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**EVALUATION OF THE PROGRAMME
FOR
MAINSTREAMING GENDER
IN
POVERTY REDUCTION IN ASIA**

Asia and the Pacific Division
Programme Management Department

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FOR
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ABBREVIATIONS AND ACRONYMS

AIT	Asian Institute of Technology
AWPB	Annual Work Plan and Budget
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COSOP	Country Strategy Opportunity Programme
CPM	Country Programme Manager
ENRAP	Knowledge Networking for Rural Development in Asia/Pacific Region
GMP	Gender Mainstreaming Programme
IDRC	International Development Research Centre
IFAD	International Fund for Agriculture Development
IT	Information Technology
MDG	Millennium Development Goals
NGO	Non Governmental Organisation
PI IFAD	Asia and the Pacific Division of IFAD
PRSP	Poverty Reduction Strategy Paper
UNIFEM	United Nations Development Fund for Women
UNIFEM SARO	UNIFEM South Asia Regional Office
UNOPS	United Nations Office for Project Service

EXECUTIVE SUMMARY

1. The evaluation of the Programme for Mainstreaming Gender in Poverty Reduction in Asia, or Gender Mainstreaming Programme in Asia (GMP), was carried out in the framework of the corporate self-evaluation of the programmes and activities for Gender Equality and Women's Empowerment which have been implemented by IFAD over the past several years.
2. The Gender Mainstreaming Programme was implemented in three phases, the first one in 1999-2000, the second one 2000-2002, and the third from 2004-2006. The evaluation focused on the third phase, that was implemented by the UNIFEM South Asia Regional Office (SARO) with a sub-contract to the Asian Institute of Technology in Bangkok for work in Vietnam and Cambodia. The coordinator of the programme remained the same for the three phases.
3. A total of USD 715 000 was disbursed during the third phase of the GMP, of which USD 215 000 USD was allocated to a regional conference. The programme was funded by IFAD (USD 350 000); Japan (USD 250 000); UNIFEM (USD 75 000) and IDRC (USD 40 000).
4. The evaluation of the programme included a series of interviews, documents review and fieldwork by a team of consultants. Staff were consulted in IFAD headquarters, in UNIFEM Delhi office and in AIT and UNOPS Bangkok offices. Fieldwork was carried out in Sri Lanka, Cambodia and China. The evaluation report analyzes the programme results considering its relevance, effectiveness, efficiency and impact on main target groups. Effectiveness is analysed according to three main levels of intervention: policy, learning and operations.
5. The development objective of the GMP, "*to enable women to overcome poverty and to increase their role in participatory governance and economic activities*", was relevant and in line with the IFAD Gender Action Plan 2002-2006; with the IFAD Strategic Framework 2002-2006 and with the Regional Strategy 2002-2006.
6. In the third phase the programme took a more policy-oriented direction, with the strategic partnership with UNIFEM. However the design of the programme was weak and did not express this clearly. Objectives, activities and outputs were quite generic. They allowed for practically all possible gender mainstreaming activities in all IFAD operations in Asia, while the resources allocated to this were clearly not commensurate with such objectives.
7. The programme was effective at the policy level. The partnership with UNIFEM and the Programme coordinator's reputation as a researcher and activist led to her participation in many advocacy and policy events in the region. The GMP also organised its own event in collaboration with IDRC in Delhi, the Regional Conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia. The conference was attended by policy makers, representatives of civil society and academic institutions, heads of international and donor agencies, as well as indigenous women and women peace activists. The GMP joined UNIFEM SARO effort to engender the Poverty Reduction Strategies Papers in Pakistan and Nepal and the Indian 11th Plan in issues like women's right to land and assets, to mobility and inheritance, to clean energy, and to representation in local and national administrations.
8. The Programme's inputs to policy dialogue were often inspired by IFAD field experience. Less evident was the return of the information on policy changes to IFAD staff and IFAD projects, which appear on the whole under-informed or completely unaware of these activities of the Programme.

9. Effectiveness with respect to learning has been moderate. During its third phase the GMP produced a large amount of documentation including three books and nine published working papers. Many of the documents produced were of very good quality and in some cases there were invitations for their presentation at major UN international meetings, even outside the region. References to IFAD projects and particularly IFAD success stories are scattered throughout those documents. These are annexed to the programme's progress reports. However, there was no other regular distribution to projects, IFAD field presence officers, UNOPS or IFAD staff. According to interviews at IFAD headquarters, only a small part of the concerned headquarters staff received the documentation. Still less read it or used it. The GMP did create a website to post the materials, but it was more a showcase than an effective tool of communication, particularly with IFAD.

10. The production and distribution to the development and academic community of those quality research documents based on IFAD field experience added to IFAD corporate impact. However, the lack of regular dissemination and feedback to and from field level and partners diminished their relevance and prevented them from realising their full potential for impact.

11. GMP effectiveness at the operations level was different for the UNIFEM and AIT components, because AIT chose to focus mainly on projects, while UNIFEM did not. UNIFEM carried out only one mission for project support to Sri Lanka which was not completely successful. As highlighted in the field case study for the evaluation, the positive impact of the GMP mission was confined to the training dimension, whereas its gender assessment and proposed gender action plan were not approved or adopted by the project management. On the other hand, GMP papers for the Nepal and Bangladesh COSOPs were appreciated by IFAD CPMs.

12. The AIT component was very effective in its work in Cambodia and Vietnam. AIT contributed to the strengthening of capacities of the national women's agencies, the Ministry of Women's Affairs in Cambodia and the Women's Union in Vietnam. It effectively promoted increased collaboration between women's agencies and agriculture units at all levels. It also helped to develop effective tools for engendering agriculture extension and introducing gender monitoring.

13. Bearing in mind the lack of alignment between objectives and resources, the use of resources by the GMP can be considered to have been relatively efficient. This is evidenced by the number of activities and outputs produced in a relatively short period, with limited staff. However, detailed analysis of efficiency is not possible due to the fact that IFAD grant agreements only require accounting by expenditure category that does not make it possible to distinguish the level of resources used for a given activity or for achieving a given result or objective.

14. The GMP presents some interesting innovations, such as the partnership between IFAD and UNIFEM, that was an effective way to bring issues emerging from IFAD's field experiences to the attention of governments. At the operational level, work done by AIT in Cambodia and Vietnam also included some innovations, such as collaboration with national women's unions, an 'engendered' agriculture extension system, and new gender monitoring tools. The establishment of three indigenous women's centres (two in India and one in China), appears to have been a good way of creating decentralised platforms for networking, research and development activities managed by the indigenous women themselves or by committed activists and researchers. The centres, established in the first phases of the programme, continued to receive small amounts and backstopping in the third phase. The evaluation visiting the centre in China found that it has become a local point of reference for gender training and networking amongst researchers in the area.

15. The GMP has had significant impact on some institutions and policies. Its activities contributed to engender national policies, particularly in issues of interest to IFAD such as access of rural women to resources. The programme has also contributed to create and strengthen networks of NGOs which

have been effective in policy lobbying. AIT support to governmental and non-governmental institutions in capacity building was effective in creating spaces for dialogue among various stakeholders and it led to effective networking at national and regional levels.

16. However, the GMP has not had significant impact on IFAD staff. There has been scarce involvement of CPMs in the programme activities and limited diffusion of programme documentation. The evaluation considers the reasons for this limited impact to be the result of three factors: (i) a programme design process where CPMs were not involved in defining objectives or identifying activities; (ii) limited outreach by the Programme that under-valued the importance of this outcome; and (iii) limited responsiveness by CPMs.

17. The probability that GMP impact will be sustained is good where the programme has contributed to changes policies and changes in institutions, even if such impact is indirect it brings with it the potential to affect a large number of beneficiaries. In addition, the probability that GMP impact on direct beneficiaries will be sustained is good - where it occurred. In Cambodia, for example, beneficiaries reported to the evaluation that domestic violence has been reduced and that there is greater sharing of work and family responsibilities amongst men and women as the result of training designed to increase sensitivity to gender-related issues. On the contrary, the sustainability of programme impact on IFAD as an institution is unlikely due to the fact that the achievements in the GMP third phase have not been sufficiently internalised.

18. On the basis of lessons learned from the evaluation of the GMP, several recommendations can be made. They are found below, grouped by design, policy, learning and operations.

Design

- IFAD should not clear the design of regional programmes without expressed confirmation of support from partners, CPMs and other relevant beneficiaries or implementers.
- PI should consider limiting gender mainstreaming programmes that are regional in scope to: regional or cross-border issues; sharing best practices and lessons learned amongst different countries; and, influencing high-level government officials.
- PI should consider that smaller sub-regional country groupings can be quite effective when selecting partners for regional programmes.
- Grant task managers should specify agreed relationships between regional programmes, CPMs and projects in grant agreements.
- Task managers should make sure that regional programme objectives are commensurate to funds allocated.
- Task managers should include more realistic estimates of the amounts and types of human resources needed to implement programme activities in programme design.
- Task managers should design programmes following a logical framework format and including relevant indicators to make possible effective monitoring and increase accountability.
- Task managers should set up coordination and monitoring mechanisms with regular meetings.

Policy

- IFAD-financed programmes should explore alliances with constituent-based and other national NGO's respected by government policy makers to increase their voice, weight and influence in policy dialogue.
- PI should use partnerships with international and national policy advocates, governmental and non-governmental, to increase its leverage at policy level.
- CPMs should include policy dialogue on gender issues in COSOPs and begin collaboration with gender institutions in project design and implementation, to better link policy interventions at regional level to field level experience.

Learning

- IFAD should allocate more human and financial resources to dissemination and feedback of findings to and from the field.
- IFAD Workshops and similar meetings should concentrate on one topic/issue; show results; give space to exchanges and outside inputs; and ensure the presence of field staff.
- PI should consider inclusion of capacity building activities in future gender programmes, taking into account experiences of other such IFAD regional gender programmes.
- PI should continue to support the preparation and dissemination of high-level research publications, as means to improve the analysis of its field work and extend IFAD's influence in the region.

Operations

- IFAD should clarify that project level compliance to the IFAD gender pre-requisites in design, gender-sensitive diagnostic studies, provision of gender expertise during project preparation, and skills training for women, as well as expertise for supervision and evaluation should all be budgeted for in design, supervision, implementation and evaluation budgets, not in specialised regional grants.
- PI should promote and strengthen a network of regional gender consultants/consulting institutions for project design and backstopping and ensure that they have continuous access to updated analysis and success solutions.
- CPMs should plan technical assistance to projects on gender-related issues so that it fits directly into the framework of national gender strategies.
- CPMs should promote the strengthening of expertise on gender –related issues in local institutions and include them as partners in project implementation.
- CPMs should include gender-mainstreaming activities in project design to both meet practical needs and also contribute to more strategic changes needed in institutions and policies.

**EVALUATION OF THE PROGRAMME
FOR
MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA**

I. INTRODUCTION

A. Background of the Evaluation

1. The evaluation of the Programme for Mainstreaming Gender in Poverty Reduction in Asia, or Gender Mainstreaming Programme in Asia (GMP),¹ has been carried out in the framework of the corporate self-evaluation and stock-taking exercise of the programmes and activities for Gender Equality and Women's Empowerment which have been implemented by IFAD in the past years.²
2. The Gender Mainstreaming Programme was implemented in three phases, the first one in 1999-2000, the second one from 2000 to 2002, and the third from 2004 to present. The third phase was implemented by the UNIFEM South Asia Regional Office with a sub-contract to the Asian Institute of Technology in Bangkok for the Vietnam and Cambodia programme. The coordinator of the programme remained the same for all three phases.
3. The present evaluation is focused on the third phase. It takes into consideration the first two phases in order to understand the evolution of scope and design and for comparison purposes.

B. Approach and Methodology

4. The objectives of the evaluation of the GMP are: (a) to assess how effective the GMP has been in achieving its goals and objectives, and in contributing to corporate gender goals and objectives; (b) to provide recommendations regarding future action to consolidate progress made and/or improve planning and implementation of gender mainstreaming in Asia and the Pacific.³
5. The evaluation was an iterative process carried out in four phases:

First phase	Document consultation First round of interviews with IFAD staff
Second phase	Discussion with the gender programme staff Field evaluation of three projects in the region which received support from the GMP, Matala Project in Sri Lanka, the Rural Poverty Reduction Project in Cambodia, and the Linjian Women's Resources Centre in China
Third phase	Meetings with relevant stakeholders and resource persons in the field Second round of consultation with IFAD staff at headquarters Report writing
Fourth phase	Report dissemination and discussion Input to relevant workshops on gender mainstreaming in IFAD and in the Asia and Pacific Division

¹ "Programme for Mainstreaming Gender in Poverty Reduction in Asia and Pacific" is the name given by the grant document. However the programme in all other documents is called Gender Mainstreaming Programme in Asia. For consistency and ease, we shall shorten it in "the Programme" or GMP.

² The evaluation team was led by Anna Martella, team members included Mariangela Bagnardi and Linxiu Zhang.

³ See Annex 1 for the Approach Paper for the evaluation.

6. The general approach of the evaluation is a participatory and “learning from experience” approach. The evaluation has tried to channel the opinions and suggestions coming from the different stakeholders in order to capitalise what worked well and what did not work so well (and why) and to propose recommendations.

7. By consequence, the first step was to request a self-assessment of the programme by the programme coordinator. That became the starting point for the evaluation (in Annex 5).

8. Stakeholders at different levels have been consulted⁴ and invited to express their opinion on the programme. Individual and group discussions have been held with:

- (a) gender programme staff and collaborators;
- (b) UNIFEM SARO relevant management;
- (c) IFAD PI senior management;
- (d) AIT programme coordinator;
- (e) UNOPS country managers;
- (f) the Programme Steering Committee members;⁵
- (g) the programme’s target groups:
 - IFAD staff at headquarter and in the field;
 - projects’ staff;
 - partner agencies and institutions, governmental and non-governmental;
 - end-beneficiaries: local population (men and women); community based organisation; professional organisations, women’s organisations.
- (h) other important stakeholders and resource people, as follows:
 - cooperating institutions;
 - other organisations intervening in the same areas;
 - local authorities.

9. The evaluation reviewed the documentation produced by the programme,⁶ and explored the impact of the programme at the level of COSOP, progress reports and supervision reports of countries and projects that have benefited from the programme support. All these sources of information have been cross-checked for verification purposes.

C. Content of the Report

10. The evaluation report describes the Programme as it was designed and briefly summarizes its activities. The report subsequently tries to assess the performance of the Programme analysing the relevance of design; the Programme effectiveness and efficiency; and the performance of partners.

11. The relevance of the design has been measured against: a) the consistency between objectives, activities, outputs and available resources; b) the relevance of partnership, of area of intervention, of targeting, of the Programme composition, of approach and strategy.

⁴ See Annexe 3 for complete list

⁵ As discussed below, the Steering Committee did not operate as a committee, however it included important stakeholders who have been interviewed, as UNIFEM regional director, PT gender advisor and PI regional economist.

⁶ See Annexe 2 for complete list

12. The **effectiveness** of the programme has been measured against its own objectives, as specified in the grant agreements,⁷ and around three main levels of impact, that have been identified as relevant by the evaluation:⁸

- (a) **Policy** quality and effectiveness of work at policy level; changes at policy level which the programme contributed to;
- (b) **Learning** quality and usefulness of documents produced; knowledge management and diffusion;
- (c) **Operation** effectiveness of the programme's intervention at project and country level.

13. Then the report assesses the **quality and sustainability of the impact** of the different activities on major target groups: a) institutions and policies, b) IFAD staff, and c) end beneficiaries.

14. The report also highlights and evaluates **innovative initiatives** by the programme. Finally, it tries to answer to IFAD-wide self-evaluation questions and presents **lessons learned**. On the basis of these, recommendations to consolidate achievements and improve performance in regional gender mainstreaming are proposed.

II. DESCRIPTION OF THE PROGRAMME

A. Background of the Gender Mainstreaming Programme

15. The Gender Mainstreaming Programme was initially conceived in 1999 as a response to the serious Asian economic crisis of 96-98; a crisis that had severely affected rural people and particularly women. During the preparation of the 2002-2006 Regional Strategy for Asia and the Pacific, gender issues came up as particularly important, especially for South and South East Asia. Project managers were considered quite weak in gender mainstreaming; and also Country Programme Managers needed guidance to understand gender issues and put forward projects with gender sensitive design. Activities were accordingly more oriented towards staff sensitization and capacity building; and work at project level.

16. The GMP was at its beginning implemented by the Asian Institute of Technology (AIT), Bangkok (Thailand), a regional graduate level institute which offered a Masters and Ph D in Gender and Development Studies. The professor of the course was hired as programme coordinator. When the coordinator moved to Delhi, the programme was also moved and managed from WFP Delhi office, which was already an IFAD operational partner and a co-financer.

17. In the first phases, the programme organised a series of workshops on gender mainstreaming for IFAD and UNOPS country portfolio managers to discuss the approach and develop a checklist for conducting gender impact assessments. The programme subsequently undertook 11 gender analyses/studies of IFAD projects in Bangladesh, Nepal, India, Pakistan, Vietnam, Lao PDR, Cambodia and Indonesia. Based on key finding from the studies, recommendations were made. Three Indigenous Women Centres were also established by the project, two in India (in Bastar in Central India and in Shillong for Northeast India) and one in Lijiang, Yunnan, China.

18. In the third phase, the collaboration with UNIFEM was considered more strategic, especially on issues as AIDS and trafficking. The programme took a more policy-oriented direction and the strategic

⁷ GMP has been funded through three grants agreements: JP-036; TAG663-UNIFEM, TAG742-UNIFEM.

⁸ As suggested by the PT Gender Technical Advisor, also for consistency purpose with the rest of the corporate gender programmes evaluations.

partnership shifted to UNIFEM South Asia Regional Office (SARO) in early 2004, who recruited the former coordinator. The AIT Gender and Development Studies department was sub-contracted to implement the programme in South East Asia (Vietnam and Cambodia, plus Laos under another country grant).

B. Review of the First Two Phases (2000 - 2003)

19. A review of the earliest phases was carried out in 2002. The review found that the GMP had enabled IFAD's Asia and the Pacific Division to develop a common understanding of gender analysis and to use this approach in project design and implementation. Suggestions made by the gender analyses had been taken up in implementation. Furthermore, the review concluded that a continued presence of the Programme was needed, as IFAD was poised to make a big leap forward in gender mainstreaming.

20. Concerning the specific activities of the Programme, main findings of the review were:

(a) **On gender impact assessments:**

- While the findings of the Gender Impact Assessment studies have been discussed extensively by some projects, in others there seems to have been a very limited circulation, with no indication of whether follow-up action, if any, had been undertaken;
- The Gender Impact Assessment Studies should be distributed to all concerned parties for focused discussions on how gender issues could be better addressed at project level, identifying opportunities and constraints to gender equality within the projects;
- It is necessary to assess feasibility of recommendations made in the studies;
- Useful lesson learned from the studies should be shared and given wider dissemination;
- Gender Impact Assessment Studies found that there is a need to look further into policies and measures to strengthen the gender dimensions in projects through a clearer gender policy framework and more systematic strategies.

(b) **On the indigenous women's resource centres:**

- There is a need for the three Indigenous Women's Resource Centres to be more broad-based in terms of composition/constituents as well as in the issues they choose to address.

C. Objectives of the Third Phase (2004 - 2006)

21. The goal of the programme is to enable women to overcome poverty and to increase their role in participatory governance and economic activities.

22. The Programme has been funded by three different grants: one from Japan and two from IFAD. The objectives of the third phase of the Programme as expressed in the IFAD-funded grant agreement (TAG663) were:

- (a) to promote women as agents of change in rural development;
- (b) to suggest policy changes within gender relation so as to reduce women's vulnerability to trafficking and HIV/AIDS;
- (c) to redesign gender responsive rural development projects with attention to women's roles in agricultural production;

- (d) to promote women's ownership rights over land, trees and other productive and financial resources;
- (e) to increase women's participation in governance in post conflict situations.

23. In the Japan-funded agreement (JP036), two more objectives were cited:

- (a) to build the capacity of the poor rural women to participate to community affairs and management skills for productive activities;
- (b) to empower rural indigenous women in meeting their food security and productivity needs by enhancing their control and legal ownership of natural resources.

24. One of IFAD grants (TAG 742) was to fund a Regional Conference. The overall objective of the Conference was set in the frame of the Programme objectives. The specific objectives of the Regional Conference were: (i) to assess the progress made towards gender equality and rural poverty reduction in South Asia through project-based case studies; (ii) to strengthen advocacy and regional partnerships; and (iii) to identify policy options for government consideration.

D. Intended Output and Activities

25. The GMP expected outputs were the following:

- (a) gender mainstreaming of IFAD projects and regular gender assessment;
- (b) gender responsive participatory governance and economic enterprises in rural and indigenous areas;
- (c) strengthened capacity of IFAD staff, governments' agencies and NGOs;
- (d) furtherance of IFAD's achievements in gender equality in the context of poverty reduction.

26. The activities to reach the objectives as described in the grant agreement were:

- (a) field-based research studies;
- (b) gender strategic research to identify innovation in IFAD projects and elsewhere;
- (c) support to IFAD COSOP and projects' design, implementation and M&E;
- (d) follow-up of recommendations in selected projects;
- (e) workshops and training for PMUs, governments' agencies and partner NGOs;
- (f) advocate for rural women's empowerment and support indigenous centres;
- (g) network with institutions, organisations and individuals engaged in women's empowerment.

E. Target Group

27. According to the grant agreement, beneficiaries of the programme are all women in IFAD project areas, including indigenous groups and post-conflict zones. The document recalls that IFAD project areas include China, India, Sri Lanka, Pakistan, Nepal, Bangladesh, Cambodia, Vietnam, Laos, Philippines, Indonesia.

F. Implementation Arrangements

28. The programme is implemented by the UNIFEM South Asia Regional Office (SARO) and coordinated by an international consultant recruited by UNIFEM, in consultation with IFAD. The coordinator is responsible for overall coordination and implementation, including (i) selection in consultation with IFAD and UNIFEM of experienced researchers and consultants; and (ii) recruiting and supervising programme staff.

29. According to the JP036 agreement, the programme was to be overseen by a Programme Steering Committee (PSC) composed of UNIFEM SARO Regional Director, the regional economist of the Asian and Pacific Division, the technical advisor (gender) of IFAD, the coordinator of the Gender and Development Studies of AIT and the programme coordinator. The PSC was to be responsible for approving the AWPB, submitting regular progress and financial report on the programme to IFAD and participating in a review mission at the end of two years.

30. The terms of reference of the JP-36 grant agreement specify that UNIFEM would enter into an agreement with AIT, who would carry out gender impact studies, action research, training and workshop in Cambodia and Vietnam.

G. Funding and Budget

31. The three year programme was estimated to cost USD 550,000 to be funded by grants from IFAD, Japan, UNIFEM and the Netherlands. From the Japanese grant, USD 95,000 would be channelled to AIT, and USD 12,000 to the three women's centres established during the first phases. The AIT allocation is mentioned in the grant agreement but not reflected in the budget allocation table (see Table 1). Another IFAD grant (TAG 742) was to fund a Regional Conference (May 2005) in the frame of the Programme. The funding was composed as follows:

Table 1: Funding of the Programme

Source of funding	Amount in USD
Government of Japan	250,000
IFAD	200,000
UNIFEM	50,000
Government of The Netherlands	50,000
Total 1	550,000
For the Regional Conference	
IFAD	150,000
IDRC	40,000
UNIFEM	25,000
Total 2	215,000
Grand total	765,000

Table 2: Budget for the Regional Gender Mainstreaming Programme (Japanese and IFAD grants)

Category of Expenditures	Japanese grant JP 36 (USD)	IFAD grant TAG 663 (USD)
Personnel Costs	75 000	60 000
Communication, office supplies and publications	14 000	27 000
Gender Impact Studies, action research and implementation support to IFAD projects	70 000	55 000
Training/workshops	50 000	35 000
Support to Indigenous Women's Resource Centres	12 000	
Overhead (13%)	29 000	23,000
TOTAL	250 000	200,000

Table 3: Budget for the Regional Conference (IFAD grant)

Category of Expenditures	IFAD grant TAG 742 (USD)
Reports, Papers	23 000
Travel Costs	65 5000
Conference Costs (including accommodation, venue, equipment, etc...)	21 954
Administrative Costs (including communication costs, reproduction, stationery, etc...)	25 910
UNIFEM Support Costs	13 636
TOTAL	150 000

H. Programme Implementation

Activities of the Programme

	Activities
Policy	<ul style="list-style-type: none"> ▪ Capacity building of senior government officials (including Secretaries and Joint Secretaries of the Ministry of Women's Affairs from Bangladesh, Bhutan, India, Maldives, Nepal and Pakistan) at the South Asia Regional Consultation on CEDAW in Jaipur, India April 2004 ▪ Technical support at the regional meeting of South Asian government partners in New Delhi and presentation of a paper on Women vulnerability to AIDS and trafficking, May 2004 ▪ Technical support and presentation of a paper on Gender Dimensions in Post-Conflict Agricultural and Rural Economic Reconstruction at UNIFEM roundtable on Women and Peace, in Kathmandu, Nepal, November 2004 ▪ Technical gender inputs into an Expert Committee to formulate an Energy Policy for India June 2005 ▪ Workshop with Government Agencies and Civil Society (UNIFEM, UNDP, NGOs) on Women's Right to Land and Resources , November 2005 ▪ Desk Review of the Poverty Reduction Strategy Papers (PRSPs) of Bangladesh, Nepal, Pakistan and Sri Lanka , May-June 2005 ▪ Regional Conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia, May 2005 ▪ Paper on Gender, Livelihood and Resources presented at the South Asia Regional Conference, Celebrating Beijing Plus Ten, in Islamabad, Pakistan, May 2005 ▪ Presentation at the gender training/ consultation with high level Government officials in Islamabad, Pakistan April 2006 ▪ Capacity Building for Gender Focal Points in Bhutan (including GFP from UNDP and UNICEF) August 2006
Learning	<ul style="list-style-type: none"> ▪ Support to three indigenous women's centres ▪ Participation to the IFAD PI Regional Micro-credit Summit Meeting, Dhaka, Bangladesh, February 2004 ▪ Presentation of GMP progress report to the South East and East Asia Portfolio Review, Bangkok, Thailand, June 2004 ▪ Presentation at the workshop on MDG in the Central Asian Countries held in Bishkek, Kyrgyzstan, October 2004 ▪ A review of a regional programme on Trafficking in South Asia February 2005 ▪ Gender good practice study Women's Economic Empowerment and the Market Place of the UNIFEM supported project with Chenchu people in Andhra Pradesh, India, , May 2005 ▪ Paper on Community Learning and Strategic Change for the Innovation Mainstreaming Initiative (IMI) Workshop, IFAD Rome, November 2005 ▪ 9 Working Papers ▪ 2 Books ▪ 3 Chapters in Books ▪ Website for the Programme

Operation	<ul style="list-style-type: none"> ▪ Gender expertise during the Start-up workshop of IFAD projects in Pakistan, Peshawar, January 2004 ▪ Gender Assessment and formulation of Gender Strategy for IFAD Matale Project, Sri Lanka July 2004 ▪ IFAD India Portfolio review workshop, November 2004 ▪ Gender Training Workshop for Sunamganj Officials, Bangladesh July 2005 ▪ Gender Strategy for Asia and Pacific, October 2005 ▪ IFAD India Portfolio review workshop, 2006 ▪ Gender and Social Inclusion Strategic Approach for Nepal COSOP 2006 ▪ Gender Strategic Approach for Bangladesh COSOP 2005 ▪ Strengthening of Gender Mainstreaming of IFAD Projects in Cambodia, 2004-2006 ▪ Strengthening Gender Mainstreaming of IFAD Projects in Ha Giang and Quang Binh provinces in Vietnam, 2004-on going ▪ A Sub-Regional Workshop on Gender Mainstreaming in Vientiane (August 2006)
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Disbursement of Funding

Table 4: Budget and Disbursement for the Programme

Source of Grant Funding	Budget committed	Funds Disbursed
Government of Japan	250,000	250,000
IFAD	200,000	200,000
UNIFEM	50,000	50,000
Government of The Netherlands	50,000	-
Sub-Total 1	550,000	500,000
For the Regional Conference		
IFAD	150,000	150,000
IDRC	40,000	40,000
UNIFEM	25,000	25,000
Sub-Total 2	215,000	215,000
Grand Total	765,000	715,000

32. The Dutch contribution was never received by the programme. A balance of 12,575.96 USD is left for 2007.

III. ASSESSMENT OF THE PROGRAMME

A. Relevance of Design

33. The relevance of design will be analysed according to the relevance of: a) objectives; b) partnership; c) area of intervention; d) components; e) beneficiaries; f) approach; and g) strategy.

Relevance of Objectives

34. The development objective (goal) of the Programme was consistent with IFAD Gender Action Plan 2002-2006; with the Strategic Framework for IFAD 2002-2006 and with the Regional Strategy 2002-2006.

35. A lack of consistency exists between objectives as stated in the IFAD/UNIFEM grant agreement and in the UNIFEM programme document (ProDoc). A shift of focus from project support to the general advocacy and gender analysis level can be noticed. The GMP progress reports, website and other documentation refer to the objectives as stated in the UNIFEM ProDoc.

Table 5: Objectives by Donor and Intended Impact Level

Level of impact	Objectives in IFAD/UNIFEM grant	Objectives in UNIFEM ProDoc
Policy	<ul style="list-style-type: none"> ▪ to suggest policy changes within gender relation so as to reduce women's vulnerability to trafficking and HIV/AIDS ▪ to promote women's ownership rights over land, trees and other productive and financial resources (<i>to empower rural indigenous women in meeting their food security and productivity needs by enhancing their control and legal ownership of natural resources*</i>) ▪ to increase women's participation in governance in post conflict situations ▪ to promote women as agents of change in rural development 	<ul style="list-style-type: none"> ▪ influence policy by creating awareness among policy makers and civil society organisations of the necessity of addressing women's rights and well being in rural development and governance
Learning		<ul style="list-style-type: none"> ▪ enhance capacity of UNIFEM SARO and its partners in research, advocacy and gender analysis to develop better understanding on issues of feminisation of poverty
Operation	<ul style="list-style-type: none"> ▪ to redesign gender responsive rural development projects with attention to women's roles in agricultural production ▪ <i>to build the capacity of the poor rural women to participate to community affairs and management skills for productive activities</i> 	<ul style="list-style-type: none"> ▪ strengthen capacity of IFAD, its cooperating institutions and partner NGOs to mainstream gender concerns in poverty reduction in Asia

* In italics objectives added in the Japanese grant.

36. Furthermore, the logical hierarchy between objectives and activities, and objectives and outputs (see table below) is not respected. For example, policy objectives specify five areas of intervention (trafficking, HIV/AIDS, post-conflict governance, rural development, ownership rights), but corresponding activities and outputs are quite general, and outputs include one more element, indigenous areas.

37. There is also a contradiction between expected activities/output and resources. At the operation level, the objectives, activities and outputs practically cover all gender mainstreaming assistance to IFAD-funded projects, and this is neglecting available resources: it was obviously impossible to offer assistance to all IFAD-funded projects in the region, and criteria to select a sample of them were not specified.

Table 6: Activities and Outputs Associated with Objectives, by Impact Level

Level of impact	Objectives	Activities	Output
Policy	<ul style="list-style-type: none"> ▪ to suggest policy changes within gender relation so as to reduce women's vulnerability to trafficking and HIV/AIDS ▪ to increase women's participation in governance in post conflict situations ▪ to promote women as agents of change in rural development ▪ to promote women's ownership rights over land, trees and other productive and financial resources 	<ul style="list-style-type: none"> ▪ advocate for rural women's empowerment and support indigenous centres ▪ network with institutions, organisations and individuals engaged in women's empowerment 	<ul style="list-style-type: none"> ▪ gender responsive participatory governance and economic enterprises in rural and indigenous areas ▪ furtherance of IFAD's achievements in gender equality in the context of poverty reduction
Learning		<ul style="list-style-type: none"> ▪ gender strategic research to identify innovation in IFAD projects and elsewhere 	
Operation	<ul style="list-style-type: none"> ▪ to redesign gender responsive rural development projects with attention to women's roles in agricultural production ▪ <i>to build the capacity of the poor rural women to participate to community affairs and management skills for productive activities</i> ▪ <i>to empower rural indigenous women in meeting their food security and productivity needs by enhancing their control and legal ownership of natural resources</i> 	<ul style="list-style-type: none"> ▪ field based research studies ▪ support to IFAD COSOP and projects' design, implementation and M&E ▪ follow-up of recommendations in selected projects ▪ workshops and training for trainees for PMU, gvt agencies and partner NGOs 	<ul style="list-style-type: none"> ▪ gender mainstreaming of IFAD projects and regular gender assessment ▪ strengthened capacity of IFAD staff, gvt agencies and NGOs

38. The confusion in objectives reflects lack of a participatory approach in design, which would have allowed to clarify expectations and to reconcile the expectations of main stakeholders: IFAD staff (and particularly CPMs, who were not involved in the design of this phase) and UNIFEM SARO (see also next paragraph).

Relevance of Partnership

39. The partnership between UNIFEM SARO and IFAD PI is consistent both with UNIFEM SARO focus on reducing feminized poverty and exclusion through the realization of women's human rights and human security, and with IFAD Regional Strategy 2002-2006 focus on women and marginalized minorities; partnership-building; and use of grants with a view to launching innovative research and development initiatives that would have helped IFAD to play a more structured policy-advocacy role.

40. This partnership is also consistent with IFAD Gender PoA, which indicates as future priorities “building broader partnerships and coalitions” in order “to address issues that perpetuate women’s poverty and unequal status”. The PoA’s accent on policy dialogue and advocacy, with “special attention to global trends that increasingly impact on efforts to achieve gender equality”, as “trade and globalization, privatization of water, HIV/AIDS, pressure on natural resources and increased conflict and insecurity” matches with UNIFEM goals including ending violence against women; halting and reversing the spread of HIV/AIDS among women and girls; and achieving gender equality in democratic governance in times of peace as well as in recovery from war.

41. Given the advocacy and policy orientation of the UNIFEM mandate, the programme was to take a more policy oriented direction, and in this sense the partnership with UNIFEM was considered by IFAD itself a more strategic one, especially on issues as AIDS and trafficking. At the same time, IFAD wanted to maintain the focus on project support without really taking into account the different nature and agenda of the new partner, less operation-oriented than its former partners, AIT and WFP. It is also arguable whether UNIFEM SARO has the capacity and the interest of giving operational support to IFAD projects throughout Asia. We shall indeed see that the UNIFEM policy approach imposed itself in implementation.

Relevance of Area of Intervention

42. The area of intervention as defined in the terms of reference of the agreement does not seem realistic in relation to available resources and in facts has not been respected. Even if the programme’s terms of reference included all IFAD project areas in Asia as area of intervention, the programme has concentrated mainly in South Asia and South East Asia, also because the programme’s implementers’ expertise and network are mostly concentrated in these two sub-regions.

43. Other reasons for the geographical concentration of the programme are to be found in the scarce interest of some CPMs, to be partly associated with the lack of participatory Programme design, and the limitations in information flow and knowledge dissemination.

Relevance of Targeting

44. The beneficiaries, as defined in the grant agreement, do not reflect the targeting of the Programme as logically expected on the basis of described objectives and activities. Women in IFAD project areas are the end-beneficiaries of the Programme, but the Programme activities also include many other beneficiaries, as showed in the table below.

Table 7: Target Groups, by Impact Level

Level of intervention	Target groups
Policy	decision-making authorities in national and local governments and international settings, women in IFAD project areas
Learning	IFAD and UNIFEM staff, partners, projects, development community, governments, women in IFAD project areas
Operation	IFAD staff, governments, local administrations, partners, projects staff, projects beneficiaries (men and women), women in IFAD project areas

Relevance of Programme Components

45. Actually, in the agreement documents the Programme is not divided in components. However, at least two different components can be identified from the implementation point of view: the one managed directly by UNIFEM and the one managed by AIT. These two components, as we shall see below, are quite autonomous, both from the financial and operational point of view, and they have a different approach. This subdivision of the Programme by sub-regional areas has been eventually quite relevant and effective.

46. The design of the Programme does not identify the groups of activities related to the different objectives as components, probably because the relatively small volume of funding, but also because objectives and activities were not included in a logical framework. As mentioned above, for evaluation purposes, it has been decided to analyse the Programme results following three broad levels of impact rather than by objective or component. These cover the whole of the Programme's activities.

Relevance of Approach and Strategy

47. The Programme documents (progress reports and website) describe the following strategies to achieve Programme's objectives:

- (a) Gender strategic studies and policy analysis;
- (b) Increasing development effectiveness through gender mainstreaming and gender analysis;
- (c) Gendering of poverty reduction approaches, project design and implementation;
- (d) Building partnerships, advocacy and networking.

48. These strategies do not add much more to objectives and activities as described in the terms of reference and in the various documents. Actually, they are rather general in content, especially at the "Operation" level, while insisting more on the strategic level.

Conclusions on Relevance of Design

- ◆ The development objective of the programme is very relevant and corresponds to IFAD and UNIFEM strategies.
- ◆ The Programme design suffered of a poor logical framework, where objectives and activities are not completely consistent and are quite generic, and indicators are not developed. Strategies as described in later documents do not offer more details.
- ◆ Moreover objectives are defined differently in different documents, apparently reflecting a difference in the two partners' (IFAD and UNIFEM) focus.
- ◆ The CPMs were not involved in the design of the third phase, as they were in the previous phase.
- ◆ Partnership between UNIFEM SARO and IFAD PI was an interesting innovation and was consistent with the strategies of both partners, but suffered of the lack of clarification about objectives and activities at the design stage.
- ◆ The expected area of intervention coupled with the variety of activities to be implemented was too ambitious and did not correspond to available resources
- ◆ The actual subdivision of the Programme in two sub-regional components was relevant and effective.

B. Effectiveness of Implementation

Effectiveness at Policy Level

49. The partnership with UNIFEM and the Programme coordinator's reputation as a researcher and an activist allowed for the Programme's broad participation to many advocacy end policy events in the region. These types of events gathered high level government officials and partners from different countries and gave an opportunity of (i) high level sensitization and advocacy; (ii) exchange and cross-checking of lessons learned between different countries and government and non-government agencies; and (iii) establishment of new networks and enforcement of existing ones.

50. To this type of event belongs the Regional Conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia (Delhi, May 2005) which was organised by

the Programme in collaboration with UNIFEM and IDRC.⁹ 120 delegates from Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka, China, Kyrgyzstan and Pacific Islands took part to conference. The delegates included policy makers, representatives of civil society and academic institutions, heads of international and donor agencies, as well as indigenous women and women peace activists. Both the President of IFAD and the Executive Director of UNIFEM attended.

51. According to many stakeholders met in Delhi and other conference participants, the conference was a major event and was particularly useful in creating/strengthening NGO networks (see Box 1). The conference could ensure high representation; interesting issues were raised (land rights; critical review of micro-credit programmes, impact of violence on women); some of the papers presented are very good and all of them have been reprinted on a reputed academic journal of South Asia;¹⁰ the more interesting papers have been distributed to IDRC partners and used for the development of IDRC programmes. Limitations of the event were that its subject was too ambitious and it covered too many issues at the same time. It was too concentrated on the South Asia experience. There was insufficient government participation, no follow up on a common agenda, and the quality of working papers was uneven.

Box 1: NGOs participating to the 2005 Regional Conference

Consult for Women Land Rights (CWLR), a platform of 96 Indian regional NGO, acknowledges to have been greatly strengthened and encouraged by the participation to the 2005 Conference and the relation with UNIFEM established in that occasion. After receiving strategic advice from the Programme, CWLR could include some of the Conference recommendations on women's rights to agricultural land and resources in the agenda of the new agricultural policy in India during the consultation for the 11th plan.

One World South Asia (OWSA) is an Indian non-governmental network who uses IT for development and advocacy in achieving MDG. The network joined the CWLR platform in order to expand women's right to resources to IT resources as well. For OWSA, the 2005 Conference was critical in considering new issues and for networking with South Asia partners. OWSA sets up community radio narrow-casting and organises literacy and IT courses for women.

Among their innovative initiatives, Lifelines India (EK DUNIYA SAWAL JAWAB) provides voice-based information to rural communities via a phone and voice mail-based Question&Answer service available from both landline and mobile phones. Specifically, it provides farmers with access to a network of agricultural experts and databases of knowledge that have both an understanding of the local context and the global expertise necessary to enable farmers to resolve issues, boost productivity and develop their businesses. The technology also supports storage of the queries in audio and text format.

CWLR and OWSA collaborate to set up Women Centres at district level which will offer information, counselling, legal aids, shelter rooms, women friendly tools for agriculture extension and include IT capacity building.

52. The GMP joined UNIFEM SARO effort to engender the Poverty Reduction Strategies Papers (PRSP) and national development strategies of South Asia governments. After a desk review of PRSPs of Nepal, Bangladesh, Pakistan and Sri Lanka, the programme successfully networked with donors' community and national NGOs in Pakistan and Nepal to engender the new PRSPs in course of preparation. In Pakistan, issues of (i) women's right to land and assets, (ii) doing away with the anti-women customs and practices, and (iii) further increasing the representation of women in local and national decision making and administration became part of the formulation of PRSPII. In Nepal, increased recognition of women's citizenship rights in terms of their right to mobility and inheritance and property rights became recently part of the new legislation.

53. The programme also gave input in more specific policy issues, for example the programme coordinator was called to give technical gender assistance to the expert committee charged of

⁹ The International Development Research Centre (IDRC) is a public corporation created by the Parliament of Canada in 1970 to help developing countries use science and technology to find practical, long-term solutions to the social, economic, and environmental problems they face. It has a regional office in Delhi.

¹⁰ Special Review of Women's Studies of Economic and Political Weekly carried all the 7 papers presented at the Conference.

formulating an energy policy for India. In collaboration with ENERGIA,¹¹ the Programme could help engender the energy sector of the 11th Five Years Plan.¹² This resulted into the Plan's commitment to provide (i) clean cooking energy to all rural households within 3-4 years, and (ii) pilot programmes of woodlots owned by rural poor women to meet their energy and livelihood needs. UNIFEM effectiveness in engendering Indian 11th Plan has been confirmed by the evaluation mission's exchanges with the local representation of UNDP who acknowledges UNIFEM inputs as very useful in issues as economic empowerment, violence against women, land issues, inheritance rights, and micro-credit programmes.

54. It is important to remark that IFAD field experience, collected by the authors during their field work in the preceding phases of the programme, often fed presentations and papers and contributed to the policy analysis. Less evident is the return of the information on policy changes to IFAD and IFAD projects, which appear on the whole under-informed or completely unaware of these activities of the Programme.

Conclusion on effectiveness at Policy level

- ◆ IFAD-UNIFEM programme has carried out various and numerous activities at policy and advocacy level, and there are indications that these activities contributed to engender national policies, particularly in issues of IFAD interest as rural women access to resources and to energy.
- ◆ The influence on policies is limited to South Asia countries and particularly India.
- ◆ The Regional Conference organised by the Programme was useful in (i) creating/strengthening networks of NGOs which have been active in effective policy lobbying; and (ii) raising issues as women's right to land and the implication of violence against women in front of a large audience including Governments' officials.
- ◆ The policy inputs were often inspired by IFAD field experience, but IFAD managers and projects are under-informed or totally unaware of these activities.

Effectiveness at Learning Level

55. The Programme throughout the three phases produced a large amount of studies, publications and also books. During the third phase documents production included the publication of three books and a series of working papers for the Regional Conference "Development Effectiveness through Gender Mainstreaming" of May 2005. (Please see full list of documents in Annex 2)

56. Indications on the quality of and interest raised by these works are reported to be the following:

- (a) The study on micro-credit and women's *samman* in rural Bangladesh was referred to in the United Nations Secretary General's speech in 2005;
- (b) One of 14 unpublished papers: "Chenchu women and their empowerment in the global value chain" was reported to be presented at the IFAD's Governing Council meeting in 2006;
- (c) The Programme was requested to present its work on gender and energy during the Energy Week of the World Bank, Washington, D.C and at the UN Commission on Sustainable Development in New York in March 2006;
- (d) At several international meetings on Women and Development, including AWID (Association for Women's Rights to Development), the Programme presented its work on gender mainstreaming of rural development, based on IFAD projects in Asia;

¹¹ ENERGIA is an international network on gender and sustainable energy, founded in 1995 with funding from the Dutch and Swedish cooperation.

¹² It is the Indian Government's national development strategy.

- (e) At the 6th UNESCO Annual Conference, November 2005, the Programme coordinator's presentation on "Poverty Reduction: Progress and Challenge of Gender Equality in South Asia" cited IFAD projects' experience;
- (f) There have been numerous demands to reprint or reproduce some papers produced by the Programme. Some of these include: 1) the study on Micro-credit and Gender Relations in Rural Bangladesh; 2) Development Effectiveness through Gender Mainstreaming: Gender Equality and Poverty Reduction in South Asia; 3) Women in the Digital Economy, Gender, Culture and Information Technology.

57. References to IFAD projects and particularly IFAD success stories are scattered all over the production. For example, reference is made to the distribution of user rights to women and the experience of women participating in savings and credit groups buying land in the ADIP and Oxbow Lake Project in Bangladesh; the innovative Jeevika SEWA Livelihood Security Project in India for community equitable leadership; the allocation of community forests to poor people and women in the Leasehold Forestry Project in Nepal.¹³

58. The Programme annexed all publications to the progress reports. There was no other regular distribution to projects, IFAD field presences, UNOPS or IFAD staff. According to interviews at IFAD headquarters, only a small part of the headquarters' concerned staff received the documentation and still less read it or use it (for example, giving it to consultants). Among those who did read it, mixed appreciation of the documents produced emerged: while some are considered interesting and useful, some of the publications are regarded as too academic; some research themes appear not linked to specific IFAD operational priorities and arbitrarily chosen; project-level studies are considered uneven in quality, some evaluated very good and useful, other ones not meeting standard.

59. The evaluation's assessment of the Programme's documents is that they are generally of good quality and often containing useful information and recommendations for the projects. Some of the publications, for example the books, have a more academic approach and, though interesting, can be less "user friendly" for operation purposes. It is however in the interest of IFAD that its field experience and achievements be recorded in formal publications and could reach a public of scholars and feed research.

60. The themes discussed in the various documents seem on the whole quite relevant for IFAD activities as only around 10% of publications are outside IFAD direct field of intervention (those on violence, trafficking and impact of IT).

61. What is missing is the feedback link with operations. The communication flow between the programme and the country teams (including IFAD field presences) did not work properly, also because at the design stage no mechanism has been set to regulate information exchange. Exchanges were mostly carried out following personal relations. Most of the CPMs complain lack of time to read documents, and the format of most of the Programme documentation was not conceived to facilitate their task.

62. Moreover, some of the gender studies carried out in the first phases of the programme, as remarked by the 2002 review, have not been internalised by the projects and were not followed up. One of the activities recommended in design was the follow up of recommendations of the first phases, but this activity has not been implemented and in general, as we shall see below, the third phase is characterized by less contact with the operations level. By consequence, no linkage has been established between the Programme's knowledge production and the projects.

¹³ These case studies and many others can be found for example in "Strategic Gender Intervention and Poverty Reduction: Principle and Practices, Working Paper 2, by G. Kelkar and D. Nathan, March 2005.

The Indigenous Women Resource Centres

63. In its earlier phases, the Programme has established three indigenous women resource centres, two in India (one in Shillong in the North East province and one in Bastar, Chattisgarh) and one in China (Lijiang, Yunnan). The evaluation carried out a field assessment of the Chinese centre (see Box 12). The three centres received small amount of funding and support for proposals and reports writing from the GMP.

64. The **Bastar centre** was set up to enable a group of indigenous women to develop indigenous art, with the assistance of well-known Bombay artists, who had previous experience of artistic interaction with indigenous artists. GMP support to the centre implied giving a stipend to five women artist for one year, offering the premises; and supplying raw material. The centre was supposed to organise artistic training workshops³, gender sensitization, indigenous women's documentation, and exhibition of art works. Some of the women succeeded in earning their life with the artistic work, and the Programme helped them to participate to artistic events and to access markets in Bombay and Japan.

65. The **Indigenous Women's Resource Centre (IWRC)** now in Kohima, Meghalaya was formally launched in July 2000. It comprises of women representatives from all North East provinces. Its objectives in the frame of the GMP are: (i) gender advocacy; (ii) research on gender and HIV/AIDS; (iii) network of indigenous women and regional NGO. IWRC members published research papers; advocated for women inclusion in local governments; were active in peace keeping; sensitized government officials and community leaders; collaborated with WB/IFAD Indigenous Peoples Assistance Facility for the indigenous studies of IFAD projects; sensitized project managers for the active participation of women in Natural Resources Management Groups.

Box 2: The Lijiang (Yulong) Culture and Gender Research Centre

The **Lijiang (Yulong) Culture and Gender Research Centre (CGRC)** was established in October 1999 with the initial seed funding support from the Japan grant for the IFAD as the result of a decade long collaboration between ethnic culture and gender research scholars from Lijiang and the Gender and Development Centre of AIT. The main objectives of the centre are: (i) to contribute to economic and cultural sustainability and development; (ii) to promote gender equality and community development in specific Naxi and other nationality areas; (iii) to identify and train qualified researchers in ethnicity studies; to explore research approaches and methodologies which are appropriate to specific Chinese situations. Activities of the centre include research, training, supporting indigenous women's community based organisations for economic activities and skill training, small funding for cultural projects, such as collecting folk songs from school children, publication of books collecting studies of CGRC researchers. The centre received funds also from the Ford Foundation and Oxfam, besides national funding. There were no contacts with IFAD projects in this phase, and GMP is not well known by GCRC members, also because of a language problem. They received a small amount (USD 4,250) from GMP for the project "Changes in gender roles and Women's roles in the process of urbanization in Lijiang" (in 2005).

According to GCRC members, main results of the centre's activity are: (i) improvement in the members' skill and knowledge in working on gender issues in their own various fields; (ii) all the project participating agencies (both governmental and non-governmental) and individuals have increased their gender awareness and most of them became supporter of all the gender and culture activities that the centre carries out; (iii) the quality of life of beneficiaries in communities have also been "improved" in the sense that they are more aware both the natural and social context where they live; (iv) most of the beneficiaries had become active participants in various economic activities which they did not used to do; (v) "CGRC was only one of those many insignificant players in the local society, however, through many years of project activities, the local government regarded this centre as a "Model" organization in working on culture and gender issues in the region and as a partner to give seminars and trainings to relevant governmental officers, such as in women's federation or poverty alleviation office".¹⁴

¹⁴ Please see Case Study n. 3 in Annexe 8 for details.

The Website

66. In the third phase, the Programme created a website with the initial support of another IFAD grant programme, ENRAP. The programme introduces and explains basic gender concepts; presents a list of documents (divided in Books, Brochure, IFAD Gender Analysis, Papers and Presentations), gives a list of links of networking institutions; an “events” section summarizes main events and activities of the programme; specific links are available for the three supported women’s centres. A link to the Programme website exists in the gender section of IFAD website, but not in the UNIFEM SARO website. No link to IFAD gender website exists in the Programme website.

67. The website is an effective way to create a linkage with the operation level. Country managers, project staff and consultants could look for information and also give their feedback and input to the website. Unfortunately the website was not much utilised and the reasons appear to be the following:

- (a) the website is not enough user-friendly: documents are not classified in a useful manner, that is by theme, regional area, and date (by the way, often it is not easy to date the document);
- (b) website users are not encouraged to give their feedback and their own input, as, for example, in the West Africa IFAD website (Fidafrique). Inadequate funds and human resources partially explain this shortcoming;
- (c) when preparing a project not all CPM and consultants are yet in the habit of using internet in order to find out background information and success stories, but rather repeat the same schemes and propose ready-made solutions.

Conclusions on effectiveness at the Learning level

- ◆ The Programme has produced a remarkable amount of documentations, including three books, which have been widely disseminated and appreciated by the international development community
- ◆ The overall assessment of the documents produced is that they are of good quality and highlight IFAD projects experience and achievements
- ◆ Most of the documents, though often containing useful information and recommendations for projects, have a format and approach hardly compatible with day-to-day operations and no mechanism for their dissemination has been established.
- ◆ IFAD managers and projects did not regularly receive the Programme documentation, and few of them read it or used it.
- ◆ The three indigenous women centres, though receiving small amount of funding, have carried out many interesting activities. Their establishment and support appear very relevant and can be considered one of the main achievements of the Programme.
- ◆ The website of the Programme is not enough user friendly and interactive

Effectiveness at Operational Level

68. We have seen that, though not in a very straightforward manner, the design of the third phase of the Programme shifted towards a more policy level intervention and that partnership with UNIFEM was seen as strategic from this point of view. However, objectives, activities and outputs in design documents were still referring to many project level activities:

- (a) support to IFAD COSOP and projects’ design implementation and monitoring and evaluation;
- (b) to redesign gender responsive rural development projects;
- (c) follow-up of recommendations in selected projects;

- (d) workshops and training for trainers for projects managing units, government agencies and partner NGOs;
- (e) gender mainstreaming of IFAD projects and regular gender assessment.

69. Moreover the evaluation has found that the general feeling among CPMs is that project-level impact is the most important one as “field experience is IFAD’s value-added” and “projects are the main instruments of IFAD”. Also it was stressed that “IFAD and CPMs should not be seen as beneficiaries, but as links: primary beneficiaries should always be the rural poor (the projects’ beneficiaries).”

70. In order to evaluate the Programme impact at operation level, we have to distinguish between the UNIFEM component and the AIT component. If on the one hand the UNIFEM Programme was less active in field support during its third phase comparing to the two precedent phases, AIT - on the other hand - decided to concentrate its interventions on projects and at country level.

Operation Results: UNIFEM Component

71. The reasons of the limited work of the UNIFEM component of the Programme at project/country operation level appear to be the following:

- (a) not enough resources and no criteria established in design to select projects to be supported;
- (b) for operation support the Programme almost exclusively relied on the Programme coordinator, and did not create/use a network of consultants throughout the region, a solution which could have been more cost-effective;
- (c) the Programme was supposed to respond to CPM/projects request and collaborate with CPM and project staff for missions timing and organisation: this interest and collaboration from the part of CPM/projects have been met only in a few cases.

72. The UNIFEM component worked for the COSOP in Bangladesh and Nepal. Both papers are very rich in information and recommendations, and are considered very useful by the relevant CPMs. The matching fund (country fund plus the Programme fund) facilitated recruitment, according to CPMs. The regional programme input is considered particularly relevant for Nepal, where gender expertise is not easily available.

73. The Programme participated to other strategic IFAD work, such as the India Portfolio Review workshop in 2004 and 2006. The Programme coordinator also prepared a paper for the forthcoming Regional Strategy (which will not be prepared because of recent IFAD corporate position).

74. Some activities were carried out at country level, but without direct connections with IFAD projects. One example can be found in the capacity building for Gender Focal Point in Bhutan, where IFAD project staff were not included.

75. The evaluation visited the only project where the Programme carried out project level activities in the third phase: the **Matale Project in Sri Lanka**.¹⁵ The GMP support mission to the Matale Project was carried out in July 2004 following the findings and recommendations of the February 2004 Mid Term Review of the project that urged the preparation of a gender strategy and mentioned the possibility of mobilizing the support of the IFAD-UNIFEM Programme. In order to prepare the strategy, the mission – entirely funded by the GMP – reviewed the status and progress of gender mainstreaming up to 2004, carried out field visits, discussed with several major stakeholders and offered a one day gender training to project staff. The preliminary findings and recommendations of the mission and the proposed gender strategy were presented and discussed with the relevant stakeholders and synthesized in a report sent to the project and the CPM.

¹⁵ Please see Case Study n. 1 in Annexe 6 for details.

76. The gender training was very well received by the project and staff members found it useful both in terms of general knowledge on women's issues and for carrying out their daily duties. The project staff members had never received any gender training before the GMP mission and some of them explained that they did not even have a clear idea of what the concept of gender mainstreaming actually entailed. The Project Gender Specialist explained that after the 2004 training, it was somewhat "easier" for her to carry out her duties because of project staff's enhanced understanding of her specific role. Both UNOPS supervision (2006) and our mission found enhanced staff gender sensitivity and this – to some extent – positively impacted project targeting of women.

77. According to project staff members as well as to Sri Lankan authorities and women's organizations met by the evaluation mission, the GMP gender assessment gave too much emphasis on non priority issues (for example, on domestic violence), while it neglected some positive elements such as the high literacy enjoyed by Sri Lankan women. Moreover, it was felt that the report was placing more attention on strategic gender needs (such as women's social position and control over productive resources) as opposed to practical gender needs, and therefore it was not operationally useful in project activities.

78. Along the same line, consultations with Matale Project staff and IFAD staff revealed that the gender strategy proposed by the GMP for the project, while including some important insights, was at the same too general (highlighting some elements already incorporated within project design without providing more details) and not enough focused on the direct objectives of the project. These are the main reasons why it has never been officially adopted.

Operation Results: AIT Component

79. After the first two phases of the IFAD regional GMP, AIT promoted a number of field studies, carried out by AIT students, on the projects where gender impact assessments were implemented by the GMP in the previous phases. These studies did not find much impact and follow-up of the gender assessment. By consequence, AIT decided to have a different approach in the third phase, and (i) concentrate on a more limited number of countries/projects; and (ii) offer a more continuing and built-in assistance, rather than external, one-time assessments. Cambodia and Vietnam were selected because AIT had already worked in these countries.

80. In Cambodia AIT has worked with the Ministry of Women Affairs and its provincial departments; and in Vietnam with the National Women's Unions. The institutionalised involvement of a national agency and the strengthening of its capacities at all levels (national, regional, local) promotes high level endorsement, long-term sustainability and facilitates coordination with other relevant institution.

81. AIT programme in Cambodia was designed in collaboration with the Ministry of Women's Affairs and implemented in the framework of the national strategy. The Programme applied an integrated "gender in agriculture" approach including improved coordination between agriculture and gender departments at all levels (national, regional and district) and engendered agricultural extension. The evaluation case study on the **Rural Poverty Reduction Project in Cambodia**¹⁶ reported that AIT/GMP institutional support and capacity building is considered positive by the institutional beneficiaries, the gender mainstreaming unit at the Ministry of Women's Affairs and relevant agriculture staff. Project beneficiaries (men and women) met during field work in Cambodia agree that with gender sensitisation, domestic violence¹⁷ has been reduced and there is more sharing of work and responsibilities in the family. Women have learned their right to equality and men let them go to farmers' field school and training sessions.

¹⁶ Please see Case Study n. 2 in Annexe 7 for details.

¹⁷ Domestic violence is an important issue in Cambodia target areas: according to a 2005 report, in 2004 domestic violence prevention scored first among gender priorities in the gender section of the commune plans.

82. Important elements for the success of AIT intervention in our case study in Cambodia are: (i) the commitment and support of IFAD country programme manager; (ii) timeliness of the intervention, which started at the beginning of the project; (iii) the participatory approach adopted by AIT staff, who did not impose pre-defined priorities or modalities, but listened to the clients' needs

Conclusions on effectiveness at Operation level

- ◆ Although the design of the programme referred to several activities for country and project level support, most of these activities were not implemented and the project level support was concentrated in the AIT component in Vietnam and Cambodia.
- ◆ UNIFEM component's effectiveness at country level is found in inputs given to COSOPs and gender training,
- ◆ Evaluation fieldwork in Sri Lanka found that the only intervention of the UNIFEM component at project level was effective as the impact of gender training was concerned. However the gender strategy developed was not accepted.
- ◆ Evaluation fieldwork in Cambodia found that AIT intervention has been appreciated by clients and presents interesting results at institutional and field level.

C. Efficiency of Implementation

Efficiency of Budget Utilization

83. As mentioned above (Section III A), GMP expectations and objectives were not commensurate to budget. However the Programme did carry out many activities and reach interesting achievements at policy level and in number of relevant publications in the limit of the budget received. The overall efficiency of the programme can consequently be judged as good.

84. A more detailed analysis by activity is not possible because of IFAD grant agreements budget composition. UNIFEM reports on expenditures have been done accordingly only by category of expenditures, and this does not allow for any analysis on resources used in a given activity, the funds allocated to achieving a given objective, the cost of achieving a given result or outcome.

85. AIT, on the contrary, presented budget utilisation by activities and country. The AIT component has been efficient as apparent from their presentation of expenditures by activities. (see Annex 4).

Efficiency of Institutional Arrangement

86. The international consultant recruited by UNIFEM SARO to be the Programme coordinator was the same high level researcher who had been the Programme coordinator in the previous phases. The Programme coordinator was recruited for the Programme on a part-time basis (160 days per year) and was also charged of other tasks at UNIFEM. The distribution of time for the various tasks relating to GMP was described by the coordinator's terms of reference as follows:

- (a) 30 days for overall coordination (recruitment and supervision of staff, progress report writing);
- (b) 30 days for advocacy and networking;
- (c) 30 days for participating to IFAD/UNOPS missions;
- (d) 30 days for research work;
- (e) 15 days for backstopping of indigenous women's centres;
- (f) 15 days for training and capacity building workshops.

87. Considering the Programme outputs, it seems that some of the activities, as missions participation and backstopping of women's centres, have requested less time, while others were considerably more time-consuming (advocacy, networking, workshops organisation and participation and research). Moreover, because the coordinator sometimes participated to missions both as UNIFEM and GMP representative, there was an overlapping of responsibilities and employment of time. Therefore it is difficult to assess efficiency under this aspect.

88. It is important to remark that most activities have been implemented by the coordinator herself, assisted by supporting staff. Consultants have been hired to prepare the research papers for the Regional Conference and research assistants collaborated for the COSOP papers.

89. According to the JP036 agreement, the programme should have been supervised by a Programme Steering Committee (PSC) responsible of approving the AWPB, submitting regular progress and financial report on the programme to IFAD and participating in a review mission at the end of two years. Actually, the PSC was never functional. At IFAD headquarter, the Programme was supervised by the Regional Economist while the PT gender technical advisor reviewed the concept papers of the Programme; in UNIFEM, the SARO director supervised it. Meetings between the Programme and IFAD staff were held in an informal frame. The PSC was the only institutionalised mechanism in design to monitor the programme and its functioning might have helped in smoothing the information flow among partners.

Conclusions on the efficiency of implementation

- ◆ The Programme realised many activities and interesting achievements in the frame of a limited budget: the overall efficiency of the Programme can be judged as good.
- ◆ A detailed analysis of efficiency of budget utilisation by activity is not possible for the UNIFEM component because of IFAD grant budgeting system by categories of expenditures.
- ◆ The AIT component has been efficient as apparent from their presentation of expenditures by activities
- ◆ Efficiency of the GMP institutional arrangement is weak because the only institutionalised mechanism of partners' coordination and Programme monitoring was the Steering Committee which was not functional.
- ◆ Most of the Programme activities were implemented directly by the Programme coordinator alone, who was recruited on a part time basis and had also other tasks in UNIFEM.

Performance of Partners

IFAD

90. IFAD PI was committed at the highest level to the Programme: the division directors were in several occasions involved in exchanges and major events of the Programme; the headquarter supervision of the Programme was given to the regional economist seconded by a deputy, and they both had several meetings with the Programme coordinator and the partners. The PT gender technical advisor reviewed the concept papers of the Programme and participated in main regional workshops.

91. However, as we have seen, the design of the Programme in the grant agreements was inaccurate and not responding to logframe standard, with no indicators to monitor and evaluate the programme activities and no link between human and financial resources and the specific activities/objectives for which they were to be used. PI staff members and partners appeared to have sometime divergent views of what the programme was expected to do. Minutes of meetings held in IFAD headquarters by the Programme Coordinator with PI senior management, the grant task manager and CPMs confirm the differences in expectations and the dis-connect between expectations and available resources. No institutionalised mechanism for information diffusion and exchange, feedback to and from projects was set up. The steering committee, though established, was never really functional. Reason for this appears to be the relatively small allocation of the grant, but the evaluation wishes to stress that results and accountability should be clear for any investment, and that clarity of design makes only the implementation and monitoring and evaluation tasks easier.

UNIFEM

92. UNIFEM contributed conceptually to the strong policy and strategic orientation of the Programme and, as we discussed, is accountable for the achievements of the Programme in this respect. However UNIFEM showed some difficulties in hosting project level operations and the more pragmatic approach demanded.

93. UNIFEM SARO included the Programme, physically and operationally, in its main programme, with full ownership of the Programme objective. The Programme coordinator, in her numerous and diversified activities always carried her role of IFAD/UNIFEM GMP coordinator. The evaluation's view is that the Programme and the partnership would have been advantaged by a greater visibility of the special nature of the IFAD/UNIFEM partnership and of the specific nexus between gender and rural poverty in the Programme activities. For example, in the UNIFEM SARO website neither mention nor description of the IFAD/UNIFEM GMP can be found and no link exists to the GMP website.

94. UNIFEM shares with IFAD the responsibility of the weak design, even if UNIFEM proposal document contains at least an attempt of logframe. Reporting and accounting were diligently sent to IFAD. AWPBs were prepared, but are not very precise: some of them present overlaps in terms of dates and activities and, they are not linked to the budget. The reports contain mainly lists of activities and publications with an apparent difficulty in separating outputs from outcomes and in highlighting impacts, at the expenses of the recognition of the good work done. Information exchange with partners was also a weak point, for joint responsibility.

AIT

95. AIT was able to propose a conceptual framework for its programme that built on the lessons learned in the first phases and demonstrated good flexibility with local partners, adopting a participatory approach: AIT staff did not impose pre-defined priorities or modalities, but listened to the clients' needs.

96. AIT carried out its tasks effectively but in isolation. Reporting and accounting have been performed diligently towards UNIFEM SARO. However, even in the case of the AIT component, the lack of institutionalised mechanisms of feedback and information exchange provoked an under-exposition of the Programme achievements.

UNOPS

97. UNOPS was in general not much involved in the Programme. In the third phase it was supposed to receive capacity building and mission support from the GMP, but this activity never materialised. Nevertheless, some managers were aware of the Programme and tried to coordinate with it in the field (as in Matala and Cambodia), though complaining of not knowing enough of the Programme activities and approach. UNOPS did not receive any Programme documents either from IFAD or from UNIFEM.

Innovations

98. At the **policy** level, one innovation of the Programme has been the **partnership between IFAD and UNIFEM**: this partnership was effective in including issues emerging from IFAD field experience to be introduced in the review of government programmes such as the PRSP in Nepal and Pakistan and the 11th Plan of India.

99. At the **learning** level, the establishment of the three **indigenous women's centres** appear to be a very interesting experience of creating decentralised platforms for networking, research and

development activities managed by the indigenous women themselves or by committed activists and researchers.

100. At the **operation** level, the work done by AIT in Cambodia and Vietnam presents some interesting innovations, as the collaboration with **national women's unions**, the **engendered agriculture extension system** and the new **gender monitoring tools**.¹⁸

D. Impact by Target

On Institutions and Policies

101. IFAD-UNIFEM programme has carried out various and numerous activities at policy and advocacy level, and there are indications that these activities contributed to engender national policies, particularly in issues of IFAD interest as rural women access to resources and to energy. The programme has also contributed to create and strengthen networks of NGOs which have been active in effective policy lobbying.

102. AIT institutional support to and capacity building for country institutions, governmental and non governmental, is considered positive by the institutional beneficiaries. According to them, AIT helped (i) in creating spaces for dialogue among various stakeholders; (ii) in networking at national and regional level; and (iii) in identifying objectives and preparing work plans. Using a participative approach, AIT carried out joint missions with ministries' staff in the field; and gave useful inputs in some technical aspects, mainly in field research, reporting, linkages with local authorities, tools development.

On IFAD Staff

103. Impact on IFAD PI staff has been weak in the third phase, because of scarce involvement of CPMs in Programme activities and limited diffusion of programme documentation. The reasons of this limited impact can be found: a) in the pattern of Programme design, which did not involve CPMs in defining objectives and identifying activities; b) in the limited effectiveness of the Programme itself under this aspect; and c) in limited CPM response.

On End-Beneficiaries

104. Policy changes in issues such as land and assets rights, increasing women's participation in administration, clean cooking energy for rural households can positively affect rural women in IFAD project area.

105. Impact on end beneficiaries can be seen in the AIT component activity. In Cambodia, project beneficiaries (men and women) met during field work agree that, through gender sensitisation, domestic violence has been reduced and there is more sharing of work and responsibilities in the family; also there are first interesting results of the engendering of agriculture extension.

E. Sustainability

106. The GMP approach based on interventions at policy and institutional level ensures sustainability of advocacy, policy and institutional strengthening activities. On the contrary, sustainability of the Programme impact on IFAD as an institution is not ensured, because the Programme achievements in its third phase have not been sufficiently internalised.

¹⁸ Please see Case study 2 in Annexe 7 for details.

IV. RESPONSE TO IFAD-WIDE KEY EVALUATION QUESTIONS

107. As a conclusion, the evaluation tried to answer to the following broad questions set by the IFAD-wide Self-evaluation of IFAD Regional Gender Programmes:

- (a) “Have the Gender Support Programmes contributed to improving the effectiveness of the Fund’s loan portfolio in addressing gender dimensions and empowering women?”

108. Throughout its three phases, the GMP has had a certain impact on the Division’s general commitment to gender mainstreaming and contributed in an indirect way to loans’ effectiveness through advocacy at institutional level, staff sensitization (in the first phase) and capacity building. (see Section II B and III B).

- (b) To which extent has the regional Gender Programme impacted project performance and gender mainstreaming in the region? (throughout the project cycle, from design to implementation and monitoring).

109. As for project performance, only the AIT component in South-East Asia has carried out project level activities in the third phase of the programme, with good preliminary results in implementation and monitoring. (see Section III B and III D).

110. As for gender mainstreaming in the region, the programme was effective at policy level particularly in South Asia, while difficulties were met in disseminating knowledge and exploiting research results at the operational level. (see Section III B)

- (c) What particular results have been obtained regarding activities of gender mainstreaming? What is working well and what is working not so well? (explore the effectiveness, efficiency, impact, sustainability of the Gender Programmes).

111. The GMP has been effective at policy and advocacy level particularly in South Asia; thanks to the strategic partnership with UNIFEM (Section III B), and in national institutions’ capacity building and project support in South East Asia (Section III B). It has also had innovative initiatives like the establishment and the continuing support of indigenous women’s resource centres located in indigenous areas in India and China. Although producing a considerable amount of good quality documentation and research papers, it has been less effective in disseminating this knowledge and in giving feedback to field level. (Section III B) The sustainability of the GMP achievements is ensured at policy and institutional level, but not in IFAD, for insufficient internalisation of GMP results. (Section III D).

- (d) What are the perceptions of beneficiaries and end-beneficiaries (vulnerable people, in particular rural women) regarding the programmes and action undertaken within the programmes?

112. The evaluation could report end-beneficiaries’ perception only through the three case studies in Sri Lanka, Cambodia and China. Only in Cambodia the impact on end-beneficiaries can be directly assessed as the result of GMP activities (and it is positively appreciated), while in Sri Lanka was less than expected and in China it was very indirect, as the GMP, after establishing the centre, only supplied some funds and backstopping assistance. (see Section III B and Box 2)

- (e) What lessons were learned for improving the integration of gender issues in IFAD’s normal way of doing (in terms of capacity, tools generated, etc.)? Is this kind of strategy the best way to achieve our gender objectives? What recommendations can be provided for the future?

113. The evaluation report answers these questions in the paragraphs below.

V. LESSONS LEARNED & RECOMMENDATIONS

A. Design

114. Regional programmes have very little impact on projects when stakeholders responsible for projects have not been involved in the regional programme design and agreed relationships between programme and project are not specified in grant agreements.

Recommendation: IFAD should not clear the design of regional programmes without expressed confirmation of support from partners, CPMs and other stakeholders whose relationships should be specified in the grant agreement.

115. The advantages of the regional approach versus the sub-regional and country approach depends on the issue to address, the activity to be implemented, the available partners and the expected results. The regional approach taken by PI proved effective for sensitising high-level government officials, promote policy changes, and share best practices and lessons learned. However, the comparison with the experience of other IFAD gender programmes could inspire other relevant regional-level activities (capacity building, gender pilot activities).

Recommendation: PI should consider limiting gender mainstreaming programmes that are regional in scope to promote policy change, share best practices and lessons learned amongst different countries; and, influence high-level government officials.

116. Although not foreseen in design, the actual division of the Programme during implementation into two sub-regional components was quite relevant and effective, given the diversity within the region and the fact that the partners had strengths within their respective sub-regions.

Recommendation: PI should consider that smaller sub-regional country groupings can be quite effective when selecting partners for regional programmes.

117. If the objectives and area of intervention as defined in design are not realistic in relation to available resources, they are unlikely to be realised.

Recommendation: Task managers should make sure that regional programme objectives are commensurate to funds allocated.

118. The quantity and quality of the human resources allocated to the programme influence its results. In GMP they were insufficient in relation to the number and variety of tasks demanded. Also the expertise of staff was relevant for policy lobbying and research, less so for projects support.

Recommendation: Task managers should include more realistic estimates of the amounts and types of human resources needed to implement programme activities in programme design.

119. Poor design causes confusion about objectives and strategies, making monitoring difficult. The lack of a functional steering committee prevents the programme from being adjusted accordingly.

Recommendation: Task managers should design programmes following a logical framework format and including relevant indicators to make possible effective monitoring and increase accountability.

Recommendation: Task managers should set up coordination and monitoring mechanisms with regular meetings.

B. Policy

120. Supporting NGOs active in gender issues demonstrated an effective way of supporting gender lobbying, as NGOs are more and more consulted by national and local governments during the preparation of development plans.

Recommendation: IFAD-financed programmes should explore alliances with constituent-based and other national NGOs respected by government policy makers to increase their voice, weight and influence in policy dialogue.

121. The partnership with another international advocate, like UNIFEM, can provide a good opportunity for issues that emerge from IFAD field experience in the fight against rural poverty to be brought to the attention of governments, thus improving the regulatory framework in which IFAD projects are implemented and positively affecting rural women. However, the direct impact on IFAD operations and staff can be quite limited if the partnership does not also include links with country operations.

Recommendation: PI should use partnerships with international and national policy advocates, governmental and non-governmental, to increase its leverage at policy level.

Recommendation: CPMs should include policy dialogue on gender issues in COSOPs and begin collaboration with gender institutions in project design and implementation, to better link policy interventions at regional level to field level experience.

C. Learning

122. Producing documents, even of superior quality, is not enough. The lack of tools and mechanisms for regular dissemination and feedback to and from field level and partners diminishes their impact and relevance.

Recommendation: IFAD should allocate more human and financial resources to dissemination and feedback of findings to and from the field.

123. Workshops and similar meetings are more effective if: concentrated on one topic/issue; showing results; giving space to exchanges and outside inputs; ensuring the presence of field staff (i) to link discussions to field reality and (ii) to expose field staff to other experiences and analysis.

Recommendation: IFAD Workshops and similar meetings should concentrate on one topic/issue; show results; give space to exchanges and outside inputs; and ensure the presence of field staff.

124. Needs for capacity building activities for IFAD, project staff and local institutions were not addressed during the third phase of the GMP. However, there are still requests and clear needs for gender training, particularly from the field.

Recommendation: PI should consider inclusion of capacity building activities in future gender programmes, taking into account experiences of other such IFAD regional gender programmes.

125. The production and distribution to the development and academic community of good quality research documents based on IFAD field experience adds to IFAD corporate impact, serving as a means to achieve its mandate even beyond the reach of the projects and programmes it finances directly.

Recommendation: PI should continue to support the preparation and dissemination of high-level research publications, as means to improve the analysis of its field work and extend IFAD's influence in the region.

D. Operations

126. The lack of clarification about what a regional gender programme is supposed to do to assist projects leads to differences between people's expectations, programme objectives, resources and operations. This in turn can provoke the disappointment and lack of interest of CPMs and project staff.

Recommendation: IFAD should clarify that project level compliance to the IFAD gender pre-requisites in design, gender-sensitive diagnostic studies, provision of gender expertise during project preparation, and skills training for women, as well as expertise for supervision and evaluation should all be budgeted for in design, supervision, implementation and evaluation budgets, not in specialised regional grants.

127. Technical assistance is more effective when provided with continuity and consistency of approach.

Recommendation: PI should promote and strengthen a network of regional gender consultants/consulting institutions for project design and backstopping and ensure that they have continuous access to updated analysis and success solutions.

128. Strengthening the capacity of local institutions brings about enhanced country-ownership and sustainability and ensure continuity of support.

Recommendation: CPMs should promote the strengthening of expertise on gender –related issues in local institutions and include them as partners in project implementation.

129. Gender technical assistance at project level is more effective and sustainable if implemented in the framework of national gender strategies.

Recommendation: CPMs should plan technical assistance to projects on gender-related issues so that it fits directly into the framework of national gender strategies.

130. Gender project support increases its effectiveness when it takes into consideration both practical and strategic gender needs in a pragmatic way.

Recommendation: CPMs should include gender-mainstreaming activities in project design to both meet practical needs and also contribute to more strategic changes needed in institutions and policies.

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LIST OF ANNEXES

- Annex 1: Approach Paper
- Annex 2: Bibliography
- Annex 3: People Met
- Annex 4: Budget Utilization
- Annex 5: UNIFEM Self-Assessment of the Programme
- Annex 6: Case Study 1: Matale Project, Sri Lanka
- Annex 7: Case Study 2: RPRP, Cambodia
- Annex 8: Case Study 3: Lijiang Culture and Gender Research Centre, China

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ANNEX 1
APPROACH PAPER

**EVALUATION OF THE PROGRAMME
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**ANNEX 1
APPROACH PAPER**

Where do we go from here with Women and Gender?

Evaluation of the Asia and Pacific Regional Gender Mainstreaming Programme as part of the IFAD Efforts to Link Gender and Knowledge Management

A. Background Information

1. Enhancing the capabilities of women has been a goal for IFAD for many years. It has been one of the four pillars of the IFAD Regional Strategy for Asia and the Pacific since 2002. Over the course of the past five years the IFAD projects and programmes being implemented by the Division have included many different investments and activities to achieve this goal. However, even before the setting enhanced capabilities of women as one of its four main strategic goals the Division has undertaken special initiatives to improve its impact on women.
2. One of the most important of these initiatives was the Regional Gender Mainstreaming Programme. This began with grant of USD 184 000 made to the Asian Institute of Technology, Gender and Development Unit in May 1999. It focused on gender initiatives among indigenous people in Asia. That programme evolved and expanded to become a larger programme entitled Mainstreaming Gender in IFAD projects in Asia and the Pacific with further grants in 2000 and in 2004. The latter grant was provided to UNIFEM who has implemented the programme from its office in New Dehli. At this time the grant has been fully disbursed.
3. Before charting a further course of action in this area, the Division would like to take stock of what the results and outcomes that have been achieved by the Gender Mainstreaming Programme and the overall impact that they have had on IFAD, its lending programme and its beneficiaries in the region.
4. At the same time the IFAD Technical Unit, in collaboration with the Thematic Group on Gender, is conducting an evaluation of IFAD's Gender Strengthening Programmes overall, for which it has sought an input from the Asia and Pacific Division on its own experiences. Therefore, both for its own purposes and as an input to the corporate exercise, the Asia and Pacific Division committed to undertake an evaluation, or self-assessment, of the Programme financed with grant to UNIFEM.

B. Objective and Description of Assignment

5. The objective of the assignment would be to evaluate the Programme for Mainstreaming Gender in Poverty Reduction in Asia and the Pacific as a means for IFAD improve future performance by learning from the past. It would include the documentation of the results and outcomes of the Programme, analysis of those results and outcomes, and the provision of recommendations for future IFAD initiatives in this area..

C. Name, Nationality and Expertise of Consultants

Name: Ms. Anna Martella, Team Leader
Nationality: Italian
Expertise: Social Anthropology and Gender Specialist

Name: Ms. Lin Xiu Zhang
Nationality: Chinese
Expertise: Agricultural Economist and Gender Specialist

Name: Ms. Mariangela Bagnardi
Nationality: Italian
Expertise: Sociology

D. Terms of Reference

6. The consultants would conduct the evaluation in order to:
 - (a) to assess how effective the Asia and Pacific Programme for Gender Mainstreaming Programme has been in achieving its goals and objectives, and in contributing to corporate gender goals and objectives;
 - (b) to provide recommendations regarding future action to consolidate progress made and/or improve planning and implementation of gender mainstreaming action in Asia and the Pacific.
7. To guarantee consistency between the regional evaluation exercises, the evaluation of the Asia and Pacific Division Programme will adopt the overall orientation set for the IFAD-wide self-evaluation.
8. The evaluation of the PI Gender Mainstreaming Programme will focus on the stakeholders that were identified in the programme design documents as intended direct beneficiaries. Whenever possible, the evaluation will elicit their participate in the evaluation process, providing them with the opportunity to express their opinion and make recommendations for future actions.
9. This evaluation should evaluate the Asia and Pacific Programme first and foremost against its own objectives as specified in the Programme document or otherwise agreed between IFAD and the implementing agency.

Key Questions

10. In so doing, it should seek also to respond as best possible to the following question set for the IFAD-wide Self-evaluation.

“Have the Gender Support Programmes contributed to improving the effectiveness of the Fund’s loan portfolio in addressing gender dimensions and empowering women?”

11. The IFAD-wide self-evaluation will also seek to respond to the following basic questions:

a) *Learning from experience*

- To which extent the regional Gender Programmes have impacted project performance and gender mainstreaming in regions? (throughout the project cycle, from design to implementation and monitoring);

- What particular results have been obtained regarding activities of gender mainstreaming? What is working well and what is working not so well? (explore the effectiveness, efficiency, impact, sustainability of the Gender Programmes);
- What are the perceptions of beneficiaries and end-beneficiaries (vulnerable people, in particular rural women) regarding the programmes and action undertaken within the programmes?

b) *Learning for change*

- What lessons were learned for improving the integration of gender issues in IFAD's normal way of doing (in terms of capacity, tools generated, etc.)? Is this kind of strategy the best way to achieve our gender objectives? What recommendations can be provided for the future?

Methodology

12. The evaluator should prepare a two-page methodological team outlining the main tools and techniques that will be used for the field-based evaluation. The following will be covered in the note: desk review, IFAD web review (also regional), review of Programme outputs. This will be complemented by interviews of resource persons and key informants at IFAD, in New Dehli, and in the countries and projects visited. Focus group meetings, observation, and other forms of triangulation should be used. The methodology should include visits to two projects where the Programme has intervened. For project level work methodology may include Rapid Appraisal and Participatory Rapid Appraisal as means of understanding impact. Indicators for measuring empowerment, developed by the World Bank, will be provided to the consultant.

13. Criteria for selecting the two projects to be visited should be set in accordance with those set by the Gender Thematic Group in consultation with the PI Gender Focal Point.. They are likely to include implementation stage of the project and sectoral/thematic area of the project. The actual selection should be done subsequent to an initial review of Programme documents and outputs.

14. In addition, the evaluation will include a short case study on support provided by the Programme for a Centre for Indigenous Women in Lijiang, China.¹⁹

Schedule and Workplan

15. The evaluation will be conducted by the Team Leader with selected inputs from other consultants.

16. The evaluation shall be conducted between 15 December 2006 and 15 April 2007. Preparation of detailed methodology, review of all written materials, and preliminary interviews with key stakeholders and resource persons should take place between 15 December and 15 January. A note summarising preliminary findings should be submitted to PI Gender Focal Point by 15 January. Field work in New Dehli and two selected projects should take place between 15 January and 7 February. The case study from China should also be conducted during the period 15 January to 15 February. Report writing and de-briefing should take place between 7 February and 15 April.

8 January – 22 January

Prepare Detailed Methodology

Review of Documentation

Interviews with Key Stakeholders

Prepare Note on Preliminary Findings

¹⁹ See Attachment for detailed TOR.

23 January – 7 February

Visit UNIFEM Offices and PMU in New Dehli

Visit two selected Projects

Visit to Indigenous Women's Center in China

7 February – 15 April

Report Writing

De-briefing of Key Stakeholders

Participation in IFAD-wide Workshop on Self-Evaluation

17. The consultants' **outputs** should include:

- (a) Two-page methodology note, by 20 December;
- (b) Five page Note on Preliminary Findings, by 20 January;
- (c) Draft Evaluation Report, no more than 20 pages, by 1 March;
- (d) Final Evaluation Report and Abstract for Widespread Dissemination, by 15 March;
- (e) Presentation of Findings and Recommendations, to be agreed before 15 April.

Attachment

1. Detailed TOR for Evaluation of Programme Support to Centre for Indigenous Women, Lijiang China.
2. In accordance with the describe approach to evaluation in the Approach Paper, Dr. Zhang will evaluate the effectiveness, efficiency, relevance and impact of the work done by the Regional Gender Mainstreaming Programme in collaboration with the Centre for Indigenous Women.
3. In order to evaluate the Programme Dr. Lin Xiu Zhang will review all relevant documentation of the Programme in relation to its work with the Centre. She will then visit the Centre and meet with concerned stakeholders there. She will meet with Professor He the Director of the Centre to discuss her role in connection with the IFAD grant programme and the Centre generally. She will meet with beneficiaries of the work of the Centre to determine the type and extent of benefits they have received. She will seek to obtain the information required by the evaluation team leader according to guidelines provided to her by the team leader, shown below.
4. Dr. Zhang will then prepare a report of her findings and analysis of not more than 10 pages. This will be submitted in draft form to the team leader and the PI gender focal point. It will then be revised by Dr. Zhang in response to comments and suggestions by them.
5. The itinerary of the consultant would be as follows:

1-2 February	Document Review in Beijing
3 February	Travel to Lijiang, Fieldwork at Centre and with beneficiaries
7 February	Return travel to Beijing
8-10 February	Report Writing and Revision

Areas of Enquiry for Evaluation of Programme work with the Lijiang Centre

6. The Gender and Culture Centre (GCC) in Lijiang and the Gender Mainstreaming Programme (GMP)

I. Nature and assessment of the GMP support to the GCC, concerning

- training and technical assistance
 - regional/international contacts and networking
 - knowledge sharing and diffusion
 - proposals formulation and funds raising
 - frequency and duration of the support missions and/or backstopping contacts
7. Is the Centre aware of the other activities of the GMP in the region? which ones?
 8. Has the GCC worked in collaboration/coordination with other GMP activities? which ones? what is the GCC's assessment of this collaboration/coordination?
 9. Has the GCC participated to any workshops, conference or meeting organised by the GMP? which ones? what is the GCC's assessment of this experience?
 10. What are the strengths and weaknesses of the GMP support to the GCC?
 11. Does the GCC benefit from other sources of technical assistance? Which ones? How are they appreciated?
 12. What is the most useful type of support needed by the GCC in this moment?

II. The Gender and Culture Centre (GCC) and IFAD

13. Has the GCC's worked in support of IFAD-funded projects (training, technical assistance, gender analysis, gender backstopping, gender impact evaluation, specific activities gender consultations, extension/sensitisation documents production)? Examples. Are reports available?
14. Which documents and tools produced by the GCC have been used by IFAD-funded projects? Examples.
15. Is IFAD field experience cited/exploited in the GCC's presentations/documents? Examples.
16. Did IFAD-funded projects' staff participate to the GCC activities (training, workshops, conferences)? Examples.
17. How do IFAD-supported projects compare to others in China with respect to relation to gender aspects?

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ANNEX 2
BIBLIOGRAPHY

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ANNEX 2

BIBLIOGRAPHY

Evaluation of the Asia and Pacific Programme for Mainstreaming Gender

1st AND 2nd PHASES 1999 - 2003

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- Govind Kelkar and Thanh-dam Trong: Rural women's access to resources: a study of Tuyen Quang province, Viet Nam. Published in: *Mainstreaming Gender in IFAD Projects in Asia* (Volume II), East and South East Asia. **(paper)**
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3rd PHASE 2004 - 2006

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- *Evaluación prospectiva de las intervenciones del FIDA y del Programa Regional para el Fortalecimiento de los Aspectos de Género en proyecto FIDA de América Latina y el Caribe PROGENERO by Lola Ocon Nunez and Martha Osorio, June 2006*
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EVALUATION OF THE PROGRAMME
FOR
MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 3
PEOPLE MET

EVALUATION OF THE PROGRAMME

FOR

MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 3

PEOPLE MET

Evaluation calendar activities

Rome	Methodology
Jan 08 - 19 2007	Documents consultation
	First round of interviews with IFAD staff
New Delhi, Bangkok	Meetings with the GMP, UNIFEM, AIT, UNOPS staff
Sri Lanka, Cambodia,	Meetings with other relevant stakeholders
China	Field study in Matale Project in Sri Lanka
Jan 22 - Feb 02	Field study in RPRP in Cambodia
	Field study at Linjian Women's Resources Centre in China
Rome	Second round of consultation with IFAD staff at headquarters
Feb 5 - March 07	Draft Reports writing

In Rome

Thomas Elhaut (Mr) PI Regional Director
Thapa Ganesh (Mr) Regional Economist and PMG focal point
Carla De Gregorio (Ms) PI Grants coordinator
Ariko Toda (Ms) , CPM (Afghanistan, Timor Est, Pacific Islands)
Nigel Brett (Mr) CPM (Bangladesh, Pakistan)
Sana Jatta (Mr) (Sri Lanka, Philippines, Maldives)
Ya Tian (Mr) CPM (Bhutan, C.A.R.. Korea)
Youqiong Wang (Mr) BPM (Cambodia, Indonesia)
Thomas Rath (Mr) CPM (China, Mongolia)
Mattia Prayer Galletti (Mr) CPM (India, Iran)
Atsuko Toda (Ms) CPM (Laos, Myanmar, Thailand, Viet Man)
Kati Manner (Ms) CPM (Nepal)

Ms Annina Lubbock PT, Senior Gender Advisor
Ms Silvia Sperandini PT, Gender Consultant
Ms Antonella Cordone ED, Indigenous People Programme
Mr Shyam Khadka PD, former CPM India

In Delhi

Dr Govind Kelkar PMG manager
Ms Vandna Khurana Programme Officer PMG
Mr Naresh Chopra Finance Officer PMG
Ms Julie Bazeley, Programme Assistant PMG
Ms Chandni Joshi Regional Programme Director UNIFEM South Asia Regional Office
Ms Firoza Mehrotra Deputy Regional Programme Director UNIFEM SARO
Ms Tanushree Sarena CWLR (Consult for Women Land Rights) NGO
Ms Geita Bhardway One World South Asia NGO

Ms Parul Debi Das Joint Secretary, Human Resources Development Department, Ministry of Women and Child Development
Dr Maxine Olson UNDP Resident Representative
Ms Liz Fajber Senior Program Specialist IRDC Regional Office for South Asia
Mr Anirudh Tewari IFAD Field Presence Coordinator
Mr S. Sriram Assistant Programme Support Officer IFAD Field Presence Unit

In Bangkok

Ms Kyoko Kusakabe Associate Professor and Associate Dean, Gender and Development Studies, AIT
Ms Julaikha B. Hossain Jhuma Project Researcher IFAD projects in Cambodia and Vietnam, AIT
Ms Mary Ann Rama IFAD Programme Accountant in Charge, AIT
Mr Ron Hartman MIDR Team Coordinator, IFAD/PI
Mr Sanjay Mathur Senior Portfolio Manager
Mr Bishnu Silwal Senior Portfolio Manager
Mr R. Manivann Portfolio Manager
Mr Kishan Gill Portfolio Manager

In Sri Lanka

Ms. Bimba Gunatilaka Director Ministry of Regional Development

Meeting with Project Director, Gender Specialist and M&E Officer

Mr. Sunil Fernando Project Director

Mrs. J. Anandakrishna Gender Specialist

Mr. H.M.T.B. Kanatiwela Project Officer

Meeting with Women's Organizations

Ms. A.G. Sriyani Ekenayake (Naula Womens' Federation)

Ms. M.G. Sriyalatha (Naula Womens' Federation)

Ms. K.U.W. Nandakumari (Dorakumura Womens' Organization)

Ms. Indra Wickramarachchi (Dorakumura Womens' Organization)

Ms. Sriyani Manel (Paravathi Womens' Organization)

Ms. Jayanthi Wijekoon (Paravathi Womens' Organization)

Ms. Yasawathi Punchihewa (Paravathi Womens' Organization)

Meeting with Project Staff Responsible for Agricultural Commercial Development Component

Mr. R.A.S. Chandrasiri Business Promoter

Mr. N.P. Kalpage Project Officer

Mr. H.M.A.N. Dorakumbura Development Assistant

Meeting with Project Staff Responsible for Rural Finance and Discretionary Funds Component

Mrs. S.K. Ekneligoda Institutional Strengthening Officer

Mr. D.M.K. Gamage Project Officer

Miss. O.L.D.Sujeewani Development Assistant

Miss. G.H.M.J.L.Gannile Development Assistant

Meeting with Project Staff Responsible for Enterprise Development Component

Mr. K.H.M.S.C.Wijerathna Marketing Manager

Mr. N.P. Kalpage Project Officer

Mr. E. Vasudevan Project Officer

Meeting with Land Officer (Agricultural Commercial Development Component)

Mrs. H.M.W. Herath

Meeting with Cashew Cooperation of Sri Lanka (govt. Stakeholder of MREAP)

Mr. N.K. Jayawardana Assistant Regional Manager, Matale District

In Cambodia

Sok Chan Chhorvy F Secretary General, Responsible for Gender Mainstreaming, Ministry of Women Affairs (MoWA)

Meeting with Ministry of Agriculture/PSU and MoWA 29/01/07

Ouk Vuthirith M DNPC, MAFF PSU
 Ung Dan Rath Moni M Advisor, UNDP/IFAD
 Hok Kimthourn M M&E team leader, MAFF/PSU
 Meng Sakphouset M Advisor , PSDD
 Mas Nahidi, M PSDD
 Som Suon M M&E, MAFF PSU
 Mok Sopheap F RPRP team, MoWA
 Top Mony F RPRP team, MoWA

Meeting in PREY VENG PROVINCE DEPARTMENT OF AGRICULTURE

Yous Moni M Director, DAFF
 Von Bonnarith M PAA, PLG
 Bok Vanna F PAA,PLG
 Chim Bunrith M ExCOM
 Kong Salon F Deputy, PDWA
 Kev Neah M PAD
 Preap Phalla F PTST/Gender, PDWA
 Sem Vannak F Gender PDWA
 Yorn Thoeun F Team leader CCASVA/NGO
 Chou Bulean F Project coordinator CWED/NGO

Meeting in Svay Rieng PROVINCE DEPARTMENT OF AGRICULTURE

No	Name	Sex	Institution	Position
1	Tach Ratana	M	PDA	PPC
2	Ear Chong	M	PSDD	TA
3	Chu Cheythirith	M	PSDD	TA
4	Phin mom	F	PDA	PTST/Gender FP
5	Phoung Sary	F	PDWA	Deputy director
6	Chhen Sophan	F	PDWA	Focal point
7	Chea Saron	M	PDA	PTST
8	My Yoeun	M	PTST	DPPC

Province: Svay Rieng District: Romeas Hek Commune: Dong Village:Svay Pok Peam Metry Community

No	Name	Sex	Institution	Position
1	Sam Phally	M	Romeas Hek district	DTST
2	Preap Sophear	F	Dong Commune	CEW
3	Sor Chhoy	M	Dong Commune	CEW
4	Chhim Sophorn	F	Svay Rieng	PTST
5	Preak Samoeun	F	Romeas Hek	DTST
6	Peak Sarin	M	Dong Commune	CCs
7	Ear Chong	M	Svay Rieng	TA
8	Tep Mony	F	MoWA	Focal point/RPRP
9	Phin Mom	F	PTST	Gender Focal point
10	Mok Sopheap	F	MoWA	Deputy Director
11	Poung Sary	F	PDWA	Deputy Director
12	My Yoeun	M	PTST	DPPC
13	Hok Kimthourn	M	MAFF/PSU	M&E Team Leader

Province: Svay Rieng District: Rom Doul Commune: Kampong Ampil Village: Kampong Ampil

No	Name	Sex	Institution	Position
1	Has Saly	M	Rom Doul	DTST
2	Koy Ulav	F	Rom Doul	Gender Focal point
3	Mom Chhara	M	Village	VEW
4	Ron Sorn	F	Village	VEW
5	Oung pho	F	Kampong Ampil	WCFP
6	Chan Sey	F	Kampong Amil	Deputy chief LIV

EVALUATION OF THE PROGRAMME
FOR
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ANNEX 4
BUDGET UTILIZATION

EVALUATION OF THE PROGRAMME

FOR

MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 4

**BUDGET UTILIZATION
(up to June 2006)**

Grant JP-036-UNIFEM*		
Category of Expenditures	Grant Agreement (USD)	Statement of Expenditure Form (Sept 2005) (USD)
Personnel Costs	75 000	75 000
Communication, office supplies and publications	14 000	14 000
Gender Impact Studies, action research and implementation support to IFAD projects	70 000	70 000
Training/workshops	50 000	50 000
Support to Indigenous Women's Resource Centres	12 000	12 000
Overhead (13%)	29 000	29 000
TOTAL	250 000	250 000
* 95 000 USD allocated to AIT as per Grant Agreement		

TAG 663-UNIFEM		
Category of Expenditures	Grant Agreement (USD)	1st Statement of Expenditure Form (July 2006) (USD)
Personnel Costs	60 000	60 000
Communication, office supplies and publications	27 000	27 000
Gender impact studies, action research and implementation support to IFAD projects	55 000	55 000
Training/workshops	35 000	35 000
Travel		
Sundries		
Overhead (13%)	23 000	23 000
TOTAL	200 000	200 000

TAG 742 –UNIFEM (Regional Conference)		
Category of Expenditures	Grant Agreement (USD)	Statement of Expenditure Form (July 2006) (USD)
Reports, Papers	23 000	21 000
Travel Costs	65 5000	55 681
Conference Costs (including accommodation, venue, equipment, etc...)	21 954	25 583
Administrative Costs (including communication costs, reproduction, stationery, etc.)	25 910	31 100
UNIFEM Support Costs	13 636	13 636
TOTAL	150 000	150 000

Centres and Partners (JP36)					
Centre/Partner	1st contribution	2nd contribution	3rd contribution	4th contribution	TOTAL (USD)
Bastar Women Centre (India)	INR 65 000 – July 2005	INR 52 000 – Jan 2006	INR 13 000 – Sept 2006		2 930
	(approx. 1 470 USD)	(approx. 1 170 USD)	(approx. 290 USD)		
China Women Centre	RMB 17 086 – July 2005	RMB 13 668 – Jan 2006	RMB 3 418 – Sept 2006		4 400
	(approx 2 200 USD)	(approx 1 760 USD)	(approx 440 USD)		
Shillong Women Centre (India)	INR 84 000 – July 2005	INR 67 200 – Jan 2006	INR 16 800 – Sept 2006		3 800
	(approx. 1 900 USD)	(approx. 1 520 USD)	(approx. 380 USD)		
AIT	USD 33 500 - July 2004	USD 26 000 - April 2005	USD 26 000 - Jan 2006	USD 9 500 - Aug 2006	95 000
Total					106,130

AIT Budget Utilization (TAG JP-36)	
Activity	Total (USD)
Needs Assessment Mission to Vietnam	3 300
Needs Assessment Mission to Cambodia	3 000
Training of VWU & Core Team of Trainers & Project Staff (in Vietnam)	3 850
Training of MWVA & Core Team of Trainers & Project Staff (in Cambodia)	4 100
VWU Follow up Missions (Vietnam)	2 100
MWVA Follow up Missions (Cambodia)	2 100
AIT Follow-up Missions to Vietnam	5 100
AIT Follow-up Missions to Cambodia	4 500
Knowledge Sharing Workshop (Vietnam) <i>*assuming that only 1 project is covered</i>	3 600
Knowledge Sharing Workshop (Cambodia) <i>*assuming that only 1 project is covered</i>	3 400
Sub-regional workshop (Vientiane, Lao, PDR)	7000
Documentation & Publication of Lessons, experience and best practices	1 000
Personnel Costs	33 000
Office Supplies, Communication & miscellaneous expenses	2 000
Sub-total (1)	78 050
Contingency	6 021
Sub-total (2)	84 071
AIT Overhead	10 929
GRAND TOTAL	95 000

**EVALUATION OF THE PROGRAMME
FOR
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**ANNEX 5
UNIFEM SELF-ASSESSMENT OF THE PROGRAMME**

EVALUATION OF THE PROGRAMME
FOR
MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 5
UNIFEM SELF-ASSESSMENT OF THE PROGRAMME

February 2004 – January 2007

I. INTRODUCTION

1. IFAD-UNIFEM Gender Mainstreaming Programme in Asia is designed to address gender inequalities and vulnerability of women in rural development projects; to enable their greater and more active participation in local governance; promote their ownership and control of economic resources; enhance their role as agents of social change; and link gender equality with poverty reduction. The programme strategies include gendering of poverty reduction approaches; increasing development effectiveness through gender mainstreaming and gender strategic research and analysis, and building partnerships, advocacy and networking with civil society, the state organizations and women's movements.

2. Set up in the year 2000, the Gender Mainstreaming Programme had already completed two years of its existence before its collaboration with UNIFEM. In the first two years, the programme undertook 11 gender analysis/ studies of IFAD projects in Bangladesh, Nepal, India, Pakistan, Vietnam, Lao PDR, Cambodia and Indonesia. Recommendations were made, based on key findings from the studies. During the earlier phase in Asian Institute of Technology, Bangkok, the Government of Japan supported WID project set up three Indigenous Women's Centres, two in India (Bastar in Chattisgarh and Shillong/ Kohima in Northeast India) and one in Yunnan in China.

3. A review of the earlier phase of the Gender Mainstreaming in IFAD Projects in Asia and the Pacific Programme found that it had enabled Asia and the Pacific Division of IFAD to evolve a common understanding of gender analysis and to use this approach in project design and implementation. Suggestions made by the gender analyses had been taken up in implementation. The review also concluded that the continued presence of the Programme is needed, as IFAD is poised to make a big leap forward in gender mainstreaming.

4. The Programme shifted to UNIFEM South Asia office in early 2004. The collaboration with UNIFEM has brought a strategic edge to the current phase of the programme. With UNIFEM's extensive resource base on gender, the IFAD-UNIFEM Gender Mainstreaming Programme has been able to take a great leap forward, in leveraging its influence. Linkages have been successfully established from micro-level technical inputs for local projects to macro level advocacy at the national and international level. The Programme undertook the two major tasks: strengthening gender capacities of government agencies in South and South-east Asia; and developing gender strategies for IFAD Asia-Pacific regional strategy, COSOPs (Bangladesh and Nepal, and gendering of PRSPs of Nepal and Pakistan).

5. With the collaborative effort of IFAD and UNIFEM, high level lobbying for rural women's needs was undertaken at the CSW meeting in New York in March 2005. This was effectively followed up by the IFAD-UNIFEM Gender Mainstreaming Programme's strong presence in

Islamabad at 'Celebrating Beijing Plus Ten – Fifth South Asia Regional Conference'. In May, 2005, the Programme organized a regional conference on 'Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia'. The conference brought together 120 development practitioners, policy makers, academics and grassroots people from all over South Asia. The success of the conference was reflected in the quality and level of participation. Some networks and partnerships created during the conference are now taking the agenda forward.

II. DESIGN OF THE PROGRAMME

6. The Programme has addressed gender inequalities and the vulnerability of women in rural development projects in Asia. **Considering rural poor women as the target group**, the Programme has worked to enhance social understanding about the policy change in favor of women's ownership and control of economic resources and thus contributed to achieving the Millennium Development Goals of poverty reduction and empowerment of women.

7. The Programme objectives are to:

- strengthen capacity of IFAD, its cooperating institutions and partner NGOs to mainstream gender concerns in poverty reduction in Asia
- enhance capacity of UNIFEM South Asia Regional Office and its partners in research, advocacy and gender analysis to develop better understanding on issues of feminization of poverty and the linkages with reduction of women's vulnerability and gender inequalities, and
- influence policy by creating awareness among policy makers and civil society organizations of the necessity of addressing women's rights and well being in rural development and governance

8. The strategic components of the Programme included the following:

- Policy analysis and strategic studies that would explore the relationship between women's experience through accounts of their lives for interpreting changes with regard to the distribution of rights to productive resources, skills and powers at the community and household levels;
- Gender Mainstreaming in the preparation of Country Strategy Opportunities Papers (COSOPs), PRSPs and project design for achieving gender equality and poverty reduction;
- Enhancing capacity through workshops and trainings in gender analysis and gendering of poverty reduction policies;
- Increasing development effectiveness through gender mainstreaming, to assess progress towards gender equality and rural poverty reduction, based on case studies and analysis of experience of rural women and men in IFAD and UNIFEM supported projects and programmes;
- Building and strengthening advocacy networks, local and regional partnerships of policy makers, practitioners, and researchers for promotion and implementation of gender related policies.

Implementation Arrangement of the Programme

9. The implementing agency of the IFAD-UNIFEM Gender Mainstreaming Programme in Asia is UNIFEM, South Asia Regional Office, based in New Delhi. The Programme Coordinator of the Gender Mainstreaming Programme in Asia is in charge of the Programme, under the overall supervision of the Regional Programme Director, UNIFEM South Asia Office, and in close consultation with the TAG Manager, IFAD Asia and Pacific Division. The total cost of the three-year Programme was estimated at USD 715,000, of which the Government of Japan through IFAD contributed USD 250,000 from its WID grants. IFAD contribution from its grant sources was USD 200,000; and UNIFEM agreed to provide USD 50,000 to the Programme. During this course of the

implementation, the Programme received support of USD 215,000 for a Regional Conference on Development Effectiveness through Gender Mainstreaming: Lessons from South Asia. Of these funds for the regional conference, IFAD contributed USD 150,000, International Development Research Centre (IDRC) South Asia Regional Office provided CAD 50,000 and UNIFEM South Asia Office contributed USD 25,000.

10. It is to be noted that the intended support of USD 50,000 from the Netherlands Government, was not made available by IFAD, though it was part of the Prodoc as agreed by IFAD.

Intended Outcomes and Impact

- Enhanced expertise among the staff of IFAD and UNIFEM funded projects, and cooperating institution staff in mainstreaming gender in project design, implementation, and monitoring and evaluation.
- The strategic studies for mainstreaming of gender of national and regional development policies and programmes in rural Asia.
- Knowledge management and knowledge products for greater understanding of factors affecting women's vulnerability to violence, exclusion and HIV/AIDS in upland areas of South Asia, and greater understanding of women's role in conflict prevention and peace building in post-conflict situations with attention to Sri Lanka, Nepal and Pakistan.
- Backstopping of 3 Indigenous Women's Resource Centres in China and India with a purpose that they may become self-reliant.
- Increased social acceptance of women's economic contributions and rights to productive resources.
- Strengthened networks and advocacy for gender equality, inclusion and rural poverty reduction.
- Greater understanding of determinants and indicators of gender equality and women's empowerment that are relevant to rural societies of Asia. Thus, identifying policy options for furthering and up scaling innovations, strategic interventions.

III. IMPLEMENTATION OF THE PROGRAMME

Objective I: Strengthen capacity of IFAD, CIs, partner NGOs for gender mainstreaming of poverty reduction in Asia

11. In relation to objective I, the Programme has the following activities and outputs:

12. **Gender Strategy for Asia and Pacific:** The study reviews the gender inequality, women's exclusion and poverty in sub-regions of Asia and identifies the policy measures to strengthen gender-specific financial and technical assistance for i) reducing women's vulnerability and risks, and ii) increasing the productive possibilities through women's unmediated control and ownership of assets and resources; iii) inclusion of adequate number of women in the project management bodies; and iv) programmes for enhancing productive, technological and management capabilities of rural poor women; v) increasing human security for women; and vi) for gender balance in policies and implementation, more so in the areas of trade, technologies, energy and infrastructure.

13. **Gender and Social Inclusion Strategic Approach for Nepal COSOP:** That effective participation of women, janjatis and Dalits in the post-conflict rebuilding of Nepal is to be achieved through a) building/enhancing resource management capabilities of women, dalits and janajatis b) engaging them with gender issues in meeting the livelihood needs; Setting up "Gender and Inclusion Monitoring and Evaluation Unit" in each administrative /project unit to assess exclusion and discrimination; c) attention to individualization of women's capabilities and independent rights to resources, i.e. land, livestock, housing and other productive assets.

14. **Gender Strategic Approach for COSOP, Bangladesh** – Gender strategic study identifies critical issues of women in rural Bangladesh, namely: 1) women’s working in agricultural production, leasing of land; 2) cost of violence to productivity and production; 3) micro-finance, how it should reach the poorer women and men; its up-scaling and setting up of micro/ small enterprises.

Gender Training Workshop for Sunamganj Officials, Bangladesh – A gender training workshop was organized in New Delhi in July, 2005. Thirteen project officers of the IFAD’s Sunamganj project in Bangladesh participated in the workshop. A presentation on gender concepts and the basics of gender analysis and gender mainstreaming was made. This was followed by discussions and experience sharing.

15. **Gender Assessment and formulation of Gender Strategy for IFAD Matale Project, Sri Lanka**- A review of Matale Regional Economic Advancement Project in Sri Lanka examined the impact of project intervention on women's agency, their well-being and changes in gender relations, under the following heads: 1) income under women's control; 2) asset holding by women; 3) dealing with risk; 4) women's own consumption and overall well-being, and share of family consumption and health expenditure; 5) mobility and public visibility, and women's role in external relations in dealing with market and officials; 6) negotiations with local cultural and religious leaders for women's education, and participation in community management and markets; 7) bodily integrity and dignity of women; and 8) social relations and solidarity among credit group members. The findings were presented at the 65 stakeholders of the project at a workshop organized by the project management. Gender Analysis and Gender Mainstreaming Training were also provided at the workshop.

16. **Strengthening of Gender Mainstreaming of IFAD Projects in Cambodia**, through capacity building of Ministry of Women’s Affairs and IFAD project staff (RPRP and CBRDP) in the area of women’s role in agriculture and management of agricultural produce.

17. **Strengthening Gender Mainstreaming of IFAD Projects in Ha Giang and Quang Binh provinces in Vietnam**, through gender training of community facilitators and gender monitoring and evaluation workshop.

18. **A Regional Workshop on Gender Mainstreaming:** IFAD supported Projects in Laos, Vietnam and Cambodia - was co-organized by the Lao Women’s Union (LWU) and the Programme in early August 2006 in Vientiane, Laos. The workshop was attended by 50 participants from all the IFAD-supported projects in Laos, Cambodia and Vietnam, AIT and IFAD Asia Headquarter. The workshop synergized progress made thus far, shared experiences of gender mainstreaming processes in the country projects, and thereby came up with concrete strategies to further the process of gender mainstreaming in the IFAD supported projects in these three countries.

19. **Innovation Mainstreaming Initiative (IMI) Workshop** – An IMI workshop was organized in IFAD Rome from 15- 17 November 2005, entitled ‘What are the Innovation Challenges for Rural Development?’ The knowledge sharing workshop explored the role of innovations in addressing the challenge of rural development. At the workshop, experiences and learning from the Gender Mainstreaming Programme were presented. A paper entitled ‘Community Learning and Strategic Change: Identifying Lessons for Effective Rural Development in Asia’ was shared with the participants.

Objective II: To enhance capacity of UNIFEM, South Asia Office and its partners in research, advocacy and gender analysis to develop better understanding on feminization of poverty and gender inequality.

20. In relation to objective II, the Programme has the following outputs:

21. **Gender Analysis of the PRSPs of South Asian Countries** – A Desk Review of the Poverty Reduction Strategy Papers (PRSPs) of South Asian countries Bangladesh, Nepal, Pakistan and Sri

Lanka was conducted. A comparative analysis of the gender specific inclusions and exclusions of the various PRSPs was undertaken. The findings of this analysis were shared at a workshop in UNIFEM. A presentation entitled 'Gender Mainstreaming and Poverty Reduction Strategy Papers' was made and information kits were distributed to UNIFEM and NGO partners. Following the analysis, the Programme commissioned 2 studies on gendering of PRSPs in Nepal and Pakistan. The studies have been completed, and the findings will be part of inputs in PRSPs II in the concerned countries.

22. Gender, Livelihoods and Resources in South Asia - Strategic research was undertaken to provide conceptual clarity and in depth analysis of the character, causes and extent of feminized poverty in South Asia and the significance of engendering poverty reduction processes. The research looks at increasing informalization of economy in Asia and women's substantial role in the informal sector; women's crucial work in agricultural production, yet their lack of control over production resources; women's participation in formal sectors, including gender specific effects of new technologies like ICTs and garment industries; and the impact of international trade on the livelihood of women and gender relations.

23. Gender Relations and Vulnerability of Women: A review of UNIFEM Project on Trafficking in South Asia – A study was undertaken, based on field research in indigenous areas of Bangladesh, India, Nepal and Sri Lanka. The report focused on defining broad factors perpetuating trafficking, undertaking mapping of geographical areas prone to trafficking, and assessing existing responses and issues in trafficking.

24. Women's Economic Empowerment and the Market Place - A gender good practice study of the Chenchu people in Andhra Pradesh, India. The project is supported by UNIFEM. The major innovations of the project, highlighted by the study are: 1) Women and (men) are trained in improved and sustainable methods of collection of NTFPs and post-collection processing and grading to add value; 2) Women are trained to run procurement centre in villages; and 3) Women do the selling of NTFP at the procurement centres, and thereby eliminating the role of middle people.

25. Celebrating Beijing Plus Ten – Fifth South Asia Regional Conference - A paper on 'Gender, Livelihoods and Resources' was presented by the Programme at the South Asia Regional Conference, Celebrating Beijing Plus Ten, in Islamabad, Pakistan, 3-5 May 2005. The paper generated tremendous interest amongst the delegates who comprised of high level policy makers and provided a dynamic forum for exchange of ideas and networking with influential development policy makers and practitioners and researchers of the region.

26. Taking the Agenda Forward: Roundtable on Women and Peace – The Programme provided technical support at the UNIFEM roundtable on Women and Peace, in Kathmandu, November 2004. The purpose of the round table was to create a meaningful space for sharing of experiences from the field as well as to take stock of how women's groups and NGOs were responding to critical issues in respect of peace building and peace making in the region.

27. Regional meeting of South Asian Government Partners – Technical support was provided at the regional meeting of South Asian government partners in New Delhi, May 2004. The Programme presented a paper 'Gender relations and vulnerability of women with attention to HIV/AIDS and trafficking'. The paper attempted to look at the various aspects of addressing vulnerability of poor women to AIDS in Asia including socio-economic and gender factors.

Objective III: To influence policy by creating awareness among policy makers and civil society on the necessity of addressing women's rights and well-being.

28. In relation to objective III, the Programme has the following outputs:

29. **South Asia Government Partners** - Capacity building of senior government officials was undertaken at the South Asia Regional Consultation on CEDAW Reporting in Jaipur, India in April 2004. This workshop was part of UNIFEM's overall effort to facilitate a process of regional sharing and peer learning and the identification of key concerns and new emerging gender issues in the fulfillment of state obligations. The participants included Secretaries and Joint Secretaries of the Ministry of Women's Affairs from Bangladesh, Bhutan, India, Maldives, Nepal and Pakistan. The Programme provided inputs on emerging gender issues in the region, the growing process of the feminization of agricultural labor and the new thinking on gender and poverty.

30. **Gender Consultation in Pakistan** – A gender training/ consultation was organized with high level Government officials in Islamabad, Pakistan 20-22 April, 2006. A group of South Asian women leaders traveled to meet the Prime Minister of Pakistan. The Programme Coordinator was the key resource person in the gender sensitization of the government officials. A presentation on 'Economic Development: Reduction of Poverty and Inequality' was made, highlighting the necessity of going beyond instrumentalist approaches in addressing women's strategic needs.

31. **Capacity Building for Gender Focal Points in Bhutan**- Capacity building of 40 National Gender Focal Points (including from UNDP, UNICEF) was undertaken to equip them with the necessary gender analysis skills as well as an understanding of the key gender dimensions related to the country's overall development work. To sustain the momentum of gender mainstreaming and the successful implementation of the National Plan of Action for Gender, the training included 1) Gender and Development: concepts and theory, 2) policy and practical context of gender, 3) gender budgeting, 4) Context specific gender analysis and 5) gender specific monitoring and evaluation indicators for effectiveness of the projects/ programmes.

32. **Collaborative Work with Government Agencies and Civil Society on Women's Right to Land and Resources:** The Programme in cooperation with UNIFEM, UNDP, Action Aid, Consult for Women's Land Rights and Investing in Women in Development (IWID), organized a workshop in November 2005 in Delhi. Over 100 activists, academics, members of government, and community women from Nepal, Sri Lanka, India, Nigeria, Kyrgyzstan and Uganda participated in a Consultation on Women's Land and Resource Rights. The purpose was to strengthen work on women's right to land and resource rights, evolve strategies to take it forward and build civil society and government partnerships on this issue. Following the workshop the Programme organized 2 consultations at UNIFEM during October and November 2006.

33. **Engendering Government of India's Energy Policy** – The Government of India has constituted an Expert Committee to formulate an Energy Policy. The Programme was invited to provide technical gender inputs into this process. A meeting of the Committee was held in June, 2005 where high level experts including the member of Planning Commission Dr Kirit Parikh, were invited to introduce gender concerns in the Energy Policy. The results of such a discussion is reflected in the Government of India Approach Paper to the 11th Five Year Plan, and inclusion of the commitment to provide clean energy for cooking to rural households.

34. **Regional Conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia** – A regional conference was organized by the Gender Mainstreaming Programme from 10-2 May 2005, with support from IFAD, UNIFEM and IDRC. 120 delegates from Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka, China, Kyrgyzstan and Pacific Islands participated at the conference. The delegates included policy makers, representatives of civil society and academic institutions, heads of international and donor agencies, including IFAD President, and the Executive Director of UNIFEM, as well as outstanding indigenous women and women peace activists. Six thematic papers and an overview paper by leading scholars in the field were presented at the conference, followed by break out discussions. These are available in the Conference proceedings.

IV. KNOWLEDGE MANAGEMENT AND KNOWLEDGE PRODUCTS

35. Developing effectiveness through gender mainstreaming signifies increased productivity and enhanced gender equality in rights, resources and political voice that generally disadvantage women. Experience in South Asia has shown that development assistance has not done enough to dismantle patriarchal structures of power and to change women's gender identity of subordination both in productive and reproductive roles. Despite numerous cases of success in managing village level governance and micro-finance groups, rural women of South Asia still have significantly less access than men to resources, assets, services, knowledge, technology and community decision-making.

36. The knowledge products of the programme address the following major questions: Are the development policies and programmes being implemented in the various Asian countries adequate to enable the region to meet the MDGs as they relate to gender issues, or are mid-course corrections required? If so, are there promising gender innovations, which if up scaled, can improve development effectiveness in the region with regard to both reducing gender inequality and poverty? Have projects/programmes assumed the transformatory role in terms of furthering and up scaling development strategic interventions?

Knowledge Products of the Programme included 9 working Papers, 2 edited books and 3 chapters in different books

Working Papers

- **We were in Fire, Now We are in Water: Micro-credit and Gender Relations in Rural Bangladesh, Working Paper-1, IFAD-UNIFEM January 2004**
- **Strategic Gender Interventions and Poverty Reduction: Principles and Practice, Working Paper-2, IFAD-UNIFEM, March 2005**
- **Development Effectiveness through Gender Mainstreaming: An Overview of Progress in Achieving Gender Equality and Poverty Reduction in South Asia – Working Paper 3, by Govind Kelkar, UNIFEM, New Delhi, India 2006**
- **Women's Right to Land, Assets, And Other Productive Resources: Its Impact On Gender Relations And Increased Productivity – Working Paper 4, by Nitya Rao, UNIFEM, New Delhi, India 2006**
- **Microfinance, the MDGs and Beyond: What Difference do Financial Services Make to Low-income Women? – Working Paper 5, by Naila Kabeer, UNIFEM, New Delhi, India 2006**
- **Gender Indicators of Equality, Inclusion and Poverty Reduction -- Measuring Program/Project Effectiveness – Working Paper 6, by Meena Acharya and Pusp Ghimire, UNIFEM New Delhi, India 2006**
- **Human Security and Gender-based Violence – Working Paper 7, by Radhika Coomaraswamy, New Delhi, UNIFEM, India 2006**
- **Women's Agency in Peace Building and Gender Relations in Post-Conflict Reconstruction – Working Paper 8, by Rita Manchanda , UNIFEM, New Delhi, India 2006**

- **Women in Governance in South Asia – Working Paper 9**, by Gail Omvedt, **UNIFEM**, New Delhi, India 2006

Books

- **Globalization and Indigenous Peoples in Asia: Changing The Local-Global Interface** edited Dev Nathan, Govind Kelkar and Pierre Walter, **Sage Publications**, New Delhi/Thousand Oaks/London, 2004
- **Themes from Celebrating Mountain Women** edited Govind Kelkar and Phuntshok Tshering, **ICIMOD**, Kathmandu, 2004

Chapters in Books

- **Gender, Livelihood and Resources in South Asia** by Govind Kelkar and Dev Nathan in *Key Gender Issues in South Asia: A Resource Package*, **UNIFEM**, 2005
- **Women as Witches and Keepers of Demons: Changing Gender Relations in Adivasi Communities** by Dev Nathan and Govind Kelkar in *Essays on Women's Lived Realities: The Violence of Normal Times* edited by Kalpana Kannabiran, **Women Unlimited**, New Delhi 2005
- **Women's Agency and the IT Industry in India** by Govind Kelkar, Girija Shrestha, and Veena N in *Gender and the Digital Economy: Perspectives from the Developing World – Cecilia Ng and Swasti Mitter*, **Sage Publications**, 2005.
- **Special Issue: Review of Women's Studies of Economic and Political Weekly** (a reputed academic journal of South Asia) carried all the 7 papers, which were presented in Development Effectiveness Conference through Gender Mainstreaming.

V. NETWORKS AND PARTNERSHIPS

- **Asian Institute of Technology (AIT)** The Gender and Development Studies of AIT has the responsibility of implementing the Gender Mainstreaming Programme in IFAD projects in Cambodia and Vietnam.
- **Adivasi Mahila Shlip Vikas Kendra** Kondagaon, Bastar, Chattisgarh, India;
- **Indigenous Women's Resource Centre for Northeast**, Kohima, Nagaland, India
- **Gender and Culture Research Center**, Lijiang, China
- **Consult on Women and Land Rights (CWLR)** The programme is supporting a consultation on women's land and resource rights to be organized by CWLR in November 2005, with the objective of developing women's right to land and resources as a central agenda for governments and CSO /NGOs planning.
- **Delhi University's Centre for Women Studies:** The programme has been involved in the discussions on Beijing +10 process
- **Jawaharlal Nehru University, Delhi:** The Programme is involved in workshops and discussions on inclusion and citizenship rights of women.

- **ENERGIA (The Netherlands):** The Programme coordinator is a core member of ENERGIA's Collaborative Research Group on gender, energy and poverty. This collaboration has had 3 results 1) Strategic research paper on "Gender Relations and Energy Transition in Rural Asia" 2) Participation in engendering of national energy plan of Government of India, Planning Commission, Government of India, 3) and gender analysis of energy projects: Testing of Gender Tools for Energy Projects in India
- **ENRAP/ IDRC South Asia Regional Office** ENRAP provided the initial support for developing the programme website: www.gendermainstreamingasia.org
- **International Centre for Integrated Mountain Development (ICIMOD), Nepal** There is collaboration on work with ICIMOD on Gender Analysis in IFAD projects in Pakistan and hill economies in the region.
- **International Centre for Research on Women (ICRW), Delhi & Washington D.C.** The Programme Coordinator is a member of the Technical Advisory Group on collaborative research on Poverty Reduction and Social Cost of Violence against Women. Regular interaction with them and participation in their research advisory group on studies conducted to address the rights based approach to land, food, health, education, employment and women's access to land and other productive resources.
- **IDRC South Asia Regional Office, New Delhi** co-sponsored the regional conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia, May 10-12, 2005.
- **One World South Asia, Delhi:** The programme is facilitating One World South Asia's efforts at mainstreaming gender into the process of planning and knowledge creation for village knowledge centres in India.
- **Shirkat Gah,** Pakistan Najma Sadeque from Shirkat Gah, Pakistan actively participated at the regional conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia. A relationship has been built for future collaboration in the area of gendering of poverty reduction approaches.
- **USAID, New Delhi** The programme conducted a review of the USAID funded Regional Project on Anti-Trafficking in Sri Lanka, Nepal, Bangladesh and India.
- **World Bank** The World Bank has approached the Programme Coordinator to be a Coordinating Lead Author of the East and South Asia Assessment on agriculture, knowledge, science and technology (AKST) organized by the IAASTD, which is a multi-stakeholder process.
- **Many individual scholars/activists across Asia working in the field of Gender and Development for women's empowerment in Asian societies**

VI. ADVOCACY: WEBSITE AND BROCHURE

37. **Brochure for the Programme** is widely distributed.

38. **Website for the Programme:** An official website for the IFAD-UNIFEM Gender Mainstreaming Programme in Asia has been created with initial support from ENRAP entitled www.gendermainstreamingasia.org. The website has provided an effective vehicle to show-case the programme's on-going work. The website not only gives access to programme related information, but goes beyond that to serve as a gender training tool through the introduction of basic gender concepts, as well as access to other programme resources. The website is playing a critical role in

dissemination and knowledge sharing in the context of gender mainstreaming. With greater visibility and the creation of a wider network, achieved through the website, the programme expects to take substantial strides in encouraging and facilitating the engendering of IFAD's poverty reduction approaches, project design and implementation in the Asian countries. IFAD projects of Asia after getting acquainted with this programme through the website, can seek technical assistance for gender mainstreaming.

VII. OUTCOMES AND IMPACT OF THE PROGRAMME

On Institutions and Partners

39. Development effectiveness agenda is changing by promoting new mechanisms for channeling assistance and new partnerships for managing assistance. Recognizing these gender equality advocates have initiated dialogues and planning on the opportunities and potential risks associated with economic globalization and poverty reduction processes. It is argued that development effectiveness through gender mainstreaming implies catalyzing change leading to increased productivity and enhanced gender equality in access to rights, resources and political voice. On this basis, IFAD-UNIFEM Gender Mainstreaming Programme played a major role towards analyzing gains and losses for women's rights since the recent technological change and the MDG process of poverty reduction (Kelkar, 2006, Working Paper 3).

40. During the earlier phase, the Programme was engaged in gendering IFAD Assessment of Rural Poverty in Asia and the Pacific (IFAD, 2002). It was highlighted that 1) poverty hits women hardest because of large-scale exclusion from access to services (health, education), lack of rights to own and control assets, and marginalization in public decision-making; 2) poverty has increased gender gaps and it is women who suffer most when there are external shocks like the 1997-98 market crisis in Southeast Asia and more recently Tsunami experiences.

41. These strategic gender-specific insights were brought forward to a institutional understanding of IFAD and UNIFEM through the Programme's inputs in 1) formulating IFADs regional gender strategy for Asia and the Pacific, and 2) national development approaches like COSOPs of Bangladesh and Nepal. The Programme assisted UNIFEM in furthering its approaches 1) to address feminization of poverty and exclusion; 2) to gendering of PRSPs in Nepal and Pakistan. (This is reflected in recognition of the fact that the Programme Coordinator is assigned the responsibility of leading the Reducing Feminized Poverty Unit of South Asia Office of UNIFEM).

42. In assessing the changes towards implementation of gender equality and reduction of rural poverty, through case studies and analysis of rural women and men in development projects, the regional conference in early May 2005 in New Delhi sponsored by IFAD, UNIFEM and IDRC brought together 120 leading policy makers (e.g. Deputy Chairman of the Planning Commission of India and executive heads and deputy heads of the three sponsoring institutions), practitioners, researchers and community leaders, indigenous women from Afghanistan, Bangladesh, Bhutan, China, Fiji, India, Kyrgyzstan, Maldives, Nepal, Pakistan and Sri Lanka. The participants actively debated on the issues raised in the 7 papers presented in the Conference and outlined the development priorities of 1) women's independent control and ownership of resources like land and other productive assets; 2) the conditions of 'decent work' in women's employment/ self-employment; 3) effective access to public services and 4) the need to move away from the goal of protective dependency to the goal of empowering agency of women in poverty reduction approaches.

43. Following the Conference, the Programme has set up partnerships with many women's networks and organizations, some major networks include: Consult for Women's Land Rights (CWLR), One World South Asia (OWSA), International Centre for Research on Women (ICRW).

44. With regard to other partners, the Programme partner Asian Institute of Technology (AIT) through its Gender and Development Studies, played a major role in gendering the process of technological change and development assistance in South-east Asian countries of Vietnam and Cambodia.

45. In collaboration with ENERGIA, AIT, and the World Bank at Washington D.C, the Programme impact included drawing attention to and increased understanding of 1)gendering of energy policies and programmes in rural Asia. That a **new deal for women in the energy sector i.e. adequate representation of women in energy management along with necessary inputs of capabilities and credit support** could contribute to increasing the efficiency of resource use and production and more important enhancing women's agency; 2) the potential role of information technology in changing gendered structures within the home and outside; and 3) the urgent need of addressing vulnerability of women in agricultural sector and increasing the opportunity cost of women's labor.

Projects

46. The Programme learnt a great deal from its experiences in reviewing 1) anti-trafficking project of UNIFEM in South Asian region; 2) IFADs micro-credit projects in Bangladesh, India and Vietnam, and Chenchu women of Andhra Pradesh, India: Empowerment in the Market, a project supported by UNIFEM, The Society for the Elimination of Rural Poverty and Kovel Foundation. This was not, however, a one way learning. The lessons learnt, in turn, were shared with civil society groups and policy makers, and the village women themselves.

47. These major lessons relate to women's transformational role, in terms of strategic gender impact, and have changed thinking or increased understanding, thus potential policy change in the relevant areas:

- In the Andhra Pradesh Tribal Development Project, Self-Help Groups of women took up contracts for local construction and, with the help of supportive bureaucrats, were instrumental in eliminating contractors for such works in all indigenous peoples' areas of the state. More recently, federations of SHGs in the project have taken on multiple functions in addressing social and administrative issues at the block and sub-divisional levels. They have taken up issues like construction of toilets, repair of roads, improvements in drinking water and electricity supply – all matters of good governance at the local level.
- Such matters of good governance were also taken up by well-established women's SHGs in Maharashtra, India - insisting on proper provision of social services, like drinking water and bus services.
- Women's direct and unmediated individual access to productive resources has been most successfully addressed in micro-finance schemes, but rarely touched in other areas, particularly land and common resources, like forests and water. Rural women in significant numbers have bought or leased agricultural land in their independent names in four districts of ADIP in Bangladesh. The Aquaculture Development Project in Bangladesh is now trying to formulate measures to transfer effective control of household ponds to women.
- Gender discrimination is deeply embedded and reinforced by social and cultural systems. To overcome these constraints projects (e.g. Dir in and Northern Areas in Pakistan, East Java in Indonesia, and the Mewat project in Haryana, India) have had to be innovative and negotiate with local religious leaders and scholars to get support to form women's organizations. UNIFEM has initiated such work in several states of India and Nepal.
- Women's mobilization is important in asserting women's rights, increasing participation in decision-making, reducing social and domestic violence against women, as in the case of ADIP in Bangladesh and the Mewat project in India.

- Indigenous Chenchu women were organized into SHGs and NTFP Collectors' Associations. The leading women and Community Organizers (COs) were given leadership training, including gender sensitization, team work, business management and negotiating skills to deal with traders and governments. The major innovations of the project include: 1) Women (and men) are trained in improved and sustainable methods of NTFPs collection and post-collection processing and grading to add value; 2) Women's groups are organized to run procurement centre in villages; and 3) Women are encouraged to sell NTFPs at the procurement centres. Some of the project women have now assumed the role of mentors or resource persons in teaching other poor women of the community how to add value to the NTFP and in establishing links with the market. They now aspire to change themselves, their men and most of all, their children. The growth in the market for NTFPs, however, has allowed for new possibilities in acquiring income beyond immediate needs. Women always mentioned medical and educational expenses as needs that required additional income. Increasing the household income and having control over it, as well as regular savings have shown them a way to move forward in realizing their aspirations. The project has been up scaled in Vishakapatnam in Andhra Pradesh and two districts in Chattisgarh, India.

VIII. ASSESSMENT OF THE PROGRAMME

Relevance of Design

48. Gender mainstreaming and women's economic/political rights are considered central to development work. In September 2000, the world community of 189 nations adopted gender equality and women's empowerment as one of the eight Millennium Development Goals (MDGs) and as central to reducing poverty, hunger and disease. The priority areas for this strategic change include creating an enabling environment for enhancing rural women's agency, enhancing their capabilities, ending violence against women, and mandating their effective access to land, financial services and other productive resources as well as ensuring their substantial contribution and/ or participation in community management and governance.

49. IFAD and UNIFEM have made concerted efforts at recognizing that addressing gender inequalities and increasing women's capabilities are a pre-condition for achieving poverty reduction; that, when presented with opportunities and unmediated access to resources and knowledge, Adivasi and indigenous women can become powerful agents of change in their communities. The priority areas for a strategic approach are to create an enabling environment through a multi-stakeholder partnership for increasing women's access to productive resources and relevant knowledge and adding value and scaling up gender mainstreaming programs.

50. IFAD has had a number of collaborative programmes with UNIFEM South Asia Regional Office, New Delhi in the organizing of the Global Mountain Women's Conference in 2003 and Development Effectiveness through Gender Mainstreaming Conference in May 2005. UNIFEM staff participated in IFAD project formulation missions for the livelihood improvement project for the Himalayas. There is an existing partnership between IFAD and UNIFEM in West Africa to address feminization of poverty and seek policy measures for well being of rural women and men. The IFAD-UNIFEM Gender Mainstreaming Programme continues to complement IFAD's previous initiatives with UNIFEM, South Asia Regional Office, to address issues of reduction of rural poverty, gender inequalities and enhancing women's capabilities and capacity building of indigenous women's centres.

51. A Programme Coordinator was to be recruited by UNIFEM in consultation with IFAD. The Coordinator will undertake advocacy and networking work to identify and interact with a team of regional researchers, consultants and policy analysts. The Coordinator would also undertake some strategic research studies. Researchers/consultants with a known record gender academic research and policy analysis will be identified by the Coordinator in consultation with IFAD and UNIFEM SARO

to undertake studies and provide implementation support to IFAD projects. The detailed working arrangements between IFAD and UNIFEM would be spelled out in the Grant Agreements between IFAD and UNIFEM.

52. Asian Institute of Technology (AIT), in Bangkok, an institute of tremendous academic repute is a regional graduate institute set up in 1959 by SEATO (South East Asian Treaty Organization), with a view to develop South East Asia. AIT is one of the few institutions to offer a Masters and Ph D in Gender and Development Studies. AIT (Gender and Development Studies Unit) will be an implementing partner for this project, for the work to be carried out in Lao PDR, Cambodia and Vietnam. AIT has been selected, as they are the most appropriate institution to carry out the work in these countries. The Japanese Government, one of the major donors of this programme has also considered AIT as the most appropriate institute to implement this programme in the 3 countries of Lao PDR, Cambodia and Vietnam. Importantly, the first phase of this project was carried out in AIT. The current phase of the project in fact builds on the activities carried out in the first phase at AIT.

53. The Programme components of gender impact studies/action research, consultancies with IFAD missions, training and workshops in the Mekong countries, (Cambodia and Vietnam) was to be carried out by the Gender and Development Studies (GDS) of the Asian Institute of Technology (AIT), Bangkok. The total budget allocation for the AIT activity is USD 95,000 for the first two years.

54. The Programme activities including backstopping of three indigenous women's centres, recruitment of the consultants for specified IFAD missions, impact studies, workshops, gender trainings and capacity building were to be carried out in close consultation with IFAD and UNIFEM South Asia regional office. Under the overall supervision of the Regional Programme Director and in close consultation with the TAG Manager, IFAD Asia Division, the Programme Coordinator (Gender Mainstreaming Programme in Asia) was to remain in charge of the Programme.

Efficiency and Effectiveness of Implementation

55. The Programme was designed for and was implemented in select Asian countries, with attention to rural poor women and changing gender relations in social, institutional, economic and human settings. The Programme successfully worked with women's organizations, including Self-Help Groups, local governments and NGO partners.

56. Based on the Programme Coordinator's general skill as a professional researcher, with considerable technical capacity in gender assessment, the Programme was able to blend this knowledge with local practices on poverty and inequality. This can be judged from the fact of various consultations and capacity building workshops in the region, 16 peer reviewed publications, including 3 books (Sage and ICIMOD), 9 Working Papers, 3 Chapters in different books, and Special Review of Women's Studies of Economic and Political Weekly carried all the 7 papers presented at the Conference.

57. The study on micro-credit and redefining of women's **samman** in rural Bangladesh was referred to the United Nations Secretary General's speech in 2005.

58. One of 14 unpublished papers: Chenchu women and their empowerment in the global value chain was reported to be presented at the IFAD's Governing Council meeting in 2006.

59. The Programme was requested to present its work on gender and energy during the Energy Week of the World Bank, Washington, D.C and at the UN Commission on Sustainable Development in New York in March 2006.

60. Likewise, on request the Programme presented its study on "Women in the Digital Era: Gender and Culture" as a key note address at the Annamalai University, in Tamil Nadu, India. The

Programme Coordinator is one of the four members of technical advisory team of International Centre for Research on Women.

61. At several international meetings on Women and Development, including the well-known AWID (Association for Women's Rights to Development), the Programme presented its work on gender mainstreaming of rural development, based on IFAD projects in Asia.

62. The Programme activities have spread awareness of a) the role of women in local economies and b) the important contribution that women make to the livelihood of the household, while making a dent on poverty and their marginalized position in the community. The Programme activities of capacity building at the local level, discussions/ consultations with officials and its publications and website have all contributed to this impact.

63. At the same time, it should be stated that the Programme activities in some communities/ IFAD projects in some countries were not initiated, for example, in Indonesia, Philippines, Maldives, Mongolia and so on. The major factors that have hindered progress in initiating gender consultations or capacity building are: a) lack of adequate resources with the Programme to launch some activities on its own; b) dependence on IFAD country management to decide an appropriate time to initiate such activities; c) lack of qualitative data on matters that are likely to result in convincing the management about the development cost of inequality, exclusion and marginalization of women; d) inherent bias against gender mainstreaming; it is not considered part of the process of poverty reduction or economic development.

64. Discussions with various community organizations or with their organizers showed a substantial interest and hence the ownership of the idea of gender mainstreaming of project activities and project management. Some training of community persons to be able to carry on all the gender sensitization and inclusion of women, with technical backstopping from the Programme, seems to be necessary.

65. The weakness lies on the side of the project management, in overcoming its embedded gender bias. The issue of gender mainstreaming or the adequate inclusion of women in project management is still placed at the margins of development planning and programming. The role of IFAD-UNIFEM Gender Mainstreaming Programme needs to be continued, at least until a credible gender inclusive system within the project management can be set up.

IX. LEARNING AND INNOVATION

66. The Programme objectives for gender mainstreaming were clearly formulated. The strategic research across a number of rural development projects in Asia were also realistic and had a good chance of answering gender and development related questions. There have been numerous demands to reprint or reproduce some papers produced by the Programme. Some of these include: 1) the study on Micro-credit and Gender Relations in Rural Bangladesh; 2) Development Effectiveness through Gender Mainstreaming: Gender Equality and Poverty Reduction in South Asia; 3) Women in the Digital Economy, Gender, Culture and Information Technology.

67. Gender consultations with the Policy makers of South Asia, women and economic empowerment in Pakistan, gender and energy in India and gender analysis with 40 Gender Focal Points in Bhutan resulted into developing the follow-up actions related to gender mainstreaming of national development processes.

68. The regional conference on Development Effectiveness through Gender Mainstreaming: Lessons from South Asia, brought together high level policy makers and the executive heads from IFAD and UNIFEM to build a synergetic approach towards addressing gender questions in the region. The IFAD President showed keen interest in meeting with 21 leading women practitioners and researchers from the region. Some of the networks like CWLR, (the members of CWLR met as individuals during the Conference), have been strengthened and have met at UNIFEM seeking the strategic advice from the

Programme. And, some of the Conference recommendations like women's rights to agricultural land and resources, are being debated and likely to be part of the new agricultural policy in India.

Learning from the three Indigenous Women's Centres

69. There is a process of social change largely initiated by indigenous women. Notwithstanding the institutional exclusion of women, Adivasi women in Chattisgarh and North-east India have shown great initiative in creating economic and political spaces for their own development and that of their communities. They have been working hard to further advance their traditional knowledge of seeds, planting in swidden fields, multi-story agro-forestry in the homestead and traditional knowledge of health care through locally available herbs.

70. To describe Adivasi women as silent observers of the male appropriation of traditional power and resources oversimplifies both the women's voices of resistance and the range of ways in which they have expressed resistance. In an interview with two women school teachers in an East Khasi Hills village in March 2000, we learned that in many cases in recent years, Khadduh (the youngest daughter who has the obligation to provide support and succor to all members of the family) has begun to assert her claims to full management and ownership rights of the parental property. Conditions of such a claim came up when the uncle (the mother's brother) or the brother of the Khadduh stealthily but unsuccessfully signed away the family land and/ or trees for his personal benefit.

71. Over the past few years, many indigenous women and their organizations have had a substantial impact on the economic, social and political life in the North-east. The Naga Women's Organization has put forward the slogan "No more blood shed" and tried to make this a reality by fostering peace within Naga groups and with the Government of India. In other parts of the North-east women have been in the forefront of working for a just peace as the basis of development.

72. In UNIFEM projects, like in many projects of IFAD, women have come to play a more and more significant role in natural resource management. Women are in the forefront of demands for better governance and improved provision of communications, medical and educational infrastructure. This has had an impact on the structures of local government, which have made legal spaces for women, as in the newly-passed legislation of the Khasi Hills Autonomous District Council.

73. In Meghalaya, and Nagaland women's micro-credit organizations in the form of Self-Help Groups (SHGs) have been instrumental in fostering a culture of savings, investment and discipline of repayment of loans. Along with this they have also brought about changes in the raising of animals so as to promote an intensification of animal raising and agriculture.

74. In Bastar, Chattisgarh, with the initiative of the Indigenous Women Artists' Resource Centre, women have undertaken major public art works and some indigenous women have emerged as full-time practicing artists, with their artistic works sold in Mumbai, India and Fukoka, Japan.

75. In the North-east, women's well-known woven garments have expanded their markets in peninsular India and even begun to make inroads into the world of fashion. They have also made good use of the growing international market for flowers and fruits. Along with this there are the increased possibilities coming up because of the generally opening up of the regional economy. Closer economic ties are being made between North-east India and the neighboring countries of Nepal, Bhutan, Bangladesh, China, and Burma.

76. Gender and Culture Research Centre in Lijiang, China is a non-profit organization promoting researchers on minority culture, gender and community development. It aims at uniting researchers and practitioners in the fields of minority cultures, gender, ecological and environmental protection and sustainable development.

77. There is, therefore, a need to understand how macro economic development works in connecting the indigenous women and men with ideas and institutions that would allow them to make use of development opportunities in strengthening the requisite human capital, in the midst of discrimination and biases embedded in legal and political systems. What allows them to improve their access to public services, mobility, freedom from violence, returns to labor, resource management, institutions and governance and so on?

Innovations

78. IFAD and UNIFEM made concerted efforts at recognizing that addressing gender inequalities and increasing women's capabilities are a pre condition for achieving poverty reduction. That, when presented with opportunities and unmediated access to resources and knowledge, poor rural women can become powerful agents of change in their communities. The priority areas for a strategic approach are to create an enabling environment through a multi stakeholder partnership for increasing girls' access to primary and secondary education; promoting women's local self-help initiatives; increasing women's access to productive resources and relevant knowledge and adding value and scaling up gender mainstreaming programmes. The IFAD's Strategic Framework (2002-2006) concludes '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 MDGs of reducing poverty and hunger worldwide' (2001:5).

79. Community-based approaches to addressing poverty and women's empowerment are not new. Policy-makers, development agencies and civil society have been engaged in tackling poverty and related complex social and economic problems. What is new is the development understanding of the strategic and the consequent methodology that appears to be emerging at the village level. This new generation of development initiatives are described in more detail in the related paper produced by the Programme (Kelkar 2005), discussing cases of women's empowerment in poverty reduction approaches in Bangladesh, India and Nepal. The key features of these initiatives are:

- **Community-based poor women's institutions:** devising strategies to have an increased control through direct access (unmediated through men) in the management of natural resources, provision of credit and skills training. This has led to the development understanding that provision of unmediated capital and knowledge to women and men as citizens in their own right are essential for rural livelihoods and poverty reduction.
- **Increased capacity to aspire:** communities in general and poor women in the communities in particular, have developed aspiration for social recognition and self-esteem or 'samman' through schooling/ education, direct access or control of assets, mobility, participation in local markets and acquiring related trade skills and capabilities for management of resources.
- **Multi-sectoral collaboration for poverty reduction through increasing collective agency of women:** collaboration of government, the private sector, civil society organizations and poor women and men of the community is necessary to overcome social and cultural barriers against women's economic agency and reduction of poverty.
- **Collective learning and strategic change in gender relations:** Rural poor women identifying strategies to negotiate with men to overcome resistance in the home and community for acquiring assets and resources in the women's name. Control and management of these assets and resources by women is an integral part of such initiatives. This has led to the more effective practice in halting the feminization of poverty and community-based poverty reduction. Institutions of collective action play an important role in how women and men use and manage natural resources, which in turn determine the outcome of economic development.

80. **Why these project approaches are innovations?** Because they have radically departed from the conventional approach to poverty reduction and women's empowerment; which have reinforced protective dependency of women. There is a consistent practice of inconsistent, incoherent, adhoc and tradition-bound policies for rural women in most Asian countries over the past several decades, and the problem is compounded by the absence of efforts to deal with the problem of dependency of women. These project approaches (in Micro-finance and women's empowerment in ADIP, Bangladesh, Women's Empowerment in the Market place in Andhra Pradesh, India) are innovations in the sense that they have introduced a new approach to poverty reduction. Among the major objectives, enhancing women's individual and collective agency through unmediated control or management of resources is underlined in the field practice of these projects.

81. An essential element of innovation is to introduce equality in distribution of gains to processes of production and social relations; and an important part of these processes is the sphere of gender relations. Few dispute now that poverty is deeply rooted in the glaring imbalance between what people do and what they have, in terms of both assets and rights. Many studies in Asia and Africa have concluded that when women's socio-economic status increases, so do the benefits to society in terms of access to knowledge, assets/ resources and technologies. "It should be noted that the 'sophisticated technology' route is not the only answer for all circumstances and for all groups and communities. Neither is it always the most desirable solution. There may be other goods and services in high demand, including the delivery of human services" (Torjman and Leviten-Read, 2003:11). It is further argued that "The so-called 'knowledge economy' is built on knowledge, creative capabilities and connections" (ibid:5). The most important asset in an innovation economy is rural poor women.

82. Successful innovations generate ripple effects, as seen for example, in the case of micro-finance institutions or Self-Help Groups. Nevertheless, to be fully effective, innovations require: 1) a regular monitoring and evaluation of processes and impacts; 2) self-assessment based local capacity in the areas identified for replication or up scaling of innovations; 3) adequate inclusion of hard core poor women and men in the innovation processes and local institutions. This is not to deny the fact that innovations can help policy makers, knowledge networks, development partners, women's organizations and other civil society groups, researchers and entrepreneurs to identify and analyze new ways of improving the process and increase the wider distribution of gains from a particular innovation for reduction of poverty, gender inequality and other social, economic inequalities.

X. PERSPECTIVES: REDUCING POVERTY AND INEQUALITY

83. Recent studies suggest that extreme poverty in Asia is falling, both in numbers and in terms of the proportion of the population affected. Some countries such as India and China are on the verge of moving from being 'importers of technology' to 'producers of technology' - some even to being 'exporters of technology'. The transition to modern economic development has encompassed social mobility, changing gender roles and relations, bringing the poor to markets and vice versa, and individual and collective struggles that have overturned social inequalities or cultural beliefs. Giving only one example, Bangladesh pioneered microfinance for poor rural women and expanded the use of modern telecommunication technologies to poor remote areas, causing significant changes in women's status, family size and structure, demand for education and health, and so on.

84. However, while such economic developments are enriching some of the poor, other women and men in the same communities are unable to use the economic and social opportunities presented, and run the risk of being by-passed by globalization due to entrenched social and economic exclusion. India's paper "An Approach to 11th Five Year Plan", (June 2006:8, 64-65) noted with concern the existing "gender discrimination", as manifested in "the declining sex ratio and goes on to literacy differential between girls and boys plus the high rate of maternal mortality". There is thus the need for special measures to "educate men and women gripped with patriarchal values". In its focused attention to three aspects; violence against women, economic empowerment and women's health, the Plan undertakes the task of addressing the "feminization of agriculture", gender-specific "menial

employment”; gender balancing in public sector policies and schemes and “the economic empowerment of women from the marginalized and minority groups”.

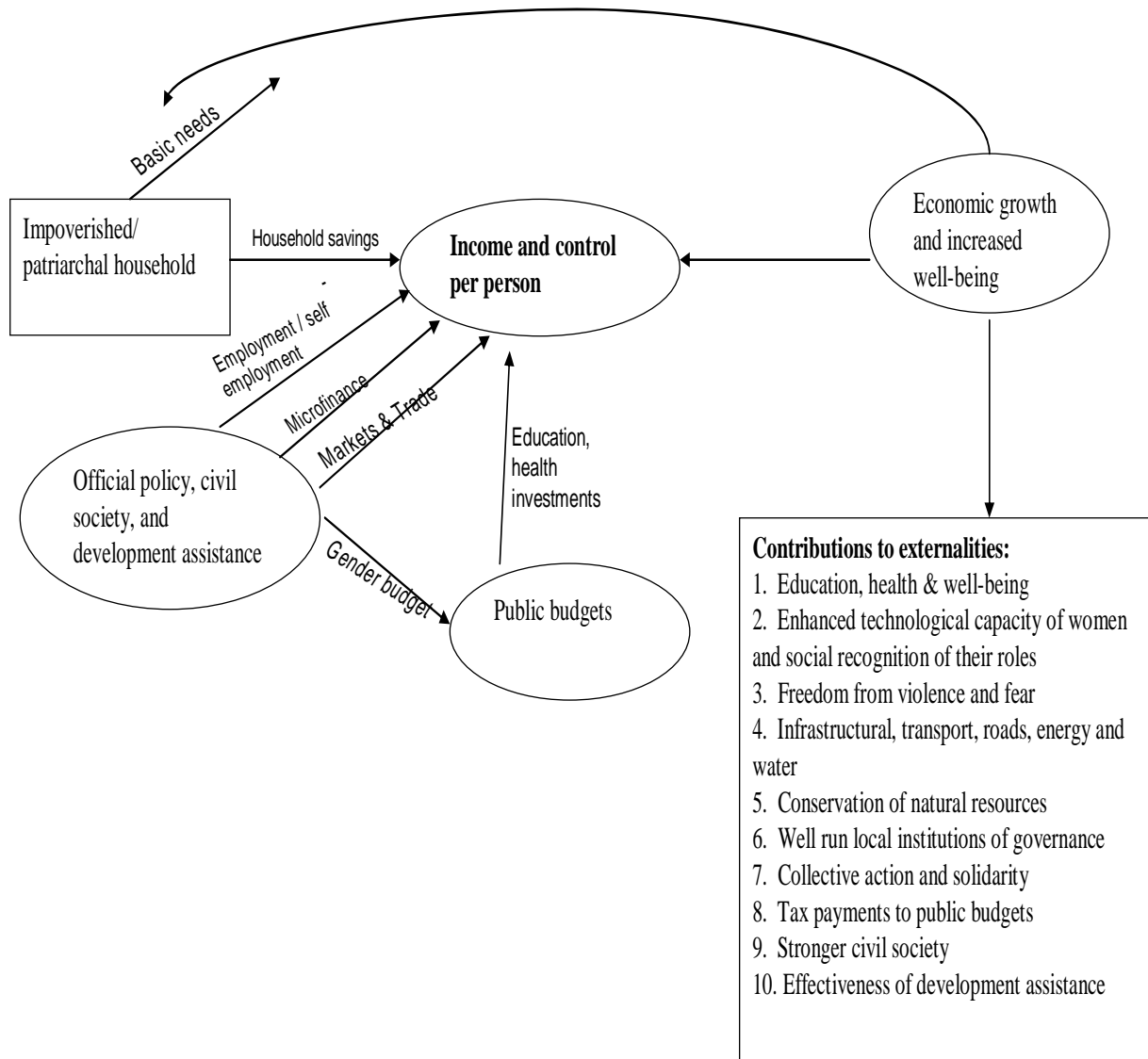
85. Hence, there is a need to understand how macro-economic development works to connect poor women and men with the ideas and institutions that allow them to make use of development opportunities, for example, to strengthen their human capital in the midst of cultural discrimination and biases embedded in extant legal and political systems. What allows them to improve their education, health, mobility, freedom from violence, returns to labor, resource management, institutions, governance, and so on? We propose a set of activities to get some answers to the question, *what has worked to break the nexus between poverty and patriarchy ?*

86. The main objective of the future work is to develop an understanding of how poverty and patriarchy have been overcome by women in Asia, and to document and spread examples of where and how their struggle for survival, equality and dignity has been or is being won.

87. The understanding will be derived from explorations of gender-specific changes in poverty and patriarchal relations within and outside the home. Some poor rural women have found ways to overcome poverty and resist socio-cultural constraints, helped in some cases by men who act in courage to support them. Some women and men have developed institutions that allow them to advance economically and refine their ideas about social existence and governance. There are debates on these changes and practices which also need to be explored.

Reducing Poverty and Inequality:

What has worked to break the nexus of poverty and patriarchy?



**EVALUATION OF THE PROGRAMME
FOR
MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA**

ANNEX 6

CASE STUDY 1: MATALE PROJECT, SRI LANKA

EVALUATION OF THE PROGRAMME

FOR

MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 6

CASE STUDY 1: MATALE PROJECT, SRI LANKA

Project Brief

1. The Matale Regional Economic Advancement Project (MREAP) was formulated in July 1998 and appraised in September 1998. The Project Mid Term Review (MTR) was undertaken in March 2004, while the last Supervision Mission (SM) place in June 2006. The 2007 Supervision Mission is planned for the month of March. The project loan was extended in June 2005, based on the 2005 UNOPS SM's and MTR recommendations. The revised completion date is 30 June 2007 and loan closing date is 31 December 2007. Reallocation of loan resources was also undertaken simultaneously.

Target group and objectives

2. The primary target group of the Matale Project is an estimated 30 000 households -15 000 headed by women and 15 000 by men - equivalent to 26% of total households and comprising 43% of the rural households in the project area, which are the poorest. Women and youth form a high proportion of the beneficiaries for employment, income-generating and agribusiness interventions. The primary target group has been identified on the basis of the major index for which there is reliable data and which has a significant positive relationship with poverty level, namely, illiteracy or semi-literacy, especially for women-headed households. Other indices include the extent of casual, unskilled manual labour; limited years of schooling; and child health/growth.

3. The development goal of the project is the raising and sustaining of the incomes of poor rural and farm families permanently above the poverty line. The project objective that is to contribute to the realization of this aim is to ensure that 30% of the target group have access to profitable economic activities in agriculture, non-farm employment and non-farm enterprises.

Components and Main Activities

4. The incidence of poverty in Matale District is complicated by the diverse pattern in which families make a living: local wage labour, farming, in-district and in-country commuting for seasonal work, overseas work and remittance, Samurdhi (government relief) payments, village micro-enterprises and military service. However, the major underlying causes are: small farm holding size and poor productivity of crops and livestock; lack of planning and organization in production and in produce handling and marketing; indebtedness to informal lending sources; weak delivery of extension, credit and other support; the restricted scope, so far, of micro-enterprise uptake; lack of remunerative - or acceptable - employment opportunities due to limited business development in the private sector; and the inherent dependency and lack of self-reliance established by previous political-economic systems.

5. Based on the above mentioned reasons for poverty, the project's strategy is to develop farming activities; off-farm but agro-related businesses; and general trade and commerce enterprises that offer self- or wage-employment to rural - and particularly poor - people in and around Matale District. The project components, sub-components and main activities are summarized in the following table.

<p>Agricultural Commercial Development COMPONENT</p> <ul style="list-style-type: none"> • Seed Production and Quality Improvement - <i>seed and planting material production, multiplication and distribution; seed quality control and certification – institutional strengthening and commercialisation of regulatory agency</i> • Land and Water Management - <i>rehabilitation of tanks and anicuts; development of agrowells; soil conservation and water management; all commercially oriented</i> • Marketing and Technology Development - <i>marketing initiatives and support, applied research and development, studies, demonstration and training</i>
<p>Enterprise Development and Employment COMPONENT</p> <ul style="list-style-type: none"> • Micro/Small Enterprise Promotion and Private Sector Linkages - <i>brokering/fostering of links between MSEs and large companies, technology transfer, business and marketing training studies and counselling</i> • Rural Income Generation - <i>entrepreneurial and skills training and marketing development through company linkages</i> • Vocational Training - <i>institutional support and upgrading of training and employment information centres, entrepreneurial, skills and on-job training</i>
<p>Rural Financing COMPONENT</p> <ul style="list-style-type: none"> • Enterprise Development Credit - <i>loan funds and financial intermediation for farm, agricultural and general business enterprise development</i> • Discretionary Funds - <i>grant, deferred repayment and equity funds for planning, study of feasibility, seed capital assistance and sub-project support</i>

6. Participatory economic planning, implementation and monitoring represent the key features of the process approach and strategic tone. Private sector participation is a crucial part of project strategy, both in project management and as implementation partners. The corollary of adoption of the process approach and of reliance on the private and NGO sectors is that the project confines its activities to the facilitation and management of services provided by contractors or service providers, as required, to implement various components and activities, as far as possible selected and contracted on the basis of competitive tendering.

7. Project execution responsibilities have been handed over from the Ministry of Posts, Telecommunications and Udarata Development to the Ministry of Regional Development in 2005.

Project Performance and Initial Impact

8. The project has encountered major bottlenecks, which delayed its effectiveness by about a year, and hampered its implementation start up. These were due essentially to the slow mobilisation of staff, teething management problems, and weak institutional arrangements, including delays in selecting service providers and the disbanding or changing several times the formal ministry overseeing the project. Meanwhile, circumstances forced IFAD to remove the project from direct supervision to a normal Co-operating Institution supervision by UNOPS in April 2000. But even then the rapid turnover of IFAD and UNOPS staff involved with the project hampered its early start-up. Therefore, 2002 should be considered the project's first year of implementation. By February 2004, when the Mid Term Review of the project was undertaken, some 50 months had elapsed since effectiveness, yet field activities had taken place over a period of only 37 months. However, the pace of project implementation has since accelerated markedly with genuine efforts having been made in 2004/2005 to improve in particular the previously slow moving components and activities, like soil conservation, enterprise development, marketing capacity building, mobilisation of the gender equity fund under the discretionary fund component.

9. Although there was a slight hitch in the last quarter of 2005 after the retirement of the former Project Director this was quickly overcome in February 2006 when his replacement took office. By early 2006 Project achievements in quantitative terms have improved markedly, even though they still remain uneven with some activities having already exceeded initial targets by over 2-300% and others achieving a little less. In general, implementation is more advanced in areas where demand is strong and implementation modalities are simple and do not require innovation, e.g. tank rehabilitation, agrowell construction, vocational training, credit, and project management. Where more innovation was required, such as building partnerships with seed companies or involving the private sector in enterprise development or using the discretionary fund, progress has been slower, even if satisfactory now.

10. The 2006 Supervision Mission evidenced that a number of project sub-components have achievement rates far exceeding Appraisal Report targets. The physical achievement rates of these key sub-components are listed in the table below. However, it is worth of notice that there are other sub-components (not listed below) which have been started recently and still have low achievements rates (ex: dairy farms).

Comparison of Physical Achievement of Key Sub-components and Activities (actual to-date vs Appraisal)			
Component/Sub-component	Achievement Rates (%)		
	31 Dec 2003	31 Dec 2004	31 Dec 2005
Agricultural Commercial Development COMPONENT			
Tank Rehabilitation	206	267	267
Agrowells	149	201	216
Soil Conservation	86	271	288
Mobilisation of Private Seed Companies	120	140	168
Farmer Training	67	100	123
Enterprise Development and Employment COMPONENT			
Advisory Services to MSEs	165	284	348
Skill Training	153	170	242
Improved Marketing Capability	20	113	138
Rural Financing COMPONENT			
Individual Loans (Bank)	85	95	98
Seed Money for women CBO/Groups	0	47	84

Gender Aspects

11. As already noted women and youth form a high proportion of the MREAP beneficiaries for employment, income-generating and agribusiness interventions. The project does not have a separate women component, and gender concerns are integrated within all the components (see paragraphs 31-40 for more details). MREAP has a gender specialist since 2002, but no specific gender unit. At the early implementation stages, monitoring indicators were not being disaggregated by gender, but this situation has gradually been modified with the contribution of the gender specialist. Results and Impact Management System (RIMS) indicators have been incorporated into the project's M&E system.

12. The number of women in project staff is indicated in the table below:

No of Women in staff (managers)	6	Out of 23
No of Women in staff (support)	8	Out of 9
No of Women in staff (field)	17	Out of 23

13. Together with the support provided by the gender specialist, the project is also relying on local gender expertise for analysis and evaluation purposes. In view of its closing, the project has indeed commissioned 11 evaluation studies on the various components/sub-components. Six²⁰ studies are already available, five of which have been prepared by Prof. Anoja Wickramasinghe, a gender specialist based in the near city of Kandy:²¹

- Evaluation Study on Special Micro-Finance Programme for Women Organizations (Prof. A. Wickramasinghe – September 2005).
- Micro-Finance Programme: Success Cases (Prof. A. Wickramasinghe – December 2005).
- Evaluation Study on Rural Financing (P. Pathberiya; J. Nigel; J.G. Sri Ranjith; A. Herath – January 2006).
- Impact Evaluation Study on Micro-irrigation Systems (Prof. A. Wickramasinghe – November 2006).
- Impact Evaluation Study on the Agro-well Programme (Prof. A. Wickramasinghe – December 2006).
- Impact Evaluation Study on the Development of Degraded Land by Soil and Water Conservation Measures (Prof. A. Wickramasinghe – December 2006).

Activities of the IFAD-UNIFEM Gender Mainstreaming Programme in Matale

14. The mission of the IFAD-UNIFEM Regional Gender Mainstreaming Programme (GMP) to the Matale Project was carried out from 6 to 22 July 2004. The principal tasks of the Mission were to: a) review gender specific implementation of the project; b) strengthen gender knowledge/ sensitivity of the Project Management staff; and c) assist Project Management in refining the institutional relationships and mechanisms for implementation with special reference to select government agencies, civil society, relevant actors/ stakeholders and women's organizations in the project areas. The mission was organized following the findings and recommendations of the February 2004 Mid Term Review of the project, urging "to define and adopt a gender strategy for the whole project covering all components and activities". The MTR itself mentioned the possibility of mobilizing the support of the IFAD-UNIFEM GMP.

15. The Mission – entirely funded by the GMP – reviewed the status and progress of gender mainstreaming in MREAP up to 2004, carried out field visits and discussed with several major stakeholders, including village level Kanta Samithis (women's organizations) and plantation workers. In addition to discussion with 81 women and 36 men during the field visits, a two-day gender sensitization workshop for the PMOs was held in the Project office in Matale. This was followed by a one day participatory analysis on gender issues and addressing challenges in different project components, including monitoring and evaluation.

16. The preliminary findings and recommendations of the mission were presented and discussed with the relevant stakeholders of the project, 36 executives representing government agencies, civil society including the Peradeniya University and Sarvodaya and grassroots women's organizations. A meeting with Gender Specialist took place on 21 July and a wrap-up meeting on 22 July 2004, with attention to implementation strategies to strengthen gender mainstreaming efforts for reducing poverty, gender inequalities and increasing efficiency and productivity in project areas.

²⁰ The remaining 5 studies, currently in preparation, are to cover the following topics: a) seed paddy programme; b) big onion seed production programme; c) mushroom production; d) estate sector development programme; e) private sector participation.

²¹ University of Peradeniya.

GMP's Review of Gender Specific Implementation in the Project and Women's Social Position in Matale

17. While acknowledging the assistance being provided to poor women in the form of gender equity fund, the GMP mission stressed the overall "male dominance" and noted that women were not being viewed by the project as farmers or contributors to rural economy or as economic agents in their own right. The mission also recorded the fact that the Project Management staff, did not have any gender training until the visit of GMP, when during the gender sensitization workshop, for the first time, they were exposed to project specific, gender mainstreaming, the need to pay attention to rural women's capability development in poverty reduction programmes.

18. The following table summarizes the GMP mission findings with respect to the specific project components:

2004 GMP mission findings with respect to the specific project components
Agricultural Commercial Development COMPONENT
<ul style="list-style-type: none"> • Agricultural commercial development is the largest and most important component of the Project. In the total number of 5007 regularized land plots, men received titles to 3739 plots (74.68%), while women got titles to only 1268 plots (25.32%) and, most of these women are single (widowed, unmarried or in a state where the men left the house for some reason). The agricultural extension training excludes women, while reporting "the poor attendance of men". • The soil conservation, water management and drip irrigation programmes include less than 10% women, and zero inclusion of women in operation and maintenance activities. The situation with regard to agrowell holders is somewhat better, with 24.4% agrowell in the name of women. Also not all of them are single women. • Importantly the mission field visits confirmed that many women did all kinds of agricultural work, including ploughing and land preparation. And these women also made requests for training in repair and maintenance of agricultural equipments.
Enterprise Development and Employment COMPONENT
<ul style="list-style-type: none"> • In the participatory analysis at Project Management Office, it was reported: "Women's access to the labour market is consistently more difficult than men's. Employment opportunities as waged workers are often denied to women because of their family responsibilities, lack of skills, social and cultural barriers or lack of wage employment. In this context, self-employment or setting up of their own enterprise, generally a micro-enterprise, may constitute the only possibility for women to get access to employment and to earn an income". • In discretionary fund of the project, efforts were made to i) Start up capital to rural women to set up an enterprise (67 women, with a maximum amount of Rs. 20,000 each); ii) Loans to expand their agri and other kinds of businesses (177 women); iii) Hiring and placement to women in hotel and garment industries (270 women) iv) Further, in Rattota, 70 women (from 11 women's organizations) were selected to be trained in non-conventional fields like business management, marketing and know-how of business plans. The project also built a shopping center of 18 shops for women in Rattota; the legal agreement concerning the handing over of these shops is in the process.
Rural Financing COMPONENT
<ul style="list-style-type: none"> • Direct participation of women in rural credit programmes is reported to be around 30%. Rural women's lack of negotiating skills and their inability to meet the bank's requirement for collateral (since most of the assets and land are in the name of men) are given as the reasons for this low figure of women in rural credit extension. However, following the Mid Term Review (February 2004), the Project has started a micro finance programme, where 90% will be women. The 3 NGOs (SEEDS, SANASA District Federation and SITHUWAMA) have been contracted for social mobilization and group formation, as the phase preceding micro-finance. • The Gender Mainstreaming Review Mission attended two such meetings of group formation/ social mobilization, and noted that a number of women came with small children to participate in these meetings. However, in this social mobilization approach, women were being reinforced in their self-sacrificing motherhood and self-defacing roles. After some discussion on this approach, the concerned NGO (SITHUWAMA) leader stated the need for gender sensitization training of NGO partners and women themselves, so they do not regard this gender mainstreaming / women's empowerment approach as "anti-family, disturbing peace at home".

19. With respect to women's social position the GMP mission noted that while Sri Lankan women enjoy high status compared to the rest of South Asia (e.g. high literacy; increased life expectancy; and a low fertility rate), rural women are still faced with several known gender constraints, including:

- Lack of control and ownership over the means of production, like land, house, and other productive resources;
- Division of labour by gender;
- Lack of skills and training;
- Subordinate role in society and the 'glass ceiling' in employment / professions;
- Marginal role in decision making;
- Violence against women in the home and outside;
- In Matale female headed households are 24% (Sri Lanka, Ministry of Women Report, 2003).

GMP's Proposed Gender Strategy for the Matale Regional Economic Advancement Project

20. Based on the various elements emerged in the above-described gender assessment, the GMP mission proposed a gender strategy for the project based on seven key components:

- i) Gender sensitization workshops/training to demystify gender and develop/strengthen proactive approach. The GMP mission recommended these workshops and trainings to be conducted at three levels:**
 - MREAP, Partners and cooperating agencies in the public sector, private sector and NGOs. In particular, the mission suggested as an urgent first step in such training the refresher training of the Gender Specialist of MREAP at the Colombo University. This would enable her to have better capability to provide gender and development inputs in all components, as well as, various sub-components of the project;
 - Field workers, both women and men, all 17 Field Assistants;
 - Grassroots organizations, in particular Kantha samithies and savings and credit groups (to be organized by the gender specialist of MREAP and the Field Assistants). The mission recommended this training to include, some grassroots based gender modules, having components like women's leadership, their right to income, resources, as well as success stories of women's struggle against domestic and civil violence.
- ii) The inclusion of a component of gender and development in all skill development and management training.** The mission stressed that basic gender training is to be seen as a necessary condition for achieving poverty reduction and economic advancement.
- iii) The setting-up and strengthening grassroots women's organizations with a rights-based approach, where women are viewed not only as an instrument of poverty reduction, but considered as agents of social, economic change.** The mission noted the presence of women's organizations (kantha samitis) in rural Matale, very often engaged economic activities, like making incense sticks, agricultural work, basket/ mat weaving, processing of spices, etc. A recommendation was made that these practical aspects of the project should be linked to or up scaled with the strategic needs of women in terms of their ownership or control over produce/ income and decision-making.

- iv) Skill development of women in non-conventional fields.** The GMP mission recommended:
- repair and maintenance of agricultural equipment, like pump sets, sprinklers etc;
 - truck driving and masons(as suggested in the stakeholders meeting);
 - skill development in agricultural work, cultivation and processing of spices/fruits/vegetables and other crops;
 - soil conservation and water management.
- v) Context specific, meaningful economic activities for rural, poor men. The GMP suggested that this may result in checking both drunkenness and domestic violence.**
- vi) Building/ strengthening effective access/ownership/control of assets and resources. In particular, the mission suggested that:**
- Land regularization titles at least 50% in the name of women, so far it has been only a token effort;
 - Encouraging and strengthening efforts of poor, unsupported women to develop self-employment and micro enterprises in rural areas;
 - Further efforts at making the market “a safe place for women”, more shops and market places where rural women can carry out their trading activities;
 - Attention to single unsupported women in plantations with their housing, health and livelihood needs.
- (vii) IFAD Mandate at the field level. The GMP mission stressed the need to the MREAP Gender Strategy to be linked to the IFAD Strategic Framework and to the Gender Plan of Action:**
- IFAD Strategic Framework 2002-06 states: “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 MDGs of reducing poverty and hunger worldwide;”
 - IFAD Gender Action Plan stresses that an important cross cutting theme is “enhancing women’s capabilities in order to promote social transformation and agricultural Development”.

GMP’s training for project staff

21. The training organized by the IFAD-UNIFEM Gender Mainstreaming Programme mission for Matale project staff covered the following topics: a) gender aspects of the IFAD Strategic Framework 2002-2006; b) the link between gender inequality and poverty; c) definition of the concept of gender mainstreaming; d) definition of gender analysis and explanation of the main questions raised by gender analysis; e) gender issues and women in Sri Lanka; d) lessons learned from the voices of rural beneficiaries in Matale (including gender division of labour; control of assets and productive resources; the opportunity cost of women’s labour; and factors determining change of attitudes among women and men); e) the issue of increased workload of women in relation to gender inclusive development approaches; f) addressing challenges: presentation of the proposed components of the gender strategy for the Matale Project.

22. The workshop held to present and discuss the preliminary findings and recommendations of the GMP mission with the relevant stakeholders of the project was organized around the same set of topics.

Findings of the Evaluation Mission

23. The IFAD mission for the self-evaluation of the support of the IFAD-UNIFEM Regional Gender Mainstreaming Programme to the Matale Project was carried out from 29 January to 1 February 2007. The principal tasks of the Mission were to evaluate the impact of the set of activities conducted by the GMP in 2004 including, as already noted: a) the gender assessment of the project; b) the preparation of the gender strategy for the project; c) the gender training for project staff.

24. The mission aimed at evaluating the different activities separately, as well as observing the linkages and synergies between them. However, as a first finding, the mission recorded that the gender strategy proposed by the GMP was never officially approved for the project. For this reason, and following the impossibility of evaluating the direct impact of the gender strategy on the Matale project beneficiaries, the mission mainly concentrated its activities on meetings and interviews with the project staff (to evaluate the impact of the gender training they had received). A number of field visits were also conducted and a brief gender assessment of project activities will be presented in the following sections of this report. The list of meetings and field visits conducted is included in Annex 3.

Evaluation of the Gender Assessment and the Gender Strategy

25. Since the majority of MREAP staff had never received gender training before 2004, and therefore had no specific gender expertise, they found the gender assessment useful in terms of re-thinking their daily activities in a more gender inclusive manner. At the same time, it was felt that the report was putting strong emphasis on women subordination and on domestic violence²², while neglecting some positive elements such as the high literacy enjoyed by Sri Lankan women (which is briefly mentioned only in the first paragraph of the gender assessment). Moreover, it was felt that the report was placing more attention on strategic gender needs (such as women's social position and control over productive resources) as opposed to practical gender needs, and therefore it was not operationally useful in project activities.

26. Along the same line, consultations with Matale Project staff and IFAD HQ staff - as well as comments from Sri Lankan authorities and women's organizations - revealed that the gender strategy proposed by the GMP for the project, while including some important insights, is at the same too general (highlighting some elements already incorporated within project design without providing more details) and not enough focused on the direct objectives of the project. These are the main reasons why it has never been officially adopted. The following table summarizes the assessments of the strategic components proposed by the Regional Gender Mainstreaming Programme made by stakeholders in the project and IFAD HQ:

²² For which clear, rural-based statistics confirming that this is a widespread phenomenon in the country (not limited to sporadic cases) are not available in Sri Lanka.

Strategic Recommendations of GMP	A. Summary of Assessments made by stakeholders in the project and IFAD HQ	
	Strengths	Weaknesses
i) Gender Sensitization Workshops and Trainings for project staff, stakeholders, and for grassroots organizations. Urgent refresher training for Gender Specialist in Colombo University.	This recommendation puts forward the need to mainstream gender in all project activities, and not to confine the issue with the 'gender people'. The trainings/workshops are recommended for all project staff, as well as project partners and cooperating agencies, private sector, NGOs and grassroots organizations.	The training for the gender specialist in Colombo University might not directly benefit the project, but maybe the whole country in the long-term. Short trainings/workshops for all project staff – including gender specialist – are more results-oriented and cost-effective.
ii) The inclusion of a component of gender and development in all skill development and management training.	Basic gender training is seen as a necessary condition for achieving poverty reduction and economic advancement.	
iii) The setting-up and strengthening grassroots women's organizations with a rights-based approach, where women are viewed not only as an instrument of poverty reduction, but considered as agents of social, economic change.	The experience of the project shows that significant results have been achieved by savings/credit women organizations in building social capacity, group spirit, family decision making self-confidence, ability to support household income, decision making in community, building reciprocity and gaining men's support in project activities ²³ .	The strengthening of grassroots organizations is an element already present in project design and the project has an institutional strengthening officer (one of the female staff) working in close coordination with the gender specialist. The GMP recommended linking these practical aspects of project with strategic needs of women without providing further details.
iv) Skill development of women in non-conventional fields (repair and maintenance of agricultural equipment, like pump sets, sprinklers etc; truck driving and masons; skill development in agricultural work, cultivation and processing of spices/fruits/vegetables and other crops; soil conservation and water management).	The project has been implementing training for women in a number of 'non-traditional activities' and good results were achieved in terms of income generation. Activities include: a) light engineering; b) cultivation and food processing; c) soil conservation; d) water conservation; e) entrepreneurship and commercialization of home-based products; f) gem-stones cutting.	The project is implementing on-demand, participatory training and not all non-conventional activities are requested by women (ex: since 2004, the project got no requests for training on truck driving by women). The project feels GMP did not fully take into consideration the need for a smooth transition. Not all non-conventional activities are income-generating as such. In particular, it would be very expensive for a woman to purchase a truck in Sri Lanka in case she accepts to receive truck-driving training.
v) Context specific, meaningful economic activities for rural, poor men. This may result in checking both drunkenness and domestic violence.	Sri Lankan Ministry of Rural Development and Women's Organizations confirmed that drinking behaviour in rural areas of the country is often associated with poverty/low-income.	There are no clear statistics indicating magnitude of the phenomenon of domestic violence in rural Sri Lanka. Even women's group often refer to the phenomenon as confined to a number of sporadic cases. Meaningful economic activities for rural poor men are already

²³ Evaluation Study on Special Micro-Finance Programme for Women Organizations (Prof. A. Wickramasinghe – September 2005).

Strategic Recommendations of GMP	A. Summary of Assessments made by stakeholders in the project and IFAD HQ	
	Strengths	Weaknesses
		<p>incorporated into project design. The GMP did not provide further details.</p> <p>The GMP did not take into consideration that reduction of drunkenness/domestic violence are not direct objectives of the IFAD project, but could only be by-products of the project.</p>
<p>vi) Building/ strengthening effective access/ownership/control of assets and resources:</p> <p>a) Land regularization titles at least 50% in the name of women, so far it has been only a token effort.</p> <p>b) Encouraging and strengthening efforts of poor, unsupported women to develop self-employment and micro enterprises in rural areas.</p> <p>c) Further efforts at making the market “a safe place for women”, more shops and market places where rural women can carry out their trading activities.</p> <p>d) Attention to single unsupported women in plantations with their housing, health and livelihood needs.</p>	<p>Area based rural development with increased emphasis on non-farm activities through micro-enterprise components is one of the main strategic thrusts followed during project design. Micro-enterprise development has proven to be very effective in raising the sustainable incomes of the poor, particularly for women and unemployed youth.</p>	<p>The project considers not feasible to set a short-term target for land titling because this sub-component is being implemented on a participatory, on-demand basis and it is often married women that want titles in their husband’s name even if aware of the alternative option. The project feels GMP did not fully take into consideration the need for a smooth transition.</p> <p>Not feasible for the project to support women in plantations in their housing needs. In 2003, the project built 60 plantation houses in cooperation with the National Housing Development Authority (in accordance with national housing policy) on a mixed loan-grant basis. But it was observed that these loans were causing the indebtedness and further impoverishment of the already very poor plantation workers.</p> <p>IGAs and self-employment for women are incorporated into project design. The GMP did not provide further details.</p>

Impact of support received at staff level

27. Apart from their interaction with the project Gender Specialist, MREAP’s staff members had never received any gender training before the GMP mission in July 2004. Some of them explained that they did not even have a clear idea of what the concept of gender mainstreaming actually entailed before 2004. Therefore, even if the gender strategy presented by the GMP was never officially approved, the gender training itself was very well received by the project and staff members found it useful both in terms of general knowledge on women’s issues and for carrying out their daily duties.

28. The Gender Specialist of MREAP explained that after the 2004 training, it was somewhat “easier” for her to carry out her duties because of project staff’s enhanced understanding of her specific role. Her impressions are confirmed by the findings of the 2006 Supervision Mission, which highlights the following:

“During 2005 there has been a remarkable increase in gender sensitivity within the PMO structure and among other stakeholders (local authorities and village level organizations). The situation has changed from women becoming *indirect* beneficiaries to *direct* beneficiaries. The coverage of women in the revolving credit programme under the discretionary fund, has increased to 99% (or 1,089) of total beneficiaries. The micro-enterprise programme is also targeting women.

To target women, a program on nursing has been introduced under vocational training. Women participation has increased in other trainings, such as graphics, hotel & tourism, and gem & jewellery. Similarly, there has been much more interest demonstrated by women to participate in trainings, self-employment and other programmes. All these are a result of the promotional work undertaken by the project”.

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29. Upon the invitation of the GMP, in 2005 the Gender Specialist of MREAP participated to the IFAD-UNIFEM-IDRC Regional Conference on Development Effectiveness Through Gender Mainstreaming (lessons from South Asia – Dehli, May 10-12, 2005). Her participation was funded by the GMP and she describes that experience as extremely useful to understand and learn from the experiences of other countries and as an update on the main emerging issues in gender and development.

30. While agreeing on the usefulness of the 2004 training organized by the GMP, the gender specialist and all of the other project officers interviewed during the evaluation mission expressed the need for further, more ‘localized’ gender training (that is, more tailored to the situation in rural Sri Lanka) with components linked to specific project activities like: a) women and microfinance; b) women and vocational training; c) women and micro-enterprise development.

Impact on beneficiaries by component

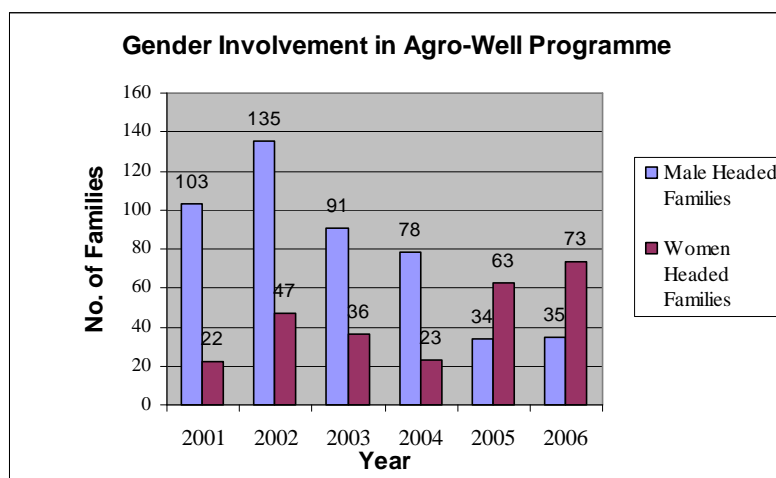
31. As already noted, due to fact that the gender strategy proposed by the Regional Gender Mainstreaming Programme was never officially adopted for the project, it is not possible to clearly assess the impact of 2004 activities on project beneficiaries. However, the evaluation mission did record some positive developments with respect to the targeting of women, and these will be described – by project component – in the following paragraphs. These developments shall be considered as the combined result of: a) the gender training conducted by the GMP in 2004; b) the reiterated gender recommendations made by UNOPS (Mid Term Review, Supervision Reports); c) project maturity (as already explained – see paragraph 8 – 2002 is the first year of actual project implementation and some project sub-components began functioning properly only around 2004).

Agricultural Commercial Development COMPONENT

32. The GMP mission of July 2004 noted that the drip irrigation, water management and soil conservation programmes under this component were including less than 10% of women, while women participation in the agro-well programme was at 24.4%. The 2006 Supervision Mission recorded overall participation of women as direct beneficiaries under the component at 20%. While acknowledging that women inclusion under this component is very low when compared to the other two project components, the evaluation mission noted a number of improvements since 2004.

33. The micro-irrigation programme has been introduced by the Matale Project with the aim of achieving higher land and labour productivity. To date, women formally own 18% of the micro-irrigation systems. Women who have become formal beneficiaries of the systems, play a leading role keeping a controlling hand over the overall crop production. Their income has been increased 2-3 fold due to higher yield and higher cropping intensity, and - thanks to the usage of micro-irrigation - they manage to save great amount of time previously devoted to irrigation and fertilizer application. The project staff reported that the time- and energy-saving benefits of micro-irrigation are being enjoyed by women even when the systems are formally owned by men (the remaining 82%). Women

represent 18% of beneficiaries under the recently established dairy development programme and 54% of beneficiaries under the mushroom production programme. Furthermore, as shown by the chart below, since 2004 the focus of the agro-well construction programme has completely shifted towards women:



34. Regarding the gender implications of the agro-well programme, the impact study commissioned by the project and completed in December 2006 draws some encouraging conclusions:

“The production enhancement has created more labour opportunities for women with monetary remuneration. Women of women headed families become the commercial producers. There has also been direct contribution to sustain and regularize the availability of food for home consumption, which are not taken into account in the commercial system. [...] Another area extended beyond this is associated with the role of water services in the reproductive domain of women. The respective families maintain the full authority and ownership over the water source and helps reduce the burden on women. If water source is distantly located women have to engage in fetching water for domestic use than that of their counter parts. Even if men lend helping hand it is not regular so the occasional involvement is done without a social commitment. 50% of the women accept the contribution of agro-well to save the time that they spend on fetching water. A minimum of two hours of time is saved daily due to the enhanced capacity to provide water for multiple uses. [...] The self reliance and confidence in having own source of water to sustain the family-based farming is valued by both men and women. It has enabled to be self-employed fully on family land, without engaging in outside work during the slack seasons in agriculture”.

**Impact Evaluation Study on the Agro-well Programme
(Prof. A. Wickramasinghe – December 2006)**

35. For the soil conservation sub-component, the Matale District Office of the Cashew Cooperation of Sri Lanka confirmed that it was also thanks to the 2004 GMP stakeholders’ workshop that they realized the importance of targeting more women and began to do so. The recent impact evaluation study on soil conservation activities commissioned by the project²⁴ indicates that in 107 cases out of 509 families (about 21%) women are involved as the contact points of the respective families. In these cases women undertake the management responsibility directly and perform 74% of all the tasks. As already mentioned, the project staff instead confirmed the difficulty in observing clear trends and setting specific gender targets for the gender regularization programme, as the programme is being implemented on a participatory, on-demand basis:

²⁴ Impact Evaluation Study on the Development of Degraded Land by Soil and Water Conservation Measures (Prof. A. Wickramasinghe – December 2006).

Gender Involvement in Land Regularization Programme					
Year	Total	Female	% of female	Male	% of male
2001	2435	553	23%	1882	77%
2002	1486	298	20%	1188	80%
2003	899	278	31%	621	69%
2004	973	228	23%	745	77%
2005	422	116	27%	306	73%
2006	440	105	24%	335	76%
Total	6655	1578	24%	5077	76%

SUCCESS STORY # 1: MREAP LAND REGULARIZATION PROGRAMME

Mr. Siripala, his wife Ramani and their neighbours

Mr. Siripala, his wife Ramani and their neighbours took part to the land regularization sub-component of MREAP (implemented with the Provincial Land Department) in 2003. Their first contact with the project took place with the reparation of their anicuts, and afterwards, thanks to the project they have applied for and received their land regularization certificate. In July 2004, they had been visited by the coordinator of the IFAD-UNIFEM Regional Gender Mainstreaming Programme for the gender assessment of the Matale project. The main source of income of this group of households in paddy cultivation, and cultivation of vegetables and big onion; but people in their area also make their living out of the sale of river sand and bricks to the market. Mr. Siripala, however, cannot work in the fields as much as he used to because he has reported permanent injuries after having been beaten by a snake.

In order to increase their monthly income, women from the Matale District and other rural areas of Sri Lanka often spend long periods of time working in the Middle East (mostly doing house-keeping work). One of Mr. Siripala's neighbours has been working in the Middle East in the 1990s: her salary was not very high but she could send some money to her daughter and was able to renovate her house. After having moved back to Sri Lanka, she tried to go there a second time, but felt sick. She used the money earned to get treatment.

Also Ramani, Mr. Siripala's wife, had been to the Middle East before getting married. She had sent all the money earned to her mother, who was able to built a house. But Ramani has no rights in that house, and shall she go back to the Middle East for the second time, she would send the money to her husband. They manage their monthly income together, in a cooperative way. This is why when they took part to MREAP's land regularization sub-component, she decided not to have the land title in her name. In Sri Lanka the legislation does not allow for joint (husband and wife) titles, and she trusts him. Moreover, she is not familiar with bureaucratic procedures, and banks always ask for men's names when it comes to collaterals. One of Mr. Siripala's neighbours, has instead decided - in agreement with her husband - to have the land title in her name. She did not take part to the land regularization programme, but purchased the land with the money earned from the sale of a property she owned near Colombo.

Thanks to the IFAD project in Matale, Mr. Siripala and his wife have managed to overcome the great insecurity stemming from having no rights on the land they were cultivating. Now, they would like to have a better feeder road (they have to walk for several hours to reach the main road), a primary school nearer to the house, electricity, and - above all - potable water. They have access to a small pipeline built by the government on the hill top only during the rain season. But during the dry season, they have to drink river water and often fall sick.

Enterprise Development and Employment COMPONENT

36. The 2006 Supervision Mission recorded overall participation of women as direct beneficiaries under this component at 60%. In particular, the IGA programme is almost entirely targeting women and youth. The main activities carried out under the programme are listed in the table below, while success stories of women participating to the programme are presented under the rural financing component (as IGA programme has been targeting women's organizations involved under the third project component):

IGA programmes for women²⁵	No of beneficiaries
Entrepreneurial Orientation	
Training in "identification of business opportunities"	762 women
Entrepreneur orientation for already involved in self-employment	1 689 women & youth
Enterprise development training for youth in plantation sector	103 youth
Skill training	
Awareness programmes on technology in Agri-food production	705 women & youth
Technology transfer in food processing sector	1 540 women
Quality improvement training in bricks making	40 families
Skill development training in leather goods manufacturing	30 women
Improved marketing capability	
Water supply scheme constructed for Brick makers	40 families
Common production center / leather goods manufacturing	30 women
Facilitation Center for grinding and packaging of spice products	46 women
Capacity building training for office bearers women societies	40 women
Common sales cenetr for 19 women societies involved in IGAs	32 women
Participation in exhibitions	110 women
Total no of beneficiaries	5 167

37. For the vocational training programme, most of the beneficiaries remain men (2 899), but the number of women is also quite consistent (1 332 or 31%). The highest number of women can be found for vocational training in the following areas: a) basic computer skills (100 men and 148 women since the beginning of the project); b) apparel industry (502 women); c) hotel and tourism industry (218 men and 198 women); d) gem and jewellery craftsmanship (87 men and 78 women); e) nursing (85 women); f) handloom textile industry (54 women). Women are little by little starting to request training also in non-traditional activities, such as light engineering, but again project staff emphasized how the project is supporting an on-demand approach based on smooth and gradual transitions.

Rural Financing and Discretionary Funds COMPONENT

38. The 2006 Supervision Mission recorded overall participation of women as direct beneficiaries under the component at 54%. The 2006 Supervision Mission and the 2007 evaluation mission confirm the findings of the 2004 GMP mission in terms of the gender balance for the individual loans: women were receiving 26.5% of such loans as of February 2006 and 26.9% as of January 2007. However, women are the main recipients of the individual grant programme for IGAs and the project is also implementing a special microfinance programme for women organizations in 11 Divisional Secretariats namely Rattota, Yatawatta, Pallepola, Naula, Matale, Abangankorale, Ukuwela, Galawela, Laggala, Wilgamuwa and Dambulla. The main areas of concern of the programme include:

- Enhancing women's agency through women organizations, promoting self-confidence, improving quality of life, and providing access to micro-credit and financial assets;

²⁵ UNOPS – MREAP Supervision Report 2006

- Enhancing their visibility through their enrolment in village organizations and in decision making while addressing the issues of social and economic vulnerability associated with poverty and inequity;
- Enhancing women's income, mobility, their partnership in production, participation in market and also building their entrepreneurship skills and control over finance;
- Enhancing women's leadership, and management skills enabling women to build their own capacities.

39. In implementing the special micro-finance programme for women organizations the project has followed six major principles. These include:

- selection and strengthening of existing women organizations with basic capacity and experience to handle credit with further training;
- releasing of grants to selected number of women organizations;
- affiliation of women organization with broader divisional apex organizations;
- efficient recovery and effective disbursement through a revolving system;
- easy access to loan through membership in women organizations, and through small groups or with mutual understanding;
- promotion of local authority and leadership, capacity building and decision making.

40. As shown by the table below the programme underwent major scaling-up since 2004:

A. Micro-finance Programme for Women Organizations						
D.S. Division	Number of Societies			Number of Beneficiaries		
	2004	2005	2006	2004	2005	2006
1) Rattota	6	2	5	330	66	223
2) Yatawatta	6	4	4	225	121	109
3) Pallepola	2	3	3	301	96	104
4) Naula	5	8	9	208	287	240
5) Matale	0	6	9	0	235	328
6) Abangankorale	3	3	5	103	105	145
7) Ukuwela	5	4	11	164	107	430
8) Galewela	0	0	10	0	0	529
9) Laggala	4	7	4	169	224	136
10) Wilgamuwa	0	0	5	0	0	196
11) Danbulla	6	10	5	272	515	104
Total	37	47	70	1772	1756	2544

41. The great contribution of the approach of strengthening women's organization to women's empowerment is emphasized by MREAP's Gender Specialist, and documented by the evaluation study on 37 organizations commissioned by the project and completed in September 2005²⁶. Based on the opinion expressed by women's organizations themselves, the study highlights very significant effects noted by more than 50% of organizations in building social capacity, group spirit, family decision-making self-confidence, and ability to support household income. It also records significant effects noted by more than 50% of the women organizations regarding decision making in

²⁶ Evaluation Study on Special Micro-Finance Programme for Women Organizations (Prof. A. Wickramasinghe – September 2005).

community, building reciprocity and gaining men's support in project activities. At the same time, the study points out that few women societies are not contributing to the objective of enhancing women's leadership by having men in decision making positions. Some of the results emerging from the study are listed in the table below, and illustrated by some success stories of MREAP beneficiaries recorded by the 2007 evaluation mission:

B. Areas of achievements reported by number of women organizations (37 organizations interviewed during 2005 evaluation study commissioned by MREAP)

	Criteria	Very Significant	Significant	Very Little	Poor - not Significant
1	Social Capacity Building	19	13	04	01
2	Women's Leadership	17	17	03	01
3	Group Spirit	19	15	03	--
4	Social Recognition	14	17	04	--
5	Exposure (Training/Awareness)	10	15	10	01
6	Managerial Opportunities	17	13	06	01
7	Capacities to Organize & Execute Projects	15	15	05	01
8	Decision Making in Family	18	12	06	01
9	Decision Making in Community	11	19	04	02
10	Skill Development (Vocational & Communication)	10	17	07	01
11	Reciprocity (Sharing, Exchange)	06	21	06	01
12	Mobility – Accessing Services – Marketing	10	14	12	01
13	Gaining Men's Support in Project Activities	12	18	04	--
14	Gaining Men's Support for Domestic Activities	07	16	08	03
15	Changing Traditional Division of Labour	08	16	07	01
16	Self-confidence & Ability to Support Hh. Income	18	13	06	--
17	Greater Control over Self Generated Finances	17	14	05	--
18	Financial Strength (Credit)	21	12	02	--
19	Income/Earnings	16	16	04	--
20	Purchasing Capacity	11	17	05	--
21	Employment	12	16	04	03
22	Substitution for Livelihood	11	13	10	--
23	Savings	10	13	14	02
24	Investments	07	14	08	02
25	Decisions on Financial Matters	08	14	12	01
26	Enhanced Confidence on Financing Institutions	07	16	10	--

STORY # 2: MREAP SUPPORT TO WOMEN'S ORGANIZATIONS
Women Society: Aruna Kantha Sangamaya Yapagama (Danbulla, Sri Lanka)
Manoya, 28 years old

Manoya - 28 years old, married with two children - is part of the women's society *Aruna Kantha Sangamaya Yapagama*, one of the CBOs/MFIs supported and strengthened by the IFAD Matale Regional Economic Advancement Project (MREAP). The *Aruna Kantha Sangamaya Yapagama* has been supported by MREAP on grant basis (discretionary funds component of the project) and with a block loan of 200,000 Rs. The main activities of the women's society are: a) sweets production and marketing; b) credit/savings; c) social activities. The project has also supported the CBO with training activities (accounting, food processing and packaging, marketing) and the construction of a building now functioning as the CBO's headquarter and sweet production and storage facility.

Thanks to an initial loan of 5,000 Rs she was able to overcome a situation of extreme poverty by starting a small business: she could indeed start trading fruit and sweets bought from a third party. However, in spite of this initial success, she fell back in a situation of poverty and insecurity because her husband was seriously injured in a domestic accident and she had to spend all of her savings for his treatment. The Matale Project then supported her with an individual grant of 20,000 Rs, with which she could purchase a small cart and become a "mobile entrepreneur" in the sweets and fruit sector.

She then applied for another loan with *Aruna Kantha Sangamaya Yapagama*, with which she further expanded her business. From the income she earned she was able to repay the loans. Even though she could not attend the food processing training offered by MREAP, other society members thought her the skills they had acquired thanks to that training and now Manoya is selling the sweets produced by the other women of *Aruna Kantha Sangamaya Yapagama*. Her husband has now partially recovered and is helping her with her business. Thanks to the IFAD Matale Regional Economic Advancement Project, Manoya was able "to become the family head" when her husband was injured, and to engage in a profitable income-generating activity. "The other women members have become like a family to me, and they have even helped me taking care of my children and my house when my husband was sick. Thanks to this, I could keep on working" she says.

STORY # 3: MREAP SUPPORT TO WOMEN'S ORGANIZATIONS
Women Society: Aruna Kantha Sangamaya Yapagama (Danbulla, Sri Lanka)
Somawathy, 43 years old

Like Manoya, Somawathy - 43 years old, married with three children - is part of the women's society *Aruna Kantha Sangamaya Yapagama*, one of the CBOs/MFIs supported and strengthened by the IFAD Matale Regional Economic Advancement Project (MREAP). Before joining the women's society, Somawathy was earning her living by doing farm work on daily-wage basis with her husband. She describes that situation as extremely unstable and insecure.

Thanks to an initial loan of 5,000 Rs and to the training provided by MREAP, she learned about the possibility of marketing home-based products and started a small business as a sweet producer. With the profits she has been making, she was able to repay the loan and accessed a second loan of 10,000 Rs, which she has invested for the expansion of her business. She has indeed built a traditional baking unit to produce biscuits, and thanks to the further increase in profits, both Somawathy and her husband have completely abandoned their former insecure farm jobs.

Somawathy is happy that her husband has recognized her entrepreneurial skills and has decided to join her in her adventure. Moreover, she is glad that she can now afford to send her three children to school, something that she could never have afforded with the daily-wage farm work. "One day, I would like my three children to get involved in my business: making it become a family business is my dream" she says.

Lessons Learned and Recommendations

Lessons Learned from the Interaction between the GMP and the Matale Project

42. **Timeliness and relevance of GMP support to the project.** The Mid Term Review mission recommending the definition and adoption of a gender strategy for the whole project was carried out in February 2004, and the activities of the Regional Gender Mainstreaming Programme were carried out in the month of June of that same year. This indicates that the GMP was able to provide timely support and to respond to a specific bottom-up request from the project.

43. **Need for local focus of operational support.** At the same time, probably because of its regional focus, the Gender Mainstreaming Programme was not able to provide the type support that could be useful at the very operational level. The project has recently been relying on the expertise from the Peradeniya University for analysis and evaluation purposes; and indeed local gender expertise was involved in the 2004 GMP workshop for the presentation of the gender mission findings. In order to achieve a more-project focused outcome, the Regional Gender Programme could have further cultivated the interaction with the local gender expertise, so to involve it also in its analysis and strategic recommendations, and thus favouring the creation of a local learning network.

44. **Impact of GMP support at staff level and on beneficiaries.** Even though the gender strategy proposed by the Regional Gender Mainstreaming Programme was never officially adopted for the project, the evaluation mission was able to observe impact at staff level and, to a certain extent, also on beneficiaries. This shows the great potential of gender training for achieving poverty reduction and economic advancement.

45. **Performance of partners.** Even though the gender strategy proposed by the GMP was not adopted for the above-mentioned reasons, project staff still expressed the need for more gender training and for a revised strategy. Probably due to the lack of an institutionalized mechanism regulating the relationship between the two partners of the GMP – IFAD and UNIFEM – a number of initial problems led to a situation of no outcome. The functioning of the GMP has been in fact relying only on ad hoc correspondence between the Programme Coordinator and IFAD staff – without regular meetings and without a functioning steering committee – and this situation has contributed to leaving the project without a gender strategy.

Recommendations

46. **Support for the project.** The Matale Regional Economic Advancement Project is scheduled to close in December 2007. As shown by the brief gender assessment presented in the latter part of this report, several positive developments in the project's targeting of women can be observed since 2004. However, there is still scope for improvement and, should the loan be extended, the issue of the gender strategy for the whole project (covering all components and activities) raised by the Mid Term Review will have to be addressed urgently. The project staff also expressed the need of further gender support in the form of: a) follow-up gender training for all staff; b) best practices and lessons learned reports/documents on other IFAD projects; c) participation in workshops or other knowledge sharing events with other IFAD projects. In particular, the follow-up gender training should be linked to specific project activities like: a) women and microfinance; b) women and vocational training; c) women and micro-enterprise development.

47. **Regional focus of GMP.** During the interviews conducted, the project staff expressed their appreciation for a gender programme with a regional focus. The advantages of the regional approach to gender issues involve the possibility of addressing cross-border issues (such as conflict, migration and trafficking) as well as the opportunity for different countries to share best practices and lessons learned. At the same time, the MREAP team recommended that future similar initiatives undertaken by IFAD include also country focus in order to address specific country issues in a tailored way. It

would be therefore important for IFAD to reflect on whether this twofold purpose can be achieved with small grants and by a single grant recipient.

48. **Country ownership and sustainability.** Linked to the previous recommendations, and taking stock of the experience of the GMP with the Matala project, it is recommended that future support to projects be organized to ensure – to the extent possible – cooperation with local institutions and local expertise, and subsequent local capacity building. This will bring about enhanced country-ownership and sustainability.

49. **Relationship between IFAD and grant recipients.** It is recommended that future relationships between IFAD and its grant recipients be somewhat ‘institutionalized’ and not managed only through ad-hoc personal correspondence between different members of the two institutions. The position of Grants Coordinator, established in the IFAD Asia-Pacific Division in 2006 could be instrumental to this purpose. In particular, the respective roles of the IFAD Task Manager for the Grant, the Grant Programme Coordinator, the PI Grants Coordinator and concerned CPMs – as well as their responsibilities for reporting and for working level correspondence – should be clearly specified in the grant design document and possibly also in the grant agreement.

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Programme of Work of Evaluation Mission

Date/time	Activity	People Met
27 January/ 10:00 hours	New Dehli – Meeting with GMP Coordinator on GMP activities in Matale	Dr. Govind Kelkar IFAD-UNIFEM Regional Gender Mainstreaming Programme Coordinator
29 January/ 09:15 hours	Colombo – Meeting with Ministry of Regional Development	Mrs. Bimba Gunatilaka Director Ministry of Regional Development
29 January/ 15:45 hours	Brief Meeting with Project Director	Mr. Sunil Fernando MREAP Director
29 January/ 16:00 hours	Matale Project - Staff Meeting	Staff meeting attendance list in Annex 2
29 January/ 17:00 hours	Matale Project - Meeting with Women's Societies (to be included in field visits)	Mrs. A.G. Sriyani Ekenayake (Naula Womens' Federation) Mrs. M.G. Sriyalatha (Naula Womens' Federation) Mrs. K.U.W. Nandakumari (Dorakumura Womens' Organization) Mrs. Indra Wickramarachchi (Dorakumura Womens' Organization) Mrs. Sriyani Manel (Paravathi Womens' Organization) Mrs. Jayanthi Wijekoon (Paravathi Womens' Organization) Mrs. Yasawathi Punchihewa (Paravathi Womens' Organization)
January 30/ 09:30 hours	Matale Project - Meeting with Staff Responsible for Agricultural Commercial Development Component (2 staff, one of which participated to GMP training in 2004)	Mr. R.A.S. Chandrasiri Business Promoter Mr. N.P. Kalpage Project Officer Mr. H.M.A.N. Dorakumbura Development Assistant
January 30/ 10:30 hours	Matale Project - Meeting with M&E officer	Mr. H.M.T.B. Kanatiwela Project Officer
January 30/ 11:00 hours	Matale Project - Meeting with Staff Responsible for Rural Finance and Discretionary Funds Component (4 staff, two of which participated to GMP training in 2004)	Mrs. S.K. Ekneligoda Institutional Strengthening Officer Mr. D.M.K. Gamage Project Officer Miss. O.L.D.Sujeewani Development Assistant Miss. G.H.M.J.L.Gannile Development Assistant

January 30/ 12:00 hours	Matale Project - Meeting with Staff Responsible for Enterprise Development Component (3 staff, two of which participated to GMP training in 2004)	Mr. K.H.M.S.C.Wijerathna Marketing Manager Mr. N.P. Kalpage Project Officer Mr. E. Vasudevan Project Officer
January 30/ 13:00 hours	Matale Project - Meeting with Gender Specialist (participated to 2004 training and 2005 GMP Delhi Conference)	Mrs. J. Anandakrishna Gender Specialist
January 30/ 14:30 hours	Matale Project - Meeting with Land Titles Officer (Agricultural Commercial Development Component - participated to GMP training in 2004)	Mrs. H.M.W. Herath
January 30/ 15:30 hours	Matale Project - Further Meeting with Gender Specialist	Mrs. J. Anandakrishna Gender Specialist
January 30/ 16:30 hours	Matale Project - Further Meeting with Project Director	Mr. Sunil Fernando MREAP Director
January 31/ 12:00 hours	Matale Project – Meeting with Cashew Cooperation of Sri Lanka (govt. Stakeholder of MREAP)	Mr. N.K. Jayawardana Assistant Regional Manager, Matale District

MREAP Staff meeting attendance (January 29)

Name		Designation
1	Mr.Sunil Fernando	Project Director
2	Mr. K.H.M.S.C.Wijerathna	Marketing Manager
3	Mr. K.S.P. Gunasekara	Accountant
4	Mr. M.A.Wimal	Procurement Manager
5	Mr. M.S.S.M. Karunarathna Banda	Administrative Officer
6	Mr p.Pallekumbura	Project Engineer
7	Mr. S.T.D.T. Canicius	Business Promoter
8	Mr. R.A.S. Chandrasiri	Business Promoter
9	Mr. P. Adikaram	System Analyst
10	Mrs. J.Anandakrishna	Gender Specialist
11	Mrs. S.K. Ekneligoda	Institutional Straightening Officer
12	Mr. H.M.T.B. Kanatiwela	Project Officer
13	Mrs. H.M.W. Herath	Project Officer
14	Mr.W.W.P.W.M.R.Wijesundara	Project Officer
15	Mr. N.P. Kalpage	Project Officer
16	Mr. E. Vasudevan	Project Officer
17	Mr. D.M.K. Gamage	Project Officer
18	Mr. E.H.G.P.Gunatilaka	Development Assistant
19	Mr. H.M.A.N.Dorakumbura	Development Assistant
20	Mr. R.M.P.R.K.Rathnayaka	Development Assistant
21	Mrs. E.G.R.I.Abeywardana	Development Assistant
22	Miss. O.L.D.Sujeewani	Development Assistant
23	Miss. G.H.M.J.L.Gannile	Development Assistant
24	Mr. R.U.Samarakoon	Development Assistant

Field Visits (January 31)

1	Land Regularization Sub-component (Agricultural Commercial Development Component)	Mr. Siripala, his wife Ramani and their neighbours (Lihinipitiya, Naula)
2	Micro finance Programme and Capacity Building for Women Organizations (Rural Finance and Discretionary Funds Component)	<i>Naula Kantha</i> - Women Federation (Naula)
3	Micro finance Programme and Capacity Building for Women Organizations (Rural Finance and Discretionary Funds Component and Enterprise Development Component)	<i>Aruna Kantha Sangamaya Yapagama</i> – Women’s Society (Dambulla)
4	Matching grants (Rural Finance and Discretionary Funds and Enterprise Development Component)	D.G.Ranjani Jayalath – Saraswathy wood carving, (Naula)

Note: The present report is a case study related to a larger evaluation of the Evaluation of the Programme for Mainstreaming Gender in Poverty Reduction in Asia (GMP). Its main findings are included in the main report. Other two case studies are part of the evaluation: on GMP support to the Rural Poverty Reduction Project in Cambodia and to the Linjiang Women’s Resource Centre in China.

**EVALUATION OF THE PROGRAMME
FOR
MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA**

ANNEX 7

CASE STUDY 2: RPRP, CAMBODIA

EVALUATION OF THE PROGRAMME

FOR

MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 7

CASE STUDY 2: RPRP, CAMBODIA

PROJECT BRIEF

Introduction

1. The Rural Poverty Reduction Programme in Prey Veng and Svey Rieng (RPRP) became effective in April 2004. However important activities including staff training, beneficiary selection commenced in February 2004 using retroactive financing provided by MEF. The project closing date is in 2011.

2. The project area consists of the two provinces of Prey Veng and Svay Rieng in the Southeast of Cambodia. In 76% of the communes in the project area, more than 40% of the population lives below the poverty line compared to 36.1% nationally and 21% of households are female-headed. Food insecurity in the project area is considered the major cause of poverty, with high rates of child malnutrition.

3. The total project costs are estimated at USD 19.62 million. IFAD loan of USD 15.5 million; WFP food for work assistance equivalent to USD 2.44 million; PLG²⁷ contribution of USD 0.27 million, commune councils and beneficiary contribution of USD 0.93 million and government contribution equivalent to USD 0.49 million, including duties and taxes.

Target group and objectives

4. The 698,000 people (about 143,000 households), 49% of the population in the project area who are living below the poverty line comprise the target group of the project. The project targets a total of 148 communes in 13 districts in the two provinces where more than 40% of the population is living below the national rural poverty line. In view of the limited institutional capacity, the agricultural investment component targets 84 of these 148 communes. The local development component targets all 148 communes.

5. Within poor communes, the most vulnerable villages are selected in a transparent way during discussions at the commune level involving representatives of all villages in the commune and the staff of all relevant line agencies. Through participatory wealth ranking, the project targets poor households and especially vulnerable groups within the villages.

6. The strategic goal of the project is: poverty reduction of 120,600 households with the active participation of the poor, through improved livelihoods, strengthened capacity, sustainable farming systems and natural resource management, new and/or rehabilitated infrastructure development and increased access to technology, services and markets for their economic and social development.

²⁷ Partnership for Local Governance, an UNDP-funded programme to support decentralisation

7. The project objectives are: (a) Poor households are able to sustain increased food production and incomes from intensified and diversified crop, livestock production and other sources and manage their natural resource in a sustainable manner; (b) Rural poor have improved capacity to plan, implement and manage their own social and economic development, including rural infrastructure development; and (c) Government and other service providers able to support the rural poor (men and women) in a participatory and gender sensitive way to plan and carry out development programs that respond to the priorities of the rural poor.

Institutional setting, components and main activities

8. The project has been conceived with a peculiar institutional setting, as its coordinating unit was at first established in a special inter-ministerial task force, called Seila²⁸ Task Force, which was charged of implementing administrative decentralisation and de-concentration of services and of coordinating the efforts of various ministries departments at the various decentralised levels. By consequence, project implementation is decentralised to the provincial governments and involves the Ministry of Agriculture, Forestry and Fisheries (MAFF), the Ministry of Women’s and Affaires (MoWA) and the Ministry of Economy and Finance (MEF). At the end of 2006 the Seila Task Force has been phased out and the coordination of the programme has been transferred to the Project Support Unit in MAFF.

9. The project consists of three main components: a) agricultural investment; b) local development; c) institutional support.

Component	Objectives
Agricultural investment	<ul style="list-style-type: none"> ▪ farmer groups able to use improved technology and services; ▪ agricultural support systems effectively assist farmers to implement improved farming systems options; u ▪ se of natural resources by farmers is environmentally sustainable; and ▪ agriculture staff in the two provinces assist farmers in an effective and participatory manner
Local development	<ul style="list-style-type: none"> ▪ rural infrastructure have been built and/or rehabilitated; ▪ commune councils are functioning effectively, with equitable involvement of women and men in decision making; and ▪ commune councils, village-based organizations and user groups have improved capacity to sustain their own social and economic development program.
Institutional support	<ul style="list-style-type: none"> ▪ the executive committees of the provincial rural development committee are operating effectively and efficiently and gender is mainstreamed; ▪ decentralized and de-concentrated structure and procedures are functioning effectively from the commune councils to the provincial and national levels; ▪ MAFF and MoWA effectively and efficiently support their provincial departments in project implementation; and ▪ MAFF develops policy initiatives for decentralization and de-concentration in support of agricultural development and poverty reduction.

Progress to date

10. As for the **agriculture component**, the project approach consists in promoting farmers’ groups to channel assistance and training. Two types of groups are established: **Livelihood**

²⁸ “Seila” is a Khmer word meaning foundation stone and the name has been given for the government’s approach to decentralized planning and development

Improvement Groups (LIG), composed by the poorest households; and **Farming System Improvement groups (FSI)**, composed by less poor households and used as demo groups to test and disseminate agriculture improvement technologies.

11. All **LIG** members receive training; a packet of agriculture inputs (seeds, fertilisers, small animals) and a small amount of money (USD 20). The inputs are only provided in the first year after the training to give very poor households some initial capital to start their move out of poverty. The value of inputs will be repaid to the group revolving fund at the end of the season or production cycle in cash or kind plus interest at a rate to be decided by the group.

12. Village Extension Workers (VEWs) are selected by the group, one man and one woman. VEWs are trained and the group determines the remuneration of the VEWs on the basis of the interest earned by the revolving fund.

13. The **FSI** groups are formed among poor families who have land and access to some resources, but are not very productive because of lack of knowledge on improved agricultural technologies. Each FSI group starts with a 20-week training course run on the farmer field school (FFS) model. These demonstration farmers start their activities with some small inputs provided.

14. The project also trains Village Animal Health Workers (VAHW) in communications and technical skills and provides veterinary medicines and vaccines. The project promotes marketing of fresh fruit and vegetables, offers training for private sector input suppliers, and supplies regular market price information to project groups and communes. Fairs are organised at provincial level, open for all LIG and FSI group members, interested NGOs and private sector traders and input suppliers.

Table 1: RPRP - Progress in relevant indicators of agriculture component until July 2006

	2004	2005	2006 (6 months)	Total
LIG groups established	36	168	296	500
Total members	900	4200	7400	12500
Women members	284	1759	2576	4619
% women	31,56%	41,88%	34,81%	36,95%
Group leaders trained	98	578	748	1424
Women leaders trained	23	157	238	418
% women	23,47%	27,16%	31,82%	29,35%
FSI groups established	36	168	296	500
Total members	900	4200	7400	12500
Women members	230	1856	2040	4126
% women	25,56%	44,19%	27,57%	33,01%
Masters trainers FFS	0	51	88	139
Women master trainers	0	16	27	43
% women	0	31,37%	30,68%	30,94%
New VAHW	77	31	91	199
Women VAHW	8	4	24	36
% women	10,39%	12,90%	26,37%	18,09%

Source: elaborated from Annual Reports 2004 and 2005; Semi-annual report 2006; MAFF presentation to the mission

15. Last supervision mission (February 2006) found that beneficiaries of the 2004 and 2005 LIG and FSI groups appear to be enthusiastic and are already benefiting. The project help poor households ensure at least food security, as inputs supplied, in cash and kind, allow them to overcome food shortage periods without getting debts (see Box 1). Project support and training are also encouraging some groups to develop new production and marketing strategies (see Box) and go beyond subsistence and food security towards the development of small businesses.

Box 1: A widow and a deputy in Kampon Amil

Ms Chan Sey is a widow of Kampong Ampil village, she has four children, one married daughter, one girl, and two boys, one boy is a Buddhist monk. Before the RPRP, it was difficult for her to find food for 3-4 months a year, and she was obliged to borrow money or food. In 2005 she joined a LIV group, and became the deputy chief. With the 20 USD received from the project, as a group member, she bought chicken and pigs, animals feeding, vegetable inputs, and food for the family. When she has finished her rice, now she can sell her produce and buy food.

As a complementary activity, she collects wicker in the forest with her daughter and her son-in law and sells it to middlemen for basket making. The work of two people in one day can earn 2.5 USD. They tried to make and sell baskets instead, but it was too time-consuming and they decided that selling raw material is more convenient.

With the project she has reached food security, but has no money for special occasions. For example, for the marriage of her daughter, she had to sell a cow and her daughter invested her savings as a worker in a dressmaking factory in Phnom Penh. But now with the other women members of the LIV group they share ideas on how to improve livelihoods. With the cash from the project and the money they earned selling their produce they made cakes to sell in schools. Now they have proposed to the project to add watermelons as a crop for extension and inputs.

Source: PMG evaluation mission, January 2007

Box 2: « Peam Metry Community” in Svay Pok village

In an area particularly poor, affected by repeated droughts; RPRP formed two groups, one LIG and one FSI. The groups were very active, on the basis of project’s inputs they organised small businesses, selling products (cassava and cashew nuts). As they were going well, the provincial agriculture department decided to trust them and offer support for a cassava processing facility. The two groups merged in one cooperative, Peam Metry Community; all groups members (78 of which 28 female headed households) became cooperative members paying an entrance fee of 1,8 USD but only 48 (18 female headed households) paid one or two shares for an amount of 7 USD per share.

The 5 members of the cooperative board are elected: president, deputy, secretary, bookkeepers and supporting staff (who is a woman). The woman as supporting staff weights and keeps records of the product. There is no fixed division of tasks between women and men, the women also go to market the final product. Benefits are shared following the shares invested. Members performing specific works (for example, operating the cassava mill) are paid. Cassava crop is purchased from members and from non-members.

In future they hope to organise cashew nuts processing too, but the agriculture department follows a step-by-step policy (“one village one production”) in order to ensure full sustainability before supporting a new business.

Source: PMG evaluation mission, January 2007

16. The 2006 supervision mission was impressed with the number of initiatives underway to support **gender mainstreaming** in agriculture activities and acknowledged the improvement in the coordination between provincial departments of the MAFF and MoWA. The report highlighted that gender balance was achieved at field level but less so at higher staff level; and recommended more coordination between MAFF and MoWA at national level.

Table 2: Evolution of staff in RPRP

	2004	2005	2006
Technical staff at provincial level	20	20	20
Women technical staff	3	3	3
% women	15%	15%	15%
Provincial support staff	12	12	12
Women support staff	2	2	1
% women	16,67%	16,67%	8,33%
District technical staff	63	91	89
Women district staff	13	17	17
% women	20,63%	18,68%	19,10%
Community Extension Workers	18	66	144
Women CEW	9	43	73
% women	50%	65.15%	50,69%
Total staff	113	173	249
Women in staff	27	64	93
% women	23,89%	36,99%	37,35%

Source: Annual Reports 2004 and 2005; Semi-annual report 2006

17. As shown in Tables Table and Table , a steadily increase can be noticed in the presence of women among commune extension workers (CEW) and among beneficiaries, including beneficiaries charged with specific responsibilities (groups' leaders, master trainers, animal health workers). In the 2004 needs assessment, in ADESS project women among village extension workers were around 30%, while among VAHW they were only 6.5%. This result is achieved through affirmative actions as a quota of at least one woman in groups' boards (which are elected) and the rule of one woman and one man for commune and village extension workers are applied. No increase is registered among technical staff at provincial level, and the only women are the two ladies charged of gender (one each for province) and one charged of extension (in Prey Veng province).

18. In the frame of the **local development component**, the project has realised a number of infrastructure included in the **Commune Infrastructure Development Fund (CIDF)**. Last supervision mission (2006) remarked that "creation of need-based assets has strengthened the rural infrastructure and generally accelerated economic activity in the rural communities." Issues to be addressed for improvement are: durability of assets, operations and maintenance, sustainability of livelihoods, management of water resources and gender mainstreaming.

Table 3: RPRP - Progress in infrastructure realisation for local development component until December 2005

Infrastructure	Realised	Functional
Irrigation projects	24	18
Rural roads and tracks	134	85
Schools	42	n.d.
Latrine	10	n.d.
School furniture	16	n.d.

Source: 2005 Annual Report. The mission could not find any update in the 2006 Annual report.

n.d.: no data available

19. As for **gender aspects** in local development, the supervision mission was concerned that, "although women are consulted in the investment selection process, their priorities are not always reflected in the final selection of assets. Some schemes compatible with gender, as suggested by commune councillors, are wells, playschools/crèches (for working women), labour room/health centres, etc." The supervision mission recommended that around 10% of CIDF funds were henceforth allocated for gender friendly assets.

20. The 2006 supervision mission was also concerned that IFAD grant money for gender mainstreaming (AIT/IFAD) would have finished in 2006, but that work still remains to be done in development of suitable training materials and gender analysis in agriculture.

Activities of the Programme for Strengthening Gender Mainstreaming Capacities in Cambodia²⁹

Background of the Programme

21. After the first two phases of the IFAD regional GMP, AIT promoted a number of field studies, carried out by AIT students, on the projects where gender impact assessments were implemented by the GMP in the previous phases. These studies did not find much impact and follow-up of the gender assessment. By consequence, AIT decided to have a different approach in the third phase, and (i) concentrate more on a limited number of countries/projects; and (ii) offer a more continuing and built-in assistance, rather than external, one-time assessments. Cambodia and Vietnam were selected because AIT has already worked in these countries.

22. The activities of the AIT/GMP were implemented in the frame of the Gender Mainstreaming Strategy in the Agriculture Sector defined by MoWA which consists in the strengthening of the participation of women in agriculture and enabling them to contribute to agriculture productivity. Other development agencies are involved in this effort, namely UNICEF, FAO, ADB, Canadian cooperation.

23. Since 2000, in Cambodia, IFAD-funded agriculture projects are developed in the frame of the decentralisation effort. Seila Task Force, the governmental agency to implement decentralisation and deconcentration until 2006, had been implementing its own gender mainstreaming strategy in decentralisation, which was evaluated in 2005. The evaluation of the Seila mainstreaming strategy had concluded that (i) Seila Program demonstrates good practice with respect to gender mainstreaming; (ii) as a result of the strategy implementation gender awareness and commitment has increased across the board and action is being taken at the commune level; (iii) increased participation of women in local development planning and governance could be noticed. RPRP started in 2004 and could build on this previous experience.

Recommendations of the Seila Gender Mainstreaming Strategy evaluation addressed by the AIT/GMP

- | |
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| <ul style="list-style-type: none">▪ Develop gender sensitive sector policies for key ministries▪ Support at all level (commune, district, province) for the offices of Women's Affairs▪ the support to commune councils and provincial departments for gender monitoring issues and data analysis▪ reform and support of the gender focal points system▪ the development of more application based, sector specific training |
|--|

Objectives of the Programme for Strengthening Gender Mainstreaming Capacities in Cambodia

24. AIT/GMP intervention in Cambodia started in 2004 and at the beginning addressed the three IFAD-funded projects, ADESS, CBRDP³⁰ and RPRP. In the course of time, AIT/GMP has focused its activities on RPRP because: (i) ADESS closed in 2005; (ii) RPRP was at its beginning, and allowed more time to develop and implement activities; (iii) one of the programme objectives was the institutional strengthening of the Ministry of Women Affairs and RPRP institutional setting includes

²⁹ This is the name given by AIT to its programme in Cambodia and Vietnam. For consistency and ease, it will be abbreviated in GMP (Gender Mainstreaming Programme) like the rest of the IFAD/UNIFEM-funded programme in Asia.

³⁰ ADESS: Agricultural Development Support to Seila, closed in 2005; CBRDP: Community Based Rural Development Project, ongoing

the ministry and its local departments as project's implementers while CBRDP has less institutional linkages with MoWA.

25. The priorities of the AIT/GMP in Cambodia were identified on the basis of gender assessments in projects' areas and during a workshop (June 2005) where representatives of MoWA, MAFF, Seila Task Force and of the Ministry of Rural Development were participating and refined during several meetings.

Major areas of focus for gender mainstreaming activities in RPRP

Revision of gender mainstreaming outlines for the project	Agriculture Development Component	Develop flipchart for gender awareness training for farmers
		Develop training manual on gender analysis in agriculture for project staff
		Include sessions on gender in project's technical training on agriculture
	Local Development Component	Redefine the roles and responsibilities of women and children focal point in the project
		Support gender mainstreaming in Commune Implementation Plan (CIP) using existing guideline
		Provide linking support for social services for farmers
Redefinition of TOR and reporting format	Institutional support component	Promote women's participation in groups and associations
		Revise TOR for project staff and gender focal points
		Develop gender reporting format at sub-national level to be used for monitoring gender issues

Source: MWVA-AIT, *Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia, Lessons Learned, September 2006*

26. Objectives of AIT/ GMP were identified as follows:

- Empower women, particular the female farmers as agents of change, and strengthen their roles in decision-making, economic and social activities;
- Make the project implementation and M&E gender responsive; and
- Enhance capacity of line ministries and departments and provincial department of Women's Affairs (PDWA) for mainstreaming gender in their plans, policies and activities

27. In practice, AIT/GMP carried out the following activities:

- Series of meeting with all relevant stakeholders to identify and reach consensus on priorities and prepare work plans;
- Visits in the provinces concerned by RPRP and CBRDP to identify gender issues;
- Technical assistance to revise terms of reference for all agriculture and gender staff;
- Technical assistance for the development of gender based monitoring report format for agriculture and gender field staff;
- Financial support to implement some activities: Gender Flipchart, gender analysis trainings, gender in agriculture training manual;
- Publication on Lessons Learned;
- Backstopping Support;
- Regional Gender Mainstreaming Networking and organisation of a regional conference in Vientiane, Laos.

Calendar of AIT/GMP activities in Cambodia

2004	Desk study for the three IFAD supported projects in Cambodia, namely Community-based Rural Development Project (CBRDP), Agriculture Development Support for Seila (ADESS), and Rural Poverty Reduction Project (RPRP). Gender mainstreaming needs assessment for the three projects (December)
2005	Workshop to identify priorities in RPRP and CBRDP with government agencies working on IFAD supported projects (STF, MoWA, MAFF, Ministry of Rural Development) and work plan (June) Follow-up visit to RPRP (September) New work plan
2006	Visit to CBRDP and new needs assessment (February) Follow-up mission (June) Follow-up mission (July) Support to the production of gender training material and flipchart (June) Support to the preparation of training manual gender in agriculture (August) Support to the preparation of monitoring format Organisation of a Regional Workshop in Vientiane (August) Publication Lessons learned (September)

Description of the activities of the AIT/GMP in Cambodia

Gender mainstreaming needs assessment

28. The objective of the needs assessment for ADESS, CBRDP and RPRP was to (1) be informed of the strategies and activities of the IFAD-funded projects, namely ADESS, CBRDP, and RPRP, especially focusing on gender mainstreaming; (2) to make an initial assessment of the gender mainstreaming in each projects; (3) to suggest and further discuss on approaches/ strategies/ activities to strengthen the gender mainstreaming initiatives in each project.

Findings of the ADESS/CBRDP/RPRP gender mainstreaming needs assessment

Achievements/Opportunities	Challenges
<ul style="list-style-type: none"> ▪ Presence of trained gender focal point at province level. However, their activities are limited, and their status low ▪ Awareness on importance of integrating gender perspectives ▪ Presence of active women in the communities ▪ Participation of women in training ▪ Participation and recognition of women’s role in agriculture ▪ Younger generation of women getting better educated ▪ Stronger gender component in RPRP ▪ The arrangement of RPRP is flexible enough to meet the requests and demands from the commune ▪ Existence of national gender strategy and policies which give framework and guidance for the projects’ gender mainstreaming strategies and activities. 	<ul style="list-style-type: none"> ▪ Gender being equated to gender awareness and training not linked to the existing activities ▪ Lack of gender strategies ▪ Gender analysis not done or not linked to planning ▪ Lack of network for advocacy and of women’s groups organized around some specific issue of interest
Suggestions for gender mainstreaming in IFAD-supported projects	
<ul style="list-style-type: none"> ▪ Review of the existing gender policy documents and set gender mainstreaming goals as well as approaches for gender mainstreaming for the IFAD supported projects ▪ Gender analysis of the project area ▪ Formulation of gender objective and gender strategy ▪ Formulation of action plan to meet gender objective ▪ Review the TORs of project staff ▪ Development of indicators ▪ Training and briefing of project staff, group leaders, commune leaders ▪ Monitoring and documentation of good practices ▪ Review of activity and entry strategy 	

Revision of Terms of reference

29. AIT assisted MoWA in the revision of the Terms of Reference for all staff involved in RPRP. The revision clarified the roles of each one in mainstreaming gender and made all concerned stakeholders responsible for mainstreaming gender. It also indicated how the concerned stakeholders should work together. After a series of meetings organized between MoWA and MAFF as well as with provincial offices, the revision was finally approved by the project.

Box 3: Why the revision of TORs is important?

Ms. Phoung Sari, Deputy Director, Provincial Director of Women’s Affairs (PDWA) in Svay Rieng says, “Before revision of the TOR, the provincial department of agriculture (PDA) only implemented their own program. Gender mainstreaming activities were considered as women’s work. PDA hardly accommodated any gender activity in their program. Now the situation is better. Now PDA has schedule to sit with PDWA. For example, if they organize a three day training they allocate at least one day for gender concerns. Whereas they usually allocated only one or two hours for gender topics in three-day training before. Now a better working environment prevails in the project. PDA consults and discusses all activities. They discuss with PDWA to select participants of training, select training topics and training venues.

Ms. Kong Salorn, Deputy Director, Provincial Director of Women’s Affairs (PDWA) in Pvey Veng says, “Earlier, the coordination between PDA and PDWA was not so often and regular. There was less room for us (PDWA) to work for mainstreaming gender in the project. Now the coordination has been strengthened. Now PDA discusses and consults with PDWA to implement other components of the project. This has been done due to the revised TOR as well as the new monitoring reporting system. With improved coordination, PDWA is playing more roles in the project.”

Source: MoWA-AIT, Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia, Lessons Learned, September 2006

Agriculture and Gender Extension Tools

Flipchart on gender equity

30. AIT supported MoWA to develop **flipcharts** to promote the situation of rural women. The flipchart describes gender social inequalities, women's and men's roles in agriculture and women's rights.³¹ The flipcharts have been distributed to the Gender Focal Points at the provincial and district level, to commune extension workers (CEW) and to women and children focal points (WCFP) in the commune councils in Prey Veng, Svay Rieng as well as Kampot provinces. 600 copies of flip charts have been produced.

31. AIT also supported MoWA team to conduct a training of trainers' workshop for gender focal points in provincial and district level in RPRP targeted provinces. The objective of the training was to increase the knowledge and skills of the participants to effectively deliver the training and how to use the flipcharts. 113 people were trained under these sessions (112 women, 1 man).³²

Box 4: Why the flipchart is useful?

Ms. Yin Sitha, Commune Extension Worker of Me Bon commune of Prey Veng district, Prey Veng province says: "The newly developed flipchart has given me a new way to teach gender and discuss gender in agriculture. Before, I usually talked to farmers from my own understanding and knowledge of gender. But that was not good enough to make the farmers understand gender issues in agriculture. Pictures in the flipchart are very useful to make farmers who are mostly illiterate understand the different aspects of gender. It has made my work of gender sensitization among farmers much easier."

Source: MoWA-AIT, Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia, Lessons Learned, September 2006

Case-based training manual on gender analysis in agriculture

32. During a meeting in 2005, it was recognized that the current agriculture training manual was inadequate, since it did not present the gender issues which were relevant to the experience of villagers. Thus, a revised training manual based on actual village cases has been developed.

33. After consultation meetings to discuss the basic direction and framework of the gender training manual on agriculture, a consultant was hired to support MoWA and develop the training manual. MoWA team conducted several meetings and field visit to collect information for the case studies and use the real project's experiences. Through this process, a **training manual on gender analysis in agriculture** was developed, which is a more simplified version with practical experiences compared to the one that existed previously

34. Four training workshops on gender analysis in agriculture using the newly developed manual have been conducted by MoWA, with the support of AIT, for provincial and district technical support teams, provincial and district gender focal points, community extension workers and department of women's affairs in RPRP and CBRDP provinces (Prey Veng, Svay Rieng, Kompong Thom and Kampot). In total, 155 people (75 women) were trained.³³

Monitoring report format

35. After a reflection on the need to monitor the progress in gender mainstreaming and highlight the activities and achievements in gender mainstreaming to increase its visibility, MoWA and AIT developed an engendered agriculture extension monitoring system. A concept note on the gender

³¹ At least this is the mission's understanding based on flipchart pictures as the written explanations are in Khmer.

³² 125 women and 1 man, according to the 2006 Annual Report

³³ 198 total and 72 women, according to 2006 Annual Report

monitoring scheme was drafted and discussed with relevant ministries and provinces, so that the reporting format would be harmonized with existing formats, and would not create unnecessarily heavy burden on the field staff. Based on these consultations, a gender monitoring report format has been agreed upon and has been distributed.

36. The format consists of qualitative description of problems and success stories through concrete field cases involving men and women (example: “Describe one man/woman using a new agriculture technique not properly and explain why”); of quantitative follow up of issues like domestic violence and AIDS, literacy and work load; and of a section encouraging field staff to give her/his own analysis and suggestions of the problems/issues arisen.

37. The format is filled by commune extension workers and women and children focal points at commune level and discussed at provincial level. Reports and discussions at the provincial level are further consolidated into a gender analysis report of the project area, elaborating the gender issues, as well as the effects of the project, based on case studies (qualitative and not quantitative). The reports are used for annual discussion with sectors to refine the gender issues that the project need to focus on for the following year.

Box 5: Why a gender monitoring system?

When asked about what sorts of gender issues they have identified so far, the Women and Children Focal Points mentioned both agriculture-specific gender issues and those in general. Agriculture-specific gender issues include lack of modern agricultural skills among women, lack of credit for agricultural enterprise development, lack of irrigation facilities, lack of agricultural tools and inputs. General gender issues include women’s poor health and malnutrition, domestic violence against women, poor sanitation facilities for women, high illiteracy among women, etc. It should be noted that such non-agriculture related issues will not get reported if we use the conventional monitoring system where the focus does not go out of the project framework. It should be noted that agriculture development and poverty alleviation are both severely affected by such non-agricultural gender issues. *Source: MoWA-AIT, Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia, Lessons Learned, September 2006*

Publication on Lessons learned

38. In order to share the lessons learned from the process of gender mainstreaming in IFAD-supported projects in Cambodia, a brief overview document has been produced both in English and in Khmer (“*Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia, Lessons Learned*”, September 2006).

39. The publication was produced by a team composed of MoWA, AIT, MAFF, Ministry of Rural Development and the provincial departments of Women’s Affairs of RPRP and CBRDP provinces.

40. Contents include:

- Gender situation in agriculture in Cambodia;
- Gender mainstreaming in RPRP and CBRDP;
- Major challenges towards gender mainstreaming in the projects;
- Lessons learned from gender mainstreaming in IFAD-supported projects;
- Local gender issues are being documented and reported to address through new monitoring reporting;
- Flipchart enables local farmers to understand gender issues in agriculture;
- Emphasizing women in leadership;

- A well-defined TOR to ensure gender mainstreaming is everyone's responsibility;
- Clearly defined TOR can lead to better coordination between agencies involved in mainstreaming gender in the project;
- Case-based training manual, an enabling means for technical project staff to do gender analysis in agriculture.

Regional Workshop in Vientiane

41. The Regional Workshop on Gender Mainstreaming of IFAD Supported Projects in Laos, Vietnam and Cambodia was co-organized by AIT and Lao Women's Union with financial support from PMG and held on 3 – 5 August 2006 in Vientiane Laos. The workshop was attended by 50 participants from all the IFAD-supported projects in Laos, Cambodia and Vietnam, AIT and IFAD/UNIFEM programme coordinator. Seven people from Cambodia (two from MoWA, one from Seila Task Force, and one each from the four provinces of the two projects) participated in the workshop.

42. In the workshop, each country group shared its experiences in gender mainstreaming, especially focusing on a few selected topics. At the end of the workshop, all the three country groups presented their country plan of action based on the workshop learning.

43. The Cambodia team's work plan included: organisation of workshops on gender indicators and monitoring and evaluation; gender assessment; revision of gender based reporting format and system; gender analysis; building network with UNIFEM and sub region (Lao and Vietnam); and establishment of women farmer's income generation activities.

Technical assistance

44. In 2005, MoWA asked IFAD to hire a full-time national gender specialist for technical assistance to the ministry, as AIT staff was not present all the time. IFAD accepted but the experience was not successful and later MoWA decided they did not really need this type of full-time technical assistance.

45. An international consultant, hired by AIT to help MoWA develop the training manual on gender and agriculture, eventually assisted in the preparation of the booklet on Lessons learned.

46. Most of technical assistance has been supplied by the AIT/GMP programme coordinator, who carried out a number of missions and gave backstopping support to MoWA.

Findings of the Evaluation Mission

Introduction

47. At the moment of the GMP evaluation mission the project has been implemented for two years and a half, and the AIT/GMP for two years. Enough to see some results and reactions from the part of beneficiaries, but too early to assess impact, especially on the end-beneficiaries.

48. Moreover, as explained above, AIT/GMP intervention was carried out in the frame of a more comprehensive effort to mainstream gender promoted by the Cambodian government and supported by several donors. However, as far as possible, the GMP evaluation mission tried to single out the impact of the specific inputs given by the programme.

49. As detailed below, the mission could appreciate first results of an interesting approach at institutional level and much interest and even enthusiasm from the part of field staff and project's beneficiaries.³⁴

Impact at institutional level

50. AIT/PMG institutional support and capacity building is considered positive by the institutional beneficiaries, the gender mainstreaming unit at the Ministry of Women's Affairs and relevant MAFF staff.

51. According to them, AIT helped in introducing gender as a new concept in agriculture. AIT helped (i) in creating spaces for dialogue among various stakeholders; (ii) in networking at national and regional level; and (iii) in identifying objectives and preparing work plans. Using a participative approach, AIT carried out joint missions with MoWA staff on the field; and gave useful inputs in some technical aspects, mainly in field research, reporting, linkages with local authorities, tools development.

52. AIT/GMP is also appreciated as one more tangible sign of IFAD's increasing support to gender mainstreaming, which will continue with the new IFAD project (RULIP, Rural Livelihood Improvement Project, in course of negotiation). The grant support is particularly welcome also because loans are considered not flexible enough to cope with gender needs. GMP financial resources complemented project's resources, as no money, for example, was budgeted for workshops, and also paid for two national consultants who helped develop the gender tools.

53. The work with AIT/GMP facilitated the gender mainstreaming work with other projects (FAO, ADB); and new projects (ex: ADMAC funded by CIDA) build on IFAD-funded projects' lessons. Tools developed with AIT support are also used by other projects (CBRDP, ADMAC) and in particular MoWA plans to distribute the flipchart on gender equity to all provinces.

54. The participation to the Vientiane workshop has been appreciated and this type of regional workshop considered interesting for experience sharing and learning.

55. MAFF staff highlighted one weakness of AIT support in gender training offered to project beneficiaries, which, according to them, is too basic, lacking application of gender analysis on specific topics. As the manuals and extension material developed by AIT are available only in Khmer, their evaluation has not been possible. However extension workers told the mission that during technical training to each technical topic a "gender view" is attached. Of course this is a work that could be further improved.

56. Another weakness identifies by agriculture component implementers is AIT capacity to supply vocational training. At the moment RPRP objective is to strengthen the groups already established, but next step will be to identify and develop income generating activities and the AIT capacity to do the job is questioned. The mission's point of view is that AIT/GMP is not supposed to do all the gender work in the project, nor to teach women how to dry tomatoes. The task of the programme is to explain what is gender mainstreaming and how to implement it to staff, to help develop work plan, and help engender training, extension and monitoring tools. Other more appropriate institutions can be called for to give specific vocational training.³⁵

57. AIT/GMP further assistance is requested by MoWA and the project to consolidate and follow up the work done, in particular gender monitoring and in general gender supervision. MoWA complains that gender supervision is not mainstreamed in regular project supervision and gender

³⁴ Please see mission's activities and list of persons met and documents consulted in annex.

³⁵ Interesting suggestions are given in Supervision Reports, see for example § C in *Field Report Supervision Mission*, by Peter F. Wilson, March 2005

recommendations from gender missions are not always implemented. On the other side, UNOPS manager complains he has not enough information on the gender mainstreaming programme activities. This shortcoming could be overcome by (i) clarification of the supervision procedures to MoWA; (ii) more collaboration of MoWA in drafting the terms of reference of supervision missions; and (iii) more proactive participation of MoWA to supervision missions.

58. Another preoccupation is the future of collaboration between MAFF and MoWA because of difficult communication inside MAFF for the multiplication of project support units. The UNOPS supervisor also expresses concerns about the continuation of the inter-ministerial collaboration with the new institutional setting. As a first solution, MoWA and MAFF already set up a Gender Mainstreaming Action Group (GMAG) in MAFF to replace the MAFF gender focal point who had too low a status, and this GMAG should coordinate gender mainstreaming actions of PSUs.

59. This issue of collaboration between agriculture and gender is very critical at provincial level, where the project is concretely implemented, and should be followed very closely not to waste the capital of good interaction reached during the first years of the project.

Impact at project's staff level

60. In order to evaluate the impact of AIT/GMP programme on project's staff, the GMP evaluation discussed with implementing personnel at provincial, district and commune level (i) the new integrated approach "gender in agriculture" and (ii) the specific training and tools supplied with the help of the programme.

61. In provincial offices, the most appreciated results of the work done are: improved coordination between agriculture and gender departments; improved understanding of what gender mainstreaming is all about and how to implement it; gender mainstreamed at every level; gender applied to agriculture extension; gender included in reporting; the integration of social issues as the fight against domestic violence and illiteracy in extension work. These "gender" issues (girls schooling promotion; maternal health; sanitation) have been in some cases included in commune investments of villages also outside RPRP's target communes.

62. As for the **tools** developed by AIT/GMP, manuals are apparently not much known/used. The monitoring forms are still at a "test" phase³⁶: they are seen as a complement to the UNICEF manual for gender focal points, and, according to staff, should be improved and become more user-friendly.

63. The flipchart on gender equity can be considered a great success (even if its effectiveness depends on the skill of the person doing it): helps staff explain to farmers what is gender; it is very appropriate with illiterate people; it raises interest from both men and women. Provincial staff and women and children focal points insisted for larger diffusion, to all communes and even all families!

64. Gender balance in field staff (women and men commune extension workers); training of trainers for CEWs; and training for the use of the flipchart, are also judged positively, as improving the capacity of outreach of women-farmers, before not considered.

Impact on beneficiaries

65. As for the impact of AIT/GMP on project's beneficiaries, the evaluation is limited to beneficiaries' reaction to the project's linkage between agriculture and gender; to beneficiaries' appreciation of the gender sensitization using the flipchart; and to some signs of increased empowerment of women (women leadership, economic empowerment).

³⁶ The mission could see some monitoring forms filled-in, but could not read Khmer.

66. The linkage between agriculture and gender is not new to beneficiaries, as many agriculture tasks are traditionally performed by women, and more still because of men migration. AIT needs assessment in 2005 highlighted that women were very numerous at training sessions especially for small animals raising. In RPRP, around 30% of trainees on all topics are women. Less women participate to agriculture demos for FSI (maximum 20%).³⁷ According to project's staff, in Farmers Field School women are more numerous than men (due to out-migration and labour). According to beneficiaries, often families send young women (daughters) to attend training.

67. Gender sensitization with the flipchart is usually attended by both men and women. Men and women agree that with project activities and sensitisation, domestic violence³⁸ has been reduced and there is more sharing of work and responsibilities in the family. Women have learned their right to equality and men let them go to farmer field school and training sessions. Men said they "found good feeling with their wives". The general opinion is that if food security is ensured, also tensions in the family would lessen.

68. Women leaders in groups are still a minority, but are increasing, as shown in Table . In Svey Rieng, women leaders in LIG groups are 23% (in these groups women heads of household are 38.6%) while in FSI groups are 10.6% (34.8% of women heads of household).³⁹

69. In some groups, women start discussing among themselves on common interests. In Kampong Ampil village, women of the LIG group share ideas on how to improve livelihoods. For example they decided to use money earned with the sale of animals received from the project to make and sell cakes out of the school. This activity allowed them to earn extra money.

Partners' performance

70. **IFAD** as the promoter of the programme and donor of the project had a major role in matching the two of them. IFAD GMP headquarter coordination met AIT before launching the programme and discussed the objective and approach. AIT concept paper was received by IFAD and transmitted to UNIFEM to be integrated in the general UNIFEM/GMP proposal. According to AIT, IFAD country programme manager successfully intervened to introduce the AIT team and help explain AIT/GMP role. Later the information flow between AIT and IFAD country manager dried up and IFAD manager was not updated on the programme activities and impacts.

71. **UNOPS** also complains not to be informed of the AIT/GMP objectives, approach and activities. As discussed above, MoWA felt that gender recommendations were not endorsed by supervision missions. The mission point of view is the supervision reports discuss gender issues and concerns, and also give some useful recommendations. Apparently the problem has been either that MoWA was not enough involved in the supervision mission or that MoWA staff was not aware of how to transmit their concerns to supervision mission.⁴⁰

72. **UNIFEM** has regularly received reports from AIT and regularly sent the grant money. The UNIFEM/GMP coordinator participated actively in the Vientiane workshop and her intervention was appreciated by Cambodian delegates. Overall, apart from the workshop, the AIT/GMP was completely independent of the UNIFEM/GMP, whose approach has been completely different.

³⁷ Source: Annual Reports

³⁸ Domestic violence is an important issue in target areas: according to 2005 Seila Gender Mainstreaming Strategy evaluation, in 2004 domestic violence prevention scored first among gender priorities in the gender section of the commune plans.

³⁹ Source: Svey Rieng PDA presentation

⁴⁰ For example, the mission had the impression that our own mission was considered by MoWA as "gender supervision" and our recommendations as binding. The mission tried to clarify respective role of AIT, supervision and evaluation mission.

Lessons learned

At GMP level

73. The country approach for gender mainstreaming is more effective and sustainable if supported by **national agencies** and implemented in the frame of **national strategies**. AIT programme was designed in collaboration with the Ministry of Women's Affairs and included in a national strategy which involved other major donors.

74. The **timeliness** of AIT/GMP intervention, at the beginning of the project, much helped to strategically include it in project implementation.

75. The commitment and support of IFAD **country programme manager** has been important to introduce AIT team and clarify its relationship with the project.

76. **Supervision** agencies should be included in information feedback on the GMP in order to be able to follow results and give relevant recommendations.

77. A full time **technical assistance** is not always necessary. The remote backstopping support from AIT gave the necessary inputs but let the beneficiaries (MoWA and project staff) the space and opportunity to gain self-confidence and develop their own approach.

78. Much of the appreciation of AIT assistance comes from the **participatory approach** adopted: AIT staff did not impose pre-defined priorities or modalities, but listened to the clients' needs. This is apparent in the number of meetings held with stakeholders and in the "brainstorming" approach adopted during the meeting.

79. A **continuing assistance** by the same consultant (if successful) ensure consistency of approach, regular follow up and more accountability compared to isolated missions.

80. It can be questioned whether a regional or, as in this case, **sub-regional approach** is necessary or maybe the same or better results can be obtained with a country programme implemented by a national institution. The Cambodia experience highlights two strengths of the sub-regional approach:

- the support from an external, international, well-known specialised institution sponsored by the main donor can have a stronger influence on a sensitive and often questioned issue as gender mainstreaming;
- an international management (regional or sub-regional) more easily allows to organise spaces and times of experience sharing, comparison and networking at regional or sub-regional level.

81. AIT/GMP suffered the same lack of institutionalised **feedback and information flow** mechanisms between partners of the rest of the GMP, risking to progress in (relative) isolation.

At project level

82. The institutionalised involvement of the Ministry of Women Affairs (or other national agency) in the project and the strengthening of its capacities at all levels (national, regional, local) promotes high level endorsement, long-term sustainability and facilitates coordination with other relevant ministries.

83. Gender mainstreaming is more effective if built-in in design and implemented from the beginning with institutionalised tasks.

84. RPRP has a gender mainstreaming budget. Although ideally, all components should be allocating their own budget for gender mainstreaming activity, this rarely happens. Thus, having an earmarked gender budget makes it easier to do gender mainstreaming work and make the gender work more visible. RPRP also stipulates and implements the gender balance in community extension workers.⁴¹

85. Attention to gender issues and collaboration between gender staff and other agencies' staff should be continuously encouraged and followed-up.

86. Gender policies must be translated in concrete actions and work plan at local level, to avoid marginalisation of gender staff in local governance.⁴² Gender staff should have the same working means of other technical staff.

Recommendations

For the GMP

87. In Cambodia AIT has worked with the Ministry of Women Affairs and its provincial departments. In Vietnam and Laos AIT implemented the GMP through institutional strengthening and capacity building of National Women's Unions. It would be interesting to carry out a comparative analysis of the two approaches.

88. The gender and agriculture monitoring format are an innovative tool that should be improved following staff suggestions and evaluated. This qualitative type of approach to monitoring could complement the quantitative monitoring. In the same time, it can be an alternative (and/or a complement) to regular qualitative beneficiary assessments.

89. All the "gender and agriculture" approach in Cambodia projects appears promising and a specific case study should be carried out at a later implementation phase of the project.

90. AIT should ensure regular feedback to IFAD relevant management and proper dissemination of lessons learned.

For the project

91. LIV and FSI groups are a good instrument to begin and organise farmers and channel assistance. When the groups evolve from a mere "recipient" role to a more active role, and express specific initiatives, probably they will split and merge according to shared interests. LIV and FSI groups should not be considered a fixed unit of intervention for the project and group strengthening should be done on groups organised around common interests.

92. In order to encourage women's empowerment (more benefits, more control on resources, decision making and access to leadership), the project should explore the interest of women beneficiaries to organise themselves in women-only groups to carry out specific activities (saving and credit, income generating activities).

93. In groups' strengthening, training for leaders, and in particular women leaders, should be included. Men and women leaders should be encouraged to present themselves for the commune counsellor role, and trained to satisfactorily accomplish their tasks. Groups that are starting to discuss

⁴¹ From AIT Gender Assessment, 2004

⁴² From the lessons learned of Vientiane workshop.

needs and livelihood strategies among members should be encouraged to bring these issues into consideration of commune councils.

94. One of the more interesting features of the project is the collaboration between gender and agriculture staff and the improved outreach of women as farmers. The project should pursue this approach and increase the number of women participating to training and demonstration, adapting contents and modalities of knowledge transfer to women's needs and preferences. The monitoring tool developed by AIT/GMP can be useful to identify constraints and solutions.

95. MoWA staff should participate more actively to supervision mission in order to transmit their concerns and integrate gender recommendations in supervision reports.

Note: The present report is a case study related to a larger evaluation of the Evaluation of the Programme for Mainstreaming Gender in Poverty Reduction in Asia (GMP). It will be an annex of the final evaluation report. Its main findings will be included in the main report. Other two case studies are part of the evaluation: on GMP support to Matale Project in Sri Lanka and to the Linjiang Women's Resource Centre in China.

The evaluation mission wishes to express gratitude to the Ministry of Women's Affairs, the Ministry of Agriculture and the RPRP implementing staff at national, provincial, district and commune level and all project's beneficiaries who shared some of their time, experiences and opinions with the mission.

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- Rural Poverty Reduction Project, Annual Progress Report, 2004
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- Rural Poverty Reduction Project, Semi-Annual Progress Report, 2006
- UNOPS, Aide-Memoire Supervision Mission, February 2006
- UNOPS, Aide-Memoire Supervision Mission, May 2005
- UNOPS, Field Report Supervision Mission, by Peter F. Wilson, March 2005
- Rural Poverty Reduction Project, Results Impact Management System (RIMS) . Baseline Survey, August 2006
- Evaluation of the Seila Gender Mainstreaming Strategy 2001-2005, presentation by Helen Brereton, June 2005
- Presentation on Decentralisation & Deconcentration, Experience of Agricultural development Projects, January 2007
- Presentation on Gender and Agriculture in IFAD supported Projects, January 2007
- Presentation on Suggested next steps to advance gender mainstreaming in the next phase of D&D Reform, by Sok Chan Chhorvy, June 2005
- MOWA-AIT, Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia, Lessons Learned, September 2006
- AIT, Terms of Reference for the Asian Institute of Technology (AIT) for the project “Strengthening Gender Mainstreaming Capabilities in IFAD Projects in Cambodia and Vietnam”
- AIT, Needs Assessment Report on Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia, December 2004
- AIT-Gender and Development Studies, Final Activity Report, Strengthening Gender Mainstreaming Capacities in IFAD-supported Projects in Cambodia and Vietnam, October 2006

Programme of Work of Evaluation Mission

Tuesday 18 January	<ul style="list-style-type: none"> - Rome - Meeting with the Cambodia country programme manager at IFAD
Friday 26 January	<ul style="list-style-type: none"> - Bangkok - Meeting with the AIT/PMG programme coordinator
Monday 29 January	<ul style="list-style-type: none"> - Phnom Penh - Meeting at the Ministry of Agriculture/RPRP support unit - Project overview with presentations by MAFF/RPRP, MoWA/RPRP and National Committee for Decentralisation and Deconcentration - Meeting at the Ministry of Women's Affairs - Travel to Prey Veng province - Meeting with Prey Veng provincial departments (agriculture, women's affairs, NGOs, PLG/UNDP) - PDAFF presentation
Tuesday 30 January	<ul style="list-style-type: none"> - Field visit in Prey Veng: - Kamchay Mear district, Sieng Khieng commune, Thnot village - Meetings with two LIV groups and one FSI and one LIV beneficiaries, CEW, village extension workers, gender focal points, district technical staff, commune counsellors - Field visit in Prey Veng district, Chrey commune, Svay Kun village - Meeting with two LIV groups, CEW, women and children focal points, district technical staff - Travel to Svey Rieng
Wednesday 31 January	<ul style="list-style-type: none"> - Meeting with Svey Rieng provincial departments (agriculture, women's affairs, PLG/UNDP) - PDAFF presentation - Field visit to district: Romeas Hek, Dong Commune, Svay Pok Village, Peam Metry Community - Meeting with a cooperative for cassava processing and marketing (formed by one LIV and one FSI group); commune counsellor, district technical staff, gender focal points, CEWs - Field visit in: Rom Doul, Kampong Ampil Commune, Kampong Ampil Village - Meetings with one LIV group, one LIV beneficiary, village extension workers, CEW, women and children focal points - Travel back to Phnom Penh
Thursday 1 February	<ul style="list-style-type: none"> - Bangkok - Meeting with the UNOPS country manager

During the field visits, the mission was accompanied by Mr Hok Kimthourn, M&E team leader, MAFF/PSU; Ms Mok Sopheap, RPRP team, MoWA; and Ms Top Mony, RPRP team, MoWA

LIST OF PEOPLE MET

Youqiong Wang	M	IFAD Country Programme Manager, Rome
Sanjay Mathur	M	UNOPS Senior Portfolio Manager, Bangkok

IN CAMBODIA

Sok Chan Chhorvy	F	MoWA, Secretary General, Responsible for Gender Mainstreaming
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Meeting with MAFF/PSU and MoWA 29/01/07

Ouk Vuthirith	M	DNPC, MAFF PSU
Ung Dan Rath Moni	M	Advisor, UNDP/IFAD
Hok Kimthourn	M	M&E team leader, MAFF/PSU
Meng Sakphouset	M	Advisor , PSDD
Mas Nahidi,	M	PSDD
Som Suon	M	M&E, MAFF PSU
Mok Sopheap	F	RPRP team, MoWA
Top Mony	F	RPRP team, MoWA

Meeting in PREY VENG PROVINCE DEPARTMENT OF AGRICULTURE

Yous Moni	M	Director, DAFF
Von Bonnarith	M	PAA, PLG
Bok Vanna	F	PAA,PLG
Chim Bunrith	M	ExCOM
Kong Salon	F	Deputy, PDWA
Kev Neah	M	PAD
Preap Phalla	F	PTST/Gender, PDWA
Sem Vannak	F	Gender PDWA
Yorn Thooun	F	Team leader CCASVA/NGO
Chou Bulean	F	Project coordinator CWED/NGO

Meeting in Svay Rieng PROVINCE DEPARTMENT OF AGRICULTURE

No	Name	Sex	Institution	Position
1	Tach Ratana	M	PDA	PPC
2	Ear Chong	M	PSDD	TA
3	Chu Cheythrith	M	PSDD	TA
4	Phin mom	F	PDA	PTST/Gender FP
5	Phoung Sary	F	PDWA	Deputy director
6	Chhen Sophan	F	PDWA	Focal point
7	Chea Saron	M	PDA	PTST
8	My Yoeun	M	PTST	DPPC

Province: Svay Rieng
 District: Romeas Hek
 Commune: Dong
 Village: Svay Pok
 Peam Metry Community

No	Name	Sex	Institution	Position
1	Sam Phally	M	Romeas Hek district	DTST
2	Preap Sophear	F	Dong Commune	CEW
3	Sor Chhoy	M	Dong Commune	CEW
4	Chhim Sophorn	F	Svay Rieng	PTST
5	Preak Samoeun	F	Romeas Hek	DTST
6	Peak Sarin	M	Dong Commune	CCs
7	Ear Chong	M	Svay Rieng	TA
8	Tep Mony	F	MoWA	Focal point/RPRP
9	Phin Mom	F	PTST	Gender Focal point
10	Mok Sopheap	F	MoWA	Deputy Director
11	Poung Sary	F	PDWA	Deputy Director
12	My Yoeun	M	PTST	DPPC
13	Hok Kimthourn	M	MAFF/PSU	M&E Team Leader

Province: Svay Rieng
 District: Rom Doul
 Commune: Kampong Ampil
 Village: Kampong Ampil

No	Name	Sex	Institution	Position
1	Has Saly	M	Rom Doul	DTST
2	Koy Ulav	F	Rom Doul	Gender Focal point
3	Mom Chhara	M	Village	VEW
4	Ron Sorn	F	Village	VEW
5	Oung pho	F	Kampong Ampil	WCFP
6	Chan Sey	F	Kampong Amil	Deputy chief LIV

EVALUATION OF THE PROGRAMME

FOR

MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 8

CASE STUDY 3: LIJIANG CULTURE AND GENDER RESEARCH CENTRE, CHINA

EVALUATION OF THE PROGRAMME

FOR

MAINSTREAMING GENDER IN POVERTY REDUCTION IN ASIA

ANNEX 8

CASE STUDY 3: LIJIANG CULTURE AND GENDER RESEARCH CENTRE, CHINA

I. PROJECT BRIEF (ORIGIN OF THE CENTRE)

A. Introduction

1. Lijiang Culture and Gender Research Centre (CGRC) established in October 1999 with the initial seed funding support from the Government of Japan to IFAD Gender Mainstreaming Project in Asia and the Pacific through AIT (Asian Institute of Technology). It is a non-profit and non-governmental organization. The centre establishment was a result of a decade long collaboration between ethnic culture and gender research scholars from both Kunming and Lijiang and the Gender and Development Centre at the Asian Institute of Technology. One person that they frequently mentioned who have proved enormous help to them is Dr. Govind Kelkar. According to their record, it is the first minority area based NGO in gender studies.

B. Target group and objectives

2. Theoretically, the targeting group of the centre is all the individuals (both men and women) in the entire Lijiang area since there is no limitation on who could and could not apply for the membership of the centre. However, to be more specific, the major targeting group of the centre is all those men and women who are interested in the fields of minority cultures, gender, ecological and environmental protection and sustainable development. Or who are committed to provide support to cultural and gender training and local women's empowerment (economically and socially). These include individual researchers and practitioners from research and educational institutions, governments and other societal organization, such as media and companies and etc.

3. The main objectives of the centre are:

- (a) To contribute to economic and cultural sustainability and development;
- (b) To promote gender equality and community development in specific Naxi and other nationality areas;
- (c) To identify and train qualified researchers in ethnicity studies; to explore research approaches and methodologies which are appropriate to specific Chinese situations.

C. Institutional setting, components and main activities

4. Lijiang Culture and Gender Research Centre officially registered with Department of Civil Affairs at Lijiang County as one grassroots NGO. A two-storey house with two office rooms and four dormitory rooms with backyard has been rented for the Center office. The office is equipped with computer, internet connection, telephone and fax. The Initial executive officers were (two males and two females):

- (a) **He Zhonghua**, Director, Associate professor, Yunnan Academy of Social Sciences;
- (b) **Xi Yuhua**, Deputy Director and Secretary General, Professor at Dongba Culture Research Institute, Lijiang;
- (c) **Yang Fuquan**, Deputy Director, Associate professor at Yunnan Academy of Social Sciences;
- (d) **Yu Xiaogang**, Deputy Director, Professor at Yunnan Academy of Social Sciences and AIT.

5. Over thirty members from various research institutes and grassroots women's organizations actively participate in various activities of the Center. One part time staff works as secretary and all other members including executive members work on voluntary bases.

6. In 2006, the centre had changed their executive team members due to various reasons. The key reasons are: some members had been promoted with higher level responsibilities and others had health difficulties to continue follow through all the activities of the centre. So, all the formal executive members became advisors to the centre and the new executive team formed (two males and three females):

- (a) **He Hong**, Director, Associate professor at Dongba Culture Research Institute, Lijiang;
- (b) **Mu Chunyan**, Deputy Director, Associate professor at Lijiang Junior College on Teacher Training;
- (c) **He Jiquan**, Deputy Director, Assistant librarian at Dongba museum in Lijiang;
- (d) **He Limin**, Deputy Director, Associate Professor at Dongba Culture Research Institute, Lijiang;
- (e) **Li Dejing**, Deputy Director, Vice President of Dongba Culture Research Institute, Lijiang.

7. All the members of the centre are working on voluntary bases without any compensation of any kinds.

8. Due to the renaming of the Lijiang County (now it is named as Yulong City), the legal name of the centre is renamed as: **Yulong Culture and Gender Research Centre**.

9. The centre has developed its own article. Since most of the members are associated with different institutions, it is important to set up a regular meeting system. The major agenda of the meeting (usually once a month) include information exchange, report on current activities and discuss emerging issues related either to centre development or project activities. Occasionally, training of centre members on new theories or research techniques become important components of the meeting activities.

10. The scope of activities designed by the centre including the following:

- (a) Understand the needs of both ethnic communities and women within those communities through research and survey work;
- (b) Strengthen traditional ethnic cultural and empowering marginal groups and ethnic minorities in development through training and project participation;
- (c) Support grassroots women's organization through training and capacity building;
- (d) Organize training courses and develop train materials related to gender and development;

- (e) Collect and disseminate the successful cases of cultural and gender development, poverty alleviation and provide useful information to the government for better decision-making;
- (f) Encourage domestic and international academic exchange of information and knowledge;
- (g) Publish materials related to cultural and gender studies in China; and
- (h) Establish an archive for culture and gender studies, which include historical documents, books, academic papers, audio-visual materials.

11. Major projects of the centre or activities participated by members of the centre since its establishment include both projects with funding support and activities that centre member participated but funding through other institutions. By classification, they can be grouped as 1) capacity building activities (including participating in training and conferences) and project implementation activities.

12. The major capacity building activities that the centre has organized or centre members have participated include:

- (a) Organized “Gender, minority area development and natural resource management training workshop” in Lijiang in June 2000. The workshop invited experts from Chinese University of Hongkong, Chinese Academy of Social Sciences and Yunnan Academy of Social Sciences to offer training. 40 Participants to this workshop included not only the members of the centre, but also government officers from Lijiang city, some townships as well as forest protection agency;
- (b) Co-organized the training workshop on Community Based Watershed Management in Lashi wetland fishery villages with International Institute of Rural Reconstruction, Philippines. In August 2001, 65 participants most of them were villagers, participated in the workshop. Two key researchers of the Center coordinated the workshop. OXFAM America supported the workshop;
- (c) Organized “Gender Development in China” third annual workshop in Lijiang in August 2002. More than 80 participants attended the workshop. The activity was funded by Oxfam Hong Kong;
- (d) Ten members of the centre participated in 6 international workshops/training/ conference either as participants, speakers or coordinator (see Table 1). The one which is directly funded by IFAD as one of the GMP activity is the regional conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia, May 10-12, 2005. Two members from the centre participated;
- (e) Fifteen members participated in various domestic workshops/trainings (see Table 1) organized by other institutions.

13. Centre research and project activities include (major ones):

- (a) Two members participating in PRA methodology training in Lashi in August 2000;
- (b) Two members participated in Gender assessment work on IFAD project in 2000;
- (c) Center Members are leading a Community Development project in Lashi Township, with programs including Women’s Microcredit, Capacity Building, Fishery management, funded by Oxfam America in 2000-2001;

- (d) Carried out “Photovoice” project with The Nature Conservancy in 11 villages of 3 different townships (Lashi, Baisha, and Tacheng) in May 2001-June 2002. The project goal was to involve villagers in the protection and management of their own natural resources and cultural capital. Nine members of the centre participated in the project either as advisors or coordinators;
- (e) Launched the development project of Lijiang Naxi Autonomous County as Ecological Tourism Demonstration Area, supported by Japanese Embassy to China in 2002. The project was carried out in Wenhai village, in Lijiang’s Baisha Township;
- (f) Successfully obtained some additional operational funding from the Ford Foundation in Beijing to cover some day to day activities, including publication of research reports;
- (g) Some members participated in Photo-story project in collaboration with one NGO based in Kunming as a follow up activity to photo-voice and one book published;
- (h) Some Center Members were implementing Oxfam America’s “Community Ecological History” capacity-building program in 2002-2003;
- (i) Implemented project on “Changes in gender roles and women’s roles in the process of urbanization in Lijiang” between 2005 and 2006. This is the only second project came as direct GMP activity with funding support. 12 members from the centre participated in the project.
- (j) According to the project design, three gender awareness training activities were carried out in project villages with technical support from Gender and Development Network members from Kunming. About 60 people participated in the training. Apart from these, exchange visits between project communities were organized to see fruits production as well as livestock productions. Technical training activities were also organized according to the needs of local people on horticultural production and pig raising;
- (k) Various members of the centre have participated in projects that implemented by other institutions and played major roles in project field activities and report writing;
- (l) Carried out various gender equity advocacy activities in collaboration with Lijiang County Women’s Federation in coordination with Celebrating Beijing plus 10 and had wide media exposure in 2005;
- (m) Some case studies on specific issues funded by the centre have been continuously carried out by the members of the centre when resources and opportunities are available, such as gender and land tenure, women’s enterprise activities and etc;
- (n) Other small supporting activities to other institutions and individuals include:
 - i. Donated on recorder to a village school for the teachers to collect local Naxi children’s folk songs;
 - ii. Provided small amount of fund to a township Dongba women cultural study centre for training materials preparation;
 - iii. Provided small fund to support village women’s computer training activities.

D. Progress to date

14. It is difficult to capture some progress with quantitative measures as a lot of activities were targeted at capacity building of the staff of the Centre as well as gender awareness of the individuals

and communities participated in projects. However, there are some indicators that could be used to measure the progress to date. These include number of publications and the size of the centre, or some other indicators.

- (a) A book entitled “Gender, Natural Resources and Cultural Development in Minority Areas” was published in December 2005. The editor of the book is He Zhonghua with Xi Yuhua as co-editor. It is a collection of 24 articles from 9 members of the centre based on their past research. The funding for publication was provided by the Ford Foundation in Beijing;
- (b) A second book of the same series is in press which includes collections of 35 papers from 17 members of the centre;
- (c) A book with a collection of all relevant research findings by Professor He Zhonghua on both gender and cultural issues in Lijiang was published;
- (d) At least 10 members from the centre can independently carry out research projects through these years of participation in centre activities;
- (e) 4 research reports were produced on “Changes in Women’s Role and Gender Role in the Process of Urbanization”;
- (f) A series of other research and survey reports related to gender, natural resource management and community development are in press;
- (g) Established strong and active network with project participants from communities, governments, national and international individuals and organizations;
- (h) Although the number of members at the centre has not been changed much in the last few years and has been maintained around 30 people, new members who are relatively young and active did join the centre. For example, the two members from the executive team (Mr. He Liming and Mrs. Mu Chunyan);
- (i) It appears that the current members are coming from much more diverse background. I was told that in the early stage, most of the members came from Dongba Cultural Research Institute. Now, nearly 2/3 of the members are from institutions other than Dongba Culture Research Institute;
- (j) Due to active participation of Centre members to various domestic and international activities and excellent work produced by the centre, many people from outside visited the centre. For example, participants from a World Bank provincial level capacity building training workshop on poverty alleviation had used this centre as a site one of the field visits. The main interest was that on the invitation by the national poverty office, the centre introduce how successfully and actively they had been playing a role in poverty alleviation as an NGO and how they collaborated with the government. The Ford Foundation also led a 45 member delegation to visit the project sites of the centre. The centre also received visitors from Germany, the Netherlands, Japan, Thailand, Italy and the Philippines.

II. Activities of the Gender Mainstreaming Programme in CGRC

A. General activities

15. Since the centre is exclusively focused on culture and gender research centre, all of the activities carried out by the centre members have been focused on gender mainstreaming either

through studying gender differences or through gender empowerments (training, increasing awareness, and encouraging more women's participation in projects) activities. Among more than 30 activities listed by the centre, all of them have had emphasize on gender equity and gender balanced participation and development. Also, all the activities to some extent have been the process of training for project staff and stakeholders on gender awareness among other skill training. Only one activity that two centre members had participated belonged to gender impact assessment work – the gender assessment study on IFAD Micro credit project in Wuling Mountain. But the members participated as consultants.

B. Gender Mainstreaming Programme Activities

16. Apart from the initial seed funding provided by IFAD to support the establishment of the centre, there were only two other activities directly related to MGP. One was the participation of two centre members to the IFAD/UNIFEM and IDRC jointly organized the regional conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia in 2005. One other GMP activity was a small research grant received from IFAD/UNIFEM on “Changes in gender roles and women's roles in the process of urbanization in Lijiang”.

III. Findings of the Evaluation Mission

A. Introduction

17. This evaluation was carried out based on short field visit to the centre (see appendix I for field visit itinerary) and various other interviews to assess the centre work by those individuals who had interactions with either the individuals of the centre or participated in centre activities (see appendix II for interview notes). Attempts were also made to talk to some project partners but either they were not around when we visited them (eg. TNC in Lijiang, Township committee on of the project site) or the project coordinator had left the country (the Oxfam case). Visit to a local community and talks with project participant from a project village verified that the centre had indeed gained good reputation where they had worked before.

18. The objective of this evaluation mission was mainly designed to the look at the historical development of a culture and gender research centre and their linkages and interactions with IFAD gender mainstreaming efforts. The evaluation has mainly focused on the following issues:

- (a) The origin of the centre;
- (b) Support (both technical and financial) received from various sources;
- (c) Activities linked to gender mainstreaming programme;
- (d) Impacts (both internal and external);
- (e) Future prospective of the centre – where to go?

19. Thus the findings of this evaluation will be presented in the above order.

It was a nature process for the setting up of the centre

20. The centre was established in 1999 with the funding support from IFAD through AIT. The initial idea came from various people who had been working on international collaborative projects before when gender aspect was particularly emphasized. In particular, professor He Zhonghua started her first international funded project in 1991, – social forest project funded by the Ford Foundation in Beijing. Yunnan is one of those few provinces received international supports as early as the 1980s. So, it was easy for the Chinese collaborators to have access to advanced ideas and to have

international influences on the research focus. Through project participation, they felt that some new ideas and new methodologies regarding gender studies had been introduced to China through projects were useful tools and they would like to continue along the same direction.

21. The initial rationale for the establishment of the centre include the following:
- (a) China has many ethnic groups. Each ethnic group has its own long cultural and history. For historical reason, the development among different ethnic groups has not been even and the minority groups mostly appeared to be less favored both in terms of economic development as well as social development. The potential roles of women in both economic and cultural development had been limited by the traditional rules, thus, putting obstacles on the regional development as a whole;
 - (b) It was important to recognize the new opportunities offered to ethnic areas when the Great Western Development Programme⁴³ was implemented in late 1990s. So, it was a good time to promote the concept of balanced development between men and women, between economical, social as well as environmental;
 - (c) The key founding members of the centre had been working closely with experts outside of China through collaborative projects with AIT on various social and gender development activities and had gained useful understanding and experience on gender and culture studies. These projects covered the field of social forestry, fishery and agriculture. So, they felt the needs that such efforts should be continued in other forms;
 - (d) One other reason for pushing for the establishment of the centre is that these founding members wished to have a platform to offer more capacity building training to those researchers and practitioners who are interested in culture and gender studies. Such opportunity was seriously lacking at grassroots levels such as Lijiang;
 - (e) The idea was strongly supported by their project collaborator from AIT who later was the facilitator of the centre establishment.

Approach to work

22. The centre adapts the philosophy of balanced development between men and women in any aspect. They believe that gender equity involves both men and women. So, from the very beginning, they tried to include men in their gender training and all their gender mainstreaming operations. Even in their initial executive committee, they try to maintain gender balance by having two men and two women.

23. The concept of feminism does not gain supporting ground here at the centre. All of the members that I have interviewed expressed wish of harmonized approach in addressing gender issue. They believe that less “enemies” will always be good for the society to address issues properly regardless whether is gender, social or political.

B. Supports received

24. Financially speaking, the centre has received limited funding for its wide range of activities and work that have been carried out. From its establishment to date, the centre had received a total amount of USD72 000 only for both their project activities and operations. Another additional fund of USD 28,750 was mainly used as investment on the tourism project (the Japanese Embassy funded project).

⁴³ The Great Development Programme was initiated by the Chinese Central Government in order to address poverty and environmental issues in Western China where both natural resources as well as human resources were relatively poor. The major contents of the programme included increased investment into Western areas of China and carry out a serious environmental protection projects such as “Grain for Green”. Yunan is at the heart of the targeting region.

25. The only two grants from IFAD were the initial setup fund (USD20 000) and a small component (USD 4,250) on the project “Changes in gender roles and Women’s roles in the process of urbanization in Lijiang”.

26. It is worth noting that except one grant (Ford Foundation support to their daily operations) was developed by the centre itself, most of other project funding were obtained jointly with other organizations in the region (mainly from the town of Kunming).

27. The centre has also received numerous technical supports from various individuals and organizations within China on training their own members. This, to my opinion is the advantage that the centre has in providing a platform for exchange and communication.

C. Activities linked to gender mainstreaming programme

28. Except the two projects mentioned above, very few project activities were directly funded by or linked to the IFAD/UNIFEM GMP except the Centre members participation in gender related training/workshops/conference either directly or indirectly organized by IFAD or its partner organizations. Most of the opportunities in participating international workshops or training were through project activities in collaboration with AIT and other international organizations.

29. Technically speaking, most of centre members were not aware of the GMP in the region. The reports from GMP had not reached the individuals that I had met. Thus, not much has been achieved in terms of knowledge sharing and diffusion. Consequently, not much of IFAD field experiences have been cited by the centre in their work. The only and most important window for information they receive from outside was through workshop proceedings they had participated. However, one key difficult was that because most of the documents have been in English and was obtained by individuals during workshops, not much information have been shared among the members of the centre.

30. Furthermore, limited personal interactions had happened between IFAD projects’ staff and members of the centre.

31. One GMP workshop that two centre members participated was the one co-organized by IDRC-IFAD/UNIFEM in India: the regional conference on Development Effectiveness through Gender Mainstreaming: Lessons Learnt from South Asia, May 10-12, 2005. When asked how they had experienced it? Two points from their assessment should be shared here:

- (a) They really had language difficulties to follow through all the presentations during the workshop. Nor could they fully understand the entire event;
- (b) They felt that too many case studies had been presented which were very useful for outsiders to gain understanding. However, limited efforts had been given during the workshop to discuss and compare the differences and similarities between cases. Thus, limited common issues were identified. This, to a large extent would limit its impact in other areas of the region.

32. On the other hand, however, the centre members have been actively participating in various domestic workshops, training programmes and networking activities. For example, the centre now has an active members of both the Gender Network and Gender Discipline Network.

D. The impact of centre efforts

33. It was not difficult to see that since the centre establishment, impacts had been made in various fronts. It is worth noting that due to the limited time during the field trip, it was not feasible for the evaluator to conduct impact assessments of the centre. However, there are rich documents (all in Chinese) to reflects this aspect.

- (a) First and for most, members of the centre have improved their skills and knowledge in working on gender issues in their own various fields. I was told that at least 10 out of all the members of the centre now can independently organize a project implementation. Although such skill is a normal requirement to researchers at national level research organizations, it is a remarkable skill to have in places like Lijiang where majority of people obtained their basic education and training in local areas;
- (b) Secondly, all the project participating agencies (both governmental and non-governmental) and individuals have increased their gender awareness and most of them became the loyal supporter of all the gender and culture activities that the centre carries out. They can be easily mobilized to support any work if requested. On the other hand, the quality of life of those individuals in project communities have also been “improved” in a way that they are more aware both the natural and social context where they live. All the members of the centre have maintained good and continues relationship with those project participants from different communities. To me, this is a social asset that the centre posses;
- (c) Thirdly, because the centre had offered various technical trainings to the local people, especially women with various production and marketing skills. Most of these people had become active participants in various economic activities which they did not used to do;
- (d) The centre’s profile has improved significantly during the last few years from a non-recognizable body to an active institution. One example was given to me was that: initially, CGRC was only one of those many insignificant players in the local society, however, through many years of project activities, training and workshops organized by the centre, the local government regarded this centre as a “Model” organization in working on culture and gender issues in the region. Consequently, the centre members are invited to give seminars and trainings to relevant governmental officers, such as in women’s federation or poverty alleviation office. Also, the centre hosted numerous visits by government officials both locally and from other regions of the country. All these have indicated that the centre is making an impact on the society.

E. The future prospective of the Centre- where to go?

34. The executive team of the centre had expressed strong desire in carrying out other studies and activities related to gender mainstreaming. One of them is to organize a big conference mainly to synthesize and disseminate the work they have been doing in the past. The second area they expect is to be able to do something is to increase women’s political participation in local communities. The third area is that they still fell that the centre members need capacity building in various areas: language and communication skills, skills on proposal development, and both theory and methodological training to carry out rigorous gender and culture studies. One major challenge that the centre is facing is: how to maintain individual’s incentive to work for the centre management without any compensation?

IV. Conclusions and Recommendations

35. The development of Lijiang Culture and Gender Research Centre has shown that if the project money is well targeted, it could result in significant impact. The establishment of the centre really played a platform function to provide opportunities to both institutions and individuals to interact. This is also critically missing in local institutions where limited access to outside world. However, to ensure continued progress of the centre like this, certain conditions need to be met. The following few points will serve as Lessons learnt as well as recommendations to IFAD in this evaluation.

A. Lessons learnt

36. *At GMP level*

- (a) **Project support vs institutional support.** From various documentations provided as background documents to this evaluation mission, IFAD/UNIFEM GMP have supported various kinds of activities in different countries in the region. While this report is not intended to deny the effectiveness of project supports to gender mainstreaming efforts, support to set up grassroots gender centre like this has proved to be a very effective way of promoting sustained gender mainstreaming efforts. Although the direct support from IFAD is limited, the biggest support that IFAD gender mainstreaming programme provide is to help setting up the institution which can serve as a platform for many related activities. Many opportunities of centre members' participation to various national and international forums were coming through the centre and not directly to the individuals;
- (b) **Emphasize on local institutional support.** In terms of the size of funding support to the centre, it was not that big from GMP standard point of view and even from national point of view. However, given the nature that these kinds of organizations located in the remote prefecture level, such amount of funding support is a large quantity of resources in relatively sense and they have used it to carry out a lot of activities. From efficiency point of view, such approach would be more productive than support similar centre in big cities. For example, if the same amount of seed money was granted to an institution located in Beijing, one would not expect such fund was sufficient enough to make the institution to start running. The Lijiang centre has already demonstrated the high productivity gain with the resources offered by GMP. However, if IFAD/UNFEM had continued with its regular low cost technical supports to the centre (eg. directly sharing more regular updates of GMP activities and results to the centre staff, especially on the strategies on lobbying government supports), the centre could have made better impacts both at community level as well as policy level. In summary, one effective gender mains strategy should be to offer institutional support to local NGOs but place equal emphasize on both financial and technical aspects;
- (c) **Low cost operations.** The development of Yulong (Lijiang) Culture and Gender Research Centre has shown that the centre has carried out remarkable number of activities with the limited funds they received. Also, they have produced rich sets of products (books, reports, video, photos, training materials and other forms of outputs). Most of them are easily acceptable by large audiences in the society: some are technical but most are produced in commonly understandable forms. This is the advantage over the "high-raking" research organizations which often produce outputs that are too technical;
- (d) **Provide a platform sometimes is much more needed than one time project support.** To a large extent, gender study in China is still a marginal issue. So, it is crucial to have a place that people can interact and exchange and share what they have learnt and experienced in their work. The continuation of the centre up to date reflects a real need from the local individuals who are interested in culture and gender issues and would like to have a "harbour" where they can re-energize themselves. It is surprising to see that although all of the members participating in centre activities on voluntary bases without any compensation, all of them have showed their enthusiasm on the activities they have been involved. Despite the busy workload at their own organization, they have managed to do a lot of additional work at the centre with no material rewards associated to;
- (e) **Passive vs positive approach on gender mainstreaming.** The long lasting GMP impact of such kind of activity would be the generation of human capacity. The spill over efforts of individual members to their relevant institutions would be remarkable. Often challenges facing many projects during the scaling up/scaling out process is that once

the project ended, the efforts die with it. However, setting up a local NGO like this would yield a long lasting impact. So, the real impact really goes beyond the project scope;

- (f) **Regional vs Country approach.** Although it is difficult for this evaluation to offer opinions on whether regional vs country strategy is better in terms of gender mainstreaming, it is not easy to conclude from this case that one should not leave out the grassroots level NGOs in this whole exercise. One feeling after talking to various people that there are not many local NGOs that are as active as this centre in gender studies. So, country approach and even sub-country approach should be essential components of gender mainstreaming activities.

37. *At the centre level*

- (a) **Collaboration vs dependence.** From what I have observed, most of the activities carried out by the centre were the collaborative efforts between the centre and other organizations. On the one hand, this reflected that the centre is maintaining a good collaborative relationship with other organized and which should to be supported. On the other hand, however, whether such situation reflects the limitation of the centre' capability in fund raising or proposal development is something need to be looked further;
- (b) **Volunteers vs Full time Staffs.** The all voluntary nature of centre staff on the one hand could reduce the operational cost of the centre. However, it may also pose a question of continued incentive of individuals who are contributing to the "public services" of the centre as a whole: management and coordination activities. For individual members who are participating in project, one could regard that his/her reward from participating in such activities be the improvement of his/her own capacity (finishing reports, publishing papers, attending project training activities and etc.). However, at management level, a lot of works are the services to the centre as a whole, it is hard to individualize the "returns". From economic point of view, one needs to worry about long term incentive issue here. The special background is: the formal director of the centre was a retired researcher, her personal contribution (time and efforts) to the centre could be regarded mainly as personal commitments. However, all current members of the executive team have a full time in other institutions. It will be very hard to ask them divert a large amount of their time to the centre management work. From the field visit, I could feel the pressure on the members of the management team when they divide their time between the centre and their own work;
- (c) **Limited institutional linkages with mainstream government bodies.** The set up of the NGO in such a way ensured the centre to have independence in decision making for its own. However, also due to its isolation from any government agencies, limited policy impacts have been made. Although the centre is trying its best to involve government officers and policy makers into their activities, the influence on policies is less revealed compared with the influence on individuals' behaviours. This is mainly because the government organizations do not feel the strong sense of ownership of outputs and outcomes of centre activities;
- (d) **More capacity building internally.** Limited skills in communication internationally prevent their active participation in international events. Several times I was told that the major limitation for Centre members to participate in international events such as conferences or regional network meetings was the language difficulties. They sincerely hope that the meeting organizer could provide simultaneous translations if they are to obtain better results. They told me that speaking Mandarin is already the second language to them. Learning English or other foreign languages is a third language to them. This also has impact on the limited access to knowledge generated by the GMP.

B. Recommendations

38. In summary, I think the centre deserves continuous support from both national and international sides. However, in order to make these supports effective, priorities should be given to the following areas.

- (a) In general, the Centre has not gone pass the capacity building stage yet. Necessary and continuous funding support to centre operations is critical at this stage. Although we have seen a significant improvement in members' individual capacity in project implementation activities, skills are still lacking in terms of proposal development and fund raising. All the plans for the next steps need funding assurance. The centre needs to reserve some resources to support certain/selected individuals to divert more time and efforts organize centre proposal development and fund raising efforts. It is expected that in a long run, the centre can sustain its operation with overhead charges to research projects;
- (b) IFAD need to provide more support to the centre mainly in the form of technical assistance. Lack of direct communication made it difficult to even some of the centre members to understand what nature of IFAD is. Further, few really know what are the content of GMP? This is why limited information and knowledge generated by GMP were incorporated in the activities of the centre. One easy way to do so is to provide all the relevant documents directly to the centre rather than through other forms of exchange (workshop proceedings). So, add the Centre to the mailing list of IFAD GMP. The other way of supporting the centre is to provide them with more training opportunities;
- (c) The centre needs to have a development strategy rather than just work plan which are heavily subject to funding constraint. All the documents available to me did not seem to have a coherent plan. Activities carried out in the past were too "random" to me. In other words, the centre has not even passed the initial stage of opportunity driven action taken. Again, this needs the centre to have the capacity to be able to do so;
- (d) The centre operations in the future needs to be more closely coordinated with the governments in order to have sustained impacts. Although the past project activities tried hard to involve government officers. However, the level of involvement remains at information exchange level rather than action level. In other words, one would expect that any projects should involve government where possible as early as the initial stage of project implementation. Then, the government can build up the sense of ownership of the final products;
- (e) From local NGO development point of view, external support at initial stage is critical. Although many NGOs would have taken off after few years of operations. The local centre such as Lijiang may take longer time to go through the initial capacity building stage due to its limited initial resources (both knowledge and materials). So, it is not idea to provide one time only capacity building support to the organization. Thus, the evaluation recommend that IFAD or relevant organizations to provide a follow up support to the organization;
- (f) The centre is critically lacking language expertise. Thus, if by any possible chances, opportunities need to be obtained to train some of the centre members on foreign language skills;
- (g) The center also needs to have plans to raise its own profile through various means. Setup website should be on the activity priority list. At the same time, the centre should start to tap domestic support.

Table 1: List of workshops attended by the centre members

Workshops / events	Time	Place	No. of people
Training workshop on “Gender, Natural Resource Management and Community Development in Minority Areas”	June 2000	Lijiang	40
International Women’s Workshop on Mountain	October 2000	Bhutan	2
Gender and development trading workshop	May 2003	Thailand	2
“NGO capacity building and management” Workshop	Nov. 2003	Beijing	2
Women’s capacity building training workshop	2003	Kunming	1
Symposium on Women’s Theory and Marriage	Feb2003	Kunming, China	1 presentation
Forth Annual Conference on “Gender and Development in China”	Oct.2003	Nanning, China	1
International Workshop for indigenous Women	March 2003	Philippines	presenter
First Special Workshop on Women and Development in China- Beijing plus 10	Dec.2004	Changsha, China	2
Participated in the Indigenous Knowledge and TOT training activity	June 2003- Jan.2005		1
Indigenous People’s Forum	Dec.2004	Thailand	1 Workshop assistant
IFAD/UNIFEM GMP Workshop	May 2005	India	2
Fifth Training on Community Level Gender Awareness in Minority areas	Sept 2005	Kunming, China	3
Workshop in Forest Resources by Indigenous Foundation	Oct.2005	India	2
Gender and Development Network Workshop	Aug 2006	Kunming	3, one presenter
PhD Course on Gender	Aug 2006	Fudan University, Shanghai	1
Workshop on Gender Equity and Re-construction of Socialist Countryside	Nov 2006	Xiamen University, Xiamen China	1

Field Visit Itinerary

Day 1: Feb.1, 2007: fly from Beijing to Lijaing

Day 2: Feb.2, 2007:

Morning: meeting with the executive members of the centre and listened to their introduction of the centre development history.

Afternoon: watched video presentations of centre activities.

Day 3: Feb.3, 2007: field visit to a project village.

Day 4: Feb.4, 2007: A day to synthesize all the documentation provided by the centre and identify information gaps (It was also a Sunday).

Day 5: Feb.5, 2007:

Morning: meeting with centre members who are present in Lijiang at the time.

Afternoon: fly back from Lijiang to Beijing

Additional phone interviews were made with various people from other organizations who either had project involvement with the centre or had personal interactions with individuals of the centre:

Yu Xiaogang – Former executive member of the centre

Gao Xiaoxian– Founder of Shaanxi Women’s Research Centre – the first women’s NGO in Northwest China

Du Jie, Liu Bohong and He Jiahua - members at the Women’s Studies Institute of China hosted by All China Women’s Federation

Meeting Notes at the Lijaing Culture and Gender Research Centre in Lijiang

Day 2: Feb.2, 2007: A small roundtable meeting with some members of the Centre management (current and past)

People attended: He Zhonghua, Xi Yuhua, He Hong⁴⁴

Summary of the meeting notes

1. **Professor He Zhonghua** gave a PPT presentation on the history of the CGRC in Lijiang and its major activities since its establishment.
2. The major points are:
 - (a) The centre for established in 1999 with the funding support from IFAD through AIT. The initial idea came from various people who had been working on international collaborative projects before when gender aspect was particularly emphasized. In particular, professor He started her first international funded project in 1991. – social forest project funded by the Ford Foundation in Beijing;
 - (b) Yunnan is one of those few provinces received international support at 1980s. So, it was easy for the Chinese collaborators to have access to advanced ideas and international influences. However, through project participation, they felt that although there were new ideas and new methodologies regarding gender studies had been introduced to China, there were some limitations. 1) The most obvious one was that project people were not speaking at the same level as local people – they acted more superior to the locals. 2) Yunnan is a region concentrated with many ethnic groups and there are complicated issues. 3) Those who had benefited from project participation still lacked opportunities to improve themselves due to the fact that they rest mainly at grass-roots levels such as Lijiang;
 - (c) Professor he had a personal commitment: reward the people who helped her through her entire life. He was retired when the time that the initiative of establishing a culture and gender centre was proposed. So, she was the only “full” time voluntary member of the Centre and the rest are all part time voluntary members;
 - (d) The initial founding members include:
 - (i) He Zhonghua (Director), Retired Associate Professor from Yunnan Academy of Social Sciences;
 - (ii) Yu Xiaogang (Deputy Director), Working and studying at AIT when the time the centre was established. Then, he became the founder of the group Green Watershed, one local NGO mainly working in Yunnan province;
 - (iii) Yang Fuquan (deputy Director), Yunnan Academy of Social Sciences; and
 - (iv) Xi Yuhua (Secretary General), Dongba Culture Research Institute, Lijiang;
 - (v) All other members were coming from various organizations in Lijiang, including government officers, researchers, teachers as well as grassroots women.

⁴⁴ The first meeting was not organized as it was guided (to have a full house staff meeting). It was mainly because all of the members of the Centre were working on voluntary bases (not even part time). It was not that easy to assemble all the people in one day, especially people are preparing for all the year end activities (Chinese New Year). So, we decided that we would call again when time is convenient.

- (e) Major activities carried out since the establishment of the centre which will be discussed in more detail in the main report. However, the first impression to was that they had very limited direct project involvement with IFAD although they had been very active in promoting gender equity and women's empowerment training;
- (f) He's approach: men and women should be basic elements to form a balanced society in harmony. So, even in her initial management team, there are two women and two women;
- (g) The centre had experiences leadership changes in the recent past for the following reasons:
 - (i) Professor He thought that after few years of development, the centre is ready to move on without her direct involvement. Due to health reason, she does not come to the centre as often as before because Lijiang situated at high altitude of around 2400metres above the sea level;
 - (ii) Some executive members had been promoted either as independent NGO leader or higher level government officers;
 - (iii) One other executive member also had serious health problem;
 - (iv) The result is: all the previous executive members became the advisors to the centre and the new leadership team include:

He Hong (director) Dongba Culture Research Institute, Lijiang
Mu Chunyan (deputy director), Lijiang Junior College on Teacher Training
He Jiquan (deputy director) Dongba museum in Lijiang
He Limin (deputy director) Dongba Culture Research Institute, Lijiang
Li Dejing (deputy director) Dongba Culture Research Institute, Lijiang

3. **Xi Yuhua** also added her experiences in participation of the GCRC activities. Her initial idea was different from Professor He's. She thought that Naxi women (one minority nationality) had suffered too much. If there was any resource available for the centre to use, it should be used only on women's affaires and the centre should focus on women's rights and issues only. Men should be excluded from all relevant activities. However, others did not agree and especially Professor He. Through the participation on activities carried out by the centre, she soon found out that excluding men is not a good strategy even the aim is to improve women's status as men are still controlling majority of resources and authorities.

4. **He Hong:** As the current director, Hong admit that she is relatively young and inexperienced in managing the Centre. However, she realize that she had good support from individuals and institutions around her and she hope to be able to carry on with what have already been well established. Her own benefit through participating in Centre's work was mainly capacity development for herself in both gender studies as well as general knowledge as certain event provided good opportunity for her to interact with people from all over China.

5. **Questions related to PMG activities:** the only activities they could mention are the participations on workshops and conference organized directly/indirectly by IFAD.

6. **Questions related to regional vs country strategy:** all of them expressed that they expect both country specific as well as regional approach should be used. They even went further saying that sun-country focus should also be paid attention for large countries like China and India.

7. The major part of the afternoon was diverted to watch video presentations of their centre activities and impacts. Some of these will be reflected in the main report.

Day 3: Field Visit Day: Visit to a project site

Feb.3, 2003

8. The centre director He Hong and the formal director He Zhonghua took me to a field visit to one of their project village: Gele village of Junliang admin village, Lashihai township of Lashihai City (county). It was also planned that on the way back, we would visit one Township government officer to find out more on his views of Centre activities and their impacts. Unfortunately, he was very ill on that day and we decided to cancel that part of the day activity.

9. The village is located 15 km west of Lijiang City and at the western side of the Lashihai lake where used to be important wetland area. People in this village are facing a real challenge of losing their already precious land due to the construction of a big dam at the lake side opposite of their village. The water level will be much higher than the current level and many households who are cultivating the land along the lakeside are likely to loose them. They are told that each household would receive 700 yuan per mu⁴⁵ for 20 years. This means that for each mu of land they lost, they will get a total of 18,000 US\$ in compensation.

10. One household visited:

Name: He Yunying, a 36 years old native villager who was born in this village and married in this same village. She obtained high school level of education and belongs to a relatively highly educated individuals in this village. According to her knowledge, very few women in her village have received such level of education at her age. She together with her husband runs a family of 7, including her husband's grand mother (90 years old), her parents-in-laws, her two children (14 years old and 11 years old, respectively).

11. She told me that the first time she had been associated with the centre was the "Photovoice" project⁴⁶. When the project people came to the township and trying to identify individuals who would be interested in participation in the project, she went there to find out what was the nature of the activity. Although she did not fully understand what would be the ultimate benefit to her through the activity, she showed her interest in participation more for curiosity rather than anything else. She told me that she liked the motive of the project of protecting the natural resources that they live on. What she observed in the past was: although their family was living on farming and fishing, it was harder to get good harvest on fishing due to reduced fish capacity in the lake.

12. Her experience in participating in the "Photovoice" project was that she learned how to capture her own life and environment she was living for many years but could not do so by record in words. Through various meetings during the project implementation, she learned how to grasp the significant issues around her family and in her village. She learned how important that each individual should play his/her role in protecting the environment they live. Also, she showed her concerns over deteriorating natural resource or environmental conditions with pictures that she took. Her picture named "grandpa and his grandson" had won a prize during project picture competition.

13. Due to her active participation in the project, she had obtained an opportunity to attend the International Conference of Indigenous People in New York and displayed her pictures in the poster session.

14. When I asked what she felt about such participation, her answer was what I was expecting. She said "New York is different from the village we life". "I do not see agriculture here". However, when I asked her what she really learnt from the conference, she was not to pin point any. I was told again

⁴⁵ 1 mu= 1/15 of an hectar.

⁴⁶ A project funded by the Ford Foundation in collaboration with The Nature Conservancy". A separate description will be given in the main report on list of activities of the centre.

that she did not understand a lot of activities that were going on expect that she felt that she had never attended so many banquets in her life before.

Day 5: Meeting with some centre members

Attendees: Mrs. Mu Chunyan from Lijiang Junior College on Teacher Training
Mrs. Zhao Xuemei, Dongba Culture Research Institute, Lijiang
Mr. He Limin, Dongba Culture Research Institute, Lijiang

Note on the major points during the interview

Mr. He Limin

15. His own experience in understanding gender mainstreaming. His realization on the importance of gender mainstreaming was through a project experience funded by EU on village sustainable development where the concept of gender equity was particularly emphasized. He was also in charge of two village project implementation. By emphasizing women's participation in the project, he felt that a lot of talents and potential among women could be tapped. Activities such as marketing, attending village meetings and participate in village cultural activities (e.g. folk dancing, Dongba language learning) were never part of women's activities before. However, the EU project made that possible, so the impacts were great and well received by Women's Federation.

Lessons learnt from project

16. Luck of government participation in the project was regarded as one of the critical element for the sustained impact of project results. Due to the initial designing, the project tried to use NGOs and societal resources rather than collaborating with governments. This, to a positive end, could reduce unnecessary government intervention. However, on the other hand this would also result in exclusion of government when they can be a good channel for up-scaling the project efforts. Thus, He's lesson was that in the future, any project activities should involve government as much as possible.

Incentive to join the centre

17. He realized that he had learnt a lot both in conceptual framework as well as methodology and practice on how to implement gender equity principle in project work, he then felt that the GCRC is a good team to be so that he could continue to play a role.

Suggestions to the Centre activities

18. In order to extend project impact at policy level as well as societal levels, the centre need to make efforts to advocate their work and significance to the project impacts. To do so, the centre needs to reserve both financial as well as human resources for it.

Knowledge on PMG

19. Limited knowledge on what's going on with IFAD/UNIFEM PMG activities. He had not participated in any regional activities through the centre. Obvious he had no clear idea on what means by country vs regional approach on gender mainstreaming.

Ms. Mu Chunyan

20. She became an executive member of the Centre in 2006. Her initial involvement on gender study was that she had participated in various activities organized by the centre. Then, she started teaching a course on "modern women literature" to college students. Such subject used to be taught only to graduate students before. But she felt that undergrads also need to learn the subject. At the

same time, she felt that teaching without action will not get her very far in gender studies. So, she started to participate in project activities. The projects she had been working on include girl's education, marriage life of Naxi women and etc.

21. Mu's approach to gender study: do not create opponents at work as this still is a new and marginal area that needs societal recognition and support.

Ms. Zhao Xuemei

22. She is completely new to the centre but she liked what was promoted by the centre: empowering women and gender equity. She had computer training background and also is taking English training. The long term goal of her career is that she should be able to participate in project activities of the centre but at the same time provide technical support (both computer and language) to the centre activities.

Telephone interview note with Yu Xiaogang – Former executive member of the centre

1. Yu Xiaogang: Founding member of an Yunnan NGO named Green Watershed. He was one of the initial founding members of the Lijiang Culture and Gender Research Center. He left the Centre in 2002 after he set up his own NGO.
2. Yu's major responsibility at the Centre was mainly focused on fund raising and technical support on initial collaborative activities. He was the one who helped the centre successfully obtain funding from Oxfam Hong Kong to organize the Gender Development in China" third annual workshop in Lijiang. Yu also helped with getting fund from the Ford Foundation.
3. Yu acknowledged that Dr. Govind Kelkar from AIT then IFAD/UNIFEM GMP provide much needed help during all these years. In fact, she has been the main contact to bridge the communication between the centre and outside world.
4. Yu's assessment of the centre
 - (a) The setup of the centre provided a very good foundation to all those who are interested in promoting gender equity in the society. People who have been registered members of the centre have had various opportunities to participate in either capacity training workshops or participating in project activities;
 - (b) However, much of the activities are still limited to RESEARCH only and very little of self initiation were involved. In other wards, in most cases, centre people joined others on various activities;
 - (c) The centre had a full time assistant at the beginning but it was reduced to half time basis due to funding limitation. This situation does not help an organization as such to actively run day to day operations;
 - (d) Although most of centre people are interested in many centre activities. However, since no one has institutional binding commitment to the centre, their decisions on whether to participate or not heavily subject to their own organizations responsibilities;
 - (e) There is a strong believe that the centre can make an impact in areas like Lijiang on increase gender awareness, promoting gender equity and make efforts to empower local women. A successful case was that some gender NGO people in Yunnan province (Kunming) have been invited to offer lectures and training courses to government official at party school in Kunming. This is a huge step forward for NGOs to have impact on policy makers. Lijiang centre could do the same in Lijiang as there is also a party school there. However, they need to have more or at least one full time person to be responsible of day to day management as well as propagandizing centre's profile. This person need not to be a gender specialist but should be a outreach expert and good manager as well;
 - (f) A long terms development strategy is missing and this is very critical to the future development of the centre. Once a good long development strategy is developed, there will be a lot of opportunities to pool resources to the centre. Further more, people from other NGOs will be very much willing to help them first to set up a strategic development plan and then help them with capacity building – mainly on how to run an NGO.

Telephone interview note with Gao Xiaoxian– Founder of Shaanxi Women’s Research Centre – the first women’s NGO in Northwest China

1. Shaanxi Women’s Research Centre was established more than 20 years ago in 1986. It was one of the earliest grass-roots NGO on women’s issues. Through more than 20 years efforts, the centre is now become an active and leading players in the field of promoting gender equity. At the same time, the centre takes the responsibility of offering trainings on NGO capacity building and management.
2. The research centre has also gone through the same path as any other NGOs in China: from initial passive participation in other RESEARCH only activities to a major project implementer itself. At the same time, the staffing system has also gone from initial stage of volunteer bases to full time nature. Now the centre has about 20 full time staffs and manages annual budget of nearly 800 thousand US Dollars. To a grass-roots NGO as such, this is a huge amount of funding.
3. Mrs. Gao noticed every move of the Lijiang Culture and Gender Research Centre. She had many personal interactions with one of the founders of the centre- Professor He Zhonghua. She was happy to see that a grassroots NGO on gender could be set up in places like Lijiang where many diversities in culture and gender could be observed and the place is going through a rapid change. Although she has never participated in any activities organized by Lijiang centre, she was aware of the good assessments made by people who had the chance to work with Lijiang Centre.
4. Gao’s assessment of the Lijiang Centre
 - (a) Lijiang Centre’s development path has no different from any other NGOs in China. However, from her experiences, things that are critical to the sustainable development of the organizations as such should be that: do not stay too long in the RESEARCH stage;
 - (b) There are two reasons that may constrain further development of the centre: a). it has a geographical limitation; and b). the centre will not be competitive to stay in research sector too long due to the existence of a large number of highly qualified researchers outside the region (in Kunming and Beijing or other places);
 - (c) The centre needs to have some people who take this centre business as their sole career. Only so, the centre could have an efficient management and smooth operations;
 - (d) She believes that the centre deserve further support from all directions. The strongest argument for this is: since the middle of 1990s, not many new grassroots NGOs on gender studies have appeared. This, to a large extent tells people how precious these grassroots NGOs are and it is necessary to protect and support the existing ones;
 - (e) The centre needs NGO capacity building in how to manage and run an NGO like this. Again, this need some people to have full time commitment. Gao is willing to involve them in the next round of NGO capacity training;
 - (f) Language should not be a major constraint for them to be actively participating in various activities. Most of officials from international organizations have the skill to communicate in Chinese. This is her own experience as well as their centre only have a limited number of people who could communicate in English or other foreign language;
 - (g) The centre needs to get itself to be associated with mainstream institutions in order to make it more recognized by the society. Although the centre is an officially registered independent NGO, it still needs institutional support from the mainstream institutions. The Dongba Culture Research Centre could be one of those.

INTERVIEWS WITH FEW PEOPLE FROM WOMEN'S STUDIES INSTITUTE OF CHINA

1. Interviews were made to few members at the Women's Studies Institute of China hosted by All China Women's Federation (eg. Du Jie, Liu Bohong and He Jiahua).
2. Major points are as follows:
 - (a) It was a good idea to help setting up the grassroots NGO gender centre like this. It provided members of the centre a nature host to discuss and carry out gender related work;
 - (b) All of them observed that the centre had provided members with opportunities to participate and interact with outsiders both through workshops and training courses where possible. Individual members they met also felt that they were fortunate to be able to have such opportunities which could not have been possible if not from the centre;
 - (c) The centre needs to be more active in all fronts They observed a slight decline in participation of centre members to various national or regional events;
 - (d) Personal connections cannot serve a long term security of an organization. The centre needs to get out of the protection of previous founding members and their personal assets. An institutional approach to various funding and resource opportunities should be adopted.

Note: The present report is a case study related to a larger evaluation of the Evaluation of the Programme for Mainstreaming Gender in Poverty Reduction in Asia (GMP). Its main findings are included in the main report. Other two case studies are part of the evaluation: on GMP support to Matale Project in Sri Lanka and to the Rural Poverty Reduction Project in Cambodia.

I would like to take this opportunity to thank Professor He Zhonghua from Yunnan Academy of Social Sciences to come all the way from Kunming in order to accommodate my visit. Despite her sensitive health conditions, she had provided me with rich information on the origin of the centre and major efforts they have made in the past to keep the centre running. I was most affected by Professor Xi's appear at the first meeting we had at the centre after my arrival. She was still in the recover stage after a major health treatment. Both of these two members are now shifted from executive members' position to advisors. I would also like to take this opportunity to thank the current director of the centre – Mrs. He Hong. She was constantly on the call whenever I needed her help. The coordination of other members at the centre are also very much appreciated for their time, Ideas and frankness. I would also like to thank all other people I had interviewed and thank them for their openness in the discussion and willingness to help the centre from every possible direction.

