

Approach Paper

**Evaluation of the
Bank's Support for
Gender and Diversity**



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ACRONYMS AND ABBREVIATIONS

ECLAC	United Nations Economic Commission for Latin America and the Caribbean
GAP	Gender Action Plan
GDI	Gender and Diversity Division
GRR	Gender-Related Result
IDB(G)	Inter-American Development Bank (Group)
IBGE	Brazilian Institute of Geography and Statistics
IDS	Strategy for Indigenous Development
IFC	International Finance Corporation
IIC	Inter-American Investment Corporation
IMF	International Monetary Fund
LAC	Latin America and the Caribbean
MIF	Multilateral Investment Fund
OMJ	Opportunities for the Majority
OVE	Office of Evaluation and Oversight
SCF	Structured and Corporate Finance Department
SCL	Social Sector
SFD	Sector Framework Document
SPD	Office of Strategic Planning and Development Effectiveness
TC	Technical Cooperation
UNDP	United Nations Development Program
VAW	Violence Against Women
WEF	World Economic Forum

I. INTRODUCTION

1.1 The Bank strives to ensure that its operations help promote equitable growth. Despite progress in reducing poverty, Latin America and the Caribbean (LAC) remains the most unequal region in the world, with gender and ethnicity being important factors of inequality. Therefore, the Board of Executive Directors requested that the Office of Evaluation and Oversight (OVE) undertake an evaluation of the Bank's support for gender equality, women's empowerment, and development with identity (indigenous and afro-descendant peoples) as part of its 2017 annual work plan. OVE will refer to these issues generally as gender and diversity. Despite confronting challenges that differ in nature and complexity, women, the indigenous, and afro-descendants are among those facing the most economic inequality, discrimination, and lack of representation in the region. This paper sets out the proposed approach and methodology for the planned evaluation. Past OVE evaluations relevant to gender and diversity include: Is Gender Being Mainstreamed in Bank's Projects? ([RE-373](#)); Implementation of the Strategy for Indigenous Development: Lessons from the Portfolio Review ([RE-419](#)); Mid-Term Evaluation of IDB-9 Commitments: Environmental and Social Safeguards including Gender Policy ([RE-445-3](#)); and Mid-Term Evaluation of IDB-9 Commitments: Assessment of the Social Sector Strategy for Equity and Productivity ([RE-427-3](#)).

A. Gender Issues in LAC

1.2 **Despite closing gender gaps in areas such as access to health and education, gender remains a key source of inequality in the region.** LAC was the first region of developing countries to achieve gender parity in primary and secondary education, and most of the countries rank highly in terms of health indicators such as life expectancy. Nevertheless, persistent structural challenges remain in important areas, such as income, economic opportunities and individual voice and agency within society. For every 100 men living in poor households in the region, there are 117 women¹, implying that poverty reduction efforts have not benefited men and women equally. For most women, significant gains in education have not translated into better labor market outcomes. For example, adult women have an average unemployment rate of 8.6% compared to 6.6% for adult men, and women earn up to 25.6% less than their male peers (ECLAC 2017). Women continue to be overrepresented in informal and low-productivity employment, with the share of women in the informal economy being 58% compared to 50% for men. Also of concern is women's lack of agency in the region, as demonstrated by persistent rates of adolescent pregnancy, violence against women (VAW), and sustained exclusion from decision-making processes.²

1.3 **Improving gender equality and women's empowerment has important economic and social benefits.** Empirical evidence has shown that better

¹ This is based on the Femininity Index of Poor Households (ECLAC), which compares the percentage of poor women between the ages of 20 and 59 compared to poor men in the same range.

² For example, in LAC 18% of all births are to adolescent mothers, compared to the global average of 13%. Also, more than half of the 25 countries ranked by the UN as having "very high" rates of femicide are in LAC. Finally, in LAC, women comprise only around 10% of municipality leadership posts and less than 25% of local council seats.

employment opportunities for women contribute to increased profitability and productivity (IFC 2016). The economic benefits of gender equality are particularly high in rapidly aging societies, where boosting women's labor force participation could help offset the impact of a shrinking workforce (IMF 2016). Gender equality is thus fundamental to whether and how societies thrive (WEF 2015). Furthermore, the scope of issues women advocate and invest in have wide-ranging societal implications for family life, health and education, in that way fostering greater credibility in institutions and producing more democratic outcomes (OECD 2014).

B. Diversity Issues in LAC

- 1.4 Inequality and lack of opportunities in LAC also differ based on race and ethnicity. Indigenous peoples and African descendants are the largest diverse populations in the region and together account for approximately 30% of the population.** LAC has 826 different groups of indigenous peoples recognized by its States, either directly in legislation or in public policy instruments, with a total estimated population of around 45 million, or 8% of the total population (ECLAC 2014). In Bolivia and Guatemala indigenous peoples represent more than 40% of the population. African descendants represent approximately 21% of the region's population (ECLAC 2016)³ and approximately 50% and 10% of the populations in Brazil and Colombia, respectively. Although the full extent of exclusion of indigenous peoples and African descendants in the region is not clearly understood due to the lack of reliable data disaggregated by race and ethnicity, the available empirical evidence show a significant socio-economic gap between these populations and non-indigenous/non-African-descendant populations.
- 1.5 Despite efforts to improve the conditions of indigenous peoples, socio-economic gaps with non-indigenous remain throughout the LAC region.** Unlike the achievements on gender parity in educational attainment and health indicators, indigenous peoples continue suffering from unequal development in human capital. Poverty afflicts 43% of the indigenous population in the region, with 9% living in extreme poverty (World Bank 2015). An indigenous child has a 70% higher risk of dying before the age of five than a non-indigenous child. There is less professional care for indigenous women giving birth, fewer vaccinations of indigenous children, and lower rates of treatment for childhood diseases. Indigenous children have lower access to and receive lower quality of education. Indigenous students have significantly lower scores (from 7% to 27% in average) on standardized tests in reading and math (Shapiro and Trevino, 2004).
- 1.6 African descendants in LAC face poorer economic outcomes, even though most speak their nation's language as their mother tongues and live in urban areas closer to economic opportunities.** African descendants obtain a university degree at half the regional average rate, despite relative parity in primary and secondary education attainment. In Brazil, African descendants earn an estimated 53% less compared with the rest of the population, and 70% of Brazilian families living in extreme poverty are African descendant (IBGE 2013). In

³ Estimates of the Afro-descendant population in Latin America vary across international institutions. The variation is directly related to the primary source of data and the estimation methods used, which in many cases are not validated by the national statistical institutions.

Colombia, the United Nations Development Program (UNDP) has estimated that the rate of extreme poverty in municipalities where African descendants represent 30% or more of the population is 43.1%, compared to 27.8% in the general population.

II. THE BANK'S APPROACH TO GENDER AND DIVERSITY

A. Policy Framework

- 2.1 **The Bank has a set of strategic documents that guide its support for gender and diversity, including binding operational policies.** In 2006, the Bank established the Operational Policy on Indigenous Peoples ([GN-2386-5](#)) and the Strategy for Indigenous Development ([GN-2387-5](#)) that applies to the IDB sovereign and non-sovereign guarantee windows⁴ and the Multilateral Investment Fund (MIF). The purpose of the policy and strategy was to enhance the Bank's contribution to the development with identity of indigenous peoples. GN-2386-5 is a binding document that defines the long-term objectives and conditions for implementation of the strategy. Its guidelines focus on: (i) supporting the development with identity of indigenous peoples by mainstreaming indigenous issues in general operations and through direct investments; and (ii) establishing safeguards designed to prevent or minimize exclusion and adverse impacts of Bank financed operations. The guidelines do not provide results indicators, although the policy asserts that they "will set out verifiable indicators of compliance with it and of its effectiveness". According to the Guidelines, GN-2386-5 will be implemented in all Latin American and Caribbean countries, except for Jamaica, Haiti, Trinidad and Tobago, Barbados, The Bahamas, and Uruguay.⁵
- 2.2 **The Operational Policy on Gender Equality in Development ([GN-2531-5](#)) also applies to the IDB sovereign and non-sovereign guarantee windows and the MIF and has a similar approach to that of indigenous peoples.**⁶ The policy, updated in 2010, commits the Bank to undertake support for gender equality and women's empowerment through mainstreaming⁷ in general operations and through direct investment, while also taking preventive actions through gender safeguards. The policy does not include a set of specific results indicators but calls for periodic Gender Action Plans (GAP) to provide more specific actions the Bank could implement to promote gender equality. The Bank has prepared and implemented two GAPs (2011-2013 and 2014-2016). The updated GN-2531-5

⁴ These included the Structured and Corporate Finance and Opportunities for the Majority Departments, which in 2016 were merged into the Inter-American Investment Corporation (IIC).

⁵ Specifically, the guidelines state that the country divisions will apply the procedures for implementing OP-761 "for countries with indigenous populations of significant size, diversity, or vulnerability".

⁶ The policy also applies to the IDB sovereign and non-sovereign guarantee windows and the MIF.

⁷ The policy defines gender mainstreaming as "the process that seeks to have gender equality and the needs of women and men be heard and addressed in the design, implementation, monitoring, and evaluation of the Bank's interventions, with special emphasis on public- and private-sector loan operations, given their importance within the institution."

was preceded by the creation in 2009 of the Gender and Diversity Fund, which provided \$16 million to support gender and diversity mainstreaming in operations.⁸

2.3 The IDB's second GAP (2014-2016) reinforces the overarching objectives of the first GAP but updates the priority areas of action based on results, lessons learned, and best practices. The GAP presents the IDB's strategy for implementing the Gender Policy over the 2014-2016 period and is complemented by the Implementation Guidelines for the Operational Policy on Gender and the Gender and Diversity Sector Framework Document (SFD). The main objective of the GAP (2014-2016) is to expand and improve the quality of the interventions of the IDB and its partners that seek to promote gender equality and women's empowerment. The GAP includes four specific objectives: 1) Foster strategic partnerships and contribute to set a policy agenda to advance gender-responsive policy making and development programming in the region; 2) Contribute to the body of knowledge on key gender gaps in the LAC region and evidence on what works to address them; 3) Share knowledge and build capacity to strengthen the ability of IDB staff and partners to analyze development issues from the perspectives of the women and men likely to be benefited or affected, and to implement evidence-based approaches to address these issues; and 4) Improve the Bank's performance on gender mainstreaming, direct investment and gender safeguards through the use of corporate tools and incentives.

2.4 The SFD provides a diagnosis of key challenges and identifies lines of actions for the Bank to pursue regarding gender and diversity,⁹ incorporating African-descendant issues under diversity.¹⁰ The SFD, approved by Management in 2015,¹¹ is related to but distinct from the two operational policies noted above and emphasizes the importance of mainstreaming gender and diversity in operations. It is also consistent with the Bank's Strategy on Social Policy for Equity and Productivity ([GN-2588-4](#)), which notes that characteristics such as gender, race, and ethnicity play a significant role in different aspects of inequality in the region. The proposed lines of action address five goals: 1) Indigenous peoples and African descendants have access to quality human capital and infrastructure services; 2) Cultures and lands of indigenous and African descendant peoples are promoted and protected; 3) Women's agency is expanded; 4) Low income women have access to quality public services; and 5) Women, African descendants and indigenous peoples have better labor market outcomes (participation and quality of jobs) as well as expanded opportunities for entrepreneurship.

⁸ The Gender and Diversity Fund is now part of the Social Core Fund, while the Multi-Donor Gender and Diversity Fund remains.

⁹ The IDB focuses its scope of diversity issues in the SFD on indigenous peoples and African descendants given that they make up the largest diverse populations in the region and the Bank has institutional commitments to these groups through its policies. However, it recognizes other types of diversity in the region such as lesbian, gay, bisexual and transgender individuals and persons with disabilities.

¹⁰ The Bank's work on African descendants has focused on contexts where African descendants suffer exclusion due to their racial or ethnic status or origin— typically not in the English-speaking Caribbean.

¹¹ The SFD replaced the Strategy for Indigenous Development.

B. Organizational Structure

- 2.5 **The Bank's Gender and Diversity Division (GDI) plays the lead role in promoting gender and diversity at the Bank through policy and strategic guidance and operational programs.** GDI was created in 2007 as part of the IDB's realignment process. Among many activities, GDI leads the drafting of strategic documents related to gender and diversity, produces knowledge products, develops loan and technical cooperation (TC) operations, and promotes the mainstreaming of gender and diversity in the Bank's general portfolio. The division consists of 12 staff and 32 contractual employees, 13 of whom work in country offices.

C. Operational Portfolio

- 2.6 **According to IDB estimates, the number of loans that contain diversity components has grown in recent years.** In 2012, OVE completed an evaluation of the Strategy for Indigenous Development ([RE-419](#)) and found that the number of loan operations directly supporting indigenous peoples fell after approval of the strategy in 2006. However, based on GDI's classification, the number of loans with diversity components (indigenous and African descendant) has increased since 2012 and averages 12 per year, accounting for 17% of the total IDB loan portfolio in 2016. The number of diversity TCs during this period has averaged 37 per year. Based on GDI's estimates, diversity operations accounted for 8% of total approved operations (7% of total approval value) during 2012-2016.

Main Findings from OVE's Evaluation of the Implementation of the Strategy for Indigenous Development (RE-419)

- Explicit intention to address indigenous issues in country strategies was not positively influenced by the approval of the Strategy for Indigenous Development (IDS).
- TC operations were the tool used most often to address indigenous issues.
- Most loans mentioned indigenous peoples in the sections on beneficiaries and risks but did not include a clear and explicit intention.
- Bank operations generally focused on improving access to and the quality of social services and economic development opportunities.
- There were fewer operations intending to directly impact indigenous peoples after the approval of the IDS.
- There was limited knowledge and use of the IDS within the Bank.

- 2.7 **Also, since 2011 the IDB has reported an increase in the percentage of Bank loans that integrate gender.** The Bank has used the presence of gender-related results (GRRs) in the results matrix of operations as a measure of mainstreaming. From 2011 to 2016, GDI calculated that the percentage of loans with GRRs included in their results matrices rose from 13% to 41%, peaking at 47% in 2015. GDI also estimated that the percentage of operations with GRRs that also included analysis of gender issues and specific action plans to promote gender equality increased from 13% during the 2011-2013 period to 71% in 2016. These estimates suggest that gender mainstreaming in IDB loans has increased in quantity and quality. GDI also estimated that during the same period the IDB approved around

100 TCs and investment grants that directly invested in gender equality and women's empowerment.

- 2.8 **Per the Bank's classification, the Social Sector (SCL) is responsible for more loan operations that mainstream gender and diversity than any other sector.** SCL includes GDI along with the Education, Social Protection and Health, and Labor Markets Divisions. Nevertheless, according to the Bank's estimates, all sectors of the Bank experienced an increase in the percentage of loan operations that mainstream gender, with the Infrastructure Sector almost quadrupling the share of loans with GRRs. With respect to mainstreaming diversity, the Infrastructure and the Climate Change and Sustainable Development Sectors and the Structured and Corporate Finance Department have been the other main contributors after SCL. Finally, GDI estimates that the MIF has also produced a significant amount of operations (mostly grants) that directly invest in gender and diversity issues (close to 50 operations each).

III. EVALUATION DESIGN

A. Evaluation Objectives and Scope

- 3.1 **The main objective of the evaluation will be to assess how well and to what extent the Bank's activities to date have promoted gender equality, women's empowerment, and development with identity (the objectives of OP-761 and OP-765).** The evaluation will focus on three key aspects: (i) the **relevance** of the Bank's approach to promoting gender equality, women's empowerment, and development with identity; (ii) the **effectiveness** to date of operations that seek to support gender equality, women's empowerment, and development with identity; and (iii) the **institutional factors** that influence direct investment and mainstreaming in Bank activities. Findings will seek to identify factors that affect the success of various types of operations in different contexts, and to provide recommendations on how the Bank can enhance its support for gender and diversity.
- 3.2 **The evaluation will focus on operations that mainstream gender and diversity in its activities, including through the prevention and minimization of adverse impacts, and operations that directly invest in gender and diversity.** However, it will not focus on the implementation of gender and indigenous safeguards after an operation is approved by the Board, since OVE is concurrently undertaking an evaluation of the implementation of the IDBG's environmental and social safeguards. The evaluation will cover the period 2011-2016, given that OVE evaluated the implementation of the IDS through 2011 and that the gender policy entered in force in 2011, along with a strong push to mainstream. It will include operations financed by the IDB and MIF. Support from the IIC will also be considered in the operations it inherited from the IDB's private sector windows, which merged with the IIC in 2016. Conclusions or recommendations arising from the evaluation of the private sector operations will

be directed toward the IIC.¹² The evaluation will also include knowledge products and project preparation TCs financed by the IDB's Ordinary Capital.

B. Evaluation Questions

- 3.3 To assess the **relevance** of the Bank's approach to promoting gender equality, women's empowerment, and development with identity, the following questions will guide the evaluation:
1. How well do the Bank's policies and strategic documents reflect the challenges facing the region?
 2. To what extent do country strategies propose to address the specific challenges in the country contexts?
 3. How relevant is the portfolio of Bank lending and TC operations given the challenges facing individual countries?
 4. How relevant are the knowledge products the Bank has developed and used to support direct investment in gender and diversity and to mainstream gender and diversity in operations, in the context of the challenges facing the region and individual countries?
- 3.4 To assess the **effectiveness** of the Bank's activities that support gender and diversity (through either director investment or mainstreaming), the following questions will guide the evaluation:
1. To what extent have gender and diversity been integrated in the design of operational programs?
 2. How well have the loan and TC operations that support gender and diversity been implemented and what factors have affected implementation?
 3. What have been the results to date of the loan and TC operations that support gender and diversity?
 - To what extent have the loan and TC operations met their output targets to date?
 - To what extent have they achieved their intended outcomes to date?
 - What factors explain the effectiveness of the operations?
- 3.5 To assess the **institutional factors** that have influenced the support (through direct investment or mainstreaming) given to gender and diversity in Bank activities, the following questions will guide the evaluation:
1. What Bank activities and incentives have influenced staff to support gender and diversity in operations?
 2. How has the Bank's organizational structure influenced the support given to gender and diversity?
 - How has the existence of a separate unit that focuses on gender and development with identity (GDI) influenced the level and type of support given to gender and diversity?

¹² The IIC approved its Environmental and Social Sustainability Policy in 2013, which requires its clients to commit to gender equality in projects, consistent with the IDB's OP-761. It also requires clients to commit to participation and inclusion of indigenous peoples and other vulnerable groups, in accordance with the IDB's OP-765.

- To what extent have the various sector and country departments coordinated their support with GDI?
3. What Bank activities and incentives have influenced the countries to integrate gender and diversity in project execution?

C. Methodology and Building Blocks

- 3.6 The final report will be based primarily on a portfolio review and field studies. These activities will be supplemented with a review of the Bank's strategic documents, a survey, structured interviews, reviews of the Bank's knowledge products and internal evaluations, and project site visits. The team will also coordinate closely with the team conducting the evaluation of the IDBG's environmental and social safeguards.
- 3.7 **Portfolio Review.** To assess the extent and quality of the IDB Group's support for gender and diversity, OVE will review the IDB's operational portfolio for the period 2011-2016. The main focus of the portfolio review will be all the loans of the IDB with and without sovereign-guarantee, as well as operations from the MIF, that were classified by GDI and the Bank's Office of Strategic Planning and Development Effectiveness (SPD) as supporting gender and diversity (through direct investment and mainstreaming). Although not formally covered by IDBs policies, IIC loans inherited from the Structured and Corporate Finance and Opportunities for the Majority Departments as part of the merge-out of the IDBG's private sector windows in 2016 will be included. OVE will supplement this analysis with a review of IDB TC operations designed to directly support gender equality, women's empowerment, or development with identity. It will also analyze a sample of operations not classified by GDI and SPD as supporting gender and diversity to identify to what extent opportunities may have been missed.
- 3.8 **Field Studies.** To assess the relevance and effectiveness of operations, OVE will conduct field studies in 4-6 countries. The field studies will consider the specific country contexts to determine how effective the Bank's activities have been in addressing challenges of gender equality, women's empowerment, and development with identity, and what factors influenced effectiveness. The scope of the analysis of the field studies will include the loans and TCs approved and implemented during the period 2011-2016 that directly support or mainstream gender equality, women's equality, and development with identity, and that have disbursed at least 75% of their approval values. The field studies will also consider how the country strategies, policy dialogue, and knowledge products affected the operational portfolio, as well as identify missed opportunities for mainstreaming gender and diversity.
- 3.9 The challenges of gender and ethnic inequality vary across the region. To account for cross-country differences OVE classified the countries according to their relative levels of gender equality measured as an average of the scores from the World Economic Forum's Global Gender Gap Index (2016) and the UNDP's Gender Development Index (2016). Countries with average scores above the regional average are categorized as "relatively high" gender equality and those below the average as "relative low" equality. OVE also categorized the countries by those with "relatively high IDB engagement" and "relatively low IDB engagement" based on the number of loan operations that GDI classified as

supporting gender equality and women’s empowerment (see Annex, Figure 1). OVE also classified countries by those with significant indigenous and African-descendant populations and “relatively high IDB engagement” in loan operations supporting development with identity (Annex, Figure 2).

- 3.10 To select the countries for the field studies OVE used the following criteria: (i) mix of countries with relatively high and low gender equality; (ii) countries with relatively high Bank engagement in gender; (iii) mix of countries with relatively high and low ranking in the Ethno-Racial Indicator of the Social Inclusion Index; and (iv) countries where OVE can take advantage of synergies with current and recently concluded country program evaluations and the environmental and social safeguards evaluation. Based on these criteria, OVE has identified the following countries from which it will select 4-6 for the field studies: Bolivia, Brazil, Ecuador, Guatemala, Guyana, Mexico, Nicaragua, Paraguay and Uruguay.
- 3.11 **Document Review, Structured Interviews, and surveys.** OVE will review the Bank’s strategic documents to assess the relevance of its approach to mainstreaming gender and diversity given the challenges facing the region. It will also compare the Bank’s approach to that of other MDBs. OVE will also review of the Bank’s knowledge products to determine the extent gender and diversity have been mainstreamed and how relevant and useful they have been for the operational portfolio. OVE will use the abovementioned inputs together with structured interviews with IDBG management and staff, government officials, beneficiaries, civil society, and experts to assess the institutional factors influencing the mainstreaming of gender and diversity in Bank activities. OVE will also review the progress monitoring reports and project completion reports of the loan operations analyzed in the portfolio review as an input to the analysis of effectiveness.

IV. OVE TEAM AND TIMELINE

- 4.1 The evaluation team includes Jonathan Rose (team leader), Monika Huppi, Pablo Alonso, Michelle Fryer, Anna Crespo, Mar Carpanelli, Johanan Rivera, Rasec Niembro, and Maya Jansson.

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ANNEX

Figure 1 - Gender Classifications

Criterion	IDB Engagement		
		Relatively High	Relatively Low
Gender Equality	Relatively High	Argentina Barbados Brazil Costa Rica Ecuador Haiti Mexico Uruguay Nicaragua Peru	Bahamas Chile Colombia Panama Trinidad & Tobago
	Relatively Low	Bolivia Dominican Republic El Salvador Guatemala Honduras Paraguay Jamaica Belize	Guyana Suriname Venezuela

Figure 2 - Diversity Classifications

Social Inclusion Index Ethno-Racial Indicator Ranking ¹	Relatively High	Argentina Bolivia Brazil Colombia Costa Rica Ecuador Nicaragua Panama
	Relatively Low	Chile El Salvador Guatemala Honduras Mexico Paraguay Peru Uruguay

¹ The Ethno-Racial Indicator is based on three criteria: the existence of race and ethnicity questions in national census or household surveys; the existence of inclusion legislation; and the existence of affirmative action laws for Indigenous and Afro-descendant populations. The Ethno-Racial Indicator is a variable included in the Social Inclusion Index published by Americas Society / Council of the Americas (AS/COA 2016).