



# Empty Promises

## Gender Scorecard of World Bank- Managed Post-Tsunami Reconstruction in Indonesia

Suzanna Dennis & Warisha Yunus  
September 2008

## **Acknowledgements**

The authors are grateful to Elaine Zuckerman for supporting this project and for her inputs. We are also grateful to Nicole Belanger, Gender Action intern, for editing an earlier version of this report. We are indebted to Anna Rooke for suggesting the phrase “gender scorecard.” We also appreciate comments on a draft of this report from the MDF Secretariat and World Bank staff in Jakarta. Any errors or omissions are the sole responsibility of the authors.

© **Gender Action 2008**

## **About Gender Action**

Gender Action was established in 2002. It is the only organization dedicated to promoting gender equality and women's rights in all Financial Institution (FI) investments such as those of the World Bank — the largest public source of development financing in the world.

Gender Action's goal is to ensure that women and men equally participate in and benefit from all IFI investments.

## **Gender Action**

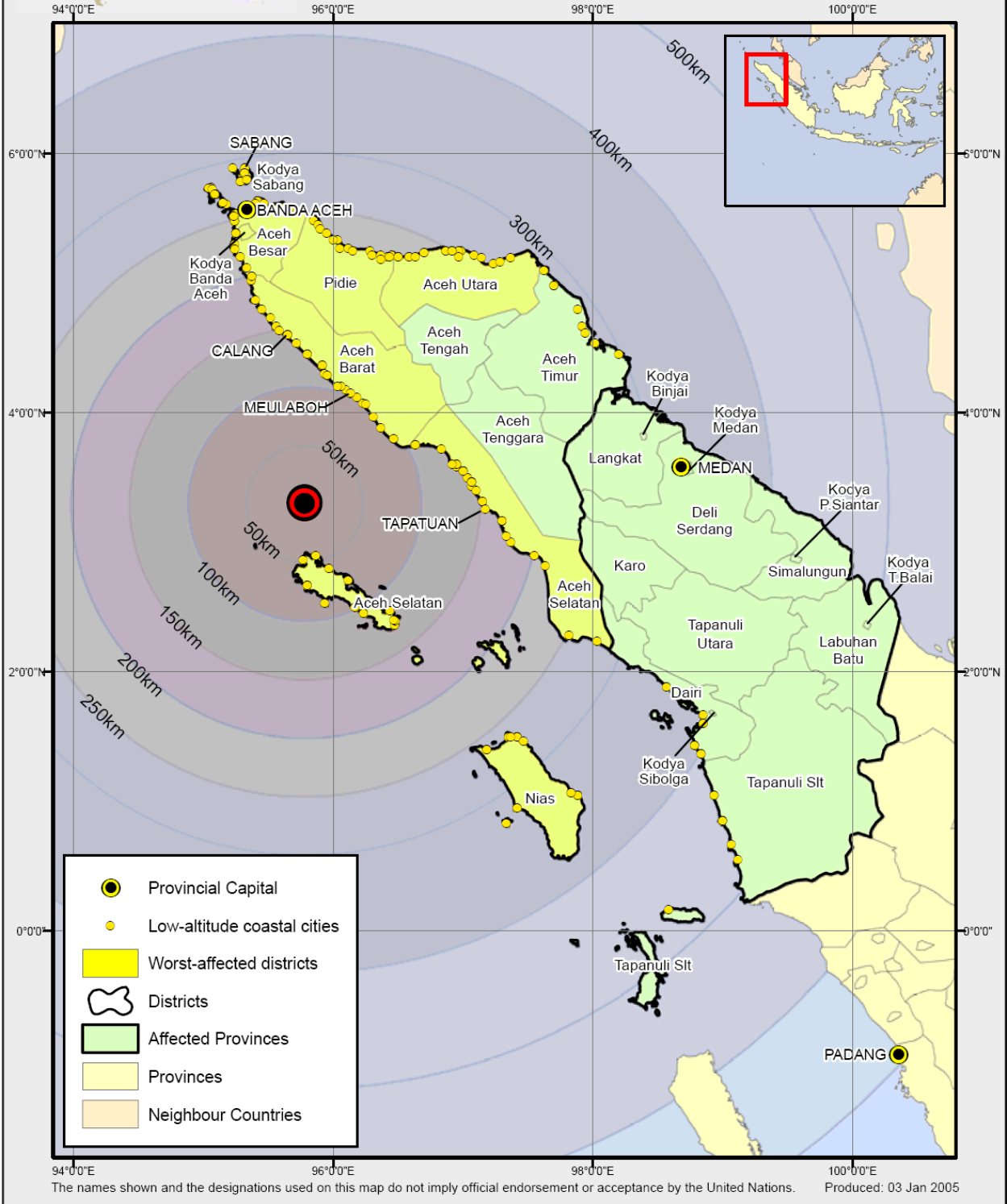
info@genderaction.org

<http://www.genderaction.org>



# DISTRICTS AFFECTED BY EARTHQUAKE & TSUNAMI

UN OCHA  
Map Centre  
ReliefWeb



## Table of Contents

<b>Executive Summary</b> .....	<b>1</b>
<b>1. Introduction</b> .....	<b>2</b>
<b>2. Gender Issues in Aceh and Nias</b> .....	<b>3</b>
<b>3. The Multi Donor Fund</b> .....	<b>6</b>
3.1 MDF Commitments to Engender Reconstruction .....	7
<b>4. Gender Analysis of MDF Projects</b> .....	<b>10</b>
4.1 Gender Considerations in Project Objectives .....	14
4.2 Gender Issues in Project Components .....	15
4.3 Gender Analysis.....	18
4.4 Gender Equality in Participation .....	19
4.5 Gender Considerations in Monitoring & Evaluation .....	21
<b>5. Conclusions and Recommendations</b> .....	<b>23</b>
<b>Annex 1. Gender Analysis of MDF Projects</b> .....	<b>24</b>

## List of Tables

<b>Table 1. Overview of MDF Projects</b> .....	<b>9</b>
<b>Table 2. MDF Gender Scorecard</b> .....	<b>13</b>
<b>Table 3. Gender Analysis of MDF Projects</b> .....	<b>25</b>

## List of Acronyms & Terms

ADB	Asian Development Bank
BPN	<i>Badan Pertanahan Nasional</i> (National Land Agency)
BRR	<i>Badan Rehabilitasi dan Rekonstruksi</i> (Bureau for Rehabilitation & Reconstruction)
CSO	Civil Society Organization
IDA	International Development Association (of the World Bank)
IREP	Infrastructure Reconstruction Enabling Program
IRFF	Infrastructure Reconstruction Financing Facility
KDP	Kecamatan Development Project
<i>Kecamatan</i>	Sub-District
<i>Kelurahan</i>	Block
LGIP	Local Government Annual Investment Plan
MDF	Multi Donor Fund for Aceh and Nias
NGO	Non-governmental Organization
PAD	Project Appraisal Document
PGIP	Provincial Government Annual Investment Plan
SPADA	Support for Poor and Disadvantaged Areas Project
UNDP	United Nations Development Program
UPP	Urban Poverty Program
WEU	Women's Empowerment Unit (of BRR)
WFP	World Food Program

## Executive Summary

This report demonstrates the failure of the World Bank-administered Multi Donor Trust Fund (MDF) for Indonesia's tsunami and earthquake reconstruction to systematically address gender concerns in the design of its projects. Using a numerical and letter grade system, we review MDF project documents available on the MDF and World Bank websites for integration of gender issues in essential areas of MDF project design: (1) objectives; (2) components; (3) analysis; (4) participation; and (5) monitoring and evaluation.

We find that despite firm MDF commitments to address gender issues, no MDF projects include gender equality goals in the project objectives, and most projects fail to integrate gender issues in their analysis of the project's social context and monitoring and evaluation. The majority of MDF projects also fail to address gender concerns in project components and participation, although these dimensions of project design tend to be more sensitive to gender issues than the others, for example through preferential hiring programs for women and promoting women's participation in community consultations.

Based on this analysis, we find that the overwhelming majority of MDF projects—or 12 out of 17 projects—earn “Ds” and “Fs” for failing to adequately address gender issues in their design. Only five projects, or 29 percent, earn a passing “C” grade or higher, and no projects receive an “A.”

Given the MDF's poor scorecard integrating gender issues in project design documents, we conclude that the MDF and the World Bank have failed to fulfill their promises to ensure that MDF projects address women's and gender concerns despite ample opportunity to do so. Instead, MDF projects integrate gender on an ad-hoc basis depending on the motivation of project design and implementation teams, not on the relevance of pressing gender concerns.

We recommend that the MDF and World Bank improve their track record by enhancing existing MDF projects' gender integration and ensuring that subsequent projects address gender issues. We also suggest that the MDF make all its monitoring and evaluation gender sensitive, promote non-traditional employment opportunities for women, and develop tools to increase the capacity of project staff to integrate gender in the future.

# 1. Introduction

This report assesses how well the World Bank-administered Multi Donor Trust Fund (MDF) has fulfilled its commitment to address gender concerns in post-tsunami disaster reconstruction in Aceh and Nias, based on a desk review of project documents available on the MDF and World Bank websites. We analyze MDF Project Appraisal Documents (PADs)—official project design documents that guide implementation, and are the most in-depth project documents available on the MDF website<sup>1</sup>—focusing on whether or not each project: (1) includes gender issues in objectives; (2) addresses gender inequalities in components; (3) analyzes relevant gender issues; (4) ensures gender equality in community participation; and (5) integrates gender dimensions in monitoring and evaluation. Under our scoring system, each element of project design could earn a possible five points for successfully addressing gender issues, with a maximum possible project score of 25. Each project's numerical score is equated to a corresponding letter grade from A to F. This information is consolidated into the MDF Scorecard on page 12.

We find that no MDF project includes gender equality goals in stated project objectives, despite considerable scope for doing so particularly in projects that seek to: reestablish property rights; promote community participation in development; generate jobs; and rebuild infrastructure. A majority 10 out of 17 MDF projects fail to sufficiently address gender issues in project components as expressed in the PADs, and average a mere two out of five possible points in this area. For example, in project design, most MDF projects fail to create jobs for women, lack tools to promote gender sensitivity, neglect to build women's skills, fail to target women as potential project "beneficiaries," and do not address men's gender issues. Twelve MDF projects earn less than three points each for failing to sufficiently analyze relevant gender issues such as discrimination against women and the resurgence of "traditional" patriarchal values in Aceh. Nine MDF projects largely ignore gender equality issues in community participation, and earn less than three points in this area. Twelve MDF projects similarly fail to sufficiently integrate gender considerations in project monitoring and evaluation.

Based on this analysis, we find that 12 out of 17 projects, or over two thirds, score "Ds" and "Fs" for failing to adequately address gender issues in their design. Only five projects, or 29 percent, earn a passing "C" grade or higher. Two MDF projects receive "Bs" for good integration of gender issues, and no projects receive "As." Successful projects tend to be more gender sensitive by including preferential hiring of women, and promoting women's participation in community consultations.

Given the MDF's failure to systematically address gender issues in project design, MDF and World Bank commitments to integrate gender remain empty. Our findings support previous Gender Action research demonstrating the failure of the World Bank to address gender concerns in post-conflict operations, fully implement its gender policy, and protect women from the often detrimental impacts of World Bank investments such as policy-based loans.<sup>2</sup> All MDF-financed projects are required to promote gender equality. Given the MDF's weak track record in systematically addressing gender inequalities, the MDF represents one of the most recent lost opportunities and failings of the World Bank and other donors to keep their promises to promote women's empowerment and gender equality through their investments.

---

<sup>1</sup> For more information about PADs and the World Bank project cycle, see:

<http://web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/0,,contentMDK:20120731~menuPK:41390~pagePK:41367~piPK:51533~theSitePK:40941,00.html>.

<sup>2</sup> For example, see Zuckerman, Elaine and Suzanna Dennis with Marcia E. Greenberg. 2007. *The Gender Dimensions of Post-Conflict Reconstruction: The World Bank Track Record*. Gender Action.

<http://www.genderaction.org/images/Genderaction%20PCR%20June2007.pdf>; Elaine Zuckerman. January 2007. *Gender Equality as Smart Economics: A World Bank Group Gender Action Plan (GAP) (Fiscal years 2007-10): A Critique*. Gender Action.

[http://www.genderaction.org/images/04.22.08\\_EZ-GAPlan%20Critique.pdf](http://www.genderaction.org/images/04.22.08_EZ-GAPlan%20Critique.pdf); Elaine Zuckerman and Wu Qing. 2005. *Reforming the World Bank: Will the Gender Strategy Make a Difference? A Study with China Case Examples (Updated Version)*. Gender Action and Heinrich Böll Foundation. <http://www.genderaction.org/images/ReformingtheWorldBank2005.pdf>; Dennis, Suzanna and Elaine Zuckerman. December 2006. *Gender Guide to World Bank and IMF Policy-Based Lending*.

Gender Action. <http://www.genderaction.org/images/Gender%20Guide%20032007.pdf>.

Project design is an important indicator of the priority placed on gender considerations. The authors recognize it is equally important to assess gender integration in project implementation, and hope that our findings will inspire and inform future research on the actual impacts of MDF projects on women and men in Aceh and Nias.

The next section identifies the most pressing gender issues that the MDF must address in tsunami reconstruction, or risk compounding gender inequality. Section 3 presents an overview of the MDF including its commitments to promote gender equality. Section 4 provides a gender analysis of MDF projects presented by sector, based on analysis in Annex 1. Section 5 offers concluding thoughts and recommendations.

## 2. Gender Issues in Aceh and Nias

The December, 2004 tsunami that originated off the coast of Indonesia was one of the worst natural disasters in modern times, and had profoundly different impacts on women and men on islands like Aceh and Nias. A massive earthquake near Nias Island in March, 2005 further compounded the crisis.<sup>3</sup> Nias is one of the most undeveloped regions of Indonesia due to long term neglect, geographic isolation, and the marginalization of its predominantly Christian inhabitants.<sup>4</sup> The impacts of the tsunami on Nias were relatively mild, killing 122 people, injuring 18 and displacing 2,300, whereas earthquake damage killed 839 people and injured over 6,279.<sup>5</sup> The earthquake also damaged local infrastructure and administration by destroying homes, schools, bridges, roads, piers, health centers, and other government buildings.<sup>6</sup> In Aceh, the tsunami water covered 800 kilometers of coastline, and killed around 169,000 people and left 600,000 more homeless.<sup>7</sup> Aceh is one of the poorest of Indonesia's 33 provinces, with 30 percent of the population living below the national poverty line before the tsunami.<sup>8</sup> The contraction in Aceh's economy after the tsunami is estimated to have led to significantly higher rates of poverty.

The remainder of this section explores the disaster reconstruction context from a gender perspective to identify pressing needs that must be addressed to ensure that women and men equally benefit from MDF reconstruction. While most of the information below focuses on gender issues in Aceh because of lack of research on Nias, some gender dynamics—such as women's heavy workload and difficulties earning a livelihood compared to men—are virtually universal, and surely apply to Nias (although this is difficult to confirm without further research).

**Women's High Tsunami Mortality Rates.** Women comprised an estimated three to four times more of the 127,358 tsunami casualties than men.<sup>9</sup> In the worst affected villages in Aceh, up to 80 percent of those killed were women.<sup>10</sup> Women gathering children and elderly people lost valuable time escaping the waves, and tired quickly from the current because they were holding onto family members. Also, the

---

<sup>3</sup> There is considerably less information on life and gender relations in Nias than Aceh, perhaps due to its remoteness and small size. To avoid overgeneralizations, much of our analysis in this section and throughout this report will focus on Aceh.

<sup>4</sup> Page 15. Tsunami Evaluation Coalition. April 2006. *Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report (Aceh and Nias)*. [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf).

<sup>5</sup> Ibid.

<sup>6</sup> Ibid.

<sup>7</sup> Page 1. Oxfam International. November 2006. *The Tsunami Two Years On: Land Rights in Aceh*. Oxfam Briefing Note. <http://www.oxfam.org.au/world/emergencies/2004-tsunami/articles/landrightsAceh.pdf>.

<sup>8</sup> Page 19. Tsunami Evaluation Coalition. April 2006. *Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report (Aceh and Nias)*. [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf).

<sup>9</sup> Page 2. Oxfam International. March 2005. *The Tsunami's Impact on Women*. Oxfam Briefing Note.

[http://www.oxfam.org/en/files/bn050326\\_tsunami\\_women/download](http://www.oxfam.org/en/files/bn050326_tsunami_women/download); Page 7. Tsunami Evaluation Coalition. April 2006. *Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report (Aceh and Nias)*. [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf).

<sup>10</sup> Ibid.



tsunami waves passed under men's fishing boats while at sea, while many women were at home in communities that were devastated by the waves.<sup>11</sup>

**Women's Workload.** In Aceh, tsunami reconstruction and post-conflict reconstruction go hand in hand. In August 2005 the Free Aceh Movement and the Indonesian government signed a peace accord ending nearly 30 years of armed conflict.<sup>12</sup> Conflict in Aceh led to high male death rates, male migration to avoid detention, and male absenteeism for months at a time. This resulted in high levels of Acehnese households led by women—between 19 and 23 percent—before the tsunami.<sup>13</sup> As a result of the conflict and tsunami, the number of dependents in many households and women's workload increased as people migrated from disaster areas to live with family members in less affected areas.<sup>14</sup> High numbers of female tsunami casualties in Aceh put further pressure on female survivors to care for extended families.

**Women's Civic Engagement.** Women in Aceh have historically played an important part in community life, but their role in public decision-making and political life have been limited by patriarchal social norms.<sup>15</sup> Prior to the tsunami, Aceh was under military rule and martial law since 1989, which limited freedom of assembly, association, and expression.<sup>16</sup> The prolonged conflict in Aceh weakened civil society, bolstered men's public leadership, and led to women's cautious engagement in community life and decision-making. One war widow whose community was hit by the tsunami describes the survival tactic of many women as, 'lying low and minding their own business.'<sup>17</sup> This may have helped many women survive while their husbands were killed during the conflict, but it created a considerable challenge to motivating women's involvement in reconstruction and development.

**Social Norms Defining Women's Roles.** In Aceh, surviving women are confronted with traditional gender discrimination, compounded by increased social and economic burden, and a rise in religious fundamentalism. In 2002 the Indonesian government officially recognized *Shariah* law in Aceh, although it had been unofficially practiced for years. This strengthened the role of *Ulama*, or Muslim scholars who interpret Islamic law.<sup>18</sup> Some Ulama have blamed women's "wicked ways" or un-Islamic behavior for the tsunami disaster. After the tsunami, Ulama introduced measures to control women such as a curfew, public shaming of women wearing "inappropriate" clothing, and cutting the hair of women who did not cover their heads, all enforced by the Shariah police.<sup>19</sup> Acehnese women also suffer from high rates of gender based violence.

---

<sup>11</sup> Ibid.

<sup>12</sup> Page 3. Vianen, Inge. July 2006. [Women, Gender and Work in Nanggroe Aceh Darussalam Province](http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf). ILO. <http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf>.

<sup>13</sup> Page 41. Tsunami Evaluation Coalition. April 2006. [Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report \(Aceh and Nias\)](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf). [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf); Page 3. Vianen, Inge. July 2006. [Women, Gender and Work in Nanggroe Aceh Darussalam Province](http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf). ILO. <http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf>.

<sup>14</sup> Page 4. Vianen, Inge. July 2006. [Women, Gender and Work in Nanggroe Aceh Darussalam Province](http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf). ILO. <http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf>.

<sup>15</sup> Page 20. Tsunami Evaluation Coalition. April 2006. [Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report \(Aceh and Nias\)](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf). [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf)

<sup>16</sup> Ibid:14.

<sup>17</sup> Ibid:43.

<sup>18</sup> Page 4. Vianen, Inge. July 2006. [Women, Gender and Work in Nanggroe Aceh Darussalam Province](http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf). ILO. <http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf>.

<sup>19</sup> Page 2. Western Resistance. December 2005. [Indonesia: Muslim Judge Blames Women's Wickedness For Tsunami](http://www.westernresistance.com/blog/archives/001263.html). <http://www.westernresistance.com/blog/archives/001263.html>. The same article states that, according to one observer, the increase in fundamentalism and domination of women and girls in Aceh is directly linked to the Tsunami: "the *Shariah* police seek out women without headscarves or unmarried girls meeting boys in private and parade them through the streets in an open car. I've seen the police laughing and boasting and the girls in tears. The *Shariah* police say the tsunami happened because women ignored religion. We never heard of this parading before the tsunami."



Femininity in Aceh is generally understood as centering on the family and reproduction, whereas decision-making and income generation is thought of as the responsibility of men.<sup>20</sup> This has resulted in a land tenure and property ownership system that—in practice—often favors men.<sup>21</sup> In general, the concept of 'gender equality' is associated with Western values and is frowned upon.<sup>22</sup> Rather, equality is understood as "complementarity between husbands and wives in which their respective responsibilities should be given the same value."<sup>23</sup>

**Livelihoods.** The tsunami and earthquake destroyed fishing boats, fishing ponds for aquaculture, agricultural land, and small businesses, ruining industries and infrastructure in Aceh and Nias.<sup>24</sup> This had profound effects on the livelihoods of women and men. In Aceh, the tsunami's destruction resulted in an estimated job loss of 25 percent of the labor force.<sup>25</sup> Many men may feel a loss of self esteem for not being able to take care of their families after losing their livelihoods. Widowers need help coping with situations they might not have encountered before like caring for children and the elderly.

In Aceh, social norms opposing women's work outside the home and in jobs that are not considered 'female' discourages women's formal labor force participation.<sup>26</sup> Acehnese gender discourse favors women's unpaid home care over employment outside the domestic sphere to ensure the maintenance of moral and religious values. In reality, many women face a triple burden of providing family care, and productive work such as agricultural labor, while receiving no financial compensation.<sup>27</sup> As a result of these pressures, only 50 percent of all working-age women are in the formal labor force compared to 81 percent of men.<sup>28</sup> Despite women's historical dominance in unpaid work such as in informal enterprises, agriculture or fisheries, pressure to provide for their families after the tsunami pushed many women into the formal labor force.<sup>29</sup> Men tend to work in construction and transportation sectors, which have generally been off-limits for women who often to work as tailors, dressmakers, cooks, nurses, midwives, and teachers.<sup>30</sup> A challenge for MDF reconstruction is to confront existing patterns of gendered employment segregation and support women's involvement in more lucrative non-traditional sectors such as construction.<sup>31</sup>

Acehnese women are already stepping out of their socially ascribed roles into non-traditional jobs. These experiences can be very empowering. For example, during the conflict, many women assumed conventionally male positions as heads of household. And Acehnese women are using their experience clearing debris after the tsunami to argue for access to more non-traditional work. An ILO report argues, "This fluctuation of gender roles could facilitate their entry into previously male-dominated sectors and contribute to the breakdown of gender stereotypes which impede their advancement in economic, political and social spheres."<sup>32</sup>

---

<sup>20</sup> Page 4. Vianen, Inge. July 2006. *Women, Gender and Work in Nanggroe Aceh Darussalam Province*. ILO. <http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf>.

<sup>21</sup> Ibid:10.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

<sup>24</sup> Ibid:4.

<sup>25</sup> Page 7. Tsunami Evaluation Coalition. April 2006. *Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report (Aceh and Nias)*. [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf).

<sup>26</sup> Page 6. Vianen, Inge. July 2006. *Women, Gender and Work in Nanggroe Aceh Darussalam Province*. ILO. <http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf>.

<sup>27</sup> Ibid:8.

<sup>28</sup> Ibid:4-5.

<sup>29</sup> Ibid:4,8.

<sup>30</sup> Ibid:9.

<sup>31</sup> Ibid:11; Page 46. Tsunami Evaluation Coalition. April 2006. *Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report (Aceh and Nias)*. [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf).

<sup>32</sup> Pages 11-12. Vianen, Inge. July 2006. *Women, Gender and Work in Nanggroe Aceh Darussalam Province*. ILO. <http://www.ilo.org/public/english/region/asro/jakarta/download/genderinaceh.pdf>.

## International Presence

The remoteness of Aceh and Nias and the conflict in Aceh resulted in a limited presence of international development agencies. The World Bank was one of the few organizations with projects in the region prior to the tsunami and earthquake. However, during the first two months after the tsunami, an estimated 300 international relief organizations arrived in Aceh, many with little or no knowledge of the sociopolitical context.<sup>33</sup> They spent the first few months conducting needs-assessments and building their offices and staff, with higher wages and better opportunities attracting many of the 'best and brightest' women and men from local organizations.<sup>34</sup> Some local groups lost up to 40 percent of their personnel due to poaching by international organizations, which, compounded by the loss of workers and infrastructure from the disasters, further weakened local organizations' ability to respond.<sup>35</sup> The international presence also led to stricter enforcement of regulations on women's movement by Aceh's Shariah police in an effort to preserve women's values from outsiders' influence.<sup>36</sup>

## 3. The Multi Donor Fund

The Government of Indonesia and the international community established the MDF in May 2005 under the trusteeship of the World Bank to coordinate grant funding for reconstruction in Aceh and Nias. In April 2005 the Government of Indonesia developed a Master Plan for reconstruction and rehabilitation, and shortly after, established the Badan Rehabilitasi dan Rekonstruksi (BRR, or Bureau for Rehabilitation and Reconstruction) to help coordinate work, including through the MDF.

As of December 2007, the MDF had US\$673.3 million in confirmed pledges from the following 15 donors, ordered from largest to smallest: the European Commission, the Netherlands, United Kingdom, World Bank, Sweden, Denmark, Norway, Germany, Canada, Belgium, Finland, Asian Development Bank, United States of America, New Zealand and Ireland.<sup>37</sup> Of the total pledges, the MDF has received US\$416 million for operations.<sup>38</sup> However, as of December 2007 the MDF had only disbursed US\$270 million, or 55 percent of its approved project funding due to "implementation challenges."<sup>39</sup>

The MDF was set to be dissolved in December, 2010, but given the disbursement problems, it is currently preparing to extend its closing date by two years.<sup>40</sup> The BRR is phasing out its operations at the end of 2008, and will close completely in April 2009.<sup>41</sup> The phase-out of donor reconstruction activities in the coming years is expected to result in job losses.<sup>42</sup> As the MDF and BRR end operations and donor funds dry up, sustainable development in Aceh and Nias will hinge on the creation of lasting jobs and public services for women and men.

The MDF is governed by a Steering Committee with three co-chairs: BRR representing the Government of Indonesia; the World Bank's low-income country financing arm, the International Development

---

<sup>33</sup> Page 30. Tsunami Evaluation Coalition. April 2006. Impact of the Tsunami Response on Local and National Capacities: Indonesia Country Report (Aceh and Nias). [http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities\\_indonesia.pdf](http://www.tsunami-evaluation.org/NR/rdonlyres/239C7E21-913E-4150-A060-2CCD0804191B/0/capacities_indonesia.pdf).

<sup>34</sup> Ibid.

<sup>35</sup> Ibid:32.

<sup>36</sup> Ibid:42.

<sup>37</sup> Page 21. MDF. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf). As of December 2007, the Netherlands, United Kingdom, Sweden and Germany had pledged another US\$117.8 million.

<sup>38</sup> Ibid:22.

<sup>39</sup> Page 4. MDF. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>40</sup> Ibid:23.

<sup>41</sup> Ibid:4.

<sup>42</sup> Ibid:5.

Association (IDA), and; the biggest donor, currently the European Commission.<sup>43</sup> IDA is also MDF Trustee and Fiscal Agent responsible for managing and disbursing all MDF funds.<sup>44</sup> The Steering Committee is responsible for developing MDF policies and guidelines, reviewing the Fund's progress, and ensuring that MDF-financed projects are in accordance with the Government of Indonesia's Master Plan.<sup>45</sup> The Steering Committee is assisted by a Secretariat—housed at the World Bank office in Jakarta, Indonesia—that is responsible for overall coordination of the MDF.<sup>46</sup>

The Asian Development Bank (ADB) is one of the smallest donors to the MDF, having pledged only US\$10 million to the Fund, the minimum to become a member of the Steering Committee.<sup>47</sup> ADB channels most of its tsunami relief funding through its own US\$600 million multi-donor Asia Tsunami Fund providing grants for rehabilitation and reconstruction projects in Indonesia, India, Maldives, Sri Lanka, and Thailand.<sup>48</sup> The ADB's February 2006 progress report on its reconstruction operations in Aceh and Nias never mentions gender, women, widows, or men, which implies that its tsunami reconstruction work largely ignores gender issues.<sup>49</sup> More research is needed to assess the ADB's track record engendering tsunami reconstruction projects.

The World Bank is Partner Agency for the majority of MDF projects, or 10 out of the 17 (see Table 1). As Partner Agency, the Bank enters into grant agreements with Implementing Agencies and appraises, approves and supervises projects.<sup>50</sup> Other MDF Partner Agencies are the United Nations Development Program (UNDP) and World Food Program (WFP). Implementing Agencies include Indonesian government agencies—which are currently implementing ten projects using 80 percent of the MDF funds<sup>51</sup>—civil society groups, and United Nations agencies.

All MDF projects are funded through grants. The average project grant amount across all sectors is nearly US\$30 million. The total MDF project cost ranges from US\$1.5 million for the Lamno-Calang Road Maintenance Project which closed in December 2007, to US\$300 million for an Infrastructure Reconstruction Financing Facility that includes co-financing from the BRR. At the time of writing the MDF was in the process of preparing two additional projects totaling US\$59.9 million for disaster risk reduction and economic recovery.<sup>52</sup>

MDF projects go through a rigorous approval process providing ample opportunity for the BRR, Steering Committee and Secretariat to require that projects are in accordance with the MDF policy framework which mandates that projects address gender issues.<sup>53</sup> The next section details these commitments.

### **3.1 MDF Commitments to Engender Reconstruction**

The MDF, BRR, Government of Indonesia, and MDF Steering Committee Co-Chair and Partner Agency—the World Bank—have all pledged to promote gender equality and integrate gender concerns into their work.

---

<sup>43</sup> Page 8. MDF. April 2006. Operations Manual. Multi Donor Fund For Aceh and Nias. [http://www.multidonorfund.org/documents/operations\\_manual\\_290306.doc](http://www.multidonorfund.org/documents/operations_manual_290306.doc).

<sup>44</sup> Ibid:9

<sup>45</sup> Ibid:6.

<sup>46</sup> Ibid:12.

<sup>47</sup> ADB. No date. Earthquake and Tsunami Emergency Sector Project (ETESP) – Indonesia: Frequently Asked Questions. <http://www.adb.org/Projects/ETESP/faqs.asp>.

<sup>48</sup> ADB. February 2005. Asia Tsunami Fund. <http://www.adb.org/Documents/Papers/Tsunami/Asian-Tsunami-Fund.pdf>.

<sup>49</sup> ADB. February 2006. Progress Report Indonesia: Aceh-Nias Rehabilitation and Reconstruction. <http://www.adb.org/Documents/PAs/INO/31153-INO-PA.pdf>.

<sup>50</sup> Page 13. MDF. April 2006. Operations Manual. Multi Donor Fund For Aceh and Nias. [http://www.multidonorfund.org/documents/operations\\_manual\\_290306.doc](http://www.multidonorfund.org/documents/operations_manual_290306.doc).

<sup>51</sup> Page 1. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>52</sup> Ibid:2.

<sup>53</sup> MDF. No date. Frequently Asked Questions. <http://multidonorfund.org/faq.html#1>.

According to the MDF Recovery Assistance Policy, all MDF-financed projects are required to promote gender equality.<sup>54</sup> Specifically, *the Steering Committee should ensure that projects funded by the MDF are designed to include strategies that address the root causes of women's vulnerability including gender and social inequality, encourage meaningful opportunities for women's involvement, and ensure tangible benefits to women in the economic recovery process.*<sup>55</sup> However, the 60 page MDF Operations Manual does not mention women or gender concerns at all.

The BRR launched a gender policy in September 2006 which aims for the "full engagement of women and men as equal partners in the social, cultural and economic development of Aceh and Nias."<sup>56</sup> BRR promotes this goal through integrating gender in economic development, health and education, leadership and empowerment, institutional development and capacity building, and housing, settlement and infrastructure.<sup>57</sup> The BRR's guiding principles defined in its gender strategy are: (1) active participation of women and men in reconstruction; (2) equal access and opportunities for women and men to economic resources; and (3) working with men and women from all walks of life to challenge social structures that create and reinforce inequality.<sup>58</sup>

The Government of Indonesia's Master Plan for rehabilitation and reconstruction in Aceh and Nias considers the particular vulnerabilities of women (and children) as a "cross-cutting" issue.<sup>59</sup> It notes that the tsunami and earthquake have drastically changed women's economic circumstances as many have lost their livelihoods or have become their family's primary source of income. It pledges to improve economic opportunities for women, with a focus on female heads of household.

Lastly but importantly, the World Bank has committed to integrate gender into its work. The World Bank's Gender and Development policy says the Bank helps "member countries to reduce poverty and enhance economic growth, human well-being, and development effectiveness by addressing the gender disparities and inequalities that are barriers to development, and by assisting member countries in formulating and implementing their gender and development goals."<sup>60</sup> The Bank's Gender Action Plan released in 2006 aims to promote shared economic growth, gender equality, and women's empowerment. The Action Plan focuses on women in the following sectors: infrastructure such as energy, transport, water and sanitation; agriculture; private sector development; and finance.<sup>61</sup> Previous Gender Action research critiques the Action Plan and highlights the Bank's failure to sufficiently implement its gender policy.<sup>62</sup>

Despite strong MDF, BRR, Government of Indonesia and World Bank commitments to promote women's empowerment in their post-tsunami projects, as the next section demonstrates, they largely fail to keep their promises by approving MDF projects that neglect to address gender concerns at the design phase.

---

<sup>54</sup> Page 8-9. MDF. March 2006. Recovery Assistance Policy.

[http://www.multidonorfund.org/documents/recovery\\_assistance\\_policy\\_updated\\_mar\\_06.doc](http://www.multidonorfund.org/documents/recovery_assistance_policy_updated_mar_06.doc)

<sup>55</sup> Ibid.

<sup>56</sup> Page 10. BRR. September 2006. Promoting Gender Equality in the Rehabilitation and Reconstruction Process of Aceh and Nias. Deputy of Education, Health, and Women Empowerment.

[http://www.ineesite.org/uploads/documents/store/doc\\_1\\_58\\_Policy\\_and\\_Strategy\\_-\\_Gender\\_FINAL\\_ENG.pdf](http://www.ineesite.org/uploads/documents/store/doc_1_58_Policy_and_Strategy_-_Gender_FINAL_ENG.pdf).

<sup>57</sup> Ibid:11.

<sup>58</sup> Ibid:10.

<sup>59</sup> Page 6-5 to 6-6. Republic of Indonesia. April 2005. Master Plan for the Rehabilitation and Reconstruction of the Regions and Communities of the Province of Nanggroe Aceh Darussalam and the Islands of Nias, Province of North Sumatra.

[http://www.undp.org/cpr/disred/documents/tsunami/indonesia/reports/masterplan\\_0405\\_eng.pdf](http://www.undp.org/cpr/disred/documents/tsunami/indonesia/reports/masterplan_0405_eng.pdf).

<sup>60</sup> World Bank. August 2004. Operational Policy 4.20: Gender and Development.

<http://wbln0018.worldbank.org/institutional/manuals/opmanual.nsf/72b094329ae65e838525705c00162b8a/e8f5eda29748a0038525672c007d0735?OpenDocument>.

<sup>61</sup> World Bank. September 2006. Gender Equality as Smart Economics: A World Bank Group Gender Action Plan (Fiscal years 2007–10). [http://siteresources.worldbank.org/INTGENDER/Resources/GAPNov2\\_Cover.pdf](http://siteresources.worldbank.org/INTGENDER/Resources/GAPNov2_Cover.pdf).

<sup>62</sup> Elaine Zuckerman. January 2007. Gender Equality as Smart Economics: A World Bank Group Gender Action Plan (GAP) (Fiscal years 2007-10): A Critique. Gender Action. [http://www.genderaction.org/images/04.22.08\\_EZ-GAPlan%20Critique.pdf](http://www.genderaction.org/images/04.22.08_EZ-GAPlan%20Critique.pdf); Elaine Zuckerman and Wu Qing. 2005. Reforming the World Bank: Will the Gender Strategy Make a Difference? A Study with China Case Examples (Updated Version). Gender Action and Heinrich Böll Foundation. <http://www.genderaction.org/images/ReformingtheWorldBank2005.pdf>.

**Table 1. Overview of MDF Projects**<sup>63 64</sup>

Sector	MDF Projects	\$USMill. Grant (Total)	Partner Agency	Implementing Agency
Recovery of Communities	1. Reconstruction of Aceh Land Administration System Project	28.5	World Bank	National Land Agency (BPN)
	2. Kecamatan Development Project	64.7	World Bank	Ministry of Home Affairs
	3. Urban Poverty Program	18	World Bank	Ministry of Public Works
	4. Community Based Settlement Rehabilitation and Reconstruction Project	85 (90)	World Bank	Ministry of Public Works
	5. Kecamatan Rehabilitation and Reconstruction Planning Project for Nias <sup>65</sup>	25.7 (51.5)	World Bank	BRR
Infrastructure and Transport	6. Sea Delivery and Logistics Program	24.7	World Food Program	World Food Program
	7. Tsunami Recovery Port Redevelopment Program	3.8	UNDP	UNDP
	8. Flood Mitigation Program for Banda Aceh	4.5	World Bank	Muslim Aid
	9. Infrastructure Reconstruction Enabling Program	42	World Bank	BRR
	10. Infrastructure Reconstruction Financing Facility	109 (191)	World Bank	BRR
	11. Lamno-Calang Road Maintenance Project	1.5	UNDP	UNDP
Capacity Building and Governance	12. Support for Poor and Disadvantaged Areas Project	25 (39.6)	World Bank	BRR
	<i>5. Kecamatan Rehabilitation and Reconstruction Planning Project for Nias</i>	--	--	--
	13. Technical Assistance to BRR Project	14.7	UNDP	BRR
	14. Labor-based Rural Road Rehabilitation Project	6.4	UNDP	ILO
	15. Support to Strengthen the Role and Capacity of CSOs	6	UNDP	UNDP
Sustainable Management of the Environment	16. Tsunami Recovery Waste Management Program	24.7	UNDP	District Sanitation Department
	17. Aceh Forest and Environment Project	17.5	World Bank	Leuser International Foundation and Fauna and Flora International
	<b>Total:</b>	<b>501.7 (738.1)</b>		
	<b>Average:</b>	<b>29.5 (43.4)</b>		

<sup>63</sup> Information about financing, Partner Agencies, and Implementing Agencies are taken from the MDF's December 2007 Progress Report because it contains the most current data. The MDF and its donors use variations of the same name for the projects listed here. For consistency, we use the short names on the MDF's website project pages as of January 2008.

<sup>64</sup> Kecamatan Development Project, Urban Poverty Program, and Support for Poor and Disadvantaged Areas Project are Indonesia-wide World Bank projects that receive MDF grant funding for operations in Aceh and Nias. For the purposes of this project, we prioritized gender inclusion in MDF-specific documents. We posit that if gender is an important element of the country-wide project design, it should be tailored to the reconstruction context and carried through in the MDF-specific documents. We recognize that the country-wide project documents may include gender-specific activities that are being implemented in Aceh or Nias, outside of the MDF, that are not in the purview of this report.

<sup>65</sup> The MDF categorizes this project under both the Recovery of Communities and Capacity Building and Governance sectors. We have included it in both sectors, and italicized it the second time, but do not double-count the project in any calculations.

## 4. Gender Analysis of MDF Projects

To assess MDF integration of gender concerns, we evaluate all 17 MDF PADs to determine how well they incorporate gender issues based on five dimensions of project design: (1) objectives; (2) components; (3) analysis of relevant gender issues; (4) participation; and (5) monitoring and evaluation. Projects could earn up to five points on each dimension according to how well they incorporate gender issues. To determine the total gender sensitivity score of a particular project, we sum the score for each dimension, with 0 being the lowest possible project score and 25 being the highest possible score. Additionally, we adapt the numerical score to a letter grade. Under this system, a project with a total score between 21 and 25 earns an “A,” a score of 16-20 a “B” and so on, until “F.” Taken together, the projects’ grades comprise the MDF gender scorecard. Table 2 on page 12 presents this scorecard, synthesizing the detailed gender analysis in Annex 1, Table 3. The remainder of this section presents a brief overview of our findings, and then goes into a detailed gender analysis of MDF projects based on the five dimensions of project design.

We find that merely five MDF projects representing less than one third of all projects earn a passing grade of “C” or above for successfully addressing gender issues in their design. More than two thirds of MDF projects poorly address gender issues or do not at all. For example, the Reconstruction of Aceh Land Administration System PAD identifies widows as being “in a disadvantageous position for defending their rights,” but fails to ensure women’s land rights, such as through prioritizing widows’ land titles and joint titling for male and female headed households.<sup>66</sup> Another three MDF projects barely pass our scrutiny with a “C” grade.

Only two MDF projects include good measures to integrate gender in design and scored “Bs.” The Urban Poverty Program has a thirteen point Gender Mainstreaming Strategy that includes preferential recruitment for female consultants and community facilitators, and gender awareness training for project teams.<sup>67</sup> Similarly, the Infrastructure Reconstruction Financing Facility—the largest MDF project in terms of funding—includes a “Gender Outreach Strategy” in its PAD which seeks to enhance women’s participation through women’s focus group discussions and direct outreach to the media,<sup>68</sup> and a “Framework for Mainstreaming Gender in Infrastructure” to minimize potential negative gender impacts of the project such as spreading HIV/AIDS and increasing contract marriage.<sup>69</sup>

The two-thirds rate of failure of MDF projects to integrate gender concerns in design is consistent among Partner Agencies. Three out of ten, or 33 percent of projects that the World Bank is Partner Agency on earn a passing grade or above, while 67 percent do not. Similarly, one third of projects that UNDP is a partner agency on—or two out of six—pass the test and two thirds do not.

---

<sup>66</sup> Pages 2, 13. World Bank. 22 June 2005. [Project Appraisal Document Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$28.5 Million to the Republic of Indonesia for the Reconstruction of Aceh Land Administration System Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf). Report No. 32716-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742\\_20060106111422/Rendered/PDF/32716.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf).

<sup>67</sup> Pages 28-29. World Bank. 18 August 2005. [Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$17.96 Million to the Republic of Indonesia for a Community Recovery Through Urban Poverty Program in Earthquake-Tsunami Affected Areas of Naggroe Aceh Darussalam and North Sumatra](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341_20051028111743/Rendered/PDF/33893.pdf). Report No. 33893-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341\\_20051028111743/Rendered/PDF/33893.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341_20051028111743/Rendered/PDF/33893.pdf).

<sup>68</sup> Page 18. World Bank. 31 January 2007. [Project Appraisal Document for a Proposed Multi Donor Fund for Aceh and North Sumatra \(MDF\) Grant in the Amount of US\\$100 Million to the Government of Indonesia for the Infrastructure Reconstruction Financing Facility](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf). Report No: 38460-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953\\_20070319091022/Rendered/PDF/38460.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf).

<sup>69</sup> Ibid:85.

MDF projects span four sectors: (1) Recovery of Communities; (2) Infrastructure and Transport; (3) Capacity Building and Governance; and (4) Sustainable Management of the Environment. Gender integration in MDF project design varies by sector. The “Infrastructure and Transport” sector is the least sensitive to gender issues, with an average project gender score of four. This sector has one gender-sensitive project—The Infrastructure Reconstruction Financing Facility—that earned a “B.” The remaining five projects averaged 1.7 of a possible 25 points, all earning a letter grade “F.” One of the poor performers in this sector—the Infrastructure Reconstruction Enabling Program—linked to the gender sensitive Infrastructure Reconstruction Financing Facility, should adopt the latter’s approach.<sup>70</sup> The “Sustainable Management of the Environment” sector performs the second to worst; its two projects cumulatively earned a mere 10 points. The “Recovery of Communities” sector projects are slightly better with an average project score of 8.6. The gender-sensitive Urban Poverty Program earned a “B” with 16 points, although the remaining four projects in this sector got “Ds” and one “F.” The “Capacity Building and Governance” sector has the most gender sensitive portfolio with three “Cs,” one “D,” and one “F,” and an average project score of 9.6 out of 25.

The remainder of this section analyzes MDF projects’ design in: objectives, components, analysis, participation and monitoring and evaluation.

---

<sup>70</sup> The Infrastructure Reconstruction Enabling Program project documents indicate that it will adopt the Infrastructure Reconstruction Financing Facility’s gender sensitive approach, but fails to do so in the project documents. This signals a failure to prioritize engendering the project and indicates that gender may be overlooked in implementation.



### **Box 1: Challenges Monitoring MDF and World Bank Projects in Implementation**

A lack of project implementation documents on the MDF and World Bank websites presented considerable challenges in researching this report. Our gender analyses is based on reviews of Project Appraisal Documents (PADs) and other project documents written prior to project approval because such documents are readily available on MDF and World Bank websites across projects. PADs are official project design document required for project approval that guide project implementation.<sup>71</sup> Documents produced after a project is closed, such as Implementation Completion Reports, are also available for closed World Bank projects, but most post-tsunami projects have not yet closed. The MDF and World Bank do not systematically release project documents and post them on their respective websites during *project implementation*, making it difficult for outsiders to track ongoing project performance. World Bank reports that are not readily available online include Mid Term Reviews, project Operations Manuals, and other documents to aid project implementation teams.

It is important to note that some implementation documents may be available upon request from project teams, but are not on the MDF and World Bank project websites. For the purposes of this report, we focused on PADs because they provide a detailed discussion of project design, and are available for nearly all projects, which facilitates comparison.

The authors recognize that pre-approval project documents present an incomplete picture of gender integration. Projects can be designed to be sensitive to gender concerns, but implementing staff can overlook measures to ensure gender equality. Similarly, project staff can implement gender-blind projects in a gender sensitive manner.<sup>72</sup> For example, the Support to Poor and Disadvantaged Areas project team has produced a 30 page draft Gender Strategy and—based on the authors' communications with the project team—is making considerable efforts to implement the project in a gender-sensitive manner. This is not reflected in our review of the project, which relies on a limited type of project documents available on MDF and World Bank websites.<sup>73</sup> The Infrastructure Reconstruction Enabling Program PAD fails to consider gender issues, yet the project is linked to the gender sensitive Infrastructure Reconstruction Financing Facility and therefore might be implemented in a gender sensitive manner. Project Operations Manuals and implementation reports for these and all other projects posted on the MDF website would provide a basis for a remote review of the status of gender integration in implementation.

It is equally—if not more important—that MDF project design, implementation, and monitoring and evaluation documents are disseminated to communities in project-affected areas in local languages. This report did not assess the availability of documents at the community level.

---

<sup>71</sup> For more on PADs and the World Bank project cycle, see: <http://web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/0,,contentMDK:20120731~menuPK:41390~pagePK:41367~piPK:51533~theSitePK:40941,00.html>.

<sup>72</sup> The potential for disconnect between World Bank project design and implementation is compounded by an incentive system that reportedly rewards Bank staff for taking projects to approval to increase Bank spending. Once Bank disbursements are made, staff has less incentive to ensure implementation quality.

<sup>73</sup> It was necessary to rely on widely-available public documents to ensure analysis of comparable data across all MDF projects.

**Table 2. MDF Gender Scorecard<sup>74</sup>**

Sector	Project	Gender Sensitivity Score by Indicator					Project Total	Letter Grade
		Objective(s)	Components	Analysis	Participation	Monitoring/Evaluation		
I. Recovery of Communities	1. Reconstruction of Aceh Land Administration System Project	0	0	2	0	0	2	F
	2. Kecamatan Development Project	0	2	2	4	0	8	D
	3. Urban Poverty Program	0	4	3	4	5	16	B
	4. Community Based Settlement Rehabilitation and Reconstruction Project	0	3	1	3	3	10	D
	5. Kecamatan Rehabilitation and Reconstruction Planning Project for Nias <sup>75</sup>	0	0	2	4	1	7	D
II. Infrastructure and Transport	6. Sea Delivery and Logistics Program	0	2	0	0	0	2	F
	7. Tsunami Recovery Port Redevelopment Program	0	0	0	0	0	0	F
	8. Flood Mitigation Program for Banda Aceh	0	0	0	0	0	0	F
	9. Infrastructure Reconstruction Enabling Program	0	0	4	1	0	5	F
	10. Infrastructure Reconstruction Financing Facility	0	4	4	5	5	18	B
	11. Lamno-Calang Road Maintenance Project	0	0	0	0	0	0	F
III. Capacity Building and Governance	12. Support for Poor and Disadvantaged Areas Project <sup>76</sup>	0	5	3	1	4	13	C
	<i>5. Kecamatan Rehabilitation and Reconstruction Planning Project for Nias</i>	--	--	--	--	--	--	--
	13. Technical Assistance to BRR Project	0	2	0	0	0	2	F
	14. Local Resource-Based Road Works in Aceh and Nias	0	4	5	3	2	14	C
	15. Support to Strengthen the Role and Capacity of Civil Society Organizations	0	4	0	4	4	12	C
IV. Sustainable Management of the Environment	16. Tsunami Recovery Waste Management Program	0	3	1	0	0	4	F
	17. Aceh Forest and Environment Project	0	2	0	4	0	6	D
<b>Total:</b>		<b>0</b>	<b>35</b>	<b>27</b>	<b>33</b>	<b>24</b>	<b>119</b>	<b>n/a</b>
<b>Average:</b>		<b>0</b>	<b>2.1</b>	<b>1.6</b>	<b>1.9</b>	<b>1.4</b>	<b>7</b>	<b>D</b>

<sup>74</sup> The MDF Gender Scorecard is based on detailed analysis in Annex 1, Table 3.

<sup>75</sup> The MDF categorizes this project in both Recovery of Communities and Capacity Building and Governance sectors.

<sup>76</sup> This project's draft stand-alone gender strategy includes outstanding recommendations designed to ensure women's participation on project teams and in community consultations, but at the time of writing, these measures were neither public nor finalized, and therefore were not given credit under the scoring system.

## 4.1 Gender Considerations in Project Objectives

Each of the MDF projects' design documents presents objectives stating the project's purpose or goal. None of the objectives of MDF projects address gender inequality or promote women's rights, despite considerable scope for doing so. Ignoring gender equality goals in project objectives minimizes the likelihood that gender issues will be addressed, even if other parts of a project mention them.<sup>77</sup> In particular, gender equality objectives should have been incorporated into projects that aim to: (1) restore property rights; (2) promote community participation; (3) create jobs and rebuild livelihoods; and (4) rebuild infrastructure and services.

**Property Rights.** Property rights in Aceh, skewed in favor of men, are disadvantageous to women. Reconstruction in Aceh and Nias provides an opportunity to promote gender equality in land rights and housing titles, which multiply benefits for women by increasing their assets and access to credit. Yet none of the MDF projects promote gender equality in property rights in their project objectives. The Reconstruction of Aceh Land Administration System Project which seeks to recover and protect land ownership rights and rebuild the land administration system,<sup>78</sup> and the Community Based Settlement Rehabilitation and Reconstruction Project which aims to rebuild and restore houses, miss several opportunities.<sup>79</sup> Neither project seeks to promote gender equality in property rights as an objective.

**Participation.** In Aceh, the legacy of conflict and discrimination against women has historically limited their participation in public planning and decision-making. Four MDF projects—the Kecamatan Development Project, Kecamatan Rehabilitation and Reconstruction Planning Project for Nias, Support for Poor and Disadvantaged Areas Project, and Support to Strengthen the Role and Capacity of CSOs—which seek to enhance community participation in reconstruction and development, fail to include enhancing women's public participation in the project objectives.

**Jobs.** Women's job opportunities in Aceh are limited. Reconstruction has created a surge of job prospects, mostly in male-dominated reconstruction. Three projects—the Tsunami Recovery Port Redevelopment Program (which closed in December 2007), Local Resource-Based Road Works in Aceh and Nias, and Tsunami Recovery Waste Management Program—seek to create jobs and rebuild livelihoods, but none target job creation for women in the project objectives.

**Infrastructure.** Reconstruction is an opportunity to design infrastructure and infrastructure services such as roads, schools and hospitals to suit the needs of women and men, instead of so-called 'gender-blind' infrastructure that often addresses the needs of men only.<sup>80</sup> Three MDF projects—the

---

<sup>77</sup> In some projects, incorporating gender equality goals into the project objectives would be as simple as replacing gender blind words like "people" with gender sensitive ones, such as "women and men," for example, in the following project objective statement, "to recover and protect ownership land rights of the *people* in the affected and surrounding areas." Page ii. World Bank. 22 June 2005. [Project Appraisal Document Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$28.5 Million to the Republic of Indonesia for the Reconstruction of Aceh Land Administration System Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf). Report No. 32716-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742\\_20060106111422/Rendered/PDF/32716.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf).

<sup>78</sup> Page ii. World Bank. 22 June 2005. [Project Appraisal Document Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$28.5 Million to the Republic of Indonesia for the Reconstruction of Aceh Land Administration System Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf). Report No. 32716-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742\\_20060106111422/Rendered/PDF/32716.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf).

<sup>79</sup> Page 87. World Bank. 23 September 2005. [Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$85 Million to the Republic of Indonesia for a Community-Based Settlement Rehabilitation and Reconstruction Project for Naggroe Aceh Darussalam \(NAD\) and Nias, Phase 1](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009_20051017134259/Rendered/PDF/335850rev0pdf.pdf). Report No: 33.585-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009\\_20051017134259/Rendered/PDF/335850rev0pdf.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009_20051017134259/Rendered/PDF/335850rev0pdf.pdf).

<sup>80</sup> For example, in Azerbaijan, the Baku-Tbilisi-Ceyhan oil pipeline has largely benefited men through the creation of jobs, while women face increased sexual harassment, prostitution, and human trafficking. Bacheva, Fidanka, Manana Kochladze and Suzanna

Infrastructure Reconstruction Enabling Program, Infrastructure Reconstruction Financing Facility, and Local Resource-Based Road Works in Aceh and Nias—overlook promoting gender sensitive infrastructure in their project objectives.

## 4.2 Gender Issues in Project Components

Project components define the activities that a particular project will undertake to achieve its stated objectives. To contribute to achieving gender equality, project components must be designed to be sensitive to gender issues because they define who will benefit from the project, for example through job creation, trainings, services, and community development grants.

Ten out of 17 MDF projects scored two or less (out of five possible) points for failing to adequately address gender equality in project components. For example, the Flood Mitigation Program for Banda Aceh fails to address the causes of women's high tsunami death toll, the Lamno-Calang Road Maintenance Project which closed in December 2007 overlooked gender issues in job creation, and the Reconstruction of Aceh Land Administration System Project largely ignores women's land-titling concerns. A recent MDF Progress Report indicates that a mere ten percent of land titles restored through the Reconstruction of Aceh Land Administration System Project have been joint titles for female and male heads of household.<sup>81</sup>

Despite the failure of most MDF projects to integrate gender into their components, project components are the most gender-sensitive dimension of project design, earning 35 out of 85 possible points (See Table 1). Two MDF projects—the Community Based Settlement Rehabilitation and Reconstruction Project and Tsunami Recovery Waste Management Program—each earn three out of five points because they adequately address gender equality in project components. Four MDF projects—Urban Poverty Program, Infrastructure Reconstruction Financing Facility, Local Resource-Based Road Works in Aceh and Nias, and Support to Strengthen the Role and Capacity of Civil Society Organizations—earn four points for addressing gender inequality in their project components quite well, but focus solely on women's gender issues. Only one project, the Support to Poor and Disadvantaged Areas, earns five points because it addressed the gender issues of women *and men* in its project components quite well. The remainder of this section examines MDF projects' performance integrating gender in important areas of project components, beginning with job creation.

**Job Creation.** Job creation is one of the most important benefits of construction-heavy MDF projects. Six of the 17 MDF projects, or 35 percent, include preferential hiring of women in their design. However, most projects do not justify how their targets for female employment were selected and why they are lower than 50 percent needed to create gender balance.

Gender treatment in MDF job creation is reflected in these examples: The Urban Poverty Program for community development includes a gender strategy with preferential recruitment for women as consultants and community facilitators, including a target that 30 percent of consultants and facilitators are female.<sup>82</sup> The Kecamatan Development Project providing community development and planning grants for reconstruction requires communities to appoint one female for every male community

---

Dennis. September 2006. Boom-Time Blues: Big Oil's Gender Impacts in Azerbaijan, Georgia, and Sakhalin. Gender Action and CEE Bankwatch Network. <http://genderaction.org/images/boomtimeblues.pdf>.

<sup>81</sup> Pages 13, 33. MDF. December 2007. [Three Years After the Tsunami: Delivering Results, Supporting Transition](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf). Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>82</sup> Pages 28-29. World Bank. 18 August 2005. Project [Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$17.96 Million to the Republic of Indonesia for a Community Recovery Through Urban Poverty Program in Earthquake-Tsunami Affected Areas of Naggroe Aceh Darussalam and North Sumatra](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341_20051028111743/Rendered/PDF/33893.pdf). Report No. 33893-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341\\_20051028111743/Rendered/PDF/33893.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341_20051028111743/Rendered/PDF/33893.pdf).

facilitator selected.<sup>83</sup> The Community Based Settlement Rehabilitation and Reconstruction Project for shelter and infrastructure repair includes a gender strategy with the following gendered recruitment targets: 20 percent women community facilitators; 20 percent women consultants; and 30 percent women community cadre/volunteers.<sup>84</sup> The Support to Poor and Disadvantaged Areas project also includes preferential hiring for women, and a draft stand-alone gender strategy includes targets for female employment.<sup>85</sup> The Local Resource-Based Road Works in Aceh and Nias targets women for 30 percent of the jobs created, including at supervisory levels.<sup>86</sup> This is the only gender-based target that responds to a baseline analysis. The Sea Delivery and Logistics Program, Tsunami Recovery Waste Management Program, and Technical Assistance to BRR Project mention preferential hiring measures for women but do not include benchmarks. The Reconstruction of Aceh Land Administration System Project and Infrastructure Reconstruction Financing Facility—both of which include project administration and implementation teams—do not include any preferential targeting for women’s employment.

The December 2007 MDF progress report indicates that achieving targets for women’s involvement has been difficult: the Local Resource-Based Road Works in Aceh and Nias has created women’s short-term employment at rates of 16.3 percent in Aceh and 36.4 percent in Nias.<sup>87</sup> However, the report cites the “Acehnese cultural situation” as a challenge to women’s employment that needs to be addressed.<sup>88</sup> The same MDF report indicates that women represent 24 percent of MDF project staff in village-based management units.<sup>89</sup>

**Gender Sensitivity Tools.** Six MDF projects have tools to promote gender sensitivity in project components. Five of these—the Urban Poverty Project, Support to Poor and Disadvantaged Areas project, Local Resource-Based Road Works in Aceh and Nias, Support to Strengthen the Role and Capacity of Civil Society Organizations, and Infrastructure Reconstruction Financing Facility—include gender awareness trainings for project staff and project “beneficiaries.” More research is needed to assess the quality of these trainings. Gender sensitization training is starkly absent from the Technical Assistance to BRR Project, which provides capacity-building to the government agency responsible for coordinating reconstruction. Four MDF projects—the Local Resource-Based Road Works in Aceh and Nias, Support to Strengthen the Role and Capacity of CSOs, Infrastructure Reconstruction Financing Facility, and Kecamatan Rehabilitation and Reconstruction Planning Project for Nias—include funding for gender specialists in project budgets.<sup>90</sup>

---

<sup>83</sup> Page 3. World Bank. 22 August 2005. [Project Appraisal Document on a Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$64.7 Million to the Republic of Indonesia for a Community Recovery Through the Kecamatan Development Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009_20050927123517/Rendered/PDF/332030rev.pdf). Report No: 33203-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009\\_20050927123517/Rendered/PDF/332030rev.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009_20050927123517/Rendered/PDF/332030rev.pdf).

<sup>84</sup> Page 19. World Bank. 23 September 2005. [Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$85 Million to the Republic of Indonesia for a Community-Based Settlement Rehabilitation and Reconstruction Project for Nagroe Aceh Darussalam \(NAD\) and Nias, Phase 1](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009_20051017134259/Rendered/PDF/335850rev0pdf.pdf). Report No: 33.585-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009\\_20051017134259/Rendered/PDF/335850rev0pdf.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009_20051017134259/Rendered/PDF/335850rev0pdf.pdf).

<sup>85</sup> Page 36. World Bank. 9 May 2005. [Project Appraisal Document on a Proposed Loan in the Amount of US\\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project \(US\\$35 Million Equivalent\) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf). Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf); Pages 11-12. World Bank. Date Unknown. [Draft Gender Strategy Bagi Pelaksanaan Program SPADA](#). Available upon request.

<sup>86</sup> Page 25. UNDP & ILO. 6 December 2005. [Creating Jobs: Capacity building for local resource-based road works in selected districts in NAD and Nias](http://www.multidonorfund.org/documents/pad_ilo_road_dec_06_05.pdf). Project Document. [http://www.multidonorfund.org/documents/pad\\_ilo\\_road\\_dec\\_06\\_05.pdf](http://www.multidonorfund.org/documents/pad_ilo_road_dec_06_05.pdf).

<sup>87</sup> Page 39. MDF. December 2007. [Three Years After the Tsunami: Delivering Results, Supporting Transition](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf). Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>88</sup> Ibid:4.

<sup>89</sup> Ibid:13.

<sup>90</sup> Ironically, the Support to Strengthen the Role and Capacity of Civil Society Organizations budget includes funding for a gender specialist for five “manmonths.” Page 35. UNDP. November 2005. [Support to Strengthen the Capacity and Role of Civil Society Organizations in the Recovery of Communities in Aceh and Nias](http://www.multidonorfund.org/documents/pad_cso_dec_05.pdf). [http://www.multidonorfund.org/documents/pad\\_cso\\_dec\\_05.pdf](http://www.multidonorfund.org/documents/pad_cso_dec_05.pdf).

**Building Women's Skills.** At least four MDF projects work to build women's capacity through trainings, with mixed results. Project trainings for the Support to Strengthen the Role and Capacity of CSOs target women participants from women's or gender-focused civil society groups, but do not provide gendered goals.<sup>91</sup> The Support to Poor and Disadvantaged Areas project includes training for groups (including women's organizations) in alternative dispute resolution.<sup>92</sup>

The most recent MDF Progress Report indicates that 43 percent of the teachers trained in conservation but less than 10 percent of forest guards, forestry officers, and community monitors trained through the Aceh Forest and Environment Project have been women.<sup>93</sup> The large gap in these percentages may be due to a larger presence of women in teaching versus male-dominated sectors like forest guards and officers. The same report indicates that a mere five percent of participants in governance capacity-building trainings have been women.<sup>94</sup> The Local Resource-Based Road Works in Aceh and Nias project targets women for 30 percent of the trainees. But the MDF progress report states that women have only represented 8 percent of the 77 government staff trained through the project, and only 6 percent of the 43 staff trained in managing public infrastructure.<sup>95</sup>

**Engendering Potential Project Benefits.** Only four MDF projects are designed to target women as project "beneficiaries." The Kecamatan Development Project allows communities to allocate up to 25 percent of project grants to vulnerable groups such as women in the emergency phase, and up to 20 percent of grants for "women's revolving funds in subsequent phases."<sup>96</sup> Women can also access other types of grants. The Support for Poor and Disadvantaged Areas Project earmarks 15 percent of project grants for women and youth groups, and includes programs targeting women, such as one to assist widows.<sup>97</sup> The Support to Strengthen the Role and Capacity of CSOs project has a small grants program that targets women's groups, and includes US\$705,000 of additional funding earmarked for women's programs and enterprises.<sup>98</sup> The Urban Poverty Program did not initially target women as project beneficiaries outside of employment, but the MDF Progress Report indicates that the project recently reallocated US\$2.35 million to women's activities with a focus on enhancing female empowerment and participation in project implementation.<sup>99</sup> The MDF should provide details on how the project plans to achieve these goals, and make project implementation documents available.

---

<sup>91</sup> Page 9. UNDP. November 2005. Support to Strengthen the Capacity and Role of Civil Society Organizations in the Recovery of Communities in Aceh and Nias. [http://www.multidonorfund.org/documents/pad\\_cso\\_dec\\_05.pdf](http://www.multidonorfund.org/documents/pad_cso_dec_05.pdf).

<sup>92</sup> Page 30. World Bank. 9 May 2005. Project Appraisal Document on a Proposed Loan in the Amount of US\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project (US\$35 Million Equivalent) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project. Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>93</sup> Page 40. MDF. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf). This project did not include any gendered training targets in its project documents.

<sup>94</sup> Ibid:15.

<sup>95</sup> Ibid:15, 39.

<sup>96</sup> Page 3. World Bank. 22 August 2005. Project Appraisal Document on a Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$64.7 Million to the Republic of Indonesia for a Community Recovery Through the Kecamatan Development Project. Report No: 33203-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009\\_20050927123517/Rendered/PDF/332030 rev.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009_20050927123517/Rendered/PDF/332030 rev.pdf).

<sup>97</sup> Page 13, 36. World Bank. 9 May 2005. Project Appraisal Document on a Proposed Loan in the Amount of US\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project (US\$35 Million Equivalent) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project. Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>98</sup> Pages 9-10, 23. UNDP. November 2005. Support to Strengthen the Capacity and Role of Civil Society Organizations in the Recovery of Communities in Aceh and Nias. [http://www.multidonorfund.org/documents/pad\\_cso\\_dec\\_05.pdf](http://www.multidonorfund.org/documents/pad_cso_dec_05.pdf).

<sup>99</sup> Pages 13, 31. MDF. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).



**Addressing Men's Gender Issues.** Nearly all MDF projects overlook men's gender issues in project components. For example, the Infrastructure Reconstruction Enabling Program and related Infrastructure Reconstruction Financing Facility fail to analyze and address men's infrastructure needs. The Support to Strengthen the Role and Capacity of Civil Society Organizations targets women's civil society groups for trainings, but does not identify any potential male-dominated organizations such as certain trade unions or associations of returning male combatants. The Support to Poor and Disadvantaged Areas project is the only one that aims to benefit young men, for example through organizing sports leagues, vocational trainings, and skills development activities.<sup>100</sup>

### 4.3 Gender Analysis

Analysis of relevant gender issues demonstrates that project design teams recognize the gender context and related challenges and opportunities. It can provide the foundation for interventions to ensure gender equality in project components, participation, and monitoring and evaluation. Therefore, all project documents should identify and analyze relevant gender issues.

Despite MDF's requirement that all its projects promote gender equality, only achievable based on gender analysis, the overwhelming majority of projects—12 out of 17, or 71 percent—scored 2 points or less in this category (out of a possible 5 points). Nearly all PADs fail to explicitly identify discrimination against women or analyze the resurgence of "traditional" patriarchal values in Aceh that are often used to oppress women. MDF projects cumulatively scored merely 27 out of a total possible 85 points for gender analysis. Seven MDF projects—or 41 percent—overlook gender issues in their analysis entirely. For example, the Flood Mitigation Program for Banda Aceh fails to analyze and address the reasons that more women than men were killed in the tsunami. The Aceh Forest and Environment Project fails to identify potential gender issues such as women's dependence on natural resources for household water and firewood, and therefore overlooks the possible ways the project could disadvantage women by limiting their access to these resources (All projects should include gender analysis of the impacts of the project, for example, in creating job opportunities or benefiting communities).

Five projects provide moderate to excellent gender analysis. Two MDF projects—the Urban Poverty Program and Support for Poor and Disadvantaged Areas Project—scored three points for adequate gender analysis. Two related projects—the Infrastructure Reconstruction Enabling Program and Infrastructure Reconstruction Financing Facility—scored four points each for their detailed discussions of women's gender issues related to infrastructure.<sup>101</sup>

Only one project—the Local Resource-Based Road Works in Aceh and Nias—scored five points for its outstanding gender analysis. This project, implemented by the gender-sensitive International Labor Organization, analyzes the tsunami's impact on gender relations between men and women at length, including explicitly discussing workforce discrimination against women. It discusses the costs of women's unequal access to decent work on women and community development, and identifies the many benefits of women's access to employment. It analyzes the benefits of women's participation in community consultations and road works at the supervisory and lower levels. It also discusses how improved roads

---

<sup>100</sup> Pages 17, 30. World Bank. 9 May 2005. [Project Appraisal Document on a Proposed Loan in the Amount of US\\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project \(US\\$35 Million Equivalent\) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf). Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>101</sup> Pages 15, 72. World Bank. 19 June 2006. [Project Appraisal Document for a Proposed Multi Donor Trust Fund \(MDF\) for Aceh and North Sumatra in the Amount of US\\$42 Million to the Republic of Indonesia the Agency for Reconstruction and Rehabilitation for Aceh and Nias \(BRR\) for the Infrastructure Reconstruction Enabling Program](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/08/07/000090341_20060807094201/Rendered/PDF/36649.pdf). Report No: 36649-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/08/07/000090341\\_20060807094201/Rendered/PDF/36649.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/08/07/000090341_20060807094201/Rendered/PDF/36649.pdf); Page 84. World Bank. 31 January 2007. [Project Appraisal Document for a Proposed Multi Donor Fund for Aceh and North Sumatra \(MDF\) Grant in the Amount of US\\$100 Million to the Government of Indonesia for the Infrastructure Reconstruction Financing Facility](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf). Report No: 38460-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953\\_20070319091022/Rendered/PDF/38460.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf).



will benefit rural women through increased access to social and health care centers and notes that women are primarily responsible for taking children and sick or elderly family members to these facilities.<sup>102</sup> This analysis is outstanding, and should serve as a model for future MDF projects.

Only two projects, the Local Resource-Based Road Works described above and the Support for Poor and Disadvantaged Areas Project, analyze men's gender issues. A project document for the Indonesia-wide Support for Poor and Disadvantaged Areas Project includes outstanding analysis of unemployed men's gender issues. It states, "Lack of jobs and opportunities tends to create frustration and breed resentment, making underemployed and unemployed young males prime candidates for activities related to vigilantism, militancy, organized crime, and gangs."<sup>103</sup> Project staff should do a similar gender analysis of Acehnese men's and women's gender issues.

A few projects miss opportunities to link gender analysis with action in project components. For example, the Community Based Settlement Rehabilitation and Reconstruction Project identifies gender discrimination against women's land tenure, stating: "Due to the traditional codes not defining clearly rights for the women to inherit land, a challenge will be how to ensure that female heads of households retain the right to remain in their original areas."<sup>104</sup> But the project fails to sufficiently address this issue in the components. In contrast, other projects—such as the Sea Delivery and Logistics Program and Support to Strengthen the Role and Capacity of CSOs—do not analyze any gender issues, but clearly seek to address them in the project components through prioritizing women's employment or targeting women's civil society groups for trainings.<sup>105</sup>

#### 4.4 Gender Equality in Participation

Encouraging gender equality in community participation during project design, implementation, monitoring and evaluation is essential to ensure that projects reflect women's and men's concerns and do not disproportionately harm one gender. So-called 'gender blind' projects often favor the needs of men while ignoring women's needs. In Aceh, social norms limit women's public role, making it particularly important for MDF projects to facilitate women's inputs.

Just over half of the MDF projects—or 9 out of 17—largely ignore women's and gender issues in project participation in their design. This includes four projects with no mechanism for community involvement whatsoever.<sup>106</sup> The Infrastructure Reconstruction Enabling Program repeatedly notes the need to involve women in planning processes including the prioritization of infrastructure needs, but fails to facilitate women's participation in any aspect of the project.<sup>107</sup> The Reconstruction of Aceh Land Administration System Project fails to reach out to women in reestablishing land rights and rehabilitating

---

<sup>102</sup> Page 14. UNDP & ILO. 6 December 2005. [Creating Jobs: Capacity building for local resource-based road works in selected districts in NAD and Nias](http://www.multidonorfund.org/documents/pad_ilo_road_dec_06_05.pdf). Project Document. [http://www.multidonorfund.org/documents/pad\\_ilo\\_road\\_dec\\_06\\_05.pdf](http://www.multidonorfund.org/documents/pad_ilo_road_dec_06_05.pdf).

<sup>103</sup> Page 17. World Bank. 9 May 2005. [Project Appraisal Document on a Proposed Loan in the Amount of US\\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project \(US\\$35 Million Equivalent\) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf). Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>104</sup> Page 51. World Bank. 23 September 2005. [Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$85 Million to the Republic of Indonesia for a Community-Based Settlement Rehabilitation and Reconstruction Project for Nagroe Aceh Darussalam \(NAD\) and Nias, Phase 1](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009_20051017134259/Rendered/PDF/335850rev0pdf.pdf). Report No: 33.585-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009\\_20051017134259/Rendered/PDF/335850rev0pdf.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009_20051017134259/Rendered/PDF/335850rev0pdf.pdf).

<sup>105</sup> World Food Program. 30 June 2006. [WFP Shipping Service Project Appraisal Document II](http://www.multidonorfund.org/documents/pad_wfp_final_jun_30_06.pdf). [http://www.multidonorfund.org/documents/pad\\_wfp\\_final\\_jun\\_30\\_06.pdf](http://www.multidonorfund.org/documents/pad_wfp_final_jun_30_06.pdf); UNDP. November 2005. [Support to Strengthen the Capacity and Role of Civil Society Organizations in the Recovery of Communities in Aceh and Nias](http://www.multidonorfund.org/documents/pad_cso_dec_05.pdf). [http://www.multidonorfund.org/documents/pad\\_cso\\_dec\\_05.pdf](http://www.multidonorfund.org/documents/pad_cso_dec_05.pdf).

<sup>106</sup> They are the Sea Delivery and Logistics Program, Tsunami Recovery Port Redevelopment Programme, Lamno-Calang Road Maintenance Project, and Tsunami Recovery Waste Management Program.

<sup>107</sup> This project is linked to the Infrastructure Reconstruction Financing Facility which has measures to encourage women's participation. These mechanisms should be reiterated in the Infrastructure Reconstruction Enabling Program documents or risk being overlooked.

the land administration system. It should have a gender outreach strategy that encourages women's participation in the project, and raises awareness about the benefits of joint land titling for women and men. Similarly, the Technical Assistance to BRR Project should help the BRR to encourage women's participation in community reconstruction.

Just under half of the MDF projects—or 8 of 17—incorporate gender issues in project participation adequately or quite well, and scored three or more points in this area for gender-sensitive project design. Two projects, the Community Based Settlement Rehabilitation and Reconstruction Project and Local Resource-Based Road Works in Aceh and Nias, scored three out of five points. Five MDF projects—Kecamatan Development Project, Urban Poverty Program, Kecamatan Rehabilitation and Reconstruction Planning Project for Nias, Support to Strengthen the Role and Capacity of Civil Society Organizations, and Aceh Forest and Environment Project—scored four points for promoting women's participation. Only one project, the Infrastructure Reconstruction Financing Facility, earned five points for its focus on gendered participation issues instead of solely addressing women's needs. Nearly all projects overlook men's gender issues in participation. If it is unnecessary for project staff to target men because they are overrepresented in decision-making, the project documents should explicitly state so.

Several projects include exemplary measures to promote women's participation in consultations and decision-making. The Kecamatan Development Project encourages women's participation in planning processes through introducing a separate planning stream for women, and requiring the physical presence of women in decision making meetings.<sup>108</sup> The Kecamatan Rehabilitation and Reconstruction Planning Project for Nias similarly requires the physical presence of women in decision meetings to increase their participation, and notes that a special effort is usually needed to prepare them for the meetings.<sup>109</sup> The Urban Poverty Program has a gender strategy to ensure women's participation by: raising community awareness about the value of women's participation in addressing poverty; ensuring that some community self-help proposals are written by women; holding women's focus group discussions; and encouraging women's participation in planning meetings by making their timing and location sensitive to the responsibilities and constraints of women.<sup>110</sup> As mentioned previously, this project introduced a US\$2.35 million component, in part to scale up women's participation in project implementation.<sup>111</sup> The Infrastructure Reconstruction Financing Facility seeks to ensure women's and men's equal participation in consultations, and outlines "preliminary ideas" to promote gender equal participation, for example through holding focus group discussions with women.<sup>112</sup> The Aceh Forest and Environment Project seeks to include women's organizations and voices on the project Steering Committee and local multi-stakeholder councils that govern the project.<sup>113</sup>

---

<sup>108</sup> Page 8. World Bank. 22 August 2005. Project Appraisal Document on a Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$64.7 Million to the Republic of Indonesia for a Community Recovery Through the Kecamatan Development Project. Report No: 33203-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009\\_20050927123517/Rendered/PDF/3320303rev.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009_20050927123517/Rendered/PDF/3320303rev.pdf).

<sup>109</sup> Page 17. World Bank. 7 August 2006. Appraisal Report for a Proposed MDTFANS Grant in the Amount of US\$25.75 Million to the Republic of Indonesia for a Kecamatan-Based Reconstruction and Rehabilitation Planning in Nias Project. [http://www.multidonorfund.org/documents/pad\\_krrp\\_nias\\_Aug\\_07\\_06\\_rev.doc](http://www.multidonorfund.org/documents/pad_krrp_nias_Aug_07_06_rev.doc).

<sup>110</sup> Pages 28-29. World Bank. 18 August 2005. Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$17.96 Million to the Republic of Indonesia for a Community Recovery Through Urban Poverty Program in Earthquake-Tsunami Affected Areas of Naggroe Aceh Darussalam and North Sumatra. Report No. 33893-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341\\_20051028111743/Rendered/PDF/33893.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341_20051028111743/Rendered/PDF/33893.pdf).

<sup>111</sup> Page 31. MDF. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>112</sup> Pages 85, 18. World Bank. 31 January 2007. Project Appraisal Document for a Proposed Multi Donor Fund for Aceh and North Sumatra (MDF) Grant in the Amount of US\$100 Million to the Government of Indonesia for the Infrastructure Reconstruction Financing Facility. Report No: 38460-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953\\_20070319091022/Rendered/PDF/38460.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf).

<sup>113</sup> Page 43. World Bank. 9 February 2006. Project Appraisal Document for a Proposed Multi-Donor Fund Grant for the Benefit of the Republic of Indonesia in the Amount of US\$17.53 Million to Leuser International Foundation and Fauna & Flora International for

Two projects seek to enhance project capacity for gender equitable participation. The Kecamatan Development Project includes a competition for project facilitators to put forward their best proposals for involving women in projects, the results of which will be incorporated into the project's operations manual and trainings.<sup>114</sup> The Kecamatan Rehabilitation and Reconstruction Planning Project for Nias funds a "specialized training by qualified specialists, gender and anthropological specialists, and evaluations of how effectively women and indigenous people are participating in the reconstruction program."<sup>115</sup>

Although the measures described in the preceding two paragraphs alone are insufficient to ensure women's inputs are integrated, they are a good starting place. The MDF Progress Report recognizes that, "involvement alone, even if intended participation levels can be reached, does not necessarily mean that women benefit equitably," and that approaches to promote women's involvement need to respond to challenges.<sup>116</sup> The Urban Poverty Project's reallocation of funding to promote women's participation indicates that at least one MDF project is trying to address these challenges.

#### 4.5 Gender Considerations in Monitoring & Evaluation

Gender sensitive monitoring and evaluation is essential to track progress and evaluate MDF achievements reaching its stated goals. Even when a project has not identified gender-specific targets, gender-sensitive monitoring, for example through the collection of gender disaggregated data, can identify gaps that project staff need to address. This section provides an overview of MDF projects' performance integrating gender issues into project monitoring and evaluation as expressed in PADs, then focuses on specific areas of gender-disaggregated data, community monitoring, and gendered reporting.

MDF projects cumulatively scored 24 out of a possible 85 points for their monitoring and evaluation. Ten MDF projects, or 59 percent, completely overlook gender sensitive monitoring and evaluation measures in their design. These are grave omissions. For example, the Reconstruction of Aceh Land Administration System Project includes a US\$300,000 monitoring and evaluation project sub-component that completely ignores gender issues.<sup>117</sup> This project should track the gender break-down of restored and new land titles to monitor whether the project is promoting or undermining gender equality.

Two MDF projects stand out for their excellent gender-sensitive monitoring and evaluation, and both scored all five possible points in this area. The Urban Poverty Program tracks women's participation in all aspects of the project, including their involvement in meetings and as project beneficiaries; ensures women's easy access to information, and; makes certain that women understand their role monitoring

---

a Project for Integrating Environment and Forest Protection into the Recovery and Future Development of Aceh. Report No. 34610-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/05/25/000160016\\_20060525101606/Rendered/PDF/34610.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/05/25/000160016_20060525101606/Rendered/PDF/34610.pdf).

<sup>114</sup> Page 17. World Bank. 22 August 2005. [Project Appraisal Document on a Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$64.7 Million to the Republic of Indonesia for a Community Recovery Through the Kecamatan Development Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009_20050927123517/Rendered/PDF/332030 rev.pdf). Report No: 33203-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009\\_20050927123517/Rendered/PDF/332030 rev.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009_20050927123517/Rendered/PDF/332030 rev.pdf).

<sup>115</sup> Page 17. World Bank. 7 August 2006. [Appraisal Report for a Proposed MDTFANS Grant in the Amount of US\\$25.75 Million to the Republic of Indonesia for a Kecamatan-Based Reconstruction and Rehabilitation Planning in Nias Project](http://www.multidonorfund.org/documents/pad_krrp_nias_Aug_07_06_rev.doc). [http://www.multidonorfund.org/documents/pad\\_krrp\\_nias\\_Aug\\_07\\_06\\_rev.doc](http://www.multidonorfund.org/documents/pad_krrp_nias_Aug_07_06_rev.doc).

<sup>116</sup> Page 4. MDF. December 2007. [Three Years After the Tsunami: Delivering Results, Supporting Transition](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf). Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>117</sup> World Bank. 22 June 2005. [Project Appraisal Document Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\\$28.5 Million to the Republic of Indonesia for the Reconstruction of Aceh Land Administration System Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf). Report No. 32716-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742\\_20060106111422/Rendered/PDF/32716.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf).

the use of funds and participating in monitoring and evaluation at the village levels.<sup>118</sup> The Infrastructure Reconstruction Financing Facility requires that project teams, with the help of the BRR Women's Empowerment Unit, develop a gender-sensitive project monitoring and reporting system including defining gendered performance indicators.<sup>119</sup>

**Gender-Disaggregated Data.** Data disaggregated by gender is the foundation of gender-sensitive monitoring and evaluation. Five MDF projects—the Urban Poverty Program, Community Based Settlement Rehabilitation and Reconstruction Project, Local Resource-Based Road Works in Aceh and Nias, Infrastructure Reconstruction Financing Facility, and Support for Poor and Disadvantaged Areas Project—track gender disaggregated project data. The remaining 12 MDF projects' PADs bypass gender sensitive data collection.

**Community Monitoring.** Two projects include gender-sensitive project monitoring by “beneficiary” communities. The Support to Strengthen the Role and Capacity of CSOs project finances community-based monitoring that is supposed to “utilize a gender-sensitive approach to ensure that voices and concerns of women are heard and brought in to discussion with relevant stakeholders (BRR, local governments, and NGOs) in the reconstruction process.”<sup>120</sup> The Aceh Forest and Environment Project also includes community monitoring, although a mere .07 percent of monitors trained have been female.<sup>121</sup> Gender-sensitive community based monitoring should be adopted by all projects with a community participation element.

**Gender Specific Reporting.** Two projects require that monitoring reports track gender issues. Infrastructure Reconstruction Financing Facility Project staff must include a “gender report” mentioning the gender impacts of the project during routine reporting.<sup>122</sup> The Support for Poor and Disadvantaged Areas Project calls for studies to monitor project impacts for vulnerable groups such as women. This component also includes programs for post-conflict reintegration, and mentions the “role of women in post-disaster and post-conflict environments” as a possible research topic.<sup>123</sup> All projects should require that monitoring reports track project impacts on women and men.

---

<sup>118</sup> Page 29. World Bank. 18 August 2005. Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$17.96 Million to the Republic of Indonesia for a Community Recovery Through Urban Poverty Program in Earthquake-Tsunami Affected Areas of Nagroe Aceh Darussalam and North Sumatra. Report No. 33893-IND.

[http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341\\_20051028111743/Rendered/PDF/33893.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341_20051028111743/Rendered/PDF/33893.pdf).

<sup>119</sup> Page 85. World Bank. 31 January 2007. Project Appraisal Document for a Proposed Multi Donor Fund for Aceh and North Sumatra (MDF) Grant in the Amount of US\$100 Million to the Government of Indonesia for the Infrastructure Reconstruction Financing Facility. Report No: 38460-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953\\_20070319091022/Rendered/PDF/38460.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf).

<sup>120</sup> Page 10. UNDP. November 2005. Support to Strengthen the Capacity and Role of Civil Society Organizations in the Recovery of Communities in Aceh and Nias. [http://www.multidonorfund.org/documents/pad\\_cso\\_dec\\_05.pdf](http://www.multidonorfund.org/documents/pad_cso_dec_05.pdf).

<sup>121</sup> Page 40. MDF. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>122</sup> Page 85. World Bank. 31 January 2007. Project Appraisal Document for a Proposed Multi Donor Fund for Aceh and North Sumatra (MDF) Grant in the Amount of US\$100 Million to the Government of Indonesia for the Infrastructure Reconstruction Financing Facility. Report No: 38460-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953\\_20070319091022/Rendered/PDF/38460.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf).

<sup>123</sup> Page 2, 17. Page 4. World Bank. 4 August 2006. MDTFANS: Support for Poor and Disadvantaged Areas Project In Aceh and Nias, Technical Overview. [http://www.multidonorfund.org/documents/pad\\_spada\\_acehnias\\_aug\\_04\\_06.doc](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc).

## 5. Conclusions and Recommendations

Gender relations in Aceh present considerable *but not insurmountable* challenges to integrating gender in reconstruction. These challenges make it imperative that all projects are designed to be sensitive to gender issues and are careful not to aggravate existing gender inequality. As reconstruction winds down and donor funds and jobs become more scarce, it is important for the MDF and other donors to ensure lasting results for both women and men.

To date, the gender scorecard of the MDF is lamentable. The overwhelming majority, or 12 out of 17 MDF projects, earn “Ds” and “Fs” for failing to adequately address gender concerns in their design. Three projects sufficiently integrate gender, and earn between eleven and fifteen points to score “Cs”. Only two projects earn “Bs” for good integration of gender issues. No project receives an “A.”

Based on these findings, we conclude that the MDF Steering Committee and its members including the World Bank have failed to live up to their promises to ensure that all projects funded by the MDF address gender issues. This is despite ample opportunity for the MDF Steering Committee to require that project proponents add measures to address gender equality prior to project approval. If the Steering Committee upheld its obligations to promote gender equality, all MDF PADs would exhibit at least token measures to address women’s needs and hopefully most would genuinely and rigorously promote gender equality. In reality, MDF projects integrate gender on an ad-hoc basis depending *not* on the relevance of pressing gender concerns, but on the capacity and motivation of project design and implementation teams.

To improve its poor overall performance, we recommend that the MDF and members of the Steering Committee:

- Live up to their commitments to ensure all MDF projects are sensitive to gender issues by requiring projects we identified as poor performers below a “C” develop plans to address gender issues, and require that any new projects address gender concerns before project approval;
- Enhance the capacity of MDF project staff to develop and implement projects sensitive to gender issues. This could be done through developing a handbook on best practices engendering MDF projects and providing training on how to use it. The handbook could identify lessons learned, discuss challenges, and suggest ways that successful projects have overcome obstacles;
- Scale-up the availability of non-traditional opportunities for women, for example, in construction and waste management;
- Make implementation reports and mid-term project monitoring reports publicly available on the MDF website to facilitate external oversight of projects; and
- Ensure that monitoring and evaluation of MDF projects we identified with gender gaps become more sensitive to gender issues by *at least* requiring all demographic data be disaggregated by gender.

The World Bank must bolster its gender policy and live up to its commitment to promote gender equality and ensure that its projects—including those funded through the MDF—have strategies to integrate gender issues. As the largest of the Multilateral Development Banks, the World Bank should be a positive example for others to follow. The Bank should also systematically release and post project implementation documents on its website and revise its disclosure and document release policies to facilitate outsiders’ access to information during project implementation.

We hope that this review of the MDF track record addressing gender in project design will inspire others to follow-up with an assessment of gender issues in MDF project implementation, focusing on the impacts of these projects on women and men in Aceh.

## Annex 1. Gender Analysis of MDF Projects<sup>124</sup>

Table 1 below analyzes all 17 Multi Donor Fund (MDF) projects' documents according to how well they address gender issues in five dimensions of project design: (1) objective(s); (2) component(s); (3) analysis; (4) participation; and (5) monitoring and evaluation.<sup>125</sup> Projects are listed by MDF sector. In the far right column of the table, we identify essential information about each project dimension, describe the project's integration of gender issues in this area, and provide recommendations where needed. Then we compare this information to the statement in the "Dimension of Project Design" column, which describes the statement that would be true if each element of a project's design perfectly addressed gender considerations, based on Gender Action's ample experience assessing project documents for gender issues. We then score project content according to how well it fits the statement using the Scoring System below. For example, if a project's components define measures to address gender inequality throughout, the statement is deemed to fit "very well/absolutely" or 95-100%, and the "Components" dimension scores five points.

We determine the total gender sensitivity score of a particular project by summing the values for each dimension, with 0 being the lowest possible score and 25 being the highest possible score. Additionally, we equate the numerical score with a letter grade. A project with a score from 21-25 gets an "A," a score of 16-20 a "B," and so on until "F." The scores of all projects together make the MDF Gender Scorecard on page 12.

Scoring System	Equivalent Letter Grade
0 - Statement does not fit at all	Total Project Score: 1-5 = F
1 - Statement fits some parts (10-25%)	Total Project Score: 6-10 = D
2 - Statement fits moderately (25-50%)	Total Project Score: 11-15 = C
3 - Statement fits adequately (50-75%)	Total Project Score: 16-20 = B
4 - Statement fits quite well (75-95%)	Total Project Score: 21-25 = A
5 - Statement fits very well/absolutely (95-100%)	

Project documents written prior to project approval—such as Project Appraisal Documents and Appraisal Reports analyzed here—tend to be highly detailed, and therefore are good indicators of incorporation of gender issues in project design. It is equally important to assess gender sensitivity during project implementation to determine follow-through or "evaporation" of project design, and to appraise whether or not implementation staff incorporate additional measures to promote gender equality.

<sup>124</sup> This methodology was adapted from previous Gender Action project analyses and the International Labor Office's document analysis methodology. International Labor Office. 2007. *A Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology*. Pages 110-112. Geneva. <http://www.ilo.org/dyn/gender/docs/RES/536/F932374742/web%20gender%20manual.pdf>.

<sup>125</sup> We base our analysis on publicly available Project Appraisal Documents, Appraisal Reports, and Project Concept Notes posted on the MDF website. For projects that the World Bank is a Partner Agency on, we rely heavily on Project Appraisal Documents on the World Bank's website, since these documents appear to be more detailed and finalized versions of Appraisal Reports on the MDF website.



**Table 3. Gender Analysis of MDF Projects**

I. Recovery of Communities		
<b>1. Reconstruction of Aceh Land Administration System Project<sup>126</sup></b> <ul style="list-style-type: none"> <li>▪ <u>Approval Date</u>: 24 June 2005</li> <li>▪ <u>Closing Date</u>: December 2008</li> <li>▪ <u>MDF Grant (Millions)</u>:<sup>127</sup> US\$28.5</li> <li>▪ <u>Partner Agency</u>: World Bank</li> <li>▪ <u>Implementing Agency</u>: National Land Agency (<i>Badan Pertanahan Nasional, or BPN</i>)</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	<p>The objectives of the project are to:</p> <ol style="list-style-type: none"> <li>1) Recover and protect land rights of people affected by the tsunami; and</li> <li>2) Rebuild the land administration system.<sup>128</sup></li> </ol> <p><i>This project does not include gender equality objectives.</i></p>
0	<u>Project Components</u> : The components have measures to address gender inequality throughout.	<p>The project has three components:</p> <ol style="list-style-type: none"> <li>1) Reconstruction of property rights and issuance of land titles;</li> <li>2) Reconstruction of National Land Administration Agency institutions in Aceh; and</li> <li>3) Project management support.<sup>129</sup></li> </ol> <p>The project notes that, in the absence of a proper protection system, widows could lose their inheritance rights according to <i>Shariah</i>--or Islamic--law.<sup>130</sup> To address this problem, the project vaguely states that it will "utilize the existing administrative and religious leadership structure in the village to protect the rights of the vulnerable groups."<sup>131</sup> The only specific measure mentioned is disseminating information about widows' land rights under Shariah law.<sup>132</sup> <i>By relying on local</i></p>

<sup>126</sup> World Bank. 22 June 2005. Project Appraisal Document Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$28.5 Million to the Republic of Indonesia for the Reconstruction of Aceh Land Administration System Project. Report No. 32716-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742\\_20060106111422/Rendered/PDF/32716.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf).

<sup>127</sup> "MDF Grant" refers to the amount of MDF funding for a project, all of which is grant money. This is the total project cost unless specified otherwise.

<sup>128</sup> Page ii. World Bank. 22 June 2005. Project Appraisal Document Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$28.5 Million to the Republic of Indonesia for the Reconstruction of Aceh Land Administration System Project. Report No. 32716-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742\\_20060106111422/Rendered/PDF/32716.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf).

<sup>129</sup> Pages 3-8, World Bank. 22 June 2005. Project Appraisal Document Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$28.5 Million to the Republic of Indonesia for the Reconstruction of Aceh Land Administration System Project. Report No. 32716-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742\\_20060106111422/Rendered/PDF/32716.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/01/06/000112742_20060106111422/Rendered/PDF/32716.pdf).

<sup>130</sup> Ibid:14.

<sup>131</sup> Ibid.

<sup>132</sup> Ibid.

<sup>133</sup> Some members of Aceh's religious leadership—that is supposed to help protect widows' property rights in this project—allegedly blame women's lack of religiosity for the Tsunami. Meo, Nick. 22 December 2005. "Tsunami was God's revenge for your wicked ways, women told." The Times. United Kingdom. [http://www.timesonline.co.uk/article/0,,25689-1952823\\_00.html](http://www.timesonline.co.uk/article/0,,25689-1952823_00.html).



		<p><i>institutions known to have a gender bias against women, the project risks reinforcing discrimination against women.</i><sup>133</sup></p> <p><i>The project should ensure that widows have access to land titles, and address land titling issues for orphan girls and women who are not widows. For example, the project should ensure that any new or re-issued land titles are given both to male and female heads of household, not just males.</i></p> <p><i>The project should ensure gender balance in project management and support staff.</i></p>
2	<b>Analysis:</b> The document(s) analyze(s) gender issues related to the project.	<p>The document acknowledges that widows “are in a disadvantageous position for defending their rights” and recognizes that “special attention should be paid to safeguarding the rights of vulnerable groups, such as <i>women, children, and orphans.</i>”<sup>134</sup></p> <p><i>The project fails to identify or address gender issues in property rights of non-widowed women or girls with living parents. It also fails to acknowledge the gender bias towards men's property rights.</i></p>
0	<b>Participation:</b> The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>The project does not promote gender equal participation. The project should ensure women and girls are involved in any community decision-making and consultations.</i>
0	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<i>The US\$300,000 monitoring and evaluation sub-component of the project completely ignores gender issues. The project should track the gender break-down of new and restored land titles to identify gaps.</i>
Total: 2		
<b>2. Kecamatan Development Project (KDP)<sup>135</sup></b> <ul style="list-style-type: none"> <li>▪ <b>Approval Date:</b> 24 August 2005</li> <li>▪ <b>Closing Date:</b> 31 December 2008</li> <li>▪ <b>MDF Grant (Millions):</b> US\$64.7</li> <li>▪ <b>Partner Agency:</b> World Bank</li> <li>▪ <b>Implementing Agency:</b> Ministry of Home Affairs</li> </ul>		
<b>Score</b>	<b>Dimension of Project Design</b>	<b>Description, Gender Inclusion, Analysis and Recommendations</b>
0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender	<p>The objective of the project is to reconstruct villages affected by the tsunami.</p> <p>The project also has development objectives, which include: (i) institutionalizing participatory processes in local</p>

<sup>134</sup> Ibid:2,13.

<sup>135</sup> World Bank. 22 August 2005. Project Appraisal Document on a Proposed Multi Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$64.7 Million to the Republic of Indonesia for a Community Recovery Through the Kecamatan Development Project. Report No: 33203-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009\\_20050927123517/Rendered/PDF/332030rev.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/09/27/000012009_20050927123517/Rendered/PDF/332030rev.pdf). A June 2005 version of this report appears on the MDF website.

<sup>136</sup> Ibid:2.

	disparities.	government; (ii) providing basic social and economic infrastructure; and (iii) strengthening the capacity of micro-finance institutions. <sup>136</sup>  <i>The project does not include gender equality objectives.</i>
2	<u>Project Components</u> : The components have measures to address gender inequality throughout.	Project components are: (1) <b>Block grants</b> to tsunami affected Kecamatans (or communities) for development. The size of each community's grant is determined by the estimated tsunami damage. During the initial "emergency" phase, communities can allocate up to 25 percent of their grant to a "social fund" to provide small grants to highly vulnerable groups and reestablish micro-enterprises destroyed by the tsunami. In subsequent phases, up to 20 percent of grants can be used for "women's revolving funds." <sup>137</sup> Women can also access other grants through KDP. <i>It is commendable that the project reserves a portion of grants for women's revolving funds.</i> (2) Small, <b>pre-investment planning grants</b> for communities to cover the costs of the project facilitators—one man and one woman—appointed by the village and trained by the project staff. <sup>138</sup> <i>It is good that the project requires male and female community facilitators.</i> (3) Funding for Achenese social and technical <b>project facilitator</b> consultants at the regional, district, sub-district, and Kecamatan levels to manage the project, and facilitate project planning, training, supervision, information dissemination, technical assistance, and community liaising. <sup>139</sup> <i>This component should require that women are equally represented at <u>all levels</u> of project teams, and require that all training and materials are gender sensitive.</i> (4) <b>Kecamatan and village government capacity-building</b> programs including "village visioning exercises, training in bookkeeping, procurement, and technical assessments, and basic social mapping exercises." <sup>140</sup> <i>Any training of officials should enhance government capacity to address gender issues.</i> (5) <b>Monitoring and evaluation.</b> <sup>141</sup>
2	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	In the "Social Issues" section, the project document notes that the "inclusion of women and the poor have been problematic issues for development projects in Indonesia," including in the project, and notes that the participation of Indonesian women in governance has "generally dropped as decentralization progresses and traditional social institutions are revived." <sup>142</sup>  <i>While the project document discusses some gender issues related to the project, it fails to identify the causes of women's exclusion from development and governance processes.</i>
4	<u>Participation</u> : The document(s) include(s) measures to ensure women's	<i>The project includes strong measures to incorporate women in planning processes.</i> The project has introduced a separate planning stream for women, and project rules require the physical presence of women in decision

<sup>137</sup> Ibid:3.

<sup>138</sup> Ibid:3.

<sup>139</sup> Ibid:3.

<sup>140</sup> Ibid:3.

<sup>141</sup> Ibid:3;5-6.

<sup>142</sup> Ibid:8.

<sup>143</sup> Ibid:8.

	and men's participation in project design, implementation, monitoring and evaluation.	making meetings. <sup>143</sup> <i>The document should explain how the "separate planning stream for women" operates.</i>  The project includes a competition for all facilitator groups to put forward proposals to increase the involvement of women, the results of which will be brought into the project's operations manual and training programs. <sup>144</sup> <i>This is commendable.</i>  <i>The project does not include any mechanisms to ensure men's participation. If this is unnecessary because men are overrepresented in decision-making, the document should state so.</i>
0	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	<i>The project should ensure that monitoring and evaluation is gender sensitive. For example, it should track the gender break-down of community block grant beneficiaries, monitor any gender trends in project-related community complaints, and ensure that women and men are equally represented on monitoring and evaluation teams.</i>
Total: 8		
<b>3. Urban Poverty Program (UPP)<sup>145</sup></b> <ul style="list-style-type: none"> <li>▪ <u>Approval Date</u>: 24 August 2005</li> <li>▪ <u>Closing Date</u>: 31 December 2009</li> <li>▪ <u>MDF Grant (Millions)</u>: US\$17.96</li> <li>▪ <u>Partner Agency</u>: World Bank</li> <li>▪ <u>Implementing Agency</u>: Ministry of Public Works</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, Analysis and Recommendations
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The main objective of this project is to provide technical support for reconstruction and rehabilitation in 402 urban communities impacted by the earthquake and tsunami to: <ol style="list-style-type: none"> <li>1. Foster representative and accountable community organizations to increase the voice of disaster victims in public decision making;</li> <li>2. Enhance responsiveness of local governments to the needs of disaster victims through cooperation with community organizations; and</li> <li>3. Ensure transparent provision of funds to community based organizations and local governments.<sup>146</sup></li> </ol> <i>Enhancing gender equality is not a project goal.</i>
4	<u>Project Components</u> : The components have measures to address gender inequality throughout.	Project components are: <sup>147</sup> <ol style="list-style-type: none"> <li>1. <b>Community development</b>, for example, through establishing community organizations and training community facilitators to coordinate reconstruction;</li> </ol>

<sup>144</sup> Ibid:8.

<sup>145</sup> World Bank. 18 August 2005. Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$17.96 Million to the Republic of Indonesia for a Community Recovery Through Urban Poverty Program in Earthquake-Tsunami Affected Areas of Naggroe Aceh Darussalam and North Sumatra. Report No. 33893-IND. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341\\_20051028111743/Rendered/PDF/33893.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/28/000090341_20051028111743/Rendered/PDF/33893.pdf). A July 5, 2005 Appraisal Report listed under the MDF UPP project website does not mention gender or any gender keywords.

<sup>146</sup> Ibid:5.

<sup>147</sup> Ibid:2.

		<ol style="list-style-type: none"> <li>2. <b>Kelurahan—or urban village—grants</b> to communities primarily for small-scale infrastructure and social purposes;</li> <li>3. <b>Strengthening the role and capacity of local governments</b> for reconstruction and rehabilitation; and</li> <li>4. <b>Implementation support</b> including hiring consultants and facilitators.</li> </ol> <p>The project has a thirteen point Gender Mainstreaming Strategy to systematically address gender inequality. Interventions that address the components above include:<sup>148</sup></p> <ul style="list-style-type: none"> <li>▪ Producing a gender manual for the project;</li> <li>▪ Developing a communications strategy to reach women;</li> <li>▪ Mandating preferential recruitment of women consultants and facilitators, including a target that 30 percent of consultants and facilitators are female;<sup>149</sup></li> <li>▪ Holding gender awareness training for consultants and facilitators; and</li> <li>▪ Prioritizing hiring of women in the finance unit.</li> </ul> <p><i>These measures are outstanding. The project should justify why a target of 30 percent female consultants was used instead of 50 percent which would achieve gender balance. The project should include gender awareness training for government officials. It should also target men, or explain why it is not necessary to do so.</i></p>
3	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	<p><i>The gender strategy includes some analysis of relevant gender issues of women. For example, it recognizes that women's participation in community development is "a key factor in establishing organizations that truly represent all people in the community." It also recognizes that women have specific needs that differ from the community at large.<sup>150</sup></i></p> <p><i>The document should further analyze women's gender issues, for example by discussing the resurgence of "traditional" social values often used to oppress women. It should also discuss men's gender issues.</i></p>
4	<u>Participation</u> : The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<p>The gender strategy promotes women's participation through:<sup>151</sup></p> <ul style="list-style-type: none"> <li>▪ Raising awareness about the importance of women's participation in addressing poverty;</li> <li>▪ Ensuring that some community self-help proposals are written by women with assistance from project staff if necessary;</li> <li>▪ Holding special women's focus group discussions; and</li> <li>▪ Encouraging women's participation in planning meetings by making their timing and location sensitive to the responsibilities and constraints of women.</li> </ul> <p><i>The project should target men's participation or explain why it is not necessary to do so.</i></p>

<sup>148</sup> Ibid:28-29.

<sup>149</sup> In order to avoid double-counting, throughout this table we have distinguished between measures that promote women's presence on project implementation teams (included in the "components" section), and mechanisms that promote gender equitable community involvement (included in the "participation" section).

<sup>150</sup> Ibid:28.

<sup>151</sup> Ibid:28-29.

5	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	The gender strategy seeks to ensure that monitoring and evaluation are gender sensitive by: <sup>152</sup> <ul style="list-style-type: none"> <li>▪ Tracking women's participation in all aspects of the project;</li> <li>▪ Disaggregating data by gender;</li> <li>▪ Ensuring women's easy access to information; and</li> <li>▪ Ensuring that women understand their role monitoring the use of funds, and participating in village-level monitoring and evaluation.</li> </ul>
Total: 16		
<b>4. Community Based Settlement Rehabilitation and Reconstruction Project<sup>153</sup></b> <ul style="list-style-type: none"> <li>▪ <b>Approval Date:</b> 14 September 2005</li> <li>▪ <b>Closing Date:</b> 28 February 2009</li> <li>▪ <b>MDF Grant/Total Project Cost (Millions):</b> US\$85/90</li> <li>▪ <b>Partner Agency:</b> World Bank</li> <li>▪ <b>Implementing Agency:</b> Ministry of Public Works</li> </ul>		
<b>Score</b>	<b>Dimension of Project Design</b>	<b>Description, Gender Inclusion, Analysis and Recommendations</b>
0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The project objective is to support the Government of Indonesia in restoring housing and basic infrastructure in communities affected by the tsunami. <sup>154</sup>  <i>Achieving gender equality is not a goal of this project.</i>
3	<b>Project Components:</b> The components have measures to address gender inequality throughout.	Project components are: <ol style="list-style-type: none"> <li>1. <b>Shelter repair and reconstruction grants</b> for repairing 15,000 damaged houses and building 10,000 new housing units through a "community-based approach." To receive grants, project "beneficiaries" must: (a) mobilize housing and other facilitators and organize into associations; (b) undertake a community mapping and technical damage assessment; and (c) produce eligible beneficiary lists and implementation plans. Then project staff must approve the allocation of funds to communities, which are disbursed in tranches.<sup>155</sup> Communities can opt for different tranche structures, including prioritizing disbursements "for those in the most urgent need of housing such as pregnant women;"<sup>156</sup></li> <li>2. <b>Block grants for priority infrastructure</b> to meet basic needs in 200 target communities. Housing facilitators work in close coordination with UPP and KDP project facilitators to set infrastructure and other priorities and create Community Settlement Plans (CSPs) which assess land tenure and infrastructure, and set reconstruction targets;<sup>157</sup></li> <li>3. <b>Project implementation support</b> to mobilize teams, prepare training programs, hire consultants and</li> </ol>

<sup>152</sup> Ibid:29.

<sup>153</sup> World Bank. 23 September 2005. Project Appraisal Document for a Proposed Multi-Donor Trust Fund for Aceh and North Sumatra Grant in the Amount of US\$85 Million to the Republic of Indonesia for a Community-Based Settlement Rehabilitation and Reconstruction Project for Naggroe Aceh Darussalam (NAD) and Nias, Phase 1. Report No: 33.585-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009\\_20051017134259/Rendered/PDF/335850rev0pdf.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/10/17/000012009_20051017134259/Rendered/PDF/335850rev0pdf.pdf).

<sup>154</sup> Ibid:9.

<sup>155</sup> Ibid:10.

<sup>156</sup> Ibid:38.

<sup>157</sup> Ibid:10-11.

		<p>housing facilitators, meet financial requirements, undertake capacity-building to enhance program management, and support other implementation matters.<sup>158</sup></p> <p>4. <b>Program support, monitoring and evaluation</b> such as public communications, complaint handling, and monitoring and evaluation.<sup>159</sup></p> <p>The project has a gender strategy to “systematically address gender mainstreaming and equality issues” and ensure women’s participation in community development. The strategy includes priority recruitment for women with the following targets:</p> <ul style="list-style-type: none"> <li>• 20 percent women community facilitators;</li> <li>• 20 percent women consultants;</li> <li>• 30 percent women community cadre/volunteers.<sup>160</sup></li> </ul> <p><i>The document should justify its targets and explain why staff did not aim for an equal balance of women and men.</i></p> <p><i>Project staff should include a gender sensitive needs assessment and develop target numbers of female and male “beneficiaries” for new and repaired houses.</i></p>
1	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	<p>The project document identifies gender discrimination against women’s land tenure, stating: “Due to the traditional codes not defining clearly rights for the women to inherit land, a challenge will be how to ensure that female heads of households retain the right to remain in their original areas.”<sup>161</sup> <i>The project components fail to sufficiently address this issue.</i></p> <p><i>The document does not analyze other relevant gender issues addressed in the project such as discrimination against women in employment and decision-making.</i></p>
3	<u>Participation</u> : The document(s) include(s) measures to ensure women’s and men’s participation in project design, implementation, monitoring and evaluation.	<p>The gender strategy encourages women to participate as community trustees, and has “special arrangements for socialization and focus group discussions and training activities targeted specifically to women’s groups” to help identify priority infrastructure needs and discuss shelter reconstruction and rehabilitation.<sup>162</sup> <i>These measures should be strengthened to include concrete targets that project implementation teams must meet.</i></p>
3	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	<p>The project includes the collection of gender sensitive data in the baseline survey and impact evaluation.<sup>163</sup></p>
Total: 10		

<sup>158</sup> Ibid:11.

<sup>159</sup> Ibid.

<sup>160</sup> Ibid:19.

<sup>161</sup> Ibid:51.

<sup>162</sup> Ibid:19.

<sup>163</sup> Ibid:46-47.

5. Kecamatan Rehabilitation and Reconstruction Planning Project for Nias <sup>164</sup>		
<ul style="list-style-type: none"> <li>▪ <u>Start Date (approval date unavailable)</u>: 1 July 2006</li> <li>▪ <u>Closing Date</u>: 31 December 2009</li> <li>▪ <u>MDF Grant/Total Project Cost (Millions)</u>: US\$25.7/51.5</li> <li>▪ <u>Partner Agency</u>: World Bank</li> <li>▪ <u>Implementing Agency</u>: Bureau for Rehabilitation and Reconstruction (Badan Rekonstruksi dan Rehabilitasi, or BRR)</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The objective of this project is to rebuild infrastructure on Nias using the participatory community recovery process established in the KDP project. <sup>165</sup>  <i>Gender equality is not included in the goals of the project.</i>
0	<u>Project Components</u> : The components have measures to address gender inequality throughout.	The project consists of the following components: <ol style="list-style-type: none"> <li>1. <b>Kecamatan grants</b> to rebuild houses, schools, local government offices, and public infrastructure;<sup>166</sup></li> <li>2. <b>Kecamatan planning grants</b> to provide village-level training, facilitation, and capacity development through participatory planning processes that include special measures to involve women and the poor. These measures are described in the Participation section below;<sup>167</sup></li> <li>3. <b>Consultant services</b> for implementation support and monitoring and evaluation;<sup>168</sup> and</li> <li>4. <b>Operating costs</b> such as travel expenses and vehicle repair.<sup>169</sup></li> </ol> <i>The project should target women to fill the facilitation teams and consultant positions.</i>
2	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	The Indigenous Peoples Framework of the project document notes that, "Women have very weak positions in the society; have a very limited role on public decision making and have no right to land ownership." <sup>170</sup> <i>While it is important to acknowledge these facts, the project document should analyze other gender issues related to the project such as women's and men's different infrastructure priorities and labor force participation.</i>
4	<u>Participation</u> : The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and	This project builds on the strong measures to ensure women's participation in planning processes set up in the KDP project. For example, the project requires the physical presence of women in decision meetings to increase women's project participation, and notes that a special effort is usually needed to prepare them. The project budget includes funding for "specialized training by qualified specialists, gender and anthropological specialists,

<sup>164</sup> World Bank. 7 August 2006. Appraisal Report for a Proposed MDTFANS Grant in the Amount of US\$25.75 Million to the Republic of Indonesia for a Kecamatan-Based Reconstruction and Rehabilitation Planning in Nias Project. [http://www.multidonorfund.org/documents/pad\\_krrp\\_nias\\_Aug\\_07\\_06\\_rev.doc](http://www.multidonorfund.org/documents/pad_krrp_nias_Aug_07_06_rev.doc). Note: This project is related to the KDP. The authors were unable to cross-check gender inclusion in project documents posted on the MDF website with those listed on the World Bank's website because the Bank site does not have a project by this name in Indonesia. Presumably the project has another name.

<sup>165</sup> Ibid:2.

<sup>166</sup> Ibid:5.

<sup>167</sup> Ibid:5.

<sup>168</sup> Ibid:5-6.

<sup>169</sup> Ibid:6.

<sup>170</sup> Ibid:54.



	evaluation.	and evaluations of how effectively women and indigenous people are participating in the reconstruction program." <sup>171</sup>  The Indigenous Peoples Framework suggests that, to ensure women and the very poor are not excluded from the benefits of the project, community decision making processes should include special meetings with women and marginalized groups. These meetings would solicit women's infrastructure priorities, opinions on locations of schools and concerns regarding housing development. <sup>172</sup>  <i>The project does not have any mechanisms to ensure men's participation. If this is unnecessary because men are overrepresented in decision-making, the document should state so.</i>
1	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<i>Project monitoring and evaluation is supposed to include participatory methods (which are gender sensitive).</i> <sup>173</sup>
Total: 7		
<b>II. Infrastructure and Transport</b>		
<b>6. Sea Delivery and Logistics Program<sup>174</sup></b>		
<ul style="list-style-type: none"> <li>▪ <b>Approval Date:</b> 12 January 2006</li> <li>▪ <b>Closing Date:</b> February 2010</li> <li>▪ <b>MDF Grant (Millions):</b> US\$24.7</li> <li>▪ <b>Partner Agency:</b> World Food Program</li> <li>▪ <b>Implementing Agency:</b> World Food Program</li> </ul>		
<b>Score</b>	<b>Dimension of Project Design</b>	<b>Description, Gender Inclusion, <i>Analysis and Recommendations</i></b>
0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The purpose of the project is to facilitate the sea delivery and logistics coordination of shelter and related non-food construction items. <sup>175</sup>  <i>Achieving gender equality is not an objective of this project.</i>
2	<b>Project Components:</b> The components have measures to address gender inequality throughout.	Project components are cargo movement and handling.  A short paragraph titled "Gender Equality" claims that "WFP Shipping Service strives to mainstream gender in the planning and implementation of the project." <sup>176</sup> The document claims that women are encouraged to apply and given priority in recruitment, noting that the "Gender balance remains in-line with that of international norms in the shipping industry." <sup>177</sup> <i>This section appears as an add-on. Its contents should be strengthened—for example</i>

<sup>171</sup> Ibid:17.

<sup>172</sup> Ibid:55.

<sup>173</sup> Ibid:35.

<sup>174</sup> World Food Program. 30 June 2006. WFP Shipping Service Project Appraisal Document II. [http://www.multidonorfund.org/documents/pad\\_wfp\\_final\\_jun\\_30\\_06.pdf](http://www.multidonorfund.org/documents/pad_wfp_final_jun_30_06.pdf). Note: The first project appraisal document is not available on the MDF website.

<sup>175</sup> World Food Program. Date Unknown. Sea Delivery and Logistics Project Concept Note. [http://www.multidonorfund.org/documents/pcn\\_wfpss.pdf](http://www.multidonorfund.org/documents/pcn_wfpss.pdf).

<sup>176</sup> Ibid.

<sup>177</sup> Page 17. World Food Program. 30 June 2006. WFP Shipping Service Project Appraisal Document II. [http://www.multidonorfund.org/documents/pad\\_wfp\\_final\\_jun\\_30\\_06.pdf](http://www.multidonorfund.org/documents/pad_wfp_final_jun_30_06.pdf).

		<i>to include target quotas for women's employment--and integrated into the "Human Resources" recruitment discussion on page 14.</i>
0	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	<i>This project does not analyze gender issues related to the project, although it seeks to address them in preferentially recruiting women.</i>
0	<u>Participation</u> : The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	The "Consultation" section of the project document only discusses donor agencies and international non-governmental organizations. <i>Project staff should consult with local communities, including women or women's groups, in planning and implementing the project.</i>
0	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	The World Food Program Rome office is providing monitoring and evaluation for the project. <sup>178</sup> <i>Project implementation teams should gather gender disaggregated data and ensure that project monitoring and evaluation includes such data, particularly on the gender break-down of staff and consultants.</i>

Total: 2

#### 7. Tsunami Recovery Port Redevelopment Program<sup>179</sup>

- Approval Date: 10 November 2005
- Closing Date: December 2007
- MDF Grant (Millions): US\$3.8
- Partner Agency: United Nations Development Program
- Implementing Agency: United Nations Development Program

Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	This project aimed to redevelop destroyed and damaged ports to supply reconstruction equipment and materials to isolated communities, and to create immediate employment and generate longer-term livelihoods. <sup>180</sup>  <i>This project did not target improving gender equality.</i>
0	<u>Project Components</u> : The components have measures to address gender inequality throughout.	The project rebuilt ports in the three townships of Calang and Sinabang on Simeuleu, and Gunung Sitoli on Nias. It also funded construction at Sabang port, clean up at Balohan port, and the design of a new river port at Lamno. <sup>181</sup>  <i>Project components do not address gender considerations such as employment generation.</i>
0	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	<i>Project documents do not analyze gender issues related to the project, such as the potential implications of job creation for women and men.</i>
0	<u>Participation</u> : The document(s)	<i>Participation of local community members—including women—in project design, implementation, and monitoring</i>

<sup>178</sup> Ibid:14.

<sup>179</sup> United Nations Development Programme. Date Unknown. Tsunami Recovery Port Redevelopment Programme (TRPRP) NAD-Nias. Project Appraisal Document. [http://multidonorfund.org/documents/pad\\_port\\_redevelopment.doc](http://multidonorfund.org/documents/pad_port_redevelopment.doc).

<sup>180</sup> Ibid:1.

<sup>181</sup> Ibid:5-6.

	include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>and evaluation is unclear.</i>
0	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<i>The project monitoring and evaluation framework does not mention gender concerns.</i> <sup>182</sup>
Total: 0		
<b>8. Flood Mitigation Program for Banda Aceh</b> <sup>183</sup>		
<ul style="list-style-type: none"> <li>▪ <b>Approval Date:</b> 6 April 2006</li> <li>▪ <b>Closing Date:</b> June 2008</li> <li>▪ <b>MDF Grant (Millions):</b> US\$4.5</li> <li>▪ <b>Partner Agency:</b> World Bank</li> <li>▪ <b>Implementing Agency:</b> Muslim Aid</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The objective of the project is to re-establish function of the storm water and marine flood protection systems that were damaged or destroyed by the tsunami and earthquake. <sup>184</sup>  <i>Achieving gender equality is not a project objective.</i>
0	<b>Project Components:</b> The components have measures to address gender inequality throughout.	The project has three components: <ol style="list-style-type: none"> <li>1. Installing a <b>tidal flood protection program</b> to stop high tide water flooding by setting up one-way flow valves;</li> <li>2. Developing a <b>storm water flood protection program</b> to reconstruct pumping stations and one-way flow valves, repair drainage channel embankments, clean secondary channels, and other minor civil works; and</li> <li>3. <b>Implementing support and capacity building</b> for training, and providing consulting services.<sup>185</sup></li> </ol> <i>None of the components seek to address gender concerns.</i>
0	<b>Analysis:</b> The document(s) analyze(s) gender issues related to the project.	<i>Project analysis does not examine gender issues.</i>
0	<b>Participation:</b> The document(s)	<i>The project does not mention any relevant gendered participating issues. For example, the project was not</i>

<sup>182</sup> Ibid:17-18.

<sup>183</sup> World Bank. 18 April 2006. Project Appraisal Document on a Proposed Multi-Donor Fund Grant for the Benefit of the Republic of Indonesia in the Amount of US\$4.5 Million to Muslim Aid for an Emergency Rehabilitation of the Drainage and Flood Protection System of Banda Aceh Project. Report No: 35248-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/05/25/000160016\\_20060525102138/Rendered/PDF/35248.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/05/25/000160016_20060525102138/Rendered/PDF/35248.pdf). This report is similar to a December 15, 2005 World Bank Appraisal Report for the same project on the MDF website at: [http://multidonorfund.org/documents/pad\\_flood\\_mitigation\\_dec\\_15\\_05.doc](http://multidonorfund.org/documents/pad_flood_mitigation_dec_15_05.doc).

<sup>184</sup> Ibid:4.

<sup>185</sup> Ibid:4-5.

	include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>designed to encourage women's participation in a community consultation to negotiate land acquisition for water pumping stations.</i> <sup>186</sup>
0	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<i>The monitoring and evaluation framework tracks social and environmental issues but does not collect gender disaggregated data, for example in employment.</i> <sup>187</sup>
Total: 0		
<b>9. Infrastructure Reconstruction Enabling Program (IREP)<sup>188</sup></b>		
<ul style="list-style-type: none"> <li>▪ <b>Approval Date:</b> 30 June 2006</li> <li>▪ <b>Closing Date:</b> 31 October 2009</li> <li>▪ <b>MDF Grant (Millions):</b> US\$42</li> <li>▪ <b>Partner Agency:</b> World Bank</li> <li>▪ <b>Implementing Agency:</b> BRR</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The project objective is to support the BRR's strategy for infrastructure reconstruction. <sup>189</sup>  <i>Gender equality goals are not mentioned in the objectives.</i>
0	<b>Project Components:</b> The components have measures to address gender inequality throughout.	Project components are: <ol style="list-style-type: none"> <li>1. <b>Infrastructure program management</b> to assist in reconstruction planning and implementation;</li> <li>2. <b>Technical support</b> for infrastructure planning, preparation, and implementation on the West Coast of Aceh;</li> <li>3. <b>Technical support</b> for infrastructure planning, preparation, and implementation in Nias;</li> <li>4. <b>Technical support</b> to plan, design and implement infrastructure not covered in components 2 and 3; and,</li> <li>5. <b>Financial management</b> advisory services to BRR.<sup>190</sup></li> </ol> <i>Project components do not address any gender issues.</i>
4	<b>Analysis:</b> The document(s) analyze(s) gender issues related to the project.	An annex discusses the severe impact of the tsunami on women's lives, their important role in reconstruction, and the need to ensure that infrastructure addresses the needs of women. <sup>191</sup> Another section mentions that

<sup>186</sup> Ibid:43.

<sup>187</sup> Ibid:8.

<sup>188</sup> World Bank. 19 June 2006. [Project Appraisal Document for a Proposed Multi Donor Trust Fund \(MDTF\) for Aceh and North Sumatra in the Amount of US\\$42 Million to the Republic of Indonesia the Agency for Reconstruction and Rehabilitation for Aceh and Nias \(BRR\) for the Infrastructure Reconstruction Enabling Program.](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/08/07/000090341_20060807094201/Rendered/PDF/36649.pdf) Report No: 36649-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/08/07/000090341\\_20060807094201/Rendered/PDF/36649.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/08/07/000090341_20060807094201/Rendered/PDF/36649.pdf).

<sup>189</sup> Ibid:4.

<sup>190</sup> Ibid:5-6.

<sup>191</sup> Ibid:72.

		"existing temporary settlements have not incorporated adequate facilities and safety measures for women and children," and notes existing discrimination against women in land rights. <sup>192</sup> <i>This analysis should be strengthened to discuss men's gender issues.</i>
1	<u>Participation</u> : The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	The project document states that, "Consultation will be carried out within the context of applicable Bank and GoI (Government of Indonesia) standards, such as the Basic Agrarian Law <i>which provides for equal rights between men and women in relation to land tenure.</i> " <sup>193</sup>  <i>Although the project document repeatedly notes the need to involve women in planning including the prioritization of infrastructure needs, it neglects to facilitate women's participation.</i> <sup>194</sup>
0	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	<i>Monitoring and evaluation, which includes tracking social issues, does not mention gender concerns.</i> <sup>195</sup>
Total: 5		
<b>10. Infrastructure Reconstruction Financing Facility (IRFF)<sup>196</sup></b> <ul style="list-style-type: none"> <li>▪ <u>Approval Date</u>: 11 December 2006</li> <li>▪ <u>Closing Date</u>: 30 June 2010</li> <li>▪ <u>MDF Grant/Total Project Cost (Millions)</u>: US\$109/191</li> <li>▪ <u>Partner Agency</u>: World Bank</li> <li>▪ <u>Implementing Agency</u>: BRR</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The project objective is to assist local and provincial governments in Aceh and Nias to reconstruct and rehabilitate strategic infrastructure, and to provide infrastructure services to tsunami and earthquake affected communities. <sup>197</sup>  <i>Achieving gender equality is not an objective of this project.</i>
4	<u>Project Components</u> : The components have measures to address gender inequality throughout.	Project components are: 1. <b>Financing infrastructure reconstruction and rehabilitation investments</b> including roads, ports, water and sanitation, drainage, flood control, coastal protection and restoration of major irrigation canals; <sup>198</sup> and

<sup>192</sup> Ibid:15.

<sup>193</sup> Ibid:77.

<sup>194</sup> See, for example, Ibid:15, 72.

<sup>195</sup> Ibid:16.

<sup>196</sup> World Bank. 31 January 2007. Project Appraisal Document for a Proposed Multi Donor Fund for Aceh and North Sumatra (MDF) Grant in the Amount of US\$100 Million to the Government of Indonesia for the Infrastructure Reconstruction Financing Facility. Report No: 38460-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953\\_20070319091022/Rendered/PDF/38460.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/03/19/000020953_20070319091022/Rendered/PDF/38460.pdf).

<sup>197</sup> Ibid:4.

<sup>198</sup> Ibid:5.

		<p><b>2. Supporting infrastructure subproject planning, design, supervision, and implementation oversight.</b><sup>199</sup></p> <p>Support will be channeled through the BRR's Local Government Annual Investment Plans (LGIPs) and Provincial Government Annual Investment Plans (PGIPs) that identify priority infrastructure projects.<sup>200</sup></p> <p>The project document includes a "Framework for Mainstreaming Gender in Infrastructure" in an annex. One of the goals of the framework is to avoid and minimize potential adverse gender impacts of the project such as the spread of HIV/AIDS and contract marriage.<sup>201</sup> To implement the gender framework, project consultants will assist BRR to develop a set of project gender guidelines that will be disseminated to government and project offices.</p> <p>Project staff must hire gender experts to develop sectoral guidelines for integrating gender concerns into project implementation including design and construction supervision, for example, through developing practical checklists on gender. Additionally, BRR is supposed to develop a "gender-infrastructure risk reduction program" to minimize risks associated with project construction. This would include a "reproductive health and HIV/AIDS campaign, livelihood, community awareness-raising on contract marriage, early marriage, trafficking and awareness raising on women's rights on land and implication of land acquisition."<sup>202</sup> The project also includes capacity building trainings to inform project staff about gender issues and to ensure awareness of the gender guidelines mentioned above.<sup>203</sup></p> <p><i>These measures are outstanding. They could be enhanced by addressing men's roles and gender issues, for example, in the "gender infrastructure risk program." Additionally, the project should ensure that women and men equally benefit from employment opportunities, for example through establishing targets for women's employment.</i></p>
4	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	The project's gender framework provides a good analysis of the impacts of the tsunami and recovery on women, and a compelling discussion of women's distinctive infrastructure needs. <sup>204</sup> <i>This analysis should be integrated into the main document, and strengthened to better address men's relevant gender issues.</i>
5	<u>Participation</u> : The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>This project has outstanding initial measures to facilitate women's participation in the project, but overlooks men's gender issues.</i> <p>The project's "Gender Outreach Strategy" which is linked to the IREP project includes provisions "for empowering women throughout the IRFF project cycle." Preliminary ideas for engaging women and addressing gender considerations in the project are:</p> <ul style="list-style-type: none"> <li>• Soliciting inputs from women's groups during the early review phases of proposed project designs,</li> </ul>

<sup>199</sup> Ibid:6.

<sup>200</sup> Ibid:4.

<sup>201</sup> Ibid:85.

<sup>202</sup> Ibid:85.

<sup>203</sup> Ibid:85.

<sup>204</sup> Ibid:84.

		<p>particularly for water and sanitation, and market projects;</p> <ul style="list-style-type: none"> <li>• Obtaining women's inputs on priority investments through, for example, focus group discussions, and integrating these priorities into the project selection process; and</li> <li>• Ensuring women are represented and active in the district government.<sup>205</sup></li> </ul> <p>The gender strategy is supposed to be more fully developed by project consultants once the project begins. The gender component of the project is supposed to be implemented by IREP project consultants based at the district level. In the meantime, BRR will continue to develop gender outreach strategies to be refined and "formally integrated" into IRFF once IREP consultants being operations.<sup>206</sup></p> <p>In order to include women's concerns during project design and selection, the project team in coordination with the BRR's Women's Empowerment Unit (WEU) will develop a gender outreach plan. Project "gender focal points" are supposed to consult with local women's organizations on proposed LGIPs and PGIPs and represent these groups' concerns during project review and approval.<sup>207</sup></p> <p>The "Framework for Mainstreaming Gender in Infrastructure" aims to:</p> <ul style="list-style-type: none"> <li>• Ensure women's and men's equal participation and inputs in subproject consultations; and</li> <li>• Make certain that project design and implementation plans respond to the needs of the local community by "differentiating, prioritizing and addressing those needs on the basis of gender."<sup>208</sup></li> </ul>
5	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	<p>Project staff, with the help of the BRR WEU, are responsible for developing a gender sensitive monitoring and reporting system for the project including defining gendered performance indicators. During routine project reporting, project staff are required to include a "gender report" detailing the gender impacts of the project.<sup>209</sup></p> <p><i>The monitoring framework must include gender disaggregated baseline and follow-up data.</i></p>
Total: 18		
<b>11. Lamno-Calang Road Maintenance Project<sup>210</sup></b> <ul style="list-style-type: none"> <li>▪ <u>Approval Date</u>: 5 December 2006</li> <li>▪ <u>Closing Date</u>: December 2007</li> <li>▪ <u>MDF Grant (Millions)</u>: US\$1.5</li> <li>▪ <u>Partner Agency</u>: UNDP</li> <li>▪ <u>Implementing Agency</u>: UNDP</li> </ul>		
<b>Score</b>	<b>Dimension of Project Design</b>	<b>Description, Gender Inclusion, <i>Analysis and Recommendations</i></b>

<sup>205</sup> Ibid:18.

<sup>206</sup> Ibid:18.

<sup>207</sup> Ibid:85.

<sup>208</sup> Ibid:85.

<sup>209</sup> Ibid:85.

<sup>210</sup> UNDP-BRR Joint Document. 23 November 2006. Lamno-Calang Road Maintenance (LCRM) Project (Project Appraisal Document). [http://www.multidonorfund.org/documents/pad\\_lamnocalang\\_nov\\_23\\_06\\_track%20and%20changes.doc](http://www.multidonorfund.org/documents/pad_lamnocalang_nov_23_06_track%20and%20changes.doc).

0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The project objective was to “ensure overland access to tsunami-affected communities on west coast of Aceh to facilitate the reconstruction and recovery process, and to promote social and economic recovery in Aceh.” <sup>211</sup>  <i>Gender equality goals are not in the project objectives.</i>
0	<b>Project Components:</b> The components have measures to address gender inequality throughout.	Project components were: 1. To maintain the road from Lamno to Calang for eight months while permanent rehabilitation works were established. This included re-graveling, building culverts to improve drainage, protecting from sea erosion and building and strengthening bridges; and <sup>212</sup> 2. Project management, monitoring and engineering supervision. <sup>213</sup>  <i>Project components do not include actions to promote gender equality such as preferential hiring of women on road maintenance teams.</i>
0	<b>Analysis:</b> The document(s) analyze(s) gender issues related to the project.	<i>This document does not analyze gender issues related to the project, for example, related to job creation.</i>
0	<b>Participation:</b> The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>This project does not involve consultations or facilitate the participation of local women and men.</i>
0	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<i>Monitoring, reporting and evaluation does not include gender considerations, such as tracking the gender composition of workers.</i>

Total: 0

### III. Capacity Building and Governance

#### 12. Support for Poor and Disadvantaged Areas Project (SPADA)<sup>214</sup>

- **Approval Date:** 2 February 2007
- **Closing Date:** June 2010
- **MDF Grant/Total Project Cost (Millions):** US\$25/39.6
- **Partner Agency:** World Bank
- **Implementing Agency:** BRR

Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
-------	-----------------------------	--

<sup>211</sup> Ibid:1.

<sup>212</sup> Ibid:7.

<sup>213</sup> Ibid:9.

<sup>214</sup> World Bank. 4 August 2006. MDTFTANS: Support for Poor and Disadvantaged Areas Project In Aceh and Nias. Technical Overview.

[http://www.multidonorfund.org/documents/pad\\_spada\\_acehnias\\_aug\\_04\\_06.doc](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc). This project is closely linked to a countrywide loan-financed World Bank project by the same name. We analyzed both the Aceh-specific project documents listed on the MDF website, and a country-wide document because it discusses the project's strategy to address gender issues.



0	<p><b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender disparities.</p>	<p>The project purpose is to incorporate participatory planning processes into district government decision making.<sup>215</sup></p> <p><i>Gender equality is not a project objective.</i></p>
5	<p><b>Project Components:</b> The components have measures to address gender inequality throughout.</p>	<p>Project components are:</p> <ol style="list-style-type: none"> <li>1. Providing <b>district grants</b> to support larger or more technical proposals emerging from subdistricts.<sup>216</sup> The project reserves fifteen percent of grants for proposals from women's and youth groups;<sup>217</sup></li> <li>2. <b>Developing capacity</b> of districts and subdistricts through training, practical exercises, professional technical support, and developing learning networks.<sup>218</sup> <i>This includes leadership and gender awareness training, small business development trainings for female headed households, and gender awareness trainings for village councils and community project teams.</i><sup>219</sup></li> <li>3. <b>Implementation support</b> through funding a national management team, a provincial oversight and monitoring unit, and district-level multi-sectoral support teams.<sup>220</sup> <i>This includes making efforts to ensure that "good women facilitators are identified."</i><sup>221</sup></li> <li>4. <b>Monitoring, evaluation and studies</b> including establishing quantitative and qualitative baseline and intermediate surveys and case analyses.<sup>222</sup> Impact studies are supposed to monitor project impacts for vulnerable groups such as women.<sup>223</sup> This component also includes programs for post-conflict reintegration and development such as damage and vulnerability assessments, mediation training for local governments, and conflict monitoring and evaluation.<sup>224</sup> Page 17 proposes the "Role of women in post-disaster and post-conflict environments" as a possible research topic. <i>It is unclear why post-conflict activities were lumped into this smallest project component that only has US\$410,000 to undertake a wide variety of activities. It is doubtful that with such a limited budget project staff will include gender considerations because of competing priorities and little funding for gender experts or</i></li> </ol>

<sup>215</sup> Ibid:1.

<sup>216</sup> Ibid:3.

<sup>217</sup> Page 13. World Bank. 9 May 2005. Project Appraisal Document on a Proposed Loan in the Amount of US\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project (US\$35 Million Equivalent) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project. Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf). It was necessary to refer to this country-wide document for details on the project gender strategy, which are not discussed in detail in the project documents specific to Aceh.

<sup>218</sup> Page 3. World Bank. 4 August 2006. MDTFTANS: Support for Poor and Disadvantaged Areas Project In Aceh and Nias, Technical Overview. [http://www.multidonorfund.org/documents/pad\\_spada\\_acehnias\\_aug\\_04\\_06.doc](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc).

<sup>219</sup> Page 97. World Bank. 9 May 2005. Project Appraisal Document on a Proposed Loan in the Amount of US\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project (US\$35 Million Equivalent) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project. Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>220</sup> Page 4. World Bank. 4 August 2006. MDTFTANS: Support for Poor and Disadvantaged Areas Project In Aceh and Nias, Technical Overview. [http://www.multidonorfund.org/documents/pad\\_spada\\_acehnias\\_aug\\_04\\_06.doc](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc).

<sup>221</sup> Page 97. World Bank. 9 May 2005. Project Appraisal Document on a Proposed Loan in the Amount of US\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project (US\$35 Million Equivalent) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project. Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>222</sup> Page 4. World Bank. 4 August 2006. MDTFTANS: Support for Poor and Disadvantaged Areas Project In Aceh and Nias, Technical Overview. [http://www.multidonorfund.org/documents/pad\\_spada\\_acehnias\\_aug\\_04\\_06.doc](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc).

<sup>223</sup> Ibid:15.

<sup>224</sup> Ibid:2.

		<p><i>facilitators.</i></p> <p>The project's community development and capacity building components include interventions to help organize young men, such as through sports leagues and vocational training. It anticipates that private sector activities will create reconstruction and transportation jobs that will employ large numbers of young men.<sup>225</sup> <i>The focus on men's gender issues is commendable. The project must ensure that men's and women's job opportunities continue beyond reconstruction.</i></p> <p>The Aceh-specific project document mentions a gender action program but does not provide a description of the plan.<sup>226</sup> The Project Appraisal Document for the country-wide project (including Aceh) has a gender action framework that includes:</p> <ul style="list-style-type: none"> <li>• Preferential hiring of women to promote gender balance in technical assistant staff, particularly for subdistrict and village facilitators;</li> <li>• Use of methodologies to promote women's participation in community development projects through a special grant; and</li> <li>• Targeted programs such as the female-headed households (or widows) program and facilitation tools for women micro-entrepreneurs.<sup>227</sup></li> </ul> <p>The country-wide project seeks to support women's participation in peace-building exercises.<sup>228</sup> It will also coach young men in skills development, and train women's groups, village paralegals, and government and community groups in alternative dispute resolution.<sup>229</sup></p> <p>A 30 page stand-alone Aceh-specific draft gender strategy is available upon request from World Bank staff. It includes a detailed list of recommendations to address gender concerns including targets for women's recruitment on project teams, training for staff on gender issues, women's participation in project implementation teams, a minimum of 30 percent women's representation on teams submitting project proposals, and gender balance on monitoring and evaluation teams.<sup>230</sup> <i>The Aceh-specific Technical Overview and Project Appraisal Document should include this gender strategy.</i></p>
--	--	---

<sup>225</sup> Ibid:17.

<sup>226</sup> Ibid:10.

<sup>227</sup> Page 36. World Bank. 9 May 2005. [Project Appraisal Document on a Proposed Loan in the Amount of US\\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project \(US\\$35 Million Equivalent\) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf). Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>228</sup> Page 16. World Bank. 4 August 2006. [MDTFTANS: Support for Poor and Disadvantaged Areas Project In Aceh and Nias, Technical Overview](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc). [http://www.multidonorfund.org/documents/pad\\_spada\\_acehnias\\_aug\\_04\\_06.doc](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc).

<sup>229</sup> Ibid:30.

<sup>230</sup> Pages 11-12. World Bank. Date Unknown. [Draft Gender Strategy Bagi Pelaksanaan Program SPADA](#). Available upon request. Authors Note: Most of this document is in Bahasa Indonesia so this analysis relies on English content only. When the gender strategy is finalized a more in depth analysis including of the Bahasa content is needed.

3	<b>Analysis:</b> The document(s) analyze(s) gender issues related to the project.	<p>Analysis of the potential project benefits highlight improved health and education on non-agricultural home production, a sector where women probably play a major role.<sup>231</sup></p> <p>Project preparation included analysis of stakeholders including women's groups.<sup>232</sup></p> <p>The country-wide project includes an excellent analysis of gender issues of unemployed young men. It states, "Lack of jobs and opportunities tends to create frustration and breed resentment, making underemployed and unemployed young males prime candidates for activities related to vigilantism, militancy, organized crime, and gangs."<sup>233</sup> <i>This analysis of men's gender issues is excellent. Project staff should do a similar gender analysis of men's and women's issues specific to Aceh for inclusion in the Aceh project documents.</i></p>
1	<b>Participation:</b> The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<p>The country-wide project seeks to promote the active participation of women in project assessment and decision making. It mentions methods to promote women's participation in community development projects through a gender-specific grant.<sup>234</sup></p> <p>The "Thematic Rapid Needs Appraisals" will collect information in villages, and hold discussion groups with male and female village members.<sup>235</sup></p> <p><i>The stand alone gender strategy includes commendable measures to ensure women's participation but these are merely recommendations in a draft document, and therefore are not discussed here.</i></p>
4	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<p>Field staff are supposed to track the gender breakdown of people who participate in community activities, and field-level data is supposed to be gender sensitive when relevant.<sup>236</sup> Impact indicators for the country-wide project are supposed to be gender-disaggregated "where appropriate,"<sup>237</sup> and data must be gender-disaggregated "when relevant."<sup>238</sup> <i>The documents should specify the types of indicators that must be gender disaggregated.</i></p> <p>The gender action framework includes "gender tags" for project monitoring and evaluation to enable management to track and respond to trends.<sup>239</sup></p>

<sup>231</sup> Pages 61, 63. World Bank. 9 May 2005. [Project Appraisal Document on a Proposed Loan in the Amount of US\\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project \(US\\$35 Million Equivalent\) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf). Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>232</sup> Ibid:35.

<sup>233</sup> Ibid:17.

<sup>234</sup> Ibid:36.

<sup>235</sup> Ibid:53.

<sup>236</sup> Pages 20-21. World Bank. 4 August 2006. [MDTFTANS: Support for Poor and Disadvantaged Areas Project In Aceh and Nias, Technical Overview](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc). [http://www.multidonorfund.org/documents/pad\\_spada\\_acehnias\\_aug\\_04\\_06.doc](http://www.multidonorfund.org/documents/pad_spada_acehnias_aug_04_06.doc).

<sup>237</sup> Page 43. World Bank. 9 May 2005. [Project Appraisal Document on a Proposed Loan in the Amount of US\\$69.0 Million and a Proposed Credit in the Amount of SDR 23.15 Million Project \(US\\$35 Million Equivalent\) to the Republic of Indonesia for the Support for Poor and Disadvantaged Areas Project](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf). Report No: 28244-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341\\_20050523102346/Rendered/PDF/28244.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2005/05/23/000090341_20050523102346/Rendered/PDF/28244.pdf).

<sup>238</sup> Ibid:99.

<sup>239</sup> Ibid:36.

		<p>Also see the discussion of component four, above.</p> <p><i>The project should be sure that local women, or women or men with a strong knowledge of the local gender context are included in monitoring and evaluation teams.</i></p> <p><i>Reports and impact studies should be gender sensitive.</i></p>
Total: 13		
<b>13. Technical Assistance to BRR Project<sup>240</sup></b> <ul style="list-style-type: none"> <li>▪ <u>Approval Date</u>: 2 February 2007</li> <li>▪ <u>Closing Date</u>: June 2010</li> <li>▪ <u>MDF Grant (Millions)</u>: US\$14.7</li> <li>▪ <u>Partner Agency</u>: World Bank</li> <li>▪ <u>Implementing Agency</u>: BRR</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	<p>The goal of this project is to provide technical and operation support to BRR.<sup>241</sup></p> <p><i>Project objectives do not include gender equality goals.</i></p>
2	<u>Project Components</u> : The components have measures to address gender inequality throughout.	<p>Project components are:</p> <ol style="list-style-type: none"> <li>1. Helping the BRR establish and staff a <b>“one-stop-shop”</b> to coordinate and mobilize resources for technical assistance, and surveying local government needs for technical assistance and designing systems to obtain and coordinate that assistance;<sup>242</sup></li> <li>2. <b>Procuring professional service providers and consultants</b> for legal, financial, information management and other services.<sup>243</sup> The document notes that UNDP will ensure that the technical experts recruited for the project “will be representative of society, particularly with respect to gender, ethnicity and age.”<sup>244</sup> Recruitment will ensure “equal opportunities for employment and an appropriate representation of women.”<sup>245</sup> The document identifies the BRR as needing an expert on women and children;<sup>246</sup></li> <li>3. <b>Networking and public information dissemination</b> through identifying stakeholder groups to communicate with larger constituencies, organizing representatives from relevant groups into task</li> </ol>

<sup>240</sup> UNDP. Date Unknown. Technical Support for Badan Rehabilitasi dan Rekonstruksi (BRR) NAD-Nias. [http://www.multidonorfund.org/documents/pad\\_tech\\_support\\_brr.doc](http://www.multidonorfund.org/documents/pad_tech_support_brr.doc).

<sup>241</sup> Ibid:1.

<sup>242</sup> Ibid:6.

<sup>243</sup> Ibid:7-8.

<sup>244</sup> Ibid:3.

<sup>245</sup> Ibid:7.

<sup>246</sup> Ibid:30.

		<p>forces focused on specific aspects of recovery, and undertaking extensive public information and media campaigns to raise awareness of potential beneficiaries' opportunities and available assistance;<sup>247</sup> and</p> <p>4. <b>Managing</b>, monitoring and overseeing the overall program.<sup>248</sup></p> <p><i>Gender equality in staffing—the most relevant gender concern for this project—has been vaguely addressed. The project should include targets for women's employment and an explanation for why those targets were chosen.</i></p> <p><i>This project should include gender awareness training for BRR staff and consultants.</i></p> <p><i>Component three should be sure to target women's groups for inclusion in stakeholder groups and task forces. Public information should be gender sensitive and should target women and female-headed households.</i></p>
0	<b>Analysis:</b> The document(s) analyze(s) gender issues related to the project.	<i>This project does not analyze relevant gender issues such as the BRR's track record promoting gender equality, or discuss any gendered labor issues.</i>
0	<b>Participation:</b> The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>The design of this project does not promote women's participation, for example, by targeting local women's groups.</i>
0	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<i>Project monitoring and evaluation is not gender sensitive. It should track the gender breakdown of staff and consultants hired, as well as the presence of women's stakeholder groups.</i>
Total: 2		
<b>14. Local Resource-Based Road Works in Aceh and Nias<sup>249</sup></b> <ul style="list-style-type: none"> <li>▪ <b>Approval Date:</b> 14 December 2005</li> <li>▪ <b>Closing Date:</b> December 2008</li> <li>▪ <b>MDF Grant (Millions):</b> US\$6.4</li> <li>▪ <b>Partner Agency:</b> UNDP</li> <li>▪ <b>Implementing Agency:</b> International Labor Organization</li> </ul>		
<b>Score</b>	<b>Dimension of Project Design</b>	<b>Description, Gender Inclusion, Analysis and Recommendations</b>
0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender	This aim of this project is to strengthen the capacity of district governments and small-scale contractors to undertake road works based on local labor and resources. <sup>250</sup> The project is designed to create job opportunities for rural people to help rebuild livelihoods. <sup>251</sup>

<sup>247</sup> Ibid:8.

<sup>248</sup> Ibid:8.

<sup>249</sup> UNDP & ILO. 6 December 2005. *Creating Jobs: Capacity building for local resource-based road works in selected districts in NAD and Nias*. Project Document. [http://www.multidonorfund.org/documents/pad\\_ilo\\_road\\_dec\\_06\\_05.pdf](http://www.multidonorfund.org/documents/pad_ilo_road_dec_06_05.pdf). The MDF also calls this project "Labor-based Rural Road Rehabilitation Project."

<sup>250</sup> Ibid:cover.

<sup>251</sup> Ibid:18.

	disparities.	<i>The project objectives do not include promoting gender equality.</i>
4	<u>Project Components</u> : The components have measures to address gender inequality throughout.	<p>Project components are:</p> <ol style="list-style-type: none"> <li>1. Building district government and small-scale local contractors' capacity to carry out road works based on local labor and resources. The project aims to achieve this by engaging and coordinating stakeholders, undertaking training needs assessments, making road inventories and selecting project roads, designing and preparing contract documentation and award contracts, undertaking tendering and award contracts, and rehabilitating and maintaining project roads and undertaking construction supervision.<sup>252</sup></li> <li>2. Refining techniques, standards, systems and strategies for local resource-based road works to conditions in Aceh Province and Nias. This will be done by undertaking pavement studies, promoting local resource-based approaches, strengthening community participation in rural road development and maintenance, and reviewing and refining manuals and guidelines, standards specifications, tendering and procurement procedures; and<sup>253</sup></li> <li>3. Strengthening community participation in rural road development and maintenance by engaging local communities, and developing and testing maintenance reporting.<sup>254</sup> <i>Test maintenance reporting includes establishing simple report forms to be launched in close cooperation with village leaders, women representatives, and other stakeholders such as local civil society groups.</i><sup>255</sup></li> </ol> <p>Rehabilitating project roads includes training for, "employing labor and <i>women's specific employment concerns</i>, HIV/AIDS and workplace management etc."<sup>256</sup> Similarly, the training needs assessment will focus on gender issues and employment training manuals and guidelines will be gender sensitive.<sup>257</sup></p> <p>An "Empowerment of women section" notes that "women's participation in the actual road works activities at both supervisory and lower level will be a means of economic empowerment."<sup>258</sup> The project targets women for 30 percent of the jobs created, including at supervisory levels. This figure responds to baseline analysis.<sup>259</sup></p> <p>The project includes funding for a gender specialist for four months to ensure "the integration and active promotion of gender equality concerns."<sup>260</sup> <i>The specialist must seek to address women's and men's gender issues, and not simply focus on women.</i></p>

<sup>252</sup> Ibid: 18.

<sup>253</sup> Ibid: 22.

<sup>254</sup> Ibid: 24.

<sup>255</sup> Ibid: 26.

<sup>256</sup> Ibid: 21.

<sup>257</sup> Ibid: 19, 23.

<sup>258</sup> Ibid: 9.

<sup>259</sup> Ibid: 38.

<sup>260</sup> Ibid: 30.

		The document claims that the project will conduct studies on how to ensure equal access to project activities for women, with the consent of traditional authorities and within the framework of cultural values." <sup>261</sup>
5	<u>Analysis:</u> The document(s) analyze(s) gender issues related to the project.	<p><i>The project document analyzes the needs of and project benefits for women and men.</i></p> <p>The document notes that women are over-represented amongst the poor and face greater difficulties in escaping from poverty.<sup>262</sup> It describes women's predominance in low-income jobs in the informal sector and non-standard work arrangements, and notes the high level of female headed households.<sup>263</sup></p> <p>The document indicates that "many men and women are not aware that women can undertake road works."<sup>264</sup></p> <p>A subsection titled, "Promoting Gender Equality" analyzes the tsunami's impact on gender relations at length, and explicitly discusses workplace discrimination against women. It mentions the high costs of women's unequal access to decent work on women and community development, and identifies the many benefits of women's access to employment. It also analyzes the benefits of women's participation in community consultations and road works at the supervisory and lower levels. The section also discusses how rural women in particular will benefit from improved roads and mobility, because it will facilitate transportation to and from social and health care facilities, and women are primarily responsible for taking children and sick or elderly family members to facilities.<sup>265</sup> <i>This analysis is outstanding.</i></p>
3	<u>Participation:</u> The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<p>The document claims that "the ILO will pay special attention to the sensitization of stakeholders on gender equality concerns within the project and promote the equal access to participation of women and men in all stages of the project activities."<sup>266</sup> The project's community engagement strategy seeks to ensure that women and men in targeted rural villages are aware of opportunities to participate in road works, and includes "sensitization on gender equality and how it impacts on sustainable development."<sup>267</sup></p> <p>An "Empowerment of Women" section mentions that "The involvement of women in community consultations will be crucial for ensuring women's participation in decision making over issues that affect their daily lives."<sup>268</sup> The document goes on to say that, "Both men and women must be involved not only in the implementation of projects, but throughout the process from identification and planning to operation, maintenance and evaluation."<sup>269</sup></p> <p><i>This document has strong rhetoric, but fails to establish interventions to promote gender equal community</i></p>

<sup>261</sup> Ibid:11.

<sup>262</sup> Ibid:3.

<sup>263</sup> Ibid:11.

<sup>264</sup> Ibid:25.

<sup>265</sup> Ibid:14.

<sup>266</sup> Ibid:11.

<sup>267</sup> Ibid:25.

<sup>268</sup> Ibid:9.

<sup>269</sup> Ibid:11.

		<i>participation.</i>
2	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	The project will track the number of women and men from local communities employed. <sup>270</sup> <i>It should also monitor the gender breakdown of participants in community consultations, “beneficiaries” of the new and rehabilitated roads, and ensure all demographic data are gender sensitive.</i>
Total: 14		
<b>15. Support to Strengthen the Role and Capacity of Civil Society Organizations<sup>271</sup></b>		
<ul style="list-style-type: none"> <li>▪ <u>Approval Date</u>: 14 December 2005</li> <li>▪ <u>Closing Date</u>: February 2010</li> <li>▪ <u>MDF Grant (Millions)</u>: US\$6</li> <li>▪ <u>Partner Agency</u>: UNDP</li> <li>▪ <u>Implementing Agency</u>: UNDP</li> </ul>		
Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The project objective is to strengthen the capacity of local civil society organizations (CSOs) in Aceh and Nias to actively participate in the recovery process, and contribute to developing a dynamic civil society in the region. <sup>272</sup>
4	<u>Project Components</u> : The components have measures to address gender inequality throughout.	<p>Project components are:</p> <ol style="list-style-type: none"> <li>1. Working with local civil society networks and universities in Aceh and Nias, to <b>identify CSOs for training and small grants assistance</b>,<sup>273</sup></li> <li>2. <b>Training of Trainers</b> focusing on monitoring, organizational and project management and community-development. Participants for the training will be selected from the core members of IMPACT, an association of Acehnese CSO facilitators, and from civil society networks and local universities in Aceh and North Sumatra. The project claims it will integrate gender issues in “all topics” of the training and seek to ensure gender balance in trainees, by recruiting women participants from CSOs led by women and focusing on gender issues.<sup>274</sup> A key project output is the training of up to 50 civil society and 150 community-based groups on “leadership building and gender”,<sup>275</sup></li> <li>3. Supporting 45 <b>community facilitators</b> drawn from and managed by the Aceh Development Fund which employs all Acehnese community facilitators and advocates. Community facilitators will: (i) disseminate information on project activities and reconstruction and gather queries for discussion with BRR; (ii) identify target groups <i>including women’s groups</i> for small grants assistance, and support participatory planning and management procedures; (iii) provide technical support to community groups</li> </ol>

<sup>270</sup> Ibid:38.

<sup>271</sup> UNDP. November 2005. Support to Strengthen the Capacity and Role of Civil Society Organizations in the Recovery of Communities in Aceh and Nias.  
[http://www.multidonorfund.org/documents/pad\\_csos\\_dec\\_05.pdf](http://www.multidonorfund.org/documents/pad_csos_dec_05.pdf).

<sup>272</sup> Ibid:cover,8.

<sup>273</sup> Ibid:9.

<sup>274</sup> Ibid:9. The document identifies Flower Aceh, Kelompok Kerja Transformasi Gender, Aisyiah of Muhammadiyah and local universities as possible sources of female recruits.

<sup>275</sup> Ibid:24.



		<p>during implementation of grant activities; and (iv) monitor the quality of project activities and prevent corruption;<sup>276</sup></p> <p>4. Awarding 20 small US\$15,000 <b>grants for basic social services and income generation</b> for community groups including those with programs to benefit women in highly affected areas, as prioritized by BRR and local civil society networks.<sup>277</sup> The cost section of the project document includes US\$705,000 for small grants for women's programs and enterprises; and<sup>278</sup></p> <p>5. Awarding 10 small US\$15,000 <b>grants for partner NGO networks</b> to facilitate independent and community-based-monitoring in 10 severely devastated villages.<sup>279</sup></p> <p>A key output of the project is that 20,000 affected and poor households "including women-led households" should benefit from basic social services and increased incomes.<sup>280</sup></p> <p>The detailed project budget includes funding for a gender specialist for five "manmonths."<sup>281</sup></p> <p><i>The project has made considerable efforts to ensure that it addresses women's gender concerns. It could target men's associations to ensure gender balance. The review of CSOs should evaluate potential recipient organizations for their incorporation of gender issues.</i></p>
0	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	<i>The project does not analyze relevant gender issues, although it clearly seeks to address gender inequality.</i>
4	<u>Participation</u> : The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>This project targets women's and gender equality groups (See "Components" section above.) It could do more to target men's groups.</i>
4	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	<p>Audit and evaluation of the project will include independent external evaluations assessing gender issues.<sup>282</sup></p> <p>Community-based monitoring is supposed to "utilize a gender-sensitive approach to ensure that voices and concerns of women are heard and brought in to discussion with relevant stakeholders (BRR, local governments, and NGOs) in the reconstruction process."<sup>283</sup></p> <p><i>These are strong measures to integrate gender. The project should be sure to collect gender sensitive data to track progress over time.</i></p>

<sup>276</sup> Ibid:9-10.

<sup>277</sup> Ibid:10.

<sup>278</sup> Ibid:23.

<sup>279</sup> Ibid:10.

<sup>280</sup> Ibid:27.

<sup>281</sup> Ibid:35.

<sup>282</sup> Ibid:21.

<sup>283</sup> Ibid:10.

Total: 12

#### IV. Sustainable Management of the Environment

##### 16. Tsunami Recovery Waste Management Program<sup>284</sup>

- Approval Date: 26 September 2005
- Closing Date: December 2009 (extended from September 2007)<sup>285</sup>
- MDF Grant (Millions): US\$24.4
- Partner Agency: UNDP
- Implementing Agency: District Sanitation Department (DINAS Kebersihan)

Score	Dimension of Project Design	Description, Gender Inclusion, <i>Analysis and Recommendations</i>
0	<u>Project Objective(s)</u> : The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	This project aims to build capacity in government, create employment and generate longer-term livelihoods in waste management, and benefit the environment through collection, recovery and recycling of waste materials for use in rehabilitation and reconstruction. <sup>286</sup>  <i>Achieving gender equality is not a project objective.</i>
3	<u>Project Components</u> : The components have measures to address gender inequality throughout.	This project provides municipal and district governments with financial and technical support to: <ol style="list-style-type: none"> <li>1. Resume municipal solid waste collection &amp; disposal, and clear and recycle tsunami wastes through the implementation of <b>Tsunami Waste Recovery Facilities</b>. The cash-for-work part of this component targets scavengers and internally displaced peoples, particularly <i>women</i> and former rebels.<sup>287</sup> The document claims, "In the rubble clearance and recycling activities, the programme promotes <i>gender-sensitive approaches</i> in work/wage distribution," but does not explain what this means.<sup>288</sup></li> <li>2. <b>Rehabilitate existing dumpsites</b> and provide sanitary landfills for waste disposal;</li> <li>3. <b>Restore livelihoods</b> and create longer-term waste management jobs through implementing waste recycling and recovery projects. The livelihoods program "will seek to ensure that both women and men are targeted according to their productive activities and needs." To do this, UNDP will work to design a "gender mainstreaming strategy" for implementing partners and provide technical assistance throughout the program cycle. This includes assessing "gender needs related to livelihoods activities resulting from the waste management program," and developing practical measures for implementing partners to ensure gender considerations are addressed and monitored;"<sup>289</sup> and</li> <li>4. <b>Manage, monitor and oversee the program.</b><sup>290</sup></li> </ol> <p><i>Since creating employment opportunities is the most relevant gender issue for this project, it is important that the project seeks to benefit women and men equally. Given the short timeframe of the project, the gender</i></p>

<sup>284</sup> UNDP. No date. Tsunami Recovery Waste Management Programme (TRWMP) NAD-Nias. [http://www.multidonorfund.org/documents/pad\\_wmp.doc](http://www.multidonorfund.org/documents/pad_wmp.doc).

<sup>285</sup> Page 35. MDF. December 2007. Three Years After the Tsunami: Delivering Results, Supporting Transition. Progress Report IV. [http://www.multidonorfund.org/documents/121907\\_MDF%203%20years%20progress%20report.pdf](http://www.multidonorfund.org/documents/121907_MDF%203%20years%20progress%20report.pdf).

<sup>286</sup> Page 1. UNDP. No date. Tsunami Recovery Waste Management Programme (TRWMP) NAD-Nias. [http://www.multidonorfund.org/documents/pad\\_wmp.doc](http://www.multidonorfund.org/documents/pad_wmp.doc).

<sup>287</sup> Ibid:8.

<sup>288</sup> Ibid:8.

<sup>289</sup> Ibid:11.

<sup>290</sup> Ibid:1.

		<i>strategy should have been in place at the beginning.</i>  <i>The project should provide gender sensitization training for staff and managers to prevent sexual harassment and encourage a gender sensitive work environment.</i>
1	<b>Analysis:</b> The document(s) analyze(s) gender issues related to the project.	<i>The document begins to analyze the gender context by identifying the need to ensure the livelihood restoration program equality benefits men and women, takes women's special needs into consideration, and strengthens women's agency and leadership.<sup>291</sup> It should go further to identify relevant gender issues such as employment discrimination against women.</i>
0	<b>Participation:</b> The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<i>The project does not have a community participation element. It should include a feedback mechanism for community members—women and men—to identify their most pressing waste management concerns.</i>
0	<b>Monitoring &amp; Evaluation:</b> Monitoring and evaluation is gender sensitive.	<i>Monitoring and evaluation is not gender sensitive. The project should collect and track the gender breakdown of jobs created by the project.</i>

Total: 4

#### 17. Aceh Forest and Environment Project<sup>292</sup>

- **Approval Date:** 17 February 2006
- **Closing Date:** June 2010
- **MDF Grant (Millions):** US\$17.53
- **Partner Agency:** World Bank
- **Implementing Agency:** Leuser International Foundation and Fauna and Flora International

Score	Dimension of Project Design	Description, Gender Inclusion, Analysis and Recommendations
0	<b>Project Objective(s):</b> The objective(s) include(s) the promotion of gender equality or addressing gender disparities.	The objective of this project is to protect the Leuser and Ulu Masen forest ecosystems during the post-tsunami reconstruction process, mitigate negative impacts of reconstruction on the forests of Aceh, mainstream environmental concerns into planning processes, and build sustainable capacity and institutions for forest protection. <sup>293</sup>  <i>Promoting gender equality is not a project goal.</i>
2	<b>Project Components:</b> The components have measures to address gender inequality throughout.	Project components are: 1. <b>Protection and sustainable management of Leuser and Ulu Masen Forests</b> , including: (i) establishing a multi-stakeholder governance framework for forest and ecosystem protection; (ii)

<sup>291</sup> Ibid:11.

<sup>292</sup> World Bank. 9 February 2006. [Project Appraisal Document for a Proposed Multi-Donor Fund Grant for the Benefit of the Republic of Indonesia in the Amount of US\\$17.53 Million to Leuser International Foundation and Fauna & Flora International for a Project for Integrating Environment and Forest Protection into the Recovery and Future Development of Aceh.](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSContentServer/IB/2006/05/25/000160016_20060525101606/Rendered/PDF/34610.pdf) Report No. 34610-ID. [http://www-wds.worldbank.org/external/default/WDSContentServer/WDSContentServer/IB/2006/05/25/000160016\\_20060525101606/Rendered/PDF/34610.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSContentServer/IB/2006/05/25/000160016_20060525101606/Rendered/PDF/34610.pdf). This appears to be a later version of the same project document posted on the MDF website.

<sup>293</sup> Ibid:6.

		<p>strengthening forest monitoring and protection systems and procedures; and (iii) developing sustainable forest and ecosystem management institutions.<sup>294</sup> <i>The project should examine and build on protection and monitoring systems possibly developed by women and men living in or near the forest.</i></p> <p>2. <b>Integration of environmental concerns</b> into Aceh's reconstruction and development planning process including: (i) strengthening environmental and conservation considerations in spatial planning; (ii) developing environmental and conservation education and awareness programs; and (iii) supporting community based forest and ecosystem rehabilitation for livelihoods and environmental services.<sup>295</sup> The project includes specific livelihood activities designed to benefit women such as nurseries.<sup>296</sup> The small grants <i>can include</i> selection criteria requirements for women's participation and "set asides" for women's organizations.<sup>297</sup></p> <p>1. <b>Project implementation support</b> through: (i) strengthening project governance, liaison, and reporting processes; (ii) supporting internal planning, monitoring and evaluation; and (iii) strengthening financial management, procurement, and safeguards oversight.<sup>298</sup></p>
0	<u>Analysis</u> : The document(s) analyze(s) gender issues related to the project.	<i>The project does not analyze relevant gender issues. It should discuss women's and men's current roles as custodians and dependents of park resources, and analyze how the project may impact local communities.</i>
4	<u>Participation</u> : The document(s) include(s) measures to ensure women's and men's participation in project design, implementation, monitoring and evaluation.	<p>The detailed project description indicates that "Efforts will be made to ensure appropriate <i>gender representation and space for women's voices</i> on project governance structures and in consultative processes during implementation."<sup>299</sup> This is reiterated in the Consultation framework.<sup>300</sup> <i>These measures are commendable, but without clearly defined targets for women's participation they could easily be overlooked in implementation. The project should set concrete targets.</i></p> <p>The project will try to include women's organizations and voices on the Steering Committee and local multi-stakeholder councils.<sup>301</sup> <i>The project should target local women and men for project leadership and support teams, with quotas to ensure women's representation.</i></p> <p>Livelihood programs and small grants for livelihood improvement are supposed to be driven by communities in a consultative process, with community facilitators who have been trained to ensure that gender issues are addressed and women's voices are heard. For example, women's groups will be sought out and consulted.</p>
0	<u>Monitoring &amp; Evaluation</u> : Monitoring and evaluation is gender sensitive.	<i>Project monitoring and evaluation is not gender sensitive.</i>
Total: 6		

<sup>294</sup> Ibid:vi.

<sup>295</sup> Ibid:vi.

<sup>296</sup> Ibid:24.

<sup>297</sup> Ibid:24-25.

<sup>298</sup> Ibid:vi.

<sup>299</sup> Ibid:27.

<sup>300</sup> Ibid:6.

<sup>301</sup> Ibid:43.

(This page is intentionally left blank)



1875 Connecticut Avenue NW  
Suite 1012  
Washington, DC 20009, USA

(202) 587-5242  
[www.genderaction.org](http://www.genderaction.org)  
[info@genderaction.org](mailto:info@genderaction.org)