

Approach Paper

Addressing Gender Inequalities in Countries Affected by Fragility, Conflict, and Violence: An Evaluation of Bank Group Support

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1. Introduction

1.1 The World Bank Group has increased its focus on closing gender gaps in fragility, conflict, and violence (FCV)-affected countries and made commitments to this effect.¹ The Bank Group recognizes that achieving gender equality is particularly challenging in those settings, but it is critical to make progress in peace building and resilience to crisis (World Bank Group 2015, 2020; UN Women and IDS 2015; OECD 2017; UN and World Bank 2018). Addressing gender gaps is a priority in FCV-affected countries because fragility and conflict disproportionately affect women and girls and exacerbate gender inequalities.² At the same time, FCV contexts call for specific approaches and modalities of intervention that are tailored to their particular situations.

1.2 The Bank Group recognizes that effective responses to gender inequalities in FCV-affected countries need to be context-specific, country-owned, systemic, and sustainable. The Bank Group's gender strategy for 2016–23 highlights the need for deepening the country-driven approach to address gender gaps by tailoring the agenda to the specific context and setting objectives at the country level (World Bank Group 2015). The recent mid-term review of the gender strategy by the Independent Evaluation Group (IEG) confirms that the country-driven approach is critical to close gender gaps (World Bank 2021b). The Bank Group's FCV strategy for 2020–25 highlights the need to adopt a context-specific and conflict-sensitive approach, which “identifies factors that divide societies; provides a clearer understanding of local contexts to avoid aggravating social tensions, reinforcing power imbalances, or exacerbating conflict risks; and may also help promote accountability, sustainability and local ownership” (World Bank Group 2020, 17). The adoption of a country-driven approach calls for an inclusive concept of ownership that goes beyond a narrowly defined “client's ownership” to include all state and nonstate actors and female and male citizens.³ The strategy also highlights the need for flexibility and strong capacity building of partners to build country ownership and sustainability.

1.3 This evaluation is formative and will focus on approaches to tackle gender gaps in FCV-affected countries that can lead to transformational change (box 1.1). A IEG evaluation (World Bank 2016c)—corroborated by external literature (UNDP 2011, ICF-ITAD 2019)—has shown that Bank Group engagement with countries for poverty reduction and shared prosperity needs to be “transformational.” A transformational

engagement “helps achieve deep, systemic, and sustainable change with large-scale impact in an area of a major developmental challenge” (World Bank 2016c, 2–3). This framework is fully aligned with the “transformational vision” of the Sustainable Development Goals (SDGs) agenda (UN 2015) and easily fits the goal of tackling gender inequalities—an objective that is critical to the achievement of all SDGs (World Bank 2012; World Bank Group 2015), especially in fragile and conflict-affected settings (World Bank Group 2015, 2020).⁴ Accordingly, this evaluation adopts the concept of transformational change to indicate a change that is deep, systemic, and sustainable, with large-scale impact, and that is based on inclusive ownership.

Box 1.1. Transformational Change and Its Characteristics

Transformational change encompasses five dimensions: relevance, inclusive ownership, depth of change, scale of change, and sustainability.

Relevance is the extent to which the expected change responds to beneficiaries’ needs and global, country, and partner/institution’s needs, policies, and priorities, and continue to do so if circumstances change (OECD 2019a). The expected change is relevant if it is evidence-based (World Bank Group 2015; World Bank 2021b) and context-specific (World Bank Group 2015; 2020).

Inclusive ownership refers to the participation of all key actors (government leaders, public officials, legislators, civil society actors, private sector, service users and providers, academia, citizens) in setting the development agenda priorities (World Bank 2012). In this sense, it can be considered part of a broader definition of relevance. Inclusive ownership can be pursued through key actors’ active involvement in the whole process and their capacity development (World Bank 2012). Inclusive ownership is critical, especially in FCV-affected countries, where exclusion, inequalities, and perception of injustice are drivers of fragility and conflict and where state institutions lack legitimacy, accountability, and inclusiveness (World Bank Group 2020). Inclusivity should consider the intersection of the key social differences that shape social identities and discriminations in each specific FCV context (such as gender, age, religion, ethnicity, socioeconomic status, disability, refugee status, sexual orientation, and so on) (World Bank 2020b).

Depth of change concerns the extent to which change is effective and gender transformative. Effective change successfully achieves the expected outcomes (related to gender-based violence and women’s and girls’ economic empowerment). Gender-transformative change “actively examines, questions and changes rigid gender norms and imbalances of power that advantage boys and men over girls and women. It aspires to tackle the root causes of gender inequality and reshape unequal power relations; it moves beyond individual self-improvement among girls and women toward redressing the power dynamics and structures that serve to reinforce gendered inequalities” (Hillenbrand et al. 2015, 5).

Scale of change is the extent to which change has a large-scale impact. To this end, interventions need to include a strategy for scaling up or for adaptive replication. They can also have a demonstration or catalytic effect on other actors’ interventions (World Bank 2016c).

Sustainability “ensures that today’s development progress is not reversed tomorrow” (World Bank 2016c, 11). Sustainability has multiple dimensions: economic, environmental, sociocultural, political, and institutional. In FCV contexts, it is particularly challenging and can be pursued through flexible, multidimensional, and long-term engagements that allow for capacity building and adaptation (World Bank Group 2020).

Sources: Independent Evaluation Group, adapted from World Bank 2016c, UNDP 2011, Hillenbrand et al. 2015, World Bank Group 2020.

Note: FCV = fragility, conflict, and violence.

1.4 The goal of this formative evaluation is to provide lessons on what worked well and less well, and why, regarding the Bank Group’s support to FCV-affected countries to achieve transformational change toward gender equality in two areas: women’s and girls’ economic empowerment and gender-based violence (GBV). Women’s economic empowerment and GBV have been the two main priority areas of gender gaps to be addressed in FCV-affected countries, and they were identified by both the FCV and Gender teams during the scoping phase of the evaluation. Closing gender gaps in human endowments will be considered as a complementary and necessary area of intervention to support women’s and girls’ economic empowerment and protect them from GBV. The evaluation findings will orient the implementation of the recent FCV strategy for 2020–25 (World Bank Group 2020) and of the gender strategy for 2016–23 (World Bank Group 2015) and its follow up in FCV-affected countries.

2. Background and Context

2.1 Gender inequalities are especially acute in low-income settings, but they play out in unique ways in FCV-affected situations. This section, based on a preliminary review of the literature conducted in the scoping phase of this evaluation, identifies the distinctive aspects of gender inequalities in situations of FCV, and the reasons why they need to be addressed. It also identifies the motivations that moved the Bank Group to progressively increase its engagement with FCV-affected countries in tackling gender gaps.

Gender Inequalities in Fragility, Conflict, and Violence-Affected Countries

2.2 Gender inequalities, conflict and fragility are inextricably linked. Almost all countries that feature at the bottom of global gender equality indexes are also classified by the Organisation for Economic Co-operation and Development (OECD) as fragile countries (OECD 2020).

2.3 Conflict and fragility have a disproportionate impact on women and girls and exacerbate gender inequalities. Conflict and fragility increase violence against women and girls before, during, and after conflict and negatively affect service delivery and women and children’s human development (Buvinic et al. 2013; Perezniето, Magee, and

Fyles 2017). Women, especially women heads of household and widows in humanitarian settings, are also overly vulnerable to poverty, which fragility and conflict strongly increase (Buvinic et al. 2013). Moreover, while women everywhere have less access than men to assets and productive resources and work in less productive jobs and occupations, these challenges are amplified in fragile contexts (OECD 2020).

2.4 Fragility can be driven by factors other than conflict. Climate change, natural disasters, and natural resource degradation put stress on economic, social, and political systems and have a different impact on men and women, boys and girls (World Bank Group 2020). Moreover, distinct drivers of fragility often overlap, exacerbating risks in FCV contexts. For instance, 58 percent of deaths due to natural hazards occur in countries affected by conflict (ODI 2019). Natural disasters occurring in conflict settings reinforce conflict fault lines (Zhou 2020).

2.5 Women are disproportionately vulnerable to the effects of natural disasters and climate change. This specific gender gap is deeper where women's rights and socioeconomic status are lower than men's, and where women have less voice and influence in shaping policies and prioritizing how climate finance is used (World Bank 2011). As a result, natural disasters do, for instance, lower the women's life expectancy more than men's and increase GBV (Neumayer and Plümper 2007). Despite disasters can create a window of opportunity to change social structures, the prevailing literature suggests that people's traditional roles are re-emphasized, and gender inequalities often worsen after an emergency. The impacts produced by disasters in combination with the unavailability or inadequacy of protective systems aggravate gender inequalities, such as violence against women and girls. Despite the underreporting of GBV, research shows that violence increases after a disaster (Le Masson et al. 2016).

2.6 Gender inequalities can also be a driver of conflict and fragility (OECD 2020). Several studies found that gender inequalities and women's vulnerability to violence are strongly associated with and may even influence the country's propensity for violent conflict overall (Caprioli 2000; Caprioli and Boyer 2001; Caprioli and Tumbore 2003; Regan and Paskeviciute 2003; Hudson et al. 2012). Research has also shown that traditional patriarchal gender identities lead to violent conflict and militaristic approaches (Mechanic 2004; Eriksonn Baaz and Stern 2009; Herbert 2014; Saferworld 2014).

2.7 Gender inequalities in FCV are not simply a "women and girls affair"; they also relate to issues of masculinity. Gender inequalities call men and boys directly into question; engaging them is crucial to change gender norms that shape gender identities, roles, and power relations. In conflict situations, young men are likely to be involved in direct combat (and boys are often forcibly recruited) and are therefore affected by higher

mortality and physical and psychological consequences. Men and boys are also often survivors of sexual violence. Ideals of masculinity play a crucial role in violence against men, which can be used to humiliate and disempower them. Men and boys can also be affected by discrimination and violence if they don't conform to the dominant model of masculinity. Because they also do not conform to gender norms, lesbian, gay, bisexual, transgender, and intersex people are also highly vulnerable to discriminations and violence in FCV settings (World Bank 2020b).

2.8 Conflict and crises generate constraints but can also create opportunities for women and girls' empowerment. In times of crisis, social norms play out within a new space, opening up the possibility of alternative social interactions. These can lead to opportunities for women and men to take on new responsibilities and shape new gender roles and identities (Le Masson et al. 2016). Post-conflict reconstruction is also an opportunity for governments to address patterns of discrimination and renegotiate the social contract (World Bank Group 2020; World Bank 2019a) and for donors and humanitarian actors to mobilize resources to address patterns of discrimination, including gender inequalities, in FCV-affected countries (OECD 2020).

2.9 Situations of forced displacement further exacerbate gender inequalities. There are currently an estimated 51 million new and existing internally displaced persons, and the number of refugees has reached 20 million (OCHA 2021). In situations of displacement, women and girls are most exposed to adversity, and many of the risks they face, such as GBV, are heightened. It has been documented that one in five refugee or internally displaced women reported experiencing sexual violence (Vu et al. 2014). Forcibly displaced women and girls face several challenges such as extreme poverty, lack of access to basic infrastructure, services, and livelihood, and increased risk of GBV (World Bank 2019b).

2.10 Addressing gender inequalities and promoting women and girls' empowerment in FCV contexts can contribute to peace, stability, and resilience (Paffenholz 2015; Krause, Krause, and Bränfors 2018; UN Women and IDS 2015; Bigio et al. 2020). Although a growing body of evidence shows that women's contributions to conflict prevention and resolution reduce conflict and improve stability, women are still marginalized in peace building and reconstruction processes (Bigio et al. 2020).

2.11 The COVID-19 pandemic is causing gender gaps to widen and hard-bought gains in women's and girls' human capital, economic empowerment, and voice and agency to reverse (Grown and Sánchez-Páramo 2020; World Bank 2021). COVID-19 presents women and girls with specific and often disproportionate economic, health, and social risks due to deeply entrenched inequalities, social norms, and unequal power

relations (Rivera et al. 2020). Women and girls in fragile and conflict-affected situations (FCS) are even more affected by the pandemic (CARE International 2020; UNHCR 2021).

Bank Group Commitment to Closing Gender Gaps in Fragility, Conflict, and Violence Countries

2.12 The Bank Group has been devoting increasing attention and resources to FCV settings. The FCV Country Engagement budget allocation has been on an upward trend, with an increase of 50 percent between fiscal year (FY) 2016 and FY20 (from \$101 million to \$152 million). Since the inception of the FCS list in FY06, \$58 billion of the overall World Bank portfolio of \$583 billion, or 10 percent, was committed to FCS countries. The largest contributor to FCS has been the International Development Association (IDA; 61 percent), followed by trust funds (28 percent), and the International Bank for Reconstruction and Development (IBRD; 11 percent; World Bank Group 2020). Long-term financing commitments in FCS by the International Finance Corporation (IFC) have constituted roughly 4–5 percent of its total commitments, growing in line with corporate commitments. Although FCS investments make up a small share of IFC’s overall portfolio, IFC advisory services have been heavily weighted toward FCS countries, representing about 20 percent of total advisory spending (World Bank Group 2020).⁵

2.13 The Bank Group acknowledges that narrowing gender gaps in FCV countries requires focusing on select issues, which have been identified over the past 6–8 years in high level strategies and programs. Both the gender strategy (2016–23) and IDA have clearly prioritized the prevention and mitigation of GBV, increased access to basic services, support to women’s economic opportunities (including through access to physical and financial assets), and promotion of voice and agency of women and girls as the most pressing objectives to be pursued in FCV-affected countries.

2.14 Since the 16th Replenishment, IDA has enhanced its focus on fragility and gender. IDA 16 introduced both gender and fragility as “special themes” for the first time, stepping up the efforts to address gender issues in fragile and conflict-affected countries. IDA 17 and more so IDA 18 enhanced IDA work on fragility and gender, aiming at strengthening the links between the two themes. The 19th Replenishment currently underway reiterates the commitment to address the differential risks and opportunities faced by women and men, and by girls and boys, in FCV situations, especially in the access to social services; it also calls for a continuous focus on GBV and deepening partnerships with local institutions to deliver services and increase the agency of women and girls.

2.15 The Bank Group Gender Strategy 2016–23 identifies five main areas where gender inequalities may become particularly severe in FCS, although it does not discuss

specific engagement modalities. These five areas are (i) GBV, which is exacerbated in FCV settings; (ii) issues related to masculinity, male identity, and male youth at risk, which often derive from men’s lack of employment and decision-making power; (iii) constraints faced by women to access economic opportunities and labor markets, which in FCV countries are particularly acute and create obstacles to women’s livelihood strategies; (iv) women’s access to assets and services, including access to finance for women owned businesses, which may be jeopardized after conflict ends as men try to reassert control over assets; and (v) women’s voice and agency, which can be impacted positively (as women may step up their political and civic participation in contexts of male death and migration due to conflict) but also negatively (as women may be denied a role in peace talks).

2.16 The Regional Gender Actions Plans (RGAPs) pay special attention to gender gaps in FCV settings. The Africa RGAP FY18–22 includes “Gender Gaps in Fragility and Violence” among its five priority themes (World Bank 2017a). One of the objectives of the plan is to increase the number of operations in fragile contexts, which prevent or respond to GBV, including through the access to essential services and livelihood support activities for women. In the Middle East and North Africa RGAP FY18–23, “Gender and Conflict” is one of the two priority areas, encompassing three subpriorities: GBV, refugee and internally displaced person gender issues, and women’s participation in recovery and reconstruction. The Latin America and the Caribbean RGAP FY16–19 highlighted the need to address the high prevalence of violence in the region (including GBV); the new RGAP FY21–25 discusses the strong impact of COVID-19 on the increase of GBV and gender inequalities in human endowments and economic opportunities and it recommends to deepen the Bank Group country engagement toward gender equality through policy dialogue, strategic partnerships, evidence generation and sharing, and high quality technical support. The East Asia and Pacific Gender Action Plan FY18–24 explicitly adopts a country-led approach to address gender gaps, due to the diversity of countries, including “fragile states, island states, and many cultures” (World Bank 2017b, 3). The South Asia RGAP FY16–21 also promotes the country-led approach and identifies FCV as one of the three cross-sector thematic areas (World Bank 2016b). Finally, the Europe and Central Asia RGAP FY18–FY23 includes the “country-driven strategic gender mainstreaming” among its pillars and among its suggested areas of engagements: “Reduc[ing] gender-based violence (GBV) and human trafficking, especially in context of conflict, displacement, and migration, including strengthening legal protection of women” (World Bank 2017c, 33).

2.17 The recent Bank Group FCV Strategy (2020–25) aligns its gender equality goals with the Bank Group Gender Strategy. In particular, the strategy affirms that the Bank Group will help countries close gender gaps in education, economic opportunities, and

access to labor markets; tailor social protection to households where family structures have been disrupted by conflict; increase access to finance for women-owned businesses; provide empowerment opportunities for male and female youth at risk; prevent and respond to GBV; and enhance women's participation in all levels of governance, including peace- and state-building processes.

2.18 Since 2016, IFC has been engaging with the private sector to promote gender equality in line with the Bank Group Gender Strategy. Within the framework of the two IFC Gender Strategy Implementation Plans (GSIP I and II), IFC has primarily focused on women's access to jobs and assets; it has engaged in other priority areas of the Bank Group Gender Strategy as well. In particular, IFC has been fostering women's access to quality health and education services (pillar one, improvement of human endowments) and it has been supporting private companies in addressing GBV in the workplace (pillar four, promotion of women's voice and agency; IFC 2016, 2019). Although IFC has not developed any specific approach to addressing gender inequalities in FCV settings, it has established partnerships with the private sector in FCV-affected countries to reduce gender gaps in access to economic opportunities (for example, jobs, access to finance, and support to entrepreneurship) and address GBV through both investments and advisory projects (IFC 2019). Examples of IFC activities in countries identified as potential case studies are reported in appendix E, table E.1.

2.19 IFC's Upstream approach is consistent with the approach of this evaluation. Both are focused on the Bank Group support that aims to improve the enabling environment to produce transformational changes. The long-term, strategic lens of IFC's Upstream work has the potential to bolster opportunities to support gender-transformative interventions in key industries and countries. This evaluation will collect lessons learned on how IFC's Upstream work can contribute to address gender inequalities in FCV-affected countries (in particular, in the areas of women's and girls' economic empowerment and GBV).

2.20 This evaluation builds on the findings, recommendations, and management's follow up of previous IEG evaluations of Bank Group engagement in FCV (World Bank 2014, 2016b, 2019b). In particular, the evaluation of Bank Group Assistance to Low-Income Fragile and Conflict-Affected States (World Bank 2014) for the first time drew attention on GBV used as a weapon of war, an issue the Bank Group had not adequately focused on and addressed. This evaluation also found that the Bank Group had paid insufficient attention to the legal constraints to women's economic empowerment. It provided two recommendations that were endorsed by management.⁶ Since 2014, the engagement of the Bank Group in these two areas has been increasing, as demonstrated by the commitments included in recent IDA replenishments and the Bank Group Strategies on Gender (World Bank Group 2015) and FCV (World Bank Group 2020), the

Bank Group Action plan to address GBV in operations (2017),⁷ and the most recent projects addressing GBV and the legal constraints to women's economic empowerment in FCV.⁸

3. Objectives and Audience

3.1 This formative evaluation aims to provide insights for the operationalization of the Bank Group FCV and gender strategy. In particular, the evaluation will

- Provide an assessment of the role of the Bank Group in supporting FCV-affected countries to identify, design, and implement interventions producing transformational changes toward gender equality—at the project and country engagement level—with the goal of extracting lessons of what worked and what did not work (or partially worked).
- Identify the conditions and modalities under which these approaches worked (or not) to determine the potential for generalization.
- Help define the Bank Group's role with respect to the other development partners and humanitarian actors engaged in advancing gender equality in FCV-affected countries and the Bank Group's positioning and capacity to convene, coordinate, and establish strategic partnerships and influence the national dialogue.

3.2 The evaluation intends to provide information to four main groups of stakeholders: (i) Bank Group country teams in FCV countries, to assist them in the identification and implementation of priorities regarding the advancement of the gender equality agenda and inform the policy dialogue with the country; (ii) the FCV and Gender teams, to provide insights on how to best support country teams and Global Practices with knowledge production, skills, and resources and monitor the implementation of this agenda; (iii) Bank Group management (including IDA team), and the Board of Executive Directors, to inform on progress in the implementation of the corporate priorities in relation to FCV and Gender equality, with the view to define and refine future strategic directions, including in relation to IDA Replenishment; and (iv) external actors (donor agencies, such as United Nations [UN] agencies, the European Union, bilateral agencies, global partnerships and humanitarian clusters, international nongovernmental organizations (NGOs) and foundations, governments, and national civil society organizations) to provide an assessment of the role of partnerships and collaborations in achieving common objectives in FCV countries.

4. Evaluation Questions and Scope

4.1 The evaluation questions and scope have been defined based on several activities conducted during the scoping phase. These are (i) the findings of two preliminary literature reviews, exploring the peculiarities of women’s and girls’ economic empowerment and GBV in the specific context of FCV; (ii) an analysis of corporate strategic documents (World Bank Group Gender Strategy and updates to the Board; World Bank Group FCV Strategy; IDA Replenishment documents, background papers on Gender and FCV, and mid-term reviews; Regional Gender Action Plans) defining the priority areas identified at the corporate level and for specific Regions; (iii) key informant interviews with TTLs, managers, program leaders, across different regions, to identify the key areas of engagement and gather opinions about main challenges and promising avenues, compounded with analysis of blogs, briefings, and events (including the events organized during the Gender Learning Week 2021 and the Fragility Forum 2020); (iv) an analysis of the portfolio composition of a subgroup of FCV countries to identify the type of projects aiming at advancing gender equality, and assess the extent and type of Bank Group engagement;⁹ and (v) an analysis of a broad range of indicators (country-level data) on GBV, women’s and girls’ economic empowerment, gender equality indicators, and other country characteristics to identify variations and similarities across countries.

Evaluation Questions

4.2 The main evaluation question is: How can the Bank Group improve its support to FCV-affected countries to produce transformational changes in tackling GBV and promoting women’s and girls’ economic empowerment? This overarching question comprises three main questions and several subquestions, listed in box 4.1

Box 4.1. Evaluation Questions and Subquestions

EQ1. How has the Bank Group supported FCV-affected countries to identify the transformational changes that were needed to tackle GBV and promote women’s and girls’ economic empowerment?

1a. How has the Bank Group supported FCV-affected countries to produce and use analytical work, data, and statistics to address GBV and promote women’s and girls’ economic empowerment?

1b. How, and how well, has the Bank Group supported FCV-affected countries to identify and design interventions aimed at producing transformational changes in the areas of GBV and women’s and girls’ economic empowerment?

1c. How has the Bank Group established complementarities and collaboration with other partners and stakeholders to guide its policy engagement with FCV countries in addressing GBV and promoting women’s and girls’ economic empowerment? What has and hasn’t been “transformational” and why?

EQ2. How has the Bank Group supported FCV-affected countries to undertake and assess transformational changes in GBV prevention and response and women’s and girls’ economic empowerment?

2a. What are the changes that FCV-affected countries have produced (are in the process of being produced) with the support of the Bank Group, to tackle GBV and promote women’s and girls’ economic empowerment and to what extent have they been (do they have the potential to be) transformational?

2b. How has the Bank Group identified and addressed potential negative unintended outcomes (including through the adoption of “do no harm” approaches) and positive spillovers/externalities?

EQ3. What are the main internal and external factors that have enabled and those that have hindered the Bank Group support to FCV-affected countries to make transformational changes and how has the Bank Group addressed them?

3a. Which factors have enabled/hindered the Bank Group support to FCV-affected countries to produce transformational changes?

3b. How successfully has the Bank Group addressed these factors?

Source: Independent Evaluation Group.

Evaluation Scope

4.3 The scope of this evaluation has been defined along five dimensions: country coverage, subject focus, level of operationalization, reference period, and institutional coverage:

- **Country coverage:** The evaluation will focus on the countries included in the FY21 Bank Group FCS list. See appendix C for a definition of FCS and FCV-affected countries and the definition adopted by this evaluation.
- **Subject focus:** The evaluation will focus on GBV and women’s and girls’ economic empowerment, as these are the two main priority areas of gender inequalities to be addressed in FCV-affected countries, as identified by both the FCV and Gender teams. Gender gaps in human endowments will be also considered as a complementary and necessary area of intervention to support women’s and girls’ economic empowerment and protect them from GBV. GBV and women’s and girls’ economic empowerment cover three of the five priority areas of intervention in FCV setting identified by the Bank Group Gender Strategy. The other two priority areas—women’s voice and agency and

masculinity—are considered as key change mechanisms for the achievement of the outcomes related to GBV prevention and response and women’s and girls’ economic empowerment (appendix D provides more details).

- **Level of engagement and operationalization:** The evaluation questions are formulated with reference to the country, and do not inquire the overall project portfolio or corporate-level elements directly. Essentially, the evaluation won’t rely on reviews of projects or activities delinked from the country analysis. Analysis of individual projects and activities, and of corporate elements will be functional to answer questions formulated with respect to the country engagement.
- **Reference period:** The reference period for this evaluation is 2011–21¹⁰ with a more intense focus on the recent years, as the Bank Group ramped up its efforts to address gender gaps in FCV, since the adoption and operationalization of the Bank Group Gender Strategy (2016–23), and IDA 18 Replenishment (2017–20). Projects approved during the reference period, and knowledge products published during this period will be covered by this evaluation. That said, as this is a formative evaluation largely based on country case analysis, the reference period will be adapted to the specific country situation, depending on the evolution of the Bank Group engagement in each specific circumstance.
- **Institutional coverage:** The evaluation will cover the World Bank and IFC. It will exclude Multilateral Investment Guarantee Agency, as the topic does not represent a substantial part of Multilateral Investment Guarantee Agency’s work.

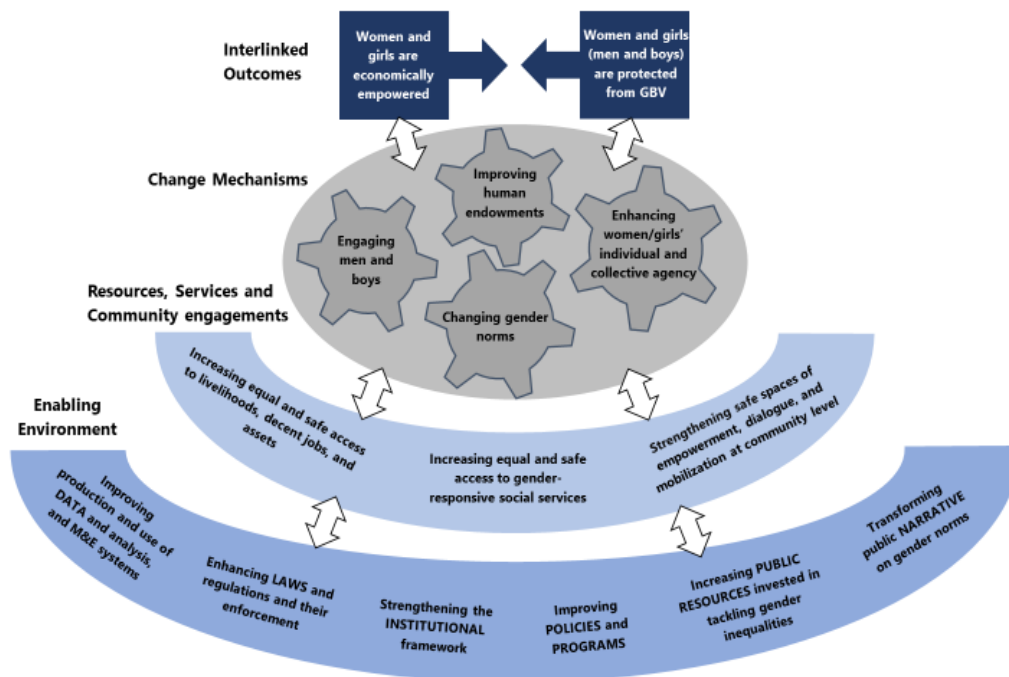
5. Evaluation Design

5.1 The evaluation design is based on preliminary theory of change and theory of action that identify the main avenues for the Bank Group to provide support to FCV countries in closing gender gaps. The theory of change (represented in figure 5.1) describes the main pathways through which women’s and girls’ economic empowerment and protection from GBV can be positively impacted. It identifies therefore the main entry points for Bank Group’s support. The theory of action (represented in figure 5.2.) describes the main modalities of Bank Group’s support to produce transformational change, in line with the theory of change. The theory of action defines therefore the type and quality of Bank Group’s support that can significantly contribute to address GBV and promote women’s and girls’ economic empowerment in FCV-affected countries. The interplay between the theory of change and the theory of action is represented in figure 5.3. See appendix D for a thorough discussion of the theory of change and theory of action.

Theory of Change

5.2 According to the theory of change (figure 5.1), women’s and girls’ economic empowerment and protection from GBV in FCV-affected countries strongly depend on deep and systemic “gender-transformative”¹¹ changes, which address the root causes of gender inequalities. These changes can be achieved through safe and equal access to¹² resources, jobs, services, and community engagements and they are rooted on a country’s enabling environment. Ultimately, protecting women and girls (and boys and men) from GBV and increasing women’s and girls’ economic empowerment will positively impact all FCV-affected populations, who will be able to better satisfy their needs and aspirations and improve their resilience to crises (World Bank Group 2015, 2020; UN Women and IDS 2015; OECD 2017; UN and World Bank 2018).

Figure 5.1. Theory of Change



Source: Independent Evaluation Group.

Note: GBV = gender-based violence.

5.3 Women’s and girls’ economic empowerment and protection from GBV are strongly linked. Women’s and girls’ economic empowerment can enhance their status, agency and bargaining power, thus decreasing GBV (Klugman et al. 2014; Kiplesund and Morton 2014; Désilets and Fernet 2019). However, it may also increase intimate partner’s or domestic violence¹³ (Klugman et al. 2014; Kiplesund and Morton 2014; ICR 2019; IASC 2015; Désilets and Fernet 2019), which requires to engage with men and boys to change gender norms and build safe and equal relationships and a conducive environment. In turn, in FCV settings improved safety and protection from GBV is a

precondition for women's and girls' equitable participation in economic life and decision-making (Sida 2009; ICR 2019).

5.4 Women's and girls' economic empowerment and protection from GBV rest on several interrelated change mechanisms. Improving human endowments is crucial, as better health and education of women and girls lead to increased employment, productivity, and earnings. Girls' and boys' empowering education and culturally sensitive sexual and reproductive education and services can decrease child marriage and unwanted early pregnancies and increase girls' professional insertion. Women's and girls' economic empowerment and protection from GBV also rest on improved women's and girls' agency, men's and boys' engagement and the affirmation of positive gender norms. (See appendix D for more details and references).

5.5 Increasing women's and girls' economic empowerment, preventing GBV and improving human endowments requires gender-transformative change in service delivery, resource distribution, and community dialogue and mobilization. Women and girls' safe and equal access¹⁴ to livelihoods is a precondition for their economic empowerment and protection from GBV. Safe access is particularly relevant in conflict and violence-affected areas. (Sida 2009; ICR 2019; IASC 2015; GIWPS 2019). Women's and girls' economic empowerment and protection from GBV in FCV settings also require gender-responsive social services, as well as a gender-transformative change at the community level that can be achieved through community-led programs.

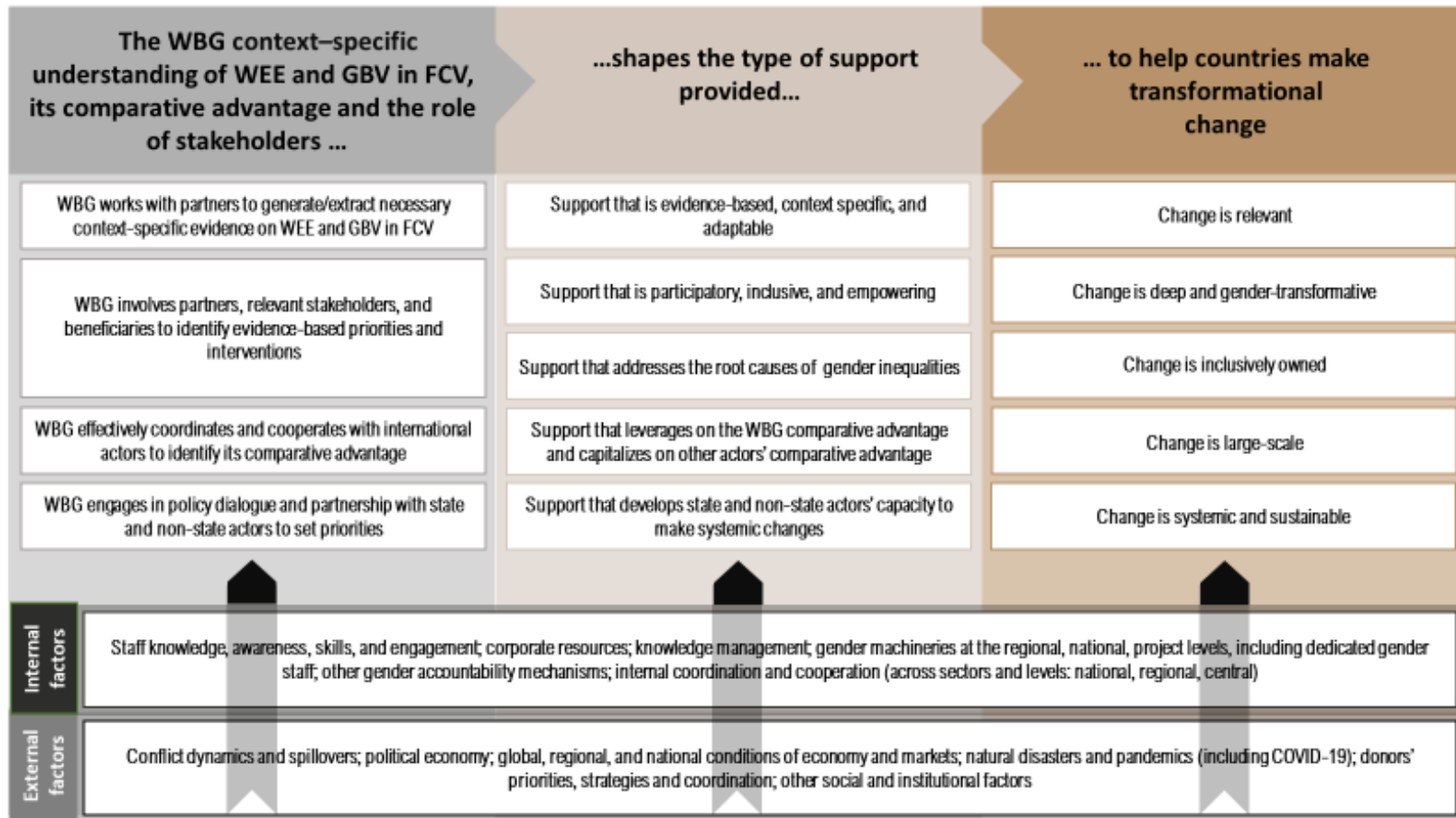
5.6 The foundations of the systems of access to resources, services, and community spaces of dialogue and mobilization (here referred to as "enabling environment") are defining the extent to which these systems are truly gender responsive. An enabling environment for gender equality can be defined as "a set of interrelated and interdependent systemic conditions, such as policies, laws, institutional mechanisms, and resources, which facilitate the promotion of gender equality" (United Nations 2005, 2). Time- and space-bound stand-alone projects won't produce deep, sustainable, and large-scale change toward gender equality if the macro-system doesn't support that change (Klugman et al. 2014). Gender-transformative and culturally sensitive laws, policies, programs, and service systems can contribute to change gender norms by providing women and girls, men and boys, the opportunity to develop their "capacity to aspire" and, at the same time, the practical conditions to fulfill their new aspirations (Marcus and Harper 2014). Box D.1 in appendix D highlights the key component of the enabling environment.

Theory of Action

5.7 According to the theory of action, the Bank Group can significantly contribute to address GBV and promote women’s and girls’ economic empowerment by supporting FCV-affected countries to make transformational change (box 5.2 and brown block of figure 5.2). To this end, the Bank Group engagement needs to go beyond individual projects and adopt a more systemic and long-term perspective, to aspire to transform formal and informal institutions to address the root causes of gender inequality and fragility (World Bank Group 2020; World Bank 2012). The three blocks of the theory of action (figure 5.2) are described in detail in appendix D.

5.8 The Bank Group can support FCV countries to address the root causes of gender inequalities by supporting them to improve the enabling environment for gender equality. Support delivered at this level aims to be systemic and long-lasting and to change the fundamental elements of the country system, impacting formal and informal institutions and the capacity of the country to introduce and manage gender-transformative approaches to change resource allocations, delivery systems, and community spaces to enhance women’s and girls’ economic empowerment and protection from GBV. At the same time, the Bank Group can also support interventions that increase a safe and equal access of women and girls to resources, gender-responsive services and community spaces of empowerment, dialogue, and mobilization (figure 5.3). This “local” level of intervention can be crucial in FCV settings, where forced displacement, insecurity and deterioration (or even collapse) of public services, infrastructures and markets can represent great constraints to women and girls’ access to services, decent job, livelihood and protection from GBV. Interventions at this level can also be supported as pilot initiatives, to generate evidence to improve the enabling environment, and produce “effective” models for an adaptive scaling up.

Figure 5.2. Theory of Action



Source: Independent Evaluation Group

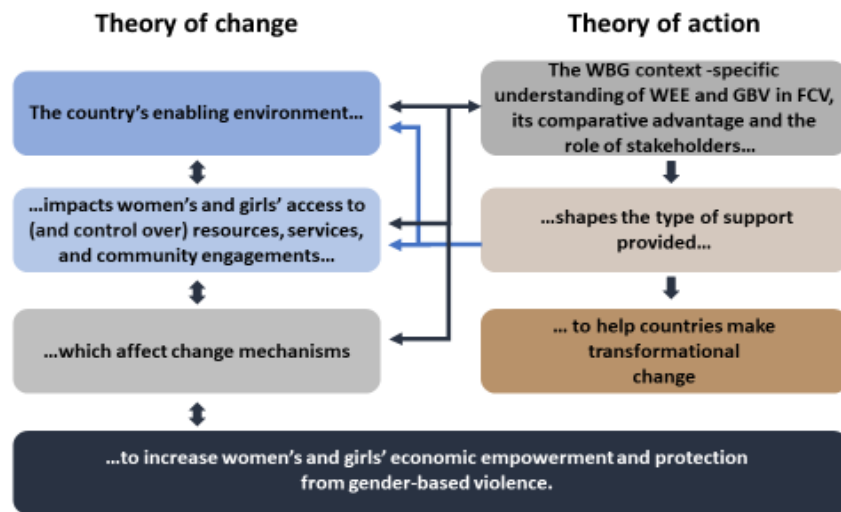
Note: GBV = gender-based violence; FCV = fragility, conflict, and violence; WBG = World Bank Group; WEE = women's economic empowerment.

5.9 This evaluation will assess effectiveness to the extent possible. Depth of change is one of the key dimensions of transformational change and calls therefore for assessing effectiveness. Three caveats are in order, though. First, the current limitations to fieldwork imposed by COVID-19 restrict the team’s ability to collect evidence on effectiveness. The team will need therefore to rely as much as possible on existing evaluations (including impact evaluations and evaluations conducted by partners). It will also use local consultants to collect the voice of local stakeholders and beneficiaries—but feasibility and reliability will depend on local conditions in the specific moment the country study is conducted. Second, the evaluation adopts a “formative” and “realistic” approach that takes into account the constraints faced by the Bank Group in FCV contexts to achieve long-term objectives. For this reason, the evaluation will also assess processes and intermediate outcomes. Third, the evaluation recognizes that there are many recent Bank Group activities that are relevant and cannot be excluded even if they have not yet produced the expected impacts. Question 2.a specifies, therefore, that the evaluation will also look at emerging changes produced by activities that are still under implementation.

5.10 A particular attention will be paid to the COVID-19 pandemic impact on gender gaps and on the effectiveness of Bank Group support. COVID-19 is a key external factor that has likely widened gender gaps in the economic sphere and worsened GBV. The pandemic has heavily challenged the ability of countries to respond and has called for exceptional Bank Group support. This evaluation will assess which responses the Bank Group has been able to put in place to help countries address the negative impacts that COVID-19 may have produced. (COVID-19 will be considered among the external factors that have impacted the Bank Group support to FCV-affected countries to address gender gaps.)

5.11 The Bank Group’s operating modalities will be continuously informed by evidence and feedback from the main blocks of the theory of change—and vice versa. Flows of evidence of what works to support women’s and girls’ economic empowerment and address GBV will run from the various level—the enabling environment, the interventions at the level of resource distribution, access to services, and community engagement, and the transformation at the level of main outcomes to inform the action of the Bank Group.

Figure 5.3. Interplay between the Theory of Change and the Theory of Action



Source: Independent Evaluation Group.

Note: GBV = gender-based violence; FCV = fragility, conflict, and violence; WBG = World Bank Group; WEE = women's economic empowerment.

Unit of Analysis

5.12 The unit of analysis of the evaluation will be the country program, understood as the set of financing, analytical, and convening engagements. The choice of a country focus is aligned with the country-centered approach of the Bank Group (World Bank 2014), which is explicitly adopted by the FCV Strategy 2020–25 (World Bank Group 2020), the Gender Strategy 2016–23 (World Bank Group 2015), IDA19 (IDA 2020) and IFC (IFC 2020). The country-centered approach assumes that gender gaps can be more effectively tackled by a country-driven engagement (World Bank Group 2015; World Bank 2021b) that can produce systemic changes at macro level (World Bank 2012, 2014). It also responds to the need for interventions to be aligned with country priorities jointly identified by all actors (including female and male citizens) based on the principle of inclusive ownership. The Mid-Term Review of Bank Group Gender Strategy (World Bank 2021b) highlights that attaining the objectives of the gender strategy requires a country-driven approach, by which Bank Group country teams work with clients to set priorities and develop activities aimed at addressing gender gaps. A country-driven approach is the most appropriate to enable synergies, ensure coherence of implementation, and generate client's awareness and commitment at the level of both the public and private sectors. As the mid-term review findings suggest, closing country gender gaps is beyond the scope, budget, and timeline of a single project; at the same

time, Bank Group’s mechanisms to monitor the implementation of gender strategy create incentives to focus on individual projects, rather than promoting a country-driven approach—something this evaluation needs to be mindful of.

Approach

5.13 The evaluation will adopt an inductive approach and will be conducted in two phases. To ensure a comprehensive analysis of all the potential engagement channels *in context*—that is, tailored to the specific context at the identification, design, and implementation phase, the evaluation will hinge on an in-depth comparative analysis of seven country cases (phase I). The findings from those cases will successively be generalized based on several generalization criteria (phase II).¹

5.14 Phase I (comparative analysis of seven case studies) will include three main levels of analysis:

- At the country level, the analysis will collect information on (i) the context, to assess the relevance of analytical work and solutions identified with the support of the Bank Group; (ii) the strategic engagement and policy dialogue in defining priorities and approaches; and (iii) partnerships and collaborations in identifying the Bank Group comparative advantage and potential synergies. Moreover, for each country case, an in-depth analysis of relevant projects (with an objective or components aimed at promoting women’s and girls’ economic empowerment and addressing GBV) will be carried out, to identify elements of ownership, sustainability, and scalability, in the design and implementation.
- At the regional level, for the regions of the country cases, the analysis will assess the regional dimension of drivers, dynamics, and impacts of fragility and conflicts, in their mutual interconnections with gender inequalities. The evaluation will also analyze the regional analytical work, strategies, and partnerships of the Bank Group that address GBV and promote women’s and girls’ economic empowerment. This level of analysis responds to the need to increase the focus on the regional dimension of fragility and conflicts clearly highlighted by the FCV Strategy (World Bank Group 2020, 17) and IDA19 Replenishments (IDA 2020, 50).
- At the corporate level, the analysis will identify the corporate factors that influence the capacity of the Bank Group to support gender-sensitive interventions in FCV-affected countries to make sustainable changes to promote women’s and girls’ economic empowerment and address GBV. To this end, different aspects will be analyzed, such as: the choice architecture, the reporting mechanisms, the systems of accountability; modalities of teams’ collaboration

and coordination and elements that support robust and context-specific knowledge generation and use, exchange across teams, dialogue with countries, and collaborations with donors, NGOs and other stakeholders contributing to this area. This level of analysis will shed light on the internal constraints and enabling conditions that influence the effectiveness of Bank Group support to gender in FCV countries in the seven country cases, but it will also generate broader findings that will contribute to the generalizability of results in phase II.

5.15 The evaluation includes several components, some of them applicable at more than one level. The evaluation matrix in appendix A provides a more detailed description of the activities planned to answer each evaluation question and the sources of information. The activities that are envisaged at this stage are

- **Data analysis:** Analysis of standardized country statistics (indicators on GBV, women's and girls' economic empowerment, gender equality, and country macro conditions)² and qualitative data collected from empirical studies and country reports (for example, qualitative studies and research reports, evaluations, CEDAW and Beijing+ reports, SIGI and WBL country reports, and so on). Quantitative and qualitative data will be used to develop a context analysis for each country case.
- **Structured review of Bank Group knowledge products:** Structured review of the Bank Group knowledge products providing a diagnostic of GBV and women's and girls' economic empowerment in the country, and/or assessments of interventions (these may include Country Gender Assessments, Social Assessments, Job diagnostics, impact evaluations of interventions conducted in the country, global and regional knowledge product covering the country case).
- **Structured review of the Bank Group country strategy documents** (Country Partnership Frameworks, previous Country Assistance Frameworks, Country Engagements Notes, PLRs, CLRs) to analyze (i) the Bank Group own definition of its contribution and value added in country cases to address GBV and promote women's and girls' economic empowerment; (ii) the type of country-wide solutions planned to this end, and their elements of relevance, ownership, sustainability, scalability); and (iii) the modalities and conditions conducive to those solutions. The analysis of country strategies will be conducted as a joint review of SCD, CPF (CAF, CEN) and Fragility Assessment, to investigate the extent to which gender priorities were identified by the Systematic Country Diagnostic and Fragility Assessment and integrated in the Country Partnership Framework.

- **Review of other strategic documents:** review of relevant strategic documents produced by the government, other relevant national stakeholders, key development partners, humanitarian actors and coordination mechanisms (for example, relevant donor coordination groups, humanitarian clusters, country trust funds, and so on); and a review of stakeholders' mappings (if any).
- **Structured country portfolio review** of the relevant projects approved between 2011 and 2020, to collect information on (i) which solutions were identified to address GBV and promote women's and girls' economic empowerment and how they were identified; (ii) to what extent the Bank Group analytical work informed the identification of these solutions; and (iii) the elements of relevance, country ownership, sustainability and scalability of these solutions, based on the project design and implementation modalities.
- **Deep-dive analysis of the most relevant Bank Group projects/activities** addressing GBV and/or promoting women's and girls' economic empowerment in each country, to collect information on the type of interventions that FCV-affected countries were able to adopt to prevent and respond to GBV and promote women's and girls' economic empowerment. This deep-dive analysis will include, in addition to project documents: a review of existing process and impact evaluations and other analysis undertaken of these project and activities. Moreover, the deep-dive analysis will capitalize on relevant knowledge products of other engaged actors (comparators) to extract lessons on how the countries were successfully supported by them to promote women's and girls' economic empowerment and address GBV and how relevance, ownership, sustainability, and scalability of results have been pursued in each context.
- **Online semistructured interviews with key informants**, to collect complementary information and documentation and for triangulation purposes. Key informants include the following: Bank Group management, Bank Group TTLs, Country Directors and CMU staff, World Bank Gender and FCV teams, IFC Gender Business Group, Program Leaders, Gender focal points, consultants, and coordinators, PIU of selected projects; representatives of partners, relevant international and national stakeholders (local powers, traditional and religious leaders, academics and think-tanks, media, civil society organizations, women's rights organizations)³ and representatives of beneficiaries.
- **Other methods of data collection tailored to the specific context:** The team will identify the most suitable activities to ensure adequate consultation of key informants (including beneficiaries) in each specific context. These activities

could include phone calls, calls through mobile device applications, vocal messages, on-site interviews and focus groups conducted by local consultants.

5.16 Phase II aims to generalize the findings of the case studies that emerged during phase I to a broader set of situations. The extent to which findings from seven case studies can be extended to a larger number of countries and can generate broader lessons will depend on a set of conditions:

- Use of a *robust and sound theory of change* and relevant literature to provide a solid interpretation of the findings and for triangulation purposes. The conceptual framework will be continuously tested and refined during the evaluation process and the literature constantly updated.
- Use of *detailed tools* for gathering country-level information that are uniformly applied by all team members to ensure homogeneity in the interpretation of the findings.
- Adoption of a *sampling strategy* that ensures a certain amount of variation across cases but avoids extreme outliers (see next section).

5.17 Furthermore, additional data collection will be undertaken during phase II to test (validate and strengthen) the most salient findings observed during phase I. The specific activities that may be required for this exercise will depend on the patterns emerging from phase I. The direction of generalizability and guiding principles could include the following:

- *Generalizability to other countries/settings*. If, based on phase I analysis, contextual elements appear critical in explaining specific patterns, it may be required to add a few appropriately select country cases (relying for example on quantitative and qualitative data providing an accurate country profile), in addition to using the conceptual framework and the literature for triangulation purposes to confirm those patterns.
- *Generalizability to the portfolio*. If elements of projects (design or implementation arrangements) emerge as critical in explaining how countries adopt owned, sustainable, and scalable solutions, it may be required to expand the project portfolio review to analyze those specific elements.
- *Generalizability to partnerships and coordination*. If partnerships and coordination with other stakeholders play an important role in explaining the Bank Group achievements in supporting FCV in addressing gender gaps, a more thorough analysis of partnerships and collaboration may be required by increasing the number of key informants.

5.18 The engagement with experts and Bank Group counterparts during the evaluation process will also increase the validity and generalizability of the evaluation findings. The team envisages a discussion with experts and Bank Group counterparts at the end of phase I to (i) identify the emerging findings from the seven country cases; (ii) define patterns that are worth further testing; and (iii) discuss potential activities for phase II.

5.19 The evaluation team will capitalize on relevant evidence produced by IEG, building on existing data and case studies, and strictly coordinating with other evaluation teams. Examples identified so far include a background paper produced for the Chad Country Program Evaluation; a Lebanon case study that was part of the IEG Evaluation on Bank Group Support in Situations Involving Conflict-Induced Displacement; the two ongoing evaluations of the Bank Group Engagement in Situations of Conflict and IFC's and Multilateral Investment Guarantee Agency's Support for Private Investment in Fragile and Conflict-Affected Situations; and the ICRR of Great Lakes Emergency Sexual and Gender Based Violence and Women's Health Project, currently in preparation. The team will also build on the approach developed by the recent Mid-Term Review of the Bank Group Gender Strategy (World Bank 2021b) to prepare the tools for the analysis of internal processes. Finally, the team will coordinate with the ongoing Evaluation of the COVID-19 impact on human development for the analysis of the modalities used by the Bank Group to support FCV countries to address gender gaps induced by the pandemic.

Country Selection

5.20 The comparative analysis of case studies (phase I) will be carried out on 7 countries. Although the country choice has not been finalized at this stage, specific selection criteria have been defined that allowed restricting the number of eligible countries to 12 candidates.⁴ The criteria used to select the country cases are detailed in box 5.1. The 12 candidates that more closely meet these criteria and from which the 7 case studies will likely be selected are Afghanistan, Burkina Faso, Burundi, Chad, the Democratic Republic of Congo, Haiti, Iraq, Lebanon, Niger, Papua New Guinea, the Solomon Islands and the Republic of Yemen. (They are described in appendix C.)

Box 5.1. Criteria for Selection of Country Cases

Country typology

- i. Countries included in the Bank Group FY21 list of FCS

Programmatic

- ii. Significant engagement of the Bank Group in supporting the country to advance gender equality and existence of relevant Bank Group projects and activities in the areas of GBV and/or women's and girls' economic empowerment
- iii. Presence of both World Bank and IFC gender-focused interventions

Diversification

- iv. Location in different geographical areas (at least three different regions);
- v. Inclusion of both eligible and noneligible (upper-middle-income) IDA countries
- vi. Inclusion of countries with different levels of human development and different types of gender inequalities
- vii. Inclusion of FCV countries with different types of conflict (for example, different duration) and/or fragility

Pragmatic

- viii. Capitalization on recent IEG evaluations/validations with specific attention to gender issues (including Chad CPE; IEG Evaluation on Bank Group Support in Situations Involving Conflict-Induced Displacement; and the ongoing ICRR of Great Lakes Emergency Sexual and Gender Based Violence and Women's Health Project)
- ix. Identification of "good cases" (usually defined at the project level and extrapolated to countries) in Bank Group corporate documents (for example, Gender Equality Strategy updates, IDA mid-term review, Regional Gender Action Plans) to establish an upper benchmark.

Source: Independent Evaluation Group.

Note: CPE = Country Program Evaluation; FCS = fragile and conflict-affected situation; FCV = fragility, conflict, and violence; GBV = gender-based violence; ICRR = Implementation Completion and Results Report Review; IDA = International Development Association; IEG = Independent Evaluation Group.

Limitations

5.21 The evaluation team recognizes four main potential limitations. First, the range of observed country-owned, sustainable, and scalable solutions may be limited and the results not fully materialized. The team will address this limitation by analyzing not only results per se but also the processes—that is, by identifying the approaches and the steps that, according to the theory of change should lead to results (relevance, ownership, sustainability, and scalability).

5.22 Second, the identification of the COVID-19 impact on GBV and women's and girls' economic empowerment in FCV countries may be problematic. According to recent studies, COVID-19 has increased the poverty and fragility of FCV-affected countries and widened the gender inequalities. To the extent possible, the team will try to identify the specific impacts that have been produced by COVID-19—being aware that some of them may not have yet fully materialized.

5.23 Third, the current conditions prevent country visits, and hence a limited (and potentially biased) access to stakeholders and beneficiaries. The evaluation team will conduct country case studies in parallel allowing for a longer time period to conduct interviews and collect information from local stakeholders. The team also includes team members with long experience and familiarity with several of the countries candidates to be case studies, which should allow for an easier access to local networks. The representatives of beneficiaries will be identified with the help of project staff. The team is exploring the possibility of using different methods of consultation tailored to each specific context for gathering views of beneficiaries, as well as using existing surveys and M&E reports carried out by the Bank Group and implementing partners. The team will rely as much as possible on the support of CLEAR (Centers for Learning on Evaluation and Results) for access to local evaluation resources.

5.24 Fourth, the unstable and challenging situation of FCV-affected countries calls for a flexible and adaptive approach to the selection of case studies. For example, as the Approach Paper was being finalized, two countries included among the potential cases studies (Afghanistan and Haiti) did undergo sudden and dramatic changes in their political situation, which may exclude them from the pool of eligible countries (or impose strong constraints to the evaluation approach if selected).

6. Quality Assurance Process

6.1 This evaluation will be subject to a rigorous quality assurance process. This Approach Paper will undergo the IEG standard internal review process and be peer reviewed by three recognized international experts: Jeannie Annan, (senior director of research and evaluation, International Rescue Committee, and visiting scientist at the Harvard School of Public Health), Rachel Slater (professor of international development at the Center for International Development and Training, University of Wolverhampton) and Francesca Moneti (senior strategic adviser, Tostan International). The detailed methodology plan will be further assessed and finalized in close consultation with Estelle Raimondo, IEG expert in evaluation methods. In addition to the peer reviewers, the evaluation team has compiled a list of international experts on gender issues in FCVs and plans to organize brainstorming sessions and discussions of specific issues to validate the emerging findings.

7. Engagement and Dissemination

7.1 The evaluation team will regularly engage with the FCV and Gender teams and other key stakeholders throughout the evaluation process. The evaluation team has identified opportunities for collaboration and exchange with the FCV team, that is currently undertaking a study to support the strengthening of the gender agenda in FCV countries, and with regional FCV experts, who are also undertaking similar activities. This collaboration will support the identification of the relevant portfolio for country cases, key informants, government representatives, civil society organizations, and main stakeholders, and will provide an opportunity to exchange data and information. The evaluation team will also conduct interviews (individual and group interviews) throughout the Bank Group to analyze internal constraints and enabling conditions to advance the gender equality agenda in FCV countries. Engagement with FCV management will ensure that findings of the evaluation will feed into operationalization plans of the gender equality agenda in FCV countries and provide critical input to future IDA Replenishment. Finally, the evaluation team anticipates a strong interest from external stakeholders—in particular, UN agencies, other multilaterals and bilateral donors, IDA governors, and international NGOs—as the evaluation will provide insights into the value of partnerships and collaboration.

8. Resources

8.1 The evaluation will be prepared with an estimated budget of \$840,000. The team members for the evaluation are Rima Al-Azar, Elena Bardasi (task team leader), Eva Dalak, Serena Fogaroli, Shiva Chakravarti Sharma, Stephan Wegner, and Disha Zaidi. Estelle Raimondo will provide methodological advice and guidance. Yezena Yimer will provide administrative support. The work will be conducted under the guidance of Galina Sotirova (manager, Corporate and Human Development), Oscar Calvo-Gonzalez (director, Human Development and Economic Management), and Alison Evans (director-general, Evaluation).

¹ See appendix C for the definition of fragility, conflict, and violence-affected countries used by this evaluation.

² The glossary in appendix B provides the definition of concepts used in this evaluation (including gender inequalities, gender-based violence, gender norms, and so on).

³ According to the fragility, conflict, and violence strategy, “When helping countries transition out of fragility, the Bank Group will engage with a broad range of actors and consider the government’s capacity and the strength of its social contract with citizens as it designs its engagement” (World Bank Group 2020, 28). The fragility, conflict, and violence strategy also

recognizes that establishing partnerships with international and local peace-building actors is essential for the Bank Group to conduct effective operations in conflict-affected contexts where development is not possible without also fostering cohesion and reconciliation.

⁴ The Bank Group’s fragility, conflict, and violence strategy for 2020–25 identifies gender inequalities as an “aggravating factor” of fragility, and that addressing gender inequalities can strongly contribute to resilience and peace building (World Bank Group 2020, 7).

⁵ This data is reported in the Bank Group FCV Strategy published in February 2020. Since then, IFC has seen an increase in the share of investments in FCV countries, which was primarily due to the addition of Nigeria to the FCV list in FY20, when the FCV Strategy was published. As of July 8, 2021, 6.5 percent of IFC’s own account long-term finance investments were in FCV countries; the average over the past 10 years was 5.1 percent (data provided by IFC management in commenting on an earlier version of this Approach Paper).

⁶ The three actions identified by management in response to the recommendations were (i) ensure that all fragility assessments include specific analysis of SGBV where relevant; (ii) initiate south-south exchanges and evaluation work (including Impact Evaluations) to develop the evidence base/knowledge; and (iii) support operations to address legal constraints to women’s economic empowerment and SGBV in IDA FCS countries.

⁷ This evaluation won’t assess the World Bank’s internal capacity to address sexual exploitation, abuse, and harassment (SEAH) within its operation. A separate evaluation of SEAH is included in the pipeline of IEG’s work program.

⁸ In FY17, fourteen projects were supporting specific interventions addressing legal constraints to women’s economic empowerment (4 projects) and SGBV (10 projects) in low-income FCS countries.

⁹ These countries/projects were identified by consulting the gender-focused knowledge management platforms of the World Bank and IFC; the references included in corporate strategic documents, such as the gender equality strategy and its updates, the FCV Strategy, IDA documents; and through key informant interviews.

¹⁰ In 2011 the World Bank published the World Development Report on Conflict, Security and Development and the Harmonized list of Fragile Situation was established.

¹¹ See box 5.2 for a definition of “gender-transformative.”

¹² In this context “access to” is a shorthand expression that also includes “control” and more generally decision-making power over resources, assets, livelihoods, services, and community spaces.

¹³ Domestic violence is a broader concept with respect to intimate partner’s violence. Girls and women can be survivors of domestic violence perpetrated by male household members who are not necessarily the partner. Domestic violence can be classified as GBV only if it is rooted on gender-power relations and/or gender identities.

¹⁴ Equal access is inclusive and nondiscriminatory based on gender but also age, ethnicity, religion, sexual orientation, residence, disability, marital status, level of education, and socioeconomic status (World Bank 2020b).

¹ The evaluation approach is not entirely inductive, as during the scoping phase (“Phase 0”) the team has built a structured and evidence-based evaluation design, using specific scoping criteria and well-evidenced hypotheses. The criteria of selection of case studies, the theory of change, and the theory of action have been formulated based on an extensive document review (of both Bank Group documents and external literature) and semistructured interviews with key Bank Group informants.

² Quantitative data on gender can be derived from various sources, including nationally representative household surveys (such as the Living Standard Measurement Surveys and Demographic Health Surveys) and specialized surveys (such as the World Value Surveys). A number of indicators and indices have been developed to measure gender gaps and attitudes toward gender norms (for example, the Gender-Equitable Men (GEM) scale, the Social Institution and Gender Index (SIGI), the Global Gender Gap Index (GGI), the Gender Inequality Index (GII), the Gender-related Development Index (GDI), the Gender Empowerment Measure (GEM), and so on). The Bank Group Gender Data Portal (<https://www.worldbank.org/en/data/datatopics/gender>) is a comprehensive repository of sex-disaggregated data and gender statistics.

³ The key national stakeholders will be identified through the document review and with the help of the gender focal point of the Country Management Unit, the Ministry of Gender, and the gender advisers/GFP of donors and INGOs.

⁴ These 12 countries are those that more closely fulfill the conditions listed in box 5.1, according to the information collected by the evaluation team in the scoping phase. However, this preliminary selection may need to be revised, due to the unstable and challenging situation of several FCV-affected countries and sudden dramatic changes that can occur. (More details are reported in paragraph 5.24.)

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Appendix A. Evaluation Methodology

Table A.1. Evaluation Methodology

Questions	Methods	Sources of Information and Sampling
Overarching evaluation question: How can the Bank Group improve its support to FCV-affected countries to produce transformational changes in tackling GBV and promoting women’s and girls’ economic empowerment?		
EQ1. How has the Bank Group supported FCV-affected countries to identify the transformational changes that were needed to tackle GBV and promote women’s and girls’ economic empowerment?		
1a. How has the Bank Group supported FCV-affected countries to produce and use analytical work, data and statistics to address GBV and promote women’s and girls’ economic empowerment?	<p>I-(*) Structured literature review on GBV and WEE in FCV-affected contexts (drivers and consequences of GBV and specific aspects of WEE; enabling and hindering factors of change; relationship with FCV; lessons learned on effective interventions).</p> <p>II–Country context analysis (to inform the analysis of relevance of Bank Group’s analytical work and solutions identified to address GBV and promote WEE):</p> <ul style="list-style-type: none"> • Analysis of key gender indicators (Current situation and trends 2010–20) • Review of existing knowledge products produced by actors other than the Bank Group, which integrate the analysis of GBV, WEE and/or lessons learned from interventions (including government and donor produced country gender profiles; SIGI country profiles; CEDAW and Beijing’s government and shadow reports; qualitative research and survey reports focused on GBV and WEE; impact evaluations of relevant interventions, and so on) 	<p>Sources of information</p> <p>I–Documents retrieved from JSTOR, EconLit, 3ie, and other repositories</p> <p>IIA–International gender statistics databases: WDI, ILO, UNDP, WHO, UNICEF, DHS program, WEF, OECD, World Bank-WBL.</p> <p>IIB–Key informants and internet search (consultation of relevant organizations’ websites and google search with key words)</p> <p>III–World Bank and IFC knowledge products retrieved from World Bank Open Knowledge Repository, ImageBank, other World Bank and IFC document repositories, Gender platforms, Gender Innovation Labs, World Bank and IFC gender teams and CMUs</p> <p>IV–Key informants and internet search (consultation of relevant organizations’ websites and google search with key words)</p>
1b. How, and how well, has the Bank Group supported FCV-affected countries to identify and design interventions aimed at producing transformational changes in the areas of GBV and women’s and girls’ economic empowerment?	<p>III–Structured review of Bank Group relevant knowledge products (delivered by the Bank Group and other actors with the support of the Bank Group), over the period 2010–20, contributing to the analysis of GBV and WEE and reporting lessons learned from interventions (including Country Gender Assessments, Social Assessments (if any); Job diagnostics; impact evaluations; all other Bank Group relevant knowledge products for the country). The analysis will focus on:</p>	<p>V–Sources: IEG Datamart (ACCESS), Enterprise Data Catalogue, standard reports Interface, ImageBank, IFC Dataset (Business Intelligence)</p> <p>Sampling: Projects selected with a combination of criteria (for triangulation):</p> <ul style="list-style-type: none"> • Projects flagged by strategic documents and their updates,

Questions	Methods	Sources of Information and Sampling
<p>1c. How has the Bank Group established complementarities and collaboration with other partners and stakeholders to guide its policy engagement with FCV countries in addressing GBV and promoting women's</p>	<ul style="list-style-type: none"> The relevance of Bank Group analytical work with respect to the country context (FCV-affected areas and populations in particular); and the level of engagement of local actors in the process The use of existing evidence to build an “evolving” and original body of analytical work and to create value added The contribution of the Bank Group analytical work to the identification of interventions to address GBV and promote WEE The extent to which these interventions are expected to achieve transformational changes and in which dimensions: relevance, inclusive ownership, depth of change, scale of change, sustainability. (Triangulation with the other sources of information required) <p>VI–Review of relevant country strategic documents produced by the government and other key stakeholders to collect information on:</p>	<p>knowledge products, knowledge management platforms, key informants;</p> <ul style="list-style-type: none"> Gender-tagged projects (source: World Bank Gender Tag Data Portal) Boolean phrase search using Microsoft Excel on project objectives, project components, and project indicator sourced from Operations Policy and Country Services using R analytics <p>VI–Key informants are Bank Group country and regional gender advisers (or focal points); knowledgeable representatives of:</p>
	<ul style="list-style-type: none"> The strategies and interventions identified to address GBV and promote WEE, and the expected transformational change; The influence of Bank Group analytical work. 	<p>government’s gender machineries; academics and think-tank; donors and international NGOs; national women’s rights umbrella organizations</p>
	<p>V–Structured country portfolio review of relevant project documents of the Bank Group, to collect information on:</p> <ul style="list-style-type: none"> Which expected changes and which strategies were identified to address GBV and promote WEE and how they were identified; To what extent the Bank Group analytical work informed the identification of these strategies/interventions and the expected change; The level of relevance, inclusive ownership, depth, scalability, and sustainability of the expected changes, based on the project design. 	<p>Sampling</p> <ul style="list-style-type: none"> I-(*) Literature review: academic literature and reports selected using Boolean search (combining key words identified with NVivo) II-VI: Case studies: selection of countries based on the criteria outlined in box 5.1
	<p>VI–Interviews with key informants to collect additional information and relevant documentation</p> <p>Analysis of how the Bank Group has defined its contribution and value added to address GBV and promote WEE in the country (and how it has used its analytical work to this end). The analysis will focus on how the Bank Group has (in this domains):</p> <ul style="list-style-type: none"> Defined its strategic priorities; Shaped its policy engagement; Coordinated and cooperated with the other relevant actors. 	<p>Sources:</p> <ul style="list-style-type: none"> ImageBank, SDC tracking map, CMUs II-Document retrieved from key informants and from stakeholders’ and coordination mechanisms’ websites

Questions	Methods	Sources of Information and Sampling
and girls' economic empowerment? What has and hasn't been "transformational" and why?	<p>The analysis will use three methods:</p> <ul style="list-style-type: none"> • I–Structured review of Bank Group country strategies: parallel analysis of CPF, SDC and Fragility Assessments, and any other relevant strategic document (including Country gender action plan, if any; Regional gender action plan) (2010–20) • II–Review of relevant strategic documents produced by coordination mechanisms, key development partners and humanitarian actors (that is, relevant donor coordination groups, humanitarian clusters, country trust funds, and so on); and review of relevant stakeholders' mappings (if any) • III–Online semistructured interviews with key informants for complementary information and triangulation <p>To assess convening efforts the evaluation will assess the reach, centrality, and dynamism of the HCP network and the use of a ministerial (and other institutions') focal points systems</p>	<ul style="list-style-type: none"> • III–Key informants are Bank Group staff (CMU) and key partners, including lead agencies of donor coordination groups
EQ2. How has the Bank Group supported FCV-affected countries to undertake and assess transformational changes in GBV prevention and response and women's and girls' economic empowerment?	<p>I–CPF/PRL/CRL review: to analyze any transformational change in the country systems that was planned by the Bank Group country strategy (CPF) to promote WEE and address GBV, and the results of implementation (PRL and CRL).</p> <p>II–Deep-dive analysis of the most relevant Bank Group projects/activities addressing GBV and/or WEE in each country to collect information on the transformational changes that FCV-affected countries were able to adopt to prevent and respond to GBV and promote WEE.</p> <p>Method: in-depth review of available Bank Group project/activities documents (including process and impact evaluations); and other documents produced by implementing partners and stakeholders on results and lessons learned from the intervention.</p> <p>III–Online interviews with key informants</p> <p>VI–Analysis of potential unintended outcomes, based on the ToC, and the reading of the literature.</p> <p>V–Analysis of Bank Group and partners' documents to identify mention of unintended outcomes and risk mitigation measures (including social safeguard tools and any other "do no harm" tool with analytical and/or operational purpose)</p>	<p>I–ImageBank, SDC tracking map, CMUs</p> <p>II–Bank Group project documents are baselines, PAD, ISRs, aide-mémoire, restructuring documents, ICR, ICRR, impact and process evaluations (quantitative and qualitative) and any other relevant project document;</p> <p>-Other documents: documents retrieved from key partners and stakeholders.</p> <p>Sources: IEG Datamart (ACCESS), Enterprise Data Catalogue, standard reports Interface, ImageBank, World Bank and IFC knowledge repositories; key partners' and stakeholders' websites key informants for documents yet to be published.</p> <p>III–Key informants are project TTLs, CMU staff, project staff, implementing partners,</p>
2a. What are the changes that FCV-affected countries have produced (are in the process of being produced) with the support of the Bank Group, to tackle GBV and promote women's and girls' economic empowerment and to what extent have they been (do they have the potential to be) transformational?		
2b. How has the Bank Group identified and addressed potential negative unintended outcomes (including through the adoption of "do no harm" approaches) and positive spillovers/ externalities?		

Questions	Methods	Sources of Information and Sampling
EQ3. What are the main internal and external factors that have enabled and those that have hindered the Bank Group support to FCV-affected countries to make transformational changes and how has the Bank Group addressed them?	I-Identify the main internal and external factors that have enabled/hindered the FCV-affected countries to produce transformational changes (with specific reference to changes in the social, policy, legal and institutional environment)	representatives of beneficiaries and other key stakeholders
3a. Which factors have enabled/hindered the Bank Group support to FCV-affected countries to produce transformational changes?	I-Identify the main internal and external factors that have enabled/hindered the FCV-affected countries to produce transformational changes (with specific reference to changes in the social, policy, legal and institutional environment)	The same sources of EQ2 (The analysis of internal and external factors will be included in the methods used for 2a and 2b)
3b. How successfully has the Bank Group addressed these factors?	II-Analysis of whether and how the Bank Group has addressed the predictable and nonpredictable factors to support FCV-affected countries to produce transformational changes toward addressing GBV and promoting WEE	The same sources of EQ2 (The analysis of internal and external factors will be included in the methods used for 2a and 2b) Based on the (possible) additional activities for EQ1 and EQ2, the analysis can be consolidated and/or enriched

Source: Independent Evaluation Group.

Note: CAS: Country Assistance Strategy; CEN: Country Engagement Note; CEDAW: Convention on the Elimination of All Forms of Discrimination against Women; CMU: Country Management Unit; CPF: Country Partnership Framework; FCS: fragile and conflict-affected situations; FCV: fragility, conflict, and violence; FY: fiscal year; GBV: gender-based violence; ICR: Implementation Completion and Results Report; ICRR: Implementation Completion and Results Report Review; IDA: International Development Association; IFC: International Finance Corporation; ILO: International Labor Organization; ISN: Interim Strategy Note; ISR: Implementation Status and Results; M&E: monitoring and evaluation; PAD: Project Appraisal Document; RRA: Risk and Resilience Assessment; SCD: Systematic Country Diagnostic; SIGI: Social Institutions and Gender Index; TTL: task team leader; WBL: Women, Business, and the Law; WDI: *World Development Indicators*; WEE: women's economic empowerment.

Appendix B. Glossary

Table B.1. Concepts and Definitions

Concept	Definition (source)
Country-Driven	The Bank Group’s approach to country engagement is country-driven if, when preparing a CPF, the Bank Group starts from the member country’s own vision of its development goals, which may be laid out in a poverty focused national development strategy. In consultation with key stakeholders in the country, including private sector clients, the Bank Group works with the government to draw on the findings of the SCD and knowledge of the Bank Group’s comparative advantage to determine the CPF objectives. Once the objectives are established, the CPF lays out a selective and flexible program of engagement, tailored to the country’s needs, to support the achievement of those objectives. (World Bank Group 2014).
FCV-Affected Countries	See appendix C
Gender	Gender refers to the social, behavioral, and cultural attributes, expectations and norms associated with being male or female (World Bank Group 2015).
Gender-Based Violence	Gender-based violence (GBV) is an umbrella term for any harmful act that is perpetrated against a person’s will and that is based on socially ascribed (that is, gender) differences between males and females. It includes acts that inflict physical, sexual, or mental harm or suffering, threats of such acts, coercion, and other deprivations of liberty. These acts can occur in public or in private (IASC 2015; World Bank Group 2015)
Gender Inequalities	“Gender inequalities” are to be understood as “the gaps between male and female outcomes and opportunities” (Cuberes and Teigner Baqué 2012) that depend on the social construction of gender identities, roles, and power relations. Men and boys can also be discriminated because of gender identities, roles, and relations—for example, they can be affected by discrimination and violence if they don’t conform to the socially accepted “ideals” of masculinity. “Gender gaps” is here used as a synonym of “gender inequalities,” as it is by the Bank Group Gender Strategy, which considers “gender gaps” as gaps in gender equality. This evaluation also acknowledges that power relations and discriminations are determined by the intersection between gender and the other social factors that shape social identities in each society (such as age, ethnic group, religion, class, disability, sexual orientation) (Crenshaw 1989; Lutz 2014; World Bank 2020b)
Gender Norms	Gender norms are a specific subset of social norms that relate to how men, women, boys, and girls are ‘supposed’ to act and behave throughout the various stages of the life cycle, in a given group or society. They are generally implicit and can be part of the invisible social status quo: they are embedded in formal and informal institutions, nested in the mind, and produced and reproduced through social interaction. They play a role in shaping women and men’s (often unequal) access to resources and freedoms, thus affecting their voice, power, and sense of self (Cislaghi and Heise 2019)
Gender-Transformative	A gender-transformative intervention “actively examines, questions and changes rigid gender norms and imbalances of power that advantage boys and men over girls and women. It aspires to tackle the root causes of gender inequality and reshape unequal power relations; it moves beyond individual self-improvement among girls and women toward redressing the power dynamics and structures that serve to reinforce gendered inequalities” (Hillenbrand et al. 2015)
Inclusive Ownership	Ownership is when partner countries exercise effective leadership over their development policies and strategies and coordinate development actions (encouraging the participation of civil society and private sector). (Paris Declaration on Aid Effectiveness 2005). Inclusive Ownership is the participation of all key actors (government leaders, public officials,

Concept	Definition (source)
	legislators, civil society actors, private sector, service users and providers, academia, citizens) in setting priorities of the development agenda (World Bank 2012).
Relevance	<p>The extent to which the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change (OECD 2021).</p> <p>“Respond to” means that the objectives and design of the intervention are sensitive to the economic, environmental, equity, social, political economy, and capacity conditions in which it takes place.</p> <p>“Partner/institution” includes government (national, regional, local), civil society organizations, private entities and international bodies involved in funding, implementing and/or overseeing the intervention. Relevance assessment involves looking at differences and trade-offs between different priorities or needs. It requires analyzing any changes in the context to assess the extent to which the intervention can be (or has been) adapted to remain relevant.</p> <p>Beneficiaries are defined as, “the individuals, groups, or organizations, whether targeted or not, that benefit directly or indirectly, from the development intervention.” Other terms, such as rights holders or affected people, may also be used</p>
Scalability	<p>Scaling up has multiple definitions, but it is generally agreed that scaling up means the expansion, adaptation, replication and sustaining of desired policy, program, and practice changes. Implied in definitions of scaling up is the assumption that scaling up is meant to achieve valued outcomes, such as poverty reduction, or the goals of country and Bank Group strategies. In scaling up we may be interested in the magnitude and reach of the impact, the quality of the impact, the impact for whom, and over what time period. Expansion and replication are intentional and planned types of scaling up. (World Bank 2012)</p>
Sustainability	<p>The extent to which the net benefits of the intervention continue or are likely to continue. Includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. Involves analyses of resilience, risks, and potential trade-offs. (OECD 2021)</p>
Transformational Change	<p>Transformational change is the process whereby positive development results are achieved and sustained over time by institutionalizing policies, programs, and projects within national strategies. This embodies the concept of institutionally sustained results — consistency of achievement over time. It excludes short-term, transitory impact. (UNDP 2011). Such change usually depends on the political will of governments — national, regional, and local—which have the power to legislate, develop policies and programs, and to allocate resources to implement them. Nevertheless, to be successful and sustainable, truly transformational change must also embrace both for-profit business and civil society stakeholders, including community-based organizations (UNDP 2011). Transformational engagements help achieve deep, systemic, and sustainable change with large-scale impact in an area of a major developmental challenge (World Bank 2016c).</p>
Women’s and Girls’ Agency	<p>Individual agency is defined by the Bank Group as “the capacity to make decisions about one’s own life and act on them to achieve a desired outcome free of violence, retribution, or fear” (Klugman et al. 2014; World Bank Group 2015). Collective agency can be defined as women’s and girls’ ability to speak and take action collectively on their interests and participating in governance (KIT 2017)</p>
Women and Girls’ Economic Empowerment	<p>A woman (a girl) is economically empowered when she has both the ability to succeed and advance economically and the power to make and act on economic decisions. To succeed and advance economically, women need the skills and resources to compete in markets, as well as fair and equal access to economic institutions. To have the power and agency to benefit from economic activities, women and girls need to have the ability to make and act on decisions and control resources and profits (Golla et al. 2018). Women’s and girls’ economic empowerment includes their ability to participate equally in existing markets;</p>

Concept	Definition (source)
	their access to and control over productive resources, access to decent work, control over their own time, lives and bodies; and increased voice, agency and meaningful participation in economic decision-making at all levels from the household to international institutions. (UN Women 2018).

Source: Independent Evaluation Group.

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Appendix C. Evolution of the Bank Group Classification of Fragility and Conflict-Affected Situations and Conceptual Positioning of This Evaluation

There is no harmonized method of classification of fragile countries at the international level. In addition to the Bank Group classification, two other commonly applied methods are the OECD States of Fragility Framework and the Fragile States Index of the Fund for Peace. These three classification methods acknowledge the high complexity of fragility and make use of several indicators across different dimensions.

The Bank Group classification has evolved to allow for effective and context appropriate Bank Group engagement by providing a simple and practical operational framework. The most recent Bank Group classification of fragile and conflict-affected situations (FCS) distinguishes countries with high levels of institutional and social fragility from countries affected by violent conflict.

Countries with high levels of institutional and social fragility are identified based on the Country Policy and Institutional Assessment (CPIA) index, which measures the quality of policy and institutions as well as specific manifestations of fragility. The CPIA provides a rating of countries against a set of 16 criteria grouped into four clusters: economic management, structural policies, policies for social inclusion and equity, and public sector management and institutions. The Harmonized CPIA is calculated as the average of the World Bank CPIA and the African Development Bank or Asian Development Bank CPIA (as may apply to a given country). A distinction is also made between Small States and the other States.

Countries affected by violent conflict are identified based on a threshold number of conflict-related deaths relative to the population. This category distinguishes between two subcategories based on the intensity of violence: (i) countries in high-intensity conflict and (ii) countries in medium-intensity conflict.

The list of FCS includes a heterogeneous group of countries requiring differentiated, context-specific approaches to address gender gaps in their interaction with fragility, conflict, and violence (FCV). The statistical data for the countries selected as potential case studies presented in appendix C clearly highlights this high level of heterogeneity.

The Bank Group Strategy for FCV adopts a broader and inclusive conceptual framework. FCV-affected countries include the following: (i) fragile countries, with deep governance issues and state institutional weakness (identified through policy-based and governance indicators); (ii) countries in active conflict (identified based on a threshold rate of conflict-related deaths); and (iii) countries with high levels of interpersonal and

gang violence (identified based on the per capita level of intentional homicides. Gender-based violence (GBV) and violence against children are also part of this definition.)

This evaluation adopts this last broad FCV conceptual framework, recognizing the interrelation between fragility, conflict, and violence and gender inequalities and the need for differentiated approaches to address gender inequalities in FCV-affected situations (including in non-FCS countries). However, the scope of the evaluation is restricted to countries that are included in the last FCS list (FY21).

Appendix D. Theory of Change and Theory of Action

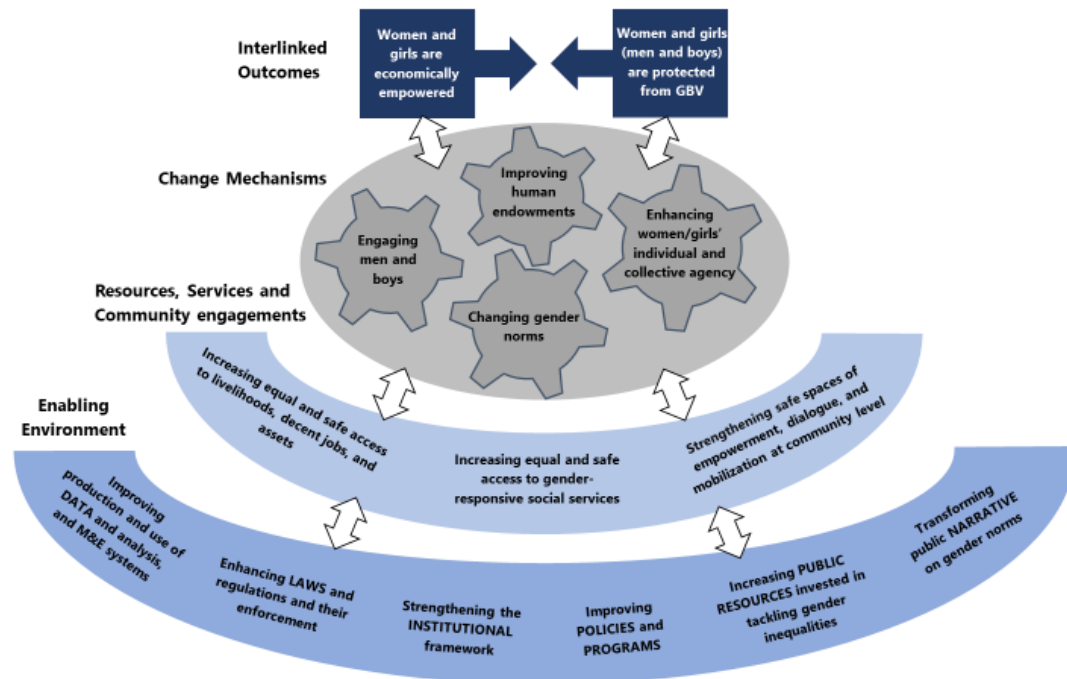
The theory of change describes the main pathways through which women's and girls' economic empowerment and protection from GBV are positively impacted. It identifies therefore the main entry points for Bank Group's support. The theory of change is represented in figure D.1.

The theory of action characterizes the main modalities of Bank Group's support that produce transformational change, in line with the theory of change. The theory of action defines therefore the type and quality of Bank Group's support that can significantly contribute to address GBV and promote women's and girls' economic empowerment in FCV-affected countries. The theory of action is represented in figure D.2; the interplay between the theory of change and the theory of action is represented in figure D.3.

Theory of Change

According to the theory of change (figure D.1), women's and girls' economic empowerment and protection from GBV in FCV-affected countries strongly depend on deep and systemic "gender-transformative"¹ changes, which address the root causes of gender inequalities. These changes can be achieved through safe and equal access to² resources, jobs, services, and community engagements and they are rooted on a country's enabling environment. Ultimately protecting women and girls (and boys and men) from GBV and increasing women's and girls' economic empowerment will positively impact all FCV-affected populations, who will be able to better satisfy their needs and aspirations and improve their resilience to crises (World Bank Group 2015, 2020; UN Women and IDS 2015; OECD 2017; UN and World Bank 2018).

Figure D.1. Theory of Change



Source: Independent Evaluation Group.
 Note: GBV = gender-based violence.

Interlinked Outcomes

Women’s and girls’ economic empowerment³ and protection from GBV⁴ are strongly linked. Women’s and girls’ economic empowerment can enhance their status, agency and bargaining power, increase male respect and appreciation of women and girls, and foster women and girls’ assertiveness and control over their life and their body, thus decreasing gender-based violence (Klugman et al. 2014; Kiplesund and Morton 2014; Désilets and Fernet 2019). In FCV settings, decreasing women and girls’ economic vulnerability can also reduce the risk of their exposure to sexual exploitation (IASC 2015). Women and adolescent girls are overexposed to GBV because they disproportionately engage in informal activities, such as collecting and selling firewood or charcoal, running small-goods kiosks, selling goods door-to-door, or engaging in domestic work with receptor or host communities. These activities may force them to travel through unsafe areas or during dangerous times (IASC 2015). Women’s and girls’ economic empowerment may also have potential unintended negative outcomes. It may increase intimate partner’s or domestic violence,⁵ due to the men’s feeling of being “disempowered” and the possible perception of women’s and girls’ violation of social norms and socially accepted ideals of “good women” (and “good girls”) (Klugman et al. 2014; Kiplesund and Morton 2014; ICR 2014; IASC 2015; Désilets and Fernet 2019).

Addressing this risk requires engaging with men and boys and fostering a change in gender norms.

In turn, in FCV settings improved safety and protection from GBV is a precondition for women's equitable participation in economic life and decision-making (Sida 2009; ICR 2019). Several studies have demonstrated that GBV negatively impacts women's and girls' economic life as it damages their psychological and physical well-being and impairs their ability to develop human capital, access the labor market, hold a job, and generate income (WHO 2013). Intimate partner violence affects women's ability to work as it both causes physical injury and damages their mental health status, which decreases productivity and the number of days worked (Duvvury et al. 2013; Sida 2009). Protecting adolescent girls from child marriage and unwanted early pregnancy fosters girls' economic empowerment and contributes to their educational attainment, economic participation, and higher earnings (Wodon et al. 2017).

Change Mechanisms

Improving human endowments⁶ is a necessary precondition to support women's and girls' economic empowerment and protecting them from GBV. Better health of women and their children is leading to increased ability to work and higher productivity and earnings (World Bank 2012; Singh, Darrosh and Ashford 2014). Equally, education increases women's and girls' skills and access to quality jobs (Bussemakers et al. 2017). Girls' and boys' access to safe and empowering formal and informal education, as well as culturally sensitive comprehensive sexuality education,⁷ can also decrease child marriage and unwanted early pregnancies and increase girls' professional insertion.

In turns, higher women's and girls' economic empowerment and protection from GBV have positive impacts on human endowments. Both physical and sexual violence have harmful impact on women's and girls' (and men and boys') physical and mental health and well-being and affect children's educational attainment. Preventing child marriage and unwanted early pregnancies contributes to break the intergenerational transmission of deprivations.

Women's and girls' economic empowerment and protection from GBV rest on improved women's and girls' agency, men's and boys' engagement and the affirmation of positive gender norms.

Women's and girls' agency is an integral part of women's and girls' economic empowerment (Kabbeer 1999; Golla et al. 2018; KIT 2019; World Bank 2012; Fox and Romero 2017). It can be conducive to women's and girls' protection from gender-based violence by improving women's and girls' capacity to protect themselves, their bargaining power, and participation in decision-making and fostering more equitable

gender relations. (Klugman et al. 2014). The Bank Group recognizes the complementarity between women's and girls' individual and collective agency.⁸ Collective agency can be a catalyst of community, local, subnational, and national change (World Bank 2012; Klugman et al. 2014; Cornwall 2016). The Bank Group's FCV Strategy highlights the importance of enhancing women's participation at all levels of governance, including peace- and state-building processes, to positively impact stability, peace, and resilience (World Bank Group 2020). However, increased women's and girls' agency can also increase GBV; this risk can be addressed by engaging with men and boys to foster change in gender norms, moving away from "hegemonic masculinity"⁹ to promoting equal, respectful, and violence-free gender relations.

Engaged men and boys can become agents of change in addressing gender inequalities. Men's and boys' engagement implies their adherence to "positive" ideals of masculinity that challenge gender-based discriminations and violence and promote equitable and respectful gender relations and roles, leading to increased involvement of men in care work, more equitable distribution of unpaid work, women's and girls' (as well as men's and boys') protection from GBV, women's increased agency and more equitable participation in decision-making and access to resources (Slegh et al. 2013; Green et al. 2015; World Bank Group 2015; Désilets and Fernet 2019; ICR 2019; CARE 2019; Promundo 2018, 2019; KIT 2019). Promoting men's and boys' engagement is indeed recognized as a priority in FCV-affected countries by the Bank Group Gender Strategy (World Bank Group 2015). In conflict and post-conflict societies, men may become more violent as they are compelled to adhere to a dominant model of "militarized" masculinity, because they feel disempowered (as a consequence of shift in gender roles), or they are unable to provide for their families due to high unemployment (Lwambo 2013; Saferworld 2014; Slegh, Barker, and Levtov 2014; Atuhaire et al. 2018; Plank 2020). A large body of research identifies a strong relationship between GBV and the existence of unequal gender norms and power dynamics between men and women, boys, and girls (Dworkin, Treves-Kagan, and Lippman 2013; Jewkes, Flood, and Lang 2015; Ricardo, Eads, and Barker 2011). Men and boys' engagement is therefore conducive to the affirmation of positive gender norms that prevent GBV and enable women's and girls' empowerment. They can undertake process of individual and collective empowerment and become proactive change agents who promote gender equality and the fulfillment of women's and girls' rights.

The affirmation of positive gender norms that promote equal, respectful, empowering, and safe gender roles and relations is conducive to the prevention of GBV (Klugman et al 2014; Marcus and Harper 2014; Green et al. 2015; World Bank 2019; ICRW and Raising Voices 2016; Cislighi 2018, 2019; Tostan 2020) and women's and girls' economic empowerment in FCV (Marcus 2018; ICR 2019; Sida 2009). Gender norms¹⁰ often reflect

and reinforce unequal gender relations, usually to the disadvantage of women and girls and to men and boys who do not conform to the prevailing gender norms. Conflicts and other crises can exacerbate harmful gender norms, but can also offer opportunities for change, as they can open spaces for different gender roles and relations (Le Masson et al. 2016).

Key Resources, Services, and Community Engagements

Increasing women's and girls' economic empowerment, preventing GBV and improving human endowments requires gender-transformative change in service delivery, resource distribution, and community dialogue and mobilization. Interventions in these three main domains are aimed at promoting women's and girls' safe and equal access to livelihoods, decent jobs, and assets; providing gender-responsive social services; and opening up (or strengthening) community spaces of empowerment, dialogue, governance and mobilization toward gender equality.

Women and girls' safe and equal access to livelihoods (food, fuel, water, shelter, pocket money for basic needs) is a precondition for their economic empowerment and protection from GBV. Equal access is inclusive and nondiscriminatory based on gender but also age, ethnicity, religion, sexual orientation, residence, disability, marital status, level of education, and socioeconomic status (World Bank 2020b). Safe access is particularly relevant in conflict and violence-affected areas, where insecurity increases GBV and limits women's and girls' movement and their access to services, resources, and livelihood (Sida 2009; ICR 2019; IASC 2015; GIWPS 2019). Solving the problem of safe access to livelihoods is critical to promote women' and girl's economic empowerment in humanitarian settings, where they are often survivors of sexual abuse or exploitation as they struggle to ensure food, fuel or water for their families (IASC 2015; Sida 2009, 2014; ICR 2014; Le Masson et al. 2016). Women's and girls' control over livelihoods is also important for their economic empowerment and can be fostered by promoting equal access to ownership and property of land and assets and equal participation in collective decision-making (for example, in community's governance of natural resources) (Sida 2009; World Bank 2012, 2014; Klugman et al. 2014; World Bank Group 2015; ICR 2019; Quek 2019; WBL 2021). Equal and safe access to jobs (in agricultural production, income generating activities in the informal sector, entrepreneurship, or employment) requires equal (and safe) access to tangible and intangible resources (World Bank 2012; World Bank Group 2015; ICR 2019; Quek 2019).¹¹ Positive gender norms need to be conducive to women and girls' professional insertion and to the equitable distribution of unpaid work (including men providing care) (World Bank 2012; World Bank Group 2015; Marcus 2018; Promundo 2018, 2019; El Feki, Heilman, and Barker 2017; Quek 2019)

Women's and girls' economic empowerment and protection from GBV in FCV settings also require gender-responsive social services. Social services are gender-responsive when they guarantee inclusive and safe access, quality, and governance. Gender-responsive access means that services address the gender-specific barriers to a safe and equal access for women and girls (men and boys), including the most vulnerable ones. Gender-responsive quality means that services are tailored to the specific needs, problems and aspirations of local women and girls (men and boys) and are proactive in addressing gender inequalities (for example, actively addressing harmful gender norms, and promoting safe, respectful and equitable gender roles and relations). Gender-responsive governance means that women and girls participate and have voice in the local governance structures of social services (World Bank Group 2015). Gender-responsive social services include the following: (i) formal and informal education (including vocational training, information, counseling, and life skill development); (ii) social protection services for vulnerable women and girls; (iii) care services for children, the elderly and those with disabilities, to reduce female non-remunerated work and support paid employment; and (iv) health services (including sexual and reproductive health). To address GBV, gender-responsive services provide survivor-centered and holistic support to GBV survivors, tailored to the specific and different forms of violence and social groups (IASC 2015; Al-Tuwaijri and Saadat 2019). Prevention of GBV requires gender-responsive services—education, health, social protection, justice, security services (GPE and UNGEI 2017; Marcus 2018).

Women's and girls' economic empowerment and protection from GBV also require gender-transformative change at the community level. Gender-transformative change can be achieved through community-led programs. Scaling up community-driven approaches that empower communities to address fragility drivers and support resilience dynamics is also one of the "areas of special emphasis" of the Bank Group FCV Strategy (World Bank Group 2020). Gender-transformative community-led programs include the reinforcement and/or creation of (i) only-girls and only-women safe empowerment spaces (Baldwin 2011; Population Council 2011; UNICEF and Women Refugee Council 2014; UNFPA 2015 and 2019; ICR 2017; World Bank-GIL 2019); (ii) only-boys and only-men empowerment and engagement spaces (Edström et al. 2015; World Bank Group 2015; Promundo 2018); and (iii) safe and inclusive spaces for community dialogue, governance and community-level mobilization (Cislaghi 2018, 2019; Tostan 2020; ICRW and Raising Voices 2016). For the affirmation of positive gender norms at community level, the engagement of opinion leaders is crucial (Cislaghi 2018, 2019; Tostan 2020; ODI 2015), as well as the support to leadership and collective agency of women's and girls' organizations (World Bank 2012; Cornwall 2016; Klugman et al. 2014; ICR 2019; KIT 2019).

Enabling Environment

The foundations of the systems of access to resources, services, and community spaces of dialogue and mobilization (here referred to as “enabling environment”) are defining the extent to which these systems are truly gender-responsive. According to the 2012 *World Development Report*, addressing gender inequalities requires to intervene at the level of public action, or policies, broadly understood. These policies address the determinants –the underlying causes– of gender gaps, rather than their symptoms, and “take a variety of forms and work through markets (taxes and subsidies), formal institutions (legal or regulatory changes and public service delivery), or even through informal institutions (efforts to change social norms)” (World Bank 2012, 288). The Bank Group FCV Strategy (2020–25) recognizes the Bank Group comparative advantage in supporting FCV-affected countries to “build systems, develop capacity, strengthen institutions and core state functions”; and “promote efficient and equitable economic and social policies” (World Bank Group 2020, 16). Box D.1 highlights the key components of the enabling environment. Time- and space-bound stand-alone projects won’t produce deep, sustainable, and large-scale change toward gender equality if the macro-system doesn’t support that change. To address gender discrimination and change social norms broad-base and systemic change is required, moving beyond both individual interventions and formal reforms that are not implemented (Klugman et al. 2014). Gender-transformative and culturally sensitive laws, policies, programs, and service systems can contribute to change gender norms by providing women and girls, men and boys, the opportunity to develop their “capacity to aspire” and, at the same time, the practical conditions to fulfill their new aspirations (Marcus et al. 2014).

Box D.1. The Enabling Environment for Gender Equality and Its Components

The enabling environment for gender equality can be defined as “a set of interrelated and interdependent systemic conditions, such as policies, laws, institutional mechanisms, and resources, which facilitate the promotion of gender equality” (United Nations 2005, 2). The enabling environment includes several elements that are entry points to achieve systemic and transformational change aimed at tackling gender inequalities:

- i. **Production and use of data, statistics, and analysis** (including M&E systems). This category includes national (and subnational) capacity to collect sex-disaggregated and gender-sensitive data (including data on GBV and constraints to equal access to livelihood, job, assets), produce gender statistics, and use them to inform policies, programs, laws, institutional mechanisms, public budgeting, media communication, and service delivery systems. Data gaps on GBV are a challenge in all countries, especially in FCV settings, and considerably limit the ability to design adequate policies, programs and services to prevent GBV and support GBV survivors (UNFPA 2013). Analytical work is crucial to design sector and multisector policies and programs that contribute to address GBV and promote women and girls’ economic empowerment (World Bank Group 2015; World Bank 2021b).
-

- ii. **Legal and regulatory framework:** It includes laws, regulations, and their enforcement mechanisms. Laws and regulations can substantially contribute to change gender norms and address gender gaps in accessing decent job, land and other assets (World Bank 2012; Marcus et al. 2014; Marcus 2018; OECD 2019b; WBL 2021). Well-enforced laws are critical to address impunity and ensure GBV survivors' access to justice. The potential coexistence of different law systems (modern, customary and religious laws) and the constraints to laws enforcement due to the possible existence of two conflicting political and institutional orders need to be addressed (World Bank 2012; OECD 2019b; WBL 2021). In FCV-affected contexts, the state institutions' collapse and the lack of legitimacy, accountability and inclusivity are other issues to be taken into account (World Bank Group 2020).
- iii. **Institutional framework:** It includes governance, accountability and coordination mechanisms, as well as institutions in charge of managing service systems and implementing policies and programs. The institutional framework needs to ensure women's and girls' equal participation and voice and effectively promote gender equality. Gender machineries¹² are critical and need to be given adequate power, capacities, resources and spaces for collaborations with all sectors (World Bank 2012). The institutional framework encompasses state and nonstate institutional mechanisms (for example, it includes faith-based and customary institutions) (UNFPA 2004, 2016).
- iv. **Policy and programs:** This category includes stand-alone policies, strategies and programs, and their implementation mechanisms, as well as national and subnational development plans, sector policies and programs, and development and humanitarian interventions implemented by a variety of actors (government, private sector, civil society, international agencies and NGOs). Gender-transformative policies and programs are critical to promote gender equality (World Bank 2012; World Bank Group 2015).
- v. **Public resource allocation:** It includes the public budget (at all levels of government) to finance the design and implementation of laws, policies and programs. The lack of financial and human resources is often one of the main constraints to the implementation of national policies, strategies and plans focused on GBV. Policy dialogue and gender budgeting initiatives can contribute to increase the public resources allocated to addressing GBV, promoting women's and girls' empowerment and close gender inequalities in human endowments in FCV-affected countries (Holmes et al. 2014).
- vi. **Public narrative on gender norms:** It consists of the public discourse on gender norms that shapes the representation of socially accepted gender identities, roles and relations. The public narrative on gender norms is strongly influenced by political leaders, opinion leaders (including religious leaders, social media influencers, singers, actors, artists, and other role models), and traditional and social media. The affirmation of "positive gender norms" in the public narrative can be promoted through opinion leaders' engagement and capacity development, multichannel and broad-scope communication initiatives (ODI 2015), and gender-transformative community-led programs that support spaces of community empowerment, dialogue, and mobilization (ICRW and Raising Voices 2016; Cislighi 2018, 2019; Tostan 2020). Gender-responsive services, especially education, can also strongly contribute to change the narrative on gender norms (Marcus 2018; GPE and UNGEI 2017).

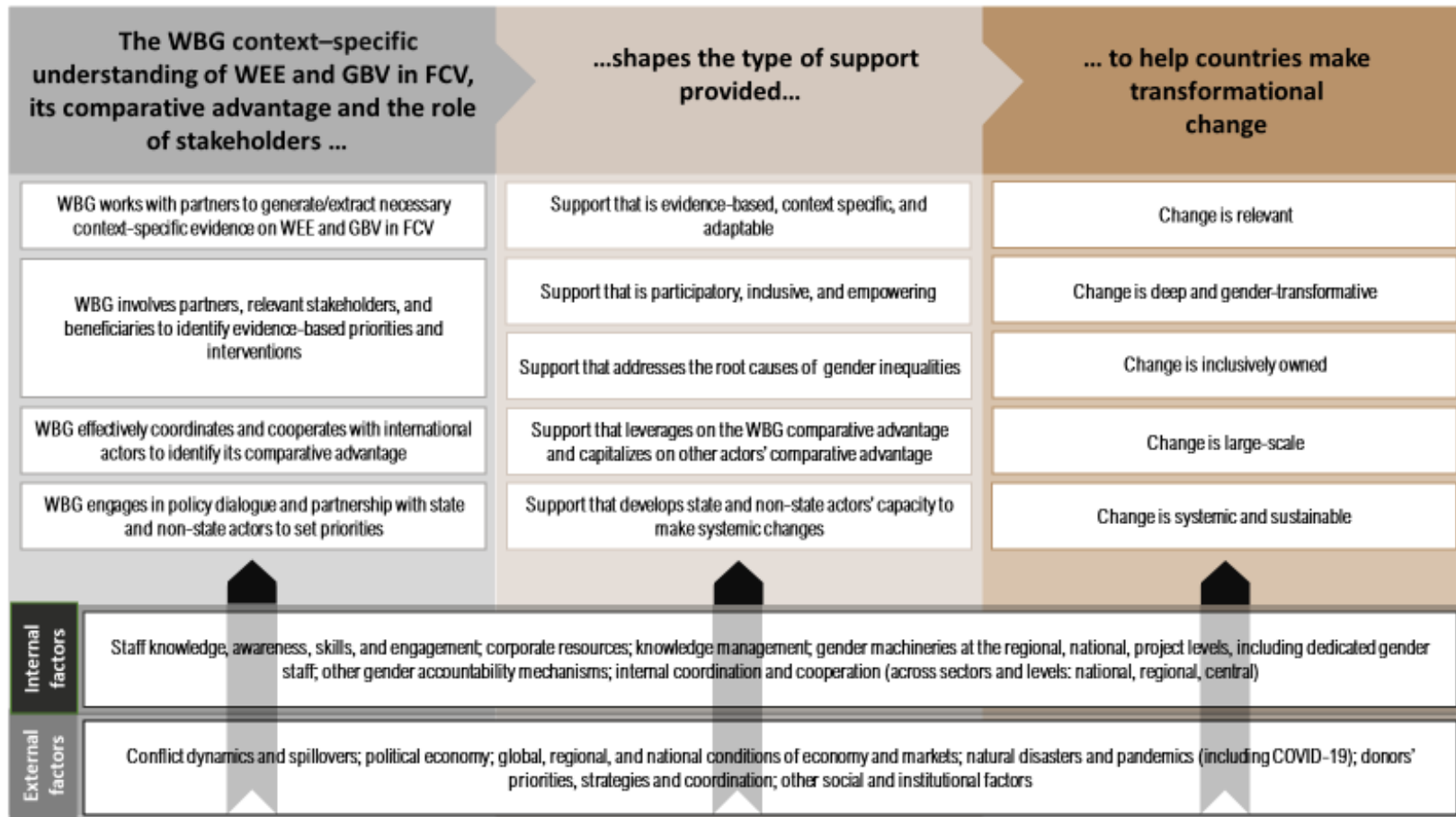
Source: Independent Evaluation Group.

Theory of Action

The Bank Group’s contribution to women’s and girls’ economic empowerment and GBV prevention and response in FCV countries rest on context-specific intervention models, or theory of action. The Bank Group acts at multiple levels of the theory of change—as shown in figure D.3. But let’s first analyze closely the theory of action (figure D.2).

The Bank Group can significantly contribute to address GBV and promote women’s and girls’ economic empowerment by supporting FCV-affected countries to make systemic, structural change, which will be here defined as “transformational” (box D.2 and brown block of figure D.2). To this end, the Bank Group engagement needs to go beyond individual projects and adopt a more systemic and long-term perspective, to aspire to transform formal and informal institutions to address the root causes of gender inequality and fragility (World Bank Group 2020; World Bank 2012).

Figure D.2. Theory of Action



Source: Independent Evaluation Group.

Note: GBV = gender-based violence; FCV = fragility, conflict, and violence; WBG = World Bank Group; WEE = women's economic empowerment.

Box D.2. Transformational Change and Its Characteristics

Transformational change encompasses five dimensions: relevance, inclusive ownership, depth of change, scale of change, and sustainability.

Relevance is the extent to which the expected change responds to beneficiaries' needs and global, country, and partner/institution's needs, policies, and priorities, and continue to do so if circumstances change (OECD 2019a). The expected change is relevant if it is evidence-based (World Bank Group 2015; World Bank 2021b) and context-specific (World Bank Group 2015, 2020).

Inclusive ownership refers to the participation of all key actors (government leaders, public officials, legislators, civil society actors, private sector, service users and providers, academia, citizens) in setting the development agenda priorities (World Bank 2012). In this sense, it can be considered part of a broader definition of relevance. Inclusive ownership can be pursued through key actors' active involvement in the whole process and their capacity development (World Bank 2012). Inclusive ownership is critical especially in FCV-affected countries, where exclusion, inequalities and perception of injustice are drivers of fragility and conflict and state institutions lack legitimacy, accountability, and inclusiveness (World Bank Group 2020). Inclusivity should consider the intersection of the key social differences that shape social identities and discriminations in each specific FCV context, such as gender, age, religion, ethnicity, socioeconomic status, disability, refugee status, and sexual orientation (World Bank 2020b).

Depth of change concerns the extent to which change is **effective** and **gender-transformative**. Effective change successfully achieves the expected outcomes (related to GBV and women's and girls' economic empowerment). Gender-transformative change "actively examines, questions and changes rigid gender norms and imbalances of power that advantage boys and men over girls and women. It aspires to tackle the root causes of gender inequality and reshape unequal power relations; it moves beyond individual self-improvement among girls and women toward redressing the power dynamics and structures that serve to reinforce gendered inequalities" (Hillenbrand et al. 2015, 5).

Scale of change is the extent to which change has a large-scale impact. To this end, interventions need to include a strategy for scaling up and/or adaptive replication. They can also have a demonstration/catalytic effect on other actors' interventions (World Bank 2016c).

Sustainability "ensures that today's development progress is not reversed tomorrow" (World Bank 2016c, 11). Sustainability has multiple dimensions: economic, environmental, sociocultural, political, and institutional. In FCV contexts, it is particularly challenging and can be pursued through flexible, multidimensional, and long-term engagements that allow for capacity building and adaptation (World Bank Group 2020).

Sources: Independent Evaluation Group, adapted from World Bank 2016c, UNDP 2011, Hillenbrand et al. 2015, World Bank Group 2020.

To provide effective support to FCV-affected countries for a transformational change, the Bank Group can use specific modalities (gray block). Those modalities are (i) working with partners and stakeholders to generate (and/or capitalize on existing) context-specific evidence of GBV and women's and girls' economic empowerment in each specific FCV context (issues to address, solutions previously adopted, gaps and

lessons learned); (ii) involving all key actors (including beneficiaries) in the identification of priorities and entry points, based on the analysis of the root causes of GBV and gender gaps in economic opportunities and participation, and the main binding constraints; (iii) effectively coordinating with international actors (donors, NGOs, foundations) to identify the Bank Group's comparative advantage and the right entry points in the specific country; and (iv) support the development of state and nonstate actors' capacity to identify and produce transformational changes for gender equality, to foster the sustainability and ownership of those changes.

These modalities of intervention aim to deliver support that can be transformational (pink block), as it is evidence-based, context-specific and flexible enough to adapt to the specific country circumstances; it is inclusive, participatory and empowering, thus fostering the inclusive ownership, depth and sustainability of change; it addresses the root causes of gender inequalities, leading to a transformation of gender identities, roles and power relations; it leverages on the Bank Group's comparative advantage and capitalizes on other actors' comparative advantage, thus promoting actors' complementarity and synergy in supporting multisector and large-scale changes; it fosters state and nonstate actors' engagement and develop their capacity to make systemic changes, and in this way, it builds sustainability and ownership of change.

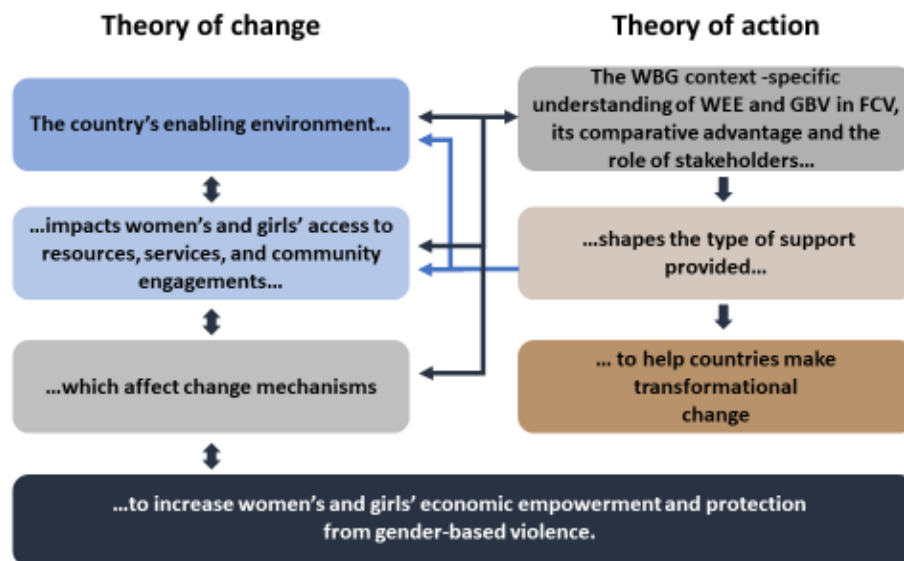
Several internal and external factors can represent constraints or enablers at each step of the theory of action. Internal factors are related to the Bank Group's institutional capacity and include staff's knowledge, awareness, skills and engagement; management buy-in and engagement; functioning of the gender institutional mechanisms at the regional and/or national level (that is, Gender Focal Points, Gender platform, Gender Action Plan, and so on); other gender accountability mechanisms (Gender and FCV-sensitive M&E frameworks, Gender and FCV-sensitive job descriptions and terms of reference); internal coordination (intersectoral and multilevel – including coordination among CMU, GPs, Gender and FCV teams); Bank Group positioning and engagement in the policy dialogue and leveraging in the country; and allocation of dedicated financial and human resources. External factors are related to conflict dynamics; the political arena; global and regional economy and markets; the occurrence of natural disasters and pandemics.

To address the root causes of gender inequalities, the Bank Group needs to support FCV countries in improving the enabling environment for gender equality (figure D.3). Support delivered at this level aims to be systemic and long-lasting and to change the fundamental elements of the country system, impacting formal and informal institutions and the capacity of the country to introduce and manage gender-transformative approaches to change resource allocations, delivery systems, and community spaces to enhance women's and girls' economic empowerment and protection from GBV.

At the same time, the Bank Group can also support interventions that increase a safe and equal access of women and girls to resources, gender-responsive services and community spaces of empowerment, dialogue, and mobilization. This “local” level of intervention, which directly targets service delivery, resource provision, and support to community mobilization, while not necessarily designed to be large-scale and long-lasting, can be crucial in FCV settings, where forced displacement, insecurity and deterioration (or even collapse) of public services, infrastructures and markets can represent great constraints to women and girls’ access to services, decent job, livelihood and protection from GBV. Interventions at this level can also be supported as pilot initiatives, to generate evidence to improve the enabling environment, and produce “effective” models for an adaptive scaling up.

The Bank Group’s operating modalities will be continuously informed by evidence and feedback from the main blocks of the theory of change, and vice versa. Flows of evidence of what works to support women’s and girls’ economic empowerment and address GBV will run from the various level – the enabling environment, the interventions at the level of resource distribution, access to services, and community engagement, and the transformation at the level of main outcomes to inform the action of the Bank Group.

Figure D.3. Interplay between the Theory of Change and the Theory of Action



Source: Independent Evaluation Group.

Note: GBV = gender-based violence; FCV = fragility, conflict, and violence; WBG = World Bank Group; WEE = women’s economic empowerment

¹ The definition of “gender-transformative” adopted by this evaluation is reported in box D2.

² In this context “access to” is a shorthand expression that also includes “control” and more generally decision-making power over resources, assets, livelihoods, services, and community spaces.

³ Women’s and girls’ economic empowerment has to be understood as a condition that includes women’s and girls’ ability to participate equally in existing markets; their access to and control over productive resources, access to decent work, control over their own time, lives and bodies; and increased voice, agency and meaningful participation in economic decision-making at all levels from the household to international institutions (UN Women 2018). A woman (a girl) is economically empowered when she has both the ability to succeed and advance economically and the power to make and act on economic decisions (Golla et al. 2018).

⁴ Gender-based violence (GBV) is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (that is, gender) differences between males and females. It includes acts that inflict physical, sexual, or mental harm or suffering, threats of such acts, coercion, and other deprivations of liberty. These acts can occur in public or in private (IASC 2015; World Bank Group 2015).

⁵ Domestic violence is a broader concept with respect to IPV. Girls and women can be survivors of domestic violence perpetrated by different men in the household.

⁶ According to the Bank Group Gender Strategy (2016–23), human endowments encompass health, education, and social protection. Improving human endowments to close gender gaps involves addressing two sets of issues: first generation issues and emerging (or second generation) issues. First-generation issues include addressing maternal mortality, improving women’s access to health services, closing gender gaps in education, and expanding social safety nets. Second-generation issues include ensuring health care for aging population and prevent noncommunicable diseases; supporting early childhood development; breaking down gender stereotypes in teacher training and curriculum development; increasing girls’ enrollment in STEM; facilitating school-to-work transition; and developing innovations to promote women’s empowerment in social safety net interventions (World Bank Group 2015).

⁷ Comprehensive sexuality education (CSE) is a curriculum-based process of teaching and learning about the cognitive, emotional, physical, and social aspects of sexuality. It aims to equip children and young people with knowledge, skills, attitudes, and values that empower them to realize their health, well-being, and dignity; develop respectful social and sexual relationships; consider how their choices affect their own well-being and that of others; and understand and ensure the protection of their rights throughout their lives. Depending on the country or region, CSE may go by other names (for example, life skills, family life, and so on). CSE has specific characteristics: it is scientifically accurate; it is delivered in formal and informal settings; it promotes human rights and gender equality; it is culturally relevant and context appropriate; it is transformative and empowering (UNESCO 2017).

⁸ Individual agency is defined by the Bank Group as “the capacity to make decisions about one’s own life and act on them to achieve a desired outcome free of violence, retribution, or fear” (Klugman et al. 2014; World Bank Group 2015). Collective agency can be defined as women’s and

girls' ability to speak and take action collectively on their interests and participating in governance (KIT 2017).

⁹ "Hegemonic masculinity" refers to a social pattern in which stereotypically male traits are idealized as the masculine cultural ideal, explaining how and why men maintain dominant social roles over women and other groups considered to be feminine (Connell and Messerschmidt 2005).

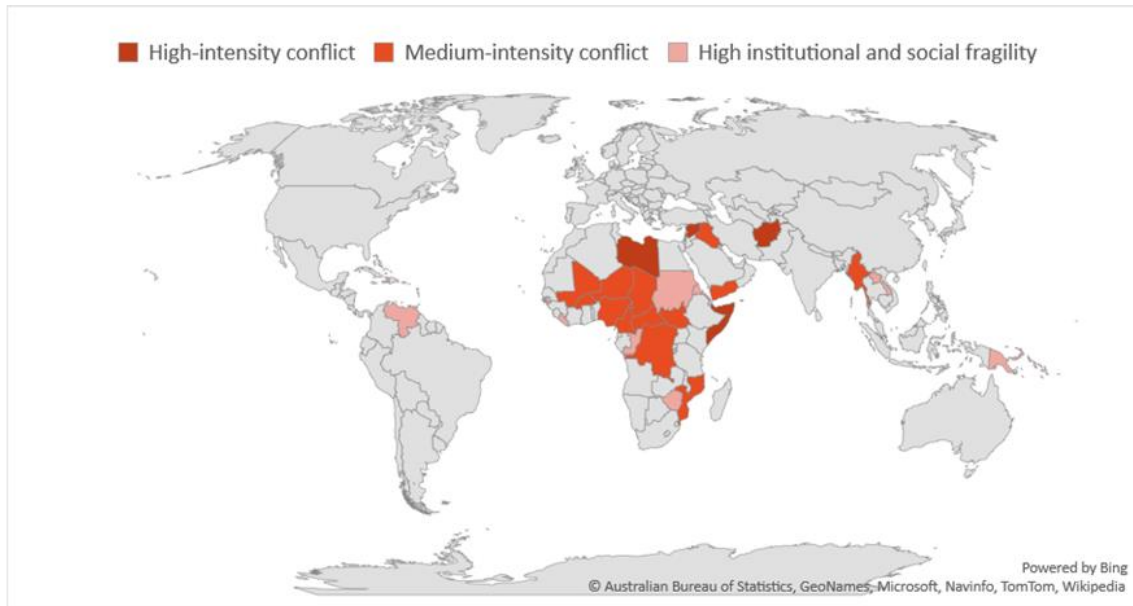
¹⁰ Gender norms are a specific subset of social norms that relate to how men, women, boys, and girls are "supposed" to act and behave throughout the various stages of the life cycle, in a given group or society. They are generally implicit and can be part of the invisible social status quo: they are embedded in formal and informal institutions, nested in the minds and behaviors, and produced and reproduced through social interaction. They play a role in shaping women and men's (often unequal) access to resources and freedoms, thus affecting their voice, power, and sense of self (Cislaghi and Heise 2019). Gender norms intersect with norms related to ethnicity, class, disability, age, sexual orientation, and gender identity, and how people experience them. (Crenshaw 1989; Lutz 2014; World Bank 2020b).

¹¹ Tangible resources are assets (land, inputs, credit, savings, machineries) and infrastructures needed to produce and sell goods, reach the workplace, and also reduce the burden of reproductive work (water wells and pumps, mills, electricity, transport, and so on). Intangible resources are time, information, knowledge, skills and social networks, health.

¹² The term "gender machineries" usually refers to formal government structures assigned to promote gender equality and/or improve the status and rights of women. Examining these structures in many countries around the world shows that in practice the machineries take a wide variety of forms, from formal ministries to temporary councils and committees. They may be established by formal statute, executive decree, or bureaucratic rules, or there may be machineries in political parties that have a widespread influence (McBride and Mazur 2012).

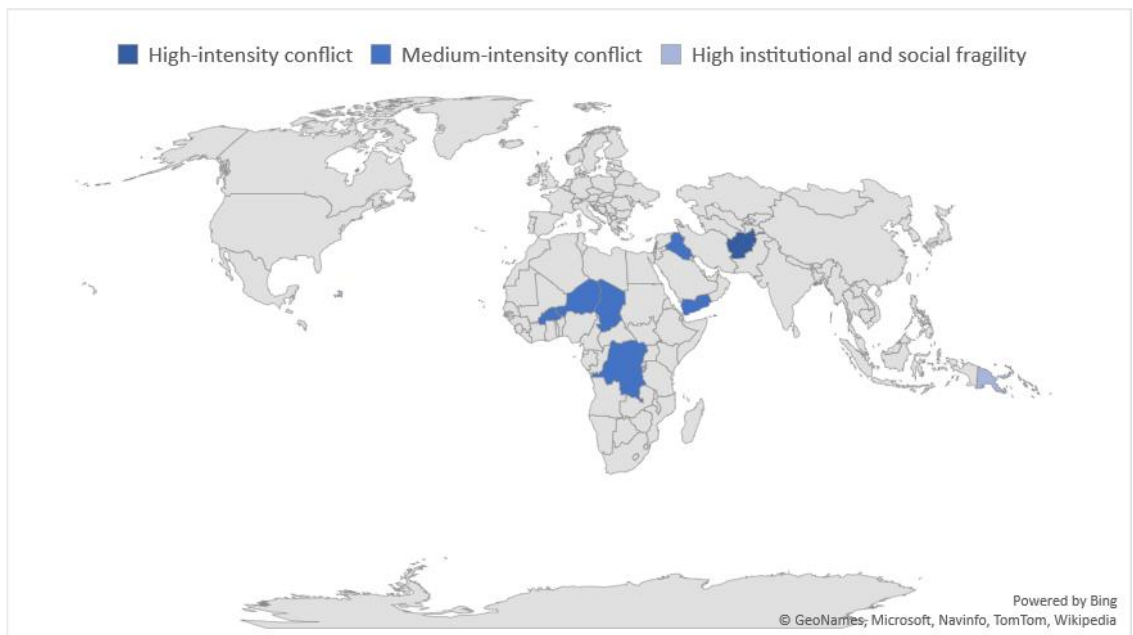
Appendix E. Potential Case Studies

Map E.1. Bank Group Fragile and Conflict-Affected Situation Categorization (FY 2021)



Source: Bank Group Strategy for Fragility, Conflict, and Violence 2020–25

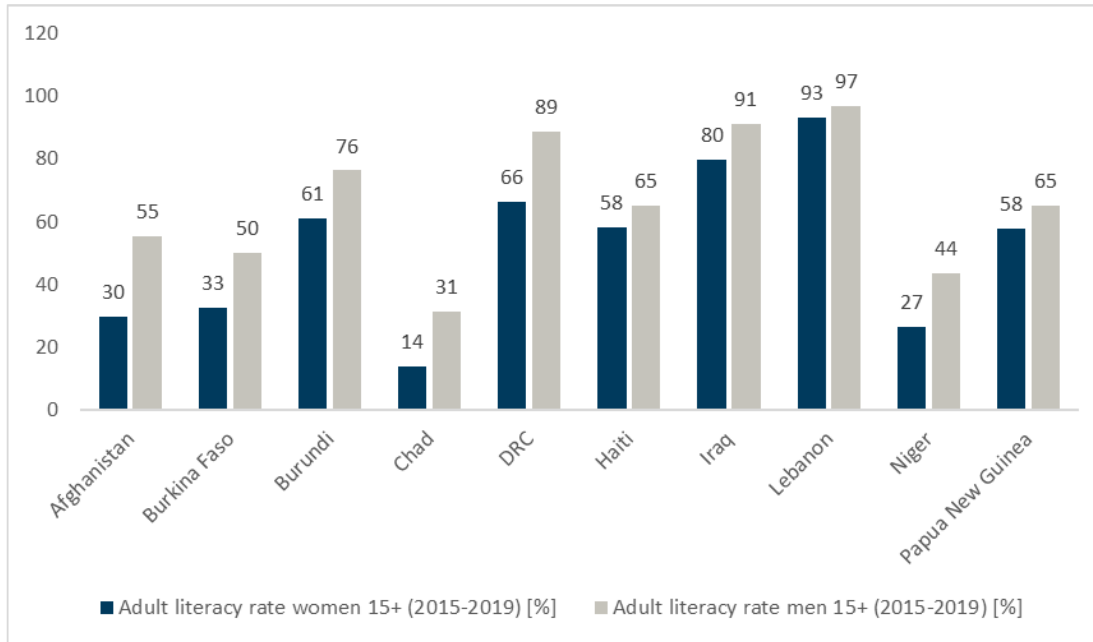
Map E.2. Potential Case Studies—Bank Group Fragile and Conflict-Affected Situation Categorization (2021)



Source: Bank Group Strategy for Fragility, Conflict, and Violence 2020–25

Select Indicators

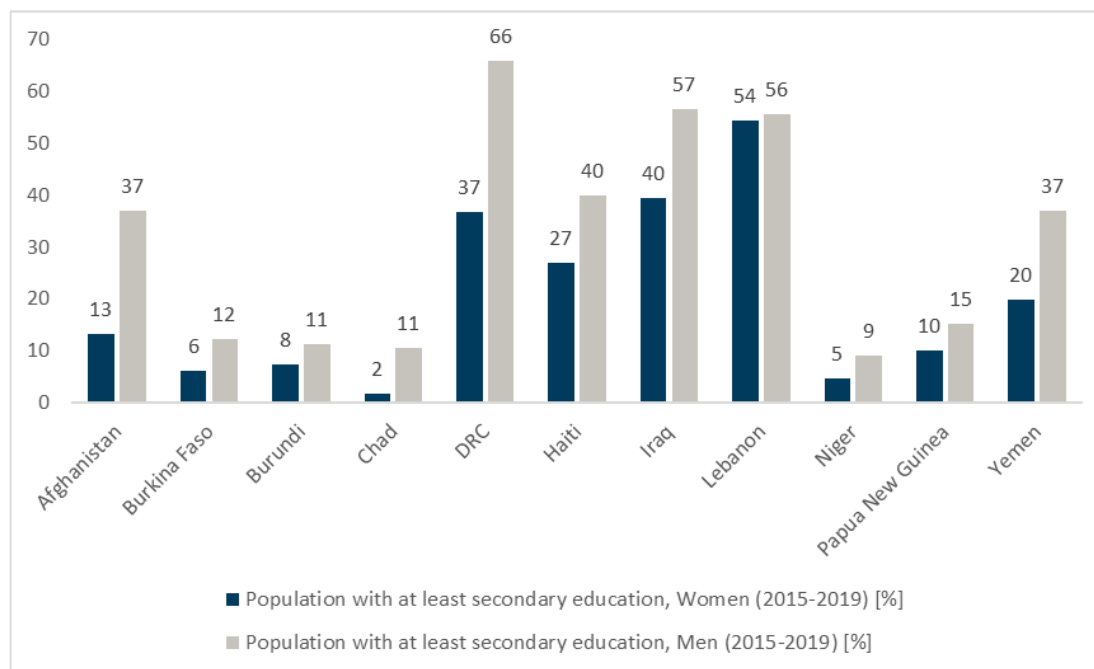
Figure E.1. Literacy Rates among Women and Men Aged 15 and Above (percent)



Sources: World Bank Development Indicators: DHS; MICS.

Note: Literacy rates not available for the Solomon Islands and the Republic of Yemen.

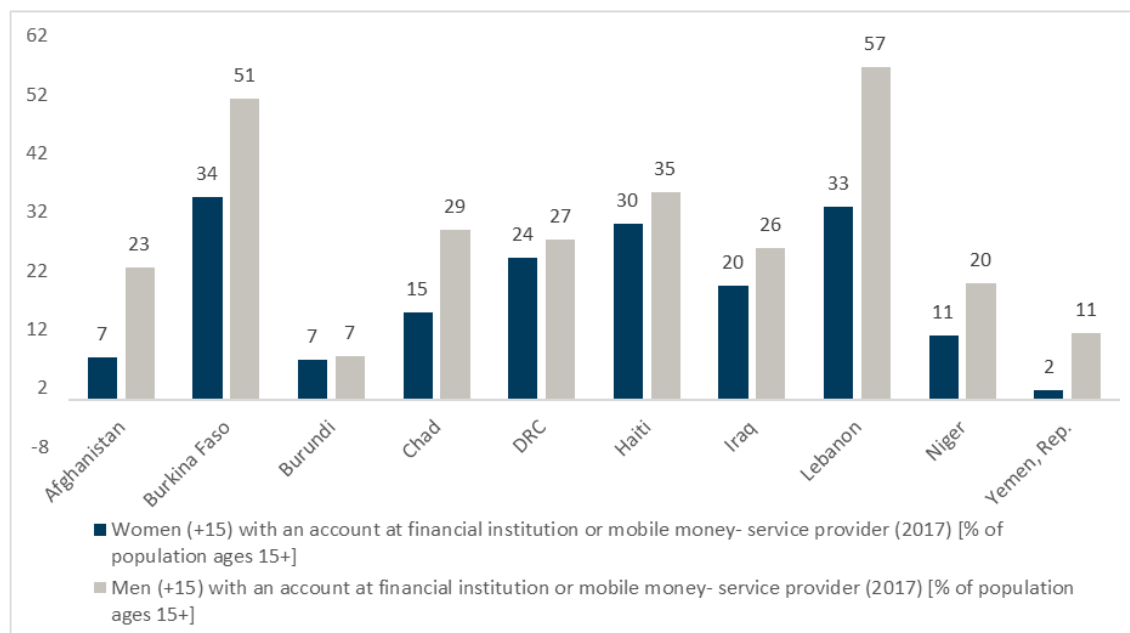
Figure E.2. Population with Secondary Education, by Sex (percent)



Sources: UNESCO Institute for Statistics (2020); DHS, MICS, administrative data, and Barro and Lee (2018).

Note: Data not available for the Solomon Islands.

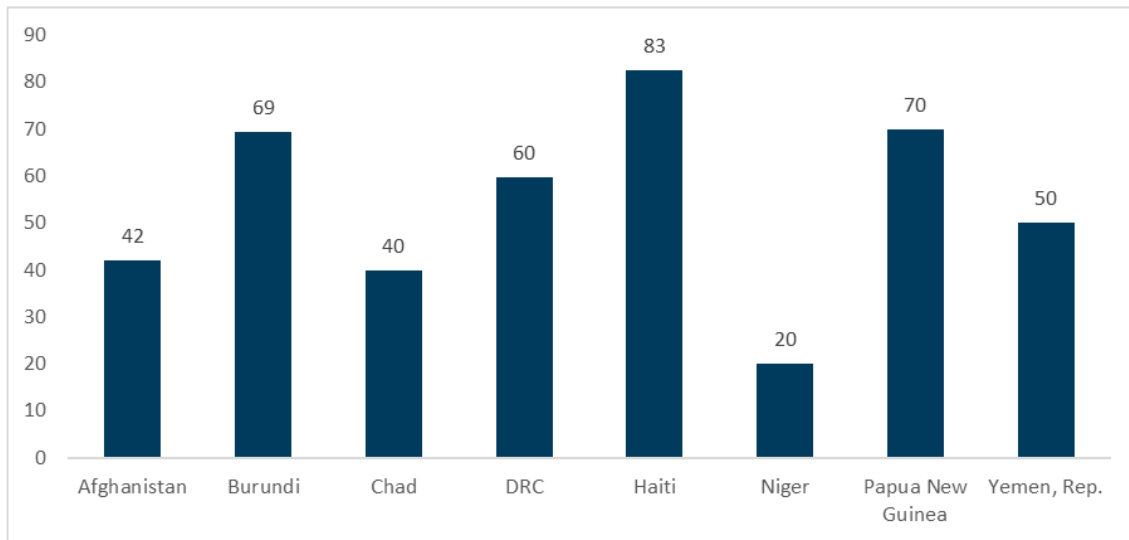
Figure E.3. Women and Men with an Account at Financial Institution or Money-Service Provider



Sources: World Bank Global Financial Inclusion Database: DHS, MICS, WHS, FHS, MHS.

Note: Data not available for Papua New Guinea and the Solomon Islands.

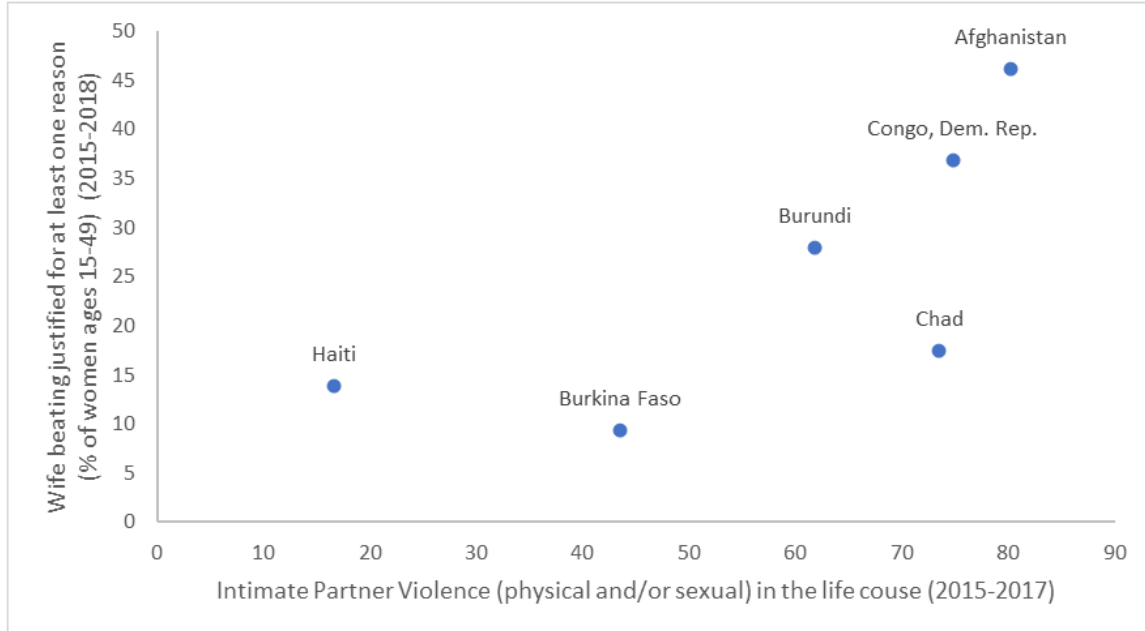
Figure E.4. Married Women (15–49) Participating in Major Household Purchase as Percent of Married Women



Source: World Bank Gender Portal: DHS, MICS, WHS, FHS, MHS

Note: Data not available for Burkina Faso, Iraq, Lebanon, and the Solomon Islands. DRC = Democratic Republic of Congo.

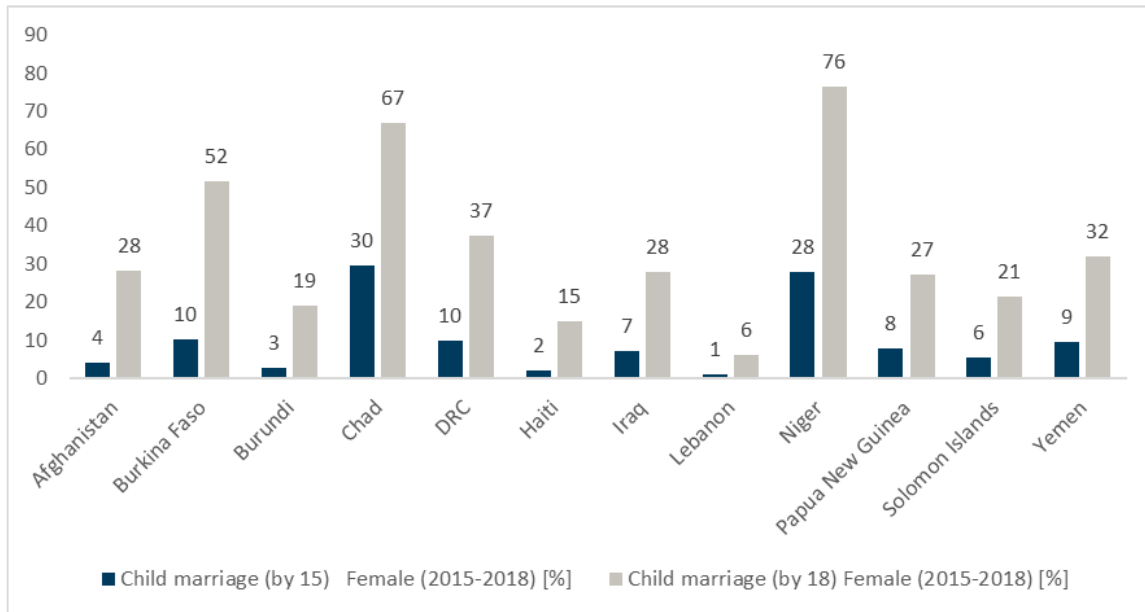
Figure E.5. Justification of Wife Beating by Women and Intimate Partner Violence (Physical and/or Sexual) in the Life Course (2015–17)



Sources: WHO – DHS, MICS, other national surveys.

Note: Data not available for Iraq, Lebanon, Niger, Papua New Guinea, and the Solomon Islands

Figure E.6. Child Marriage by Age 15 and 18 as Percent of Girls Aged 15 and 18

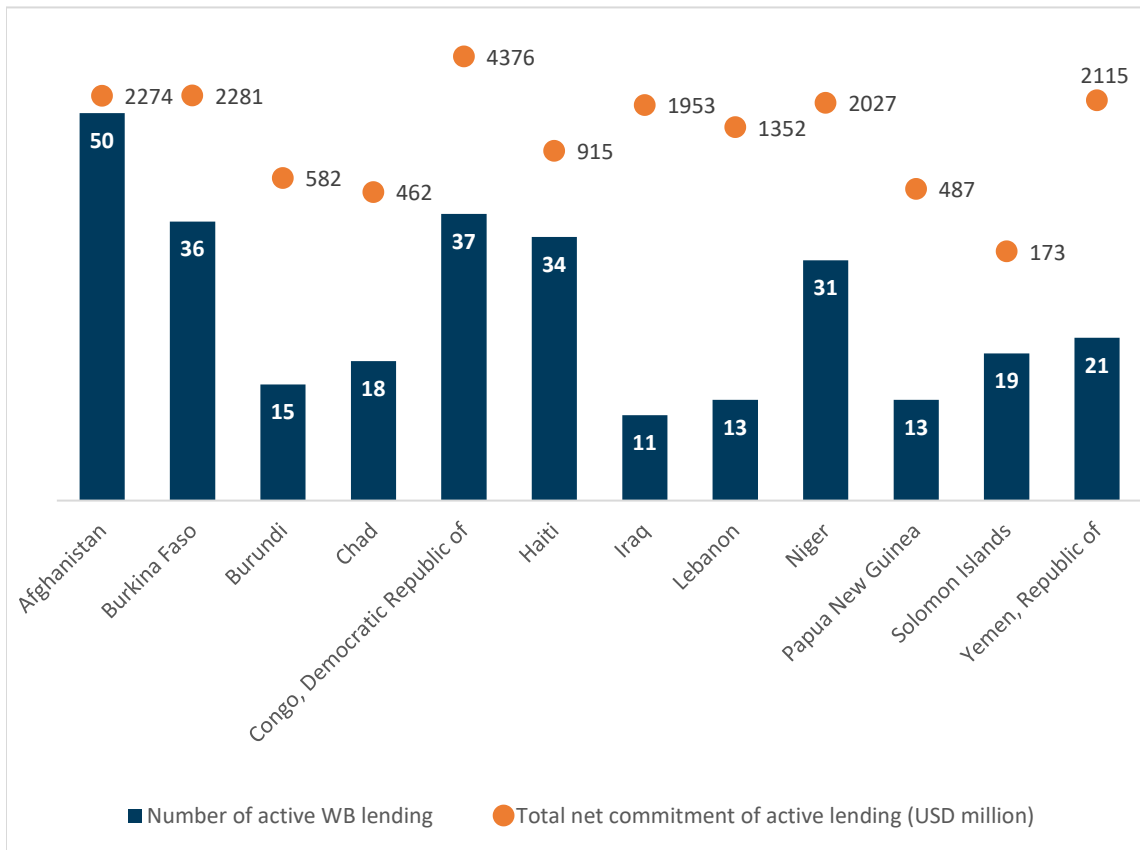


Sources: UNICEF – DHS, MICS, other national surveys

Note: DRC = Democratic Republic of Congo; Yemen = Republic of Yemen.

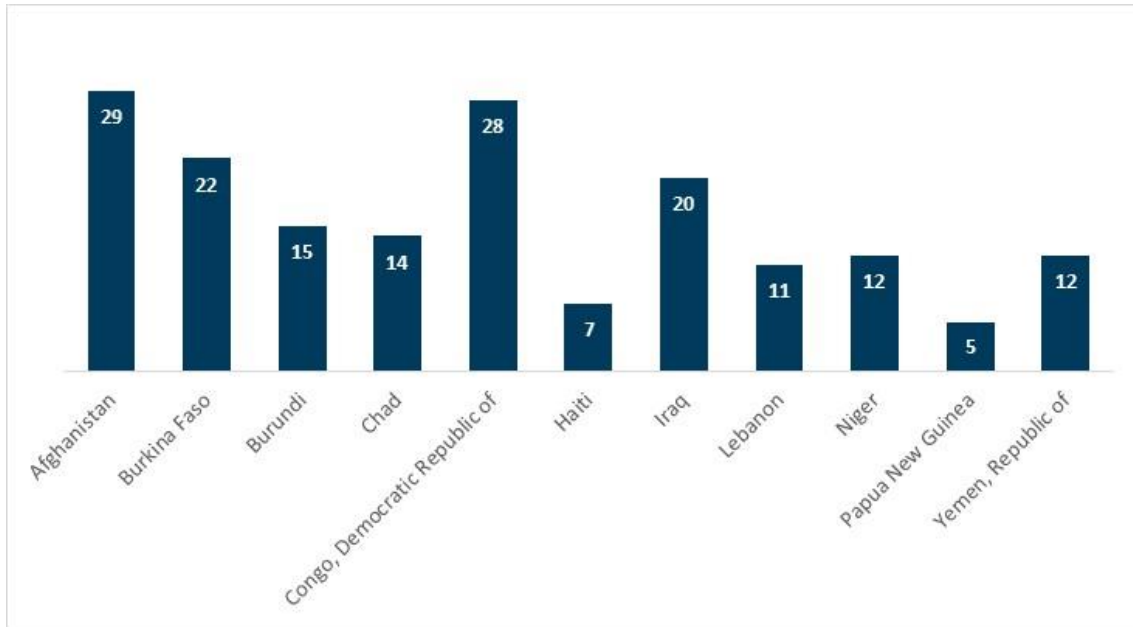
Bank Group Portfolio

Figure E.7. Bank Group Active Lending Projects and Allocated Budget (FY 2010–21)



Source: Independent Evaluation Group Datamart

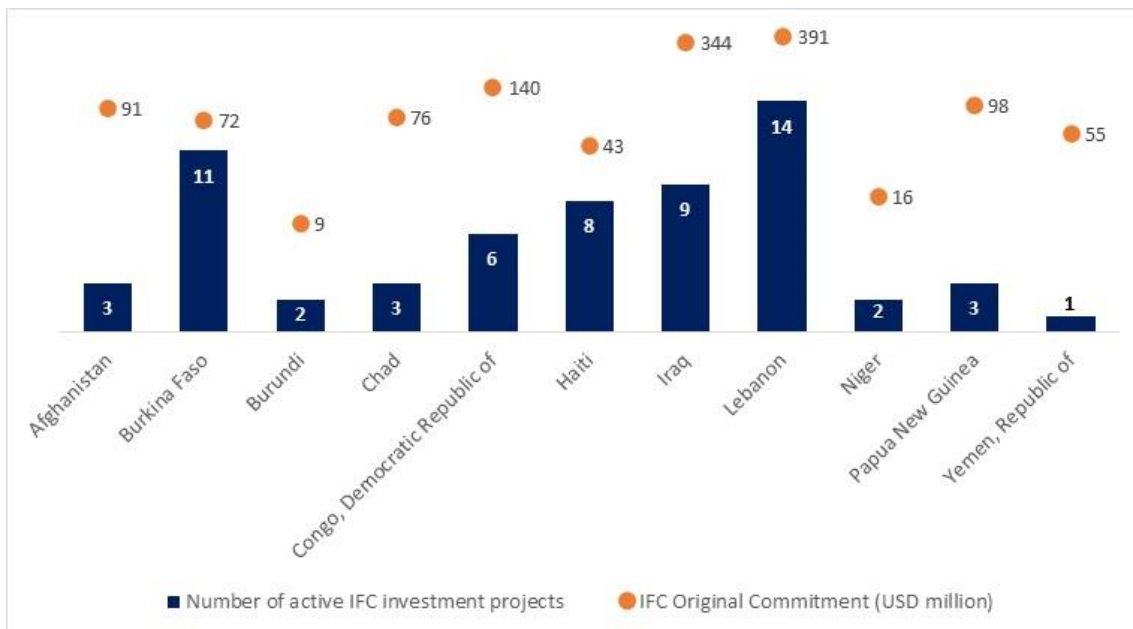
Figure E.8. Number of Active Bank Group Advisory Services and Analytics (FY10–21)



Sources: Independent Evaluation Group Datamart, Enterprise Data Catalogue, Standard Reports

International Finance Corporation Portfolio

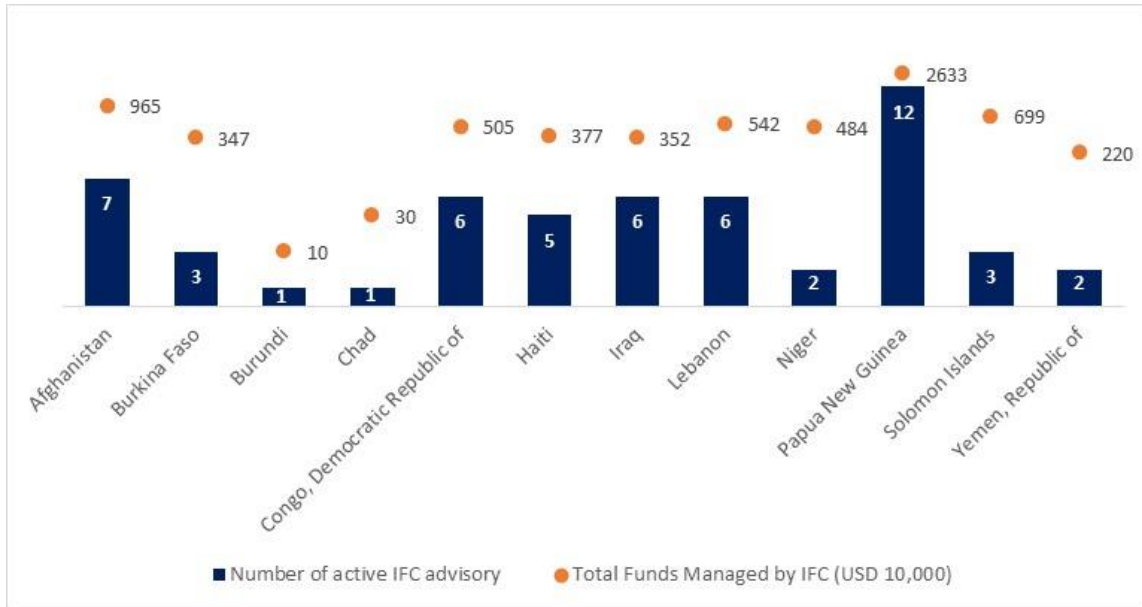
Figure E.9. IFC Active Lending Projects and Allocated Budget (FY10–21)



Source: World Bank Business Intelligence

Note: IFC = International Finance Corporation.

Figure E.10. IFC Active Advisory Projects and Allocated Budget (FY10–21)



Source: World Bank Business Intelligence

Note: IFC = International Finance Corporation.

Table E.1. Potential Case Studies and Relevant Bank Group Projects

Country	Region	World Bank	IFC	FCS Status* (FY21)	Long-lasting FCV	Income Level and Financial Instr.	Last CPF/CAS	Relevant Projects	Notes
Afghanistan	South Asia	✓	✓	HIC	✓	Low IDA	FY17–20	<ul style="list-style-type: none"> • Afghanistan Women’s Economic Empowerment Rural Development Project (P164443) • Citizen Charter Afghanistan Project — Emergency Regional Displacement Response Additional Financing (P163468 and P160567) • Inclusive Growth Development Policy Grant (P160544) • Second Education Quality Improvement Program (EQUIP) (P106259) • Higher Education Development Project (P146184) • System Enhancement for Health Action in Transition (SEHAT)(P129663) • Afghanistan: National Horticulture and Livestock Productivity Project (P143841) 	Afghanistan
Burkina Faso	Sahel, Africa	✓	✓	MIC		Low IDA	FY18–23	<ul style="list-style-type: none"> • Sahel Women Empowerment and Demographic Dividend (SWEDD) (P150080) (and AF) • Regional Sahel Pastoralism Support Project (P147674) • Burkina Faso Education Access and Quality Improvement Project (and AF) 	Burkina Faso

Country	Region	World Bank	IFC	FCS Status* (FY21)	Long-lasting FCV	Income Level and Financial Instr.	Last CPF/CAS	Relevant Projects	Notes
Burundi	Great Lakes, Africa	✓	✓	HISF	✓	Low IDA	FY19–23	<ul style="list-style-type: none"> Reproductive Health Project—Additional Financing (P153104) Agriculture Productivity and Food Security Project (P149305) Burkina Faso financial Inclusion Support Project (P164786) (IFC) Women Entrepreneurs Opportunity Facility (WEOF) 	Burundi
Chad	Sahel, Africa	✓		MIC	✓	Low IDA	FY16–20	<ul style="list-style-type: none"> Great Lakes Emergency Sexual and Gender-Based Violence and Women’s Health Project (P147489) (IFC) BOW (Banking on Women) Others? SWEDD (P150080) (and AF 2020) Regional Sahel Pastoralism Support Project (P147674) Social Safety Net Pilot Project (P156479) ASA: “The economic benefits of a gender inclusive society” (P171690) 	Chad
Congo, Dem. Rep.	Great Lakes, Africa	✓	✓	MIC	✓	Low IDA	FY 2013 – 2016 The new SCD (2018) is available; the new CPF (2020)	<ul style="list-style-type: none"> Great Lakes Emergency Sexual and Gender Based Violence and Women’s Health Project (P147489) Dem. Rep. Congo–Gender Based Violence Prevention and Response Project (P166763) The Dem. Rep. Congo Health System Strengthening for Better 	Congo, Dem. Rep.

Country	Region	World Bank	IFC	FCS Status* (FY21)	Long-lasting FCV	Income Level and Financial Instr.	Last CPF/CAS	Relevant Projects	Notes
							is not available yet	<ul style="list-style-type: none"> Maternal and Child Health Results Project (PDSS) (P147555) SME Development and Growth Project of DRC (P160806) Great Lakes Trade Facilitation Project (GLTFP)(P151083) IFC BOW (Banking on Women) IFC Women Entrepreneurs Opportunity Facility (WEOF) 	
Haiti	Caribe, LAC	✓	✓	HISF	✓	Low IDA	FY16–19	<ul style="list-style-type: none"> Preventing Gender-Based Violence in Haiti (P161337) Haiti Rural Accessibility and Resilience Project (P163490) IFC Study: "Understanding GBV through the lens of garment workers" According to the PRL (2018), GBV was addressed in operations through the social safeguard mechanisms in alignment with the World Bank Global GBV Taskforce Plan, especially in the Transport sector. Gender was mainstreamed in the Education sector, promoting girls' participation and gender-sensitive teaching; in health by promoting maternal health and in SD by encouraging women's participation (and female shares) 	Haiti

Country	Region	World Bank	IFC	FCS Status* (FY21)	Long-lasting FCV	Income Level and Financial Instr.	Last CPF/CAS	Relevant Projects	Notes
Iraq	Mashreq, MENA	✓	✓	MIC	✓	Upper-Middle IBRD	FY13–16	<ul style="list-style-type: none"> Iraq Emergency Social Stabilization and Resilience Project (P165114) Mashreq Gender Facility (MGF) 	Iraq
Lebanon	Mashreq, MENA	✓	✓	HISF		Upper-Middle IBRD	FY17–22	<ul style="list-style-type: none"> Mashreq Gender Facility (MGF) Lebanon Health Resilience Project (P163476) IFC BOW (Banking on Women) Creating Economic Opportunities in Support of the Lebanon National Jobs Program 	Lebanon
Niger	Sahel, Africa	✓	✓	MIC		Low IDA	FY18–22	<ul style="list-style-type: none"> SWEDD Regional Sahel Pastoralism (P147674) The Republic of Niger Community Action Program, Phase III (CAP 3) IFC Women Entrepreneurs Opportunity Facility (WEOF) 	Niger
Papua New Guinea	Pacific, EAP		✓	HISF	✓	Lower Middle Blend	FY19–23	<ul style="list-style-type: none"> IFC Addressing Gender-Based Violence with Companies in Papua New Guinea The PNG Gender Action Plan intends to address gender gaps in different projects, especially in three areas: human endowments, WGEE and GBV, but there is no stand-alone project of the World Bank 	Papua New Guinea
Solomon Islands	Pacific, EAP	✓	✓	HISF	✓	Lower Middle IDA	FY18–23	<ul style="list-style-type: none"> IFC Waka Mere Commitment to Action 	Solomon Islands

Country	Region	World Bank	IFC	FCS Status* (FY21)	Long-lasting FCV	Income Level and Financial Instr.	Last CPF/CAS	Relevant Projects	Notes
								<ul style="list-style-type: none"> • Second Rural Development Program (RDP II) (P149282) • Rapid Employment Project (P114987) • Solomon Islands Roads and Aviation Project (P166622) • Community Access and Urban Services Enhancement Project (P161320) • GEF Electricity Access and Renewable Energy Expansion Project (P162902) • Solomon Islands COVID-19 Emergency Response Project (P173933) • Improving Services for Victims of Gender Based and Domestic Violence (P143772) 	
Yemen, Rep.	Mashreq, MENA	✓	✓	MIC	✓	Low IDA	FY10–13	<ul style="list-style-type: none"> • Yemen Emergency Crisis Response Project (P159053) • Emergency Health and Nutrition Project (P161809) • IFC Partnering with a Jobs Placement NGO to Boost Employment in Yemen (2009–2013) 	Yemen, Rep.

Table E.2. Select Socioeconomic Indicators

Country	Afghanistan	Burkina Faso	Burundi	Chad	Congo, Dem. Rep.	Haiti	Iraq	Lebanon	Niger	Papua New Guinea	Solomon Islands	Yemen, Rep.	FCS Average
Region	Region	SA	SSA	SSA	SSA	SSA	LAC	MENA	MENA	SSA	EAP	EAP	MENA
Fragility and conflict													
Years of FCS status (FY11–21)	12.0	2.0	12.0	12.0	12.0	12.0	11.0	6.0	2.0	6.0	12.0	12.0	9.1
Bank Group FCS status (FY21)	HIC	MIC	HISF	MIC	MIC	HISF	MIC	HISF	MIC	HISF	HISF	MIC	...
CPIA (2020)													
No. of battle-related death per 100,000 inhabitants (2019)	78.7	1.7	0.1	1.2	0.8	...	1.9	1.1	1.3	...	...	5.7	8.5
Refugee population by country or territory of origin per 100,000 inhabitants (2015–19)	7,173.3	57.7	3,308.7	70.2	930.3	237.4	876.3	84.6	13.1	5.4	4.0	125.2	3,204.1
Total IDPs per 100,000 inhabitants (2019)	7,867.7	2,755.7	199.5	1,103.7	6,350.9	18.6	3,955.8	102.1	836.5	159.5	...	12,464.9	5,144.9
Human development													
Adolescent birthrate per 1,000 women aged 15–19 years (2012–18)	62.0	132.3	58.2	179.4	138.1	54.8	...	13.3	154.0	68.0	78.0	67.2	89.4
Adult literacy rate men 15+ (2010–18) [%]	55.5	50.1	76.3	31.3	88.5	65.3	91.2	96.9	43.6	65.3	...	...	71.3
Adult literacy rate women 15+ (2010–18) [%]	29.8	32.7	61.2	14.0	66.5	58.3	79.9	93.3	26.6	57.9	...	...	57.6
Maternal mortality ratio per 100,000 live births (2017)	638.0	320.0	548.0	1,140.0	473.0	480.0	79.0	29.0	509.0	145.0	104.0	164.0	415.1
Population with at least secondary education, % Female (2015–19)	13.2	6.1	7.5	1.7	36.7	26.9	39.5	54.3	4.7	10.0	.	19.9	30.6

Country	Afghanistan	Burkina Faso	Burundi	Chad	Congo, Dem. Rep.	Haiti	Iraq	Lebanon	Niger	Papua New Guinea	Solomon Islands	Yemen, Rep.	FCS Average
Population with at least secondary education, % Male (2015–19)	36.9	12.3	11.4	10.5	65.8	40.0	56.5	55.6	9.0	15.2	.	36.9	38.6
Total fertility rate (2015–20)	4.6	5.2	5.5	5.8	6.0	3.0	3.7	2.1	7.0	3.6	4.4	3.8	4.3
Median Under-five mortality rate, female (2019)	56.6	82.7	51.7	106.9	77.9	57.2	23.3	6.8	76.5	41.0	17.8	54.3	54.8
Median Under-five mortality rate, male (2019)	63.8	92.2	61.2	120.3	91.3	68.0	28.4	7.5	84.0	48.5	21.4	62.4	63.5
Economy and infrastructure													
Estimated GNI per capita (2017–19)	2,085.5	1967.6	753.9	1,555.4	1,067.5	2,915.5	10,891.0	14,268.9	1,278.3	4,204.4	2,612.6	...	4,322.3
Poverty headcount ratio at \$1.90 a day (2011 PPP) (2012–18)	...	43.8	72.8	38.1	77.2	24.5	1.7	...	45.4	...	25.1	18.3	29.5
% Rural Population of total Population (2011–19)	74.2	70.0	86.6	76.7	55.0	43.8	29.3	11.2	83.5	86.8	75.8	62.7	53.5
% Rural population with access to electricity (2011–18)	98.3	4.7	3.4	2.7	...	3.5	99.9	100.0	11.7	55.5	63.5	48.7	49.2
Economic participation and opportunities													
Contributing family workers, female (2020) [% of female employment]	66.7	52.0	34.9	44.2	30.7	27.5	5.0	4.0	44.4	48.9	65.0	40.7	29.8
Contributing family workers, male (2020) [% of male employment]	11.7	30.3	23.4	13.2	7.2	15.6	4.2	2.8	25.9	22.5	43.1	11.0	14.6
Labor force participation rate (female) (2020) [% of female population]	21.8	58.2	80.4	63.9	60.4	62.1	11.8	22.9	60.3	46.1	82.0	5.7	51.7

Country	Afghanistan	Burkina Faso	Burundi	Chad	Congo, Dem. Rep.	Haiti	Iraq	Lebanon	Niger	Papua New Guinea	Solomon Islands	Yemen, Rep.	FCS Average
Labor force participation rate (male) (2020) [% of male population]	74.6	74.7	77.8	77.5	66.1	72.9	74.3	71.3	83.5	47.9	85.5	70.2	73.7
Married women (15–49) participating in making major household purchase decisions (2013–18)	42.1	...	69.3	39.8	59.8	82.5	...	...	20.0	70.0	...	50.0	59.2
Men (+15) with an account at financial institution or mobile money–service provider (2011–17) [% of population ages 15+]	22.5	51.3	7.5	29.0	27.4	35.4	25.8	56.7	19.9	...	...	11.4	36.2
Own-account workers, female (% of female employment) (2020)	23.0	37.8	61.9	54.6	59.4	54.0	4.0	9.9	53.0	38.1	9.7	27.2	43.3
Own-account workers, male (% of male employment) (2020)	65.3	53.3	68.7	74.9	62.3	48.5	17.0	27.9	64.9	46.6	13.8	33.3	47.3
Proportion of workers in agriculture sector, female (2020) [% of female employment]	64.8	16.6	96.0	74.5	72.2	12.7	17.2	14.0	69.5	59.8	36.9	46.0	48.1
Proportion of workers in agriculture sector, male (2020) [% of male employment]	36.4	30.7	87.8	77.8	58.4	41.5	17.9	13.2	78.8	55.8	37.2	27.4	45.2
Unemployed youth (15–24), female (2020) [% of female labor force ages 15–24]	21.3	12.9	1.7	2.7	6.2	39.3	61.2	21.2	0.4	3.5	1.2	33.9	18.5
Unemployed youth (15–24), male (2020) [% of male labor force ages 15–24]	16.3	5.3	3.8	3.6	10.2	25.3	21.5	16.4	0.9	5.6	0.8	23.1	12.8

Country	Afghanistan	Burkina Faso	Burundi	Chad	Congo, Dem. Rep.	Haiti	Iraq	Lebanon	Niger	Papua New Guinea	Solomon Islands	Yemen, Rep.	FCS Average
Wage and salaried workers, female (2020) [% of female employment]	8.0	9.8	3.1	1.1	8.8	18.2	90.4	84.4	2.4	12.1	24.9	29.8	25.8
Wage and salaried workers, male (2020) [% of male employment]	20.3	15.5	7.7	11.6	27.6	35.0	76.0	57.6	8.2	28.8	41.6	48.1	35.1
Women (+15) with an account at financial institution or mobile money-service provider (2011–17) [% of population ages 15+]	7.2	34.5	6.7	14.9	24.2	30.0	19.5	32.9	10.9	...	...	1.7	25.6
Gender-based violence													
Child marriage (by 15) Female (2009–18) [%]	4.2	10.2	2.8	29.7	10.0	2.1	7.2	1.2	28.0	8.0	5.6	9.4	9.3
Child marriage (by 18) Female (2009–18) [%]	28.3	51.6	19.0	66.9	37.3	14.9	27.9	6.1	76.3	27.3	21.3	31.9	33.6
Child marriage (by 18) Male (2015–18) [%]	7.3	3.9	1.4	8.0	5.7	1.6	...	...	5.7	3.7	4.4	...	5.6
Intimate Partner Violence (physical and/or sexual) in the life course (2010–17)	46.1	9.3	27.9	17.5	36.8	13.9	...	...	...	...	...	...	20.3
Wife beating justified for at least one reason (% of men ages 15–49) (2010–18)	72.4	34.1	35.0	50.5	61.0	10.9	...	...	26.8	71.9	...	...	38.5
Wife beating justified for at least one reason (% of women ages 15–49) (2010–18)	80.2	43.5	61.8	73.5	74.8	16.6	...	...	59.6	69.8	...	48.7	52.5

Sources: Bank Group, UNESCO, World Health Statistics, UNDP, UNICEF, WHO

Note: HIC=high-intensity conflict, MIC= medium-intensity conflict, HISF=high institutional and social fragility; MENA=Middle East and North Africa, SSA= Sub-Saharan Africa, LAC= Latin America and the Caribbean, SA=South Asia; EAP=East Asia and Pacific; IDP=internally displaced person.

