

Designing Gender-focused Development Policy Operations

Background Note for the Gender Equality Community of Practice for Finance Ministers

This note aims to facilitate a discussion on designing budget support operations for countries seeking to increase their gender equality commitments. It reviews recent Development Policy Operations (DPOs) of the World Bank Group as to whether they included substantial/ transformative gender actions. It also outlines key issues and potential roles WBG DPOs might play in supporting client country efforts to achieve gender equality. This should be considered in the overall context of DPO lending. A recent review of DPOs suggests the following factors are necessary for their success: (i) government ownership and leadership must remain strong throughout the reform process, (ii) reform momentum needs to be sustained through political cycles, (iii) reform programs must be attuned to the political economy of the country, (iv) intergovernmental coordination is necessary, along with (v) adequate implementation capacity and (vi) strong analytical underpinnings for the reform program.¹

Gender equality in budget support operations

Many DPOs include some gender analysis. Beyond this, some recent DPOs include prior actions on gender with the aim of supporting major reforms. These DPOs highlight the extent to which DPOs can be used to facilitate reforms for gender equality as well as some potential challenges for future “Gender-focused DPOs.”

We can envision “*Gender-focused DPOs*” as *DPOs that include transformative gender actions, as a pillar or a series of prior actions*. Gender-focused DPOs should also have indicators and targets that reflect the desired outcomes of the operation. In FY13, around 35 percent of approved DPOs integrated gender in the analysis, policy, and results framework.

Box 1: DPO terminologies

Prior action: A policy or institutional action authorities take prior to Board presentation.

Triggers are planned actions in the second or later years of a program that are deemed critical to achieving the results of the program and will be the basis for establishing prior actions for later operations. In other words, triggers are the expected prior actions for a subsequent operation but there is flexibility to revise them, if needed.

An action **changes** something such as incentives, prices, governmental structures, etc.

Scope of actions: Policy actions frequently take the form of new laws or regulations or decision rules (e.g. a new tariff-setting mechanism), while institutional actions frequently include restructuring of government departments, civil service reform, or the creation of new units to accomplish specific objectives. They frequently include first-time implementation of new laws or regulations. But implementation from the second year onward ceases to be new. It does not change structures or incentives as in the first year of implementation. Hence, such routine work should not be considered a prior action or a trigger. *Source: DPL Academy training material, OPCS*

Some relevant definitions and features related to Gender-focused DPOs are described below:

Gender Prior Actions

A review of gender-informed DPOs reveals **two broad types** of gender-related prior actions:

- i. **Policy actions** to improve legal frameworks for gender

¹ World Bank (2013). 2012 Development Policy Lending Retrospective: Results, Risks, and Reforms.

- FY07-12 Vietnam Poverty Reduction Support Credit (PRSC) 6-10 series: Creating a unified legal framework to address gender disparities and increase women’s participation in decision-making; and a legal framework for domestic violence prevention and control.
 - FY09 Turkey Second Competitiveness & Employment DPL (P096840): Amendment of the Labor Law that introduced a time-bound reduction of employer social security contributions for hiring young and female employees.
- ii. **Institutional actions** to create a government body, assign responsibility within government, and ensure gender-related services:
- FY14 Brazil Rio de Janeiro transport DPL (P147695): Establishment of the *Sub-Secretaria de Políticas para as Mulheres* (SPMRJ/SEASDH) (Sub-secretariat of Policies for Women).
 - FY12 Brazil Bahia Inclusion and Economic Development DPL (P126351): Establishment of the *Secretaria das Políticas para as Mulheres (SecMulher)* (Secretariat of Women) into a permanent secretariat with improved organizational structure and expanded human and financial resources.
 - FY07-12 Vietnam PRSC 6-10 series: Mapping of institutional responsibilities for the implementation of the Gender Equality Law and monitoring gender equality.
 - FY14 Colombia Enhancing Fiscal Capacity DPL (P145605): The GoC has mandated the provision of specific measures to protect women who are victims of gender violence, such as provision of meals, transport, and temporary housing.
 - FY14 Brazil Rio de Janeiro transport DPL (P147695): Implementing the *Lei Maria da Penha* (Brazil’s domestic and gender-based violence prevention legislation). The prior actions were: (A) adopting a policy to promote gender equality in the transport sector specifically focused on the women users of the transport system operated by *Supervia*; and (B) commitment to implement the *Programa Supervia e Teleférico Lilás* (Supervia and Teleferico Lilac Program)².

Gender-related results indicators

The review found a number of good practice Gender-focused DPOs, which included gender equality indicators and targets in the policy and results framework. The policy and results frameworks indicate two main objectives:

- i. Monitoring a desired change in gender equality indicators:
- FY07-12 Vietnam PRSC 6-10 series included the following indicators and targets: Percentage of leadership positions held by women (in the National Assembly). Baseline (2006) = 27 percent, Target (2011) = above 30 percent; percentage of asset ownership among women (separate or joint land use certificates). Baseline (2006) = 30 percent, Target (2011) = 45 percent; Wage employment among women (fraction of female labor force having a wage as primary or as secondary occupation). Baseline (2004) = 17.9 percent, Target (2011) = 25 percent.
 - FY13 Rwanda Governance and Service Delivery DPL (P145114) supports increased citizen participation and includes the following outcome indicators: % of citizens who participate in the district budgetary process (o/w women). Baseline (2010) = 11% (10%), Target (2013/14) = 20% (19%); % of citizens who participate in the formulation of *Imihigo* (performance contract) activities (o/w women). Baseline (2010) = 24% (22%), Target (2013/14) = 30% (28%).

² The program will seek to populate the *Supervia* and *Teleferico* mass transit stations with gender-focused resources and services and integrate the mass transit systems to the “Brazilian Women’s House” for anti-domestic and gender-based violence activities.

- ii. Establishing targets to monitor impact of spending and services on gender equality and women:
- FY14 Colombia Enhancing Fiscal Capacity DPL (P145605): Total budget assigned to finance provision of specific measures to protect women who are victims of gender violence as a percentage of the National Current Expenditures. Baseline (2012) = 0 percent, Target (2014) = 0.01 percent.
 - FY14 Brazil Rio Transport DPL (P147695): Number of women benefiting from increased access to information and to social and legal services as per provisions of the *Lei Maria da Penha* (Brazil's domestic and gender-based violence prevention legislation) within the *Supervia* and *Teleférico* (urban rail and cable car) systems. Baseline (December 2013) = 0, Target (December 2014) = 50,000; Increase in the number of women benefiting from the integration of the *Supervia* and *Teleférico* systems to access the *Casa da Mulher Brasileira* (Brazilian Women's House). Baseline (December 2013) = 0, Target (December 2014) = 1,000.
 - FY14 Burkina Faso Growth and Competitiveness DPL (P146640), which supports an improvement in access to finance for women by expanding the Support Fund for Women's Income-Generating Activities (FAARF). The results framework of the DPL includes the following outcome indicator: The FAARF reaches over 80,000 beneficiaries nationwide, with a total loan portfolio of more than CFAF 4.5 billion. Baseline (2011) = 70,000, Target (2014) = 80,000.

Potential roles of the World Bank's DPOs

The World Bank could use its existing mechanism to support country-owned efforts on gender equality. Gender-focused DPOs can be undertaken within the existing framework and policies governing DPOs. DPOs can facilitate dialogue to fulfill their country's gender action plan between finance ministries and other parts of government. An example for using DPOs to map accountability on gender across line ministries appears in Box 2. Candidates for gender-focused DPOs are operations in the pipeline interested in including some gender prior actions or framing the operations around gender equality. It should be noted that gender-focused DPOs will usually include several pillars and prior actions, in addition to those on gender.

Box 2: A case study from Vietnam PRSC series

The Poverty Reduction Support Credit (PRSC) program was a World Bank-led multi-donor initiative that aimed to enhance equitable economic growth in Vietnam through reforms. The PRSC supports a reform program directly linked to the four pillars of Vietnam's Socio-Economic Development Plan 2006-2010, including the pillar on social inclusion which addressed gender disparities and increasing women's participation in decision-making. Chief among the reforms under Vietnam's PRSC is the mapping of institutional responsibilities to implement the new Gender Equity law, which is aimed at institutionalizing the national policies on gender equality and women's development as well as reducing gender-based discriminations.

To create incentives, it may be possible to provide additional funding for DPOs that include gender prior actions. Sources of funding could include:

- Co-financing from bilateral development partners, including DfID, considering a new facility to support gender results.
- Raising the ratio of DPO versus investment lending within the country envelope and using the additional funds for DPOs as incentives for Finance Ministries.