

IFAD's Efforts and Achievements in Gender Equality and Women's Empowerment

Corporate-level Evaluation

Approach Paper



Tejaswini Rural Women's Empowerment Programme
Bhor District, Pune, Maharashtra, India
Women's Self-help Groups

10 March 2010

**Office of Evaluation
International Fund for Agricultural Development**

IFAD's Efforts and Achievements in Equality and Women's Empowerment

Corporate-level Evaluation

Approach Paper

Table of Contents

Abbreviations and Acronyms	ii
I. BACKGROUND AND ORIGIN OF THE EVALUATION	1
A. <i>Global Context and Commitment to Gender-equality Issues in Development Assistance</i>	1
B. <i>Origin of the Evaluation</i>	2
II. EVOLUTION OF IFAD'S APPROACH IN MAINSTREAMING GENDER EQUALITY	3
III. RESULTS FRAMEWORK FOR GENDER EQUALITY IN IFAD OPERATIONS - 2008	8
IV. OBJECTIVES OF THE EVALUATION	8
V. EVALUATION APPROACH, METHODOLOGY AND PROCESS	10
A. <i>Time Frame of the Evaluation</i>	10
A. <i>Evaluation Methodology and Building Blocks</i>	10
B. <i>Evaluation Process</i>	13
VI. DELIVERABLES OF THE EVALUATION	14
VII. CORE LEARNING PARTNERSHIP	14
VIII. EVALUATION SCHEDULE AND TEAM	15
IX. COMMUNICATION AND DISSEMINATION	17
BOX	
Addressing Gender Inequalities and Increasing Women's Capabilities: Preconditions for Achieving the Millenium Development Goals	4
APPENDICES	
1. Results Framework for Gender Equality Mainstreaming in IFAD Operations 2008	19
2. Gender-equality Evaluation Framework	21
3. Bibliography	25
4. Gender Equality and Women's Empowerment Definitions used by IFAD	29

Abbreviations and Acronyms

ACP	Agreement at Completion Point
AfDB	African Development Bank
AP	Approach Paper
ARRI	Annual Report on Results and Impact of IFAD Operations
CIDA	Canadian International Development Agency
CLE	Corporate-level Evaluation
CLP	Core Learning Partnership
COSOP	country strategic opportunities programme
CPE	Country Programme Evaluation
DFID	UK Department for International Development
ECOSOC	United Nations Economic and Social Council
FAO	Food and Agriculture Organization of the United Nations
GPA	Gender Plan of Action
IFI	international financial institution
MDG	Millennium Development Goals
NORAD	Norwegian Agency for Development Cooperation
OE	Office of Evaluation (IFAD)
PMD	Programme Management Department (IFAD)
PPR	Portfolio Performance Report
PT	Operations Policy and Technical Advisory Division (IFAD)
RIMS	Results and Impact Management System (IFAD)
SDC	Swiss Agency for Development and Cooperation
SIA	Senior Independent Advisers
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
WB	World Bank
WID	Women in Development
WFP	World Food Programme

IFAD's Efforts and Achievements in Gender Equality and Women's Empowerment

Corporate-level Evaluation

Approach Paper

I. BACKGROUND AND ORIGIN OF THE EVALUATION

A. Global Context and Commitment to Gender-equality Issues in Development Assistance

1. During the 1970s, women professionals working in international development began to research and document their concerns that international development efforts were leaving women behind. They argued that these efforts were relegating development investments for women mainly to child care, nutrition and home economics thus neglecting the de-facto significant economic roles and responsibilities of women, particularly in the agriculture sector.

2. As these research findings gained in importance, the United Nations responded by naming 1975 International Women's Year, and holding a global conference on Women in Mexico City. This led to the Decade for Women (1975-85) and the establishment of the United Nations Development Fund for Women (UNIFEM). Donors responded by creating Women in Development (WID) units and enacting policies to ensure that women were not left out of the development process. This approach implied targeting women through specific policies and programmes and funding exclusive women projects and specific components for women. These WID efforts did not produce sustainable results and gender inequality persisted. In the face of these difficulties, the 1995 Beijing World Conference on Women established a consensus that 'gender mainstreaming' should be the preferred strategy – and the international community represented in the conference identified gender equality and empowerment of women as key goals to the achievement of sustainable development using the mainstreaming strategy.¹

3. For development activities, gender mainstreaming requires assessing the implications for women and men of any planned action, including legislation, and ensuring that their concerns and experiences are taken fully into account in the design, implementation, monitoring and evaluation of all development interventions. The aim is to develop interventions that overcome barriers preventing women and men from having equal access to the resources and services they need to improve their livelihoods.

4. The Beijing Conference brought together an agenda for global action on gender equality under the Beijing Platform for Action using mainstreaming to promote gender equality and empowerment of women. This was seen as an effort to create a common commitment from which all UN multilateral agencies can support member states, building on their relevant strengths and specific mandate. These global commitments constitute guidelines and a basis for norms on what needs to be done by the UN system agencies separately and collectively. Based on the Beijing consensus, United Nations Economic and Social Council (ECOSOC) resolution 1997 on gender mainstreaming is the mandate for all parts of the UN system to mainstream gender in all funds, programmes and special agencies. Subsequently, each UN agency has outlined its own Gender Policy and Plan of Action as a basis for its contribution, within its areas of competence, to a common gender-equality agenda. This commitment was reaffirmed by the Millennium Summit (2000), where Millennium Development Goal

¹ For definitions of these terms used by IFAD, see Appendix 4.

(MDG) 3 aims at promoting gender equality and empowering women by ending gender-related disparities in access to assets and allocation of developmental resources and services.

5. Meanwhile research undertaken by the World Bank (WB) in early 2000s supported the mainstreaming agenda by providing strong empirical evidence that gender inequalities tend to slow down development and hold back economic growth and the reduction of poverty.

6. However, the Beijing+10 review deemed the results of the mainstreaming approach disappointing.² While treating gender equality as a separate entity (sector/project/component) under the previous WID approach had left the bulk of development efforts untouched by gender-equality considerations, mainstreaming resulted in gender equality becoming invisible through ‘*policy evaporation*’, and women tended to be lost in “*the mainstream or the malestream*”³. The equality outcome under mainstreaming could not be easily identified.

7. An understanding has therefore emerged internationally that women targeted programmes and projects are still necessary to strengthen the capacity of women and enable effective mainstreaming and gender equality. Specialized support for women was deemed still needed coupled with institutional mechanisms for accountability. Agencies have chosen different bases for their approach to gender-equality: human rights or growth considerations. Most use a mix of both. There is growing evidence that gender equality is essential for more effective economic development and poverty reduction.

8. With the growing realization of the importance of gender equality for growth, development and poverty reduction, donors began recently to strengthen their priority to gender equality by undertaking assessments of the performance and results of their gender-equality programmes. Between 2005 and 2009 many UN organizations, bilateral donors and the development banks have undertaken evaluations of their gender-equality programmes and policies and are using the evaluation lessons and recommendations to enhance their effectiveness in promoting gender equality and increasing investments in this area. These include the WB, the Swiss Agency for Development and Cooperation (SDC), the Canadian International Development Agency (CIDA), the UK Department for International Development (DFID), the Norwegian Agency for Development Cooperation (NORAD), UNIFEM, the United Nations Development Programme (UNDP) and the World Food Programme (WFP).

B. *Origin of the Evaluation*

9. In reviewing IFAD’s performance in promoting gender mainstreaming in its country programmes, the Consultation on the 8th Replenishment of Fund’s Resources (2008) requested the IFAD’s Independent Office of Evaluation (OE) to: “Conduct an evaluation of IFAD’s performance on gender equality and women’s empowerment. Based on the findings of the evaluation, the Executive Board will decide on the need to develop a corporate policy and implementation strategy on gender equality”. In response to this request OE has undertaken this evaluation starting November 2009 and expects to complete it in December 2010. This will be the first time an independent corporate-level evaluation (CLE) on gender equality is undertaken in IFAD.

² Evaluation of SDC’s Performance in Mainstreaming Gender Equality, 2009/1, page 23.

³ Ibid, page 23.

II. EVOLUTION OF IFAD'S APPROACH IN MAINSTREAMING GENDER EQUALITY

The Early Efforts

10. Over its 30 years of operations IFAD has always realized that rural women play a critical role in agricultural production, natural resources management and households' food security in developing countries. Yet, they have less access to assets and services and less decision making power than men. Addressing gender inequalities and empowering rural women, is thus critical to rural poverty reduction and to the effectiveness of IFAD operations. IFAD's specific emphasis on rural women started in the 1980s and increased in importance over time. A landmark document in this regard was the "*Strategies for the Economic Advancement of Poor Rural Women*" approved in 1992. A year earlier IFAD had established for the first time a Gender Desk in the Programme Management Department's (PMD) technical division. The desk and its various incumbents changed titles over the following two decades but its location has always remained in the Operations Policy Technical Advisory Division (PT). Currently the title of the female senior staff occupying the desk is "Senior Technical Adviser - Gender and Poverty Targeting".

11. The above mentioned strategy document did not establish targets or expected results for IFAD. It described the approach to be followed by IFAD which was in line with the then international thinking on gender equality. The approach incorporated in principle the ideas of empowering women and of institutional capacity building to cater for their production-related needs, their rights of self determination and the imperative of their effective participation in all aspects of their society. These principles provided the starting point and the launching pad for IFAD's efforts in articulating its gender-equality approach over the following two decades.

12. In the second half of the 1990s, a strategic link was forged between the empowerment of women and attention to gender-equality issues in rural development and the achievement of household food security, which was then a major objective of IFAD-supported projects (see for example Memory Checks for Programme and Project –Household food security and Gender- IFAD 1999). Since then IFAD major strategic and lending policy documents stressed gender-related concerns and equality as central to its poverty reduction and targeting approach. However, to date, IFAD does not have a stand-alone policy on gender equality.

13. **IFAD's Lending Policies and Criteria (1998)**, page 23 para 4 states that: "*Within IFAD's policy and programmatic focus on poverty targeting, the poverty group deserving more particular attention is poor rural women, who are the most significant suppliers of family labour and efficient managers of household food security. IFAD, working closely with other agencies, should pursue its policy dialogue with Member Governments on the issues related to the economic participation of poor rural women, in the light of its field experiences and in accordance with the Declaration for the Economic Advancement of Rural Women, which was adopted by the Geneva Summit on the Economic Advancement of Rural Women. IFAD should strengthen its focus on poor rural women by developing and sharpening specific instruments of intervention through the exchange of experiences with others working in the field, and through further deepening the conceptual understanding of the complex issues involved*".

14. **IFAD's General Conditions for Agricultural Development Financing (1999)**, section 7.3 states that: "*The Loan Parties and the Project Parties shall ensure that the resources and benefits of the Project, to the fullest extent practicable, are allocated among the target population using gender disaggregated methods*". Since the early nineties IFAD has designed and implemented stand-alone women projects and project components/activities specifically directed to women. Over the last decade, all IFAD's regional divisions implemented grant-funded Regional Gender Programmes for capacity-building, technical assistance, research and support in gender-related policy and advocacy. Some regions developed specific regional gender strategies, implemented regional and country specific grant-funded programmes for gender mainstreaming and women's empowerment.

Efforts in the First Decade of 21st Century

15. **The IFAD Strategic Framework (2002-06)** recognized the link between poverty reduction on the one hand and women's empowerment and gender equality on the other. It acknowledged that powerlessness is a dimension of poverty and that gender inequality is a manifestation of poverty. It stated that gender issues should be addressed as a cross-cutting concern in all aspects of IFAD's work. In particular this strategic framework articulated for the first time in IFAD the role of women as "agents of change" for their communities (see box below).

Addressing Gender Inequalities and Increasing Women's Capabilities: Preconditions for Achieving the Millennium Development Goals

Across the developing world, poor rural women have a primary role in crop production and care of livestock. They engage in multiple economic activities that are critical to the livelihoods of poor rural households. They are responsible for providing for the food, water and fuel needs of their families. The quality of care that mothers give to children has a decisive influence on their prospects for healthy and productive lives. At the same time, women have significantly less access than men to knowledge, assets and services. They also have less influence and choice in the decisions (private and public) that have a bearing on their lives and those of their children. These enduring and sometimes widening inequalities affect the ability of women to carry out their critical roles, thus undermining global human and economic growth.

When presented with opportunities, poor rural women can become powerful agents of change in their communities. For example:

- Increasing girls' access to primary and secondary education is strongly correlated with reduced malnutrition and mortality.
- Women are dynamic organizers and participants in grass-roots organizations and are effective at initiating and sustaining local self-help initiatives.
- When women have access to agricultural inputs and relevant knowledge, farm productivity gains are high.
- In many microfinance programmes around the world, women have a strong track record as prudent savers and borrowers, using income to the benefit of the entire household.

Unless efforts and resources to address gender inequalities by increasing the resilience of poor rural women are significantly scaled up, little progress will be made towards achieving the Millennium Development Goals of reducing poverty and hunger worldwide.

16. **Operationalizing the Strategic Framework for IFAD 2002-2006: Mainstreaming a Gender Perspective in IFAD's Operations" – Plan of Action (GPA) 2003-2006.** To operationalize the 2002-2006 Strategic Framework, IFAD enacted the three years GPA 2003-2006. The GPA is another major milestone in IFAD's efforts to mainstream gender-equality concerns into its operations and processes. It was based on the premise that gender equality and women's empowerment are crucial for IFAD operations both as objectives and as instruments for poverty reduction. It aimed primarily at internalizing gender issues in the project cycle through adopting *Prerequisites of gender-sensitive design* and identifying specific actions, with related performance indicators at different stages of the

programme cycle from the design of the country strategies to project completion. It also specified implementation responsibilities of units/positions across the house.

17. As an instrument for gender mainstreaming, the GPA's ultimate goal was to ensure gender-equitable access to IFAD project resources and benefits and to promote broader equality in rights and opportunities. It was developed by the IFAD-wide Working Group on Gender in Projects and Programmes (WGGPP), coordinated by PT in consultation with other IFAD staff. The Plan identified 25 actions accompanied by time-bound and verifiable indicators, with which to monitor progress. The 25 actions of the plan relate to the project cycle, policy and partnerships, learning and innovation, and accountability and monitoring (see GPA annex). The actions focus on a limited number of time-bound specific responsibilities with precise indicators. A Baseline Survey was undertaken in 2003, identifying the pre-Plan situation with regards to the established indicators for monitoring purposes.

18. At the global level, the GPA constitutes IFAD's main policy instrument to follow up on the Beijing Platform for Action (1995), the Beijing+10 Summit, the agreed conclusions of the ECOSOC on Mainstreaming a Gender Perspective in all Policies and Programmes for the United Nations and to help mobilize IFAD's efforts to contribute to the MDG3.

19. The GPA overall goal was to ensure that IFAD's projects and programmes:

- Expand women's access to and control over fundamental assets – capital, land, knowledge and technologies;
- Strengthen women's agency – their decision-making role in community affairs and representation in local institutions;
- Improve women's well-being and ease their workloads by facilitating access to basic rural services and infrastructures;
- Are guided by the principle that development initiatives should incorporate the priorities and needs of both women and men and give them equal opportunities to access benefits and services; and
- Seek to address the structural inequalities that prevent women from realizing their potential as human beings, producers and agents of change in the fight against poverty.

20. The GPA also stresses that IFAD's approach combines gender mainstreaming in all project components and activities, with women-specific activities to reinforce – through affirmative action – women's capacity to participate on an equal basis in economic activities and public decision-making.

21. The GPA was meant to establish a common framework within which region- and country-specific approaches will be designed and implemented. The GPA argued that there is no single recipe for all situations, nor is gender mainstreaming the only instrument for improving the well-being and status of women. This has been reflected in IFAD's Regional Strategies (2002) developed in line with the framework, which addressed gender equality and women's empowerment issues with different approaches and entry points for the diverse regional and sub-regional contexts⁴. The GPA set minimum standards and established a common framework within which the divisions will develop specific strategies and approaches. Each division had to determine how, with what resources, and within what time frame it will achieve the established targets, and incorporate these measures into its divisional work plan and budget.

22. Efforts in Gender Mainstreaming in IFAD design and implementation, and the de-emphasis on stand-alone women projects started in earnest following the formulation of the GPA. Efforts have also been undertaken to gradually integrate gender-equality considerations into IFAD's business processes related to the project/programme cycle, including the deliverables produced under the IFAD Action

⁴ The Regional Strategies were cancelled in 2006.

Plan (December 2005), such as the supervision guidelines. Progress in the implementation of the GPA was to be reported annually to the Executive Board through the Annual Portfolio Performance Review. All major policy and strategic pronouncement in IFAD since 2003 confirmed the essence of the GPA.

23. **IFAD's Targeting Policy.** Attention to gender-equality issues, as an element of IFAD's poverty targeting approach, was reconfirmed in IFAD's targeting policy, approved in September 2006. The Policy states that *"in any given context, IFAD will, together with its partners, identify the target groups through a gender-sensitive poverty and livelihood analysis and have a special focus on women within all identified target groups – for reasons of equity, effectiveness and impact – with particular attention to women heads of household, who are often especially disadvantaged"*. In the context of IFAD experience and lessons learned on targeting, the Policy stresses that *"Significant lessons have also been drawn from the Fund's long-standing experience in gender mainstreaming, which combines multiple targeting measures ranging from affirmative action to capacity-building and empowerment"*.

24. **IFAD's Strategic Framework 2007-2010**, approved in December 2006, reiterates that *"For development efforts to be effective, differences in gender roles and responsibilities need to be taken into account; and across all these (target) groups IFAD will focus particularly on women, not only because they have significantly less access than do men to assets and services – and less voice in public decision-making, but also because addressing these inequalities and strengthening the capacity of rural women to perform their productive roles more effectively, has a major impact on poverty reduction and on household food security"*.

25. **Self-Assessment.** In 2005-2006, IFAD's PMD undertook a progress review and a self assessment to take stock of the variety of experiences in gender mainstreaming and women's empowerment and to draw lessons. This self assessment included:

- Mid-term review of the Gender Plan of Action
- Surveys of IFAD-supported projects, cooperating institutions and IFAD consultants regarding gender issues in IFAD operations
- Self assessment of the Regional Gender-equality Programmes

26. Most regional gender-equality programmes focused on the operational level, providing complementary human and financial resources to IFAD loan-funded projects in the form of gender training for project staff, technical assistance and backstopping during the project cycle and small grants for pilot activities. The main conclusions of the self assessment state that 1) in general, this support has improved project outreach to rural women and the awareness of project staff and the participating households on gender issues and mainstreaming, 2) some pilot activities to empower women have been mainstreamed in IFAD-supported projects, 3) the knowledge produced and disseminated has provided significant learning to the institution, 4) the overall impact of the gender-equality programmes has been greatest on project staff, indirect, but promising on end-beneficiaries (poor women) and moderate on IFAD staff because of limited direct involvement of many country programme managers in programme activities and 5) most of the programmes have been less effective at the policy level. i.e. in exercising influence or in playing an advocacy role on gender equality issues⁵.

27. **The 2007 Workshop on Gender Mainstreaming and Women's Empowerment "Looking for New Directions"** (Rome, 16-17 May 2007). This workshop was organized by IFAD's PT and the Thematic Group on Gender to provide an opportunity to review and analyze the lessons learnt through

⁵ IFAD, Consolidated Report on Regional Self-Assessments of Gender Support, May 2007, pages 2-3.

the self assessment processes and other findings and discuss emerging issues and the future directions for IFAD's strategy for gender mainstreaming and the empowerment of women.

28. **A Framework for Gender Mainstreaming in IFAD Operations** was issued in July 2008. It reiterates core principles, definitions and key responsibilities contained in the GPA, confirms attention to gender issues as a permanent feature in business processes related to IFAD's project-programme cycle, and establishes the basic parameters and indicators against which IFAD's performance in this area will be monitored within the Fund reporting and monitoring systems. The Framework refers only to actions that fall directly under the responsibility of PMD and within the context of the new quality enhancement and quality assurance systems. Attention to gender-equality was to be addressed in the departmental results framework and key performance indicators

29. **Basic Principles of the 2008 Framework.** As part of its poverty focus, the Fund considers women as a target group deserving special attention. In its operations, IFAD continues to pursue a three-pronged strategy for gender mainstreaming and women's empowerment aiming to:

- expand women's economic empowerment through access to and control over fundamental assets;
- strengthen women's decision-making role in community affairs and representation in local institutions; and
- improve the knowledge and well-being of women and ease women's workloads by facilitating women's access to basic rural services and infrastructures.

30. In pursuing these objectives IFAD's approach combines gender mainstreaming with proactive measures and activities specifically directed at women.

31. **The Gender Torch.** On 4 October 2009, the President of IFAD, received the Torch of MDG 3 from the Danish Minister for Development Cooperation, committing IFAD "to do something extra" to promote gender equality and women's empowerment. By that date, more than 100 representatives of government, the private sector, civil society, media and international organizations had taken up the Torch. This is a further indication that IFAD is seriously committed to pursue its commitment to gender equality and women empowerment in the 21st Century.

32. **Gender Indicators in IFAD's Operational Guidelines.** Over the past decade IFAD has gradually incorporated Gender Indicators in its internal guidelines for design, implementation, monitoring and follow up of its supported operations. In the Guidelines for preparation and implementation of a Results-based Country Strategic Opportunities Programme (COSOP), (December 2006), a full appendix VII is devoted to a "Checklist for Inclusion of Gender Issues in COSOP formulation". The checklist is intended as a reminder of gender-related information that should be provided when compiling the different sections of the COSOP document. In the Guidelines for Project Design (December 2007), the outline of project design report (appendix 1) indicates that gender issues and mainstreaming should be discussed, as part of the discussion on poverty and targeting.

33. The Framework for a Results and Impact Management System (RIMS) for IFAD-supported country programmes (approved by the Board in December 2003) states that all the results and impact indicators during implementation have to be disaggregated by gender where relevant (table 1, page 9 and annex pages 17 and 18). The guidelines for supervision and implementation support of projects and programmes funded from IFAD loans and grants (issued in June 2008 by PMD) states that targeting and gender equality is one of the special issues in Supervision. Annex 9 of the document provides guidelines on reviewing gender equality and targeting issues during supervision and implementation support, with additional questions to ask and information to obtain.

34. The template of the PMD Project Status Report includes under section B2 (Project Implementation progress), ratings on project gender-equality focus. The guidelines for Project

Completion Reports issued by PMD in June 2006, under the section on Assessment of Impact, states that the evidence of greater gender equality and empowerment of rural poor people should be brought out under the various impact domains.

35. Finally the “**Results Measurement Framework for the Eighth Replenishment Period (2010-2012)**” approved by the Board in September 2009, tracks IFAD performance according to a number of indicators among which the second indicator measures performance against the impact on poverty within the target group, using sub-indicators related to physical and financial assets, food security, empowerment and gender equality. It also states (para 45) that: “*At the level of outcomes, in line with the principles of engagement under its current Strategic Framework, IFAD will also measure results against: sustainability, replication and scaling up, and gender equality and women’s empowerment. Project performance on gender mainstreaming will be assessed on whether it has integrated women’s as well as men’s concerns, so that women and men benefit equally and inequality is not perpetuated – another IFAD strategic objective*”. Table 2 (page 11) and appendices 1 and 2 of the same document indicate that gender equality is one of the indicators to measure country programme and project outcomes.

III. RESULTS FRAMEWORK FOR GENDER EQUALITY IN IFAD OPERATIONS - 2008

36. With the overall goal of contributing to the achievement of gender equality and women’s empowerment through mainstreaming gender-equality concerns into the project/programme cycle, the 2008 Framework for Gender Mainstreaming in IFAD sets the following operational objectives:

- Results-based COSOPs integrate gender-equality concerns
- Project and grant design fully integrates gender-equality concerns according to the Key Features of Gender-Sensitive Design and Implementation;
- Project and grant implementation ensures gender-equitable participation in and benefit from project activities;
- Supervision/implementation support gives attention to gender mainstreaming and women’s empowerment; and
- Project completion reports give attention to gender mainstreaming/women’s empowerment.

37. Annex I illustrates the translation of these objectives to the current Results-based Framework for Gender Mainstreaming in IFAD as reported in the 2008 Framework (this framework will be assessed as part of building block 1 of the evaluation. See also section E of the Approach Paper).

IV. OBJECTIVES OF THE EVALUATION

38. The origin of the Evaluation was mentioned in section I. This will be the first corporate-level independent evaluation on gender in IFAD. The Fund has adopted a gender mainstreaming approach but women targeted activities remain as affirmative action when needed to support the promotion of gender equality and women empowerment⁶. Originally, the OE Methodological Framework for Project Evaluation (2003) contained a separate criterion on Gender Equality and Women Empowerment (as an overarching factor) which was rated separately by evaluations and consolidated in the ARRI. With the adoption of the mainstreaming approach at corporate level through the GPA, reporting on gender equality was subsumed into all OE evaluation criteria and impact domains, as suggested by PMD, and assessed as such, but did not receive separate ratings by the evaluations. The

⁶ Affirmative action can be defined as positive steps taken to increase the representation of women (and/or minorities) in areas of employment, education, business and access to assets and services from which they have been historically excluded. Those steps may involve *preferential* selection—i.e. selection on the basis of race, gender, or ethnicity. They may also include policies to ensure historically excluded groups are treated fairly in the workplace or for the provision of and access to goods and services.

Country Programme Evaluation (CPE) and the CLE continued to assess gender equality and women empowerment, but so far the results of this assessment have not been consolidated at the corporate level. Among other issues, in the course of the CLE, the evaluation team will consider the way gender equality is assessed in evaluation and provide guidance to OE for its future evaluation methodology.

39. **The objectives of the evaluation** are to: (1) assess the relevance of IFAD's strategic guidance on gender equality and women empowerment to IFAD's mandate and to its country partners; its clarity and coherence with corporate policy and guidelines and its consistency with the best practices of other development assistance agencies (2) assess the performance and results of IFAD's efforts to promote gender equality and women empowerment in its (a) country programmes and (b) business processes⁷ and (3) generate a series of lessons learnt and recommendations that will assist the Board and IFAD management in deciding on the need for a gender policy and in determining the future strategic and operational directions of the Fund on gender equality.

Main Evaluation Questions

40. In order to fulfill the above mentioned objectives the evaluation will focus on the questions below (for a full set of evaluation questions see the Evaluation Framework in appendix 2):

- Is IFAD's strategic guidance on gender equality and women's empowerment relevant for IFAD's rural poverty reduction mandate?
- Does it respond to the gender-equality policies and strategies of IFAD's country partners (borrowing member countries)?
- Is it consistent with best practices – and results - of other development assistance agencies?
- Is it appropriate to the changing features of IFAD's operational modalities within the new development assistance architecture and the emerging global issues in agricultural and rural development (e.g. climate change and high food prices)?
- Is it adequate for IFAD's operations within the framework of the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action?
- To what extent does IFAD's strategic guidance on gender equality provide the whole organization with a clear, coherent (along corporate policy and guidelines), results-focused and well-resourced framework to promote gender equality and women empowerment?
- Is it well integrated into IFAD's country programmes (COSOPs-project design and implementation-as well as non lending operations)?
- Are IFAD's programme-related operations effective in achieving the desired gender objectives?
- Have the regional gender programmes been relevant and effective?
- Are the achieved gender-equality results likely to be sustainable?
- What lessons have been learnt from operations about gender mainstreaming?
- Are IFAD main non-programme related corporate processes aligned with and supportive of gender equality objectives?
- Are gender-equality related results and outcomes adequately included and measured in IFAD's Corporate Management Results?
- Are IFAD's human resources policy and practices conducive to the promotion of gender equality and women's empowerment?
- How aware and supportive is IFAD staff of gender policies? Have capacities to mainstream gender been adequately developed?

⁷ These refer to design and implementation processes as well as human resources processes.

V. EVALUATION APPROACH, METHODOLOGY AND PROCESS

A. Time Frame of the Evaluation

41. The choice of time frame for the evaluation has to balance two considerations: reflecting the institution's most current practices (by using a short time frame) and capturing the outcomes of actions that have fully matured (by reaching further back).

42. All projects evaluated by OE between 2002 and 2009 as stand-alone project evaluations were designed prior to 2003, the year when the Gender Plan of Action was adopted. Only three projects designed in 2003 were assessed prior to full completion by OE as part of CPEs. The evaluation will look at development results through reviewing completed evaluations which will mainly examine earlier projects. To review more current projects, a desk review will look at the design, and, to the extent possible, supervision reports, project status reports, mid-term reviews and other self-evaluation documents of more recent projects. Country case studies will also permit comparison of more recent and older projects.

B. Evaluation Methodology and Building Blocks

43. **Self Assessment:** As enshrined in the Evaluation Policy, those involved in the development and implementation of IFAD strategies and operations are invited to conduct a self-assessment so that they have an opportunity to convey their perspectives and opinions about the subject of evaluation. An elaborate process of self-assessment of the Gender Plan of Action and the Regional Gender Programmes have been undertaken between 2005-2006 (see part B above). OE considers these efforts and the resulting reports sufficient and would be taken as the starting point in the evaluation. However IFAD's PMD will be invited to supplement this assessment by new evidence/data analysis on gender equality in IFAD's operations as the case may be with close reference to the questions in the gender evaluation framework.

44. **Evidence-based findings and triangulation:** The basic evaluation approach will be evidence-based findings and triangulation of findings obtained from evaluation analysis. This will be done, inter alia, through close interaction with the relevant actors in promoting gender equality and women empowerment (IFAD staff and management at HQ and country level, government and non-governmental partners at national and local level, project staff and related implementation agencies, and relevant international development organizations). Consultations with various stakeholders and dedicated one-on-one interviews and focus group discussions with the main actors will be undertaken throughout the evaluation process.

45. The Evaluation will have the following **five building blocks** which will provide inputs into the preparation of the **main evaluation report**. They will be undertaken using the methodological fundamentals, evaluation criteria, ratings and processes described in the OE Evaluation Manual (2009):

- Benchmarking IFAD's Strategic guidance in contributing to gender equality and women's empowerment in relation to comparators (other agencies and IFAD's policies and evaluations). This includes a review of gender-related performance and lessons learnt on gender equality and women's empowerment through CLEs of comparable organizations.
- Review of completed IFAD projects evaluated by OE.
- Review of a selected sample of the ongoing portfolio (COSOPs and projects) to trace the extent to which the strategic guidance and the lessons learnt were incorporated in their design, as well as to assess the emerging results of these activities.
- Assessment of operational performance and results through selected country/project visits.

- Assessment of selected IFAD corporate business processes for gender equality and women's empowerment. This will include reviewing the Fund's human resource policy, operational processes, communication, budgets, auditing, and other processes.

46. The questions to be verified through the five building blocks are found in the evaluation framework, which as mentioned before may be seen in appendix 2.

47. **First: benchmarking IFAD's strategic guidance on gender equality.** This benchmarking aims at comparing IFAD's strategic guidance on gender equality to a set of corresponding guidance in selected comparator agencies (UN, IFIs, and Bilaterals). Comparator agencies include WB, African Development Bank (AfDB), Asian Development Bank, UNDP, Food and Agriculture Organization of the United Nations (FAO), WFP, and CIDA. Comparison will be undertaken with respect to the "clarity" of guidance; its "coherence" with institutional mandates, the extent of which guidance is "results-focused" (i.e. the existence of a logically coherent, rigorous, and monitorable results framework) and the existence of "appropriate resources" to back its implementation. The benchmarking will be based on a desk study of other agencies gender-equality policies in comparison to IFAD's existing gender guidance and will compare the clarity of IFAD's guidance on gender equality with that of other IFAD's themes with a stand-alone policy e.g. rural finance, indigenous people, and access to land. It will also include an assessment of the IFAD's Results-based Framework for Gender Mainstreaming on the basis of best available practices. The benchmarking study will take stock of the main lessons learned drawn from a review of recent CLEs from comparable organizations and highlight the lessons and good practices of relevance to IFAD.

48. **Second: a meta-evaluation to assess the results of evaluated IFAD operations in gender equality and women's empowerment and lessons learned from evaluations.** This will be based on a desk review of a regionally and thematically balanced sample of OE's recent evaluations (project evaluations and CPEs) of projects. The review will analyze and synthesize gender-related design quality, performance in gender equality and women empowerment, and lessons learnt in addressing gender issues. It will also compare gender-equality results and impact of stand-alone women projects and projects with mainstreamed gender equality concerns, and include a comparison of gender-equality achievements by types of interventions (NRMs, rural finance, irrigation, etc.) and in different country contexts. The review will assess the degree to which performance in gender equality is consistent with overall project performance.

49. **Third: review of the ongoing portfolio.** This building block aims at tracing improvement in the quality of gender design for recent vintage country programmes and the extent to which lessons learnt have been internalized. It involves a review of a selected sample of recent COSOPs and project design to establish the extent of adherence to the IFAD strategic guidance on gender equality and women's empowerment. The portfolio review will provide evidence of gender related change in project design since 2003, while evaluative evidence of change in project performance related to gender equality after 2003 will (as mentioned earlier) be collected for projects nearing completion through review of self-evaluation reports and country visits. All documents related to ongoing COSOPs and projects designed after 2003 in the five countries selected for the evaluation field visits (see the para below) will be reviewed. In total, the evaluation will aim at reviewing the design of 73 projects, which includes 50 projects evaluated by OE and 23 recently designed but not evaluated by OE.

50. **Fourth: results of IFAD operations (country visits).** It is proposed that one country would be selected from each region (a total of five countries) from a universe of IFAD-borrowing member countries with at least three ongoing projects. All in all at least ten (and maximum 15) ongoing operations guided by the GPA will be reviewed through the country visits. This country-based approach for field work has a number of advantages over the more usual approach of selecting from the universe of individual operations: a) it permits comparison of different projects within a given gender context, b) it allows the evaluation to assess how the individual projects in a country relate to

each other and to identify synergies and learning over time, c) it allows the evaluation to assess the relevance of the individual projects in the context of the COSOP, and d) it is more cost-effective because it concentrates the field visits and the interviews on a smaller number of countries. The criteria for country selection are:

1. One country per IFAD geographical region;
2. The existence of a reasonable spectrum of gender performance within the country programme. That is, where possible, within each country there should be a range of perceived 'success' in contributing to gender equality through the IFAD portfolio, so that the evaluators can examine the variables that lead to greater or lesser success within comparable contexts. It would be important to look at a 'more successful' and a 'less successful' project in terms of gender equality within the same country as a basis for the country study. This criterion will be based on the results of the meta-evaluation and the ongoing portfolio review;
3. The mix of countries should include those with different policy and institutional environment related to gender;
4. Countries that have recent projects in operation with significant disbursement; and
5. Countries that do not have a current or very recent program of work of OE or other major corporate review such that it may create resentment or be felt as an imposition for this evaluation.

51. As mentioned above, ongoing portfolio in the selected countries will be part of the portfolio desk review (building block three above). The relevant supervision and other implementation-related reports for at least two projects in each selected country will be reviewed in relation to progress in achieving gender-equality objectives. The country visits will allow the validation of emerging hypotheses on performance in gender equality from the desk review of ongoing portfolio and from the review of closed projects. To the extent possible evaluative evidence on the performance of more recent projects will be compared with the performance of older projects. The country visits and the desk work will allow the evaluation to compare gender-equality performance in different regional and country contexts and draw lessons for cross fertilization among regions.

52. It would appear from an initial review of some recent project design that IFAD-funded projects and country programmes do not consistently establish objectives nor measurable output, results and targets concerning women and men beneficiaries. It is possible that the policy of mainstreaming – that is, of eschewing separate “women’s components” in projects – has been interpreted as prohibiting the establishment of results targets for women (and men) beneficiaries. ‘Mainstreaming’ and ‘targeting’ are elements of project design, whereas setting objectives for women and men is a tool for achieving and measuring results. For tracking the corporate goal of equal access to women and men, setting monitorable objectives is crucial. This is a methodological challenge that the evaluation will have to address.

53. If not clearly specified in design documents, gender-equality objectives could be imputed, if feasible, and would refer to those articulated in the three pronged strategy in the GAP and the 2008 framework, namely a) increased access to and control by women over fundamental assets; b) stronger women decision-making role in community affairs and representation in local institutions; and c) increased women’s access to basic rural services and infrastructures. Results achieved could be measured by comparing achievements if recorded in a gender disaggregated manner to the gender disaggregated RIMS indicators at baseline.

54. **Fifth:** This building block has two dimensions. The first dimension is an **assessment of IFAD’s corporate business processes relating to gender equality and women’s empowerment**. A number of relevant programme-related business processes (e.g. COSOP formulation and project design

process, QA/QE processes, resource allocation to gender issues, supervision, monitoring, reporting and completion, portfolio review and evaluation) will be assessed to determine the extent to which they pay due attention to the promotion of gender equality and women's empowerment.

55. The second dimension is an **assessment of IFAD's non-programme corporate and business processes relating to gender equality and women's empowerment**. The level of internal leadership by Senior Management and the Board, accountability mechanisms, incentive structures, institutional culture, budgeting, legal counsel, communications, evaluation, external relations and human resources all contribute to or hinder the level of success of IFAD's contribution to gender equality and women's empowerment. The evaluation will review how each of these elements systematically contribute to, monitor and learn from their particular role and mandate in contributing to gender equality and women empowerment. For example, in human resources, the gender composition, behavior and knowledge of gender issues by staff affect an organization's operational effectiveness in the area of gender equality. The evaluation will analyze the gender profile of IFAD's staff, gender training/sensitization available to staff, and the IFAD's internal efforts and policies at gender equality and women empowerment over the last decade. This will entail the analysis of the numbers and skills of staff involved directly and indirectly in gender-equality issues, their location, seniority level and management support for their function. The evaluation will also review the staff Performance Evaluation System used by IFAD and whether it attaches appropriate weight to their attention to gender mainstreaming and women's empowerment. This block of the evaluation will be done by consultants experienced in corporate-levels systems and organizational change. They will circulate their research design to all departments concerned in advance of their work and will use key informant (individual and group) interviews as well as reviewing accountability systems and learning, and will validate their tentative conclusions with the relevant work units before finalizing the review in order to deepen the quality and relevance of the analysis.

C. Evaluation Process

56. The evaluation can be divided into a number of stages related to its main building blocks:

57. **Stage I, Desk Review Phase**. This phase will have the following activities:

- Review of key IFAD documents relating to gender equality and women's empowerment;
- Benchmarking study;
- Review of OE evaluations and ongoing portfolio (both COSOPs and project designs) on gender equality;
- Review documentation related to the five country visits; and
- Interviews with IFAD Management and staff, both bi-laterally and in focus groups.

58. **Stage II, Country Work Phase**. The country visits will allow OE to collect additional information from the field for the case studies mentioned in paragraphs 50-53. The visits will allow the evaluation also to capture the important perspectives of key partners and to examine in more detail the issues and hypothesis generated during the desk review phase. Visits will be undertaken to the five countries and 10 to 15 selected projects, and discussions will be held with national partners, project staff, local authorities, NGOs and others at the local level. The evaluation team will also hold discussions with project beneficiaries and their organizations to gauge performance and results regarding gender, associated issues and lessons learnt.

59. The country work phase will allow the evaluation team to hold discussions with policy and decision makers at the national level, as well as with representatives of donor agencies and other partners involved in promoting gender equality and women's empowerment in agriculture and rural development. The aim of such interaction will be to obtain their broader perceptions about IFAD's capabilities in achieving gender-equality objectives and its potential contribution, in the context of the

new aid architecture and Paris Declaration for Harmonization. A wrap-up meeting will be held in each country – in the capital – where the evaluation team will be able to share their initial perceptions based on their field work.

60. **Stage III Draft Final Report.** Building on the self assessment by the IFAD Management, other deliverables produced during the desk review and country work phases, the evaluation team will prepare the draft final report. The draft final report will be shared with all concerned for their comments. OE will prepare an ‘audit trail’, which will clearly illustrate how and in which sections of the evaluation report the written comments received from the Management will be included in the revised version of the evaluation report. The audit trail, which will be a separate document not for inclusion in the evaluation report, will be shared for information with the Management before the evaluation report is finalized. The final report will be prepared thereafter, taking into account the various comments received in line with the provisions of the IFAD Evaluation Policy⁸. OE will be responsible for the overall evaluation process, contents of the draft final report, and all other deliverables produced during the evaluation as per the Evaluation Policy.

61. **Stage IV, Stakeholders’ Learning Workshop on Gender Equality and Women’s Empowerment.** This workshop will be organized to discuss the draft final report (including findings, lessons learnt and recommendations from the evaluation) before the report is finalized. Participants will be invited from developing countries to further capture their perspectives before finalizing the evaluation. The workshop will provide important inputs for the preparation of the evaluation Agreement at Completion Point.

VI. DELIVERABLES OF THE EVALUATION

62. The expected deliverables of the evaluation will include the following:

- The evaluation Approach Paper
- The report on the benchmarking study
- Reports on the findings of the (i) review of completed evaluations and (ii) ongoing portfolio
- Five country study reports
- The main evaluation report
- The Agreement at Completion Point
- Profile and Insights⁹

VII. CORE LEARNING PARTNERSHIP

63. The role of the Core Learning Partnership (CLP) is to provide guidance to the evaluation process and to review key evaluation deliverables. In particular, at the beginning of the evaluation, the CLP members will help flag issues and information sources for the evaluation. After the completion of the independent evaluation report, the CLP discusses evaluation findings, deepens the

⁸ “OE will decide which comments should be incorporated in the revised (final) report, as a general rule: (i) the draft report is revised to incorporate comments that correct factual errors or inaccuracies; (ii) it may also incorporate, by means of a note in the report, judgments that differ from those of the evaluation team; and (iii) comments not incorporated in the final evaluation report can be provided separately and included as an appendix to the report”.

⁹ Evaluation Profiles are two-page summaries of the main conclusions and recommendations arising from each IFAD evaluation. They provide a sampling of evaluation results and an incentive for readers to delve deeper and follow up on interesting issues in the full report. Evaluation Insights focus on one learning issue emerging from corporate-level, thematic or country programme evaluations. Presenting a hypothesis, Insights will form the basis for debate and discussion amongst development professionals and policymakers both within IFAD and outside the institution.

understanding of the findings and recommendations, and eventually works out the operational implications of the evaluation recommendations and the division of labour and responsibilities for their implementation among the various stakeholders involved. OE representatives will facilitate the CLP discussions. The composition of the CLP for the time being includes the following persons:

- Mr Kevin Cleaver, Associate Vice President, PMD
- Ms Jessie Mabutas, Chief Financial and Administration Officer, FAD
- Mr Henock Kifle, Chief Development Strategist
- Mr Luciano Lavizzari, Director, OE
- Mr Rodney Cooke, Director, PT
- Mr Mohamed Béavogui, Director, Western and Central Africa Division
- Mr Thomas Elhaut, Director, Asia and the Pacific Division
- Mr Nadim Khouri, Director, Near East and North Africa Division
- Ms Josefina Stubbs, Director, Latin America and the Caribbean Division
- Mr Ides de Willebois, Director, Eastern and Southern Africa Division
- Mr Shyam Khadka, Senior Portfolio Manager, PMD Front Office
- Ms Annina Lubbock, Senior Technical Adviser on Gender and Poverty Targeting, PT
- Ms Maria Hartle, Technical Adviser Gender, PT
- All five Regional Gender Focal Points
- A representative from the Thematic Group on Gender
- Mr Ashwani Muthoo, Senior Evaluation Officer, OE
- Representatives from FAO and WB
- Selected resource persons from developing countries

64. The CLP will be responsible for sharing all information and documentation with others in their respective divisions. Members of the CLP will be asked to meet a number of times during the evaluation to discuss the approach paper, benchmarking report, summary/PowerPoint presentation on the results of the desk reviews, the draft final report, and the agreement at completion point. They will also be invited to take part in the learning workshop to be organized towards the end of the process.

VIII. EVALUATION SCHEDULE AND TEAM

65. The schedule for the evaluation is based on having a final report and Agreement at Completion Point for presentation at the November 2010 session of the Evaluation Committee and the Executive Board meeting in April 2011.

66. A team of consultants (evaluation team) will be put together by OE to conduct the exercise. The consultants' team leader - Ms Hendrika Stuart - has designed and led a number of gender-related evaluations for international organizations and bilaterals (recently for SDC). She has vast experience in international development cooperation, specifically in the areas of gender equality and participatory development processes, and has a master's degree in management as well as senior-level management experience. The evaluation team members will include men and women who will bring expertise and experience in the following areas: gender analysis and practice in agriculture and rural development, corporate-level evaluations in UN/bilateral/multilateral organizations, gender strategy/policy formulation, gender sensitive project design and implementation; gender sensitive organizational policies and related processes including human resources. Detailed terms of reference will be developed for all team members, which will form the basis of collaboration with each of them.

67. The evaluation team will be supervised and guided by Mr Ashwani Muthoo, Senior Evaluation Officer. He will be supported by the OE staff members: Messrs Pietro Turilli, Evaluation Officer, Ms Oanh Nguyen, Evaluation Research Analyst, Ms Katrin Aidnell, Associate Evaluation Officer and Ms Kendra White, Evaluation Assistant. The evaluation will be undertaken under the overall responsibility of Mr. Luciano Lavizzari, Director OE.

68. OE has recruited two senior independent advisers (SIAs) of international stature on gender-equality issues. They are Ms Catherine Bertini (former Executive Director of WFP) and Ms Nafis Sadik (former Executive Director of UNFPA). They will review various deliverables of the evaluation, provide comments and advise, and participate in discussions at key stages in the evaluation including the final learning workshop. The role of the SIAs is also to bring reassurance to the IFAD Management and the Board on the quality of the evaluation process and final report. In this regard, they will prepare a short joint report at the end of the process, which will be included in the final evaluation report.

69. Given the above considerations the below is the planned schedule for the evaluation:

#	Tasks	Date
1.	Distribute draft approach paper to the members of the CLP	18 December 2009
2.	CLP meeting to discuss draft approach paper	19 January 2010
3.	Finalize approach paper with comments of CLP	29 January
4.	Desk Work – interviews with IFAD staff and management	February - end March
5.	CLP meeting to review emerging results from the desk work	April
6.	Country visits	April - May
7.	Main draft final report writing	June
8.	OE internal peer review on draft final report	July
9.	Report shared with IFAD management for comments	September
10.	Learning workshop, preparation of Agreement at Completion Point and finalization of the evaluation report	September - October
11.	Transmit summary document on the evaluation, together with executive summary and Agreement at Completion Point to IFAD's Office of the Secretary for discussion in the Fund's Evaluation Committee and Executive Board	21 October
12.	Discuss the evaluation in the 65 th Evaluation Committee	26 November
13.	Prepare Evaluation Committee chairperson's report to the Executive Board session in December and transmit the report to the Secretary's Office for editing, translation and dispatch	Week of 29 November
14.	Discuss the evaluation in the 101 st Executive Board	April 2011

IX. COMMUNICATION AND DISSEMINATION

70. Hard copies of the full evaluation report will be distributed in-house to concerned staff, Executive Board members and others. The main report will not exceed 50 pages. An evaluation Profile and Insight will be prepared, to be distributed more widely both within and outside IFAD. These are two communication tools (two-page brochures) prepared by OE for a wider audience. The Profile will contain a succinct summary of the evaluation's findings and recommendations. The Insight will focus on one learning theme emerging from the evaluation, with the aim of promoting debate among development practitioners, policy makers and others on the topic. A learning workshop will be organized to discuss the main results and lessons emerging from the evaluation, as well as to lay the foundations for the Agreement at Completion Point. All outputs will also be published in the dedicated web page on the gender-equality evaluation, which will be created under the OE section of the Fund's corporate website.

71. **Follow-up on the CLE results.** According to the Terms of Reference and Rules of Procedure of the Evaluation Committee of the Executive Board, the Committee would discuss revisions to corporate-level policies that have been evaluated by OE or to new policies that have emerged as a follow-up to an OE CLE. To facilitate the Committee's work in this regard, OE would provide its written comments to the Committee on each operation policy document that the Evaluation Committee may decide to examine. This will apply to any eventual production of policy/strategy on gender-equality by the IFAD Management as an outcome of this CLE. Moreover, as per usual practice, the Management will report on the follow-up to the evaluation's recommendation through the President's Report on the Implementation Status and Management Action, which is presented to the Board annually.

Results Framework for Gender Equality Mainstreaming in IFAD Operations 2008¹⁰

Narrative Summary	Results Indicators	Data Source
Goal: Improve gender equality/women's empowerment	Percentage of projects rated 4 or better for (projected) impact on gender equality (IFAD Results Management Framework 2007-2010, Result Indicator 4, sub-indicator 4)	Annual Portfolio Performance Report (PPR)
Objectives		
<i>Results-based COSOP integrate gender-equality concerns</i>	Percentage of COSOPs rated 4 or better on gender equality under Results-based (COSOP), Maturity Assessment Template (MAT), Key Success Factor (KSF) 2	COSOP MAT KSF 2 - question on gender 2.4 ^A
<i>Project design fully integrates gender concerns according to the Key features of gender sensitive design and implementation</i>	Percentage of project design reports rated 4 and above on gender as per 'Pre-Key features of gender-sensitive design and implementation' MAT, KSF 2 sub-score at quality enhancement (QE)	KSF 2 sub-scores on gender as per QE Panel report Summary Assessment Sheet) summarized in PPR ^B Departmental Management Plan, PMD (as a key performance indicator) from 2009
<i>Grant design fully integrates gender concerns according to the key features of gender sensitive design and implementation</i>	Percentage of grant design documents scored 4 and above and for gender focus	Gender-sensitivity score in grants assessment template following grants TRC
<i>Project implementation ensures gender-equitable participation in and benefit from project activities</i>	Percentage of projects scoring 4 and above on gender focus in implementation ^C	Annual PPR
<i>Grant implementation ensures gender-equitable participation in and benefit from project activities</i>	Percentage of grants scoring 4 and above on gender focus ^D	Annual PPR
<i>Supervision/implementation support gives attention to gender mainstreaming and women's empowerment</i>	Percentage of supervision reports reflecting guidelines for supervision and implementation support of projects and programmes funded from IFAD loans and grants (2007)", Annex 4, (http://www.ifad.org/operations/projects/supervision/guidelines.pdf)	Baseline to set benchmarks (2008) Biannual reviews
<i>Project completion reports give attention to gender mainstreaming/women's empowerment</i>	Project completion reports (PCRs) ratings factor in attention to gender equality/women's empowerment ^E	Rating by PMD Front Office

^A A question will be added under KSF 2 "Poverty, Social Development and Targeting" of the COSOP MAT. "to what extent does the COSOP promote gender equality and empowerment of women"; in responding to the question reference is to be made to the RB-COSOP policy and RB-COSOP guidelines which make reference to <http://www.ifad.org/operations/policy/cosop.htm> and guidelines <http://www.ifad.org/operations/policy/cosop/guidelines/index.htm>). Inclusion of gender sensitive Baseline Poverty Analysis in Preparatory studies (Para 35), gender balance in participation (Para. 40), inclusion of a section on gender issues with GEM and GDI data, gender disaggregated data and indicator (Para. 43).

^B Project design ratings (as per QE or quality assurance [QA] will be modified in line with the PPR. QE scores are expected to be used in PPR 2008, and QA scores for the following years. Pending revision of TRC Panel Report Template, QE project scores against the key features will be derived from RRN gender checklist scores.

^C PPR Guidelines for 2009 will update guidance for scoring on "gender focus" in line with the "key features".

^D As above

^E Revision of PCR guidelines will detail scoring criteria for ge/we

¹⁰ Framework for Gender Mainstreaming in IFAD's Operations, page 5, table 1, <http://www.ifad.org/gender/framework/framework.pdf>

Gender-equality Evaluation Framework

Objectives	Key questions	Key activities
<p>1: Assess the relevance of IFAD’s strategic guidance on gender equality and women empowerment to IFAD’s mandate and to its country partners; its clarity and coherence with corporate policy and guidelines and its consistency with the best practices of other development assistance agencies.</p>	<ul style="list-style-type: none"> • Is IFAD’s strategic guidance on gender relevant for IFAD’s rural poverty reduction mandate? • Is it relevant to the diverse institutional and cultural circumstances of IFAD’s country partners (borrowing member countries)? • Is it consistent with the practices of other development assistance agencies? • Is it appropriate to the changing features of IFAD’s operational modalities within the new development assistance architecture and the emerging global issues in agricultural and rural development? • What are the experiences of other organizations in terms of corporate processes and instruments to support gender-equality objectives? • What are the determinants of performance in promoting gender-equality objectives in other organizations? • What are the good practices and successful approaches of other organizations in promoting gender-equality objectives? • To what extent does IFAD’s strategic guidance on gender provide the institution with a clear, coherent (along corporate policy and guidelines), results focused and well resourced framework to promote gender equality and women empowerment? • Is it adequate for IFAD’s operations within the framework of the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action? • What are the recommendations for future IFAD gender strategic guidance? 	<ul style="list-style-type: none"> • Benchmarking IFAD’s strategic guidance on gender in relation to comparators (other agencies and other IFAD policies) • Desk review of IFAD’s strategic guidance on gender-all documents related to gender approved by EB, GC and Senior Management, • Self assessment of PMD • Desk review of other agencies gender policies/strategies (WB, AfDB ,UNDP, WFP,FAO, DFID, SDC, CIDA) • Interview with IFAD staff • Interviews with other agencies informants

Objectives	Key questions	Key activities
<p>2a: Assess the performance and results of IFAD's efforts to promote gender equality and women empowerment in its country programmes.</p>	<ul style="list-style-type: none"> • Is IFAD strategic guidance on gender well reflected into IFAD's country programmes (COSOPs- project design and implementation- non lending operations)? • Do IFAD projects set monitorable objectives for women and men beneficiaries? • Does the M&E system include measurable indicators for progress in gender-equality objectives? • Are baseline gender disaggregated data available through RIMS or otherwise? • Have the gender-equality objectives (equal access to assets and basic services, stronger decision making and representation, better knowledge and well being) been achieved or are they likely to be achieved? • Do country partners have a buy-in for gender-equality objectives in IFAD supported projects? • Has IFAD forged partnerships for gender equality at country level? • Do the indicators comply with the standard "SMART" criterion? • Is policy dialogue used to promote gender-equality objectives in IFAD country programmes? • What are the factors affecting project performance in achieving gender-equality objectives? 	<ul style="list-style-type: none"> • Desk review (existing evaluations - selected completion reports- COSOPs and design documents of the ongoing portfolio) • Review specific section on gender in existing OE evaluation reports and the sample of ongoing portfolio • Identify good practices and constraints faced in promoting gender objectives • Interview with relevant IFAD staff • Review annual division and corporate-level portfolio review reports related to gender • Self assessment by PMD • Consolidated performance • Country visits and structured discussions with key policy makers, key partners, government officials, projects staff, implementing agencies, NGOs and representatives from civil society , in country international donors, advocacy groups, IFAD country representatives • Preparation of briefing notes /PowerPoint presentation and final report including ACP

Objectives	Key questions	Key activities
	<ul style="list-style-type: none"> • What is the influence of the regional/country context in achieving gender-equality objectives? • Have the regional gender programmes been relevant and effective? • What are the actual results being achieved on the ground relating to gender equality? • Are the achieved gender-equality results likely to be sustainable? • What lessons have been learnt from operations about gender mainstreaming? • What are the key lessons and insights from IFAD's efforts in gender mainstreaming? • Based on the above, what are the key recommendations for the future of IFAD's gender efforts? 	
<p>2b: Assess the performance and results of IFAD's efforts to promote gender equality and women empowerment in business processes</p>	<ul style="list-style-type: none"> • To what extent do programmatic and non-programmatic systems in IFAD effectively promote gender equality and women's empowerment? • Are the accountability systems for implementing IFAD's strategic guidance on gender equality adequate? • Are gender-equality related results and outcomes adequately included and measured in IFAD's Corporate Management Results? • Are IFAD's human resources policy and practices conducive to the promotion of gender equality and women's empowerment? • How aware and supportive is IFAD staff of gender policies? Have capacities to mainstream gender been adequately developed? 	<p>Interviews and document review of the following departments or units:</p> <ul style="list-style-type: none"> • Board of Directors, • Senior Management Team, • Human Resources, • External Relations and Communications, • Programme Management Department, • Legal Services, and the • Office of Evaluation

Objectives	Key questions	Key activities
	<ul style="list-style-type: none"> • Is there encouragement of leadership and excellence in promoting gender equality and women's empowerment within IFAD? • Does IFAD's culture promote the achievement of gender-equality objectives? • Is there appropriate recognition of effort to achieve IFAD's gender-equality goals? • Do the resources to achieve IFAD's gender-equality efforts match what is needed to achieve the desired results? • Are the systems and processes aligned and coherent to achieve the desired results? 	

Bibliography

IFAD Documents

- (2009). *Gender in Agriculture - Source book*. IFAD, World Bank and FAO
- (2009). *Gender and rural microfinance: reaching and empowering women*
- (2008). *Framework for gender mainstreaming in IFAD operations*
- (2008). *Gender and non-timber forest products – Promoting food security and economic empowerment*
- (2007). “*Looking for New directions*”- *Gender mainstreaming and women’s empowerment – Workshop report. Gender Mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). *Regional self-assessment: Executive summaries and recommendations. Gender Mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). *Consolidated report on regional self-assessments of gender support. Gender Mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). *Strategic issues and options for future IFAD work. Gender Mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). “*Exploring gender issues in our work*”, *Survey – Summary of main findings. Gender mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). *Exploring gender issues in our work – Main findings from a questionnaire survey conducted among cooperating institutions. Gender mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). *Exploring gender issues in our work – Key findings from a questionnaire survey conducted among consultants. Gender mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). *Exploring gender issues in our work – Main findings from a questionnaire survey. Gender mainstreaming and women’s empowerment workshop 16-17 May 2007*
- (2007). *Evaluation of the programme for mainstreaming gender in poverty reduction in Asia*
- (2007). *Evaluación prospectiva de las intervenciones del FIDA y del programa regional para el fortalecimiento de los aspectos de género en proyectos FIDA de América latina y el Caribe, PROGENERO*
- (2007). *Gender and water – Securing water for improved rural livelihoods: The multiple-uses system approach*
- (2007). *Polishing the stone – A journey through the promotion of gender equality in development projects*
- (2006). *Mainstreaming a gender perspective in IFAD’s operations – Mid term review of the gender plan of action 2003-2006*

- (2006). *Gender and desertification – Expanding roles for women to restore drylands*
- (2006). *IFAD's evaluation of its programme for gender equality and women's empowerment, field-based evaluation report – Niger*
- (2006). *La dimension genre dans les projets du FIDA au Sénégal*
- (2006). *Review of gender focus in the Eastern and Southern Africa Division*
- (2006). *Self-evaluation of the technical assistance programme on gender mainstreaming in Central and Eastern Europe and the Newly Independent States: A community-driven approach*
- (2005). *Working for change – Implementing the Beijing Platform for Action: IFAD's approach*
- (2003). *Mainstreaming a gender perspective in IFAD's operations – Plan of Action 2003-2006*
- (2003). *Women as agents of change*. Roundtable discussion paper for the twenty-fifth Anniversary session of IFAD's Governing Council
- (2003). *Women fact sheet*
- (2003). *Mainstreaming gender in IFAD projects in Asia. Volume 1: South Asia*
- (2003). *Mainstreaming gender in IFAD projects in Asia. Volume 2: East and South East Asia*
- (2001). *Gender mainstreaming in IFAD-supported projects in Western and Central Africa*
- (2000). *Gender perspective – Focus on the rural poor – An overview of gender issues in IFAD-assisted projects*
- (2000). *An IFAD approach to gender mainstreaming: The experience of Latin America and the Caribbean*
- (2000). *IFAD's gender strengthening programme in Eastern and Southern Africa*
- (2000). *Gender mainstreaming: IFAD's experience in the Asia and the Pacific region and lessons learned*
- (2000). *Defining IFAD – Asia's division's Gender analysis approach*
- (1999). *Memory checks for programme and project design*
- (1998). *Agricultural implements used by Women farmers in Africa*
- (1998). *Rural women in IFAD projects – The key to poverty alleviation*
- (1992). *IFAD's Strategies for the Economic Advancement of Rural women*

External documents

- (2009). IEG World Bank, *Evaluation of Bank support to Gender (Only approach paper is available, final evaluation report will be available by end of the year)*
- (2009). Swiss Development Cooperation, *Evaluation of SDC's Performance in Mainstreaming Gender equality*
- (2009). Global Environment Facility, *Gender Mainstreaming in the GEF, A technical paper for OPS4*
- (2008). World Food Programme, *Full report of the End-of-Term Evaluation of WFP's Gender Policy (2003-2007): Enhance commitments to Women to ensure food security*
- (2008). Canadian International Development Agency, *Evaluation of CIDA's Implementation of its policy on gender equality – Executive report*
- (2008). Global Environment Facility, *Mainstreaming gender at the GEF*
- (2008). UNIFEM. Evaluation Report. *UNIFEM Programme Facilitating CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) Implementation in South East Asia*
- (2008). Bill & Melinda Gates Foundation, *Gender Impact Strategy for Agricultural Development*
- (2007). Department for International Development (DFID), *Briefing: Gender Equality Action Plan 2007-2009 – Making faster progress to gender equality*
- (2007). Department for International Development (DFID), *Gender equality at the heart of development – Why the role of women is crucial to ending world poverty*
- (2006). United Nations Development Programme, *Evaluation of gender mainstreaming in UNDP*
- (2006). Department for International Development (DFID), *Evaluation of DFID's Policy and Practice in support of Gender Equality and Women's Empowerment – Volume 1: Synthesis report*
- (2006). NORAD, *Lessons from evaluations of women and gender equality in development cooperation*
- (2005). NORAD, *Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005)"*
- (2005). NORAD, *Gender and Development – A review of evaluation reports 1997-2004*
- (2005). OED World Bank, *Evaluating a decade of World Bank Gender Policy: 1990-99*
- (2002). OED World Bank, *The Gender dimension of Bank assistance: An evaluation of results*
- (2002). *Informal consultation on "Strategies for the promotion of gender equality – is mainstreaming a dead end?"*
- (2001). AsDB, *Special Evaluation Study on Gender and Development*

Gender Equality and Women's Empowerment Definitions used by IFAD

GENDER

The term **gender** refers to culturally based expectations of the roles and behaviours of women and men. The term distinguishes the socially constructed from the biologically determined aspects of being male and female. Unlike the biology of sex, *gender* roles and behaviours and the relations between women and men (*gender relations*) can change over time, even if aspects of these roles originated in the biological differences between the sexes.

GENDER EQUALITY

In IFAD's terminology, **gender equality** means that women and men have equal opportunities, or life chances, to access and control socially valued goods and resources. This does not mean that the goal is for women and men to become the same, but it does mean that we will work towards equal life chances for both sexes. In order to achieve this, it is sometimes necessary to empower, or "build up" groups that have limited access to resources. For example, to undertake special actions, such as providing day care for children, to enable women to participate along with men in training workshops. Or to provide credit to rural women because their access to productive resources is restricted. Or to establish educational programmes for boys in Latin America, where their school attendance is weak compared to that of girls.

GENDER EQUITY

Gender equity means fair treatment for both women and men, according to their respective needs. This may include equal treatment or treatment that is different but that is considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women.

GENDER MAINSTREAMING

For IFAD *as an institution*, **gender mainstreaming** is the process by which reducing the gaps in development opportunities between women and men and working towards equality between them become an integral part of the organization's strategy, policies and operations, and the focus of continued efforts to achieve excellence. Thus gender mainstreaming is fully reflected, along with other core priorities, in the mindset of IFAD's leadership and staff, its values, resource allocations, operating norms and procedures, performance measurements, accountabilities, competencies, and its learning and improvement processes.

In IFAD's *development activities*, gender mainstreaming implies assessing the implications for women and men of any planned action, including legislation, and ensuring that their concerns and experiences are taken fully into account in the design, implementation, monitoring and evaluation of all development activities. The aim is to develop interventions that overcome barriers preventing women and men from having equal access to the resources and services they need to improve their livelihoods.

EMPOWERMENT

Empowerment is about people taking control of their lives. It is about people pursuing their own goals, living according to their own values, developing self-reliance, and being able to make choices and influence – both individually and collectively - the decisions that affect their lives. Empowerment is a process, which can be long and complex. For women and men to be empowered, conditions have to be created to enable them to acquire the necessary resources, knowledge, political voice and organizational capacity.