

THE WORLD BANK INDEPENDENT EVALUATION GROUP



**An Independent Evaluation of the World Bank's
Support of Regional Programs**

**Case Study of Arab Network for Gender and
Development**

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This paper is available upon request from IEG.

2006
The World Bank
Washington, D.C.



**ENHANCING DEVELOPMENT EFFECTIVENESS THROUGH EXCELLENCE
AND INDEPENDENCE IN EVALUATION**

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Acronyms

AGFUND	Arab Gulf Programme for United Nations Development Organizations
ANGED/@NGED	Arab Network for Gender and Development
AWDR	Arab Women Development Report
BoT	Board of Trustees
CAS	Country Assistance Strategies
CAWTAR	Center of Arab Women for Training and Research
CWS	Center for Women's Studies
DGF	Development Grant Facility
IEG	Independent Evaluation Group
JNCW	Jordanian National Commission for Women
LAS	League of Arab States
MNA	Middle East and North Africa
SAGE	Sustainable Advancement of Gender Equality and Empowerment
WNC	Women National Committee

Preface

EVALUATION OBJECTIVES AND METHODOLOGY

This review of the Arab Network for Gender and Development (ANGED) is one of 22 reviews undertaken as part of an independent evaluation by the Independent Evaluation Group (IEG) of the effectiveness of World Bank support for multi-country regional programs over the past ten years (1995-2004). Sixteen of the reviews are desk reviews; the other six reviews, including this assessment, are in-depth field studies.

All reviews draw on core program documentation as well as program progress reports, existing self- and/or independent program evaluations, related Bank country assistance strategies (CAS) and sector strategies, and interviews with key Bank staff. A two-member IEG team also conducted a mission to Tunisia, Jordan and Yemen during the period of November 30 – December 12, 2005 to obtain views on the relevance, effectiveness, and efficiency of the Bank's role from key policymakers, donors, researchers, NGOs, and stakeholders within and outside the Network. Please see Annex F and G for individuals interviewed and a list of all documentation reviewed, respectively.

EVALUATION CRITERIA

The 22 reviews use the IEG evaluation criteria of relevance, efficacy, and efficiency. In addition, they assess the Bank's performance and examine the performance of the regional program's participating countries. The key evaluative questions addressed under these criteria—designed to deal with the special characters of multi-country programs—are as follows.

Relevance

- **Subsidiarity:** To what extent is the program being addressed at the lowest level effective, and either complements, substitutes for, or competes with Bank country or global programs?
- **Alignment:** To what extent does the program arise out of a regional consensus, formal or informal, concerning the main regional challenges in the sector and the need for collective action? To what extent is it consistent with the strategies and priorities of the region/sub-region, countries, and the Bank?
- **Design of the regional program:** To what extent is program design technically sound, and to what extent does it take account of different levels of development and interests of participating countries, foster the confidence and trust among participants necessary for program implementation, and have clear and monitorable objectives?

Efficacy

- **Achievement of objectives:** To what extent has the program achieved, or is it likely to achieve, its stated objectives, including its intended distribution of benefits and costs among participating countries?
- **Capacity building:** To what extent has the program contributed to building capacities at the regional and/or participating country levels?

- **Risk to outcomes and impact:** To what extent are the outcomes and impacts of the program likely to be resilient to risk over time? To what extent have the risks to project outcomes been identified and measures to integrate them been undertaken?
- **Monitoring and Evaluation:** Has the program incorporated adequate monitoring and evaluation processes and taken care of available findings?

Efficiency

- **Efficient use of resources:** To what extent has the program realized, or is it expected to realize, benefits by using a reasonable levels of time and money?
- **Governance, management, and legitimacy:** To what extent have the governance and management arrangements clearly defined key roles and responsibilities; fostered effective exercise of voice by program participants and coordination among donors; contributed to or impeded the implementation of the program and achievement of its objectives; and entailed adequate monitoring of program performance and evaluation of results?
- **Financing:** To what extent have financing arrangements affected positively or negatively the strategic direction, outcomes, and sustainability of the program?

World Bank's Performance

- **Comparative advantage and coordination:** To what extent has the Bank exercised its comparative advantage in relation to other parties in the project and worked to harmonize its support with other donors?
- **Quality of support and oversight:** To what extent has the Bank provided adequate strategic and technical support to the program, established relevant linkages between the program and other Bank country operations and an appropriate disengagement strategy for the program, and exercised sufficient oversight of its engagement?
- **Structures and Incentives:** To what extent have Bank policies, processes, and procedures contributed to, or impeded, the success of the program?

Participating Countries' Performance

- **Commitments and/or capacities of participating countries:** How have the commitments and/or capacities of participating countries contributed to or impeded the success of the program? Have one or more countries exercised a primary leadership role?
- **Program coordination within countries:** To what extent have there been adequate linkages between the regional program's county level activities and related national activities?

Executive Summary

Background

1. The social and economic status of women in the Middle East and North Africa (MNA) region has improved over the past decade but still lags that of men. For example, women's economic participation and political empowerment remains low compared to other regions. In 1993, regional and international donors and the Government of Tunisia launched the Center of Arab Women for Training and Research (CAWTAR) to address development-related gender needs by providing gender training, research, and clearing house and advisory services at the regional level. To reinforce this regional effort, the World Bank and CAWTAR established the Arab Network for Gender and Development (ANGED) in 2002.

Program Summary Description

2. ANGED is a regional network of individuals and institutions comprising government officials, researchers, media professionals, and other experts, as well as research centers, NGOs, and regional institutions from 19 Arab countries. Some international experts and organizations are also members. Implemented by CAWTAR, the Network's four main objectives are to:

- Mobilize regional expertise and resources to address and draw attention to issues of gender and development
- Contribute to the regional formulation of policy recommendation on gender equality in the context of the Arab region
- Produce and disseminate findings of policy-oriented analyses for use by policymakers and media in the promotion of gender equality
- Provide a space for dialogue on gender issues within the region

3. To advance these objectives, ANGED gathers and shares information on gender studies and knowledge, sponsors meetings and workshops, and commissions research papers. It also involves members as trainers and trainees in specialized training activities and supports their participation in regional and international policy forums. Five topics, which form the agenda of CAWTAR, have been the main focus of ANGED's activities—economic participation, adolescence, women in the media, women in decision-making, and women's rights.

4. Since its inception in 2002, ANGED has obtained the bulk of its financing from the World Bank's Development Grant Facility. This funding amounted to some \$1 million over the four-year period FY02-FY05. Other donors such as the Arab Gulf Programme for United Nations Development Organizations, UNDP, and the Government of Tunisia provide institutional support to CAWTAR.

Rationale for the Regional Program

5. Even though it is at the country level that changes in gender policies must be made, ANGED's diverse membership and broad scope of activities meet regional needs to build knowledge, strengthen capacities, and foster dialogue to promote change. There are three reasons for implementing the knowledge and capacity building activities at the regional level:

- Policies can be informed and programs strengthened by comparative analysis, standardization of data, and the exchange of knowledge and experience across countries, especially in a regional context in which there are shared socio-economic conditions and cultural/religious values
- Economies of scale can be gained from regional information, knowledge, consensus, and capacity building activities
- Addressing gender disparities at a regional level can facilitate dialogue on issues too sensitive to debate in a single country context, and help combat suppression and isolation of women leaders in the region.

Quality of Design & Implementation

6. The design of ANGED has three strong features that are well suited to advance its aims. Its establishment within CAWTAR situates the network within an organization with wide connections throughout the region and a reputation for independent work. The mix of governmental and non-governmental members helps to bring a policy relevance to its research and advocacy work. The work program's combination of research, policy dialogue, and training activities aims to build both knowledge and the capacities to use it cost effectively. Still, ANGED is in need of consolidating its networking processes and country level relevance. In particular, it has not yet clearly defined the role and responsibilities of members, established effective ongoing communication with members between events, nor developed the means to provide support and guidance to members on the implementation of activities at the country level—where policy change has to occur.

7. Although ANGED has benefited from operating under the aegis of CAWTAR's established program infrastructure, regionally well-recognized Executive Director, and a prominent Board, there have been considerable weaknesses in its governance and management arrangements, which are only now beginning to be adequately addressed. The CAWTAR Board of Trustees has exercised little strategic direction or oversight over ANGED, and has not played an active role in mobilizing resources for the Network. The absence to-date of an Advisory Committee has left ANGED's management without a mechanism for providing regular advice from regional experts on issues of substance and process. Management and most staff are highly committed to and competent in their implementation of Network activities, but they are stretched too thin with responsibilities for both CAWTAR and ANGED activities.

Program Achievements

8. In four years, ANGED has built a region-wide membership base of some 150 individuals and institutions, brought new knowledge and expertise into regional and

country policy dialogues, established its credibility as an open forum for dialogue on sensitive gender policy issues, and designed and implemented a range of research, capacity building, and advocacy activities involving its members. These measures have established ANGED as a regional asset for promoting the goal of gender equity network in an environment where gender policy research and dialogue is neither a widely-endorsed nor well-established practice. Its value is demonstrated by the participation in its meetings of ministers and deputy ministers, parliamentarians, media, civic and private sector leaders, and senior researchers. It is also demonstrated by the representation of its members in regional policy dialogues, and the increasing number of regional and international agencies interested in collaborating with and/or funding specific network activities.

9. But ANGED's impact at this point falls short of its stated intentions for its first four years due in part to its still weak network processes and outreach. ANGED's main mechanisms—such as its Annual Meetings, website, research dissemination and advocacy workshops—remain rudimentary and there is much room for improvement in the quality, reach, and prioritization of its activities. Even though capacity building is an underlying aim of ANGED, it has not set explicit capacity building targets or progress indicators. Nor has management designed and implemented an overall resource mobilization strategy that would put ANGED on a sustainable financial footing and allow it to prioritize and sequence its program activities effectively.

Effectiveness of World Bank Performance

The Bank, in collaboration with CAWTAR, initiated ANGED in recognition of the value added that a regional network could have for building awareness, sharing knowledge, and reinforcing ongoing efforts of individuals and institutions in the region. The Bank has been ANGED's principal source of financial support and has provided continuous technical assistance. The Bank has been an active member of the Technical Committee since 2003, and it has taken on a broader partnership role since joining CAWTAR's Board of Trustees in 2005. In particular, the Bank is now working with CAWTAR's core funders to harmonize views on how to strengthen CAWTAR governance and management. But the Bank underestimated the time and resources required to establish a well-functioning and financially sustainable network. Also it has not adequately evaluated ANGED's efficiency and effectiveness to determine whether its investment of time and scarce grant resources will actually achieving the expected value for the program's intended beneficiaries and the Bank's own priorities in the region.

1. Introduction

CHALLENGES FACING THE SECTOR

1.1 The social and economic status of women in the Middle East and North Africa (MNA) region has improved over the past decade. For example, between 1990 and 2002, primary school enrollment rates for girls increased by about 10 percent¹ and the female mortality rate decreased from 184 to 145 per 1,000 live births. But as shown in Table 1.1, even with such improvements, the current status of females lags that of men—for some indicators even more than in regions with much lower GNP per capita (Africa and South Asia).

Table 1.1: Socio-economic Data Across the Bank Regions (2000)

	MNA	AFR	EAP	SAR	LAC	ECA
GNP per capita (US\$)	2,160	480	860	440	3,700	2,000
Primary enrollment rates (% gross)						
Male	103	94	114	103	126	104
Female	93	80	114	88	122	101
Primary completion rates (%)						
Male	90	58	101	84	86	99
Female	84	49	98	71	93	95
Mortality rates, adult, (per 1,000)						
Male	194	519	179	249	222	317
Female	145	461	122	199	125	136
Total labor force (millions)	99	290	1,026	602	220	238
Female labor force participation (% of total)	28	42	45	33	35	46

Source: Summary Gender Profile, World Bank Gender Stats database of Gender Statistics, <http://devdata.worldbank.org/genderstats>. Data for gross primary and secondary enrollment rates were compiled from <http://sima-ext.worldbank.org/query/>, access as of January 2006.

1.2 Women’s economic participation and political empowerment remains low compared to other regions. Females account for only 28 percent of the labor force—the lowest rate of participation among Bank regions. According to a recent World Bank report, the per capita growth rate of the region could have been 2.6 percent instead of 1.9 percent if more women participated.² Additionally, only some 7 percent of women are in the national parliament, compared to over 12 percent in all other regions.³ Most national constitutions grant equal rights to women. But, according to a study by the Bank, “even where laws are favorable, the traditional paradigm, in practice, exerts a big effect on

¹ Female primary enrollment rate: 87% in 1990 and 96% in 2002; Female secondary enrollment rate: 57% in 1990 and 69% in 2002. Percent increase/decrease is calculated by $(X_2 - X_1)/X_1$. <http://sima-ext.worldbank.org/query/>

² World Bank, *Gender and Development in the Middle East and North Africa: Women in the Public Sphere*, 2004, p. 74.

³ Political participation is most commonly measured by the number of women in national parliaments. Inter-Parliamentary Union. www.ipu.org. World Bank, “Sector Brief: Gender in MENA.” Gender Overview. <http://siteresources.worldbank.org/INTMNAREGTOPGENDER/Resources/GENDER-ENG.pdf>

actual behavior in the labor market. Wage discrimination and sex-based job segregation remain, as do wide gaps between the intent of the family-friendly laws, such as those about maternity leave and childcare, and their effects in practice.”⁴

1.3 In 2002, the World Bank and the Center of Arab Women for Training and Research (CAWTAR), in Tunisia, established the Arab Network for Gender and Development (ANGED) to reinforce CAWTAR’s efforts aimed at reducing these gender disparities. (Box 1.1 describes CAWTAR’s aims.)

Box 1.1: The Center of Arab Women for Training and Research

The Center of Arab Women for Training and Research, established in Tunis in 1993 by the Government of Tunisia, the Arab League and other donors (such as AGFUND, UNDP, and the EU) aims to promote Arab women's participation in development by providing gender training, research, clearing house services and advisory services. CAWTAR is a partnership between donors, to address development-related gender needs at the regional level. It is the first and only regional institution representing NGOs in the Arab speaking countries in the Middle East and Africa regions that is committed to promote the participation of Arab women in development. CAWTAR has gone through three phases (1994-97, 99-01, and 02-04) as a result of restructuring and expansion. Its main objectives are to:

- Develop and reinforce a new vision of Arab women, and change the traditional view of gender roles in the process of social development
- Raise awareness among policymakers, interest groups, institutions and the general public about the current situation of Arab women
- Enhance the capacity of policymakers to monitor, analyze, and design policies from a gender perspective
- Coordinate efforts among governments, NGOs, regional and/or international organizations operating in the field of women’s development to achieve a common goal

⁴ World Bank, *Gender and Development in the Middle East and North Africa: Women in the Public Sphere*, 2004, p.133. Table 5.1 Equal Rights under the Constitution.

REGIONAL PROGRAM SUMMARY DESCRIPTION

1.4 ANGED is a regional network of individuals and institutions. Its current membership comprises some 150 government officials, researchers, media professionals, and other experts, as well as research centers, NGOs, and regional institutions from 19 Arab countries.⁵ Some international experts and organizations are also members.

1.5 Implemented by CAWTAR, the Network's four main objectives are to:

- Mobilize regional expertise and resources to address and draw attention to issues of gender and development
- Contribute to the regional formulation of policy recommendation on gender equality in the context of the Arab region
- Produce and disseminate findings of policy-oriented analyses for use by policymakers and media in the promotion of gender equality
- Provide a space for dialogue on gender issues within the region

1.6 To advance these objectives, ANGED gathers and shares information on gender studies and expertise, sponsors meetings and workshops, and commissions research papers. It also involves members as trainers and trainees in specialized training activities and supports their participation in regional and international policy forums. To-date five topics, which form the agenda of CAWTAR, have been the main focus of ANGED's activities: economic participation, adolescence, women in the media, women in decision-making, and women's rights.

1.7 Since its inception in 2002, ANGED has obtained the bulk of its financing from the World Bank's Development Grant Facility. In FY04 and FY05, DGF funding also provided for the start up a separate Persian Gender Network, which was launched by the University of Tehran's Center for Women's Studies (CWS), links between the two regional networks, and the strengthening of CAWTAR's capacities to build and manage ANGED. This funding amounted to some \$1.2 million over the four-year period covered by this review (FY02-FY05), of which close to \$1 million has been for ANGED activities. While the Bank provided advice to CAWTAR on increasing its prominence in the region generally, its DGF grant support was expressly focused on initiating the two gender networks, and its progress on this stated objective which is assessed in this review. In FY06, the Bank agreed to a further round of funding for ANGED as part of an expanded program, named the *Sustainable Advancement of Gender Equality and*

⁵ The 19 Arab countries include: Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Palestine, Saudi Arabia, Sudan, Oman, Syria, Tunisia, Qatar, the United Arab Emirates, and Yemen. Individuals from Canada, Italy, Pakistan, Somalia, Austria, and the United Kingdom have also participated in the Network.

Empowerment (SAGE/MENA) Initiative, which also continues support for the Persian Gender Network and initiates funding for a CAWTAR-executed program to mainstream gender analysis into the work selected economic policy research centers and think tanks in the MENA region.⁶ Neither the Persian network nor the new policy research and analysis program are covered in this review, however, because both are too new.

⁶ Similar to ANGED, the Persian Gender Network aims to promote dialogue on gender and development among policymakers research centers, practitioners, and development partners. Its members are from the three Farsi-speaking countries of Iran, Afghanistan, and Tajikistan. Neither this second network nor the new policy research and analysis program are covered in this review because both are too new.

2. Relevance: Overarching Regional/Sub-Regional Relevance of the Program

2.1 **Summary:** ANGED's focus on reducing gender gaps is highly relevant to the development challenges facing countries throughout the Arab world. It is a unique, independent regional mechanism viewed by its members and other stakeholders in the MENA region as a credible place to discuss country experiences and debate policies on sensitive gender issues. Both its diverse membership and its broad scope of research, training, and advocacy activities meet regional needs to build knowledge, strengthen capacities, and foster dialogue to promote change. But there are weaknesses in the design of its networking processes—notably its lack of clearly defined membership roles, a strategy for guiding and supporting members' activities at the country level, and explicit outcome objectives and accompanying performance indicators—which have become evident in the course of its start up and have, so far, limited its potential.

SUBSIDIARITY PRINCIPLE

2.2 The principle of subsidiarity states that a program should be organized and carried out at the lowest level effective. In the case of ANGED, there are three main reasons for establishing the program on a regional level.

- ***Common conditions provide a regional context for cross-country learning, sharing of knowledge, and comparative analysis.*** While women's status varies from country to country within the Arab world, a shared religion, socio-cultural norms, and language is conducive to the exchange of knowledge and experience across countries and to comparative analyses. Most stakeholders interviewed in Tunisia, Jordan, and Yemen believe that the factors contributing to gender inequality coupled with the varying experience in each country provide the basis for useful comparative analysis, cross-country learning, exchange of points of view, and identification of best practices.
- ***Economies of scale can be gained from regional information, knowledge, consensus, and capacity building activities.*** Greater knowledge and information on gender disparities and their impact on development in the Arab world is needed to increase awareness and inform policies. Building and disseminating knowledge and providing specialized training on gender issues on a regional basis can be a cost effective way to marshal the knowledge and competencies needed.
- ***A regional setting offers a conducive environment for debate and policy advocacy.*** According to ANGED members, addressing gender disparities at a regional level allows for dialogue on issues too sensitive to debate in a single country context. A regional network also helps combat the suppression or isolation of women leaders in the region.

2.3 The large majority of people interviewed for this review, during an ANGED annual meeting and in discussions held in three countries (Tunis, Jordan, and Yemen)

emphasized these reasons in explaining a regional Network focused on gender was relevant to their countries. Box 2.1 provides a sample of their views.

Box 2.1: Broad Consensus the Rationale for a Regional Network

Network members and other ANGED meeting participants see value in a regional exchange of experiences and comparative analysis of conditions facing women within the Arab world.

- “Countries in this region are very different, but we are all Arabs and Muslims...we can unify and learn from each other.” (Tunisia)
- “The diversity of Arab countries is a factor of enrichment and allows for the exchange of points of view and best practices.” (Tunisia)
- “The Network can help replicate successful projects in other countries.” (Yemen)
- “The use of the Network adds visibility to the issue and connects people to talk about it more.” (Tunisia)
- “The network is very important. The network supports the role of civil society.....We need to exchange experiences with others to see what needs to be improved.” (Jordan)

Source: Interviews with network members and others at the ANGED Annual Meeting, December 2-3, 2005, and in Tunisia, Jordan, and Yemen, December 1-12, 2005.

ALIGNMENT WITH COUNTRY, REGIONAL, AND BANK GOALS AND STRATEGIES

2.4 ANGED reinforces the work on gender issues of a center of increasing influence in the MNA region.⁷ Its aim to mobilize expert analyses and promote policy dialogue on reducing gender inequalities is also aligned with the work on gender mainstreaming of the Bank’s MNA region.

2.5 Although the status of women differs in countries across the region, policy discourse and change in the area of women’s rights is taking place in many countries, and ANGED aims to strengthen that dynamic. On a regional level, there is increasing government level recognition that there is a problem to be addressed. This recognition has been expressed in official events and policy statements in the last few years, such as the League of Arab States (LAS) conference on *Women in the Arab World: Partners in the Community and on the World Stage* in 2004, and LAS’s support to the Arab Women Studies Center for its annual award to 10 distinguished Arab women in various fields.⁸ At a country level, several countries have created Ministries (or ministry departments on women affairs). In 1992, Jordan was the first country to establish a semi-governmental commission, the Jordanian National Commission for Women (JNCW), of institutions and

⁷ Some regional events that ANGED members have been invited to include the international Arab seminar on the “Position of Human Rights in Curricula and School Manuals at High Education Level,” a regional conference on “Participation of Arab Women in Political Life,” and a workshop on “Alliance of Arab Women Against Violence.”

⁸ www.arableagueonline.org

individuals involved with women's issues to devise national strategy for women.⁹ In 1993, the Ministry of Women's and Family Affairs in Tunisia was established. In Yemen, the Women's National Committee (WNC) was created in 1996 as the main governmental agency to promote gender equality in government policies and programs.¹⁰

2.6 Within the World Bank, reducing gender disparities and enhancing women's economic participation is a corporate and MNA regional strategic objective.¹¹ The current MNA Regional Strategy identifies gender as one of its five priority areas. Also, the Bank has country programs in nine of the 19 countries in which there are ANGED members, and all of countries' recent CASs highlight gender mainstreaming as a feature of country operational and analytical work. Bank staff note that ANGED activities and its individual members are looked to as an important "sounding board" for the Bank's work.

REGIONAL CONSENSUS

2.7 Although there is clearly no region-wide consensus on promoting gender equity as a priority, this review heard strong endorsements from a broad range of government officials and others for an independent regional network aimed at fostering informed dialogue on the issue across the Arab world. Some 150 people from Arab and non-Arab countries participated in an early ANGED regional seminar focused on establishing its partnerships and networking relations, and the number and diversity of people who have participated in ANGED events since then has increased. Still, ANGED faces major challenges in influencing policy and in supporting the efforts of those working in the region's diverse country contexts. As one government official stated in an interview for this review, the "Network is very important," but "we don't want to see the Network imposing on national policies because gender issues are a sensitive topic."¹²

DESIGN OF THE REGIONAL PROGRAM

2.8 The design of ANGED has three strong features are well suited to advancing its aims.

- Its establishment under the aegis of CAWTAR situates the network within an organization with wide connections throughout the region and a reputation for independent work. This arrangement has given it regional credibility from the outset (though as discussed in section 4 below it has also entailed some governance problems).

⁹ www.jncw.jo

¹⁰ World Bank, "Republic of Yemen: Gender Overview," 2003.

¹¹ The Bank's operational policy (OP 4.2) states that it "aims to reduce gender disparities and enhance women's participation in the economic development of their countries by integrating gender considerations in its country assistance program."

¹² Stakeholder meeting, Jordan, December 2005.

- Its mix of governmental and non-governmental members helps to bring a policy relevance to its research and advocacy work. It also provides a direct means for channeling ideas and information into policymaking.
- The work program's combination of research, policy dialogue, and training activities aims to both build knowledge and capacities to use it in cost effective ways.

2.9 At the same time, there are two major design weaknesses, which have limited how effectively ANGED draws on and enhances the gender work of its members.

- The definition of roles and responsibilities of Network members are not clear. Besides attending meetings and participating in activities to which they are expressly invited, members in the Network do not have a clear sense of what networking functions are expected of, or available to, them. To get the most value added out of the network, members need to know how they can best to use the network for on-going peer-to-peer exchange and feedback on their individual efforts and what support they can expect if they initiate activities within or among their respective countries.
- ANGED lacks a strategy and processes for connecting members and fostering knowledge dissemination and dialogue at a country level. Its regional activities can help to inform policymaking, but for change to occur policy advocacy has to take place within countries. How the capacity and coordination of members can be strengthened to carry out this country-level work is not built in to ANGED's program design. Members emphasize that this is particularly important because networking and collaboration to promote change are not well-established functions in their countries or professional communities.

CLARITY AND MONITORABILITY OF OBJECTIVES

2.10 ANGED does not have a statement of monitorable outcome objectives. Its overall goal of attaining gender equity across the region is too general to serve as a program target. Its program objectives—to mobilize regional expertise, contribute to policy formulation, produce and disseminate policy analyses, and foster dialogue—are defined in terms of processes. And its related performance indicators, which track outputs not outcomes, are not, for the most part, time bound or quantitative. Therefore, they do not help the Network to know how effective its activities are. For example, although one set of indicators identifies the preparation and dissemination of reports as a key deliverable, they do set targets for how many reports are to be produced, who they are expected to inform, or how they are expected to be used.

2.11 The need for ANGED to define its outcome objectives, link activities to the achievement of those outcomes, and set monitorable performance indicators has been highlighted by network members and outside experts. Over a third of network members interviewed expressed the view that the purposes, desired outcomes, and timelines of ANGED's planned activities are not well articulated. An Expert Group Meeting,

convened by ANGED in 2004, also emphasized that in order to enhance product quality and measure effectiveness, goals for each activity should be clear and achievable.¹³

¹³ CAWTAR, “Report on the Expert Group Meeting,” 2004, p.5.

3. Efficacy: Outcomes, Impacts, and Sustainability

3.1 *Summary:* In four years, ANGED has built a region-wide membership base of some 150 individuals and institutions, brought new knowledge and expertise into regional and country policy dialogues, and engaged media on issues of gender. It has also provided its members opportunities for training and knowledge sharing. These measures have established ANGED as a regional asset for promoting the goal of gender equity, as indicated by the level of participation in its meetings, the representation of its members in regional policy dialogues, and the increasing number of regional and international agencies interested in collaborating with and/or funding specific network activities.

3.2 But ANGED's main mechanisms—such as its Annual Meetings, website, research dissemination and advocacy workshops—remain rudimentary and there is much room for improvement in the quality, reach, and prioritization of its activities. On the basis of what has been accomplished to-date, it does not appear likely that ANGED will achieve its intended substantial impact without considerable strengthening of its processes and activities. While ANGED has been able, in a short amount of time, to launch a gender network in an environment where gender policy research and dialogue is not a widely-endorsed nor well-established practice, its efficacy at this point of time falls short of its stated intentions in its first four years, reflecting its still weak network processes and outreach.

ACHIEVEMENT OF OBJECTIVES

3.3 By the end of 2005, ANGED had taken steps to advance each of its four main process objectives. It has established a membership base of some 150 individuals and institutional members and launched a variety of research, training and advocacy activities (Table 3.1 provides a summary of main steps, which are also discussed in more detail in paragraphs 3.4-3.13.).

Table 3.1: Summary of Steps Taken to Achieve Objectives

Objectives	Steps Taken
Mobilize regional expertise and resources to address and draw attention to issues of gender and development	Established a regional network comprised some 150 individuals and institutions Stimulated three spin-off networks on specific gender topics Offered training to selected members
Contribute to the regional formulation of policy recommendation on gender equality in the context of the Arab region	Engaged members in formulation of the policy recommendations of major research projects Sponsored participation of members in regional discussion of gender by such organizations as the League of Arab States, World Bank, and UNDP
Produce and disseminate findings of policy-oriented analyses for use by policymakers and media in the promotion of gender equality	Engaged members in the production of CAWTAR’s major reports and the dissemination of findings to policymakers, the media and other stakeholders Initiated research competitions to expand members’ work on gender Invited members to present papers on specific gender topics at ANGED Annual Meetings, workshops, and conferences
Provide a space for dialogue on gender issues within the region	Initiated and hosted a network Annual Meeting as a forum for members and non-members to exchange experiences, report of research activities, and deliberate on topics in need of further attention

3.4 In the absence of any monitoring and reporting of the actual outcomes of these steps, this review can only assess ANGED’s efforts in terms of these output measures. The following paragraphs discuss the quality and reach of these outputs organized along lines of ANGED’s three main areas of activity—research, training, and policy advocacy.

3.5 ANGED has engaged its members in three types of **research** activities, which take account of members’ varied capacities. Network members who are recognized experts have been recruited to participate in the preparation of CAWTAR’s annual flagship report, the Arab Women Development Report (AWDR).¹⁴ This has helped to broaden CAWTAR’s reach into the research community across the region. In addition, ANGED issues calls for papers from its general membership on issues related to the AWDR and runs a research competition as a way to raise awareness among young researchers. For example, network members have provided national studies on the situation of adolescent girls as background to the AWDR on adolescents. It also arranges for selected papers to be discussed by members at ANGED Annual Meetings as a way to share knowledge and build capacity among less experienced researchers.

¹⁴ CAWTAR’s first AWDR was in the dissemination phase when ANGED was established, so members were involved in follow-up in-depth papers and specific dissemination and advocacy activities. Since then, members have participated in the production as well as the dissemination stage. Notably, the second AWDR, focused on adolescent girls, stimulated a spin-off network and active advocacy work.

3.6 Virtually all members interviewed see ANGED's involvement in research as an important function of the network, but, to-date, views are mixed on the quality and focus of these activities, and dissemination has been limited. Members see the flagship reports as highly useful as products for informing and stimulating regional policy debate. And they find the other research activities useful ways to extend their ongoing research and expand their interaction with peers from across the region. But they also point to three weaknesses in these research activities. First, some researchers are critical of the technical quality of the work. Second, members find the peer-to-peer interaction that occurs at meetings too cursory, and they see this as a major missed opportunity for the Network to foster exchange of views and enhance capacity. Third, members contend that there is not adequate transparency in the ANGED Secretariat's selection of individuals to participate in various research activities, and that the same individuals are being used too often. Several recommend that a seasoned research director and research advisory committee is needed to oversee the integrated research activities of CAWTAR and ANGED. These are steps which the Bank's FY04 and FY05 DGF funding proposals indicated would be taken and which ANGED's board just recently approved, as discussed in paragraph 4.X below.

3.7 The launch of ANGED has helped to expand the dissemination of research products and findings. The findings of the AWDR are disseminated by region-wide mailings as well as through workshops and conferences, which have been bolstered by the participation of Network members. But the reach of ANGED's research output is still limited. Major reports are not made readily available to even to network members who have not attended events. In Yemen and Jordan government officials, NGOs, and researchers working on gender issues reported that they were not aware of studies and reports or they had experienced difficulties in receiving copies. Also, the CAWTAR website, including an ANGED page, was not launched until late-2005, despite having been a stated priority in all annual network plans since 2002, and is not yet fully developed. For example, the search procedure presupposes that one can name the document being sought rather than providing a list of available documents to browse and upcoming events are not announced. This slow start-up of the website has also limited ongoing communication among members as discussed more below.

3.8 ANGED has involved its members as trainers and trainees in specialized **training** activities which serve the needs of different groups of individuals. But so far participation by members has been limited. Some 35 of ANGED's 150 members participated in about 15 workshops and other training events that have taken place at the regional, sub-regional, and country levels since inception (as indicated in Table 3.2).¹⁵ Media training has dominated, and is well regarded by participants. For example in 2003, nine ANGED members participated in a workshop on the role of media to support women's rights; and in 2004 six journalists attended various training activities and reported that the training influenced their work. According to one media professional,

¹⁵ This is a rough estimate based on information culled from various ANGED documentations. There is no regular reporting of member participation.

“the training sessions have made me and my colleagues more aware of gender issues.”¹⁶ Also, as a result of their interest in these programs and network research activities, ANGED media members have created a spin-off network as a way to sustain peer interaction, dialogue, and press materials on the role of women portrayed by and working in media.

Table 3.2: Few Members Have Yet Participated in Training Events (2002-2005)

Activities	Focus Area	Number of members
Seminar	Gender mainstreaming	1
Seminar	Media	1
Adolescent network	Child rights	4
Workshop	Media	9
Adolescent network/ expert mtg.	Adolescence	6
Regional workshop	Violence against women	1
Regional workshop	Political participation	1
Regional workshop	Human rights in schools	1
Expert evaluation meeting	Present adolescent training kit	6
Forum	Children rights and media	3
Seminar	Gender	1
Workshop	Youth strategy	1

Source: CAWTAR, “The Arab Network for Gender and Development @NGED: Synergies and Contributions 2002-2005,” p. 12; CAWTAR, “Annual Report 2004,” p.16; Executive Director’s written response, January 2006.

3.9 All categories of members report that the ANGED training programs and workshops have been useful to them in work. At the same time, they see the need for much more training, particularly in areas of communication, dissemination, and evaluation.

3.10 ANGED’s **policy dialogue and advocacy** activities are drawing attention to gender issues in the region, though they do not yet have extensive reach. Activities involving media have been particularly successful in raising awareness and generating articles about CAWTAR research findings and ANGED activities in regional, national, and local Arabic newspaper and television stories.

3.11 Annual Meetings are ANGED’s signature mechanism for knowledge sharing, dialogue, and policy advocacy. Each of ANGED’s four annual meetings since 2002 has been attended by over 100 participants. According to those participating in 2005, the two-day annual meeting served as a highly valuable opportunity for informal networking and for hearing about new areas of research on such issues as women participation in the economy and in decision-making. But they also contend that the Annual Meetings have proved far less effective in achieving other aims that the meetings tried to serve. In particular, members do not find these meetings effective forums for peer-to-peer research feedback or policy dialogue because the meeting schedules have been too crowded to

¹⁶ Interview, Tunisia, December 2005. As part of the media awareness-raising and advocacy program, CAWTAR has launched research competitions for Arab journalists who cover issues relating to gender and development.

achieve their intended multiple purposes. In addition, members interviewed in Jordan and Yemen who did not attend contend that “little is brought back” to the countries. If the meetings are to be more useful, their purposes have to be more sharply defined, and their agenda appropriately set to achieve differentiated aims.

3.12 Members also see the need for additional opportunities for regional knowledge sharing and policy dialogue. Interaction and communication among members in between annual meetings is limited. The delayed start up of the website, as noted above, and, in particular, the absence of an interactive function is part of the problem. An evaluation of CAWTAR conducted for the World Bank in 2003 gave the website’s effectiveness a low rating of one on a scale of four.¹⁷ A subsequent CAWTAR Expert Group Meeting in 2004 found little improvement, emphasized the need for strong electronic communication, and recommended that the establishment of an interactive electronic forum.¹⁸

3.13 Furthermore, there is limited communication and interaction among members within countries. And the majority of members interviewed in three countries were not aware of other local network members. For example, meetings in both Jordan and Yemen revealed that many individual members in those countries did not know of each others’ participation in ANGED. In Yemen, this was the case even for individuals on the Women’s National Committee (a mechanism which brings groups together and serves as a main voice on gender issues). Many members interviewed spoke of the need for some form of a “focal point” in their country—to organize research dissemination and policy forums and to bring members together for ongoing peer-to-peer learning and dialogue. The management of ANGED sees this idea as infeasible and politically undesirable because of the likelihood that such a mechanism would not be sufficiently inclusive. So, the issue of how to extend the reach of networking activities to the country level, where policy change has to take place, remains unresolved.

REALIZED DISTRIBUTION OF COSTS AND BENEFITS

3.14 ANGED activities benefit some countries and some individual members more than others. While this variation is due, in part, to differing national and individual interests, it also reflects ANGED’s outreach capacities to date. The Annual Meetings and the majority of other network activities occur within ANGED’s host country, Tunisia, though some seminars and workshops have been held elsewhere. The selection of members to participate in research, training, and workshops and conferences has so far engaged a relatively limited number of individuals. Two comments capture views frequently expressed in interviews of members. Members not directly involved in ANGED activities do not tend to know about them: the network “needs to draw on others to participate in its activities. It can’t be the same individuals for all their activities.”¹⁹

¹⁷ World Bank, “Evaluation of the Center of Arab Women for Training and Research (CAWTAR) 2000-20003,” 2004, p. 12.

¹⁸ CAWTAR, “Report on the Expert Group Meeting,” 2004, p.8.

¹⁹ Stakeholder meeting, Yemen, December 2005.

CAPACITY BUILDING

3.15 Even though capacity building is an underlying aim of ANGED, it has not set explicit capacity building targets or progress indicators. Nor does ANGED monitor and report regularly on the outcomes of its intended efforts to build the capacity of the groups of individuals on which these efforts are focused—researchers, media professionals, and policymakers.

3.16 According to CAWTAR management, ANGED faces the challenge of very different levels of competencies among individual and institutional members—in structuring and presenting analyses, formulating policy recommendations, and advocating for change. Members share this view and emphasize that there is a general lack of experience in networking and collaboration to promote change. A Bank task manager also contends that “the capacity of members tends to be weak. Particularly, it is the research centers at the universities that need to be strengthened. The way to carry this out is to pull people together to learn from each other.”

3.17 The wide range of capacity weaknesses is the reason ANGED has developed three different ways of engaging members in research (as discussed in Para. 3.4), offers specialized training, and uses its Annual Meetings and other workshops for a combination of peer-to-peer feedback and policy dialogue. A major problem with the current approach is that ANGED is attempting to use individual mechanisms for multiple purposes. For example, members are invited to present papers at Annual Meetings both as input into policy dialogue and as a means for peer review. As members attest, to be effectively pursued these purposes need to be addressed separately.

RISK TO OUTCOMES AND IMPACTS

3.18 The biggest risk for ANGED, which is beyond its control, is that political momentum in countries in the region will not support efforts to increase gender equity. Although discourse is occurring in a number of countries, an inhospitable political environment has impeded the start-up in Iran of the Farsi-speaking network. ANGED is helped in dealing with this risk by the legitimacy it derives from being located within CAWTAR which receives support from major Arab sources—notably the Tunisian government, Arab Gulf Programme for United Nations Development Organizations (AGFUND), and HRH Prince Talal Bin Abdul Aziz of Saudi Arabia—and which is increasingly looked to participate in regional policy forums.

3.19 A second risk is that ANGED will spread itself too thin relative to its human and financial resources. Its lack of outcome objectives and prioritization of activities to advance those objectives exacerbates this risk. At present, ANGED is doing too many things to increase gender knowledge, expertise, and policy advocacy to be effective in all of them. In order to maximize the quality and impact of its capacity building efforts as well as its policy research and advocacy work, ANGED will have to define the purposes of its activities more clearly and set clearer priorities among its aims.

3.20 There is a risk that continued lack of understanding on the part of members of what is expected of them and they can expected of the network—in terms of their roles at both a regional and national level—will lead to an underutilization or waning commitment of individual members. More ongoing communication and support for in-country activities seem to be key to mitigating this risk.

3.21 Also, ANGED faces financing challenges that affect how it is able to handle its other risks. The program does not have the resources to meet current program aims and it does not appear to be sustainable without continued donor financing, including funding from the World Bank. Indeed, the World Bank notes in its proposal for continued funding for ANGED that “we see no coordinated funding vehicle as part of this GPP that would clearly create financial sustainability beyond GPP funding.”²⁰ This issue of ANGED financing is discussed in more detail below (in section 4).

²⁰ World Bank, “Partnership Review Note, GPP Comment Sheet on the SAGE program,”2005, p.4.

4. Efficiency: Governance, Management, and Financing of the Regional Program

4.1 *Summary:* ANGED has benefited from operating under the aegis of CAWTAR's established program infrastructure, regionally well-recognized Executive Director, and prominent Board. Yet, there have been considerable weaknesses in its governance and management arrangements, which are only now beginning to be adequately addressed. Also, there are continuing weaknesses in its M&E processes, and uncertainty as to its financial sustainability. Therefore, the efficiency of ANGED's pursuit of its objectives is rated unsatisfactory (a rating of 2 on a scale of 4).

EFFICIENT USE OF RESOURCES

4.2 ANGED financial records indicate that it has fully disbursed funding received from the Bank over the period FY02-05 (see Annex E). Some 10 percent of Bank funds have been allocated to ANGED administration. But it is not possible to estimate ANGED's full administrative costs since they are not reported separately from management and administrative expenses of CAWTAR's overall program. Certain planned program and management steps, included in annual DGF funding proposals, were delayed. For example, three steps included in the FY04 and FY05 DGF funding proposals—development of a resource mobilization strategy, establishment of an advisory body to guide ANGED on substantive issues, and creation of an additional senior management position—are only now being undertaken, as discussed in more detail below.

GOVERNANCE, MANAGEMENT, AND LEGITIMACY

4.3 ANGED operates under the aegis of CAWTAR's board and management. Specific structures are defined in Box 4.1. This arrangement has provided ANGED, from the outset, with two important strengths: a) a Board of Trustees (BoT) that includes prominent individuals and institutional representatives from the region (along with international funding agencies) who give ANGED substantial regional legitimacy; and b) an Executive Director with a reputation for objective work and wide-ranging contact across the region.

Box 4.1: ANGED's Governance and Management Arrangements

- **Board of Trustees**— The Board of CAWTAR, which provides overall policy guidance and direction on the Center's work program, is ANGED's main governing body. It comprises 11 donor members and the Executive Director of the Center ex officio. The Board is chaired by HRH Prince Talal Ibn Saoud, who is also the Chairman of one of CAWTAR's largest donors, AGFUND. The Board, which expanded in 2005 to include the World Bank and LAS, meets annually.
- **Technical Committee**—The Committee, composed of representatives of donor agencies including the World Bank, provides institutional and programmatic advice. The Committee meets at least once a year, and generally more often.
- **Scientific Advisory Committee**—A consultative committee of individuals from the region to provide substantive guidance and advisory service to the Executive Director. This body, which is written into CAWTAR's by-laws, has yet to be established. Members would meet twice annually.
- **Network Advisory Council**—The Council was planned to help guide the Network on substantive issues, but was never established. Instead, a single Advisory Council for CAWTAR as well as ANGED is now expected to be created in the first half 2006.
- **Management**—CAWTAR is managed by a Director, who is appointed by the Board, and works with a staff who handle both network and CAWTAR tasks.

4.4 But the governance and management arrangements in place through 2005 did not serve ANGED well. Several main weaknesses are now being addressed or considered by the Board of Trustees. The main weaknesses and recent steps can be summarized as follows:

- Through 2005 ANGED existed in a kind of governance limbo. The CAWTAR Board of Trustees has exercised little strategic direction or oversight over ANGED, and has not played an active role in mobilizing resources for the Network. Instead, Trustees have looked to the World Bank, as the Network's main funder, to carry out these functions. Yet, the World Bank did not become a member of the Board, with formal input on CAWTAR institutional issues affecting ANGED operations, until 2005.
- The Technical Committee has operated essentially as an executive committee of the Board. But it does not have the formal mandate to act on behalf of the Board. The Committee has recommended to the Board that a change in the by-laws be made to establish a Steering Committee with this mandate.
- The absence to-date of an Advisory Committee has left ANGED's management without a mechanism for providing regular advice from regional experts on issues of substance and process. It has also meant that the program direction of ANGED has remained governed by donors.

- Management and most staff are responsible for both CAWTAR and ANGED activities. By all accounts, they are highly committed to and competent in their implementation of Network activities, but they are stretched too thin. The 2003 evaluation conducted for the Bank emphasized this point and called for the appointment of a Network Coordinator, to free up the time and attention of the Executive Director to concentrate on issues of Network strategic direction and fund-raising. Members and other regional stakeholders have also expressed the view that staff should be diversified so as to become more representative of the region. Senior management agrees with these points, but contends that ANGED has not had adequate resources to restructure and diversify staff effectively. Recent financing decisions by the World Bank and other donors have begun to address these staffing issues, as discussed in the following section.

FINANCING

4.5 Current financing arrangements confront ANGED with two distinct sustainability issues. ANGED is largely dependent for the financing of its overhead (office and administrative) costs on CAWTAR's core institutional funders—UNDP, AGFUND, and the Government of Tunisia; and largely dependent on the World Bank for funding program activities.

4.6 The core support from at least one major donor, UNDP, is currently scheduled to decline significantly over the next three years. What additional financing will fill that gap is not known at this time.

4.7 The Bank's grant funding is approved on an annual basis. From FY02-FY05, ANGED received a grant for some \$175,000 to \$300,000 a year from the DGF. (See Annex E for financing details). In FY06, DGF approved a new round of funding for ANGED, as part of an expanded program (described above in para 1.7). This decision entailed a transfer of ANGED from DGF Window 2 to DGF Window 1 support, and is projected in the funding proposal to continue for a period of five more years, through 2010. The first year of this new round of funding maintains support for ANGED activities at the same level of \$260,000 as in FY05, some 10% of which is for institutional operating costs.²¹ Additionally, ANGED has begun to mobilize earmarked funding from other donors (such as UNIFEM, the IFC, and the Ford Foundation) for some specific activities or single events.

4.8 Both the extension of Bank support and the new sources of funds for program activities help ANGED financially in the short term. But management has not yet designed and implemented an overall resource mobilization strategy that would put ANGED on a sustainable financial footing and allow it to prioritize and sequence its

²¹ In addition to this amount of direct support for ANGED activities and their overhead costs, the expanded program of DGF support includes other indirect support for ANGED in the form of funding for a research director to serve both CAWTAR and ANGED and partial funding for the administrative costs of Steering Committee and Advisory Committee meetings..

program activities effectively. To accomplish that, it would help if such a strategy were accompanied by a Board decision to integrate ANGED into CAWTAR's overall program of work and budget and by donor agreement to move from earmarked support for specific activities to general support of CAWTAR and its programs, including ANGED.

4.9 In sum, ANGED being a subsidiary of CAWTAR has had plusses and minuses. ANGED has benefited from being able to build on CAWTAR's ongoing research and training activities, established regional reputation, and the legitimacy conveyed by the prominent regional members of CAWTAR's board. But ANGED has received neither sufficient oversight nor management and staffing of Network activities, and it has had to mobilize resources for its activities separately from a comprehensive CAWTAR fund-raising effort.

DONOR PERFORMANCE

4.10 As ANGED succeeds in attracting support from more donors the issue of donor coordination is likely to become important, particularly if funders chose to selectively support particular ANGED activities. But since the World Bank was been the predominant donor of ANGED throughout the period covered by this review, the issue of donor performance is treated below in Section 6, below, which focuses on the quality of Bank support and oversight.

5. Monitoring and Evaluation

5.1 ANGED does not have an effective monitoring and evaluation system. It lacks monitorable outcome objectives (as discussed in section 2), and reporting of its progress and performance is output-oriented and unsystematic. It is not able, therefore, to track progress toward its stated objectives.²² ANGED's management has used measures such as questionnaires and surveys to benchmark performance. But these measures only capture members' feedback; they do not assess the feedback against performance indicators.

5.2 A first independent evaluation of ANGED's performance is currently planned for November 2006. The two independent evaluations conducted in 2003 for the World Bank and UNDP reviewed CAWTAR programs and activities over the period of 2000-2003. As explained in the Bank evaluation, it did not assess ANGED because it was "still being developed."²³

²² This weakness in monitoring and evaluation has been noted by outside experts. For example, UNDP's 2003 evaluation states that the Annual Reports tend "to focus on achievements and no attempt is made to highlight challenges or identify outcomes or impact." UNDP, "Evaluation of the Center for Arab Women Training and Research (CAWTAR) 2002-2003 UNDP," 2003, p.11. Also, ANGED's 2005 Expert Group Meeting urged that ways of monitoring, evaluating, and measuring impact be built into the design of training and research activities.

²³ World Bank, "Evaluation of the Center of Arab Women for Training and Research (CAWTAR) 2000-20003," 2004, p.7. Table 1: Assessment of CAWTAR's Products.

6. World Bank's Performance in Support of the Regional Program

6.1 **Summary:** The Bank, in collaboration with CAWTAR, initiated ANGED in recognition of the value added that a regional network could have for building awareness, sharing knowledge, and reinforcing ongoing efforts of individuals and institutions in the region. It has been its principal source of financial support and has provided continuous technical assistance. Yet, the objectives stated in Bank program documents were not realistic given the short-term and arms-length nature of the support provided by DGF window 2 financing. And getting ANGED program activities and monitoring, governance, and management in proper order is overdue.

COMPARATIVE ADVANTAGE

6.2 World Bank analytical work, its policy dialogue and gender mainstreaming in MNA country programs, and the availability of grant financing through the DGF positioned the Bank to play the lead donor role in the start up of ANGED. Recent global and regional level studies have emphasized the benefits and the means of integrating gender into economic and social development efforts.²⁴ All of the Bank's 14 CASS between the period FY00-06 for nine Middle East and African countries have mainstreamed gender into their lending operations. In addition, the Bank's convening power, reinforced by its financing of ANGED, has helped to draw government officials, international donors, and individual and institutional participants to ANGED meetings.

6.3 But the World Bank does not have the comparative advantage in bringing political legitimacy to ANGED. That legitimacy has derived from ANGED's establishment under the aegis of CAWTAR, CAWTAR's respected position in the region, and its regional donors.

THE BANK'S COORDINATING ROLE WITH OTHER DONORS

6.4 The Bank has been an active member of the Technical Committee since 2003, and it has taken on a broader partnership role since joining CAWTAR's Board of Trustees in 2005. In particular, the Bank is now working with CAWTAR's core funders to harmonize views on how to strengthen CAWTAR governance and management.

QUALITY OF SUPPORT AND OVERSIGHT

6.5 CAWTAR's management, Board, and some active Network members commend the World Bank for having played a key role in the conception of ANGED and providing ongoing technical support through its startup phase. Although it was "seen initially as an

²⁴World Bank, *Gender and Development in the Middle East and North Africa: Women in the Public Sphere* (2004) and *The Status and Progress of Women in the Middle East and North Africa Region* (2005).

outsider among CAWTAR supporters,” both management and Board now look to the Bank for its technical advice on how to make the program efficient and effective.

6.6 Still, this review finds that the Bank’s quality of support and oversight has fallen short in three important regards:

- The Bank did not require ANGED to define clear and monitorable outcome objectives and report on progress in meeting those objectives in any of the four DGF funding proposals submitted over the period of 2002-05. Specific output targets were listed annually but not systematically tracked, nor assessed for their effectiveness.²⁵
- The Bank underestimated the time and resources required to establish a well-functioning and financially sustainable network. Although it regularly indicated in annual DGF proposals that additional staffing would be appointed, ANGED management did not follow through on grounds that the necessary resources were not available. This issue is acknowledged in the Bank’s new round of funding which expressly allocates increased funds for operating costs. Also, despite claims in successive DGF funding proposals that the World Bank would end its support of the Network after three (and then an additional fourth year) when the Network would be self-sustaining, the Bank remains the dominant funder (as indicated above).
- The Bank has not adequately evaluated ANGED’s efficiency and effectiveness in making decisions about continued funding. In particular, it did not conduct an independent evaluation of ANGED activities before shifting its support from DGF Window 2 to Window 1 financing, despite DGF guidelines requiring such an evaluation as part of an application for that shift. Rather it referenced the 2003 evaluation (focused on CAWTAR) as fulfillment of that requirement.²⁶

STRUCTURES AND INCENTIVES

6.7 Gender, as a theme, faces challenges across the Bank to successful mainstreaming into operations. Bank internal structures and incentives provide even greater support and oversight challenges for a regional program, not the responsibility of country teams.²⁷

6.8 Also, the design and implementation of DGF guidelines and procedures do not foster adequate support and oversight. The guidelines are intended to ensure joint

²⁵ The application for FY05 funding was, in fact, the exact same application that had been submitted the previous year.

²⁶ According to the Bank: “An evaluation was originally scheduled for FY06, but in view of the short interval since the last evaluation (December 2003), it has been postponed to December 2007 (FY08).” DGF Module. Sustainable Advancement of Gender Equality in the MNA Region (The SAGE/MNA Initiative). October 26, 2004 version, p.9 footnote.

²⁷ Staff also report that DGF guidelines call for the Bank to maintain “arms length relation” with DGF grantees and this constrains their exercise of due diligence during implementation.

Network and Regional oversight of grant-supported programs. But DGF approved annual funding to ANGED without its guidelines and procedures on reporting and evaluation having been strictly followed. Under Window 2, the commitment of funds is only for one year with no guarantee for funds after that. This makes planning for longer term managerial sustainability and implementation of a monitoring and evaluation strategy almost impossible. According to Bank staff responsible for the Network program, it also limited the impact of the Bank's involvement and the leverage the Bank could have. In addition, the rule, which requires the Bank to maintain an arms length relationship with the implementing agencies of the DGF grants, hampers supervision and accountability by Bank staff.

LINKAGES TO OTHER BANK COUNTRY OPERATIONS

6.9 Although World Bank country offices work with institutions and individuals who are ANGED members, there are no formal or direct linkages between country operations and the Network. In the case of Yemen, for example, this review found no evidence of interaction between the Bank office in Yemen and the Network. This is due, in part, to the lack of a Network focal point in countries, and, to a much greater extent, to the limited awareness of the Network activities by Bank country staff and the limited reaching out by country teams, in general, to gender specialists.²⁸

6.10 More interaction occurs between ANGED and MNA staff at headquarters, who are the main drivers of the Bank's work on gender in the region. According to the regional gender staff, the Bank has used CAWTAR and individual ANGED members as sounding boards on both analytical work and CASs. Also ANGED has served as a vehicle for bringing people in the region around the table with the Bank on the issue of gender. This input into Bank operations is ongoing and viewed by as significant value added by staff.

DISENGAGEMENT STRATEGY

6.11 The Bank does not have an explicit exit strategy from support of ANGED. As indicated above, it initially planned to disengage in three years, but first extended its support by one year and then began a new round of support under the renamed *SAGE/MENA Initiative*. The FY06 funding proposal projects continued funding through FY10, but with no indication of the phasing in of other resources to pick up the gap after Bank support ends.

²⁸ This observation is based on interviews with staff working on Jordan, Tunisia, and Yemen.

7. Participating Countries' Performance in Support of the Regional Program

7.1 ANGED is a network of institutions and individuals. Countries do not formally participate, nor, with one exception, do they support the Network. From its start, CAWTAR has received support from the Government of Tunisia, in the form of financial support and land for a major new building, completed in January 2006. The Center's executive director has indicated an intention to seek support from other regional governments. But this outreach to countries has not yet been tested, as a viable option that can mobilize resources while at the same time maintaining CAWTAR and the Network's independence.

8. Conclusion and Lessons Learned

8.1 Since its inception in 2002 as an independent regional network, ANGED has built a region-wide membership of individuals and institutions, established its credibility as an open forum for dialogue on sensitive gender policy issues, and designed and implemented a range of research, capacity building, and advocacy activities involving its members. These steps reflect the intended value added of the Network: notably, the intent to achieve economies of scale in building and sharing knowledge and expertise, and to foster informed debate on ideas and policies not easily addressed on a national level. But the Network has a considerable way to go to realizing its potential added value.

8.2 ANGED's achievements to-date are due in part to a strong sense of ownership of the program and expressed need for collaboration among its members. ANGED has also benefited from implementation under the aegis of a regional institution with experience in, and a growing reputation for, objective analytical work.

8.3 Still, ANGED is in need of consolidating its networking processes, country level relevance, and financial sustainability. In particular, it has not yet clearly defined the role and responsibilities of members, established effective ongoing communication with members between events, nor developed the means to provide support and guidance to members on the implementation of activities at the country level – where the policy change has to occur. It lacks clear outcome objectives and related indicators for prioritizing, monitoring the progress, and assessing the effectiveness of its activities in meeting those objectives. It is only now developing the means to get advice from regional experts on the quality and direction of its research and training activities. In addition, with the World Bank as the only major funder of network activities, ANGED's financial sustainability remains uncertain. Although its implementing agency, CAWTAR, is pursuing ways to broaden the Center's financial resources overall, this will only help to put ANGED on a more sustainable footing if network activities are fully integrated into the Center's program of work and budget and covered by general rather than earmarked support.

8.4 World Bank financial and technical support has been essential to ANGED's start-up. But Bank internal oversight has allowed continued funding beyond an initial four years in the absence of monitorable objectives and related performance indicators, consolidation of ways of engaging members at the regional and country level, and an independent evaluation focused specifically on ANGED, which is not expected until mid-way into the first year of an additional five years of planned support..

LESSONS LEARNED

- There are three clearly evident rationales for a regional research and policy advocacy network: 1) attention to research problems of a public good nature that would otherwise be undersupplied, 2) economies of scale in knowledge generation and sharing, peer-to-peer interaction, and training; and 3) impact of cross-country dialogue, comparative analysis, and establishment of common standards in raising

public awareness and informing policy making. But for such networks to be cost effective in realizing their value added, they have to be clear about their primary outcome objectives and they have to prioritize their regional research, training, and advocacy activities accordingly.

- While a regional network can serve as a voice for change, the ability of members of a regional network to influence policy making is likely to be greater at a national than regional level. It is important, therefore, for a network that expressly aims to go beyond research and capacity building to policy advocacy, to establish mechanisms for connecting its regional work with network activities in individual countries.
- It is essential for an independent regional research and policy advocacy network to have legitimacy region-wide. This is facilitated, as ANGED demonstrates, the involving well-recognized individuals from the region as members of its board and/or technical advisers.
- Long-term donor financing is likely to be necessary for the sustainability of regional networks. The Bank should not expect that it can seed and then quickly (within 3-5 years) disengage from a network that is expected to endure. Though a stop/go decision would be appropriate at that point, wide-ranging experience suggests that closer to 10 years is likely to be needed to firmly establish a network and substantially diversify its funding.
- The DGF process does not ensure high quality support and oversight of regional programs that it funds because Network and Regional management does not ensure that its guidelines are rigorously followed. Nor do their programs appear well linked to CAS processes.
- While the Bank may have a comparative advantage in bringing partners together to address a problem or support an initiative, it may not be best placed to oversee the management of the initiative, especially something like a network that is not a large investment project.

Annex A: Background Information on the Regional Program

1.	Program (or project) number	P092428
2.	Program Dates	
	Approval Date (estimated and actual)	FY2002
	Completion Date (estimated and actual)	The Bank was expected to exit in FY2004 under the three year limit of Window 2 DGF funding. But funding has been extended to Window 1.
3.	Sectoral or thematic areas	Gender
4.	Regional or subregional	Regional
5.	Regional partnership or project	CAWTAR is a partnership, but ANGED is primarily supported by the World Bank. CAWTAR is a partnership between academia, regional governments, civil society (women's organizations), and international organizations to address development-related gender needs at the regional level.
	Does it comprise country projects? If yes, do the country projects:	No
	• Conform to a template	N/A
	• Address the same problem(s)	N/A
	• Regularly interact with each other (e.g., through information sharing, research, M&E)?	N/A
6.	Rationale for the regional program:	
	• Strategic focus: regional commons, trans-boundary problems, regional integration, or other cooperative actions?	Networking, advocacy, knowledge sharing, capacity building, and research in order to empower, provide security, and foster social inclusion for women in the region.
	• Intended direct impact (regional/sub-regional and/or participating countries)	The intended impact of the program is regional.

Annex B: Partners and Participants in the Regional Program

	Regional Program Level			Institutional and Other	Country/Activity Level
	Programmatic				
	Governing Body	Technical Committee	Advisory Body <i>(To be established)</i>		
International/regional organizations					
Donor countries	11 donors	7 donors			
Developing countries		1 government official			
Foundations					
Commercial private sector					
Industrialized country Civil Society Organizations (including umbrella organizations)					
Developing country CSOs	ED of CAWTAR	ED of CAWTAR			
Individuals (e.g., expert panel, advisors)		1 expert			

Annex C: Governance and/or Management Arrangements

Governance Body		
1.	Name, location, internet address, etc.	Board of Trustees
2.	Current size	12 members
3.	Current membership	<ul style="list-style-type: none"> • Prince Talal Ibn Abdul Aziz Al-Saoud—Chairman of AGFUND and CAWTAR • Amr Moussa—Secretary General of the League of Arab States • Saloua Labane—Minister of Women, Child and Family Affairs (Tunisia) • Rima Khalaf—Assistant Administrator RBAS, UNDP NY • Dr. Nasser Kahtani—Executive Director of AGFUND • Dr. Thuraya Obaid—Regional Manager of UNFPA • Dr. Kamel Mohamed Kamel—Regional Manager of International Planned Parenthood Federation • Mervat El Tellawy—Executive Director, United Nations Economic and Social Commission for Western Asia (ESCWA) • Marc Pierini—Ambassador and Head of European Commission Delegation (Observer) • Nadereh Chamlou—Senior Adviser, Middle East and North Africa Social & Economic Development Group, World Bank • Haifa Abu Ghazaleh—Director of Arab Regional Bureau, UNIFEM Jordan • Soukeina Bouraoui—Executive Director, CAWTAR
4.	Membership criteria	Donors of CAWTAR programs
5.	Membership responsibilities	N/A
6.	Minimum annual financial contribution	N/A
7.	Functions of governing body	Provide overall policy guidance and direction and monitoring management's performance.
8.	Meeting frequency	Annual
9.	Decisions (vote proportion or by consensus)	
10.	Chair(s) of governing body	Prince Talal Ibn Abdul Aziz Al-Saoud
11.	Legal status	
12.	Written charter and date	Bylaws
13.	Approved by	
14.	Other constitutional-level documents	
Technical Body		
15.	Name, location, internet address, etc.	Technical Body
16.	Current size	10
17.	Current membership	<ul style="list-style-type: none"> • Jebrin Abdelmohsen Al-Jebrin—AGFUND

		<ul style="list-style-type: none"> • Representative from Tunisian Ministry of Women Affairs • Ghaith Fairs—UNDP, RBAS • Randa Akeel—World Bank • Melissa Esteva—UNOPS, CANANE Division • Ragaa Makharita—Expert • Hedia Ghouaïel—UNFPA • Francis Dubois—UNDP Tunis, Resident Representative • Samir Bouzekri—UNDP Tunis • Soukeina Bouraoui—Executive Director, CAWTAR
18.	Membership criteria	
19.	Membership responsibilities	Supports CAWTAR's Director in implementing and monitoring work plans
20.	Minimum annual financial contribution	
21.	Functions of regional organization	
22.	Meeting frequency	Meets at least once a year
23.	Decisions (vote proportion or by consensus)	
Scientific Advisory Committee		
	Name, location, internet address, etc.	Scientific Advisory Body
	Current size	Has not been established
	Current membership	N/A
	Membership criteria	N/A
	Membership responsibilities	N/A
	Functions of regional organization	N/A
	Meeting frequency	N/A
Management Body		
24.	Name, location, internet address, etc.	Center of Arab Women for Training and Research 44, Avenue de Pologne 1005 El Omrane Tunis – Tunisia Telephone: +216 71 571 945 / + 216 71 571 867 Fax: +216 71 574 627 cawtar@planet.tn
25.	Current size and composition	Small staff, mostly comprised Tunisians
26.	Reports to	Board of Trustees
27.	Tenure	N/A
28.	Functions	CAWTAR implements the DGF supported network program

Annex D: The World Bank's Role in a Partnership

1.	Name of Task Manager or equivalent, location (within the Bank), internet address, etc.	<p><i>FY02 - FY03</i> Shaha Riza Senior Communications Officer sriza@worldbank.org</p> <p><i>FY04 - present</i> Nadereh Chamblou Senior Advisor nchamlou@worldbank.org</p> <p><i>FY04 - FY05</i> Carmen Niethammer Operations Officer cniethammer@worldbank.org</p> <p><i>FY05 – present</i> Randa Akeel rakeel@worldbank.org</p>
2.	Name of Oversight Manager or equivalent, location (within the Bank), phone, internet address, etc. ¹	N/A
3.	Founder of the Partnership? [yes/no]	Not a founder of CAWTAR, but the financier and initiator of ANGED.
4.	Chair of governing body?	No
5.	If yes, who?	N/A
6.	Member of the governing body?	Yes. The World Bank recently became a Board member in FY04. It has played a crucial leadership, financial and technical role in developing ANGED.
7.	If yes, who?	
8.	In-house secretariat? [yes/no]	No
9.	Implementing agency? [yes/no]	No
10.	Funding?	Yes
11.	TF trustee? [yes/no]	No
12.	TF manager? ² [yes/no]	No
13.	Funder to the sector(s)?	Yes

1/ Could be a sector manager, country director, or department director.

2/ May involve responsibility for oversight and management of how trust fund resources are utilized.

Annex E: Financial Data

Table E.1: Requested and Actual Sources of Funds Available by Donors (US\$'000)

	2002		2003		2004		2005		2006	
	<i>Req</i>	<i>Act</i>	<i>Req</i>	<i>Act</i>	<i>Req</i>	<i>Act</i>	<i>Req</i>	<i>Est./ Act</i>	<i>Req</i>	<i>Act</i>
DGF	300	300	175	175	360*	360	360*	360	360*	N/A
AGFUND	350	450	450	200	275	185	185	185	150	N/A
UNDP	350	450	450	150	165	300	350	350	350	N/A
EU	350	0	250	115	494	85	85	85	85	N/A
UNFPA	350	0	200	0	10	10	10	10	10	N/A
Tunisia	116	150	116	270	59	70	70	70	70	N/A
Other donors	25	25	15	133	694	516	618	618	646	N/A
Bank Budget	15	0	15	55	55	60	65	65	65	N/A

Source and Note: Data compiled from PATS database, DGF applications for FY04-FY06. In FY04 and FY05, about 70 percent of the DGF fund was allocated to support ANGED. The rest supported the Persian speaking network.

* In 2004 and 2005, some \$260,000 was allocated to ANGED and \$100,000 to the Persian Network. Under Window 1 funding, DGF support to ANGED remains about the same (exclusive of \$110,000 for CAWTAR administrative and overhead costs).

Table E.2: Approved and Actual Breakdown of DGF Funding to ANGED, FY02-05 (US\$)

Activities	FY02		FY03		FY04		FY05	
	Approved	Actual	Approved	Actual	Approved	Actual	Approved	Act/Est
Research and publications	88,000	88,077	33,400	32,277	85,803	76,751	65,500	65,457
Information exchange and dissemination	45,550	43,502	7,000	6,803	70,838	12,173	64,500	64,423
Symposia & workshops	134,500	130,713	117,100	120,172	77,359	77,359	104,000	10,3915
Internal audits	1,800	1,786	0	0	0	0	0	0
CAWTAR's overhead	30,150	30,146	17,500	17,500	26,000	26,000	26,000	26,000
Total	300,000	294,224	175,000	177,752	260,000	240,315	260,000	259,795

Source: CAWTAR, Financial Audit Reports for FY02, FY03, and FY04. Data for FY05 came from CAWTAR's email communication with the review team, January 2006.

Annex F: Persons Consulted

Name	Title	Contact
Tunisia		
Mounira Aoudidi Mongi Bedoui	Deputy, The Chamber of Deputy Manager, Community Development, Consultation, and Company Management	mb.cdc@planet.tn
Slaheddine Ben Fradj	Assistant Professor, Faculty of Human and Social Sciences	
Kamel Ben Rejeb	Director General, Ministry of Development and International Cooperation	kbenrejeb@mdeci.gov.tn
Soukeina Bouraoui Hafidha Chekir	Executive Director, CAWTAR Professor, Faculty of Human and Social Sciences	ch_49TN@yahoo.com
Mohamed Chelbi Mohamed Habib Cherif	General Coordinator of Human Rights, Ministry of Justice and Human Rights Studies and Research Coordinator, Enda Inter-Arabe	
Ramy Essalhi	Coordinator of the General Direction of Programs, Plans, Development of Human Resources, Ministry of Women, Family and Children's Affairs	
Boutheina Gribaa	Social Affairs and Civil Society, League of Arab States	
Wafa Hajji	General Director, Arab States Broadcasting Union	a.harguem@asbu.intl.tn
Abdelhafidh Harguem	Journalist	insaf_philo@yahoo.fr kh_insaf@yahoo.fr Maffe@email.ati.tn
Insaf Kheireddine	Minister, Ministry of Women, Family and Children's Affairs	
Saloua Labane	Professor, Faculty of Human and Social Sciences	
Dorra Mahfoudh	General Director, Center of Research on Legislation	skander@mail2judge.com
Zouhir Skander	Journalist	
Sabra Trabelsi		
Jordan		
Joumana Ahmed Jamal Al-Asal	UNICEF Director, Policies & Studies Department, Ministry of Planning and International Cooperation	jamal.a@mop.gov.jo
Mahasen Al Emam and 3 other staff members	Arab Women Media Center	Awmc35@hotmail.com mahasen1@accessme.com.jo zhayek@yahoo.com
Zein Al-Hayek	Head of Gender Division, Ministry of Planning and International Cooperation	
Amal Kharouf Muna Hindiyyeh and staff	University of Jordan Director, Policies and Planning Unit, National Council for Family Affairs	Aalkharouf2002@yahoo.com muna.h@ncfa.org.jo
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<i>Yemen</i>		
Ali Saleh Abdullah	Under Secretary for Social Development, Ministry of Social Affairs and Labor	alisabdullah@hotmail.com (?) alis_abdullah@hotmail.com (?)
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Iman Al-Hamami	Director General, Women Department, Ministry of Planning and International Cooperation	
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Tahani Al-Khayba	Gender Project Officer, PRSP Program, Oxfam UK	
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Fatima Mashhoor	Director, Department of Research, Ministry of Social Affairs and Labor	
Bushra Murshid	Program Officer, Human Rights Project	

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World Bank

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Samra Shaibani	Senior Communications Officer, Yemen Country Office	sshaibani@worldbank.org
Anju Sharma		

Others

Jaleh Shaditalab	Associate Professor, University of Tehran, Center for Women Studies (Persian Network)	jshadi@yahoo.com
Rajaa Makharita	Expert, Technical Committee Member	

Annex G: Documents Reviewed

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