

Do Poverty Reduction Strategy Papers (PRSPs) Address Gender? A Gender Audit of 2002 PRSPs

Elaine Zuckerman and Ashley Garrett

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Authors

Elaine Zuckerman

President and Founder of Gender Action
elainez@genderaction.org

Ashley Garrett

External Relations and Program Development, International Organization for Migration
garrett@iom.int

Special Contribution

Denise Colbert, Gender Action Associate, analyzed all 2002 JSAs for gender. This analysis is summarized in the text and presented in detail in Annex 2.

Abstract

Since the World Bank and International Monetary Fund introduced PRSPs as a prerequisite for borrowing by its poorest and transition country clients, they have become de facto national plans with budgets. To achieve their poverty reduction targets, PRSPs must address the gender dimensions of poverty including promoting women's rights and commit to other gender responsive interventions. Unengendered PRSPs implicitly reinforce unequal gender patterns that hinder development. This audit of the 13 PRSPs produced during 2002 demonstrates that 3 PRSPs address gender issues commendably if not completely (Malawi, Rwanda and Zambia). Another 8 PRSPs spottily apply an outdated Women in Development approach, defining gender issues as reproductive health, girls' education and a few other issues that vary by country. The remaining two PRSPs almost neglect gender. *Only two PRSPs promote women's rights* (Malawi, Rwanda). *No PRSPs engender structural adjustment measures like trade liberalization and privatisation.* Most PRSPs state women are included in their participatory consultations but none break down the numbers of men and women consulted or indicate whether their surveys included gender related questions. Few PRSP data are sex-disaggregated. Rwanda's is the only PRSP that tries to engender expenditures wherever possible. The analysis also found that the majority of Joint Staff Assessments that accompany PRSPs to the Bank and Fund Boards contain superficial gender analyses.

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A Gender Audit of 2002 PRSPs
Elaine Zuckerman and Ashley Garrett**

Background: Why PRSPs Must be Engendered

Since the World Bank and International Monetary Fund launched Poverty Reduction Strategy Papers (PRSPs) in 1999 in response to civil society demands to reduce the unsustainable debt that poor developing countries owed these multilateral financial institutions, development organizations have scrutinized PRSP performance. Multilateral institutions themselves, bilateral aid agencies and civil society organizations (CSOs) have held a magnifying glass to PRSPs to assess the extent to which they reflect participatory consultations and promote HIV-AIDs prevention, disease immunization, trade liberalization, debt reduction, gender equality and many other goals.

The Bank and the Fund introduced PRSPs as a prerequisite for the poorest countries participating in the Highly Indebted Poor Country (HIPC) initiative to have their Bank and Fund debts reduced. Subsequently, the Bank and the Fund have introduced PRSPs in non-HIPC low-income developing and transition countries (World Bank 2002). Mandatory PRSPs have come to legitimize Bank and Fund lending in increasing numbers of developing and transition countries.

PRSPs have become de facto Bank and Fund mandated national economic plans directed at reducing poverty. They are supposed to be country-owned, expressing not only government but also broad civil society interests solicited through a participatory process. Many PRSPs are still in draft, many others have yet to be formulated, and existing PRSPs will be reformulated periodically to reflect changing needs.

PRSPs must be engendered because research compellingly correlates greater gender equality with more equal human rights for men and women, and greater poverty reduction and economic growth (World Bank 2001a). Although women's status has improved in most countries over the last half century, gender disparities persist everywhere and remain most acute in the poorest countries. Across and within countries, gender disparities in rights, mortality rates, education, health, political participation, financial assets and other indicators are greatest within poorer income groups. Gender inequalities impose large costs on the well-being and health of the poor, diminishing their productivity and potential to reduce poverty and ensure economic growth. In most societies women have more limited opportunities to enjoy rights, express needs, improve economic conditions and access services than do men (Bamberger et al 2001).

Although women and men share many of the burdens of poverty, they frequently experience poverty differently, have different poverty reduction priorities and are affected differently by development interventions. Usually women and girls bear the brunt of gender inequalities. Identifying and redressing these inequalities tends to have high social, economic and financial returns (Bamberger et al 2001). Nevertheless, as this audit demonstrates, PRSPs have a weak track record on identifying and addressing

gender inequalities. Addressing the gender dimensions of poverty and creating gender responsive interventions enhances the likelihood of success of poverty reduction strategy efforts. If PRSPs are not engendered, they implicitly reinforce unequal gender patterns that hinder development. Thus PRSPs must be engendered.

Gender Action, a new non-profit promoting women's rights and gender equality in multilateral financial institution investments, policies and strategies, has made PRSPs a major gender mainstreaming target because PRSPs play a critical role in country eligibility for multilateral and most bilateral investments and because they determine national investment priorities. Deeper sector examples of why PRSPs must mainstream gender are presented in Zuckerman 2002d and a description of tools available to mainstream gender into PRSPs is available in Zuckerman 2001, 2002a and Bamberger et al 2001.

The remainder of this report analyzes the gender track record primarily of all 2002 PRSPs and also of all 2002 Joint Staff Assessments that accompany PRSPs when they are sent to the World Bank and International Monetary Fund Boards of Directors. The report ends by drawing conclusions based on this analysis.

The Gender Track Record: Patterns in 2002 PRSPs

As of early 2003, 20 countries had completed PRSPs and over 45 had produced Interim PRSPs (IPRSPs). This paper analyzes all 13 PRSPs produced during 2002. The 13 PRSPs published during 2002 and their regional breakdown are as follows:

2002 PRSPs			REGIONAL BREAKDOWN	
Albania	Guinea	Senegal	AFR	8
Ethiopia	Guyana	Tajikistan	EAP	1
Gambia	Malawi	Vietnam	ECA	2
	Niger	Yemen	LAC	1
	Rwanda	Zambia	MENA	1

A comparison of 2002 and earlier PRSPs indicates progress is being made toward engendering content but that there is still a long way to go before PRSPs thoroughly integrate gender issues (Zuckerman 2002a; 2002b). Several 2002 PRSPs integrate gender into numerous sectors and themes but no PRSPs to date engender all sectors and themes. PRSPs follow up engendered strategies with monitoring indicators, implementation strategies and funding commitments only sporadically and inconsistently. Typically, for example, a PRSP that commits to eliminate domestic violence fails to include follow up monitoring indicators and funding to address this commitment. PRSP monitoring indicators and budgets often do address trade liberalization, agricultural export development and other mainstay MDB-financed programs but these are not typically engendered. PRSPs must also monitor gender and other social impacts and allocate funds for programs promoting women's rights and gender equality.

At this time, some recent PRSPs still hardly mention gender issues at all and most PRSPs include few sex-disaggregated data.

Among the 13 PRSPs produced in 2002, 8 were African and the other five were dispersed among other regions. The three best engendered PRSPs are all African – Malawi, Rwanda and Zambia. The analysis below shows that even the three best engendered PRSPs do not thoroughly mainstream gender, but they are more systematically gender sensitive than are the other 10 PRSPs.

Annex 1 contains a detailed gender audit of each of the 13 PRSPs completed in 2002. For this audit, we established a conceptual framework to review the extent and quality of gender analysis. The framework contains the following categories that are analyzed cross-sectionally below. Each category is a column heading in Annex 1.

- Participatory Process and PRSP Writing
- Definition and Scope of Poverty and Gender within Country
- Economic Strategies (Macroeconomic: Structural Adjustment, Trade, Budgets, Fiscal Policy; Microeconomic)
- Human Capacity Strategies (Education, Health Care, HIV/AIDS, Social Protection, etc.)
- Governance Strategies (Public Administration, Human Rights, Legal Status, Political Participation)
- Gender Analysis (Mainstreamed or Scattered)

Participatory Process and PRSP Writing

Among the 2002 PRSPs, almost all state their participatory consultations included women but it is unclear what proportion of those consulted were women. No PRSPs include a breakdown of participants by gender or demonstrate that they had gender equal participation.

Most PRSPs mention participatory consultations took place within technical working groups. A couple of PRSPs state their countries established specific technical thematic groups around gender (Guinea, Malawi). But they neither mention whether these technical working groups were composed only of government officials nor whether they included civil society organizations promoting women's rights and gender equality nor their gender composition.

Some government gender ministries or agencies actively participated in the PRSP preparation (Guyana, Niger, Rwanda). One PRSP states its government includes a Ministry of Gender but does not specify its role, if any, in the PRSP preparation (Malawi).

None of the PRSPs report whether their participatory survey questionnaires included gender-related questions, for example on time use and female and male priority issues. A few PRSPs stated the consultative process defined gender differences as an aspect of poverty (Gambia, Yemen, Zambia) or that community member's perceptions of poverty reflected gender roles (Gambia, Yemen).

At least in the early PRSPs, in some countries PRSP writers ignored engendered inputs. The writers of two pre-2002 PRSPs ignored sex-disaggregated data collected during PRSP preparation (Uganda 2000; UPPAP 2000; Rodenberg 2001). They failed to incorporate them into the PRSP, instead *reaggregating* them during PRSP writing (eg Ghana, Uganda). It is unknown if this problem affected any 2002 PRSPs. But 2002 PRSPs do not explicitly state whether they incorporate engendered inputs.

Tajikistan's PRSP is notable for never mentioning women's participation or gender issues in the participatory processes.

Definition and Scope of Poverty and Gender within Country

Several issues raised in this section in terms of the definition and scope of poverty and gender reappear in other sections discussing strategies to redress these issues.

In defining poverty, several PRSPs note women are a vulnerable group (Gambia, Niger Senegal, Zambia); or female or male headed households are more vulnerable of falling into poverty (Albania, Malawi, Rwanda, Zambia) or urban women are more vulnerable to poverty than are rural women (Ethiopia, Senegal).

Most PRSP poverty data reach down to the household level but too often they fail to reflect intrahousehold consumption differences by gender (Albania, Gambia, Guinea, Tajikistan, Vietnam, Zambia). One PRSP uniquely discusses these intrahousehold distribution patterns (Malawi).

Several PRSPs contain a fair amount of sex-disaggregated data on the gender dimensions of poverty for categories like nutrition intake, access to health services, literacy, school enrolment rates and HIV-AIDs risks and impacts (Ethiopia, Gambia, Malawi, Niger, Rwanda, Zambia) along with excellent analyses (Malawi, Rwanda, Zambia).

Almost all PRSPs contain some sex-disaggregated data on literacy, enrolment and maternal mortality rates. But sex-disaggregated data are sometimes confined to only one of these indicators, for example, the maternal mortality rate, that by definition is sex-disaggregated (Vietnam), or to education enrolment (Albania). These are important indicators, but there are other important poverty-gender nexus indicators. Overall, too few poverty data are sex-disaggregated.

Too often, good sex-disaggregated survey data are available but are not used. Rwanda's Ministry of Finance and Economic Planning is processing a trove of such raw data to augment its existing sex-dissaggregated statistics.

Poverty measures such as the head count ratio that some PRSPs introduce tend not to be sex-disaggregated and there are few data disaggregating single female and male household heads.

A handful of PRSPs address workload gender inequalities including unpaid women's work, wage gaps in paid work, unequal gender impacts of male migration to cities as laborers (Guinea, Malawi, Yemen) and employment and unemployment rates in the formal sector (Yemen).

Only one PRSP provides a gendered analysis of domestic violence, human rights, and personal safety (Malawi). Only one PRSP notes the inadequacy of the legal system to address domestic violence (Guyana). One PRSP notes that women are constant victims of violence (Senegal).

Only one PRSP discusses the lack of women's roles in political representation (Guinea).

A few PRSPs discuss limitations on women's rights and access to property ownership including land (Ethiopia, Gambia, Guinea). Rwanda's PRSP advocates ending property discrimination against women and discusses its project to engender legal codes.

Otherwise, few PRSPs provide a gender analysis of human rights, and women's access to civil society groups, legal frameworks and political participation.

Only four PRSPs mention women's and girl's onerous water carrying burden and its impacts on them (Ethiopia, Malawi, Yemen, Zambia).

Country specific poverty issues receive variable gender treatment. The gendered impact of armed conflict is discussed in detail in the Rwanda PRSP but is neglected in other PRSPs that could have addressed this issue (Ethiopia, Yemen). The gendered poverty impact of drought is not addressed in relevant contexts (Ethiopia).

Economic Strategies (Macroeconomic: Structural Adjustment, Trade, Budgets, Fiscal Policy; Microeconomic)

A few PRSPs do not include a gender analysis of any macroeconomic or microeconomic issues (Albania, Guyana, Tajikistan).

No PRSPs try to assess the gender implications of structural adjustment measures such as state-owned enterprise privatisation and trade liberalization. For example, the Guyana strategy to privatize bauxite mines and the sugar industry does not consider or mitigate any negative gendered impacts. Uniquely, Vietnam's PRSP expresses commitment to train women in international trade issues although it does not follow up with concrete strategies or programs.

Three PRSPs discuss gendered budgets (Malawi, Rwanda, Zambia). Zambia's PRSP allocates funding to develop an engendered budget.

Rwanda's PRSP uniquely tries to prioritise expenditures to redress gender inequalities. All sector expenditures incorporate Ministry of Gender inputs. Also, the Rwanda PRSP states that public expenditure data and that macroeconomic monitoring indicators and for GDP, employment/wages will be gender disaggregated wherever possible. This

PRSP also promises to engender time use monitoring data. These are promises to use sex-disaggregated data for economic indicators if they are available rather than a plan to collect them. Still, Rwanda's approach is more gender sensitive in economic matters than are other PRSPs that neglect gender data completely. Rwanda's is the only PRSP where fiscal policy addresses gender issues in terms of expenditures.

All PRSPs neglect gender analysis when it comes to revenues, for example, whom taxation hits hardest.

Yemen's PRSP expresses a general commitment to enhance economic growth and basic services for various groups including women but it does not include strategies, indicators or funds.

Some PRSPs commit to improving women's access to jobs and job training, financial services, microcredit, small and medium enterprise (SME) and handicraft development (Guinea, Malawi, Niger, Vietnam, Yemen, Zambia). Guinea's and Malawi's PRSPs include follow up gendered monitoring indicators but Niger's does not. Guinea's PRSP lacks a strategy for developing SMEs. Only Zambia allocates funds to engender the regulatory framework for microfinance and SME development.

Guinea budgets funding for agricultural training workshops for women.

Zambia's PRSP identifies funding for agricultural extension capacity building for women and two PRSPs include gender strategies for agricultural extension but lack follow up monitoring indicators and budgeting (Gambia, Rwanda). Zambia's PRSP also allocates funds to improve women's knowledge of the environment.

Few PRSPs analyze the informal sector by gender although informal activities tend to employ the majority of working women in many countries. One PRSP mentions women compose a large portion of this sector (Senegal).

Rwanda's PRSP contrasts high unemployment among young men with women's unpaid heavy domestic work burden.

PRSPs neglect to address illegal economic activities like trafficking that tend to have distinct gender roles even in countries where trafficking is a huge and growing problem such as in Albania, Tajikistan and Malawi (UNICEF 2002; IOM 2001; IOM 2003).

Gender roles are not analyzed in the PRSP discussions of social fund microfinance and community development.

However, Malawi's PRSP provisions for women's participation in a safety net public works program.

A few PRSPs analyze the gender impact of insufficient water supply systems and include gendered strategies to address these problems (Ethiopia, Rwanda, Zambia). Vietnam's PRSP notes the negative impact of insufficient water supply on women, but contains no follow up strategies, indicators or funding to redress the problem.

Human Capacity Strategies (Education, Health Care, HIV/AIDS, Social Protection, etc.)

PRSP human capacity strategies are the most engendered. Girls' education and reproductive health are the most cited "gender" indicators in PRSPs. Historically this can be considered an achievement for the women's movement that has long promoted the importance of female access to education and health before it broadened its engendering targets to all sectors.

Even more narrowly, some PRSPs' only engendered social strategies are for maternal health. They include no other engendered health nor education nor social protection strategies (Albania, Gambia, Guyana, Niger). Two PRSPs allocate funding for maternal health (Albania, Zambia). Other PRSPs also include engendered health strategies but without funding (Ethiopia, Senegal). Ethiopia's only sex-disaggregated health indicators are for maternal mortality, fertility and immunizations rates of pregnant women, that are by definition sex-disaggregated. Ethiopia's PRSP also mentions the gender implications of HIV/AIDS but proposes no follow up programs. Guinea provides a long maternal health wishlist but only provides funding for one item listed -- to immunize women of childbearing age. Malawi provides nutritional packs for female household heads and pregnant and lactating women. Rwanda links reproductive health issues to women's water carrying burden and education levels. Aside from maternal reproductive health and HIV/AIDS, PRSPs do not acknowledge that other health issues like access to preventive and curative services have gender dimensions.

A couple of PRSPs promote engendered strategies for HIV/AIDS (Malawi, Rwanda). Some PRSPs discuss HIV/AIDS without mentioning gender differences (Guyana). Other PRSPs say little about HIV/AIDS.

Three PRSPs provide funds for girls' scholarships (Gambia, Rwanda, Zambia). A couple of PRSPs make gender equity in enrolment a priority strategy (Malawi, Rwanda). Zambia's PRSP allocates funding to improve the salaries and housing of single female teachers. More typically, PRSPs express general commitment to improve education disparities between boys and girls but lack follow up strategies, indicators and funding (Ethiopia, Guinea, Niger, Senegal, Tajikistan).

Rwanda's PRSP promises all teachers will be trained in gender sensitivity. Most of the other PRSPs fail to promote gender strategies for teacher recruitment, training, curriculum development or adult education (Albania, Ethiopia, Gambia, Malawi). Unusually, Niger's PRSP includes sex-disaggregated data for teacher training.

Few PRSPs discuss social protection. Those that do lack gender analysis (Tajikistan, Vietnam). Two PRSPs promise social funds will target women broadly without providing any specifics whatsoever (Ethiopia, Gambia).

Governance Strategies (Public Administration, Human Rights, Legal Status, Political Participation)

Some PRSPs never consider gender in the context of governance strategies (Albania, Tajikistan).

Others mention gender roles in some aspects of governance -- in political participation, female genital mutilation, domestic violence, land rights and post-conflict problems, but they do not include strategies to change them (Ethiopia, Gambia, Guyana, Niger, Senegal, Vietnam, Yemen). Guyana's PRSP commits to establish a Women and Gender Equality Commission but does not allocate funds for it.

Rwanda's PRSP promises to replace all laws discriminating against women, a process that is underway. It also discusses polygamy, prostitution and other illegal gender problems that the genocide precipitated. Rwanda's PRSP provides an excellent analysis of the genocide impact on rape, household disintegration and HIV-AIDs.

Malawi's PRSP commits to reduce gender inequality through modifying laws, addressing gender based violence and increasing women's political participation. Moreover, it identifies strategies and indicators to back up the commitments.

Zambia's PRSP allocates funds to increase women's role in democratic decision-making without identifying strategies to effect this change. Zambia's PRSP **also** provides funding and establishes indicators to ensure laws are implemented equally for men and women. It allocates 30% of land titles to women. It budgets funds to produce more sex-disaggregated data.

Guinea's PRSP includes specific strategies and funding to increase women's political participation and to promote legal reforms and CEDAW implementation. Gambia's PRSP commits generally to enhance women's civil society participation but does not include any follow up strategies.

Only two PRSPs promote women's rights broadly (Malawi, Rwanda).

Gender Analysis (Mainstreamed or Scattered)

No PRSPs to date thoroughly analyze and address or "*mainstream*" gender issues (Zuckerman 2002d). But a few PRSPs mainstream gender in some sections and even allocate funds to achieve gender goals (Malawi, Rwanda, Zambia). But almost all PRSPs miss macroeconomic and a few other issues that vary by country. Monitoring indicators rarely follow up on gender commitments.

Several PRSPs state they mainstream gender but they do not. Gambia's PRSP commits to mainstream gender, then addresses gender mainly in the traditionally gendered social sectors and hardly elsewhere. Its only gendered budget commitment is for maternal health.

The Guinea, Niger, Senegal and Vietnam PRSPs state that a gender equity principle guides all PRSP actions and plans. But Guinea's only engendered commitments are to increase girls' primary school enrolment rates and decrease maternal mortality rates. Its cost strategy does include funding for its "gender targets" but they are not elaborated in the main text.

The Niger, Senegal and Vietnam PRSPs mainstream gender into a number of sector analyses but do not mention follow up strategies or commit funding.

Some PRSPs do not claim to mainstream gender and only very minimally address gender, for example only include one gender indicator, to reduce the maternal mortality rate.

Some PRSPs include separate sections highlighting gender issues that are isolated from the remaining sector discussions that might very occasionally mention but do not mainstream gender issues (Ethiopia, Guinea, Yemen).

Albania's PRSP contains minimal and Tajikistan's virtually no gender analysis. Overall, many 2002 PRSPs still apply an obsolete women in development (WID) approach – especially focusing on "female" problems -- girls not attending school and women's reproductive health issues. These PRSPs do not apply a gender and development (GAD) approach that is the essence of mainstreaming gender -- analysing inequalities between males and females across sectors and proposing programs to eliminate these inequalities.

Joint Staff Assessments (JSAs)

This paper also analyzed all 2002 PRSP Joint Staff Assessments (JSAs) for gender content and it assessed whether JSA Guidelines adequately provide JSA analysts guidance on gender. Annex 2 contains our "Analysis of World Bank/IMF 2002 Joint Staff Assessments of PRSPs"¹. Our analysis reviewed each JSA for gender coverage including frequency and quality. Then it measured the variance between each JSA's focus on gender compared to that of other JSAs and compared to the Annex 1 PRSP gender audit and the gender analysis in this paper.

Bank and Fund staff produce JSAs that accompany each PRSP presented to the respective institutions' Boards of Directors. JSAs assess whether or not PRSPs provide a sound basis for concessional assistance from the Bank and the Fund. They comment on how rigorously PRSPs address poverty, environmental and other issues. Since the Bank and Fund Boards rely on Joint Staff Assessments (JSAs) analyses when they approve PRSPs, JSAs are an important leverage point for ensuring PRSPs are engendered.

Our JSA analysis found that the JSA Guidelines need to more rigorously flag gender issues. We found that the extent to which JSAs analyze gender in PRSPs and the quality of this gender analysis were highly variable. Since each JSA is appropriately undertaken

¹ Denise Colbert, a Gender Action Associate, analyzed all 2002 JSAs for gender.

by Bank and Fund staff who are country experts, it is not surprising that there is no consistency in JSA content. Nor should JSAs require a blueprint approach. However, they should consistently include a gender analysis and it should be of high quality.

Our 2002 JSA analysis revealed that of 13 JSAs produced in 2002, two were coincidentally removed shortly after our analyst noted they lacked gender analysis from the World Bank website. Of the 11 JSAs remaining on the Bank website, 7 (64%) adequately but superficially analyzed PRSPs for gender. Curiously, the JSAs for two of the best engendered PRSPs, those of Malawi and Rwanda, contained negligible information about their PRSP gender treatment while the JSA for the other best engendered PRSP, that of Zambia, paid more attention to the PRSP's gender content.

Conclusions

It is encouraging to see **progress** in mainstreaming gender into PRSPs and JSAs but it is still **far from adequate**. Among 13 PRSPs published during 2002, three almost mainstream gender, about eight spottily apply an outdated WID approach, and another two almost neglect gender. The three most engendered PRSPs are in the Africa region.

But there is no reason to be complacent.

- Few countries had anything near gender equal participation in their consultative processes.
- No PRSPs assess or address gendered impacts of structural adjustment measures like SOE privatizations and trade liberalization measures.
- Only three PRSPs analyze gendered poverty characteristics (Malawi, Rwanda, Senegal).
- Only two PRSPs discuss gendered budgets (Malawi, Rwanda).
- Maternal health is the main targeted gender program in PRSPs and girls' education is the second.
- Only two PRSPs promote women's rights (Malawi, Rwanda).
- Few PRSPs follow up gender commitments with monitoring indicators, implementation strategies and funding commitments.

This lack of follow up is an excellent example of undesired *policy evaporation* (Derbyshire 2002a; Derbyshire 2002b; Zuckerman 2002a). Helen Derbyshire describes *policy evaporation* as follows, "Repeatedly and consistently, evaluations of gender mainstreaming have found that policy commitments to gender equality "evaporate" in planning and implementation processes – with the result that impact on women's and men's lives is very limited." (Derbyshire 2002a).

Countries should find it worthwhile to produce engendered PRSPs. It is much costlier not to. Not to means poverty will not be tackled. And trying a second or third time (Uganda) is much costlier than a first time.

We must continue and deepen gender advocacy around PRSPs since:

- PRSPs are here to stay for the foreseeable future.
- PRSPs are de facto "national" plans.
- PRSPs are mandatory for World Bank and IMF loans to the poorest and some transition countries.
- PRSPs shape the contours of all donor and national investments.

Gender Action, a new nonprofit advocacy campaign to ensure big multilateral investments promote women's rights and gender equality, is doing continuous advocacy around PRSPs and gender. The more CSOs and official organizations contribute to the advocacy, the likelier we are to obtain positive results.

Moving forward, we need to turn our attention to engendering future PRSPs and updated PRSPs. Beyond PRSPs, gender equality has to be promoted in *implementing* PRSP agendas. Governments, civil society advocates and development cooperation agencies must mainstream gender into all development investments. In the new PRSP framework, World Bank Poverty Reduction Support Credits (PRSCs) -- a new name for structural adjustment loans (SALs), and International Monetary Fund Poverty Reduction and Growth Facilities (PRGFs) -- Enhanced Structural Adjustment Facility (ESAF) reincarnations, must also be engendered. Since mandatory PRSPs legitimize borrowing from the Bank and the Fund, while PRSCs and PRGFs are the lending instruments for implementing economic, financial and trade liberalization regimes, all three instruments as well as development projects in all sectors -- agriculture, health, water etc. -- must mainstream gender to promote women's rights and achieve poverty reduction goals.

While ensuring PRSPs address poverty and gender, implementing engendered contents is what counts for poverty reduction, development and growth. For example, if all PRSPs incorporated gender budget analyses as this audit recommends, the crucial follow up would be financing interventions targeting men and women as necessary to eliminate gender inequalities and poverty. Implementing such programs to improve poor women's and men's lives is the critical process flowing from PRSPs.

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Do Poverty Reduction Strategy Papers (PRSPs) Address Gender? A Gender Audit of 2002 PRSPs

**Ashley Garrett and Elaine Zuckerman
Gender Action**

Country	Participatory Process and other PRSP Preparation	Definition and Scope of Poverty and Gender within Country	Economic Strategies (Macroeconomic: Structural Adjustment, Trade, Budgets, Fiscal Policy; Microeconomic)	Human Capacity Strategies (Education, Health Care, HIV/AIDS, Social Protection, etc.)	Governance Strategies (Public Administration, Human Rights, Legal Status, Political Participation)	Gender Analysis (Mainstreamed or Scattered)
Albania	No clear representation of gender issues within working, technical, and national and local government consultation groups. CSO/NGO advisory groups did have women's representation in the health, labor, social affairs and education sectors discussions, but unclear what their role was.	While the PRSP notes the risk of women headed households towards poverty, the high level of female unemployment and the impact on women left behind when men migrate from rural to urban settings, there are few gender disaggregated data. Available gender disaggregated data fall into traditional categories (maternal mortality and access to education). In addition, the poverty line, based on persons living on less than one dollar a day, does not reflect gender or other intra-household differences in resource allocation. The same is true of the survey on living conditions. Women are not identified as a vulnerable or marginalized group.	No gender strategies identified. No assessment by gender of structural adjustment, privatization or fiscal policies. With over 50% of GDP from the informal sector, a gender analysis and strategy designed to address such differences is crucial. This analysis should incorporate informal agricultural and legal economic activities not currently reflected in GDP, but also illegal economic activities that have a strong gendered component like trafficking. No microeconomic strategies are identified including access to credit, extension programs, and SME development.	No gender strategies identified except in terms of the maternal mortality rate and the health status of mothers and children. The only specific financial allocation for implementing women-targeted programs is to improve the health care of mother and children. While school enrollment rates are sex disaggregated, there are no action steps or strategies identified to address inequities.	No gender strategies identified. No analysis or strategies to improve women's political participation, legal status, security and human rights. Trafficking is mentioned early but not discussed in depth nor is any strategy or action plan identified.	No gender mainstreaming, and minimal gender analysis and strategy. This is especially problematic since this PRSP identifies women as being much more at risk of poverty than are men.

	There is no cabinet level women's ministry identified.					
Ethiopia	<p>Women were encouraged to participate in the participatory process at the local district (Woreda) levels although it is unclear how many actually participated and their degree of impact. Gender concerns are identified at the district and regional levels especially with regards to education, political participation and statistics. No clear gender advocates are identified at the national, NGO/CSO and international agency levels. No technical team identified around gender. No cabinet level women's ministry</p>	<p>Household consumption and food poverty head counts are used to measure the level of poverty, but it is unclear if and how they incorporate gender differences, especially intra-household. Provides gender disaggregated data on household heads as well as urban and rural differences. Women are at a much higher risk for poverty in urban than in rural areas. There is no gender analysis of the impact of the end in 2000 of armed conflict. The gender impact of Ethiopia's frequent droughts is not addressed. Notes the large percentage of daily food self produced by families but does not analyze if there is a gendered component to this production. Provides gender disaggregated data on nutrition levels, access to health services, literacy and school enrollment levels. A significant gender gap in education levels is identified. Notes the egalitarian land ownership system, with most female headed households owning land but then later contradicts this by stating that women often are restricted from owning property because of traditional cultural norms. Also notes gender inequity among households that own cattle strongly correlates with poverty status. Identifies road and water infrastructure limitations particularly impact women and girls, increasing their already significant work burden.</p>	<p>No macroeconomic strategies identified that are engendered. No analysis of the informal sector or shadow economy. Infrastructure strategies link road development and water access to supporting women and girls who are most impacted by their lack. Strategies include gender quotas on local water boards, enhancing women's technical capacities and maintaining gender disaggregated data. No gender strategies to address microeconomic developments.</p>	<p>Education strategies express general commitment to improve gender differences, women's and girls' participation and support services, but no specific programs, indicators, or financial commitment made. This is especially problematic when it has already been established that there are significant gender gaps in education. The only indicator for improved education is not gender disaggregated. No gendered teacher recruitment, training, curriculum or adult education strategies are identified.</p> <p>Makes a commitment to address gender disparities in health. Specific strategies include increasing female health workers (75% to be women). But no implementation strategy or budgetary commitment made. Health indicators are maternal mortality, fertility rate and immunization of pregnant women and mothers. No other health indicators are gender disaggregated and no other health strategies incorporate gender. HIV/AIDS strategies mention gender sensitivity as</p>	<p>Endorses the National Policy on Ethiopian Women and indicates constitutional changes and policy improvements that have been made to the status of women. Unfortunately, also notes there has been minimal implementation or changes as a result and does not identify any relevant strategy or allocate funding. Mentions the impact that traditional customs have had on women in regards to health (FGM), political participation and economic opportunity (especially regarding land rights) but does not go into much detail nor create strategies nor allocate funds to address these concerns. No strategies identified or funded to address post conflict concerns especially as they relate to gender.</p>	<p>A separate section on gender issues is included in the document highlighting general commitments to gender with regards to health issues including HIV/AIDS, women's workload, agricultural extension services, political involvement, education and the impact of traditional cultural practices like FGM. These commitments are not mainstreamed throughout the document. There are minimal indicators or strategies identified that will address these inequities and no financial commitments are made. While gender is mentioned in some sections, it is not mainstreamed throughout the document and there are many gaps in both analysis and strategies. No funding has been committed.</p>

	identified.	HIV/AIDS analysis incorporates some gender differences, noting the higher risk of commercial sex workers and wives of truck drivers to contracting the disease.		important, but do not identify specific programs or indicators. No strategies identified or funded that address future emergency situations, especially drought and food insecurity. Half of the Social Rehabilitation and Development Fund is targeted at women, but neither this fund nor its components are described nor are indicators for monitoring and success identified.		
Gambia	Gender advocates were included in some Pro-Poor Advocacy Group workshops and seminars that critiqued the PRSP. Unclear if their feedback had any impact. Popular citizen surveys defined gender differences as an aspect of poverty. No gender advocates identified within government or international agencies. No cabinet level women's ministry	Provides some gender disaggregated data on the dimensions of poverty, including heads of household, literacy and enrollment, maternal mortality and high population growth rates. Links the latter to early marriage and pregnancy, lack of contraception and inadequate access to reproductive health services. Data for the latter is disaggregated by both gender and income level. Analyzes the status of women and HIV/AIDS including proven causes of high transmission rates (wife inheritance, sharing blades for female circumcision, unprotected sex and mother to child transmission). Problems in the legal status of women, especially regarding land rights are noted. Household poverty measures do not incorporate any intra-household resource allocation differences. The high urban migration data are not gender-disaggregated. Identifies women as a vulnerable population.	Identifies strategies to include a gendered component in agricultural extension projects and to enhance current research on gender differences. This research will include an analysis of intra-household decision making differences and power. There are no indicators identified to monitor this commitment or evaluate its impact. Structural adjustment, infrastructure development, fiscal policy, budgets, private sector growth, SME development and trade strategies are not engendered. Microeconomic strategies identified for the social fund implementation are not engendered (microfinance and credit access, community development, etc.).	While the PRSP mentions the social fund will conduct research and develop programs to incorporate gender, it is unclear what this means. No indicators or programs are specified for incorporating gender into strategies. Education goals include increasing girls' access to education by expanding a current Scholarship Trust Fund that tries to address economic and cultural barriers. There are no goals or strategies to modify current curriculum, teacher recruitment or training. Indicators include female illiteracy rates and a commitment to gender equity in primary and secondary schooling but no measurable indicators are provided. Health strategies identify access	There is a general commitment to enhance women's participation in civil society. No strategies or indicators are identified to facilitate this process. No other strategies are identified to enhance women's political participation and representation in local and national government, promote human rights advocacy, etc. Social fund commitments to address human rights are not engendered. While it notes a problem exists in women's legal status, especially with regards to land ownership, there is no strategy identified to address it.	Among five identified PRSP objectives is mainstreaming gender equity in any strategies to address poverty. There is a commitment to mainstream and implement a Gender and Poverty Program, but this is not defined. Gender is most present in traditional sectors -- health, education and somewhat in microeconomic development. But it is not mainstreamed in other areas, most especially macroeconomic and governance issues. The only clear budgetary commitment for gender in strategies is for maternal health. No other financial commitment is made towards implementation.

	identified.			to maternal and child health services by 2004 as a priority. Also they include pregnancy and breastfeeding good practice campaigns as another strategy. The gender focus in health strategies is restricted solely to maternal health. No other health indicators are engendered.		
Guinea	Grassroots consultations included women. A thematic group was created to address gender, population and development. But no gender advocates identified within government or international agency stakeholders. No cabinet level women's ministry identified.	Analysis includes a section on poverty by gender that addresses gender disaggregated enrollment and literacy rates (in some areas of the country 70% of girls have no access to school), gender inequities in workloads including unpaid women's work, wage gaps in paid work, and limitations on women's work. Does not list gender as a poverty factor. Mentions the maternal mortality rate, females using contraception and percent of assisted births, but does not include any other engendered health analysis. Identifies women with children as a vulnerable group with regards to health. Notes the lack of engendered representation at the local and national political levels. No engendered analysis of income levels, intra-household resource distribution, and HIV/AIDS. No gendered analysis of the impact of regional conflict. Notes that women are responsible for 80% of food production and two-thirds of agricultural production, but they have limited access to land, credit and agricultural inputs. The IPRSP, which is attached as an annex, includes an engendered analysis of education, specifically noting	No gendered analysis or strategies identified to address macroeconomic fiscal and other policies, and trade and infrastructure issues. Does mention a commitment to improve women's involvement and access to financial services. A joint microenterprise project with Mali will support rural women's microenterprise development. Measures the number of SMEs to be created by women, but does not identify a comprehensive strategy to implement this target. Identifies the increased consideration of gender issues in handicraft promotion. In a separate section called Gender and Equity, a general commitment is made to develop jobs, income earning opportunities, and credit and market access. These are to be monitored through the ratio of women accessing goods and services, percentage of reports and studies highlighting women, and trends in economic indicators for women. Some funding is identified for agricultural training workshops for women.	Main PRSP objectives include access to education, especially girls', and access to health care, especially women of child-bearing age. Makes a commitment to address gender disparities in access to education but defines minimal strategies and indicators. Does not provide significant analysis or strategies to redress the lack of access in certain regions (70% of girls in KanKan, Labe, Mamou and Farana). Also makes a general commitment to engender minimum health care packages, provide prenatal care, childbirth assistance, family planning, and HIV/AIDS services, but these are not linked to concrete strategies, action plans or monitoring indicators. Unfunded health targets include greater use of birthing services, lower maternal mortality rates, decreased anemia in pregnant women, increased iron	Identifies improving the quality of government services and enhancing the capacity of government employees, especially of women. A Gender and Equity section mentions legislative reform that hinders women's development. A broad health strategy mentions a commitment to fight female genital mutilation (FGM) but neither discusses the specific FGM situation in Guinea, nor identifies a strategy nor monitoring indicator to achieve this goal. Specific strategies linked with funding are identified to increase women's political participation, promote legal reforms including implementing individual and family codes (via legal centers and	Identifies a gender equity principle to guide all PRSP actions and plans. Long term poverty reduction objectives that are engendered include primary school enrollment and maternal mortality rates. The Gender and Equity section notes a need to consider gender in all sector strategies. This commitment, however, is not reflected in sector strategies. Appended Cost Strategy and Growth Acceleration charts incorporating gender targets are not reflected in the main text of the main document. The PRSP does address gender in some sections but misses it in many others and does not mainstream gender.

		engendered repetition rates and access to diplomas. These are not mentioned in the PRSP text.		consumption of pregnant women and greater contraceptive use. Funding is identified to immunize women of child-bearing age.	education and awareness campaigns) and CEDAW.	
Guyana	Women and gender advocates participated in grassroots resource teams, the steering committee and other consultative groups involved in PRSP preparation. An in depth review of the IPRSP was conducted by the Women's Affairs Bureau that was incorporated into the final PRSP. Unclear if the Women's Affairs Bureau is a cabinet level ministry or not.	Poverty, measured through the head count index, is hardly gender-disaggregated. No gender-disaggregated data provided on health, education and economic opportunities. There is no picture of differences by gender within poverty in Guyana. Notes the inadequacy of the current legal system with regards to domestic violence and its strong bias against women, among others, because of high legal costs.	No gender analysis of impacts of privatisations planned (bauxite mines and the sugar industry) nor programs to mitigate any gendered negative impacts. No macroeconomic strategies identified that incorporate gender into the process, tax reform, budgets, credit access, fiscal policy, etc. No strategies regarding microeconomic opportunities are engendered.	No gender strategies on education. Proposes improving women's maternal health services. Maternal mortality rate is the only indicator established to measure success, although no corresponding actions or monitoring indicators are identified within the policy performance matrix. No other gender indicators are defined. High level of HIV/AIDS is noted but is not sex-disaggregated and there are no strategies identified to address likely gender differences. Pregnant and lactating women are listed as a priority group for accessing safety nets, but mechanisms for reaching them are not discussed.	While it notes implementation problems of the domestic violence law and commits to redress them, no strategy or program is identified nor incorporated into the policy and performance matrix that lists all implementation steps. Commits to undertaking educational campaigns on domestic violence but this is not reflected in the policy performance matrix. Neither does this matrix reflect another commitment to engender the land titling process. Nor does the matrix include the establishment of four Human Rights Commissions, one focused on Women and Gender Equality and no funding is allocated to support it.	Gender is not mainstreamed. Some sections mention gender but very minimally. Unclear about gender-differentiated poverty. The only long term indicator that tracks gender at all is the maternal mortality rate. All other long term indicators are not gender disaggregated.
Malawi	A Gender and Empowerment thematic working group was established. But it is not clear if	Identifies women headed households as more vulnerable to poverty. Excellent mainstreaming of gender differences in the analysis of education, female headed households, and maternal health.	No assessment or strategies identified to address gender differences in structural adjustment policies and trade strategies. Expresses a general commitment to gender equity in economic decision making, program	A main priority is gender equity in the education system. This is reflected in strategies and monitoring indicators to raise awareness of the importance of girls' education and increase	Expresses commitment to reducing inequalities between genders, especially by modifying current legal codes, addressing gender based	Identifies gender as a cross cutting theme and mainstreams it fairly consistently throughout the PRSP. But long term poverty measurements that

	<p>gender advocates from NGOs, local governments, and other groups contributed to the PRSP preparatory consultations. The cabinet level Ministry of Gender, Youth and Community Services' involvement in PRSP preparation is also unclear. The technical and drafting committees do not have clearly identified gender advocates.</p>	<p>Engendered analysis of HIV/AIDS infection rates, mother to child transmission rates, noting the heavier impact on women who are the primary caregivers for HIV/AIDS family members, whose work load increases. Also notes the gendered impacts of urban labor migration that leaves less educated women behind in rural settings while men migrate to urban areas and the spread of HIV/AIDS especially among women who enter into commercial sexual activity.</p> <p>Some gender analysis of economic differences, including gender-differentiated intra-household resource distribution.</p> <p>Links lack of rural infrastructure to an especially heavy burden on women. Provides gendered analysis of human rights, personal safety, domestic violence, institutional capacity and political involvement.</p>	<p>development and budgetary decisions through engendering budgets.</p> <p>Identifies gender strategies to address microeconomic development (agriculture sector, micro, small and medium-scale enterprise development, institutional support of economic opportunities, extension services, job training). Specific gender-disaggregated programming indicators and activities are identified. However these programs are listed as the final priority within a larger agricultural income and food security goal and lack specific budgetary commitments. While the PRSP notes gender inequity in credit access, it does not define specific strategies to address this. A strategy for developing an economic safety net, with targeted distribution of inputs, public work projects, and alternative sources of income is partially engendered by encouraging the voluntary participation of women in public works programs.</p>	<p>access at all levels (primary, secondary, higher, and technical). Most long term education indicators are not engendered, with the exception of enrollment. No strategies to engender teacher recruitment, curriculum and other potential barriers limiting girls education. Adult education strategies are not engendered.</p> <p>Health strategies are engendered only as they relate to women as mothers, measuring maternal mortality and fertility rates. Provides nutritional packs for female headed households and pregnant and lactating mothers who are identified as particularly vulnerable to poverty.</p> <p>Promotes engendered strategies for HIV/AIDS awareness building through community education, distribution of female condoms, and other programs targeted to commercial sex workers and mothers.</p>	<p>violence and increasing women's political participation. Identifies strategies and specific programming indicators. They include, but are not limited to, identifying gender focal points within all stakeholder institutions, building relationships between different sectoral ministries, combatting traditional practices negatively impacting women, developing legislation to address gender based violence, land inheritance and economic empowerment, training women as political leaders, and establishing victim support units in police stations. These strategies are incorporated into a separate section on women's empowerment and are not mainstreamed into sections on public institutions, justice and democratisation.</p>	<p>will be used for PRSP monitoring, specifically surveys on welfare, households, demographics and health do not clearly incorporate gender. All engendered commitments are linked with specific funding allocations in the costings summary.</p>
Niger	<p>The Ministry of Social Development, Population, Advancement of</p>	<p>Extensive section linking gender and poverty, especially in the traditional sense of women's role as mothers, in education, and health including HIV/AIDS. Gender disaggregated data</p>	<p>No gendered assessment of structural adjustment, privatization and fiscal policy strategies. With over 74% of GDP from the female-dominated informal sector, a gendered analysis</p>	<p>Gender is incorporated into girls education, although without clear action steps. Indicators incorporating gender analysis include school enrollment and</p>	<p>Some commitment to address the legal status of women, women's opportunities for political participation and</p>	<p>One of the three underlying PRSP principles is the incorporation of gender considerations at all levels. This principle is not</p>

	<p>Women and Child Protection was involved in the PRSP process. Claims input from both men and women was incorporated, although unclear how much by each. There are no lists of NGOs consulted, gender breakdown of government officials, or others involved in the process.</p>	<p>on income and economic access. Does not incorporate gender into any macroanalysis of poverty. No legal rights, governance and democratic participation analysis provided.</p>	<p>and strategy is crucial. Strategies identified include engendered economic opportunities (private sector development, support for women's handicrafts, agriculture credit and extension services), although specific programs, indicators and funding are not clearly identified. Throughout the PRSP, women are identified as more vulnerable than men to poverty, and as such at greater risk of being poor. Although interest in gender analysis is mentioned, there are no indicators identified to measure poverty or intra-household differences in resource allocation by gender.</p>	<p>retention rates and gender training for teachers.</p> <p>With the exception of maternal mortality rates, no other health issues have been engendered. Many other commitments are not linked with clear indicators of success. Full funding for these commitments is not currently available.</p>	<p>protection of their human rights, including ending domestic violence. But there is little clarity on specific strategies, reforms, action steps, indicators of success, or funding resources to achieve these commitments.</p>	<p>mainstreamed throughout the document, but is most present in the definition and scope of poverty, education, job training, access to agricultural resources, rule of law and governance strategies. Gender is not incorporated into priority macroeconomic issues, social sectors like health and education, governance including the development of public administration, human rights and the rule of law, and only minimally into microeconomic development. While some parts of the PRSP commit to mainstreaming gender, no clear action steps and implementation strategies are defined.</p>
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<p>Rwanda</p>	<p>Participatory process is not described in depth.</p> <p>Mentions consultations increased gender equality in the national reconciliation process.</p>	<p>The excellent poverty analysis identifies gendered characteristics but mostly qualitatively. Eg, it explains that most poor households are female-headed. In other poor households, men control many household decisions. Few sex-disaggregated data were used. During visits to Rwanda we learned that sex-disaggregated household survey data are available but in unusable unprocessed form.</p>	<p>Gender is unevenly mainstreamed into macroeconomic and microeconomic discussions. Importantly, expenditures prioritize activities that address gender inequalities. All sector expenditures incorporate Ministry of Gender inputs. States annual macroeconomic monitoring indicators including GDP, employment/wages, public expenditure data etc will be gender disaggregated wherever possible and time use monitoring data will be "especially gender disaggregated". However, the revenue side eg taxation is gender neutral.</p> <p>The privatization discussion is devoid of gender.</p> <p>The new land strategy advocates ending discrimination against women and protects women's and children's land rights in informal marriages. However the housing strategy is gender neutral. The agriculture strategy promotes gender sensitive agricultural extension but the policy matrix does not budget for this.</p> <p>The credit strategy targets poor female households in only a couple of districts. A strategy targeting coffee farmers with improved varieties and other inputs does not target by gender although women now constitute 25% of coffee farmers in a previously male-dominated sector.</p> <p>The PRSP contrasts high unemployment among young men with women overly burdened by domestic</p>	<p>The reproductive health strategy promotes population growth control through female literacy programs, midwife training, and increasing family planning services but does not discuss male roles. The HIV-AIDs analysis is gender sensitive. The water and sanitation discussion is linked to improvements in maternal health, "reduced drudgery" and time spent by women collecting water and increased girls' school enrolment. The strategy strongly promotes girls' education and adult female literacy. It includes sex-disaggregated data of primary level enrolment and completion rates. It explains girls' attendance is weak because of work burdens and sexual harrassment by school staff. It promises "all teachers will be trained in gender sensitivity" and campaigns will sensitize the population on girls' education benefits. Scholarships for girls from poor families will be provided, and studies will follow the education pattern of girls. There is little gender analysis of tertiary and vocational education. Promises human development outcomes (eg life expectancy, nutrition) and access (health , education, housing, lighting, radios)</p>	<p>Promises all laws discriminating against women will be replaced. This replacement is actually underway but the policy matrix does not mention it. Post-genocide problems flagged include polygamy, non-legal marriages and prostitution. Excellent analysis of the impacts of rape during and following the genocide, including the gendered impact on household disintegration and on HIV-AIDs.</p> <p>Strong link between human rights and poverty but it lacks gender dimension. Other governance issues neglect gender including national reconciliation, police and civil service reform.</p>	<p>Strong gender mainstreaming in many issues but lack of it in others.</p>
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Senegal	Women's groups are among NGO and regional groups consulted in the PRSP preparation and their participation is assessed as "average". Identified neither a gender thematic group nor a cabinet level ministry with a gender focus. Unclear if perception surveys soliciting citizen opinions of poverty were engendered. These surveys are noted for significantly influencing the designation of priority actions.	Clear link between poverty and the gender of the household head. Defines households headed by men as being more at risk to poverty than those headed by women. Notes the daily presence of violence within many women's lives and the limited access to health services available for women. Some data available on women's illiteracy rates, girls enrollment in primary education, and maternal mortality rates. PRSP contains no gender disaggregated data on job training, income levels, access to resources, HIV/AIDS, and access to infrastructure. Notes significant differences between the impact of poverty on women in rural and urban areas. Identifies women as an at risk social group who have less power and access to resources to improve their situation.	No gender assessment of structural adjustment, privatization or new fiscal policies. No gender commitment or strategies in other economic sectors (private crafts, industries, livestock). Notes the informal sector contributes a significant portion of GDP and women compose a large portion of this sector. Identifies gender discrimination as a factor limiting access to resources. Also acknowledges that when resources are accessed by women the result is usually positive. Despite such positive results, the PRSP lacks an engendered strategy for microeconomic development.	Identifies access to good quality health and education services for both genders as a short term goal. While broad commitments are made to increase equity and access to services for women, no specific strategies or programs are identified. Health interventions focus predominantly on women as mothers, with general support for an increase in quality and quantity. Identifies some traditional indicators, notably sex-disaggregated literacy, primary school enrollment, and maternal mortality rates. An action plan linked to funding identifies resources for women's improved health services but the commitment relies predominantly on possible external funding. No other funding is linked to commitments.	Some legal and regulatory reform is mentioned in regards to women's rights, including legal literacy and access to land, but no specific strategies are defined. Includes no concrete strategies for improving institutional capacity to address gender differences, increasing political participation, protecting women's human rights (especially against gender based violence which has been identified as a major concern in the definition and scope of poverty).	Lists equity, especially as it relates to gender differences, as an important principle for implementation. Gender equality is one of three PRSP priority goals and is identified as a cross cutting issue, especially with regard to control and access of resources. It appears throughout the document with varying levels of treatment. When addressed, it is predominantly through broad, general commitments, not concrete action steps. The lack of clear indicators, objectives and financial resources attached to any strategies greatly weakens any stated commitment to engendering the PRSP.
Tajikistan	No voices representing a gender perspective or working group focusing on gender issues are identified. It is unclear if members of other working	Women are not identified as a vulnerable population. Minimal incorporation of gender. Official statistics do not reflect a significant difference between genders, although there is some recognition of gender disparities in school attendance, in the labor sector and in female headed household access to land and other agricultural resources. Also identifies premature birth and infant and maternal	No gender analysis or strategies identified. No assessment of gendered impacts of structural adjustment, privatization or fiscal policies. No gender strategies at the microeconomic level.	Education goals include a quota system to improve girls' access. This is not incorporated into the policy action matrix and neither indicators nor money are provided. Health care does not specifically address gender, although it mentions family planning. Poverty reduction targets	No gender analysis or strategies identified.	Gender not only is not mainstreamed, it is barely referred to throughout the document.

	<p>groups could bring a gender perspective to the table.</p>	<p>mortality rates as problematic. The PRSP does not provide sufficient gendered analysis of the scope of poverty.</p>		<p>include lowering the maternal mortality rate and expanding access to reproductive health services.</p> <p>The only gender-disaggregated data are for school enrollment levels and the percent of women using contraception.</p> <p>No action steps or program indicators are identified to achieve these objectives. All funding to achieve them is expected to be external.</p> <p>The social protection plan has no gender specific provisions.</p>		
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Vietnam	In several workshops, the Vietnam Committee for Women's Advancement commented on the PRSP. Less clear is the incorporation of gender issues within the consultations with NGOs and local government officials. There is no cabinet level ministry with a focus on gender.	Minimal disaggregated data on gender are provided – only for the maternal mortality rate (that by definition is a female statistic) and representation in parliament. Poverty is mainly defined at the household level. It does not incorporate intra-household gender differences. Some recognition of women's increased vulnerability to poverty, especially lack of access to education and job training, possible negative impacts of structural adjustment and weak voice within gender relations.	Does express commitment to training women on international trade issues. No concrete programs or implementation strategies identified. No assessment of gender impact of structural adjustment, privatization and fiscal policies. Commitments stated for women's access to new jobs, job training and resources including credit. No actual programs or implementation strategies are identified in order to reach such goals. Nor is any funding committed.	General commitments to increase access to education, reduce illiteracy and maternal mortality rates, and improve health care services and family planning. No actual programs or implementation strategies are identified to reach these goals and no funding is committed. Gender is not identified as an eligibility factor in social safety nets.	Expresses a commitment to improving gender equality, including legal rights, but does not identify specific goals, strategies, or objectives.	Gender equality is defined as a PRSP priority. The commitment is reflected in many parts of the PRSP. In addition there is an entire section dedicated to realizing gender equity and the advancement of women that expresses support for a wide range of targets topics including education, job creation and health. Unfortunately, there are no concrete implementation strategies, few indicators and no budget allocations. The PRSP contains extensive lists of goals and ideas but minimal indicators to measure impact.
Yemen	During the I-PRSP process, women's groups were listed among those consulted, but their level of influence in the process and how it impacted PRSP writing are unclear. There is a Women's National Committee that held a meeting about the PRSP, but unclear how	The various surveys and mechanisms used to measure the level of poverty (poverty line, labor force, poverty survey and human development report) are not gender disaggregated. Does note the difference in impact by gender of rural-urban migration. Does not find that the gender of the head of household is significant to poverty risk. The unemployment rate is disaggregated by gender, but the underemployment rate is not. Underemployment is defined as self-employed, agricultural workers, informal sector, etc. This is significant because women often work in these sectors but the PRSP presents no gender disaggregated data on them. Analyzes	No macroeconomic strategies, policies or indicators are engendered. Notes a commitment to privatization, but does not address any possible gendered impacts or strategies to alleviate negative impacts. Does not include engendered strategies in other economic sectors proposed for development such as tourism and fisheries, etc. No engendered strategy for microeconomic development (agriculture, micro/small/ medium scale enterprises). While noting in the definition of poverty, the large and increasing number of women involved in agriculture, only lists a general commitment to enhance economic	No concrete strategies, objectives and few indicators are identified, let alone engendered. No indicators on social services, health, social protections are gender disaggregated. Commitment to focus on girls education is made and linked with some gender disaggregated indicators for basic education and university enrollment. General strategies identified include expansion of female teachers, school fee waivers for girls and more classrooms for girls in later basic education grades. The	Notes the presence of women in civil society associations, mostly as members, not as leaders. This involvement occurs only in urban areas, none in rural areas where most of Yemen's population still live. General commitment to expanding the democratic participation of women, but without relevant strategy, indicators or funding defined. There is no commitment	Does not include any gender differences or strategies in the major goals of the PRSP. While the PRSP provides some analysis of the current differences between genders among the poor, it does not present a complete picture, leaving out macroeconomic and governance almost completely. The areas in which gender is accounted for tend to be more traditional sectors, health and education. There are no concrete strategies identified with

	<p>influential their participation was in the actual written PRSP. There is no cabinet level ministry with a focus on gender. There is sex disaggregated data on the perceptions of poverty by community members.</p>	<p>the formal labor sectors by gender, noting that women lack opportunities to obtain education and access jobs.</p> <p>Notes a link between the level of education, fertility rate and level of poverty. Does provide some gender disaggregate data on education, levels, enrollment, literacy. Minimal analysis of differences in gender regarding health, but does list maternal mortality rate, life expectancy and fertility rates. Also notes that there is a shortage of health services that are accessible to women because of distance and the need for them to have a male relative accompany them long distances.</p> <p>No macroeconomic analysis. Does note the significant impact that the Gulf War and drought have had on the country, but does not provide an engendered analysis of this. Provides some analysis of impact of infrastructure (water, fuel sources) and how that can differ based on gender.</p> <p>Does not provide any analysis of gender with regards to human rights, civil society, public administration, legal processes, and political participation.</p>	<p>growth along with basic services for specific groups, including women. This commitment is not attached to concrete strategies, objectives, or indicators.</p> <p>While the PRSP notes the unequal impact that lack of water has on women, no strategies, objectives or indicators incorporate gender into irrigation and water access.</p> <p>Includes women into strategies to enhance environmental management through microcredit, access to land, and social services. While committing to this, does not provide concrete strategies, indicators or funding.</p>	<p>PRSP includes a few corresponding indicators on the number of schools, classrooms, training institutes and centers for girls. Funding is allocated for these strategies, but comes almost entirely from external funding sources.</p> <p>Identifies reproductive health and family planning as important and includes educating men on methods of family planning. Includes a general goal around improving maternal and infant services. No concrete indicators or funding allocated.</p> <p>Social safety net is not engendered.</p>	<p>to engender strategies, define objectives, or identify indicators regarding Public Administration, human rights, and legal status.</p>	<p>measurable objectives and indicators. Almost no funding is clearly allocated to engendered strategies.</p>
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<p>Zambia</p>	<p>The PRSP was strongly drawn from strategies and priorities identified in the National Poverty Reduction Action Plan, which identified female headed households as a primary target beneficiary and gender as a cross-cutting issue.</p> <p>However, there are no clear gender advocates identified in the consultative process or writing of the PRSP. There is no cabinet level ministry with a focus on gender.</p>	<p>Most poverty indicators have not been gender disaggregated. Identifies women as a higher risk group for poverty than men and provides some analysis of the status of female headed households (education levels, reduced access to formal employment and higher risk of contracting HIV/AIDS). However, does not look into differences intra-households.</p> <p>Some gender disaggregation with regards to education including literacy levels and enrollment at the basic education level.</p> <p>Provides excellent analysis the gender differences in HIV/AIDS, identifying women as particularly vulnerable to infection. Also notes the drop in family planning, during and post pregnancy services due to limited access based on cost and location. Provides some gender disaggregated analysis of nutritional status. Previous strategies have identified pregnant mothers and women of child bearing age as a targeted population for national health strategies.</p> <p>Mention is made on the impact of limited access to water on women and children's participation in education and community activities.</p>	<p>No engendered macroeconomic analysis. No assessment of gendered impacts of structural adjustment, privatization or fiscal policies. Yet, funding is allocated to develop an engendered national budget.</p> <p>Notes that only 11% of employment comes from the informal sector, but provides no analysis of any gender differences within the informal sector. Also notes the impact that the HIV/AIDS pandemic has had on the labor force, but does not provide a gendered analysis of the impact.</p> <p>Allocates funding for improving and engendering the regulatory framework for MSME development. Identifies funding to support capacity building through agricultural extension projects for women. Encourages women's participation in private and public credit schemes but does not provide specific funding or strategies to do so. Notes the importance of engendered participation in environmental programs and funding is allocated for improving their knowledge on environment.</p> <p>Commits to promoting the participation of women in the design, execution and management of water programs. General commitment to gender consideration in the development of rural travel and transport. No actual strategies, mechanisms or indicators, or funding are linked to this commitment.</p>	<p>Strategies to engender education include bursary schemes, school fees, teacher training and community education on the importance of girls education at the basic education level. Commitment to improve the salaries and housing options for single female teachers. Links commitments to funding resources. Long term indicators include male/female ratios in literacy and skills training program, but these are not linked with a target ratio and no other indicators are engendered.</p> <p>Identifies reproductive health as a public health priority. Pregnant women and women of child bearing age have been identified as a vulnerable population in previous strategies, and as such qualify for nutritional interventions. Unclear what the concrete mechanisms, objectives and indicators are to measure success. Only engendered funding is for breast milk substitutes and baby friendly hospitals.</p> <p>While noting that the prevalence and vulnerability to HIV/AIDS is much higher among women, includes in second level priority programs</p>	<p>Notes the importance of ensuring that all citizens, especially women, participate in society. Allocates funding for enhancing women's democratic decision making, but does not identify concrete strategies or mechanisms. Does list the % of women in parliament, unions, technical positions, professional organizations, and other areas as indicators for governance and improved participation and control of productive resources.</p> <p>Allocates 30% of all land titling for women. Commitment made to address any legal impediments to women's access to productive resources including land, credit, trade information, and technology. Links funding to implementation and identifies indicators to measure impact.</p> <p>Identifies funding and commitment to enhance gender disaggregated data yet most indicators</p>	<p>Identifies gender as a cross cutting theme with three goals: 1. Improve women's access to productive resources; 2. Enhance women's participation in decision-making; 3. data and gender.</p> <p>Gender is allocated .1% of the total budgetary commitment to the implementation of the PRSP. While identifying in the Monitoring and Evaluation section gender, the indicators are currently not identified. Furthermore, most other indicators are not gender disaggregated.</p>
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Do Poverty Reduction Strategy Papers (PRSPs) Address Gender? A Gender Audit of 2002 PRSPs

**Denise Colbert
Gender Action**

Country Assessed by World Bank and IMF Staffs	Gender Issues Covered in Joint Staff Assessment (JSA)	Frequency of Focus On Gender Issues*	Quality of Remarks on Gender Issues	Variance Between JSA's Focus on Gender & Other JSAs's Focus**	Variance Between JSA's Focus on Gender & Gender Action's Focus
Albania	<p>- The poverty diagnosis stresses the multidimensional nature of poverty and outlines the role of remittances supporting many households, particularly female-headed households.</p> <p>- Some female-headed households—widows with children and women living alone—have a higher incidence of poverty, and unemployment is higher among women.</p> <p>- The GPRS (Growth and Poverty Reduction Strategy) recognizes the need for a social protection strategy that is targeted and inclusive, encourages employment, and meets individual needs. The GPRS focuses on developing community social care services to assist vulnerable groups,</p>	<p>- JSA does not focus much on gender issues, but when it does, it provides useful detail.</p> <p>- Gender term hits: 5 (on a scale of 2-16)</p>	<p>- The [few] remarks are of fair quality, identifying women as vulnerable to abusive situations and pointing out the multidimensional nature of poverty, including the role of remittances in supporting female-headed households, some of which have a higher incidence of poverty, and a higher unemployment rate among women.</p> <p>- It was not clear in the JSA whether</p>	<p>- The JSA contained less content on gender, quantitatively and qualitatively, than most JSAs.</p>	<p>- In all cases, here and below, Gender Action provided far more elaboration on the PRSP's inclusion (or lack) of gender considerations and the role of women in the participatory process.</p>

	such as women in abusive situation children in need of foster care, and substance abusers.		women's groups played a role in the participatory process.		
Ethiopia	<ul style="list-style-type: none"> - The PRSP recognizes the additional disadvantages that women face with respect to poverty and lays out a series of specific actions, with a particular emphasis on the effort to improve the enrollment rate of girls in school during the PRSP period and to define agricultural extension packages for poor women farmers. - Indicators also need to be further differentiated by region and gender. 	<ul style="list-style-type: none"> - JSA provides scant coverage of gender issues. - Gender term hits: 4 (on a scale of 2-16) 	<ul style="list-style-type: none"> - Remarks are of poor quality, with little elaboration other than pointing out the need to improve the enrollment rate of girls in school and to define agricultural extension packages for poor women farmers. - Although the JSA states the PRSP consultations constituted an unprecedented participatory process, it was not clear whether women's groups played a role in the process. 	<ul style="list-style-type: none"> - The JSA contained significantly less content on gender, both quantitatively and qualitatively, than most of the JSAs. 	
Gambia	<ul style="list-style-type: none"> - A main objective of the PRSP includes mainstreaming cross-cutting policies for gender issues. One of the strong points of the PRSP includes disaggregation by socioeconomic groups, gender and region. - Gender disparities in particular have proven resilient and will require a finer analysis and more active streamlining throughout 	<ul style="list-style-type: none"> - JSA provides extensive coverage of gender issues. - Gender term hits: 13 (on a scale of 2-16) 	<ul style="list-style-type: none"> - Remarks are of good quality—critical when necessary and very detailed. - The JSA provides credible emphasis on multiple gender considerations, pointing out that one of the key issues critical to the overall 	<ul style="list-style-type: none"> - The JSA contained the 2nd highest amount of content on gender in comparison to all other JSAs. - The quality of gender content was much higher than most of the other JSAs. 	

<p>policy initiatives.</p> <ul style="list-style-type: none"> - Several specific factors of the PRSP analysis are noteworthy, including the gender dimension of poverty, which is clearly outlined. - During implementation, the PRSP analysis could provide more details of the role of women in the agriculture and how intrahousehold allocation of resources affects poverty, especially women and children. - Women are discriminated against and do not have access to land in rural areas. - The poverty analysis identifies a gap in girls' education, particularly in the poorest households. Progress has been made in the enrollment rate of girls. The priority actions for education do address continuing improvement in access for girls. - On crosscutting issues, the poverty analysis stresses the importance of empowering women and increasing their access to land in rural areas. Need details on how women's access to land could be increase. - Some key issues whose further development is critical to the overall poverty strategy should be highlighted, including developments in cross-cutting issues on gender, 		<p>poverty strategy is cross-cutting issues on gender.</p> <ul style="list-style-type: none"> - It was not clear in the JSA whether women's groups played a role in the participatory process. 		
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	environment and population growth.				
Guinea	<p>- The government established eight thematic groups in preparation of the PRSP, one of which included gender, population and development.</p> <p>- The poverty diagnosis of the I-PRSP provided useful information about the overall scale of poverty and some poverty profiles across prefectures, income level, health, education, occupancy and gender. A series of multiple indicator maps has contributed to more in-depth understanding of the regional distribution and nature of poverty, including disparities in poverty between rural and urban areas, between genders and across socio-professional groups.</p> <p>- The PRSP underscores that the burden of poverty falls disproportionately on women and youth but more work will be needed to better understand this situation and to develop an appropriate response.</p> <p>- The staffs encourage the government to address more fully the sharp regional and gender differences affecting the various dimensions of poverty, including provisions of and access to basic services.</p>	<p>- JSA provides above-average coverage of gender issues.</p> <p>- Gender term hits: 8 (on a scale of 2-16)</p>	<p>- Remarks are of good quality—critical when necessary and somewhat detailed.</p> <p>- The JSA provides credible emphasis on multiple gender considerations, pointing out that the PRSP underscores that the burden of poverty falls disproportionately on women and recommending further work to better understand and address this situation.</p>	<p>- The JSA contained more content on gender than most JSAs, and the quality was above average.</p>	

	<p>- Over the 1990s Guinea experienced one of the highest sustained rates of growth in primary education enrollment (10% annually overall, 12% for girls). Progress has also been achieved in higher education, with the introduction of cost recovery, increase in gender equity, and development of programs directly linked to the labor market.</p> <p>- The PRSP lays out extremely ambitious long-term targets, which may not be realistic in the Guinean context. For example, the targets for primary school enrollment and gender equality in enrollment are more ambitious than the MDG targets.</p>				
Guyana	<p>- A preliminary workshop laid particular emphasis on the need to consult with all groups, including those based on ethnic origins, gender, age, education and occupation.</p> <p>- In addition, 98 target group consultations were held by civil society groups, of which 83 were carried out by religious organizations, and others by women, farmers, and youth groups.</p> <p>- Using the 1992 Living Standard Measurement Survey and the 1999 Living Conditions Survey, the PRSP</p>	<p>- JSA provides a moderate coverage of gender issues.</p> <p>- Gender term hits: 5 (on a scale of 2-16)</p>	<p>- Overall, remarks were limited, but were of good quality regarding the role of women in the participatory process and the lack of information concerning the demographic and gender dimension of poverty.</p>	<p>- The JSA contained below-average content on gender and average quality in comparison to other JSAs.</p>	

	describes the poverty situation, but does not analyze the causes of poverty...little information is given concerning the demographic and gender dimension of poverty. – Indicators shared between the Millenium Development Goals and the PRSP include reported cases of HIV/AIDS among women aged 15-45. MDG Goal relates to 15-25 year-old pregnant women .				
Malawi	-Poverty diagnosis included a '97/98 national household survey to develop a comprehensive poverty profile disaggregated by gender . - Poverty reduction strategy includes integrating policies on HIV/AIDS, gender , environment, and science and technology across the main sectors.	- JSA provides scant mention of gender issues. - Gender term hits: 2 (on a scale of 2-16)	- Remarks are of poor quality: - No elaboration on how the PRSP poverty profile disaggregated by gender. - No elaboration on PRSP's approach to integrating policies on gender. - It was not clear in the JSA whether women's groups played a role in the participatory process.	- The JSA contained the least content on gender, qualitatively and quantitatively, in comparison to all other JSAs.	
Niger	- The poverty diagnosis is thorough and comprehensive despite the remaining data constraints. In particular, a multiple indicators survey conducted with the support of UNICEF has contributed to understanding the state of poverty	- JSA provides extensive coverage of gender issues. - Gender term hits: 13 (on a scale of 2-16)	- Remarks are of good quality—critical when necessary and very detailed. - The JSA provides credible emphasis on multiple gender	- The JSA contained significantly more content on gender, qualitatively and quantitatively, than the majority of JSAs.	

<p>issues, including health, education, the status of women, and overall knowledge and perception about HIV/AIDS.</p> <ul style="list-style-type: none"> - Despite data constraints, wherever possible, the data are disaggregated by gender, by region, by habitat (rural/urban), and even by wealth quintiles for those surveys that include information on the households' asset base. - The PRSP underscores that the burden of poverty falls disproportionately on women and girls, and focuses appropriately in its diagnosis on gender issues. - The PRSP's strategic framework rests on four main pillars and three cross-cutting implementation priorities; one of the three cross-cutting themes that should guide policy formulation is the effective inclusion of gender considerations. - However, the strategy is ambitious in terms of improving access to education for girls, aiming to reach the IDG's gender equality target as early as 2005. - Targets would benefit from greater disaggregation to capture gender imbalance, rural and urban inequalities and income disparities. - Further work will be needed over the coming year to address the 		<p>considerations, pointing out that the excellent coverage of gender issues appears to have found little response in the poverty reduction policy framework, with the exception perhaps of female schooling.</p> <ul style="list-style-type: none"> - It was not clear in the JSA whether women's groups played a role in the participatory process. 		
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	<p>issues of improving the quality of education, stimulating demand for schooling, and reducing opportunity costs (especially for girls).</p> <p>- The staffs regret that the excellent coverage of the gender issue in the overall poverty diagnosis appears to have found little response in the poverty reduction policy framework, with the exception perhaps of female schooling. This reflects in part difficulties in addressing gender and population issues in the socio-cultural context of Niger.</p>				
Rwanda	<p>- As part of the poverty diagnosis, the PRSP set out a comprehensive analysis based on a wide range of indicators, including those related to income, consumption, health, education, access to water, crop production, nutrition, women's fertility, income distribution and region.</p> <p>- The PRSP poverty reduction goals are very challenging, requiring exceptional efforts. Progress on the broader MDG targets (infant and maternal mortality, increase in literacy, education of girls), would require sustained support from the donor community.</p> <p>- The staffs welcome the continuing priority to resettlement and reintegration, support to vulnerable</p>	<p>- JSA provides scant coverage of gender issues.</p> <p>- Gender term hits: 3 (on a scale of 2-16)</p>	<p>- Remarks are of poor quality; there is little to no elaboration on issues regarding women's fertility, girls' education and gender disparities.</p> <p>- It was not clear in the JSA whether women's groups played a role in the participatory process.</p>	<p>- The JSA contained significantly less content on gender, qualitatively and quantitatively, than the majority of JSAs.</p>	

	groups, elimination of gender disparities and fighting the HIV/AIDS epidemic, the emphasis on access, quality, relevance, and equity in primary education and the proposal for government assistance to improve access of poor to health services.				
Senegal***	<ul style="list-style-type: none"> - Participatory process included regional consultations with NGOs representing, inter alia, farmers, youth, women, and the handicapped. - Surveys were used to identify gender dimensions of both poverty and lack of access to assets with a view to better integrate gender issues into various sectoral strategies. - PRSP establishes clear medium & long-term goals for poverty reduction outcomes for gender disparities. The targets take account of vulnerable groups, including women, as identified in the poverty profile. 	<ul style="list-style-type: none"> - JSA provides a moderate coverage of gender issues. - Gender term hits: 5 (on a scale of 2-16) 	<ul style="list-style-type: none"> - Remarks are of average quality: - The focus on gender issues was not comprehensive but provided a fair amount of detail. - Participatory process included consultations with women. 	<ul style="list-style-type: none"> - The JSA contained an average amount of content on gender, quantitatively and qualitatively, in comparison to other JSAs. 	
Tajikistan	JSA was removed from World Bank Web site				
Vietnam	<ul style="list-style-type: none"> - Attention to gender issues in the CPRGS (Comprehensive Poverty Reduction and Growth Strategy) is more comprehensive than in the I-PRSP and the staffs commend the process which has found the CPRGS. The Women's Union and 	<ul style="list-style-type: none"> - JSA provides extensive coverage of gender issues. - Gender term hits: 16 (on a scale of 2-16) 	<ul style="list-style-type: none"> - Remarks are of good quality, with a primary emphasis on the significant involvement of women in the participatory process, gender 	<ul style="list-style-type: none"> - The JSA contained more gender-related terms than any other JSA and provided among the highest amount of content on gender, quantitatively 	

<p>the National Committee for the Advancement of Women have been highly active contributors to the drafting and consultation process. Following a six-country meeting on gender-mainstreaming in PRSPs, the NCFAW poverty task force drew up an action plan for mainstreaming gender issues into the CPRGS. This involved conducting a survey of 65 female National Assembly members and summarizing their opinions, consulting provincial and commune-level Women's Union officials and members, and hosting a high-level round-table dialogue with the CPRGS drafting committee. In addition, the views of poor women have been sought: during the community-level consultations, approximately half the participants were women.</p> <ul style="list-style-type: none"> - As part of the poverty diagnosis, issues of gender, ethnic and regional inequality are discussed and are followed up in the strategy part of the document. - It is estimated that SOE reforms could result in 400,000 job separations over a five-year period, and the government has put in place a workable safety net for displaced workers. By including a substantial lump-sum component in 		<p>mainstreaming and several priority actions related to gender.</p>	<p>and qualitatively.</p>	
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	<p>the compensation payments, the severance package has been designed to reduce possible gender biases.</p> <p>-The government articulates its commitment to promoting gender equity through a whole range of actions, which includes (i) reissuing all land certificates in the name of both men and women; (ii) increasing the representation of women in economic and political life; (iii) public investments which reduce the domestic work burden of women; and (iv) actions to reduce family violence.</p>				
Yemen	<ul style="list-style-type: none"> - The PRSP's main strengths include recognition of a wide gender gap. - Additional work is needed in integrating more effectively gender issues in the implementation of strategy. - Participatory process included representatives of the National Women Committee, and background papers covered women and poverty. - Under the poverty diagnosis section, the PRSP indicates that (1) children and women and the rural population, without access to education and health services, are the most deprived; (2) data are disaggregated in many instances by 	<ul style="list-style-type: none"> - JSA provides extensive coverage of gender issues, although primarily in relation to education and health. - Gender term hits: 13 (on a scale of 2-16) 	<ul style="list-style-type: none"> - Remarks are of good quality—critical when necessary and very detailed. - The JSA provides credible emphasis on gender considerations, pointing out that one of the PRSP's main strengths is its recognition of a wide gender gap in terms of targets for education and health. - The JSA also explains the role of women/ women's groups in the participatory process. 	<ul style="list-style-type: none"> - The JSA contained the 2nd highest amount of content on gender in comparison to all other JSAs. - The quality of gender content was higher than most of the other JSAs, although limited to education and health. 	

<p>gender; and (3) current public expenditures in social sectors (education and health) are mildly pro-poor, but current service provision does not address the magnitude of the rural/urban and gender gaps.</p> <ul style="list-style-type: none"> - Good governance, broader participation, environmental sustainability and effective inclusion of gender are identified as cross-cutting themes in the poverty reduction strategy. - Staffs consider implementation of the strategy will hinge on further work in several areas, including enhanced attention to environment, gender and population issues. - According to PRSP targets, Yemen will not be able to meet the MDGs that focus on elimination of the gender gap in basic and secondary education by 2005. - Attention to reducing the gender gap is provided in terms of targets for education and maternal (and child health) indicators. But the gaps remain extraordinarily large. - Sectoral policies and the priority programs and projects appear broadly appropriate. These include raising enrollment levels in basic education and reducing the wide gender gap in enrollment rates. - One main area of insufficient 				
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	attention includes gender issues, especially in access to rural education and health services.				
Zambia	<ul style="list-style-type: none"> - The PRSP has as one of its major objectives to incorporate cross-cutting policies for HIV/AIDS, gender and the environment. Its main strengths include data disaggregated by socioeconomic group, gender and region. - One area where the work is still ongoing and will need to be further developed includes fuller integration of cross-cutting issues such as gender. - The poverty diagnosis provides some disaggregation of poverty by stratum, household size, gender, and region. It examines barriers to poverty reduction, emphasizing the lack of growth, high inequality, external dependence, unsatisfactory prioritization, inadequate safety nets and HIV/AIDS. - The overall approach of the poverty reduction strategy is a combination of growth-promoting activities in key economic sectors...and the integration of policies on HIV/AIDS, gender and the environment across the main sectors. - The PRSP acknowledges HIV/AIDS, gender and 	<ul style="list-style-type: none"> - JSA provides above-average coverage of gender issues. - Gender term hits: 6 (on a scale of 2-16) 	<ul style="list-style-type: none"> - Remarks are of good quality. - The JSA provides credible emphasis on integrating cross-cutting policies on gender. It also points out that one of the PRSP's main strengths is its data disaggregated by socioeconomic group, gender and region. - It was not clear in the JSA whether women's groups played a role in the participatory process. 	<ul style="list-style-type: none"> - The JSA contained more content and better quality on gender than most JSAs. 	

	environment as important cross-cutting issues, but fuller integration is still to be developed in some sectors.				
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*Frequency of focus on gender issues was determined by conducting a word search based on the following terms: gender, women, female, girls.

**There are significant variances between the JSAs' respective focus on gender. According to the World Bank's Guidelines for Joint Staff Assessments of PRSP Annual Progress Reports on Implementation, there no standard guidelines for addressing gender issues. Also, due to grammar and content variances, it appears the JSAs were written by different people whose assessments were perhaps influenced by subjective notions of the importance of gender in reducing poverty.

***The JSA of Senegal's PRSP was removed from the Web site after we ran a word search for 4 gender terms (i.e., gender, women, female and girls), so this data is based solely on the gender-specific text we extracted from the JSA.