

**ANALYSIS OF THE APPROACH
TO ADDRESSING GENDER ISSUES
IN THE
INFORMATION SCIENCES AND SYSTEMS DIVISION**

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Submitted to:

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EXECUTIVE SUMMARY

Since its establishment in 1970, the International Development Research Centre (IDRC) has contributed to the development process through support to research related activities in the developing countries.

To respond to the changing trends in global economic, political, social and environmental issues, IDRC has undertaken changes in its focus and programming.

Following its objectives to reinforce its commitment to improve the lives of women, IDRC has encouraged and supported projects on studies on women. To enhance gender research capacity and gender equity, a Gender and Sustainable Development Unit has been established within the Corporate Affairs and Initiatives Division of the Centre.

The Information Sciences and Systems Division (ISSD) is instrumental in enriching IDRC's contribution through emphasis on information dissemination, exchange, management, networking and establishing links between local, regional and international data bases.

This study reviews the ISSD's approach to gender issues, and their incorporation into the divisional program. The analysis covered all sixty-nine projects processed by ISSD during the last two fiscal years, and eight projects specifically selected because of their focus on women.

Findings of the analysis indicated that all the "women focus" projects had a clear vision of women's issues and had addressed the practical needs and strategic interests of women. Research and other support to building information-related infrastructural capacity of women's organisations and research institutions engaged in studies on women had contributed to empowering women through the provision of information, establishing and strengthening links with local, national, regional and international women's and other concerned organisations.

A few of the general sample of 69 projects also incorporated women's issues. Less than 5% of the projects specifically addressed women's issues. 17% had women as leaders/coordinators of the projects.

In the majority of the general projects, reflections on particular contributions to women and particular roles of women were not articulated. The data provided were not adequate to give indications that women's issues were incorporated in the design, implementation and evaluation aspects of the projects. This was related to the lack of explicit gender policy and guidelines, which would integrate women as agents and beneficiaries. Specific objectives to develop an information system to measure women's participation; to include gender as an

issue in program reviews, and to include gender considerations in project design are essential to ensure and enhance the incorporation of a gender perspective.

Lack of indicators and a structure to monitor and measure the impact of projects/ programs on women, can make program officers less sensitive in initiating mechanisms to ensure that women's issues become part of project objectives.

This absence of gender policy, however, does not mean that **IDRC-ISSD** was not concerned or not aware of gender issues; but gender issues were considered implicit in the general policy. As this was not articulated, program officers as well as recipients cannot necessarily be expected to incorporate women and their issues in their projects. Putting a gender policy in place therefore not only provides a guide to incorporating gender issues, but also furthers the awareness of those involved.

Having gained a favourable reputation and considerable prestige in many developing countries and other parts of the world, **IDRC** has the potential to undertake new initiatives that can make a difference by mobilising other agencies involved in development programs.

ISSD's recipients are mostly people who can by themselves effect changes or contribute towards the enhancement of policy development and or implementation. In cases of public national bodies (government departments), they have the power to enforce policies; Universities have the potential to advocate and lobby. Other research bodies have the capacity to develop appropriate strategies to incorporate gender issues. **ISSD** therefore has a comparative advantage to access these people and collaborate with them to further the incorporation of a gender perspective in development projects/programs.

Given the momentum for environmental issues and women's issues being closely linked to this topic, especially in the developing countries, **ISSD** can use this occasion to underscore these linkages.

The unfolding changes in processes of democratization and participation and sustainable environment are critical and can not be achieved with the existing gender gap.

Moreover, women have acquired skills through experiences in surviving the continuing economic crisis, draught, famine, war and other hardships. These events have enhanced self support activities which in the process helped women to develop a sense of empowerment.

ISSD has an opportunity to take advantage of these events through developing a gender policy, with an operational plan to provide a framework for programming and at the same time sensitizing recipients on the importance and the need to incorporate gender perspective in their projects/programs.

1.0. INTRODUCTION

- 1.1. Since its establishment in 1970, the International Development Research Centre (IDRC) has contributed to the development process through enhancing the knowledge and information base of the developing countries. Research findings supported by IDRC were utilised by policy makers, planners, researchers and community based organisations to adopt and promote appropriate strategies for intervention. To respond to the changing needs of the developing countries and the changing global influences which are impacting on developing countries, IDRC has undertaken changes in its orientation. The recent restructuring was in response to the changes in global issues and priorities which maps sustainable development as its priority.¹
- 1.2. The Information Sciences and Systems Division (ISSD), within IDRC has enriched IDRC's contribution through emphasis on information, dissemination, exchange, management, networking and establishing links between, local, regional and international data bases. The division also supports information-related activities as building institutional capacity through infrastructure and training to further the dissemination of information.²
- 1.3. In recognition of the need to include women in the development process, ISSD has supported information-related projects which focus on women, and general projects which integrate women. This support has produced valuable research findings which influence policy decisions on women, and have increased the overall visibility of women's issues and their role in development. Information-related support to build up the capacity of women's organisations through training and infrastructure has contributed to strengthening their organisation to better meet the needs of their members.³

For illustrative purposes, the following table (based on an IDRIS search) is an overview of different organizations' support to women focused projects and to general projects which integrate women and women's issues in their programming.

¹ Information Development. The International Journal for Librarians, Archivists and Information Specialists, Vol.6 No.1. January 1990, pp 8 - 18; Information Sciences and Systems. Information and Development: A Strategy for IDRC. Ottawa, 1992. pp 6 - 7

²Ibid.

³ Project summaries.

Table 1. Projects/Programs supported by IDRC and other members of the IDRIS Network (1991-1992) (1992-1993)

DONOR AGENCIES	NUMBER OF PROJECTS/PROGRAMS
1. International Development Research Centre (IDRC)	14
2. Finnish International Development Agency (FINNIDA)	2
3. Swedish Agency for Research Cooperation with Development Countries (SAREC)	6*
4. International Centre for Ocean Development (ICOD)	6

* Represent active projects committed since 1990.

- 1.4. Following the new orientation of the Centre, which includes a focus on gender and sustainable development, ISSD is reviewing its approach to gender issues in order to develop appropriate mechanisms to incorporate a gender perspective in its programming. The Division is participating in training and consultation programs with the Gender and Sustainable Development (GSD) Unit of the Centre to promote divisional understanding and commitment to GAD policy. ISSD is a member of the GSD Committee (consisting of divisional liaisons), which is set up to initiate and coordinate efforts towards implementing a gender perspective in the Centre's programming.⁴
- 1.5. Within the Centre, women comprise part of the management and implementing staff of the Divisions. The following table shows the number of women in program positions (Program Officers, Directors, Directors-General) in ISSD and the different divisions of the Centre.

Table 2. Number of women in the Program Divisions of the Centre (rough estimate as of June 1993)

DIVISION	NUMBER OF WOMEN (and total program positions)
1. Corporate Affairs & Initiatives Division (CAID)	5/12
2. Environment & Natural Resources Division (ENR)	5/17
3. Health Sciences Division (HS)	3/10
4. Information Sciences & Systems Division (ISS)	3/12
5. Social Sciences	3/11
6. Regional Offices	6/38
Total	25/100

⁴ Gender & Development Unit, GAD at IDRC: An Overview of Issues & Directions. March 1991.

2.0. PURPOSE OF THIS STUDY

This study analyzes the Information Sciences and Systems Division's (ISSD) approach to addressing gender issues and incorporating these into the divisional program. It aims to develop recommendations to further strengthen the division's effort to improve its capacity to incorporate gender perspective.

The purpose of this study is:

- 2.1. To clarify the kind of approach ISSD is using towards women (omitting them, focusing on strategic interests, practical needs, transforming gender relations).
- 2.2. To assess the methodological framework used in the approach to gender issues.
- 2.3. To put together observations on the current Centre and divisional references to gender issues.

3.0. BACKGROUND

The growing concern on the inadequacies of development theories to address developing objectives of the developing countries over the last twenty years led to shifts in the thinking of development. These shifts particularly coincided with the lack of progress observed in improving the quality of life on women vis á vis men. Since the mid-seventies, the International Women's Year (1975), women and development issues have been on development agenda. The years 1976 - 1985 were designated as the UN Decade for Women, and since then there have been three UN World Conferences for Women.⁵

- 3.1 The recognition of women's issues as a development policy issue in the mid 1970's led to a translation into five types of development strategies for women; namely the welfare-oriented approach, the equity approach, the anti-poverty approach, the efficiency approach and the empowerment approach.

i. Welfare Approach

As Moser contends, this approach assumes women to be passive recipients of development, defining them entirely in terms of motherhood and child rearing. In this approach women are objects of development in which others decide and determine what is good for them. Gender relations is not an issue of concern in this particular approach.⁶

ii. The Equity Approach

The major concern of this approach is the adverse impact of development on women. The process of modernization of the early seventies led to new patterns of productive work in which women lost control of their productive resources. The basic concern of this approach is to reduce the inequalities between women and men.⁷ It advocates that women be seen as active participants in the development process, emphasizing in particular their productive role. It touches gender relations where more rights, more

⁵ Lycjkana A Nijeholt, Women and The Meaning of Development: Approaches and Consequences. Working, Paper - Sub - Series on Women's History & Development - No. 15, pp. 2-3; Betty Plewes and Ricky Stuart, Gender Work is Never Done: A Study of Canadian NGO Capacity in Gender and Development. Ottawa, Canadian Council for International Cooperation, Ottawa. 1992. pp. 1 - 2

⁶ Caroline O.N. Moser. Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs, in World Development, Vol. 17, No.11. 1989. pp.1807

⁷ Ibid.p.1810

opportunities, more resources for women are demanded. This approach is closely linked with the UN strategy of 'integrating' women into development process. A strategy which Nijeholt contends, "did not recognize the varied contribution of women to social and economic development and which often ignored the factors which impede women's participation in development."⁸

iii. The Anti-Poverty Approach

This is a version of the basic needs approach, which implied a shift from narrowly-based strategies designed to maximize economic growth to growth with redistribution. This approach assumes that meeting basic needs will facilitate participation of people in making decisions on issues which affect their lives. With its focus on poverty alleviation, women's problems are seen as related to poverty, not to subordination. This led to income generating projects for women. This approach as Nijeholt argues further, "allows little space for a fundamental questioning of the distribution of power within gender relations."⁹

iv. The Efficiency Approach

This is a shift of focus of development thinking from anti-poverty which emerged as a result of the economic, debt, food, water and energy crisis of the 1980s. It emphasizes the need for an efficient mainstreaming of women in development planning and programming. The emphasis is on the collection of data, baseline studies, setting up indicators, monitoring trends, demonstrating how much women count in development. Accordingly equity will increase once women are recognized as efficient producers of development.¹⁰

v. The Empowerment Approach

This approach emphasises the right of women to freedom of choice, and the power to control their own lives. Power is defined as:¹¹

- a sense of internal strength and confidence to face life;
- the right to determine choices in life;
- the ability to influence the social processes that affect women's lives, and

⁸ Nijeholt, Op.cit., p.10

⁹Ibid., p.12

¹⁰Ibid.p.13

¹¹APCWD (Asian and Pacific Centre for Women and Development), "Feminist Ideology and Structures in the First Half of the Decade for Women". Report of the International Workshop, Bangkok, 1979, p.27

- an influence on the direction of social change

The major difference between the equity and the empowerment approach is that equity approach does not question the mainstream development efforts as such, but demands that women be integrated in these efforts and receive their rightful share of the benefits in terms of resources and opportunities. In this approach, power is perceived in terms of equal right; the empowerment approach perceives power within the gender relations.¹²

¹²Nijeholt, op.cit., p.16

4.0. CONCEPTUAL FRAMEWORK OF GENDER AND DEVELOPMENT ANALYSIS

- 4.1. The GAD analysis implies that projects/programs affect men and women differently and that women and men have differing impact on projects/programs. The success of projects/programs is thus determined by incorporating the differing experiences and perspectives of women and men in the process of designing, implementing and evaluating projects/programs. Both men and women have to be involved in identifying the problems and solutions to further their interest to attain a sustainable development.¹³
- 4.2. The GAD approach is based on the reality that the relation between men and women is not equal and that women are subordinate to men. The GAD approach applies a gender-based analysis of resources and benefits to identify projects which can compensate women's lack of access and control.¹⁴ (See Annex C for details on access and control profile).
- 4.3. This approach prompts us to examine all development initiatives and provides some direction for future action. It contains a number of concepts or analytical 'tools' as a guide to address gender issues through projects. The following conceptual tools are useful to analyze gender relations and design research topics, project/program design and planning guidelines, monitoring processes, assessment and evaluation criteria.¹⁵

A. Conceptual tools for analyzing gender relations in a community:

1. The sexual/gender division of labour
2. The types of labour:
 - a. productive
 - b. reproductive
 - c. community labour
3. Differential access to and control of resources (political, economic, time) and benefits.

¹³Two Halves Make a Whole. Op.cit. pp. 21 - 22

¹⁴Ibid., p.22

¹⁵ Ibid., pp.24 - 29

B. Conceptual tools for defining development work:

4. Condition and position
5. Practical needs and strategic interests
6. Levels of participation:
 - a. as participants
 - b. as beneficiaries
 - c. as agents
7. Transformatory potential

A. Conceptual tools for analyzing gender relations in a community:¹⁶

- i. These tools help to identify the sexual/gender division of labour and analyze how work is organised (in communities to be affected by the project); the types of work women and men do, and the impact of this division of labour on the project. It is also useful to examine the ways the reproductive, productive and community work of women and men are affected by the project, and in what ways these types of work affect the project.
- ii. This analysis involves knowledge and understanding of the underlying relationship between men and women and their division of labour. Development projects/programs designed without considering the relations between men and women may enhance the subordinate relationship between men and women. Projects directed to women to improve their conditions by enhancing their access to resources may not necessarily be sustainable, as the control aspect is essential to sustain the benefits accrued.
- iii. Access and control analysis concerns a series of socio-economic factors which not only determine who does what, where and how, but also influence the flow and control of resources and benefits. Such determinants, which often are interrelated, include community norms, familial norms, religious beliefs, legal parameters, demographic factors (population/resource ratios, migration) economic conditions (poverty levels, inflation, income distribution) and institutional structures (government bureaucracies).
- iv. The extent of access and control over these resources determines the level of participation of women in development activities and the benefit from it particularly at decision making levels. Information on the access and control of resources and benefits give indications on how women benefit from particular projects/programs.

¹⁶Ibid.,

- v. As gender relations are affected by economic, environmental conditions, war, political crisis, education, religion, growth of the women's movement, strength of women's organisations and other factors through time. Therefore, gender relations are not static. "Understanding past and present influences on gender relations can give insight into future constraints and opportunities for affecting social change in general, and in gender relations in particular." ¹⁷

B. Conceptual tools for defining development work:

- i. The GAD analysis distinguishes between the short term improvements in material conditions of women and the long term changes which affect their position in society. The differing experiences of poverty and other disadvantages by men and women is also identifiable through an understanding of gender relations.¹⁸
- ii. The GAD approach distinguishes between women's practical needs and strategic interests.
- The practical needs include needs related to short-term improvements in the condition of women which address the material needs (water, education, food, health and income). Projects which aim to meet practical needs generally have a short term vision and do not address the subordinate relations between women and men.¹⁹
 - Strategic interests are long-term and are related to improvements in the position of women in society. These involve changes in the relationship between men and women, whereby women will be empowered to have access and control of resources and equal participation with men in the decision making of issues which affect their lives.²⁰
- iii. "The GAD approach therefore involves specific directions for development practices: to collect adequate information on the gender division of labour and gender relations; to identify and address the priorities of women as well as men in programs/projects; to contribute explicitly to an improved position of women, and to maximize the full participation of both women and men in their

¹⁷Ibid.,p. 29

¹⁸ Ibid., p. 33

¹⁹Ibid., p.33; Moser, op.cit. p 1813

²⁰ Moser.Ibid.,

own development decision making."²¹ The analysis provides necessary information to improve project planning and design, and baseline data to measure change in the conditions and positions of women.

²¹Two Halves Make a Whole. Op.cit., p.43

5.0. ASSUMPTIONS AND LIMITATIONS ²²

The GAD analysis demands clear perception and commitment to its principles and a structure to accommodate and enhance it. As the concept is evolving, incorporating a gender perspective in projects/programs encounters obstructions from various angles. There are overt and subtle outlooks based on assumptions which impose limitations to the implementation of the GAD principle at international, national, NGO and grass root levels. These include:

- 5.1. The understanding that women as poor, and as members of the community will benefit from the outcome of any intervention. However, given the subordinate relations between women to men, there is no guarantee that women will have equal access and/or control over the benefits. If women did not have any say in the decision-making and their concerns were not considered, women may not even share the benefits at all. Moreover, although women and men suffer general conditions of poverty and other disadvantages and share same needs, women and men experience these conditions differently. Women's perspective should be included from the outset and this complements any effort to make sustainable change for both women and men.
- 5.2. The assumption that women's issues can be addressed through projects/ programs which focus on women. Women-focused projects are necessary to address women's specific needs and to build women's confidence, skills and organisational experience. In cases where the capacity of women is relatively low, simultaneous strategies are required to proactively involve women as agents within the current structure to build opportunities into projects that can help increase women's access to becoming development agents.

These projects should, however, aim to enable women without excluding them from the mainstream development process. Isolated projects will not contribute to changing women's subordination or enable women to join men as agents of development.

- 5.3. The cultural sensitivity of gender issues especially in developing countries also poses difficulties to incorporate gender perspective into projects/programs. This attitude impedes the possibility of entertaining alternative ways of effecting changes. The challenge is to remove this barrier by generating appropriate initiatives through negotiating with recipients.

²² Ibid., pp 11 - 21; Plewes. Op.cit., p 25; Partnership Africa Canada, Gender and Development, Ottawa, 1992, pp.1 -

5.4. Following are some of the rationale for the GAD approach.²³

- a. The issues of women are not only women's issues but are issues of the society as a whole.
- b. Projects have to be seen from aspects of benefiting women and benefiting by women's participation.
- c. Women's issues constitute major component of development process.
- d. Effectiveness and sustainability of projects depend upon the incorporation of women as actors and beneficiaries.
- e. The issue of empowerment is a process of releasing knowledge from within and that women as well as men have the potential.
- f. The actual and potential contributions of women to the development process should be recognized.
- g. The indispensability of the integration of women's issues should be seen from the fact that any intervention affect women and men differently.
- h. Women who have the skills and understanding of traditional values and local realities affecting women, contribute a great deal to successful development programming.
- i. A focus on gender relations, rather than on women, locates the need and responsibility for change with both men and women.
- j. Issues of women go beyond culture, to include questions of respect to human rights and dignity which a healthy society should embrace. It is a moral and ethical issue.
- k. Neither men or women can necessarily represent the interests and perspectives of the other, and neither one alone can necessarily represent the total community view.

²³Plewes, Op.cit.; Moser, Op.cit.; Two Halves Makes A Whole, Op.cit.; Patricia Keays & Beth Woroniuk. Tracing the Evolution of Gender and Development at MATCH 1987 - 1991: A Background Resource. Prepared for MATCH's Gender and Development Conference, September, 1991. p.3

6.0. OBJECTIVES

The objectives of this study are:

- 6.1. To enhance the incorporation of gender issues into the programming of the Information Sciences and Systems Division;
- 6.2. To create an awareness of GAD analysis of the ISSD program officers; and,
- 6.3. To develop an appropriate mechanism to implement gender perspective.

7.0. METHODOLOGY

In the absence of an established policy statement and guidelines on Gender and Development to provide a framework for the analysis, the study focused on identifying the roles women played and the benefits they accrued from particular projects.

The Harvard Analytical Framework was used to provide a guide to define objectives of projects/programs and assess how these relate to women's involvement and anticipate effects of projects on women.²⁴ (See Annex C for details of the framework)

Projects were categorized on the basis of the issues they address to include:²⁵

- i. The welfare and anti-poverty approach to address conditions of women.
- ii. The empowerment approach which focuses on increasing women's capacity to determine life choices and societal directions.

7.1. PROCEDURES

7.1.1. Projects were categorized according to their implementation approach including:

- General projects which address development issues in broad and general terms.
- Women focused projects designed exclusively for women.
- Global projects, which include projects administered by the Centre and by institutions or individuals in other parts of Canada, and other developed countries.

7.1.2. Review of IDRC/ISSD program statements and other documents.

7.1.3. Review and analysis of project summaries
(See Annex B for the list)

²⁴ Catherine Overholt et al. Gender Roles in Development Projects: A Case Book. West Hartford. CN: Kumarian Press, 1985. pp 4 -11.

²⁵ Two Halves Make A whole: Balancing Gender Relations in Development, Canadian Council for International Cooperation; MATCH International Centre, AUOCI, Ottawa, August 1991. pp. 32 - 36

- i. Women Focus Projects identified by program staff as being specific to gender issues and which merit detailed consideration.
- ii. General Projects which address general issues.
- iii. Global Projects

7.1.4. Check list: (See Annex A)

A check list was developed to provide a framework for analyzing the potential impact on women and their participation.

7.1.5. Interviews:

- i. Interviews with two program officers of ISSD.
- ii. Interview with the head of the GSD unit of the Centre.

7.1.6. A glossary on main concepts of Gender and Development Analytical Framework is included to clarify the terms utilised in the report. (Drawn from Background resource Paper for MATCH International, Gender and Development Conference, 1991). See Annex D.

8.0. ANALYSIS OF INFORMATION SCIENCES AND SYSTEMS DIVISION'S APPROACH TO GENDER ISSUES

This section includes an analysis of ISSD's approach to addressing gender issues and incorporating it into its program through its program statement, and through its projects.

8.1. ISSD's Approach to Addressing Gender Issues.

Although there is no official gender policy statement and/or guidelines on incorporating gender issues in programs/projects, gender issues are implicit in the general policy. Moreover IDRC's major mission, **"empowerment through knowledge"**,²⁶ renders an opportunity to address the issue of empowerment, (a core of the GAD approach) for both men and women.

- 8.1.1. However, the lack of a clear gender policy statement with the general goal to integrate women as agents and beneficiaries, and specific objectives (to develop an information system to measure women's participation, including gender as an issue in program reviews, including gender considerations in project design) and strategies to reach the objectives (like training staff), have limited the impact ISSD could have both through its programming and through its network.
- 8.1.2. The inclusion of gender equity assumed through the term 'equity' which appears in all the documents of IDRC does not clarify how ISSD would address gender issues. Reference to the term equitable indicates that the application of the term is general. The term equity does not explicitly make reference to equity between men and women. In this context, equity is more related to distributional issues between rich and poor; rural and urban; North and South, and does not underline the difference in income and economic power between men and women.
- 8.1.3. **"Empowerment Through Knowledge"**, the focus of IDRC's mission, does not reflect the social and economic barriers for women to access and control information and information resources. **"Empowerment"**, in terms of addressing the subordinate relationship of women to men is not articulated to indicate women be empowered to participate in decision-making which affects their lives as members of their society.

²⁶ Empowerment Through Knowledge: The Strategy of the International Development Research Centre. IDRC, Ottawa, 1991.

8.1.4. Although information by itself is empowering, if women do not have access to it and do not participate in collecting and analyzing it from their own perspective, the empowerment approach which focuses on " increasing capacity to determine life choices and societal directions " ²⁷, can not apply to women. Empowerment should be reflective of the issues specific to women related to their understanding of their roles and their relation to men.

8.1.5. The problem of lack of guidelines was reflected on ISSD's programming. Although there is a general consensus or acceptance of the importance of incorporating gender perspective into the ISSD programming, there is a concern on how to implement it. The complex nature of information sciences and systems and the understanding that it is relevant and indispensable to all members of society, assumes that both men and women will benefit from information related projects/programs, and hence gender issues are not relevant. Moreover, as needs and concerns of men and women are interlinked especially in the developing countries, there is no clear-cut distinction to define whether a research study or any other activity supported by ISSD responds to gender issues or not. An explicit gender policy statement which incorporates guidelines for action would provide a framework for making choices. The analytical tools indicated above also help to identify the specific impact of projects on women.

8.1.6. Related to this problem was the lack of indicators and a structure to monitor and measure the impact of projects/ programs on women, which made the program officers less sensitive in initiating mechanisms to monitor and ensure that women's issues were made part of projects/programs objectives.

8.1.7. The absence of a gender policy does not mean that ISSD was not concerned or aware of gender issues; but if this concern is not articulated, program officers as well as recipients can not be expected to initiate projects/programs which incorporate gender issues. Putting a gender policy in place provides a way to communicate and engage in a dialogue with recipients and other concerned organisations, which in the process promote incorporation of the gender perspective into development programs.

8.2. Findings from the project summaries analyzed

ISSD has been addressing women's issues through supporting women focus projects. It also supported and encouraged general projects managed and coordinated by women or which incorporated women's issues. (See Annex B for the list.)

²⁷Information and Development: A Strategy for IDRC, Information Sciences and Systems, IDRC, 1992, p.27

In the absence of clear guidelines on gender issues, the study based its analysis on the reference made to women and women's issues through

- i. General projects
- ii. Women focus projects
- iii. Global projects

8.2.1. General Projects (1991-1992); (1992-1993)

Given this background, projects were analyzed using the check list (See Annex A), to identify the specific roles women played in designing, implementing and evaluating projects. The benefits accrued, access and control women had as stakeholders were also examined to identify considerations of gender issues in the different projects.

Following is a table of general projects which addressed women's issues.

Table 3: General Projects which addressed women's issues: Condition* and Position (1991-1992) and (1992-1993)**

Region	Number	Condition Women	Position Women	Neutral +
ASRO	10	1++	1++	9
EARO	9	-	-	9
LARO	18	1++	1++	17
MERO	4	-	-	4
SARO	7	1	1	6
WARO	12	-	-	12
GLOBAL***	9	-	-	9
TOTAL	69	3	3	66

* Issues which address women's practical needs.

** Issues which address women's strategic interests.

+ Projects which did not specify women's roles or benefits.

++ Same projects addressed both the condition and position aspect.

*** Projects administered by IDRC, other institutions in Canada, the USA and France.

As can be detected from Table 3, less than 5% of the total number of projects addressed women's issues. The remaining 95% include projects which assumed women's issues be addressed implicitly and those which did not consider women's issues at all.

I. Following are the list of projects which addressed gender issues, of empowerment and/ or improvements in the conditions of women.

- a. 91-00221 Economic and Social HIV AIDS Prevention Strategies for Northern Thai Women.
Project Leader: Man**

This project carried out in collaboration with other divisions was innovative, addressed the education, health and social issues. The education component which was empowering was complemented by the economic alternative of employment generation which addressed the practical needs of the target women.

- b. 91-0235 Monitoring Adjustment and Poverty - Bangladesh
Project Leader: Man**

The aim of the project was to identify the underlying factors of poverty in Bangladesh. The project had incorporated gender issues as a major component of the study. It emphasised the issue of access to resources specifically by women as well as by other disadvantaged groups.

- c. 91-0146 NGONET: An NGO communications support system for Environment and Development Information.
Project Leader: Man**

This project was sensitive to women's issues and allocated 20% of the budget for liaison and services to women's groups and dissemination of their perspective. It also recognized the need for gender parity in its staff hiring and on its advisory groups which constituted a process of empowerment of women. It underlined the domination of the communications fields by men especially that of electronic networks and aimed to make deliberate effort to recruit women.

II. Women had also participated in the design and management of certain projects.

Table 4. Women's roles in the General Projects.

Region	Number Projects	Led by Women	Led by Men	Neutral*
ASRO	10	-	10	-
EARO	9	4+	4	1
LARO	18	5	12	1
MERO	4	-	4	-
SARO	7	-	6	1
WARO	12	1	11	-
GLOBAL	9	2	7	-
TOTAL	69	12	54	3

* Gender of team members not specified and/or not able to distinguish by name.

+ Includes three projects by PADIS/ECA led by same woman.

Table 4 indicates that 17% of the general projects were led by women.

Projects stated as neutral may have had women on their team, but it was difficult to identify whether the names referred to women or men.

8.2.2. Missed Opportunities

In the majority of the general projects, comments on particular benefits for women and particular roles of women were not articulated. The absence of guidelines to provide a framework to explore objectives, activities, actors, beneficiaries was evident.

Following are analyses of samples of general projects from each region selected at random which missed the opportunities to address women's issues. Given the limited information provided in the summaries, it is not the intention of this section to give a definite conclusion on the projects. More knowledge and information on the socio-economic background of the context would prompt more questions and answers. Besides, there is the dimension which the program officers would have perceived as implicit and so did not specify it in the report.

Given the time limit, the study could not compensate for this deficiency through further discussions with project officers on each and every summary to verify whether gender issues were implicit in the specific projects.

This is therefore an exercise of analysis using some of the indicators deemed to be conspicuous.

ASRO

**91-0136 Decision-Support Management Information System for Economic
Development (DSMIS) - Vietnam
Managed by a man**

The aim of this project was to design and develop a Decision Support Management Information System, to serve the information needs in strategy planning and policy formulating, for sharing and providing timely adequate and precise information essential for decision-making processes. The summary, however, did not specify how and what specific information on women would be gathered and how women were going to participate in or benefit from the activities related to the project. The training component of the project did not give information on the selection and recruitment of trainees and on whether women would be made part of the target group.

MERO

91-1021 University Partnerships in Essential Health Research Managed by a man

The major component of this project is training information specialists in the steps to follow to design, implement and manage automated systems in order to facilitate flow of information. The other aspect of the project was promotion of information gathering and dissemination activities. Although the program is essential for both men and women, the report does not provide gender-disaggregated information to indicate that gender consideration was part of the design and objectives of the project. It is difficult therefore to assess the extent to which women had access to resources.

LARO

91-0307 Land Trials Information Network (Brazil) Managed by a man

The project seeks to consolidate the available information on land ownership conflicts and trials to facilitate the work of legal aid lawyers and community action groups for the resolution of land disputes. No reference is made to the specific problems women face in this matter. As this issue affects women and men differently, defining the specific women's issues would be essential to identify relevant indicators.

EARO

91 - 0102 TIRDO Extension Service (Tanzania) Managed by a woman

This project is one of the series of initiatives on Industrial Information Systems in the East and West African region.

Given the active role women play in the small and medium-scale enterprises and industries in East Africa (Tanzania, Zambia and Kenya), information services cannot be strengthened without incorporating women's perspectives. The project needs to provide gender-disaggregated data to verify how women will participate and benefit from the project, e.g., giving information on how women's perspective would be incorporated in the content of publications, recruitment of trainees and other information which indicates how women will participate and benefit from the project.

Consulting and incorporating women's perspectives would therefore enrich the information base and would increase the relevance and utilisation of research findings. Such information would give indication on alternative intervention strategies (be it

policy development or any development program), which would contribute to the effectiveness and sustainability of the project.

WARO

92-8165 Journalisme Environnemental et Sanitaire - Afrique de L'Ouest et du Centre
Managed by a man

This project is a training program for journalists specialising in environmental and health sciences. Although detailed information is provided on the training aspects of the program, no reference to women's perspective is made. Training women in journalism would provide women the opportunity to incorporate their vision. Inclusion of women and their perspective would empower women to control information.

8.2.3. Women Focused Projects

Eight projects selected by the ISSD staff were analyzed to assess the gender issues they addressed. Seven of these projects were managed by women and had women as members of the team. (See Annex B for the list).

The focus of these projects include research studies, identification, systematisation, organisation and documentation of information on women's issues. They also include support for institutional building through infrastructure and training components.

Following is a brief description of these projects.

a. 86-0142 Information Network on Women in Development
(Costa Rica)
Managed by a woman

The aim of this project was to establish an information service on women in development in Costa Rica, which would provide input for research studies on women's issues. Project components included production of national bibliography on women in development, and training programs for network information personnel in information management. The project contributed to raising the awareness of the importance of information on women's issues. The training program in information management contributed to empowering the women of the participating centres.

- b. **90-0329 Women and Development Information Network - Costa Rica
 Ph II
 Managed by a woman**

This project dealt with combined health and women's issues, with an emphasis on information, providing a theoretical framework for policies, and programs and technical and practical information of immediate use to the activities of women's groups. This combination empowers women and also contributes to improvements in conditions of women through practical information. The research studies also provided useful research support for further studies on women's issues.

- c. **88-0200 Women and Natural Resource Management Network (Africa)
 Managed by a woman**

This project supported the creation of a research network which focused identification and legitimization of women's knowledge about environment and natural resource management in Africa. The aim of the project was "... to establish positive aspects of group strategy, including women's traditional practices, in order to correct policy makers' neglect of women's collective decision making capacity as a powerful and necessary human resources." This constitutes an aspect of empowerment.

- d. **90-0334 Women's Information Network - Peru
 Managed by a woman**

This project supports the development of an information network linking women's organisations in Peru with the policy makers on women's affairs, and with the mass media at the national and local levels. It addressed issues of violence, poverty and gender equity which contribute to empowerment and improvement in the condition of women.

- e. **90-0029 Réseau d'information en Créole-Commercialisation
 Managed by a man**

This project recognizes the role of women in agricultural production and commercialisation. It underlines the systemic discrimination against women and addresses the issues of empowerment through the provision of information.

**f. 84-0298 Women in the Caribbean: Data Retrieval system
Managed by a woman**

The objectives of the project included establishment of an automated data retrieval system following the recommendations of the World Conference of the International Women's year, in Mexico. It aimed to obtain the quantitative and qualitative data needed for the formulation of policies to promote the integration of women in development. The major component of the project was dissemination of the data within the merged data base through the production of several publications. This project would provide women access to more information which would empower them to further build their institutional capacity and make women's issues visible among planners and policy makers.

**g. 87-0101 Regional Information Network on Arab Women (RINAW) -
Preliminary Phase
Managed by woman**

This project was a preliminary phase concentrating on information-gathering and selection of an appropriate structure or design to ensure the proper functioning of the Regional Information Network on Arab Women (RINAW). This would lay the foundation to establish a network of women's organisations between the different countries of the region. It would have a long-term impact on empowering women through advancing research in women's issues and creating a regional women's organisation.

**h. 86-0140 Women's Studies Information Centre - India
Managed by a woman**

This project aimed to provide an information service in women's studies to research groups, women's associations, development staff in government, universities and non-governmental organizations. Project components included publications and training programs to enhance cooperation and exchange of information on women's studies. This project would contribute to making women's issues visible and encouraging a long-term impact on empowering women through provision of information and building their institutional capacity. Topics to be covered through the publications would contribute to provide appropriate information to improve the lives of women.

Table 5. Women Focus projects and issues they addressed

Region	Number	Issues	
		Condition*	Position**
MERO	1	-	1
LARO	5	5	5
SARO	1	1	1
EARO	1	1	1
TOTAL	8	7	8

* Issues which address women's practical needs.

** Issues which address women's strategic interests.

8.2.4. Global Projects

Four of these nine projects were administered by IDRC staff, while two were undertaken by recipients elsewhere in Canada, and three had recipients in USA or France. These projects included the development of global, regional and national information networks; strengthening of information services; facilitating access to information resources; training of personnel to manage information; and research on application of information technologies for development. (See Annex B for the list).

Findings of the study indicated that the projects concentrated on addressing the inequalities of information technologies, capacities and management skills of information that exist between the North and the South. Barriers to having access to information were identified as the lack of infrastructure and human resources capacity; the projects overlooked the social issues within the countries in the South, which limit or even prevent women from accessing information. The projects assumed that improvement in information systems and services would equally benefit women and men.

The following are examples of those projects which missed the opportunity to address women issues. A well-developed methodology which applies adequate system of gathering gender-disaggregated information would give clear indications on the conditions of the target group and on the nature of intervention deemed to be effective. These are opportunities where ISSD could promote incorporation of gender perspective in its programming and also to influence its recipients to follow suit.

i. 90-1044 Revenue Generation and the Disabled in Economically Disadvantaged Countries

Such a project would render valuable information on the extent of the problems experienced by disabled persons (women and men) and to identify appropriate mechanisms for intervention. Given the subordinate relations between men and women, and the extent of discrimination disabled persons face, disabled women in economically disadvantaged countries experience more serious problems than disabled men. They face various forms of discrimination in access to and control of resources and benefits. Barriers to accessing income generating and creation programs are even more serious for disabled women than for disabled men. Inclusion of a gender perspective would therefore reveal the unique problems and barriers, men and women face. Gender-disaggregated information would provide the different experiences disabled men and disabled women face.

ii. 91- 0249 Assessment Indicators for the Impact on Development

This project is exploring how to measure the impact of information on development, but the project summary does not identify any specific actions to ensure that gender issues will be taken into account.

9.0. RECOMMENDATIONS

Having gained a favourable reputation and considerable prestige in many parts of the developing world and elsewhere, IDRC has the potential to undertake new initiatives that can make a difference by mobilising other agencies involved in developing programs. ISSD, with its preoccupation in information, can play a major role in this process.

ISSD could adopt certain measures that would help address gender issues more systematically in divisional programming. These recommendations are as follows:

1. To develop a gender policy statement with an operational plan to provide a framework for programming, and at the same time sensitise recipients on the importance of incorporating a gender perspective.
2. To develop a mechanism for monitoring and evaluating research studies and other activities in information sciences to ensure utilisation and application of its support on gender issues.
3. To incorporate women's needs and interests routinely into the terms of reference of evaluations as a useful starting point for addressing gender issues.
4. To encourage research methodologies to incorporate measures that include gender disaggregated information to provide a clear understanding of how the project would benefit women and, in turn, benefit from women's participation.
5. To enhance the process of incorporating gender issues, through:
 - a. reviewing the project approval criteria
 - b. designing project application forms to reflect gender perspective
 - c. clarifying procedures/responsibilities for monitoring the gender component in the project approval process
6. To organise ongoing training programs for program officers to:
 - a. raise the understanding and awareness of gender issues in designing, implementing, and evaluating projects
 - b. negotiate ways of ensuring that gender issues are addressed through the projects
 - c. identify possible entry points of gender issues into the research methodology

7. To organise training programs as workshops, seminars and other training sessions to train recipients, to be aware of gender issues, and initiate appropriate mechanisms to implement it.
8. To initiate and support studies on the position of women in different cultures to identify appropriate ways of integrating them into the development process.
9. To conduct studies that would explore, within a global perspective, the linkages between indigenous development and gender issues.
10. To collaborate with Canadian and local NGO's to complement their research capacity and to link research to practical development work.
11. To give priority to projects which integrate women into the national economies thus improving their status and assisting the total development effort.
12. To initiate a collaborative activities with other parts of IDRC, i.e., the **"Economic and social HIV AIDS Prevention Strategies for Northern Thai Women" in Thailand** to render projects with a more holistic approach to achieve effectiveness and efficiency.
13. To address the issue of gender imbalance within ISSD staffing by giving consideration to gender in the recruitment and hiring process.

Related observations:

14. ISSD's recipients are mostly people who can by themselves effect changes or contribute towards the enhancement of policy development. Public, national bodies (government departments) have the power to enforce policy; Universities have the potential to advocate and lobby in support of certain policy directions. Other research bodies have the capacity to develop appropriate strategies to incorporate gender issues. ISSD therefore has a comparative advantage to access these people and collaborate with them to further the incorporation of gender perspective in development projects/programs.
15. Women's issues are closely linked to environmental issues especially in the developing countries and changes to enhance women's issues can be promoted through linkages with environmental issues.

16. The development principle of sustainable development also provides a forum to promote and enhance the participation of women as initiators and actors in the process of development. Sustainable development demands equal participation of women and men to effect change for the good of women and men.
17. As with other aspects of development theory, developing countries have not been given the opportunity to articulate their own thinking and analyses on gender and development. This has created barriers, often related to cultural sensitivity, to further the cause of women.

9.1. RECOMMENDATIONS ON THE PROGRAM AREAS OF ISSD ²⁸

The four program areas of ISSD are:

- 1. Information and Communication Technologies (ICT)**
 - 2. Information-Communication Systems and Networks (ICSN)**
 - 3. Software Development and Applications (SDA)**
 - 4. Program Coordination and Development (PCD)**
- Given that information is essential to social participation, to take informed decisions and participate competently in the political and economic process, it is important that all the mechanisms of intervention stated in the program statement be articulated on a gender basis.
 - As a high percentage of women in the developing countries are illiterate, the experiments in the provision of information services using non-written media in oral societies should target women.
 - With due consideration to the skills and knowledge required for these programs, women should be targeted as priority.
 - PCD is responsible for the:
 - i. coordination of program design, planning and evaluation
 - ii. linkages within and between ISSD division, regional offices and other program divisions
 - iii. interaction with the Canadian information community and with donors and other international partners.

PCD therefore has a major role to play in enhancing the implementation of the gender perspective both within the Division and other development communities. The unit's interaction with the Canadian information community, donors and other international partners, places it in a strategic position to monitor the incorporation of gender issues in these communities as well.

²⁸Ibid.pp 25 - 34

10.0. EVALUATION

Contributions to improvements in women's positions cannot usually be quantifiable and are difficult to determine using tangible parameters. As the case with other aspects of social change, it requires an awareness and understanding of the issues specific to women. Some of the indicators are:²⁹

- increased acceptance by women and men of women as community decision-makers;
- greater personal and economic independence and self-confidence for women;
- increased women's involvement in personal, family or community development;
- new, more visible, and more effective women's organisations;
- more women in education and training programs;
- improved health of women and children;
- improvements in women's legal status;
- a decline in violence against women;
- increased women's control over their own fertility;
- reduced institutional discrimination and bias against women;
- increased public awareness of women's issues.

Appropriate evaluation mechanisms built in projects are essential to ensure the effectiveness of the support in promoting women's issues. This could also provide an important mechanism to introduce women's issues into general discussions.

Evaluation mechanisms also help to link research with utilisation.

²⁹Op.cit. Two Halves Make a Whole, p33.

11.0. CONCLUSION

The unfolding changes in processes of democratization, participation and sustainable development are critical and cannot be achieved within the existing gender gap. As Nijeholt elaborates, issues such as poverty, inequality, human rights, the environment and population growth, which will dominate the development debate in the years to come, cannot be dealt with either conceptually or analytically without taking fully and effectively into account the existing gender gap, and the issue of power within the gender relations, with its varied consequences for development.

Moreover, women have acquired skills through experiences in surviving continuing economic crisis, draught, war and other hardships. These events have enhanced self-support activities which have contributed to women developing a sense of empowerment.

The new policy which limits the focus of IDRC on specific themes and limited geographical areas renders IDRC an opportunity to specify, articulate and refine its policy, and support the effective implementation of gender issues through monitoring and evaluation mechanisms.

ANNOTATED BIBLIOGRAPHY

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This hand book outlines the emerging theory and practice of gender and development. It explores the implications and limitations of the GAD analysis for organizations at the policy or structural level. It also provides tips for designing and executing GAD training programs. Sample exercises and modules for use in GAD workshops provide useful tools to further the understanding of the GAD. It presents eight cases studies consisting of two focusing on practical needs and strategic interests; two discussions on gender disaggregated data and four studies addressing the program planning. It very useful tool to support training programs or discussions on GAD.

2. Canadian International Development Agency. Women in Development: A Policy Statement. Ottawa, Minister for External Relations and International Development. 1992.

This booklet offers an overview of the policy, the goal and objectives, delivery and monitoring framework and evaluation framework of the Canadian International Development Agency (CIDA).

3. Longwe, Sara Hlupekile. Toward a Strategy for Increasing Women's Participation in Economic Development, East Lansing, MI: Office of Women and Development, Michigan State University, 1990.

The paper addresses the question of how to achieve a better understanding of what development projects ought to be doing towards implementing the overall goal of improving the status of women in Africa. The paper uses seven "dimensions" of women's participation in development in order to discuss the author's preliminary research findings on the overall pattern of inadequacy in development projects in Zambia. These seven dimensions can provide a framework for understanding the participation of women in development.

4. Moser Carloine O. N. Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs. World Development Vol. 17, No. 11 (1989), 1799 -1825

This book relates the categorization of the triple role of women as mothers, producers and members of society, and the distinction between practical and strategic gender needs. It distinguishes between the different roles women and men play in the Third World societies, and explains the capacity of different interventions to meet gender needs.

5. Nijeholt A Lycklama. Women and The Meaning of Development: Working Paper. Sub-Series on Women's History & Development, No.15 (February 1992).

This working paper explains the trends and developments in development thinking (1970-1990). It explores the issue of how the question of the gap in power between women and men has been dealt with in the development thinking.

6. Overhalt, Catherine, Mary B. Anderson, Kathleen Cloud and James E. Austin (editors), Gender roles in Development Projects: A Case Book, West Hartford, CN: Kumarian Press, 1985.

This text is organised into two sections. The first section is a collection of papers which provide background reading in technical areas and introduces an overall framework for case analysis. The second section consists of case studies for group discussions in training situations. The case studies provide the raw material from which participants can engage in their own analysis and reach conclusions. The text is known as the Harvard approach and is primarily aimed at donor agencies i.e., the USAID, the World Bank and other large donors.

7. Partnership Africa Canada. Gender and Development: A Tool for submitting Proposals to PAC for Funding.

This flyer is a description of PAC's criteria for funding. It provides some guidelines and starting points for reflections on addressing the participation of women. It highlights some of the problems of development programs identified through proposals submitted to PAC and the 1988 PAC Evaluation.

8. Plewes, Betty and Rieky Stuart, Developing An Organizational Gender Policy - CUSO: A Case Study. Ottawa: MATCH International Centre, 1991.

This publication explores the importance and initial steps towards developing and implementing gender policy.

9. Plewes, Betty and Rieky Stuart, Gender Work is Never Done: A Study of Canadian NGO Capacity in Gender and Development. CCIC, Ottawa, 1992

This is a report of the study of Canadian NGOs' capacity in gender development. It provides an assessment of the gains in increasing the awareness of Canadian NGOs of gender issues both through programming and organisational structure.

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ANNEX A

CHECK LIST

Following are some of the questions that can be asked to identify whether the project incorporates gender issues. However, as project implementation depends on the context, information may be gathered through alternative ways deemed appropriate. The most important aspect of the question of gender issues is the sensitivity and awareness of program officers to detect and discern issues of women within the context.

1. Do women participate equally with men in planning, managing implementing and evaluating projects?
2. Do women accrue benefits equal to those accrued to men, e.g. access to training, income, leisure time, etc.?
3. What proportion of funds is directed towards women?
4. Does the project respond to the practical and or strategic needs of women?
5. Does each stage of recruitment, selection and training incorporate a gender perspective? (refers to training programs)
6. What are the implications of program activities on women and men?
7. Does the project/research reflect considerations of gender issues/perspective?
8. What mechanisms are there to ensure that women are accruing the benefits planned?
9. Are the project objectives explicitly related to women's economic and social roles?
10. Do these needs adequately reflect women's needs?
11. Have women been directly consulted in identifying such needs and opportunities?
12. What are the potential effects on women in the short run? The long run?
13. Where there planned changes in activities? Is there a missed opportunity for improving women's needs for resources and benefits?
14. Are project personnel sufficiently aware of women's productive activities and sympathetic towards women's needs for resources and benefits?

15. Do personnel have the skills necessary to provide the specific inputs required by women in the project?
16. Would behavioural change be effected through new information?
17. Which activities of the project will affect and how the issues of access and control related to these activities?
18. Were recipients aware of the need to incorporate gender issues in the design, implementation and evaluation of projects?
19. In terms of content, does the project make specific contributions to women's issues?
20. Are women on the research team?
21. Are data gender-disaggregated? Do compilation and interpretation of the data reflect women's perspective?
22. To what extent does the background information reflect the consideration of gender issues?
23. Is it women who designed and planned the project?
24. Is the research team leader a woman?
25. What is the objective of the women's organisation; who is undertaking the project?
26. Over what productive resources do women have access and control.
27. What benefits will women have access to and control over use?

ANNEX B

PROJECT NUMBER	PROJECT TITLE
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EARO

91-0270	Chambers of Commerce Trade Information Systems: Kenya, Lesotho, Mauritius and Zimbabwe.
91-0098	Occupational Health and Safety Information Systems -Kenya.
92-0604	Effectiveness of Informatics Policy Instruments in Africa.
92-0606	MINISIS Resource Centre (PADIS)
92-0616	Capacity-building in Electronic Communications for Development in Africa.
92-0613	Southern African Agricultural Information Network (SAAINET).
91-0092	National Industrial Information System - Kenya - Phase II.
91-1004	Industrial and Technological Information System - Zambia.
91-0102	TIRDO Extension Service (Tanzania).

LARO

91-0278	International Development Information Network on Research in Progress (IDIN) Phase II.
91-0146	NGONET: An NGO Communications Support System for Environment and Development Information.
92-0619	Integrated State Reform Information System - Latin America.
91-0004	Amazon Information and Documentation Centre -Ecuador.
91-0256	Information System on Children (SIPI) - Ecuador.
92-0601	Utilization of Health Research and Remote Online Access (Chile).
91-1039	Radar Remote Sensing Technology, Costa Rica.
92-0003	Creole Communication Training (St. Lucia).

- 92-0610 Remote Sensing in the Artisanal Fisheries of the Valparaiso Region, (Chile)-
(SATAL II)
- 92-8765 Information for Decision Making in the Caribbean Community.
- 92-8759 Information System for Municipal Administration (Chile).
- 92-0615 Community Information Network - Ecuador (Phase II).
- 91-0141 Caribbean Energy Information System (CEIS)-Phase II
- 91-0307 Land Trials Information Network (Brazil).
- 91-0064 ACT Regional Market and Trade Information (Eastern Caribbean) - Ph.III.
- 92-1154 Strategic Marketing for Information Services.
- 91-0214 Network of Networks (Latin America).
- 84-0196 DOCPAL-Mexico.

WARO

- 91-0277 Gestion de la Petite Entreprise Agricole - Cote d'Ivoire.
- 91-0120 Mise en place du Réseau national d'IST - Congo.
- 91-0190 Communication et Information en faveur du Monde Rural au Cameroun (3).
- 92-0612 Evaluation par télédétection des ressources ligneuses du Sénégal.
- 91-0138 Africa Regional Centre for Information Science (ARCIS) - Phase II.
- 91-0180 Reseau d'information sur la sante - Tchad (2).
- 92-8165 Journalisme Environnemental et Sanitaire - Afrique de l'Ouest et du Centre.
- 92-1351 Industrial and technological information system (Ghana).
- 91-0167 Centre d'Information industrielle - Congo.
- 91-0161 REDMAPS - Ph.II - Senagal.
- 91-0171 Information pour la Recherche et la Planification-Guinee Bissau (2).

91-0166 Développement du service d'information industrielle (Mali) Ph II

ASRO

91-0308 MINISIS Resource Centre - China - Ph III.

92-8018 Integrated Information System for Thailand's Rural Development Program - Phase II.

92-1302 Institutional strengthening to enhance delivery capability of support services to small scale enterprises (SISSE).

91-0143 Seaweed and Invertebrates (Philippines)

91-0136 Decision-Support Management Information System for Economic Development (DSMIS) - Vietnam.

91-0219 Philippine Statistical System and Decentralization.

91-0178 Developing information services and infrastructure in Lao People's Democratic Republic.

91-0087 Geographic Information System for Costal Area Management and Planning (GISCAMP).

91-0033 INNERTAP - Phase II.

91-0221 Economic and Social HIV/AIDS Prevention Strategies for Northern Thai Women: Operations Research.

SARO

91-1042 Mountain Resource Management (UBC/Nepal/ICIMOD).

92-0611 Geographic Information System, Bihar (GIS-Bihar).

91-0082 Automation of Nepal Collection.

92-0614 Environment and Rural Technology Awareness - India.

92-0617 DEVINSA Business Plan and Marketing Strategy Development.

- 92-0618 Research for Product Design and Test Marketing of Management Information.
- 91-0235 Monitoring Adjustment and Poverty (Bangladesh)

GLOBAL

- 91-0249 Assessment Indicators for the Impact of Information on Development.
- 92-0620 Infodds Regional Data Centres for Latin America.
- 90-1044 Revenue Generation and the Disabled in Economically Disadvantaged Countries.
- 91-0103 Coordination of Exchange of Development Activities Information.
- 91-1043 Satellite Communications Research for Development.
- 91-0030 Satelife Communications Project.
- 91-0023 Banana and Plantain Information Network - Phase II.
- 91-0220 Research on informatics capacities in African Universities.
- 92-0603 Software Development for Sustainable Computer Networking in Africa.

MERO

- 91-1021 University Partnerships in Essential Health Research.
- 91-1019 Systeme d'information a référence spatiale (SIRS) basé sur les données de télédétection pour la conservation des eaux et des sols, Tunisie.
- 91-0228 National Information System - Jordan (Phase II).
- 92-0605 MINISIS Resource Centre - ALDOC - Ph II.

WOMEN FOCUS PROJECTS/PROGRAMS

- 86-0142 Information Network on Women in Development - Costa Rica.
- 90-0329 Women and Development Information Network - Costa Rica (Ph.II).
- 90-0334 Women's Information Network - Peru.
- 84-0298 Women in the Caribbean: Data Retrieval System.
- 87-0101 Regional Information Network on Arab Women (RINAW) -Preliminary Phase.
- 88-0200 Women and Natural Resource Management Network (Africa).
- 86-0140 Women's Studies Information Centre - India.
- 90-0029 Réseau d'Information en Créole - Commercialisation.

ANNEX C

2. A FRAMEWORK FOR PROJECT ANALYSIS

**This paper was prepared by Catherine Overholt, Kathleen Cloud, Mary
Baughman Anderson and James Austin of the Harvard Institute for
International Development Case Study and Training Project funded by the
U.S. Agency for International Development.**

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Development planning has failed to recognize fully or systematically women's contribution to the development process or, in turn, its effect on them. This failure has limited development efforts and effects. Economic growth, project efficiency and social justice call for a new approach to development which systematically includes women.

In her seminal work of 1970, Ester Boserup plainly articulated the state of neglect: "In the vast and ever-growing literature on economic development, reflections on the particular problems of women are few and far between."¹ Over the last decade the issues regarding the integral involvement of women in national development processes have slowly crept onto the agendas of national and international development agencies. By 1980, many countries and international agencies had explicitly incorporated women's issues into their development plans and had set up special bureaus, offices, or even Ministries as the organizational focal point of these new concerns. Furthermore, the barren literature fields observed by Boserup had begun to produce intellectual harvests. By 1981 articles and books in the women in development area were appearing at a rapid rate.

Although there has been much activity, development planning efforts still fail to recognize fully women's actual and potential contribution to the development process or the effect of the development process on them. The imperatives for rectifying these inadequacies are based on both economic and equity concerns. Women are key actors in the economic system yet their neglect in development plans has left untapped a potentially large economic contribution. Women represent the majority of the population yet they are concentrated at the bottom of the ladder in terms of employment, education, income and status. Both economic growth and social justice call for increased attention to the integration of women into the development process. This paper proceeds from the basis that equity and economic growth are compatible objectives and must be pursued simultaneously.

Projects are among the primary vehicles used by governments and international agencies to channel resources in the development process.²

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- 1 Ester Boserup, Women's Role In Economic Development (London: George Allen and Unwin Ltd., 1970).
 - 2 This focus on "projects" rather than processes, institutions, and policies can inhibit rather than promote development if not managed appropriately (See Kortén). Our attention to projects does not carry a normative judgement on this approach but rather reflects a concern on improving the existing modalities.

One of the barriers³ to translating research activity about women into effective and beneficial development programming has been the absence of an adequate analytical framework for integrating women into project analysis. Such integration of women is essential for transforming policy concerns into practical realities.⁴ The purpose of this paper is to present an analytical framework which will facilitate this process.

2.1. Analytical Framework

What women do will have an impact on most projects whether or not women are considered explicitly in their design and implementation. Similarly, most projects will have an effect on women's lives. The framework we propose can improve the definition of general project objectives, assess how these relate to women's involvement with a project, and anticipate the effect of the project on women. The analysis which we introduce here is not intended to be limited in its application to projects which are directed only to women. This analysis is equally applicable, and probably more important, precisely for projects where women's roles and responsibilities have not been explicitly noted but are implicitly assumed in project design and implementation.

Development projects are vehicles for generating change. Project design and implementation, therefore, require an adequate data base. "Visibility" is the starting point for integrating women into development projects and visibility also comes through data. Thus, the cornerstone of the proposed framework is an adequate data base which considers what women do and why. The key challenge, however, is how to organize and present this information so as to facilitate its translation into project terms. The framework we propose uses four interrelated components: Activity Profile; Access and Control Profile; Analysis of Factors Influencing Activities; Access, and Control; and Project Cycle Analysis.

The first component, the Activity Profile is based on the concept of a gender based division of labor. The Activity Profile will delineate the economic activities of the population in the project area first by age and gender and then by ethnicity, social class, or other important distinguishing characteristics. In addition, it will indicate the amount of time spent by individuals to accomplish these activities. The second component, the Access and Control Profile, will identify what resources individuals can command to carry out their activities and the benefits which they derive from them.

3 The perceptions or biases of "planners" concerning women constitute another barrier. See Barbara Rogers, *The Domestication of Women: Discrimination in Developing Societies*, (London: Tavistock Publications, 1980).

4 See Gloria Scott, *The Invisible Woman* (Washington, D.C.: World Bank, 1980).

Analysis of Factors Influencing Activities, Access, and Control focuses on the underlying factors which determine the gender division of labor and gender related control over resources and benefits. These analyses identify the factors which create differential opportunities or constraints for men's and women's participation in and benefits from projects. Because the work that men and women carry out shifts over time in response to the processes of change, an understanding of the underlying trends within the broader economic and cultural environment must be incorporated into this analysis.

The final component of the analytical framework, Project Cycle Analysis, consists of examining a project in light of the foregoing basic data and the trends that are likely to affect it and/or be generated by it. Together these four components provide a sufficient basis for designing and implementing projects which can best benefit and be benefitted by women's participation.

2.2. Activity Profile

To assess the interaction between women and projects, it is important to know what women do. How one categorizes activities conceptually is important. We suggest the following categories:

2.2.1. Production of Goods and Services

Too often planners have failed to recognize women's roles as producers. Specific productive activities carried out for all goods and services by men or women should be identified. It is not sufficient to identify only female activities. Male activities must also be specified because the interrelationships can affect or be affected by the project.

Specific delineation of activities is needed for each country and project setting because general typologies can be very misleading. Huntington's critique of the early Boserup work emphasized the difficulties of generalizing "...even if the classification and causal relationships of Boserup's conceptualization are pertinent to African societies, they do not hold elsewhere."⁵ The work of Deere and Leon in Andean areas reinforces the problem with generalization..." Boserup's propositions...hold only for the middle and rich states of the peasantry..."⁶

5 Sue Ellen Huntington, "Issues in Women's Role in Economic Development: Critique and Alternatives," *Journal of Marriage and the Family*, November 1975, p. 104.

6 C. Deere, and M. Leon de Leal, 1982, *Women in Andean Agriculture: Peasant Production and Rural Wage Employment in Columbia and Peru* (Geneva: ILO).

The degree of specificity of the activity listing should depend on the nature of the project. Those areas most directly associated with a project should carry the greatest detail. For example, if the project concerns a new agricultural production technology, then the gender division of labor for each agricultural productive activity should be delineated, e.g. land clearance, preparation, seeding, weeding, processing, etc.

2.2.2. Reproduction and Maintenance of the Human Resources

Activities that are carried out to produce and care for the family members need to be specified according to who does them. They might include but are not limited to fuel and water collection, food preparation, birthing, child care, education, health care, and laundry. These activities are often viewed as noneconomic, generally carry no pecuniary remuneration, and usually are excluded from the national income accounts. In fact, these household maintenance tasks are essential economic functions which ensure the development and preservation of the human capital for the family and the nation. Galbraith observed "What is not counted is usually not noticed."⁷ In project analyses, not noticing a major activity can lead to defective project design.

Giving explicit attention to these functions is critical. Women's project involvement can depend on whether or how a project affects reproduction and maintenance activities, the production of goods and services, and/or the interrelationship between these activities. The scarcest resource for most low income women is time. The design of projects which increase time requirements for particular activities must consider these requirements in relation to the time required for other necessary activities.

The activities listed in the above categories need to be further classified to increase their utility for the subsequent project analysis. Three parameters are suggested for describing the activities:

- a) **Gender and Age Denomination** - identifies whether women, men, their children, or the elderly carry out an activity; reveals gender patterns in the work activities; and is the key to identifying subsequent gender effects.
- b) **Time Allocation** - specifies what percentage of time is allocated to each activity and whether it is seasonal or daily.
- c) **Activity Locus** - specifies where the activity is being performed - in the home, in the family field or shop, or in the outside community; reveals female mobility; and carries implications for project delivery systems.

7 Kenneth Galbraith, "The Economics of the American Housewife", *Atlantic Monthly*, Vol. 232, No. 2, August 1973, p. 79.

Table 1 provides an example of how information on activities can be summarized.

Most projects are not targeted to homogeneous population groups. The gender based division of labor as well as the access to and control over resources and benefits are likely to differ, often quite substantially, according to socio-economic class or ethnic affiliation. Therefore, it is essential to develop the activity profiles separately for each of the distinct population groups to whom the project is targeted.

2.3. Access and Control Profile

Identifying the gender specific activities in production, reproduction, and maintenance is a necessary, but not sufficient step in the data preparation for project design and implementation. The flow of resources and benefits are fundamental concepts in the analysis of how projects will affect and be affected by women. Of particular concern is the access that individuals have to resources for carrying out their activities and what command they have over the benefits that derive from these activities. Table 2 illustrates how this information can be usefully summarized.

Two points are important here. First, it is essential to differentiate between access and control. Access to resources does not necessarily imply the power to control them.

To control a situation is to impose one's own definition upon the other actors in that situation.⁸ In other words, access can be determined by others but control implies that one is the determining force.

Second, it is also important to differentiate between access to and control over the use of resources, on the one hand, and access to and control over the benefits derived from the mobilization of resources. Even where women have unrestrained use of resources they are not always able to realize the gains from their use. Huntington's observations on female-dominated African agriculture illustrates this situation. Men have power and control over the fruits of women's labor because "tradition gives men a position of authority over women...Men get their wealth, their livelihood and their leisure from women's labor".⁹ By focusing on both resources and benefits, one obtains an accurate assessment of the relative power of members of a society/economy and can utilize this knowledge to analyze the probable interaction of women with a project and its likely effect on them.

8 Alan Dawe, "The Two Sociologies", *The British Journal of Sociology*, Vol, 21, 1970, p. 207; also cited in Rogers, *op. cit.*

9 Huntington, *op. cit.*

2.4. Analysis of Factors Influencing Activities,

Access, and Control

The factors which determine who does what in any population subgroup and what access and control individuals will have to resources and benefits are broad and interrelated. They could be categorized in numerous ways. We suggest the following:

- a) general economic conditions, such as poverty levels, inflation rates, income distribution, international terms of trade, infrastructure;
- b) institutional structures, including the nature of government bureaucracies and arrangement for the generation and dissemination of knowledge, technology, and skills;
- c) demographic factors;
- d) community norms, such as familial norms and religious beliefs;
- e) legal parameters;
- f) training and education; and
- g) political events, both internal and external.

The reason for specifying these determining factors is to identify which can facilitate or constrain a project. Some factors, if not most, will not be amenable to change by a project. Therefore, the task for project design and implementation is to assess the above factors in terms of whether and how they will have an effect on or be affected by a project.

In addition, it is important to identify the exogenous trends or dynamic forces which are already affecting change on what men and women actually do. Projects are not implemented and carried out within the static environment implied by the Activity and Access and Control Profiles. Dynamic forces – political, social, environmental, or physical – can either enhance the accomplishment of a project's objectives or seriously impede it.

The consideration of exogeneous trends and dynamic forces, while always important, is even more so in relation to women. There are a number of forces affecting women on a world-wide basis. Life-expectancy is rising, particularly for women. Availability of birth control information and techniques combined with declining infant mortality rates have the potential to change a fundamental determinant of women's activities; women may have fewer births and/or raise the same number of fewer children. Women are taking up productive activities previously undertaken by men, as men migrate to cities whereas women assume responsibilities as heads of their households. Women are increasingly entering wage labor occupations in order to survive or maintain a standard of living. Women are gaining increasing access to permanent wage labor in some areas.

In many areas, the number of women-headed households is increasing, although there tends to be a cultural lag in acknowledging this fact. Bangladesh provides an important case in point. The number of women who were left destitute, widowed, or abandoned after the war has had a significant effect on the Bangladesh cultural norm that all women should be under the care and protection of a man. Decreasing land availability is also challenging the norm that children are an asset. Children now cannot be absorbed onto family land, but must be educated in order to earn a living. Costs of education raise the costs of childrearing significantly. Decreasing land/human ratios also mean that it is more difficult for a man to support all the dependent female family members. The trend is towards an abdication of this traditional responsibility. While these forces have direct and important effects on women's lives and the activities they perform, they are part of a much larger dynamic process. The status of women and their involvement in work external to the household is changing in Bangladesh without anyone's having designed this process. Project design and implementation for Bangladesh must take these forces into account in order to understand the context in which a project will be working and the forces which will affect it.

While Bangladesh provides an example of broader trends within a nation which will influence projects, there are also a number of international trends which affect local circumstances. World-wide inflation, international transfers of labor, the impact of technologies, international tensions including the Cold War, all change over time and can affect project outcomes. Events within a project may be better understood when these larger forces are explicitly noted and considered in project planning, implementation and evaluation.

2.5. Project Cycle Analysis

The remainder of the analytical framework consists of examining a project in light of the foregoing basic data. The process is to ask which activities the project will affect and how the issues of access and control relate to these activities. The factors which determine who undertakes particular activities and with what access and control are critical because they act as mediators for the project's effects on women. The analysis will help pinpoint areas of a project which have to be adjusted in order to achieve the desired outcome.

At the project identification stage, questions which relate to women as project clientele need to be addressed. This includes defining project objectives in terms of women, assuming the opportunities and/or constraints for women's projects involvement, and, finally, identifying possible negative effects on women. In the design stage of the project, questions related to the impact on women's activities, access and control of resources and benefits need to be raised. For project implementation, questions regarding the relationship of women in the project area to project personnel, organizational structures, operations, logistics, etc. need to be considered. Finally data requirements for evaluating the project's effects on women must be addressed. Specific questions related to project cycle analysis are detailed in Annex1.

The activity analysis and the access and control analysis applies to the project cycle analysis and provide the basis for good project development. They guide project identification by revealing where women are and what they are doing. They assist project design by highlighting the problem areas and their causes. The challenge is to find ways to deal with the problem areas either by removing them, by-passing them, or adjusting project expectations within them. Project implementation has to be considered in the design process and can benefit from the analytical data, too. It is important to recognize that no standard project design is possible. Each country's situation is unique and will require specific responses.

2.6. Cross-cultural Uses of the Analytical Framework

The analytical framework which we have provided here is a useful device for understanding the roles of men and women in a society, and the external forces which may affect project planning. The analysis is generalizable in that it is relevant in every context to determine the gender-based division of labor and to understand the forces which act as constraints on this division or which act to change it.

In applying any generalized analysis across project and across cultures, it is important to bear in mind its precise uses and its clear limits. When activity analysis shows that women are involved in certain productive tasks in one area and that these tasks have certain implications for the division of resources and of

power in that context, it is unlikely that even this same division of labor will have exactly the same implications for the division of power in any other culture or project location. Traditions, customs, and political processes interact with economic and social activities differently in different settings. Transference of conclusions and interpretations across projects and cultures is unlikely to be accurate. Nonetheless there may be similarities in the mode of analysis which may be applied to understand these interactions. While the analytical framework suggested here raises questions that are applicable in all settings insofar as it is designed to gather critically relevant information for project design, one must apply it to specific project settings. Good project design requires actual data on what work women do and in what context, together with clear specification of the issues of prestige, power, access and control.

A decade has passed since...the Percy Amendment...required that U.S. bilateral assistance programs

"be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort."

This legislative mandate requires that women be cast as contributors and agents of economic development as well as its beneficiaries. Planners, therefore, must guard against the negative effects of their projects on women and focus on the need to enhance women's productivity, raise their income, and promote their access to economically productive resources as a means to achieving overall national economic growth.

2.7. Conclusion

The foregoing framework should be viewed as a flexible instrument rather than a rigid format for accomplishing this objective. It does not pretend to be a definitive work, but rather one upon which others can build. Only in that spirit can we continue to learn together, and that collective process is essential to the progress we pursue.

TABLE 1
Activity Profile

		Gender/Age ¹						TIME ²	LOCUS ³		
Socioeconomic Activity		FA	MA	FC	MC	FE	ME				
I. Production of Goods and Services											
a. Product/Services											
1. Functional Activity											
2. Functional Activity											
3. Functional Activity											
b. Product/Services											
1. Functional Activity											
2. Functional Activity											
3. Functional Activity											
II. Reproduction & Maintenance of Human Resources											
a. Product/Services											
1. Functional Activity											
2.											
3.											
b. Product/Services											
1. Functional Activity											
2.											
3.											

Code:

1/ FA = Female Adult; MA = Male Adult; FC = Female Child; MC = Male Child;
FE = Female Elder; ME = Male Elder

2/ Percentage of time allocated to each activity; seasonal; daily

3/ With home; family, field or shop; local community; beyond community

TABLE 2**Access And Control Profile**

<u>RESOURCES</u>	<u>ACCESS (M/F)</u>	<u>CONTROL (M/F)</u>
Land		
Equipment		
Labour		
Production		
Reproduction		
Capital		
Education/Training		
<u>BENEFITS</u>	<u>ACCESS (M/F)</u>	<u>CONTROL (M/F)</u>
Outside Income		
Assets Ownership		
In-Kind goods (Food, clothing, shelter, etc.)		
Education		
Political Power/Prestige		
Other		

ANNEX 1

The following sets of questions are the key ones for each of the four main stages in the project cycle; identification, design, implementation, evaluation.

I. WOMEN'S DIMENSION IN PROJECT IDENTIFICATION

A. ASSESSING WOMEN'S NEEDS

1. What needs and opportunities exist for increasing women's productivity and/or production?
2. What needs and opportunities exist for increasing women's access to and control of resources?
3. What needs and opportunities exist for increasing women's access to and control of benefits?
4. How do these needs and opportunities relate to the country's other general and sectoral development needs and opportunities?
5. Have women been directly consulted in identifying such needs and opportunities?

B. DEFINING GENERAL PROJECT OBJECTIVES

1. Are project objectives explicitly related to women's needs?
2. Do these objectives adequately reflect women's needs?
3. Have women participated in setting those objectives?

C. IDENTIFYING POSSIBLE NEGATIVE EFFECTS

1. Might the project reduce women's access to or control of resources and benefits?
2. Might it adversely affect the women's situation in some other way?
3. What will be the effects on women in the short and longer run?

II. WOMEN'S DIMENSION IN PROJECT DESIGN

A. PROJECT IMPACT ON WOMEN'S ACTIVITIES

1. Which of these activities (production, reproduction and maintenance, sociopolitical) does the project affect?
2. Is the planned component consistent with the current gender denomination for the activity?
3. If it plans to change the women's performance of that activity, is this feasible and what positive or negative effects would it have on women?
4. If it does not change it, is this a missed opportunity for the women's roles in the development process?
5. If it plans to change the activity locus of that activity, is this feasible, and what positive or negative effects would it have on women?
6. If this does not change it, is this a missed opportunity for the women's role in the development process?
7. If it plans to change the remunerative mode of that activity, is this feasible, and what positive or negative effects would it have on women?
8. If it does not change it, is this a missed opportunity for the women's role in the development process?
9. If it plans to change the technology mode of that activity, is this feasible, and what positive or negative effects would it have on women?
10. If it does not change it, is this a missed opportunity for the women's role in the development process?
11. How can the project design be adjusted to increase the above-mentioned positive effects, and reduce or eliminate the negative ones?

B. PROJECT IMPACT ON WOMEN'S ACCESS AND CONTROL

1. How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the production of goods and services?
2. How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the reproduction and maintenance of the human resources.

3. How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the sociopolitical functions?
4. How can the project design be adjusted to increase women's access to and control of resources and benefits?

III. WOMEN'S DIMENSION IN PROJECT IMPLEMENTATION

A. PERSONNEL

1. Are project personnel sufficiently aware of and sympathetic toward women's needs?
2. Are females used to delivering the goods or services to women beneficiaries?
3. Do personnel have the necessary skills to provide any special inputs required by women?
4. Are there appropriate opportunities for female participation in project management positions?

B. ORGANIZATIONAL STRUCTURES

1. Does the organization form enhance women's access to resources?
2. Does the organization have adequate power to obtain resources needed by women from other organizations?
3. Does the organization have the institutional capability to support and protect women during the change process?

C. OPERATIONS AND LOGISTICS

1. Are the organization's delivery channels accessible to women in terms of personnel, location and timing?
2. Do control procedures exist to ensure dependable delivery of the goods and services?
3. Are there mechanisms to ensure that the project resources or benefits are not usurped by males?

D. FINANCES

1. Do funding mechanisms exist to ensure program continuity? Afterwards?
2. Are funding levels adequate for proposed tasks?

3. Is preferential access to resources by males avoided?
4. Is it possible to trace funds for women from allocation to delivery with a fair degree of accuracy?

E. FLEXIBILITY

1. Does the project have a management information system which will allow it to detect the effects of the operation on women?
2. Does the organization have enough flexibility to adapt its structures and operations to meet the changing or new-found situations of women?

IV. WOMEN'S DIMENSION IN PROJECT EVALUATION

A. DATA REQUIREMENTS

1. Does the project's monitoring and evaluation system explicitly measure the project's effects on women?
2. Does it also collect data to update the Activity Analysis and the Women's Access and Control Analysis?
3. Are women involved in designating the data requirements?

B. DATA COLLECTION AND ANALYSIS

1. Are the data collected with sufficient frequency so that necessary project adjustments could be made during the project?
2. Are the data fed back to project personnel and beneficiaries in an understandable form and on a timely basis to allow project adjustments?
3. Are women involved in the collection and interpretation of data?
4. Are data analyzed so as to provide guidance to the design of other projects?
5. Are key areas for WID research identified?

ANNEX D

GLOSSARY

GENDER:

Gender refers to a whole set of expectations held as to the likely behaviour, characteristics, and aptitudes men and women will have. It refers to social meanings given to being either a man or a woman in a given society. When we say that a certain type of behaviour is unmanly, we are basing this judgement on our expectation as to how a 'real' man would behave in a given situation. In large measure such judgements are based on gender stereotypes, and one of the puzzles of analyses is the pervasiveness of such stereotypes and, by extension, their origins.

GENDER IDENTITY:

Gendering, by which we acquire the social characteristics of masculinity or femininity, is a highly complex set of processes which starts almost at birth. It involves...acquiring an identity (masculine or feminine) which in part involves learning a set of differentiated behaviours and capacities appropriate to one's gender.

GENDER RELATIONS:

While GAD requires general use of a relational lens to analyze social circumstances, it specifically focuses on gender relations, patterns of men and women relating in many different social settings. Gender relations are of two main types -- summarized with only a little of the language of sociology! -- those relations that are determined by a person's position in a kinship/community network (ascribed), and those resulting from a person's involvement in her life and that of her community and country (achieved).

RESOURCES: ECONOMIC, POLITICAL & TIME:

Emphasis on 'economic' development over holistic human and social development (of which exchange and paid labour is just one part) has meant that economic resources have tended to be the factors used to plan and implement development initiatives. GAD extends the framework of resources to include political resources -- power and influence -- and time as a resource.

ACCESS TO/CONTROL OVER RESOURCES & BENEFITS OF RESOURCES:

Considering who in a community has access to resources gives only a partial picture: in a GAD approach, a separation is made between access to resources and control over resources, acknowledging, for example, that women may have access to land for farming but have no control over the disposition of that land. Resources are similarly separated from benefits of resources.

acknowledging that in many situations, and particularly for women, the access to and control over resources may not automatically ensure a full return of benefits (for example, when women's time and labour is secured as a resource, but the benefits accrue to a household within which unequal power relations and subordinate positions exist and in which benefits are shared on that same established pattern of inequity.)

DIFFERENTIALS IN ACCESS TO AND CONTROL OVER RESOURCES AND BENEFITS:

Using the above concepts as a template to determine the relative position of men as a group and women as a group in a society yields consistent patterns -- across all social groups and classes, societies and cultures. Men have greater access to and control over resources and benefits than do women -- even though women within a certain race or class may have more access to resources and benefits than men or women of another race or class.

SUBORDINATION / DOMINATION (relational position)

This position of reduced access to and control over resources and benefits establishes women as a group in a society in a subordinate position to men, who occupy a dominant position (defined as access to money, power and time). Note that these descriptions are of social groups, not necessarily of relations between individual men and women. People live out social patterns of subordination and domination in institutions which reflect the same social values -- in public and private, formal and informal institutions -- the household, formal education, the market or economy, all those institutional structures and systems within which every one of us faces our personal challenges of life, work, humanity and equality.

PRACTICAL NEEDS / STRATEGIC INTERESTS

The partial needs that women share with men, relating to the condition they also share, draw from day-to-day, year-to-year needs for food, shelter, clothing, education and employment. Practical needs derive from traditional roles and a traditional division of labour. Women's subordinate position and male privilege mean that while women share certain practical needs with men, they also have strategic interests that men do not share -- interests linked to improving women's position in relation to men.

CONDITION / POSITION

This two-part concept of condition 'position' is central to an understanding of GAD, building as it does on each of the earlier constructs. Women share conditions with men, from which stem immediate practical needs. Women as a group, because of their subordinate position, also have needs that men as a

group do not have. Development initiatives must consider condition and position, and the relation between them, rather than either one alone.

TRANSFORMATORY POTENTIAL: FLEXIBILITIES / RIGIDITIES

The nature of organizations and systems (as well the nature of gender identity) means varying degrees of flexibility and rigidity exist around change in gender relations. Transformatory potential is a key indicator of where enough flexibility exists to address strategic interests, improving women's position, and in the process increasing women's capacity to transform the social institutions in which they live and work.

RESPONSIBILITIES IN DEVELOPMENT:

In partnership models of development in which empowerment people's capacity to act on their own behalf - is a goal, each partner holds different responsibilities than in traditional models. Consultative participation of women and men as agents of their own development is fundamental in GAD approach. It is also a relative rarity in development practice - separate entirely from whether development initiatives address WID, GAD, both or neither.

WOMEN AS ACTIVE PARTICIPANTS:

From needs identification through planning, feasibility, design, implementation, monitoring and evaluation, involving women as active participants means a shift away from conceptualization of women as passive beneficiaries towards their direct involvement through the development process. Resulting changes in project planning and implementation present great challenges to development workers, in some cases more than to partners.

EMPOWERMENT:

The way in which these goals of economic self-sufficiency and political self-reliance are to be achieved through full participation in all phases of development has come to be called empowerment -- women empowering themselves to achieve change in gender relations. As a means of achieving equity, empowerment must be considered in relation to the two dominant policy approaches to women, a traditional 'social welfare' view of women as wives and mothers, and the present policy thrust of economic efficiency in which women are potential or under-utilized "productive" resources.

ORGANIZING AND ALLIANCES:

GAD identifies women organizing, and alliances of people who support positive change in gender relations, as two keys to the realization of the approach's goals - economic self-sufficiency and political self-reliance. Key

alliances are those between women and other groups whose position in society is a subordinate one, as a result not of gender but of class, or race, for example.

SEXUAL DIVISION OF LABOUR:

Who does what work, using a broad definition of work as all human labour and not just what is measured in narrow economic constructs such as 'gross domestic' or 'national product', and the compensation (benefits, rewards) they receive for that work, are keys to understanding how different principles are reflected in a society's organization. The sexual division of labour (SDOL) is sometimes referred to more recently as the gender division of labour, the differences between these, as analytical concepts, are not clear. [The Harvard WID Profiles or Analytical Framework is a conceptual tool that maps the sexual division of labour.]

RELATIONAL AND HOLISTIC APPROACH

For GAD to be 'relational' means it looks less at women as a group separate from men as a group, and more at the relationship between the two. It examines the fit between different events and spheres of human activity, as well as the connections between experiences themselves.