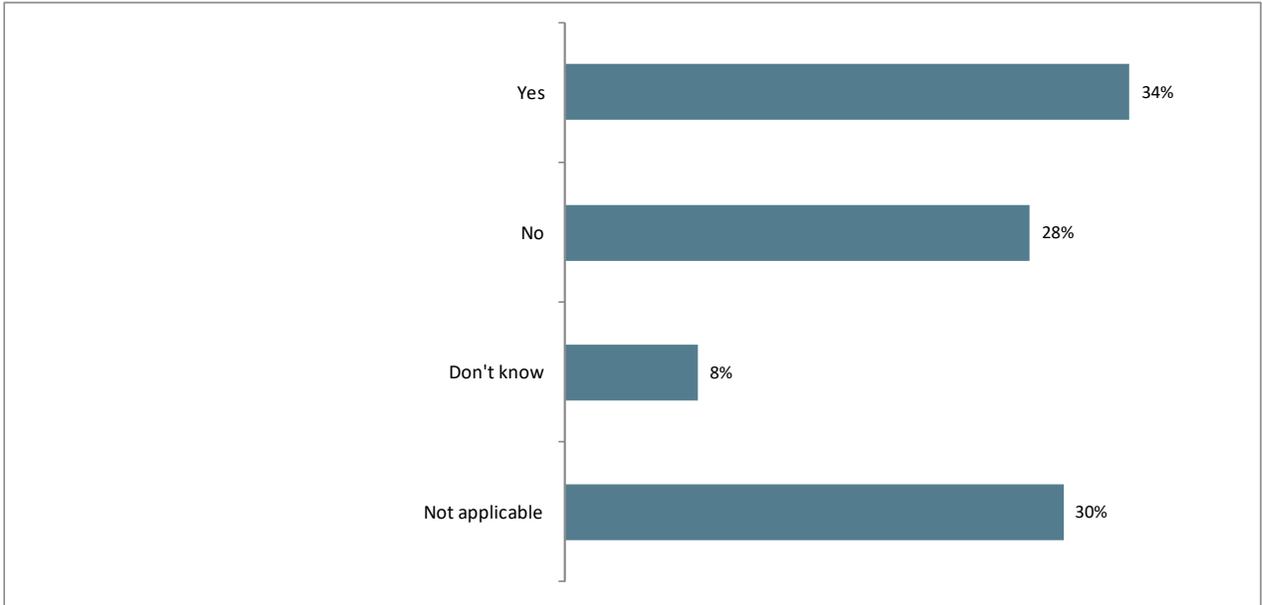
**13. Do you feel you have sufficient knowledge and capacities to adequately consider gender issues in the work you do at the CDB? (n=26)**



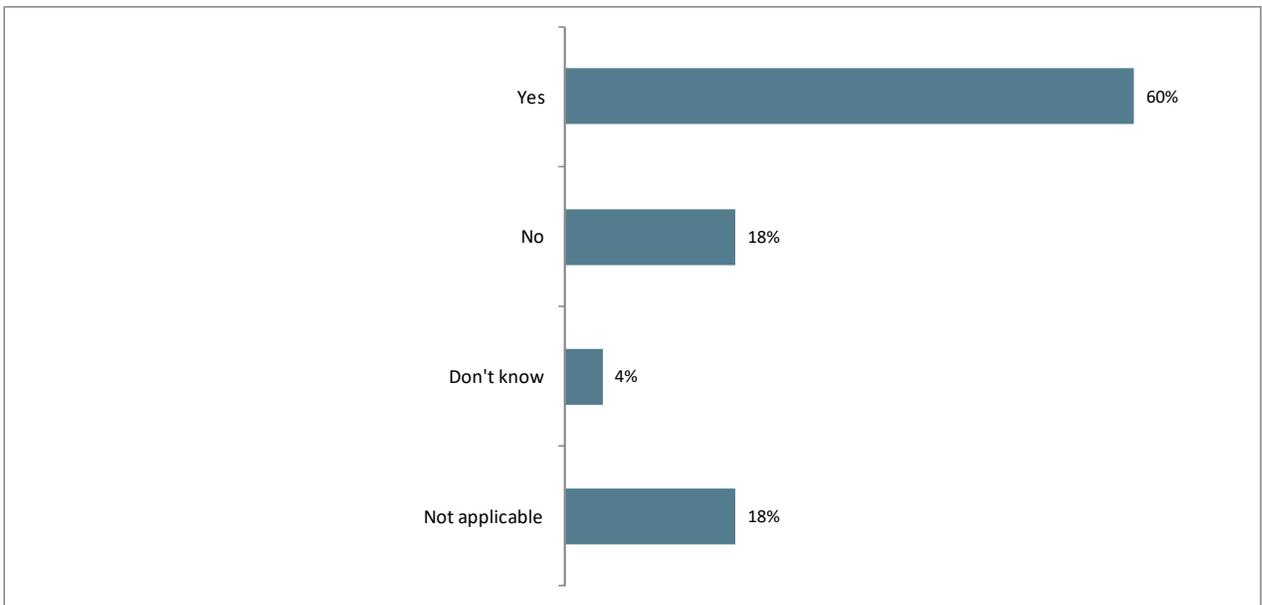
***Sex-disaggregated results:***

ANSWER CHOICES	FEMALE RESPONSES (N=20)		MALE RESPONSES (N=5)	
	Percentage	Count	Percentage	Count
Yes	40.00%	8	20.00%	1
No	55.00%	11	40.00%	2
Don't know	5.00%	1	40.00%	2

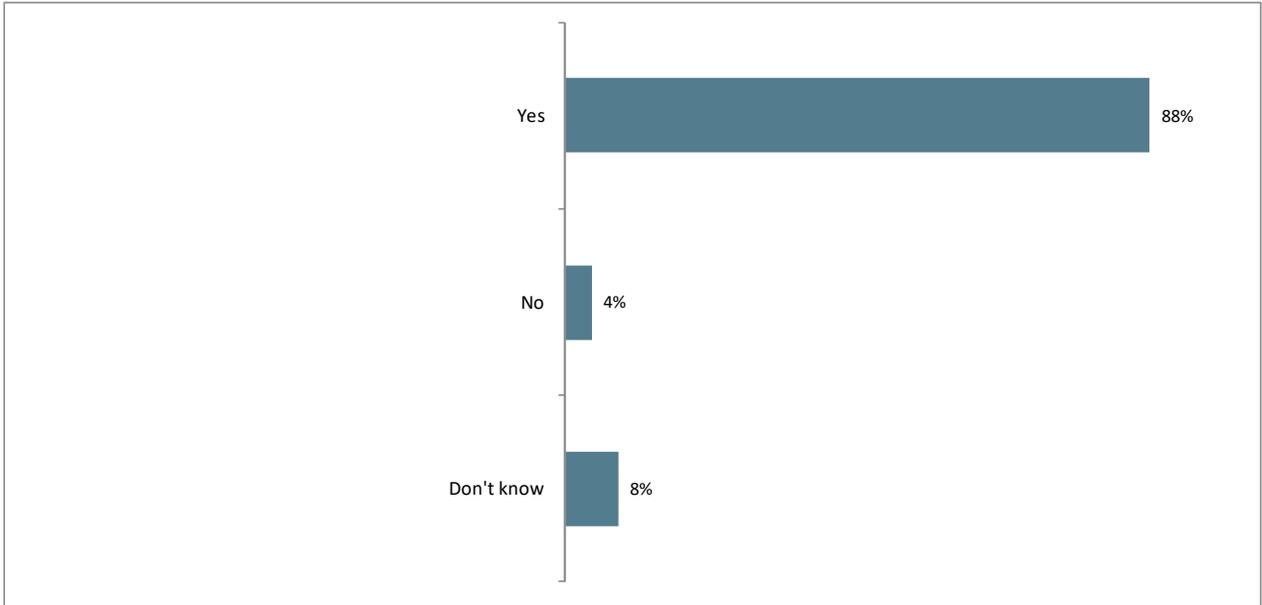
**14. Do you receive sufficient support to meet your gender mainstreaming responsibilities? (n=50)**



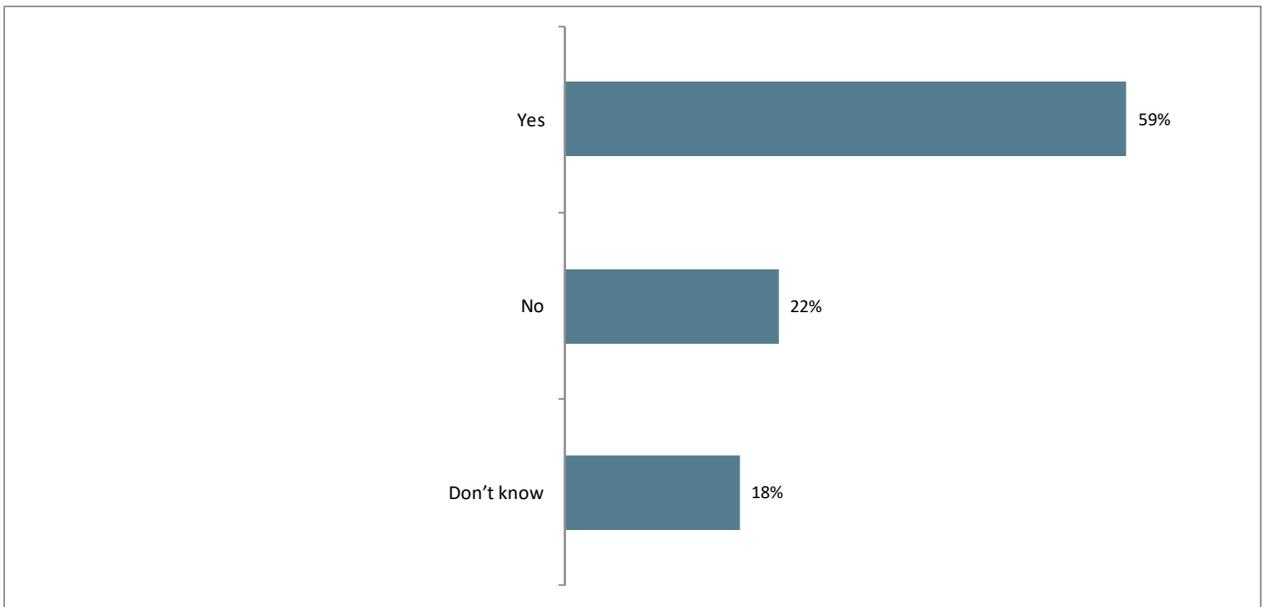
**15. If you needed additional support, would you know where to find it? (n=50)**



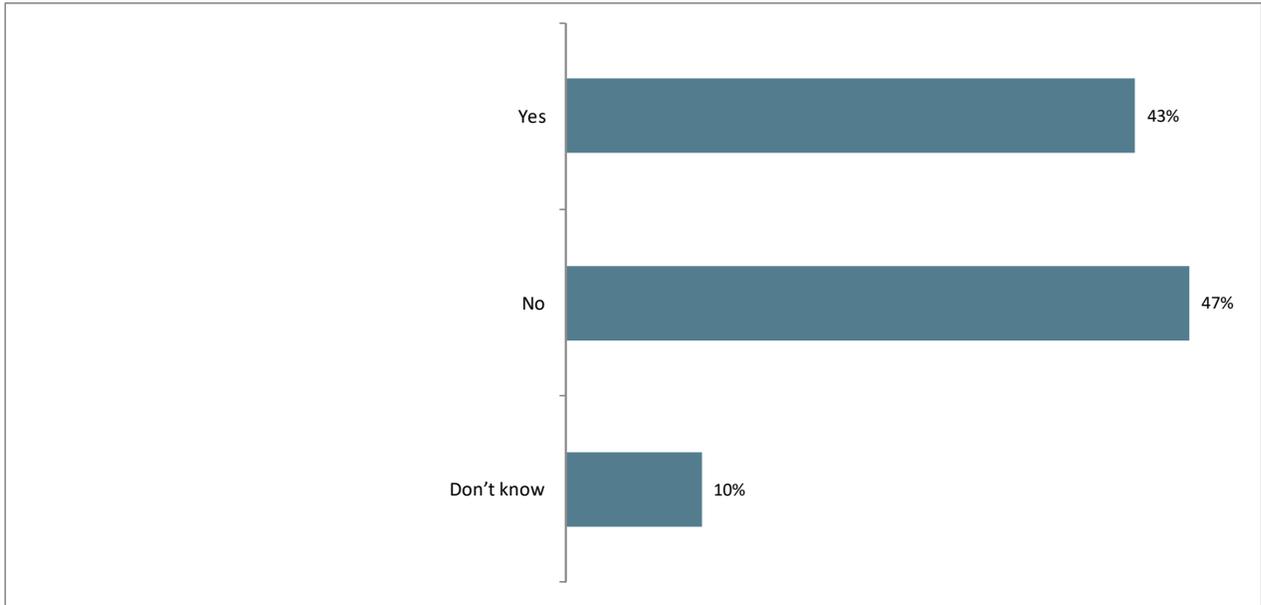
**16. Are there individuals at the CDB who are effectively championing and leading gender issues? (n=50)**



**17. Do you or your unit/sector/division use gender-specific guidelines or tools as a guide to programming? (n=49)**



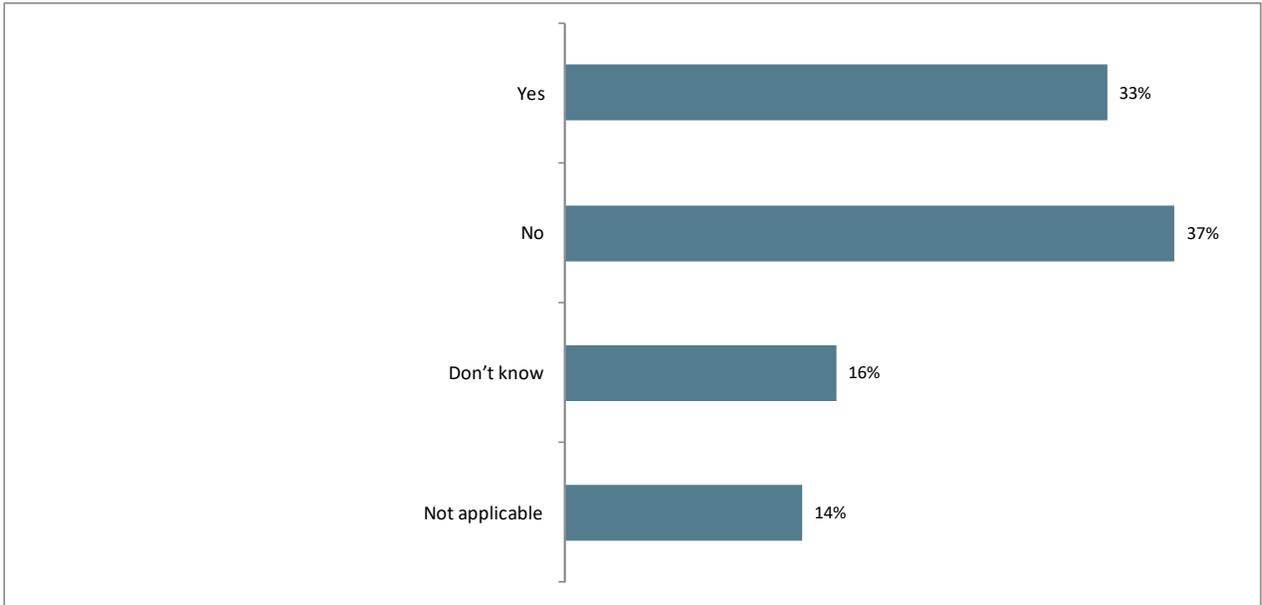
**18. Do you have a good sense of what is required to implement gender mainstreaming procedures?**  
(n=49)



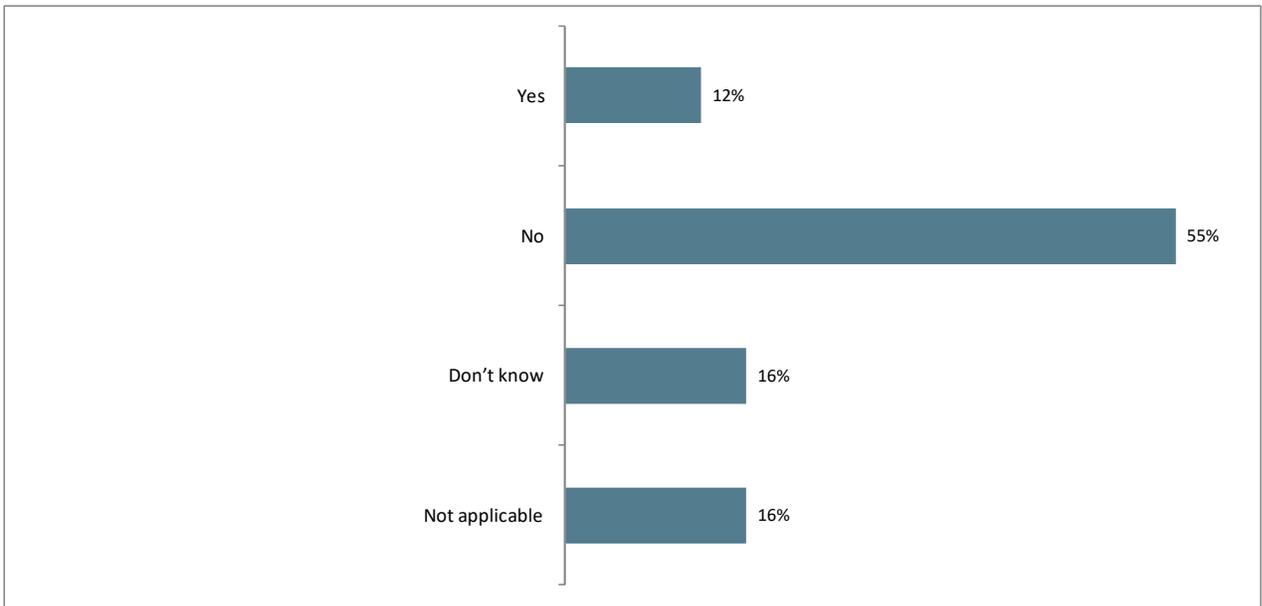
***Sex-disaggregated results:***

ANSWER CHOICES	FEMALE RESPONSES (N=29)		MALE RESPONSES (N=18)	
	Percentage	Count	Percentage	Count
Yes	31.03%	9	61.11%	11
No	62.07%	18	22.22%	4
Don't know	6.90%	2	16.67%	3

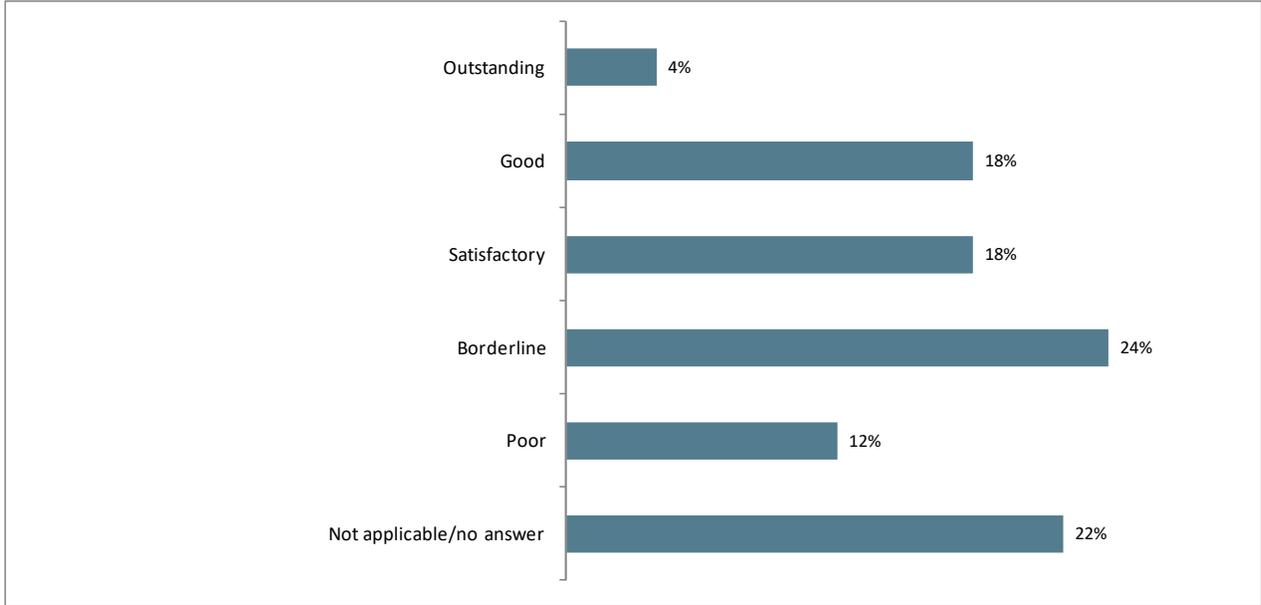
**19. Do you think you have you incorporated the required gender mainstreaming procedures into your work? (n=49)**



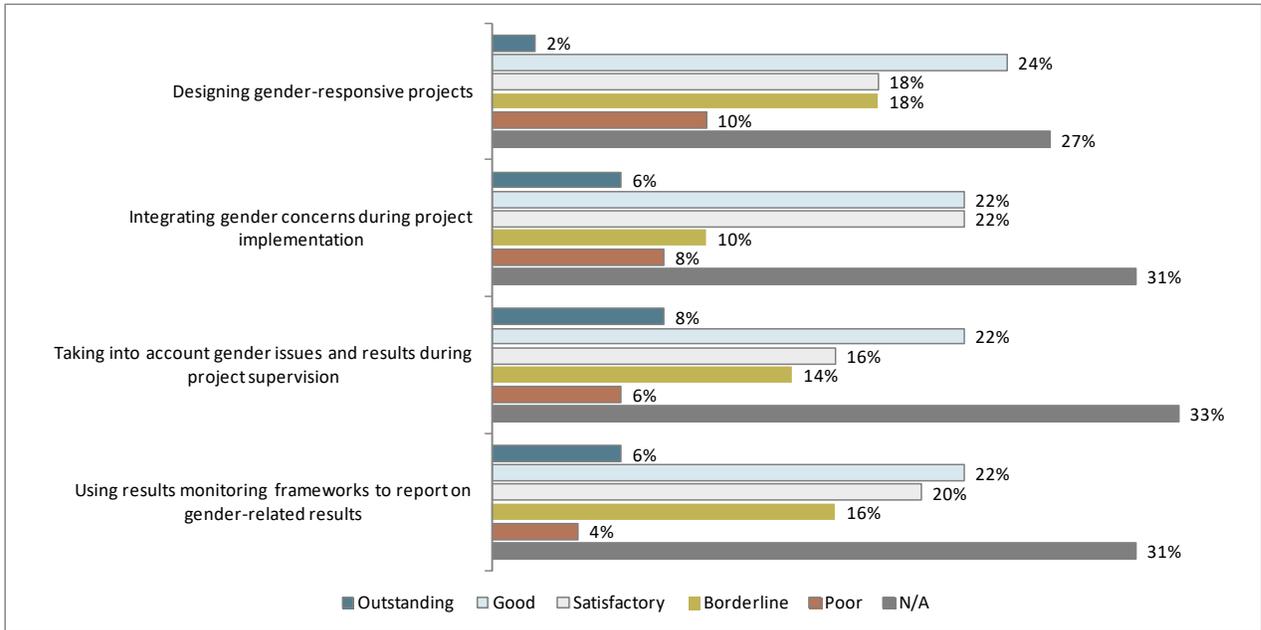
**20. Are you accountable for your gender mainstreaming responsibilities? (i.e. are there rewards and consequences associated with this part of your work)? (n=49)**



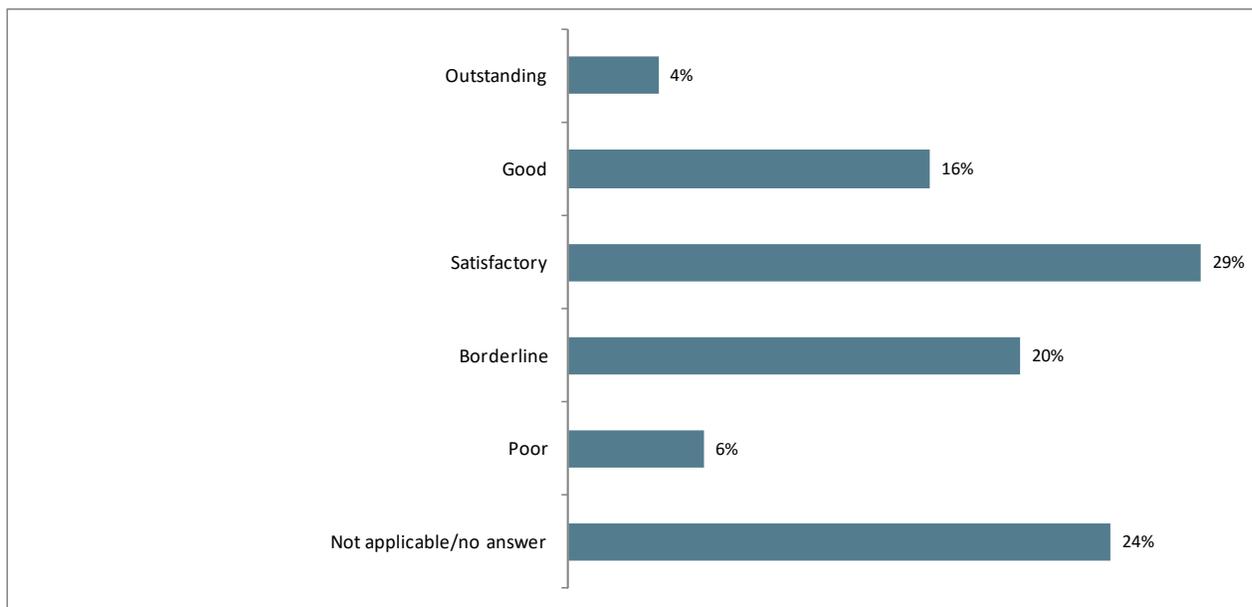
**21. How would you describe your competencies to undertake gender-responsive planning in country, sector and thematic strategies? (n=49)**



**22. For the following skills and processes, please indicate your level of knowledge and proficiency: (n=49)**



**23. How would you describe your competencies to communicate with BMC partners, stakeholders or other development partners on gender issues in the Caribbean region? (n=49)**



**24. What do you think are the outstanding gender equality issues that the CDB should address in the Caribbean? (max 150 words)**

equitable pay for women in the workplace,

gender based violence,

the lack of involvement, performance and progress of boys in education

Equal educational and job opportunities

Gender issues relate to both men and women. Championing gender issues does not mean pushing women to take over men's jobs.

male academic underperformance and male-female relations in the family

Start to implement GE standards in office.

Education of women and their participation in the labour force.

Gender-based violence; "marginalized" boys.

Gender responsive budgeting within Ministries of Finance

Capacity building and strengthening of key ministries and agencies in gender responsive project design, development, implementation and monitoring

Strengthening of Social Development Ministries and Civil Society Organizations in gender responsive planning, advocacy and policy formulation

Gender pay gaps

Traditional gender employment opportunities

Under-representation of boys at the secondary and tertiary levels of education

Gender based violence

Labour market issues and the measurement of females and their contribution through unpaid activity.

Focus on internal equality issues - such as the uniform requirement for female support staff (while some male staff receive a grant). Challenge managers to ensure that "grunt" work does not disproportionately fall on female staff.

Gender in the Workplace

income equality

non-traditional employment opportunities

sexual harassment in the workplace

diversity (including sexual preferences)

masculinity

Equitable access to educational, job and financial opportunities including equal pay for the same work.

The economic impact of gender equality and the imbalance in terms of gender equity within all BMCs... even Jamaica

Above all that gender means more than just promoting women's rights, which is much most persons seem to think.

Second, communicating clearly how men's issues and needs can equally be supported and reported in projects, programmes, and policies.

Post-disaster reconstruction accentuates gender disparities. Women should be offered more opportunities in construction. CDB can influence this through its assistance.

At the operational level, I believe that many officers still see the inclusion of gender equality issues not for their benefit but because its an expectation of the work we do. comprehensive grasp of Intersectionality issues and gender are certainly outstanding in my view.

Specifically issues around LGBTQI are still not frontally addressed by the Bank. Indeed, I believe these issues are mostly avoided.

Have not taken such into consideration. (sorry)

Equal participation of men and women in the labour force and equal compensation for men and women doing the same job. CDB needs to look at gender-based violence in the Caribbean region as well as family-friendly policies (in BMCs and within CDB) such as parental leave, paternity leave and flexible working hours for women and men.

Pervasive gender-based stereotypes and bias that perpetuate discriminatory - whether conscious or unconscious - behaviours.

Commitment to gender equality results through establishing minimum budgetary allocations for gender mainstreamed and/or specific activities which officers/partners/BMCs can not challenge and/or use for other activities.

Education system reform with a comprehensive focus on neutralizing the gender, class, racial and violence-related messaging across the formal curriculum through comprehensive reviews including adjustments to teacher training at the pre-service and in-service levels.

Language and concepts - clarify what gender equality means (i.e. GE does not equal women; it also extends beyond parity).

Further understanding of the determinants of gender inequality.

Help build GE actions from the ground, rather than making them donor-forced.

Particular vulnerabilities of single parent female-headed households, especially in societies where the wage gap between males and females exist. This impacts the decisions and actions that a single parent female-headed household can take to reduce their vulnerability to poverty, climate change, etc.

CDB should address the false notion that Gender Inequality only affects women and that all men are at an advantage.

National gender frameworks and policies and for specific organisations. Within CDB is still work to be in regards with things like flexible working and paternity leave - need to be role model

gender related poverty

violence against women, male marginalisation

Institutional reform designed to change the balance of power in favour of economically and politically disadvantaged groups (women with low socioeconomic status)

First, we need to start internally. This issue is not taken seriously.

- Public dialogue with BMC
- Staff training on GE
- Implementation of simple and practical GE tools

How information is communicated to males and females

Work Life Balance, Paternal Leave, Pay gaps between male and females, and being transparent about addressing gender issues.

Equal pay for all genders doing the same job with the same qualifications.

Not sure

There are often theoretical discussions on its importance, yet this still needs to be translated to the practical context. As senior members of the organisation continue to champion same as an important issue and not just for reporting purposes, it will become a more important consideration for the reporting members of staff as they interface with the BMCs.

**25. Finally, what is gender equality to you and how does it contribute to development in the Caribbean region? (max 150 words)**

circumstances where both males and females contribute equally to national development and share in the proceeds of that development.

Without these circumstances nations are underutilizing the available human capital to its maximum potential

Equal opportunities and respect for ALL genders - boys included.

To me, gender equality means that both men and women should be treated equally especially when hiring for jobs. In other words, the best person (man or woman) should get the job as long as the persons are equally qualified. This would result in the best brains working for the development of the Caribbean.

Equal opportunity for both sexes to pursue their development independently and cooperatively with the full support of the society

Gender equality is allowing for equal access to resources and opportunities for males and females regardless of background etc.

equal economic and social opportunities for men and women, boys and girls to fully participate in the society without prejudice.

Equal access to opportunities regardless of gender.

Gender equality is promotion of equal opportunities, rights, access and resources for the development of women, men, girls and boys in the processes, interventions and benefits of development. By ensuring that our population's diverse gender needs, perspectives, participation and contributions are valued and integrated in the region's development, the positive outcomes are more likely to be sustainable and benefit all. Development in the Caribbean region must be engendered; otherwise, it is endangered.

Gender equality makes good business sense. Research has shown that the larger the inequity between males and females the more likely that there is persistent poverty and underdevelopment. It is a moral and business imperative.

GE to me means that all peoples irrespective of their sex is treated the same, without fear or favor. GE will ensure that productivity is maximized across the entire populace which would ultimately lead to enhanced development.

Benefitting from rights, resources, opportunities and protections in a way that is independent of your gender identity.

Gender Equality - ensuring that opportunities are available/accessible to all persons.

Gender equality revolves around equity in access to socio-economic opportunities. Gender equality at all levels of decision making can contribute to more equitable distribution of benefits/resources around the region.

Gender equality is an opportunity to address power differentials and to unlock energy and economic value.

Using the definition "the state in which access to rights or opportunities is unaffected by gender", gender equality is about having the same consequences, rewards, and/or rights for persons of like circumstances regardless of whether those persons are male or female.

Gender equality respects the different needs and capabilities of individuals, and allows each to reach his or her potential.

I see it as a fundamental principle towards ensuring that everyone is giving the opportunity to a sustainable and prosperous future. Put differently, without gender equality many of our BMCs will never realize the dream of their citizens developing into ideal Caribbean persons

Equal access to opportunities regardless of gender.

GE can be defined as the state of equal ease of access to resources and opportunities regardless of gender, including economic participation and decision-making; and the state of valuing different behaviors, aspirations and needs equally, regardless of gender. Within the Caribbean, we have a large percentage of female-headed households. In addition, these females/women are included in the most poor and vulnerable section of the population as they face higher risks or have limited options with respect to access to labour, credit etc. Addressing the issue of inequality will assist countries in achieving their growth and development goals. This has been outlined in the Sustainable Development Goal Agenda 2030, especially SDG 5 (Gender Equality) - ending all forms of discrimination against women and girls is not only a basic human right, but it also crucial to accelerating sustainable development. It has been proven time and again, that empowering women and girls has a multiplier effect, and helps drive up economic growth and development across the board; and SDG 8 - promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

Achieving gender equality - where males and females have equality of access to opportunities AND equality of outcomes, through targeted programming and outreach activities - is the key to unlocking the full potential of socio-economic growth and development for the region.

Recognising the intersectional diversity in needs, abilities, access, opportunities and creating programs that strategically respond to these.

Gender equality is where access to opportunities, resources and rights are not affected by being a boy, girl, man or woman of any particular socio-economic group. Human equality or gender equality is important to Caribbean development as our countries cannot move forward where some of our citizens are marginalized and remain dependent on the State

It is about looking for opportunities to ensure that neither gender is disadvantaged solely because of their gender.

People working in partnership towards a common goal of development and decent standard of living, regardless of sex or sexual orientation.

GE refers to equality of rights and opportunities across gender groups. It contributes to development by enhancing our collective capabilities to pursue and achieve the kind of lives we value. In a more quantitative sense, GE allows a society to maximize the productive potential of all its members, which increases productivity, material wellbeing, and social welfare.

equal opportunities for men and women.

Beyond the gender, any disadvantaged person must have the same opportunities in order to reach a Developed Caribbean

Gender equality is ensuring that both males and females are afforded the same opportunities

This means everyone being able to access the same opportunities and the availability of similar resources to develop anyone's potential to take advantage of existing opportunities.

Gender equality to me is where all genders have equitable access to opportunities.

Gender equality means ensuring that there is equal access to opportunities and that the appropriate support is recognised and provided for different genders. There is often the misconception that it favours one group and not the other when its true sense, it should be designed to provide support to both males and females in their areas of need.

## Appendix VIII GENDER-SPECIFIC INDICATORS OF THE CDB STRATEGIC PLANS

The table below maps indicators measuring gender dimensions in the Strategic Plans 2010-14 and 2015-19 and corresponding RMFs.

STRATEGIC PLAN 2010-2014 <sup>27</sup>	STRATEGIC PLAN 2015-19 <sup>28</sup>
<p><b>Gender targeted indicators:</b></p> <ul style="list-style-type: none"> <li>Level 3 (operational organisational effectiveness): Category “capacity utilisation and GE”, indicator 17 “<b>representation of women in management positions</b>”, with baseline and target values.</li> </ul>	<p><b>Gender targeted indicators:</b></p> <p>Level 3 (How well CDB manages its performances):</p> <ul style="list-style-type: none"> <li>Category “strategic focus”, indicator 14[a] “<b>Approved projects with a gender specific or gender mainstreamed rating (as a % of total projects)</b>” and indicator 14[b] “<b>Projects reporting on gender results during implementation</b>”<sup>29</sup></li> </ul> <p>Level 4 (How efficient CDB is as an organisation):</p> <ul style="list-style-type: none"> <li>Category “Capacity utilisation” indicator 4 “<b>staff in management positions who are women</b>”<sup>30</sup></li> </ul>
<p><b>Sex-disaggregated indicators:</b></p> <p>Level 1 (selected Caribbean-specific MDG targets and regional development outcomes):</p> <ul style="list-style-type: none"> <li>Category “<b>poverty and human development in CDB’s BMCs</b>” includes indicators 3 “net enrolment in primary education (%) and 4 “net enrolment in secondary education. Both targets and baseline values are sex-disaggregated.</li> </ul> <p>Level 2 (CDB’s contribution to country and regional outcomes through outputs):</p> <ul style="list-style-type: none"> <li>Category “<b>education and training</b>” indicators 4 (% of secondary school graduates achieving five Caribbean Examination Council General Proficiency passes or more including Mathematics and English”), indicator 5 “Proportion of students starting from Form 1 who reach Form 5 (Survival Rate)”, and indicator 6 “% of students completing at least one Level 1 course in TVET”, no target and baseline values.</li> <li>Category “<b>Agriculture and rural development</b>” indicator 9 “beneficiaries of rural enterprise credit programmes”, target not sex-disaggregated and no baseline.</li> <li>Category “<b>Economic and social infrastructure</b>” indicators 11 “beneficiaries of</li> </ul>	<p><b>Sex-disaggregated indicators:</b></p> <p>Level 1 (Progress towards Sustainable Development Goals and Regional Development Outcomes):</p> <ul style="list-style-type: none"> <li>indicators 6a,b (which have specific targets) until 10 (under “quality education, training and employment”), with vague targets (i.e. “increase” and “decrease”).</li> </ul> <p>Level 2 (CDB’s contribution to development outcomes in economic and social infrastructure):</p> <ul style="list-style-type: none"> <li>Category “<b>economic and social infrastructure development</b>”, indicator 2 “transport: beneficiaries of road projects” and 7 “beneficiaries of community infrastructure construction projects” with baselines but no targets for female beneficiaries;</li> <li>Category “<b>agriculture and rural development</b>”, indicator 8 “stakeholders trained in production technology”, no baseline and target for female beneficiaries.</li> <li>Category “<b>education and training</b>” indicator 11 “teachers and principals trained”, no baseline value and target for female beneficiaries.</li> <li>Category “<b>citizen security</b>” indicator 13 “beneficiaries of community-based citizen security intervention” and indicator 14 “beneficiaries of youth at risk interventions”, with baseline value for indicator 13 but no target for female beneficiaries.</li> <li>Category “<b>private sector operations and development</b>” indicator 22 “MSME benefiting from credit”, 23 “Beneficiaries of mortgage programmes”, and 24 “Beneficiaries of agriculture (rural) enterprise credit programmes”, and 25 “Beneficiaries of interventions targeted at MSMEs through CTCS and other TA</li> </ul>

<sup>27</sup> DER 2014.

<sup>28</sup> DER 2015.

<sup>29</sup> Added to DER 2017.

<sup>30</sup> According to the DER 2017, p. 82 this indicator is not intended to represent a quota, but rather check that adequate consideration is given to gender equality at managerial levels when recruiting or considering promotions.

STRATEGIC PLAN 2010-2014 <sup>27</sup>	STRATEGIC PLAN 2015-19 <sup>28</sup>
<p>road programmes” and 14 “beneficiaries of community infrastructure interventions”, targets not sex-disaggregated and no baseline.</p> <ul style="list-style-type: none"> <li>• Category “<b>private sector development</b>” indicators 18 “beneficiaries of mortgage programmes” and 19 “number of beneficiaries of interventions targeted at MSMEs through CTCS and other TA modalities”, no target and baseline values.</li> <li>• Category “<b>citizen security</b>” indicator 30 “beneficiaries receiving support from citizen security interventions”, with sex-disaggregated targets, no baseline.</li> </ul>	<p>modalities”, with baseline values, except for indicator 22, and no targets.<sup>31</sup></p>

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<sup>31</sup> Indicator 24 “beneficiaries of agriculture (rural) enterprise credit programmes (number) of whom female beneficiaries” was removed in 2017 from the RMF since the only project under this indicator was completed in 2017.

## Appendix IX REVIEW OF COUNTRY STRATEGY PAPERS

CSP	GENDER MARKER RATING PROVIDED	GENDER ANALYSIS PROVIDED	GENDER AS PART OF THE STRATEGY (ACTIONS, OBJECTIVES, COMMITMENTS)	GENDER INCLUDED IN RESULTS FRAMEWORK?	PROJECTS TARGETING GENDER DEFINED?	SPECIFIC FUNDING ALLOCATIONS TO GENDER?
Anguilla 2010-2012	No	Yes	Yes	Yes	Yes, TA to conduct a gender assessment.	No funding details provided for projects
Anguilla 2016-2020	Yes (GM)	Yes	Yes but vague	No	No	Funding allocations do not target GE
Antigua and Barbuda 2010-2014	No	Yes	No	No	No	Funding allocations do not target GE
Antigua and Barbuda 2015-2018	Yes (GM)	Yes	Yes	Yes	Yes, including sensitization training project for ministers and technical staff, CTCS study, and citizen security project in schools.	Area that covers GE activities is allocated USD 1mn (less than 1% of total indicative resource envelope)
Barbados 2010-2013	No	Yes	No (GE defined as cross-cutting issue but no objectives set/commitments made)	No	No	Funding allocations do not target GE
Barbados 2015-2018	Yes (GM)	Yes	Yes but vague	No	No	Funding allocations do not target GE

CSP	GENDER MARKER RATING PROVIDED	GENDER ANALYSIS PROVIDED	GENDER AS PART OF THE STRATEGY (ACTIONS, OBJECTIVES, COMMITMENTS)	GENDER INCLUDED IN RESULTS FRAMEWORK?	PROJECTS TARGETING GENDER DEFINED?	SPECIFIC FUNDING ALLOCATIONS TO GENDER?
Belize 2011-2015	No	Yes	Yes but vague. Gender Equality as a cross-cutting theme is intended to be mainstreamed in proposed interventions.	No	Yes, TA to conduct a Country Gender Assessment scheduled for completion during the implementation of the CSP will further inform CDB's gender mainstreaming strategy in Belize.	TA not included in the financial envelope. No funding explicitly dedicated to GE.
Belize 2016-2020	Yes (GM)	Yes	Yes	Yes	No	\$18.35 million out of an overall budget of \$200.5 million or 9%.
Guyana 2013-2017	No	Yes	Yes	Yes	Yes, TA to conduct a poverty assessment; project cycle management training; and gender analysis capacity building under GEPOS	USD 0.58 mn (out of total funding envelope of USD 7.67 mn)
Guyana 2017-2021	Yes (GM)	Yes	Yes	Yes	Yes	USD 0.2 mn directly allocated to CGA and production of NGP
Haiti 2013-2017	No	Yes	Yes	Yes	Vague; CSP contains general descriptions for each intervention item. GE is not explicitly mentioned, though based on the strategic objectives and the RMF, some projects might also address GE.	No funding explicitly dedicated to GE

CSP	GENDER MARKER RATING PROVIDED	GENDER ANALYSIS PROVIDED	GENDER AS PART OF THE STRATEGY (ACTIONS, OBJECTIVES, COMMITMENTS)	GENDER INCLUDED IN RESULTS FRAMEWORK?	PROJECTS TARGETING GENDER DEFINED?	SPECIFIC FUNDING ALLOCATIONS TO GENDER?
Haiti 2017-2021	No	Yes	Yes	No (only one sex-disaggregated indicator)	No	No funding explicitly dedicated to GE
St. Kitts and Nevis 2013-2016	No	Yes	Yes	Yes	Yes, TA to conduct Country Gender Assessment.	TA to conduct CGA is allocated USD 0.25 mn (0.5% of the total assistance programme)
St. Kitts and Nevis 2017-2021	Yes	Yes	Yes	Yes	Yes, TA to undertake national planning, formulation and review of Gender Policy and Action Plan.	No funding explicitly dedicated to GE.
Trinidad and Tobago 2011-2014	No	Yes	Yes	Yes	Yes, TA to support gender planning and gender budget initiative in identified sectors.	No funding explicitly dedicated to GE.
Trinidad and Tobago 2017-2021	Yes (MM)	Yes	Yes	No	Unclear	No funding explicitly dedicated to GE.

**Appendix X GEAP PROGRESS UPDATE**

This table presents the progress on GEAP indicators as of 2018 based on evidence gathered during data collection for this evaluation (document review, field missions, interviews with stakeholders). The evaluation team developed a colour-coded rating legend to assess the level of progress achieved.

**Rating legend**

Good progress was achieved or target was fully delivered.
Reasonable progress was achieved.
Limited or no progress was achieved.

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
<b>OBJECTIVE 1 Enhance Efficiency and Effectiveness of Gender Mainstreaming (GM) in CDB’s Financial Operations</b>					
<b>Improved gender mainstreaming performance rating in loans, grants, CSPs and PBLs<sup>33</sup></b>	1. Percentage of approved portfolio with high gender performance rating	Gender mainstreaming performance scores developed and appraised.	Design and implement performance rating criteria	According to the DER, approved projects with a gender specific or gender mainstreamed rating (as a % of total projects, i.e. loans and grants) increased from 37% in 2014 to 76% in 2017.	
			Fully incorporate gender analysis in design of projects, with budget allocation for GE	According to the ARPP, in 2017, 82% of investment projects/programme approved had gender-informed analysis, data, engagement and response (%).	
<b>Improved quality of gender analysis in Project design</b>	2. Proportion of approved Projects of project portfolio with gender disaggregated baseline data, actions/strategy and gender outcomes in	Guidelines for improving the quality of gender analysis for each stage of the project cycle; budget developed and validated by all Divisions/Units.	Integrate GE in revision of ESRP guidelines	Gender components included in ESRP guidelines	

<sup>32</sup> Information detailed here reflects progress achieved as of 2018 and is based on evidence gathered during data collection for this evaluation (document review, field missions, interviews with stakeholders). Information available to the evaluation team might be more limited in scope and depth and might not reflect the full extent of progress achieved. Items were left blank if information (e.g. in 2015 Status Report on the Implementation of GEPOS) could not be corroborated or no information was available.

<sup>33</sup> Rating at entry

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
	results matrices, by sector	GE integrated in baseline data collection.	Strengthen the gender dimensions of the SIA guidelines		
			Incorporate GE considerations in feasibility and sector studies and/or conduct gender responsive gender impact assessments	Sector-specific technical notes have been developed (currently in draft version). Improvement of the approach to gender analysis by integrating gender considerations in the Guidelines for Social Analysis of Development Projects.	
			Fully integrate GE considerations in TA operational guidelines and procedures	CDB Technical Assistance Policy and Operational Strategy has not undergone revision since 2012	
			Integrate GE in comprehensive review of CTCS strategy, with established gender targets and outcomes in results matrix.	The 2017 CTCS Operational Manual defines a small core of standard and non-standard CTCS indicators which are sex-disaggregated. At a more general level, the Manual defines that monitoring indicators should be “gender and/or pro-poor in focus”	
			Develop and apply tools, operational guidelines for gender mainstreaming in capital and non-sovereign loans and grants.	Most new tools and guidelines apply to capital loans and grants.	

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
			Align tools for mainstreaming gender in the BNTF subproject cycle with CDB’s PCM guidelines.	The tools and guidelines for BNTF integration of gender into individual sub-projects are well developed through its operations manual, its Community Needs and Assets Assessment, and gender checklist, Gender Analysis Guidelines for BNTF projects and Sector Portfolio templates with Risk and Gender Assessments. Unclear whether aligned with CDB’s PCM guidelines	
			Develop and incorporate gender responsive action plans in 5 Export Strategies		
			Develop and apply guidelines for gender mainstreaming in MSME sector for use by staff and consultants		
<b>Improved monitoring and evaluation of gender mainstreaming</b>	4. Number of PSRs monitoring gender indicators, by sector	GE guidelines integrated in quality assurance documents and implemented.	Integrate gender targets and indicators in M&E programme framework	Integration of gender into RMFs of CSPs and projects is partial.	
	5. Number of Project monitoring reports that disaggregate beneficiaries by sex	Gender targets integrated in: quality assurance documents; in tracking mechanisms, developed in PSR and PCR forms, and for Other Special	Track and report on implementation of GE strategies	Publication of the 2015 Status Report on the Implementation of GEPOS; Commissioning of an external evaluation of GEPOS	
	6. Number of PCRs with lessons learned in GE by sector.		Incorporate beneficiary assessments in exit process, to strengthen GE reporting in PCRs		

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
		Funds. Relevant guidelines developed.	Integrate GE in quality assurance templates for results based supervision. Develop guidelines for staff.	Project supervision includes a number of gender-responsive components, as outlined in the CDB 2014 Operational and Procedural Manual, but the follow-through seems limited. Draft Gender Toolkit (2014) includes a Gender Supervision Template for Projects (unclear whether used by staff)	
			Track and report on GE in PSRs, PCRs and in PPMS	Limited progress on monitoring through PSRs and PCRs (insufficient data and analysis on gender issues). Impact of new PRISM system to be seen.	
<b>CSPs and PBLs with improved gender analysis and specific gender outcomes.</b>	7. Percentage of approved CSPs and PBLs with clear gender outcomes in RMFs.	Country Gender Assessments, Gender Analysis and/or policy dialogue on GE used to inform CSP/PBL development. Guidelines for GE integration in CSP completed and implemented.	Develop and apply gender analysis guidelines and quality assurance templates for PBL and CSP development	Gender Marker for CSPs developed. According to the ARPPs, since 2014, 100% of CSPs approved had gender equality outcomes in the RMF. According to ARPP reporting, 100% of PBLs approved in 2016 contained gender-informed analysis.	
			Complete and disseminate 10 CGAs	Completed and disseminated 10 CGAs	
			Develop and implement gender and economics initiative to complement sector focused reorganisation of economics department; and strengthen policy dialogue, surveillance and research areas.		

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
<p><b>Staff applying knowledge and skills for gender mainstreaming.</b></p>	<p>8. Number of staff reporting effective use of gender mainstreaming information and knowledge in specific areas</p>	<p>Enhanced capability in gender mainstreaming among staff</p>	<p>The Learning Plan will include:</p> <ul style="list-style-type: none"> <li>• Coaching of CSP and project teams on application of gender tools and guidelines</li> <li>• Training in GE in Bank’s MfDR agenda(CPD)</li> <li>• Training on SGIA guidelines (SSD)</li> <li>• Training on Gender Outcomes and Indicators (CPD/O-VPO/GEA)</li> <li>• Training in Gender mainstreaming in Projects (SSD)</li> <li>• Workshop on Accountability and Management of Gender Performance (O-VPO/GEA)</li> <li>• Sector focussed capacity building initiatives (O-VPO/SSD/All Divisions/ HR)</li> <li>• Knowledge sharing on gender mainstreaming tools and products: CGAs, sector notes; research reports; case studies, lessons learned.</li> </ul>	<p>CDB implemented staff training through workshops and eLearning, yet there is not systematic tracking of training efforts at CDB level.</p> <p>CDB developed knowledge products and gender mainstreaming tools: CGAs, sector notes; research reports.</p>	
<p><b>Operational policies and Strategies with improved gender analysis and gender outcomes in RMF</b></p>	<p>9. Number of policies and strategies under review with at least one gender responsive outcome.</p>	<p>GE integrated in review of operational policies and strategies.</p>	<p>TAs with TORs for comprehensive gender assessment in review/development of the following operational policies/strategies:</p> <ul style="list-style-type: none"> <li>• Housing policy (SSD)</li> <li>• Poverty Reduction Policy (SSD)</li> <li>• Energy Policy (EID)</li> <li>• Water Policy and Strategy (EID)</li> <li>• Private Sector Policy (PSDU)</li> <li>• Governance Policy (TCD/RCI)</li> </ul>	<p>Gender considerations integrated in the following sectoral operational policies developed:</p> <ul style="list-style-type: none"> <li>• 2015 Energy Sector Policy and Strategy</li> <li>• 2016 Private Sector Development Strategy</li> <li>• 2017 Governance and Institutional Development Policy and Operational Strategy (draft)</li> </ul>	

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
			Incorporate GE considerations strategically and effectively in implementation of OECS Education Reform Policies	Gender Implementation Guidelines for the Design and Implementation of Education Sector Development Plans were developed in 2018.	
<b>GE systematically integrated in Bank’s strategic and annual planning documents and reports.</b>	10. Number of project-level output and outcome indicators within CDB’s Results Monitoring Framework that report data appropriately disaggregated by sex 11. Number of BMCs with National Development strategies, CPAs or PRSs that have gender specific outcomes 12. Fair representation of women in management positions within CDB	GE integrated into Bank-wide strategic planning and reporting.	Incorporate GE in analysis, objectives and RMF of CDB’s Strategic Plan 2014-2019	GE components are incorporated into analysis, objectives and RMF of CDB’s Strategic Plan 2015-2019.	
			Annual Work Programme and Budget reflects and tracks Divisional GE activities, outcomes and budget allocations		
			Expansion of GE monitoring indicators in RBM and Bank’s Corporate Score Card	The number of gender-related indicators (sex-disaggregated and gender-targeted) was expanded in the Strategic Plan 2015-2019	
		GE contribution to Bank’s operational effectiveness performance reported.	Report to BOD on Implementation of GEPOS	Reporting through 2015 Status Implementation Report on GEPOS	
			ARPP: Status of GE implementation in Project Portfolio.	ARPP reports on Gender Marker ratings of projects.	
			External Reports on achievement of GE operational effectiveness targets: <ul style="list-style-type: none"> <li>• CDB’s Annual Report</li> <li>• Development Effectiveness Review</li> <li>• Reviews of SDF implementation</li> <li>• Multilateral Aid Review</li> </ul>	CDB’s Annual Reports, Development Effectiveness Reviews and Reviews of SDF implementation report on gender mainstreaming results to various degrees.  The out-turn in respect of the indicator % of female staff in management increased yet still remains below the minimum threshold of 45%.	

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
<b>OBJECTIVE 2: Increased knowledge and visibility of gender equality issues among CDB staff, partners and stakeholders.</b>					
<b>Communication on and visibility of CDB’s Gender Equality Policy and Operational Strategy enhanced</b>	13. GE communications tools established and functional	Communications and Knowledge Plan within GEPOS developed and adopted.	Develop and implement Communications and Knowledge Plan	Among its undertakings in SDF-8, CDB Management committed itself to the “implementation of a Communications Strategy” on gender equality. No Communications and Knowledge Plan has been developed to date. A website for CDB’s gender equality activities was developed in 2017.	
	14. Website and intranet disseminating information on gender policy implementation to CDB’s regional and international partners and stakeholders and CDB staff across all Divisions/Units				
	15. Number of knowledge and capacity building products developed and disseminated.	Knowledge products developed and published in accordance with standards established by Community of Practice and CDB’s policy and guidelines.	4 Case studies - Women and Forestry (BNTF Guyana); Women and Water (BNTF Belize), Women in the Construction Industry (BNTF St. Lucia); GE in YCT (SSD Belize)		
			Gender tools for project cycle management and CSPs developed, tested and disseminated	2014 Gender toolkit for CSPs and projects drafted.	
			Lessons Learned on Gender Responsive Poverty Assessments	2016 CGA Synthesis report published.	
			Publication of 10 CGAs		
Prepare 2 sector/guidance notes (Caribbean Specific) Private Sector Development; Water and Sanitation;		8 sector guidance notes were prepared for the following sectors: education and training, public-private sector partnership, trade, housing, water, transport, energy, private sectors.			
Gender Responsive Participatory Development Methods. Guidelines revised and disseminated		Gender Responsive Participatory Development Methods. Guidelines revised and disseminated			

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
			Research paper - Gender, Labour and the Economy		
			ERSP guidelines revised and disseminated	ERSP guidelines revised in 2015 and disseminated	
			Gender Integrated Climate Resilience (Tools and Guidelines)	Toolkit developed for community climate vulnerability assessments with some gender considerations.	
		Knowledge products and other resources available in intranet and internet.	Develop intranet microsite and website for expanded communications on GE	CDB dedicated a website to disseminate information on GEPOS	
		GE inclusive Business Processes guidelines and e-Operations developed and adopted.	GE integrated in quality assurance guidelines and standards; Programme Operations Manuals and OPPM	Integration has progressed at different speeds.	
			Integrate GE in new PPMS software design.	The new PRISM is currently being rolled out.	
<b>OBJECTIVE 3: Improved Effectiveness of Gender Mainstreaming in BMCs</b>					
<b>BMCs capacity for institutionalising gender equality enhanced.</b>	16. Number of BMCs requesting or undertaking capacity development initiatives. Baseline: 02 (2013) Target: 02/year (2015)	TAs for capacity building on gender mainstreaming provided (includes National GE Policies, GE in sector policies and pilot GE interventions).	Support BMCs to develop stronger baselines for monitoring and ex-post impact assessment at the end of BNTF 7	Gender mainstreaming training, guidance and tools were used to support BMCs. (e.g. March 2013: BNTF workshop on mainstreaming gender in the BNTF project cycle).	
			Design and implement institutional capacity building activities in DFIs	A gender analysis of CDB's loans portfolio was commissioned (i.e. the study "Gender Disparities in Access to Finance in DFIs"). Unclear how this translated into concrete actions.	
			Develop and implementation of specialised GE module in PCM regional project		

OUTCOMES	INDICATORS	OUTPUTS	DIVISIONAL COMMITMENT	PROGRESS <sup>32</sup>	RATING
		Regional knowledge sharing events for national GE machineries, CSOs, government agencies and development partners	Regional workshop with NWMs and MOFs and development partners		
			Regional training workshop on Gender Socialisation and ECD	BNTF project “Curriculum Development and Training in Gender Socialisation for ECD Practitioners in the Caribbean” implemented	
			Convene regional knowledge sharing of good practice on gender and infrastructure development	Regional training and knowledge sharing initiatives realized	
<b>Increased BMC capacity for critical data analysis, planning and reporting on GE.</b>	17. Number of BMCs with developed multidimensional poverty indicators that are disaggregated by sex.	TAs provided to improve sex-disaggregated data in the BMC statistical systems	Work jointly with development partners and BMC statistical departments to strengthen capability for data collection and dissemination of sex and gender disaggregated data: <ul style="list-style-type: none"> <li>• DEVINFO (TCU/RCI)</li> <li>• MICs (SSD)</li> <li>• Preparation of CPAs with strengthened gender analysis and time–use surveys (SSD)</li> </ul>	Enhanced CPAs developed in 2015 with gender considerations.	
<b>Increased BMC investment (loans) in GE</b>	18. Number of gender specific Loans and TAs approved	Pilot TAs to generate increased investment in loans (e.g. GBV, GRB, Access to credit; TUS) provided. Loans Committee Papers on GE themes developed.	Undertake study of gender barriers to access to credit to inform capacity building initiatives in FIs in BMCs	Study “Gender Disparities in Access to Finance in DFIs” was completed.	
			Develop new financial products to facilitate gender specific access to credit		
			Conduct gender audit of DFI data systems for gender monitoring capability and equitable allocation of resources		

**Appendix XI REVIEW OF PROJECTS**

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
<b>Review of project cycles – design, implementation, completion (total: 9 projects)</b>					
		<b>Design (source: project appraisal documents)</b>			
Street Light Retrofitting Project	Antigua and Barbuda	*country data is sex-disaggregated only for indicators on human development (life expectancy at birth, dependency ratio) *social context analysis in the appraisal briefly mentions that the vulnerability of poor female-headed households were exacerbated by the 2008 global economic recession, which resulted in a higher number of applications for government-provided social assistance by this group. This analysis is not directly relevant to the project focus. No quantitative data on gender is provided	*Appraisal doc discusses the project's viability by including a brief gender assessment stating that the nature of the Project does not directly contribute to improving gender equality as mainly men are expected to benefit from employment opportunities resulting from this Project.	n/a	None included in the RMF
Water supply network upgrade project	Barbados	*Country data is sex-disaggregated for unemployment rate, life expectancy at birth, adult literacy rate. *Social context analysis in the appraisal provides sex-disaggregated data for population "categorised as disabled" (based on 2010 census) and cites CGA's data on poor female-headed households. Further references to CGA include the statement that "women are over-represented in lower income brackets and in the 'economically inactive' population" and that women often engage in " "double shifts" doing both unpaid domestic work and income earning often to the detriment of their health." The	Social and gender assessment calls for mitigation of effects of water outages on the female populace, by supporting the investigation of gender-related impacts of water outages.  TA for the conduct of an assessment of the gender-related impacts of frequent water outages is included (besides examining gender-related impacts, the study will define targeting criteria for the population most vulnerable to water outages and propose	*Yes, Gender Action Plan is included (see annex 4.19). The Plan lists planned activities (i.e. "Consultation meetings are held for men and women; Data is disaggregated by sex, for gender monitoring where appropriate; Equal pay for men and women for work of equal type; Safe	RMF includes gender results at the level of outcomes and outputs.

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
		<p>analysis further elaborates on factors contributing to this status quo ("household size, a higher dependency ratio, lack of access to land and credits, and lack of business skills"). Relevant to the focus of this project, the analysis further points out that "Water shortages also contribute to gender related challenges as it has significant implications for those tasked with being parents and caregivers of families given the attended burden of fetching water for personal and domestic use" and describes four types of consequences of water outages disproportionately affect women (health problems, security concerns, increased burden on care, food security).</p>	<p>mitigation measures leading to a water-sector-social protection action plan). Draft TOR included in Annex.</p>	<p>working conditions for both male and female workers; Water sector related gender action plan with roadmap identifies mitigation actions for addressing gender inequality in the water sector.") and defines responsible actors.</p>	
<p>Constitution River Flood Mitigation Project</p>	<p>Barbados</p>	<p>*Country data is sex-disaggregated for unemployment rate, life expectancy at birth, adult literacy rate. Reference to the MDGs in Annex 1.3</p> <p>While some gender analysis is provided, supported with data from multiple sources, the discussion's relevance to the focus of the project is not clearly outlined. Social context analysis in the appraisal cites the Global Gender Gap Index to evidence shortcomings in reducing gender inequality. The analysis further acknowledges gender, as a cross-cutting theme. It also cites the Country Assessment of Living Conditions' quantitative data on female-headed households. In addition, findings of the CGA are mentioned (lower female participation rates in labour force, female</p>	<p>Social and gender assessment notes higher vulnerability of female-headed households (particularly vulnerable to the psychological and financial impacts of damage and/or loss when impacts of disaster occur).</p> <p>Expected positive impact of the project is enhanced resilience and improved property values for formally settled male and female household heads in the area, thereby strengthening their asset base.</p>	<p>n/a</p>	<p>The loan and project summary lists as an expected result by 2019: "One (1) community to benefit from the infrastructure construction/enhancement project of whom 70 persons are female." This result is not included in the RMF.</p> <p>RMF includes one sex-disaggregated outcome indicator "A positive change in attitudes and behaviour of residents with regards to waste</p>

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
		<p>unemployment in tourism and services sectors lack of business expertise as a major barrier to economic advancement of poorer children - girls and women in particular). Yet, whether or not the project will have any impact in this area remains unclear.</p>			<p>disposal after public education campaign (disaggregated by sex)" to measure the outcome "reduced flood risk in Bridgetown (project area)."</p>
<p>Enhancement of Immigration Services</p>	<p>Barbados</p>	<p>*Country data is sex-disaggregated: unemployment rate, labour force participation rate, life expectancy at birth, adult literacy rate, dependency ratio. *Social and gender analysis conducted during preparation and few findings of CGA, and data from CAL Report are incorporated. Social context analysis cites the Global Gender Gap Index to evidence shortcomings in reducing gender inequality. GOBD efforts to promote gender mainstreaming across all sectors are mentioned including its National Gender Policy. In addition, findings of the CGA are mentioned (lower participation rates in the labour force, and higher unemployment rates for females, especially in the tourism and services sectors). Quantitative evidence on poverty rates in female-headed households provided. Analysis briefly cites research on impediments to the movement of labour, particularly in relation to women (gender stereotypes, occupational segregation, burden of care, poverty. Relevance of gender analysis to the project at hand is not always clear. The draft TA for the organisational assessment of strengthening of the</p>	<p>Some gender consideration: "Institutional strengthening and training components of the Project are intended to support capacity building of staff of ID to interact professionally with clients and effectively process their applications across the range of services provided. These capacity building investments are intended to enable ID staff to more ably support processes leading to freer movement of labour, particularly suitably qualified and skilled male and female CARICOM nationals in areas critical for accelerating national development and where human resource shortages exist. The Project's support to the areas identified as drivers of development, particularly tourism and foreign investment is expected to have positive social impacts through increased economic activity and creation/expansion</p>	<p>n/a</p>	<p>No gender-responsive or transformative results defined in the RMF. Some indicators are sex-disaggregated at output and outcome levels.</p>

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
		Immigration Department's capabilities, including special needs, gender and cultural considerations	of income-generating opportunities."		
Fifth Road (Philip S. W. Goldson Highway Upgrading) Project –Belize	Belize	Lessons learnt from CDB and other donors (AusAID, ADB) include discussion of Gender Mainstreaming, including challenging the “traditional gender division of labour by involving women workers in road projects, and encouraging contractors to have at least 30% of all wage labour force to be women; estimating beneficiaries, other than vehicle owners, and incorporating their needs in road infrastructure designs; and ensuring gender relevant and gender-specific targets and indicators are duly included in the projects results frameworks, and monitored accordingly." Sector analysis includes a discussion of gender balance and social inclusion in the construction sector as one of the challenges impacting the road sector in Belize (i.e. occupational segmentation, limited participation of women).	Social and gender assessment expects that the Project to strengthen gender and social inclusion efforts in Belize, by providing opportunities for other key stakeholders – MWT and Contractors – to start tackling gender bias in their institutional practices, while delivering multiple associated benefits and owning the process. As a means to consolidate and cross fertilise positive development impacts, the Project will provide a link for men and women, and cohorts of at-risk youth to participate in programmes offered under the Youth and Community Transformation (YCT) project, and to HIV/AIDS awareness, GBV and other targeted programmes to sensitise, increase knowledge and positively influence behaviour change of participants.  A specific TA for "Gender Capacity Building" is defined with USD 372,000 funding allocated.	Yes (see appendix 4.6). Four outputs defined, outlining specific activities, assigning responsibilities and setting up a time frame for implementation.	RMF includes gender results at the impact, outcome, intermediate outcome and impact levels as well as sex-disaggregated indicators with targets.

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
Third Water Supply Project (Water Area-1 Network Upgrade) Add. Loan	Dominica	Macro-economic and social context analysis, some gender analysis which is related to the focus of the project. Quantitative data is mostly absent except for sex-disaggregated numbers on population distribution by town and country data on education and health (life expectancy at birth and dependency ratio).	While no mention of the Social and Environmental Review Procedures, the appraisal contains a short paragraph on gender assessment highlighting that the Project will reduce the burden for the collection and storage of water that is usually placed on women and children, particularly for those residing in the more rural sections of the project area. The enhanced quality in drinking water will lower the risk of gastrointestinal diseases.	n/a	RMF does not include gender-responsive/transformati ve outcomes or outputs. There is only one performance indicator/target that is sex-disaggregated, yet target is not sex-disaggregated.  Tracer study to determine effectiveness of training and adoption/utilisation of skills by males and females
Support to Legal Aid and Counselling Clinic (LACC) for the delivery of psychosocial and psycho-educational programming for the prevention of gender-based violence – Grenada	Grenada	Appraisal provides extensive discussion of gender, citing SDGs, CGA findings, UNODC statistics, national Protocols on GBV. Analysis spans challenges related both to men and women and highlight social norms and gender stereotypes as factors leading to GBV. In response, the project proposes to target both young men and women and deliver services that are both preventative and curative.	No reference to the ESRP and no social and gender assessment provided.	n/a	*appraisal calls for the project coordinator to submit quarterly gender-responsive progress reports *RMF includes gender results at the impact, outcome, output and indicator levels. All indicators at the outcome and impact levels are sex-disaggregated (yet no target or baseline provided).
Enhancement of Technical And Vocational	Suriname	Appraisal and discusses gender challenges specific to TVET (Negative views of, and gender disparities in TVET).	Appraisal discusses social and gender risks: "Given the small size and remoteness of the host	n/a	RMF includes gender results at the level of outcome indicators and

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
Education And Training		<p>Analysis of social context covers challenges in the area of gender equality (particularly indigenous and tribal women) and makes extensive references to GII data covering a range of issues from maternal mortality to women’s representation in the labour force.</p>	<p>communities in the interior, it is expected that most of the skilled and semi-skilled workers will be sourced from other parts of the country and as a result, between 15-20 men, are likely to reside in these communities as workers during the construction period. This situation could pose some risks to these communities with regard to cultural sensitivities and health issues. To avert this, provision is made as part of the building and civil works contracts, for the delivery of cultural appreciation training, HIV/AIDS and gender based violence awareness and related programmes, to the workers. This sensitisation will be conducted by local institutions during construction."</p>		<p>outputs indicators. No sex-disaggregated indicators provided.                      *Outcome indicator: "New/revised gender responsive TVET curriculum/programmes implemented in targeted districts by October 1, 2018."                      *output indicator: "Gender responsive curriculum developed and/or revised by April 2017                      *output indicator: "Comprehensive Communication strategy to promote and market TVET with gender and social inclusion considerations developed and implemented by February 28, 2018."</p>

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
Energy Sector Support Policy-Based Loan	Trinidad and Tobago	Country data is sex-disaggregated for health, education and labour force. The analysis of social, environmental, macro-economic contexts does not discuss gender.	The social and gender assessment acknowledges that the transportation sector is dominated by males and that direct benefits of the replacement programme will have very little scope for females as transportation sector operators. Equality in access to the benefits of the programme to different groups of men and women will be promoted through stakeholder/public education interventions designed to provide information on the project's benefits, technical parameters, costs and marketing/investment potential. This will include promotion of training opportunities. Yet it is unclear how these measures would mitigate gender imbalances in access to benefits.	n/a	No gender results included in RMF and M&E plan. The RMF does not define nor set targets for gender-sensitive training and information management as outlined in the social and gender assessment.

PROJECT TITLE	COUNTRY	PROGRESS TOWARDS GENDER OUTPUTS?	PROGRESS TOWARDS GENDER OUTCOME?	TYPE OF QUANTITATIVE AND QUALITATIVE REPORTING ON GENDER COMPONENTS?	PROGRESS TOWARDS OUTPUTS?	PROGRESS TOWARDS OUTCOMES?	SUSTAINABILITY OF GENDER RESULTS?
		<b>Implementation</b> (sources: project implementation status report, supervision report, supervision commentary)			<b>Completion</b> (sources: project completion reports, final evaluation)		
Street Light Retrofitting Project	Antigua and Barbuda	n/a	n/a	n/a	n/a	n/a	n/a
Water supply network upgrade project	Barbados	PSR and supervision commentary only available for 2016. By then most activities had not been launched yet, including the TA for gender-related impact assessment	PSR and supervision commentary only available for 2016. By then most activities had not been launched yet.	PSR and supervision commentary do not provide quant. Data, but qualitative assessment of whether or not gender-related outputs were achieved.	n/a	n/a	n/a
Constitution River Flood Mitigation Project	Barbados	Based on PSRs 2016 and 2017, Progress on outputs move very slowly.	n/a	PSR does not report on gender components	n/a	n/a	n/a
Enhancement Of Immigration Services	Barbados	No progress on : Designated detainee areas for males and females operational by June 2016	n/a	PSRs and implementation status report do not provide sex-disaggregated data as aspired in the RMF. Furthermore, the latest PSR notes following shortcomings in reporting. Minimal changes have been made to the 2016 PSR for the 2017 PSR. It has not been prepared with consideration of the	n/a	n/a	n/a

PROJECT TITLE	COUNTRY	PROGRESS TOWARDS GENDER OUTPUTS?	PROGRESS TOWARDS GENDER OUTCOME?	TYPE OF QUANTITATIVE AND QUALITATIVE REPORTING ON GENDER COMPONENTS?	PROGRESS TOWARDS OUTPUTS?	PROGRESS TOWARDS OUTCOMES?	SUSTAINABILITY OF GENDER RESULTS?
				<p>guidelines circulated to EID. No commentary on environmental and social issues has been included. The commentary does not refer to the DA variation approved in 2017. The report makes no mention of any site visits by CDB staff in 2017. The timing performance is unchanged from the 2016 PSR. There are inconsistencies at different sections regarding % complete, and schedule for procurement of equipment.</p>			
<p>Fifth Road (Philip S. W. Goldson Highway Upgrading) Project –Belize</p>	<p>Belize</p>	<p>PSRs report on project components "gender capacity building" yet in a inconsistent, incomplete and non-systematic fashion. By 2017 the output indicators "gender capacity-building process of MWT and contractors" was at 0% and "70 unskilled and 40 skilled workers (20% women) enrolled in the HIV/AIDS, GBV,</p>	<p>n/a</p>	<p>n/a</p>	<p>n/a</p>	<p>n/a</p>	<p>n/a</p>

PROJECT TITLE	COUNTRY	PROGRESS TOWARDS GENDER OUTPUTS?	PROGRESS TOWARDS GENDER OUTCOME?	TYPE OF QUANTITATIVE AND QUALITATIVE REPORTING ON GENDER COMPONENTS?	PROGRESS TOWARDS OUTPUTS?	PROGRESS TOWARDS OUTCOMES?	SUSTAINABILITY OF GENDER RESULTS?
		<p>etc. prevention and awareness raising programme by December 31, 2016" was at 50%. This is the only time the output indicators are measured. The reporting in PSRs very process oriented (i.e. setting up EOIs, skype, workshops).</p>					
<p>Third Water Supply Project (Water Area-1 Network Upgrade) Add. Loan</p>	<p>Dominica</p>	<p>n/a</p>	<p>n/a</p>	<p>PSR 2014 provides sex-disaggregated data on employees: "During the respective construction periods for both tanks the Contractors, for the Massacre tank, employed 8 persons of which 0 were female and the contractors for the Antrim tank employed 12 persons of which 0 were female." IT also notes that "Monitoring of results and impact on beneficiaries from a gender perspective will also be monitored throughout implementation and upon completion." No further mention of gender or sex-disaggregated data in</p>	<p>n/a</p>	<p>n/a</p>	<p>n/a</p>

PROJECT TITLE	COUNTRY	PROGRESS TOWARDS GENDER OUTPUTS?	PROGRESS TOWARDS GENDER OUTCOME?	TYPE OF QUANTITATIVE AND QUALITATIVE REPORTING ON GENDER COMPONENTS?	PROGRESS TOWARDS OUTPUTS?	PROGRESS TOWARDS OUTCOMES?	SUSTAINABILITY OF GENDER RESULTS?
				subsequent PSRs 2015-2017.			
Support to Legal Aid and Counselling Clinic (LACC) for the delivery of psychosocial and psycho-educational programming for the prevention of gender-based violence – Grenada	Grenada	Reporting in PSRs remains at the level of processes and does not include status of expected gender outputs	Reporting in PSRs remains at the level of processes and does not include status of expected gender outcome	n/a	Final evaluation shows achievement of majority of intended outputs.	Final evaluation shows some progress towards outcomes at the level of changes to attitudes towards GBV. In addition to delivering its psycho-social programs (including work with offenders and for women, the project allowed the clinic to provide more sustained public education on GBV (transformative).	Evaluation remains vague in its assessment, but points out that effective violence prevention strategy is the necessity for a multisectoral approach, continued funding and sustained partnerships.

PROJECT TITLE	COUNTRY	PROGRESS TOWARDS GENDER OUTPUTS?	PROGRESS TOWARDS GENDER OUTCOME?	TYPE OF QUANTITATIVE AND QUALITATIVE REPORTING ON GENDER COMPONENTS?	PROGRESS TOWARDS OUTPUTS?	PROGRESS TOWARDS OUTCOMES?	SUSTAINABILITY OF GENDER RESULTS?
Enhancement of Technical And Vocational Education And Training	Suriname	PSR 2016 Q4 and 2017 include section on "social, gender and environment": "There is nothing to report with respect to social, gender and the environment as procurement is at an early stage." Very sparse reporting on output indicators, i.e. process is delayed	Very sparse reporting on outcome indicators, i.e. process is delayed	n/a	n/a	n/a	n/a
Energy Sector Support Policy-Based Loan	Trinidad and Tobago	n/a	n/a	n/a	n/a	n/a	n/a

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
<b>Review of project appraisals (total: 15 projects)</b>					
		<b>Design (source: project appraisal documents)</b>			
Seventh Power Project	Anguilla	Limited gender analysis: sex-disaggregated data on employment figures and acknowledgement that women continue to be under-represented in occupational categories that generate sustainable employment.	*gender imbalance in construction sector acknowledged and project management encouraged to support equal opportunity employment practice *assessment concludes that nature of the Project does not lend itself to major interventions affecting gender, yet sustainable electricity supply will support job creation and opportunities for sustainable income generation for women under the MTEFP	n/a	No gender considerations included in RMF
Hurricane Reconstruction Support Antigua And Barbuda	Antigua and Barbuda	Discussion focuses on "vulnerable groups", including women, youth, persons with disabilities, elderly and children, without distinguishing between the specific needs of each group	n/a	n/a	n/a

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
College Of The Bahamas Transformation Project	Bahamas	<p>*cites Gender Inequality Index (GII), CMDG targets, *Analysis points out female poverty rates, inequalities in female participation in the labour market, and its sources in men's and women's access to education and training *discusses the urgent need for gender responsive improvements in local human resource capabilities that address local capacity shortages in – middle-level technical skills and higher-level managerial abilities, to reduce the demand for immigrant labour in these categories.</p>	<p>*very limited consideration of gender covering mainly ensuring a gender-sensitive, participatory approach to stakeholder consultation by hiring a Stakeholder Engagement consultant</p>	n/a	<p>*Gender components are included at the impact, outcome levels (gender-specific targets/indicators, e.g gender parity in education as well as indicators and data to be disaggregated (male/female) where appropriate.) *One of the outputs defines the development of eight, gender responsive online courses</p>
Design Study for Residential Energy Efficiency Programme, Barbados	Barbados	No analysis provided.	n/a	n/a	<p>The study's purpose is, among others, the assessment of social and gender criteria to design interventions for poor and vulnerable households (often female-headed with high dependency ratios) to reduce their energy costs. The study is supposed to include sex-disaggregated data. The design and results monitoring framework does not detail gender considerations.</p>

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
Student Revolving Loan Fund	Barbados	<p>*some country data is sex-disaggregated (labour force, health, education)</p> <p>*analysis cites Global Gender Gap Index, and GII and makes references to National Gender Policy priorities and CGA and findings (labour market participation, unemployment). Education sector analysis discusses women's disproportionate representation in tertiary education, while higher male enrolment rates in TVET, acknowledges it impacts on differential male and female labour force participation and remuneration.</p>	<p>*limited consideration of gender covering mainly engaging a consultant tasked with identifying hindrances to gender equitable access to student loan financing and providing recommendation on how to enhance gender-equitable and socially-inclusive educational achievements and national sustainable development outcomes. Social impact analysis notes project's potential impact to enhance the capabilities of persons from poor and predominantly female-headed, vulnerable household. Impact analysis also discusses transformational change by "breaking the culture and cycle of intergenerational poverty"</p>	n/a	<p>*Limited Gender results are included at the level of project outcome indicator ("beneficiaries of student loans by gender"), while target is not disaggregated. *annual reporting with sex-disaggregated data on beneficiaries is foreseen.</p>

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Education Sector Support Project	British Virgin Islands	More nuanced gender analysis provided with reference to social norms, gender stereotypes challenges specific to boys and girls. Social context analysis discusses gender inequality as one of the factors correlated with educational outcomes and occupational choices. Discussion covers crime and violence, adolescent pregnancy, differences in socialisation of boys and girls within the family, school and community. Special light is shed on challenges specific to boys are discussed (school drop out-rates, criminal activity).	Calls for the drafting of an Environmental and Social management Plan including a Grievance Redress Mechanism (GRM) to address concerns/complaints of affected persons promptly - using a transparent process that is gender responsive, culturally appropriate, and easily accessible to affected persons. Expected benefits include more gender and equitable learning environments and outcomes at the basic education level, with greater levels of engagement by both boys and girls.	Yes, includes GAP. Three outputs are defined with detailed activities covering gender-responsive capacity building, development of knowledge products, needs assessments, advocacy. Responsibilities are assigned and timeline provided.	*One of the key goals of this project is improve the gender-responsive psycho-social support afforded to vulnerable and at-risk students. *Includes a TOR for the development of a gender-sensitive and socially inclusive early identification system *All indicators in RMF are sex-disaggregated with baselines and targets for both men and women. RMF also include gender-specific indicators (i.e. provision of gender-responsive psycho-social support services and delivering of gender-responsive student support services policy, protocols and guidelines to MOE)

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Ninth Consolidated Line Of Credit	Dominica	Social context analysis includes a dedicated section to gender looking at poverty of female-headed households, women's access to resources (land, credit, public assistance). Section does not provide any quantitative data nor reference sources.	Provides a quite elaborate gender impact analysis of the project looking at both men and women.	n/a	Expected project outcomes include a gender credit analysis of loans and improved institutional capacity of DAIDB to assess and manage gender equality in its project appraisal processes. *RMF includes gender results at the output level (indicator "Number of DAIDB technical staff and SLAC members trained in gender analysis (disaggregated by sex)" with baseline and target).

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Tropical Storm Erika	Dominica	Social and gender context analysis is offered in a dedicated section, looking at findings from the CGA regarding male and female representation in certain sectors, and how in the aftermath of storm Erika, construction activities will increase and reinforce occupational segregation in construction sector.	Potential positive impact on women and men is outlined (including reduction in travel time and improved safety for primary care givers, employment opportunities). Risks are discussed, such as reinforced occupational segregation in construction sector due to traditional sex-stereotyping and existing occupational segregation. Given that no risk mitigating approaches are developed, the project is not aiming to be gender-transformative in the area of employment. The project mitigates against risks of HIV/AIDS transmission and gender-based violence at construction sites with civil work contracts which require that contractors sensitise construction workers on these issues. Contractors must also provide proper working conditions for male and female employees in keeping with health and safety standards.	n/a	RMF includes gender components in performance indicators/targets at outcome level ("health and safety measures and gender safeguards instituted by contractors at construction sites") and output level ("Construction workers of successful contractors enrolled in gender sensitisation and HIV/AIDS awareness training"). It also foresees active involvement of the Ministry of Social Services Family and Gender Affairs in monitoring activities and Bureau of Gender Affairs and Community Development facilitating trainings for construction workers.

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
Building Capacity For Disaster Risk Management And Climate Resilience Project, Ile À Vache - Haiti	HAITI	Gender discussed in the context of social context analysis, acknowledging gender inequality and traditional gender roles as a development constraint in the area of health, employment, political representation and GBV. Quantitative evidence provided and references made to MDG reporting, GII, and UNDP. Lessons-learned from previous projects include participatory and gender mainstreaming approaches involving communities, central government and local agencies and project beneficiaries at all stages of the project cycle are essential for strengthening buy-in and enhancing the sustainability of interventions.	Social and gender assessments note an overall positive impact on social groups, especially women and children by enhancing safety during travel to water sources. The project aims to mitigate potential negative affects on beneficiaries by drafting a Grievance Redress Mechanisms ensuring a gender-responsive process. It also proposes gender-responsive capacity building workshops, public education, information and communication programmes on water, health, sanitation and environmental issues.	Yes, GAP is included, outlining specific activities, assigning responsibilities and setting up a time frame for implementation. Definition of outputs is unclear for some activities.	During project design, consultations with stakeholders included beneficiary gender analysis, identifying needs and challenges, recommending solutions and prioritising proposed project interventions. The Project implementation structure provides for continued community involvement in decision-making, gender responsive indicators and targets, fostering engagement between beneficiaries and public officials.  The M&E Specialist is tasked to update and refine the Project Results Framework including integration of gender sensitive targets
Second Student Loan Jamaica	JAMAICA	Social context analysis discusses gender-specific risks in the education sector, including increasing risk of young women to fall pregnant and of young men to engaged in violence and crime. Education sector review highlights disproportionate female representation in tertiary education	n/a	n/a	Reporting guidelines call for sex-disaggregated data on applicants and beneficiaries. Yet, RMF does not include gender results.

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
<p>Technical Assistance - Capacity-building of Civil Society Organisations to address Childhood Obesity Prevention – regional</p>	<p>Regional</p>	<p>Project justification cites higher rates of women affected by non-communicable diseases, and responsible for providing care services in households. TOR foresees assessment of CSOs and provision of capacity-building technical assistance (TA) must give attention to targeting overweight and obesity in children according to gender (males and females), and vulnerabilities associated with disability, urban–rural location, poverty and ethnicity.</p>	<p>n/a</p>	<p>n/a</p>	<p>Gender result included at the outcome level ("Enhanced capacity of five CSOs to plan and implement gender-responsive childhood obesity interventions in four BMCs") and sex-disaggregated indicators (yet baselines and targets not sex-disaggregated). TOR further specifies that the report must provide a profile of participants' to include sex (males and females), and disability status (disabled and non-disabled) of participants.</p>

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Technical And Vocational Education And Training Enhancement Project	St. Kitts and Nevis	Gender discussed in the context of social analysis but not macro-economic analysis. Analysis mainly discusses gender in relation to its assessment of the country's TVET system (gender segmented choices in pursuit of skills areas along traditional stereotypes, need for gender-responsive career guidance program).	n/a	Yes, includes a GAP. Three objectives are defined as well as multiple barriers (traditions, norms, culture, socio-economic circumstances, institutional mechanisms, gender-neutral programming and monitoring), impact on economic empowerment, actions to GE, project actions and indicators to measure the progress.	*The expected outcome of the Project is a high quality, relevant and gender-responsive Technical and Vocational Education and Training (TVET) system. *RMF includes sex-disaggregated data in baselines, and gender-specific outcomes and indicators.

PROJECT TITLE	COUNTRY	GENDER ANALYSIS PRESENT?	GENDER CONSIDERED IN REVIEW OF SAFEGUARDS?	GENDER ACTION PLAN INCLUDED?	ARE GENDER RESULTS INCLUDED IN RMF?
Street Light Retrofitting Project St. Lucia	St. Lucia	*Reference to CGA findings on GBV. Gender considerations are also presented in the context of macro-economic context analysis (i.e. burden of care, female unemployment rates, female participation in labour force, female earnings). *sex-disaggregated data is provided for country data on labour force, health and education.	Assessment concludes that the nature of the Project does not directly contribute to improving gender equality. Given the gender imbalances in the construction sector and energy sector, mainly men are expected to benefit from this Project. Hence, the project does not aim to be gender-transformative. A TA project on Gender Analysis Training aims at increasing gender mainstreaming in the National Sustainable Development Plan, sector policies, project design, and evidence-based decision-making for government officials and other partners such as utility companies.	n/a	No gender results are included in the RMF

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NDM - Disaster Risk Reduction And Climate Change Adaptation	St. Vincent and the Grenadines	Gender discussed in the context of social analysis touching up on female labour force participations rates, ownership of land and assets, which increases their vulnerability to natural disasters and climate change.	Appraisal does not include ESRP assessment per se, but does discuss social and gender benefits: Project has potential to contribute to women's economic empowerment in the agriculture sector, yet very little direct potential to contribute to gender mainstreaming, men and women in the affected areas will benefit from the improved infrastructure but direct interventions are being made to enhance access to services for different groups of men and women to augment gender equality. Further, the use of harmonised procurement mechanisms should have a positive influence on GE allowing equality in access to resources from the inputs of the project.	n/a	RMF includes gender considerations through outcome indicators ("Construction workers during construction enrolled in gender sensitisation and HIV/AIDs awareness training") and sex-disaggregated indicators (baselines and targets are not sex-disaggregated)
Macroeconomic Policy-Based Loan	Turks and Caicos Islands	Very limited gender discussion as part of social context analysis (female unemployment rates, and disproportionate impact of public sector downsizing and salary cuts on women). Sex-disaggregated data provided for country data on labour force and human development.	n/a	n/a	No gender considerations included in RMF

## Appendix XII CDB GENDER MARKERS

### Gender Marker scoring system at project appraisal stage (version from June 2015)

PROJECT CYCLE STAGE	CRITERIA	MAXIMUM SCORE
<b>Analysis:</b> Introduction/ Background/ Preparation	Consultations with women/girls/men/boys and relevant gender-related or sector-related public or private organizations have taken place.	0.5
	Social analysis identifies gender issues and priorities.	0.25
	Macroeconomic analysis identifies gender issues and priorities.	0.25
<b>Design:</b> Project Proposal/Definition/ Objective/Description	To address the needs of women/girls and men/boys concrete interventions to reduce existing gender disparities have been designed. Effect on project outcome is direct.	0.5
	Project objective / outcome includes gender equality.	0.5
<b>Implementation:</b> Execution	Implementation arrangements (gender mainstreaming capacity building or gender expertise in implementing agency) to enhance the gender capacity of the implementing agency. Effect on project outcome is indirect.	0.5
	Terms of reference of project coordinating unit / project management unit include responsibilities of gender mainstreaming, especially at the levels of the project coordinator/director and the M&E officer.	0.5
<b>Monitoring and Evaluation:</b> Results-Monitoring-Framework (RMF)	Sex-disaggregated data included in the baselines, indicators and targets of the RMF. <i>Or</i>	0.25
	Collection of sex-disaggregated data required for M&E (stated and budgeted in Project)	0.25
	At least one gender-specific indicator at the outcome and/or output level in the RMF.	0.5
<b>Maximum Score</b>		4

Source: draft CDB Gender Baseline Methodology.<sup>34</sup>

### Gender Marker scoring system for CSPs (version from 2014)

CRITERIA		POINTS	SCORE
<b>Analysis</b> (1 point)	Social and gender analysis conducted in at least 2 or more strategic areas of focus (sector analyses).	0.5	1
	Country gender priorities identified.	0.5	
<b>Data</b> (1 point)	Sex-disaggregated data included in the context analysis.	0.5	1
	Sex-disaggregated data included in the baselines, indicators and targets.	0.5	
<b>Engagement</b> (1 point)	Commits to ensure gender balance in consultations throughout implementation.	0.5	1
	Commits to involve institutions/groups working on gender issues in monitoring implementation.	0.5	
<b>Response</b> (1 point)	At least one gender responsive outcome.	0.5	1
	Commits to conduct gender analysis and address gender gaps in implementation.	0.5	
<b>Maximum Score</b>			4

Source: Draft Gender Toolkit, 2014.<sup>35</sup>

<sup>34</sup> This is the most recent CDB corporate document made available to the evaluation team, which provides an “official version” of the Gender Marker scoring system. To our knowledge, the Gender Marker has undergone several rounds of revision, reflected in the differences between the template provided in the 2015 draft Gender Baseline Methodology and the draft Gender Toolkit from 2014 (which included the 4 criteria “analysis”, “data”, “engagement”, “response” and slightly different scoring). A review of a select number of projects approved in the second half of 2017 indicate that the Gender Marker has evolved since, yet no official documentation to confirm this is currently available.

<sup>35</sup> This is the latest version of the Gender Marker template for CSPs available to the evaluation team and does not reflect possible revisions since 2014.