

Review of Gender Focus in the Eastern and Southern Africa Division

Draft Report

Introduction

Background

The Gender Strengthening Programme for Eastern and Southern Africa (GPS-PF) was carried out from 1999 to 2002. Main activities of the Programme were a regional questionnaire survey; field diagnostic studies in selected countries; preparatory meetings for project directors/coordinators of IFAD-financed projects; action planning workshops for project staff; and project pilot activities. The funds remaining after the end of the Programme activities were allocated to gender-focused land and water management programmes.

A self-assessment of all Regional Gender Programmes started in 2005 as an initiative of the Gender Thematic Group, under the coordination of the Technical Advisory Division. The main purpose of the exercise is to (a) assess how effective the Gender Mainstreaming Programmes have been in improving the interventions of the Fund's loan portfolio in addressing gender dimensions and empowering women and in attaining their specific objectives; and, (b) provide recommendations regarding future action to consolidate progress made and/or improve planning and implementation of gender mainstreaming action.

The self-evaluation began with the preparation of an annotated bibliography and a desk review, followed by questionnaires sent to project directors and project gender focal points, Cooperating Institutions and consultants. For those regional divisions where Gender Programmes are still being implemented, a second phase of the self-evaluation is underway, which includes visits to countries in each region to measure impact of the programmes. The Eastern and Southern Africa Division is not undertaking a field-based evaluation.

In parallel with the self-assessment of the Regional Gender Programmes, a Mid-term Review of IFAD's Gender Plan of Action 2003-2006, Mainstreaming a Gender Perspective in IFAD's Operations, was also carried out in 2005, the results of which were presented to the Executive Board in April 2006. Considered as a corporate exercise, it aimed to measure progress in relation with IFAD's organisational procedures and mechanisms for gender mainstreaming, using the indicators and targets established in a baseline study carried out in 2003. The mid-term review indicated that despite some progress, IFAD needs to scale-up efforts and resources to build greater and more even ownership of the Plan, build awareness and capacity of IFAD staff and consultants, as well as to make significant progress vis a vis the baseline benchmarks.

Objectives of the review of gender focus in the Eastern and Southern Africa Division

The objectives of the Review of Gender Focus in the Eastern and Southern Africa Division are:

- to assist PF to better understand and interpret the preliminary findings and operational implications of the self-assessment of the Gender Strengthening Programme -PF and the mid-term review of the Gender Plan of Action (GPoA); and, based on this understanding,
- to make recommendations as to how the division can best approach gender issues in its updated Regional Strategy, including possible instruments, such as
- to assess the need and explore options for a Regional Gender Programme.

The review should draw lessons from the preliminary results of the self-evaluation of the GSP-PF and the mid-term review of the Gender PoA to be shared within the division and build a fuller picture of the how gender concerns are being addressed in the region, through the identification of concrete examples of IFAD initiatives underway in Eastern and Southern Africa.

Methodology of the review

The activities of the review included:

- meeting with the Technical Advisory Division team leading the self-evaluation and the mid-term review, to better understand the preliminary findings relevant to PF;
- consultation with staff in PF, including Country Programme Managers and Programme Officers (HIV/AIDS and Land Tenure programmes in particular);
- consultation with Gender Focal Points in the other Regional Divisions ;
- review of relevant documentation,¹ identified during interviews.

In this paper, the findings are presented as follows:

- interpretation of the results of the different corporate evaluation exercises in order to better understand what is relevant for the Eastern and Southern Africa region
- review of the collected documentation, concerning mainly the last generation of projects and programmes in the region, most recent Country Strategic Opportunity Papers and regional initiatives, to highlight weaknesses and strengths in gender mainstreaming
- a review of the methodological instruments used in the region for gender mainstreaming, evaluated on the basis of the staff's experience
- recommendations and conclusions as to the options for a new regional Gender Programme, also based on lessons learned from the old GSP-PF, its scope and rationale.

Preliminary results of the different evaluation exercises

The **Mid-term Review of IFAD's Gender Plan of Action** could not assess achievements of the divisions concerning all quantitative targets set up by the 2003 Baseline Survey,² but did review the compliance with the Pre-requisites of Gender Sensitive Design for projects appraised in 2004-2005, based on lead advisers' memos, Technical Review Committee (TRC) issue notes and appraisal reports. As far as PF is concerned, the review acknowledged on one side that greater attention has been given to gender issues in formulation and that the Pre-requisites are widely used; but on the other side showed that, overall, project formulation did not fully comply with the Pre-requisites and the appraisal reports gave limited response to TRC recommendations.³

Other shortcomings are more general, and are not disaggregated by region in the review. One weak area is the continuity between design and implementation (start-up workshops, AWP/B, supervision).⁴ The mid-term review also examined 2004-2005 COSOPs, and found that (in all divisions, not only in PF) they hardly report any lessons learned on gender issues and rarely include gender-oriented suggestions for policy dialogue.

The desk review carried out in the frame of the **Self-evaluation of Regional Gender Programmes** met with two major handicaps concerning the assessment of GSP-PF : lack of documentation and the decision to not undertake a field based evaluation. No evidence has been found of the impact of the old regional gender programme in the document review; the various activities started by the programme have not been followed-up, no evaluation of the programme and no case studies on pilot activities have been carried out; and no evidence has been found of utilization of the various tools elaborated by the programme. Moreover, no sign has been found of a generalization of methods and approaches for gender mainstreaming on the basis of the gender programme lessons learned.

In the questionnaire survey, the region had the lowest response rate⁵ and scored less than other divisions in some indicators. For example, according to almost 29% of surveyed project directors in the region, the project designs do not include a strategy and operational measures to ensure equitable participation of men and women (6% for all regions); only 16% of projects carried out gender-related special studies (41% for all regions); only 12% of

¹ List of documents in annex.

² 15 Indicators of gender sensitivity in the following areas : COSOPs; Project design; Loan Agreement; Start-up Workshops; AWP/B; Project Status Reports; Supervision; Grant funding; TRC; gender knowledge exchange; gender knowledge storing and dissemination. (IFAD-PT, Baseline Survey Report, December 2003)

³ The score for compliance with the Pre-requisites for PF is of 31/100, the lowest of all divisions (59/100 in all regions).

⁴ Some exceptions are worth noting: PL regularly devotes one full day of the start-up workshop to gender mainstreaming activities; in the CEN sub-region almost all projects have planned gender activities within their AWP/B for 2005, set targets for the participation of men and women and allocated required resources.

⁵ The questionnaire was sent to 39 projects, 16 answered (41%). The GSP-PF survey in 2000 had a response rate of 67%.

projects have funds sufficient to cover gender mainstreaming activities (40% in all regions). While most (70-80%) projects in the region always collect sex-disaggregated data regarding training, loans, micro-projects and supported groups' composition (in line with other regions), only 56% collect disaggregated data on a regular basis concerning the beneficiaries of extension and technical assistance (71% for all regions).

Gender approach as applied in practice in PF

Gender approach in projects and programmes

The **Burundi** country programme has explicitly and consistently used a gender approach in its work of post-conflict reconstruction. Since the 1999 Rural Recovery and Development Programme (1999-2009), lessons learned have methodically been used to refine targeting and improve implementation. Targeting and implementation measures to balance men and women participation and empowerment are based on (i) strengthening and empowering existing community based organisations, particularly those where women were already present (Family Development Centres); (ii) gender training for project and government staff; (iii) literacy and income generating activities for women. The Transitional Programme of Post-conflict Reconstruction (2005-2011) has a "Regeneration of women's livelihood" component and a gender specialist in the project's coordinating unit to supervise it. Quotas are reserved to women in the Community Development Centres at all levels (local, district and regional) and these bodies plan, implement and monitor all development and reconstruction activities in the area, including activities not funded by IFAD, and are also responsible for screening vulnerable households for specific support. Civic education and legal support is offered specifically (but not exclusively) to women. Women's participation to civil society and right to land is included in policy dialogue. Finally, the Livestock Sector Reconstruction Programme (2007-2013), presently at the formulation stage, identifies five target groups according to poverty level, and inside these groups women are targeted both as household heads and as household members. A quota of 60% of women is proposed for training in the Farmer Field Schools.

Comment [c1]: Maybe just add a sentence introducing this section as examples of ways in which gender issues have been mainstreamed.

The **Kenya** country programme benefited from the support of the GSP in 2002-2003, through a desk review of gender issues in small scale irrigation and a gender reconnaissance study and start-up workshop for the Mount Kenya East Pilot Project for Natural Resources Management (2004-2012). Recently, a gender backstopping mission to this project noted significant gender awareness and commitment in the project management unit, but difficulties in translating them in practice. Project staff also expressed a need for more gender training. In Kenya, two more recent projects put gender concerns explicitly in evidence. The Southern Nyanza Community Development Project (2004-2012) uses the gender relations in the community as a criteria for targeting neediest residents and households. The studies for project preparation included a working paper on how to integrate gender in project activities, a study on women's access to land⁶ and a household survey carried out using PRA techniques and Sustainable Livelihood Approach. The appraisal report indicate as the project's intermediate objective "to enhance the gender-balanced empowerment of the rural communities", taking into account negative sociocultural norms and cultural practices. The recently approved Smallholder Dairy Commercialisation Programme (2006-2012) focuses on women, as they undertake a substantial share of dairy operations and head a significant number of households. During project preparation, a livestock and gender study was carried out. Training in "group dynamics, participation and gender equity" for members of groups of dairy producers is planned; diversified poverty levels among women are taken into account, with a special grant for provision of goats to very poor women's groups.

Last generation programmes are usually more attentive to gender issues. In **Madagascar** for example the Project to Support Development in the Malabe and Malaki Regions (2007-2015) has a component that aims to ensure land tenure security to small farmers, migrants, women and other vulnerable groups. It is interesting however to remark that even when the programmes do not present an explicit gender strategy, gender sensitive or gender disaggregated indicators are proposed in their logical framework. It is the case of the **Malawi** Irrigation, Rural Livelihoods and Agricultural Development Project 2006 - 2012 and two recent projects in **Rwanda**, Support Project for the Strategic Plan for the Transformation of the Agriculture (2006-2012) and Rural Small and Micro Enterprises Promotion (2004-2011).

⁶ "Voices from the Field. Women's Access to Land and other Natural Resources in Kenya", 2003, in the frame of the Women's Resource Access Programme (WRAP) of the International Land Coalition

Other programmes in the region, notwithstanding the fact that they did not explicitly apply a gender sensitive targeting or implementation mechanisms in design, have had substantial impact on women's livelihood. In **Madagascar**, in the North East Agricultural Improvement and Development Programme (1997-2006), almost 80% of female headed households participated to credit schemes and 60% of beneficiaries of training were women. Women were also represented in 90% of executive committees, but their participation was not very effective, according to the project's Beneficiary Assessment.⁷ The **Angola** Northern Region Fisheries Development Project (1999-2007) supports fishermen as well as women marketing fish, both organised in groups and all of them receiving credit; some women groups formed a larger association that was able to buy a boat.⁸ In **Mozambique**, the Financial Service Component of the Sofala Bank Artisanal Fisheries Project (2002-2009) raised the interest of women for the Saving and Credit Groups, and around 30% clients are women, while women access to formal credit is only 5%.⁹ Very interesting the case of **Ethiopia**, where the success of a marginal activity, the promotion of vegetable gardens for women in a small-scale irrigation programme,¹⁰ pushed the country programme to increasing attention to gender issues in its more recent project: the Pastoral Community Development Project (2004-2009) has conducted a Gender and Social Analysis and posted Gender Specialists in the Mobile Support Teams. The project's mid-term review acknowledges the fact that many micro-projects benefit women, but points out that women are still underrepresented in development committees and bear most charge of the labour contribution for infrastructure construction.¹¹

Uganda and Zambia are two of the countries which were directly supported by the GSP-PF. In **Uganda** the Area-based Agriculture Modernisation Programme (2002-2008) is judged a success story by the 2006 Mid-term review. The gender section of the review reports that 90% of income of the poorest women comes from participation in project activities, 47% of the project supported groups' members are women, and many of the most successful enterprises are managed by women-only groups. Anecdotal evidence shows that participation in project activities has increased women's control of income and decreased family conflicts.¹² In **Zambia**, the Smallholder Enterprise and Marketing Development Programme (2000-2008) participated in the Gender and Poverty-focused Market Linkages study and workshops (2002) carried out by the GSP-PF. The component interested by the activity was the Smallholder Enterprise Development implemented by NGOs. Despite implementation problems, 62% of the members of the smallholder enterprise groups are women, some successful women-only enterprise groups is reported and project reports note the improved status of women as a consequence of deliberate efforts to promote women's decision making.¹³

Special programmes (HIV/AIDS, land tenure)

In 2001 a strategy paper on **HIV/AIDS** was prepared by the division. The paper also exploited the experience of the Ugandan Women's Effort to Save Orphans (UWESO) a programme which was assisted by the GSP-PF.¹⁴ On the basis of the paper, three pilot projects have been implemented in Rwanda and Tanzania, which have taken into account the strong gender dimension of the pandemic and the recommendation of the strategy paper for a strategic partnership with NGOs in implementing AIDS-specific component or projects. The Rural HIV/AIDS Impact Mitigation Project in Tanzania (RHIMP, 2002-2006) has been implemented by World Vision. The project is strictly targeted on AIDS widows, orphans and care-givers and offers training and micro-credit. Last monitoring mission (2005) assessed that the project was reaching its objectives and its target groups and recommended the moving from pilot phase to full implementation.¹⁵ In Rwanda, a project called Strengthening Community Organised Response to AIDS (SCORE AIDS 2004-2006) has been financed, implemented by CARE. The projects organises and supports the associations of AIDS affected persons, sensitises local authorities, helps target group to access to health care and micro-credit. As micro-credit is concerned, SCORE coordinates with CLASSE B Project, also implemented by CARE, which promotes saving and credit groups. 250 groups have been organised so far, and 93% of members are women, who have been able to have credit from the banks.¹⁶

Comment [c2]: What's the third? Is it Angola?

⁷ PADANE Impact Study - Beneficiary Assessment, 2005

⁸ PESNORTE Supervision Report, July 2006

⁹ Sofala Bank Artisanal Fisheries Project, First tri-term review report, January 2006

¹⁰ Special Country Programme Phase II, OE Interim Evaluation, 2005

¹¹ Pastoral Community Development Project, Mid-Term Review Aide Memoire June-July 2006, Annex 6.1

¹² AAMP, Mid-term review report, March 2006

¹³ SHEMP, 2005 Annual Progress Report; First Quarterly Report 2006; Supervision Report, May 2006; CLUSA Termination Report, April 2006.

¹⁴ GSP assisted UWESO with adult literacy training and participatory impact assessment in 2001.

¹⁵ RHIMP, Final Report. Monitoring and Evaluation Mission, D. Cownie, SIAPAC, October 2005

¹⁶ SCORE-AIDS, Supervision Mission Report, September 2006

A **Regional Land Tenure Programme (RLTP)** has been implemented in the division since 2004. The RLTP has been giving assistance to COSOP preparation and project design, including a pilot action research in Madagascar and a land sub-component in a livestock programme in Tanzania, and policy dialogue on land tenure and land rights in Madagascar, Rwanda, Tanzania, Uganda. The integration of land tenure issues and of their gender dimension is often evident in recent COSOPs and projects. The RLTP has recently carried an analysis on women's access to land in Eastern and Southern Africa in IFAD supported operations¹⁷. The study found that, out of 34 projects dealing with land tenure issues since 1978, only 8 attempt to face the land related issues addressed specifically by women; moreover some projects recognize the gender land related issues but this is not always translated into concrete interventions. However the conclusion is that there is increasing attention towards gender land related issues, indicated by the fact that 5 of the 8 projects and programmes specifically addressing gender issues in land tenure have been approved in the last two years.

Gender approach in COSOPs

The Mid-term review of the GPoA carried out a contextual analysis of three COSOPs approved in 2004 in the region (Uganda, Zambia and Mozambique). All of them in the poverty analysis list a number of issues and point out the disadvantaged situation of the women in the country; two of them evoke some typical constraints faced by women in the "Opportunities and Constraints" paragraph. Only one (Uganda) describes concrete actions to be implemented for women empowerment. No other mention of gender issues is to be found, in the Partnership, Policy Dialogue, Portfolio Management sections.

The regional Poverty and Targeting Study¹⁸ (see below) examined all twelve COSOPs approved in the region since the adoption of the 2002 Regional Strategy (all of them prepared after the end of the GSP-PF). The study remarked that in most COSOPs the rural poor are discussed as if they were a rather homogenous group. Gender is evoked as a categorical indicator in most of them, but only one (Eritrea) proposes an explicit gender targeting mechanism.

This review examined the last approved COSOPs (Angola 2005, Malawi 2005 and Madagascar 2006). As in the 2004 COSOPs, the level of gender analysis and attention varies.

A review of gender issues and a field diagnostic study on gender were carried out in preparation of the COSOP for Angola and attention to gender issues is given in analysis but also in the proposed strategy: in the section on the agricultural sector, specific constraints in the access to productive land for women were identified and access to productive land proposed as one of the three thrusts of the country programme; the need of a gender sensitive monitoring and evaluation is put among the lessons learned; the targeting strategy is based on local participatory process with attention to women and women-headed households; poorly scoring indicators of PBAS, such as women's participation to rural organisations, have been selected as possible areas of policy dialogue;

Also the Malawi COSOP does not limit its interest in gender in the "problems" sections, but also presents possible solutions. The constraints in women's situation are listed in the poverty analysis, women's role in agriculture is mentioned (70% of agriculture labour force). The gender-specific strengths and weaknesses are recalled in the Constraints and Opportunity section. Women-headed households (30%) are identified as particularly vulnerable and explicitly included in targeting of the marginal "transient" poor. Adult literacy classes and gender awareness training are planned as means for strengthening local institutions and human capital. Inheritance laws and property rights are proposed for policy dialogue. Strengthening focus on the poor and gender relations is selected as an area for management improvement.

For the Madagascar COSOP, an extensive Participatory Poverty Analysis using Sustainable Livelihood Analysis has been carried out, but was not gender sensitive; gender inequalities are evoked in the "Regional differences in poverty" paragraph; the inclusive approach adopted should favour gender balance targeting through specific gender measures.

¹⁷ "Women Access to Land in Eastern and Southern Africa Region – An Analysis of IFAD-supported Operations and Existing Literature" by B. Motukuri and F. Carpano, 2006

¹⁸ FAO Investment Centre, Poverty and Targeting Study, Final Draft, July 2006

Gender approach in regional strategy

The Regional Strategy Paper (2002) does not have a specific section analysing gender relations and a general regional gender strategy to cope with them, as other regional strategies have. The poverty analysis mentions women's higher vulnerability and at the same time their high economic potential. Understanding and changing gender relations is maintained as crucial only in one of the three cross-cutting principles for project design and implementation, empowerment, and not in targeting. Out of the four strategic thrusts identified (1. Market Linkages; 2. Rural Financial Systems; 3. Land and Water Management; 4. Knowledge, Information and Technology System) gender relations and women specific participation are only referred to in Land and Water Management, promising stronger support to women's rights on the land they work. It is to be noted that GSP-PF's (and projects') work on gender approaches to market linkages is neither mentioned nor used in the analysis or strategy proposal.¹⁹ Also the specific needs and problems for men and women in the access to water, credit and information and the possible solutions that projects in the region have developed are not mentioned in the presentation of the other three strategic thrusts. Poor women's vulnerability and gender issues are evoked in HIV/AIDS prevention and mitigation programmes. Finally, the strategy calls for greater participation of men and women in programme planning, implementation and monitoring.

An updated regional strategy was being prepared and some background studies were carried out. For gender analysis and strategy purposes, the Poverty and Targeting Study (PTS)²⁰ is of particular interest, comprising a desk review and two country studies in Uganda and Zambia. Most relevant findings are: the confirmation that poverty in the region has a strong gender dimension, that is that women are systematically poorer, even if female-headed households are not always poorer; the introduction in targeting of two other dimensions of poverty, age and ethnicity, elders and ethnic minorities being likely to be poorer and more vulnerable; the confirmation that most of rural poor rely on agriculture, but findings on the growing importance of non-farming economy for the poor and the rising number of agriculture wage workers. Girls' enrolment in school and women's literacy lag behind in many countries. The study also warns against the risk of considering too early won the battle against two regional threats which disproportionately affect women: the HIV/AIDS pandemic, which presents a trend towards the feminisation of the infection; and armed conflicts, the long-term effects of which should not be underestimated.

On the basis of the review of a number of projects' targeting measures and of the country studies, the PTS concluded that presently most beneficiaries of IFAD-funded projects in the region are the moderately poor, or active poor, capable of contributing in time, labour and/or cash to project activities. The PTS' opinion is that gender targeting is already mainstreamed in IFAD operations in the region, but often quite generically. Gender remains an important cross-cutting theme and should continue to receive attention in the revised strategy. In addition, age and ethnicity should also be considered in targeting.

Another region-wide activity is the organisation of thematic workshops to share and build upon regional experience in specific thematic areas. No workshop specifically on gender has been carried out after the end of the GSP-PF, but gender issues have been included in the thematic workshops' programmes. In 2006 three thematic workshops have been organised, on Land Tenure, Water Management and Rural Finance. In the frame of the Land Tenure workshop,²¹ a case study has been presented on "Women's Right and the impact if HIV/AIDS on widows' and orphans' rights"²² based on the South Nyanza project (Kenya). The presentation proposed key areas on which projects need to focus, including: (i) training of project staff and local leaders on advocacy, gender and land rights, land administration and management, and conflict resolution; (ii) raising community awareness of women's land rights through local fora and educational theatre; (iii) developing and disseminating materials to local learning centres and community-based groups that explain the roles of statutory bodies in land transactions and dispute resolution; (iv) intensifying and diversifying enterprises for women.

During the Rural Finance workshop,²³ many experiences of rural finance in the region were presented, limited women's access to micro finance institutions (MFI) mentioned; high illiteracy among women presented as a challenge and improving women's participation in MFI included in the "Way forward" section. In the Water

¹⁹ Anyway, the Gender Strengthening Programme is never mentioned.

²⁰ FAO Investment Centre, Poverty and Targeting Study, cited.

²¹ "Land Tenure Security for Poverty Reduction in Eastern and Southern Africa", Kampala (Uganda) June 2006

²² By Dorothy Orwino

²³ 2nd IFAD Rural Finance Thematic Workshop, July 2006

Management workshop²⁴ a sub-group discussed on “Community Participation and Gender Equity in Water Governance”.

Assessment of instruments utilised for gender mainstreaming in PF

Funding

Funding is not cited as a constraint in deciding whether to carry out a gender study, hire a gender specialist or plan a specific gender activity. The perception of a need or opportunity (gender sensibility); the availability of a ready solution (that is, knowing what to do) and of the right person (who could do it) seem more important factors.

The majority of CPMs consider regular funds sufficient to cover all necessary activities for mainstreaming gender. The general opinion is that real mainstreaming consists of using IFAD funds and not external resources: project preparation funds can cover gender expertise and studies; loan should include specific gender activities and gender monitoring.

“First time” funding is proposed by some to overcome resistance and convince of the utility, for example of a gender expert during project preparation. Co-funding (grant plus loan) is suggested to implement innovative activities inside larger programmes.

Human resources

In-house

Recourse to the technical assistance offered by the Gender Focal Point and the Thematic Group on Gender in the Technical Advisory Division (PT) is not generalised among CPMs, and the same can be said of the guidelines, manuals and different tools, on paper and on web, including those developed under the GSP/PF. More often the CPMs direct consultants working on projects, especially at the design stage, towards those resources.

The PF Gender Focal Point has no specific gender expertise and received no specific training, consequently her role is that of directing CPMs towards either PT or consultants or tools, and representing the division in the Thematic Group.

International

Recourse to international gender expertise is not generalised, and the number of available gender specialists limited. Also, the drawback of having multiple, sometimes contrasting approaches has been evoked. Some unsuccessful experience was also reported.

Some CPMs prefer to rely on national gender experts, who can be found of very good level in many ESA countries. But it is acknowledged that an “outsider’s” look is sometimes needed for unbiased understanding and solution proposals.

National

The level of national gender capacity and commitment seems good in most countries in the region. When reading project documentation, sometimes the feeling is that gender awareness is more acute in field staff and national institutions than what is reflected in project design.

According to the results of the questionnaire survey, Gender Focal Points are not present in all projects and always they accumulate other tasks. Often they are not gender specialists and do not receive a specific training. Sometimes they do not manage an ear-marked budget. Often gender activities, not planned in appraisal, are developed on the basis of field needs and/or following a recommendation of the supervision mission.

The hiring of female project staff is a common mechanism to ensure outreach of women beneficiaries and attention to gender issues. In fact, the survey findings confirm that the presence of female staff at various levels makes a difference. Only a few projects in the ESA region are directed by a woman, women are rare in general in project management units, while they are more numerous as community workers and gender activity promoters.

²⁴ “2nd workshop on Agriculture Water Management in Eastern and Southern Africa”, Maputo (Mozambique), September 2006

Although having women on the staff is important, it is not necessarily enough: being a woman facilitates contacts with other women, but specific training and experience, personal commitment and sensibility are also needed in order to have the necessary analytical capacity, a pro-active approach to gender mainstreaming and avoid common mistakes.

Networking, information diffusion

After the end of the GSP-PF, nothing has been done specifically on gender, in terms of networking and information sharing. Information sharing is considered a general weakness in relation to all issues, not only gender, by everybody in the division (and outside). A common complaint is working in isolation and not knowing what others are doing. At the same time workload, extensive travelling and a diversified sense of priorities apparently hinder CPM participation in networks, workshops or simply reading documents.

Methods and Tools

Gender checklist

On the basis of the Gender Plan of Action (2003) a specific tool for assisting CPMs in project preparation has been elaborated by PT and the Thematic Group on Gender: the Gender Mainstreaming Checklist or Gender Prerequisites.

The Gender checklist not being compulsory, it is up to each CPM to decide whether and how to comply with the pre-requisites, and decide priorities. Despite this, the use of the Gender Checklist is increasingly generalised, and the tool judged useful as an institutional guide and memory check.

Gender Training

Training of project staff and national counterparts, governmental and non governmental, in gender analysis is not generalised. The results of the Self-evaluation survey show that project directors and gender focal points agree in asking for more gender training. Gender training is usefully supplied by some projects also to national counterparts and partners (NGOs, for example). Staff turn-over justifies refresher courses.

A common request is to avoid generalities and theories in gender training, and focus on practical application to specific thematic areas.

Gender studies

All CPMs insisted that gender situations are locally specific and so should be the gender analysis. In-depth poverty and gender studies are considered useful and this is confirmed by the increasing number of diagnostic studies launched during project preparation or implementation.

NGO

The recourse to national and local NGOs as implementing agencies is part of the approach to improve national capacities, and promote civil society and private sector. In the same time, NGOs are typically considered more apt to apply participatory approaches and gender-sensitive implementation. It has been remarked that, first, this aptitude should be verified; and, second, there is sometimes scarce feedback on the gender-sensitive NGOs' activities on main programmes.

Interesting experiences with national NGOs implementing gender-centred projects have been carried out in the framework of the HIV/AIDS programme (see above).

Pilot actions

While pilot projects are considered not easily replicable and risk becoming a "niche", pilot actions inside larger programmes, coordinated with main activities, represent an opportunity of testing innovative methods of outreach or giving a "kick-start" to new behaviours, activities or approaches.

Participatory tools

A participatory approach is widely applied in project implementation and increasingly also in project preparation and COSOP elaboration. The participatory methodologies have much helped in reaching vulnerable groups in general and women in particular, and in giving voice to them. Moreover, as remarked by the gender backstopping mission in Kenya, the participatory exercise has worked as an “eye opener” for project managers and decision makers.

However it has been pointed out by some CPMs that PRA and other participatory tools²⁵ do not always have the necessary analytical refinement needed to capture power relationships, and work, resources and benefits distribution in communities and households. A participatory exercise does not in itself warrant against exclusion; on the contrary - on the one hand, it can mask inequalities and different needs and on the other hand, it can cause further oppression, for example by worsening the poverty gap or increasing the work charge of women and poor people. Training in gender-sensitive PRA or SLA and methodological guidance accordingly should be ensured before carrying out these exercises.

Quota

The system of quotas is a way to ensure women’s participation, at least for some activities, when they have less chances to be equitably present. It is used especially in committee composition and training. When quota is the only “gender” tool in a project which is gender-blind in design and in implementation for all other aspects, the tool is not very effective and can even provoke social rejection and/or an increase in women’s workload. It is necessary and useful in the frame of a comprehensive gender strategy.

M&E

The introduction of Results and Impact Management System (RIMS) indicators is considered a way forward in increasing the use of gender disaggregated indicators. Actually, RIMS suggests to disaggregate indicators “when relevant”, and this leaves space to interpretations. Anyway for the moment the only indicators that are (almost) always gender disaggregated are: number of beneficiaries and number of persons trained. Recently approved projects tend to have more gender relevant and gender disaggregated indicators, as for example “Women’s presence and role in community development committees at different level”; “Number of farmers’ organizations chaired by a woman”; and “Number of women having had access to land title”.

Of course, gender disaggregated indicators alone do not ensure gender equity and, added to a gender-blind design, only mean a lot of trouble for implementers.

Qualitative information on the satisfaction of women and men with the different activities and an analysis of reasons why is usually missing. Most supervision reports and mid-term evaluation documents do not present gender relevant information and analysis. Supervision reports in particular are often very focused on administrative and implementation problems. The supervision teams usually do not include “soft” expertise, and not much attention is given to targeting compliance, participatory issues, beneficiaries’ perception and gender. Neither participatory self-evaluation nor case studies are carried out regularly.

²⁵ See for example the interesting use of the Sustainable Livelihood Analysis for Madagascar COSOP and in the AAMP in Uganda.

Recommendations

On the basis of the documentation review and staff consultation, the following recommendations for gender mainstreaming in the Eastern and Southern Africa region are proposed:

- Specific activities to improve an equitable share of benefits in the projects; increase project impact on target groups; and exploit and boost regional experience in the outreach of target groups, should be financed through ear-marked grants or trust funds and included in a comprehensive regional programme, as explained below.
- Compliance to the Gender Pre-requisites, gender-sensitive diagnostic studies, gender expertise during project preparation and in project supervision and evaluation, gender training for project staff, should be systematically conducted and budgeted by all projects;
- Gender-sensitive analysis should be applied in the analytical sections of the Regional Strategy; the need for gender-sensitive targeting (which is not simply targeting poor women) explained; differences of the impact of proposed activities on men and women mentioned;
- Gender mainstreaming should be monitored following indicators identified in the 2003 Baseline Survey²⁶ and follow-up included in regional portfolio reviews;
- All projects should have a (trained) Gender Focal Point;

Is a new gender programme needed? and why?

Overall, review of documentation and discussions with the staff confirm the opportunity for a regional gender programme. This opinion is shared by the majority of PF CPMs. Only a minority maintain that resources for gender mainstreaming already exist, both technical and financial: that funds for project preparation are enough to recruit gender specialists and carry out gender in-depth studies; that gender activities and training are part of the loans; that technical assistance and advice to CPMs is given by the Senior Gender Specialist in PT. This in fact should be the norm, but actually these gender activities are far from being applied for every project. In addition, there is strong interest in improving gender-sensitive implementation and monitoring, in awareness-raising and advocacy at national and regional level and also in regional knowledge sharing.

On the basis of the opinions expressed in interviews and of the document review, specific reasons why a programme to strengthen gender mainstreaming in the ESA region is appropriate are:

- the Gender Strengthening Programme-PF has not been sufficiently internalised and did not involve all countries and all CPMs
- the products and activities of the GSP-PF have never been evaluated, are not largely known and are hardly utilised in the region
- although the awareness of gender issues is quite developed in staff, both at headquarter and at project level, and gender analysis is often present and sometimes well developed in project documents, the specific provisions needed for ensuring equal distribution of benefits and inclusive participation are not always clearly described and implemented
- this difficulty is mirrored in M&E and supervision reports, the language of which is often gender neutral and which do not account for progress and achievements (or difficulties) in reaching the target groups and in gender mainstreaming; the collection of gender disaggregated data is still far from being generalised
- according to project directors and Gender Focal Points surveyed by the questionnaire of the Self-evaluation, funds for gender mainstreaming activities are not sufficient in many on-going projects; they also expressed a need for gender training for project staff
- there are very interesting experiences in the region concerning gender approaches in different sectors that should be evaluated and discussed and the lessons learned widely disseminated in the region and outside

²⁶ IFAD-PT, Baseline Survey Report, cited.

- as a whole, gender awareness, level of analysis and gender sensitive implementation mechanisms are very uneven. A common understanding is required, built on the regional (and corporate) experience and on which national specificities and the different experience of each staff member could be reflected
- threats present in the region and particularly affecting women continue to demand a special gender-sensitive effort: the Poverty and Targeting study²⁷ warns against the risk of considering too early won the battle against HIV/AIDS pandemic; and mentions the long-term effects of armed conflicts and the extremely fragile peace in the region
- Moreover, new challenges open up new development landscapes with risks and opportunities for gender mainstreaming. Political decentralisation support programmes, sector wide approach (SWAp), demand-driven enterprise-focused programmes, shift the centre of the analysis/planning/implementation unit from the community to other entities: locally elected bodies; professional organisations, civil society associations. New gender-sensitive targeting and implementation mechanisms are needed to ensure that the participation of vulnerable groups and women is effective and their interests put on the priority agenda.

What should it be like?

The definition of a possible new programme should build on lessons learned from the GPS-PF and other divisions' Gender Programmes, and also on the regional experiences as presented by CPMs. What follows are the main points:

- the regional programme should be prepared in a participatory manner, based on the division's experience and needs and building consensus around its objectives and activities
- the programme should rely on the commitment and support of the division's senior management; useful inputs, according to other divisions' experience, are: regular inclusion of the programme monitoring in division's meetings; discussions and sensitisation at high level in the countries; informal but continued follow-up with Country Portfolio Managers
- the gender programme manager should be a senior officer, coupling thematic expertise with experience in project preparation and management, and having good communication and negotiating skills. Ideally, the responsibility of the programme should be given to a CPM
- the programme should assist all the region, with no linguistic prevalence. All countries should benefit.
- the regional programme should take into account the recently approved IFAD Policy on Targeting; the new sector wide approach; political decentralisation
- gender should be approached through thematic issues and not in theory
- gender situation is local-specific, there is no single approach, therefore specific gender studies should be carried out for each area prior to any interventions; this also means that no single experience (pilot activity) can be automatically transferred to another country/area
- the programme should not link its funding to a specific nationality as source of expertise.
- enough funding exists for gender consultations and gender studies in project preparation. The project gender activities should be mainstreamed in project loan.

The recently approved IFAD Targeting Policy may be an opportunity to approach in a more pragmatic manner the gender question. The points of interest of the new policy from a gender perspective are (i) the special focus on women within all and each identified target groups; (ii) the acknowledgement of the need of an in-depth understanding of poverty processes and livelihood systems and their gender dimension; and (ii) the reinforcement of the link between accurate targeting and operations' implementation, with attentive monitoring of targeting effectiveness and corrective actions (up to renegotiation). In the approach proposed by the policy, targeting is not a one-off generic exercise, but a rigorous, iterating (and participatory) diagnostic effort orienting the choice of activities and ways and means of implementation.

A new programme linking gender and targeting issues can ensure that the gender dimension is not lost in targeting traditional and "new" vulnerable groups; gender mainstreaming would overcome the generic "women" categorical identification and women and men will also be analysed as belonging to different poverty categories or social and ethnic groups, with specific needs, opportunities and constraints.

²⁷ FAO Investment Centre, Poverty and Targeting Study, cited.

The new gender programme for PF could be a “Gender and Targeting Programme” (GTP).

Funding

Different scenarios have been evoked during interviews: The “weak” solution will be to have a grant at disposal for CPMs, with no special management. CPM could draw from this fund following a number of criteria. This solution however does not take into account the need of awareness raising and advocacy at regional level, and information sharing.

Another proposition has been of distributing evenly ear-marked funds to all CPMs. Those who will not use it, should give it to those who use it. Unfortunately also in this case the gap and differences of approach in the region will increase, with no knowledge sharing and capacity building.

The proposed approach is more “classical”, with a grant managed by a programme manager, at disposal of single projects and countries as matching fund but also financing activities at regional level.

Comment [c3]: A bit more detail here would be useful.

Activities

As showed in this review and in the other evaluation exercises on-going at corporate level, many projects already included some provisions and activities for gender mainstreaming. As already mentioned, compliance to the Gender Pre-requisites, gender-sensitive diagnostic studies, gender expertise during project preparation and in project supervision and evaluation, gender training for project staff, should be systematically conducted and budgeted by all projects and not included in the Programme. Also, all projects should have a (trained) Gender Focal Point.

The programme should limit itself to advocacy, organisation of awareness-raising and information sharing workshops, training on gender-sensitive analysis and targeting, and technical backstopping to projects, particularly to monitor and evaluate targeting compliance.

The programme should finance a number of case studies on gender regional experiences concerning thematic issues and disseminate lessons learned in the form of short learning notes.

Innovative pilot actions in the frame of larger programmes could be funded, also concerning new issues for empowerment and civil participation, as policy dialogue on wage policies for off-farm and non-farm workers; capacity building for women and vulnerable group leaders and their participation in local political life and peace-building activities; collaboration with specialised regional centres coping with indigenous groups for gender-sensitive analysis.

Programme Monitoring and Evaluation

Gender mainstreaming should be monitored following indicators identified in the 2002 Benchmark Survey and used for the Gender Plan of Action.

Specific indicators for the impact of the GTP should be identified, but they would be rather qualitative indicators (such as satisfaction of trainees and workshop attendants); satisfaction of staff (both at headquarter and at project level); successful innovative activities; successful policy lobbying. An evaluation study should be carried out in order to assess the outcome and impact of the programme.

Staffing

The GTP manager should be a senior officer, coupling thematic expertise with experience in project preparation and management, and having good communication and negotiating skills. He/She should be fluent in English and French, to avoid linguistic discriminations. Ideally, the responsibility of the programme should be given to a CPM, also in order not to spend the bulk of the funding in headquarter-based technical assistance. The CPM/programme manager could benefit from a refresher course in gender, if necessary.

A consultant can be hired to support the programme manager for specific tasks (for example, workshop organisation). A roster of consultants to be proposed to CPMs for support in project preparation and M&E should

be created. International consultants should be coupled to national consultants for transfer of expertise. Best national consultants should be recommended for recruitment in other countries in the region, to share experience and improve capacities.

Anna Martella
consultant
October 2006

ACRONYMS

AWP/B	Annual Work Plan and Budget
COSOP	Country Strategy Opportunity Papers
CPM	Country Portfolio Manager
ESA	Eastern and Southern Africa
GPoA	Gender Plan of Action
GSP-PF	Gender Strengthening Programme in Eastern and Southern Africa
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organisation
PBAS	Performance-Based Allocation System
PF	Eastern and Southern Africa Division
PRA	Participatory Rural Appraisal
PT	Technical Advisory Division
RIMS	Results and Impact Management System
SLA	Sustainable Livelihood Analysis
SWAp	Sector-wide Approach
TRC	Technical Review Committee

LIST OF PEOPLE MET

In PF :

Ides van der Does de Willebois (Mr)	Director
Ed Heinemann (Mr)	Regional Economist
Carla Ferreira (Ms)	PF Focal Point and CPM (Angola)
Mirian Okong'o (Ms)	PF CPM (Malawi) and HIV/AIDS Programme Manager
Harold Liversage (Mr)	Land Tenure and Water Management Programme Manager
Abla Benammouche (Ms)	CPM (Eritrea, Mauritius, former Burundi)
Marian Bradley (Ms)	CPM (Uganda, former Malawi and Kenya)
John Guicharu (Mr)	CPM (Etiopia)
Benoit Thierry (Mr)	CPM (Madagascar, Comoros, Seychelles)
Jens Sorensen (Mr)	CPM (Zambia, Botswana, Namibia, Zimbabwe, former Mozambique)
Tom Mwangi Anyonge (Mr)	CPM (Kenia)
Reine Anani (Ms)	CPM (Burundi, Rwanda)
Fumiko Nakai (Ms)	CPM (Uganda, Lesotho)
Samuel Eremie (Mr)	CPM /Tanzania, Swaziland)
Deborah Martin (Ms)	Assistant GSP
Louise Mc Donald (Ms)	Assistant (Tanzania)
Claire Bishop-Sambrook (Ms)	PF Gender Consultant

In PT :

Annina Lubbock (Ms)	Senior Gender and Targeting Advisor
Maria Hartl (Ms)	Technical Adviser, Gender and Social Equity
Silva Sperandini (Ms)	Consultant for the Self-evaluation
Christiane Monsieur (Ms)	Consultant for the Self-evaluation

Other divisions :

Cristiana Sparacino (Ms)	PA Gender Focal Point and CPM
Rosemary Vargas-Lundius (Ms)	Policy Division, former PL Gender Focal Point and CPM
Rasha Omar (Ms)	PN Gender Focal Point and CPM
Ganesh Tapa (Mr)	PI Gender Focal Point
Lenyara Kayasedinova (Ms)	PN-CEN Gender Focal Point

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