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INITIATIVE TO END HUNGER IN AFRICA (IEHA)

GENDER ASSESSMENT SYNTHESIS REPORT

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Contracted by

AFR/SD/EGEA and EGAT/AG

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ACRONYMS

ABEO	Agricultural, Business and Environment Opportunity (Kenya)
ADS	USAID Automated Directives System
AEG	Accelerated Economic Growth
AFR/SD/EGEA	USAID/Africa Bureau, Office of Sustainable Development, Division of Economic Growth, Environment and Agriculture
APEP	Agricultural Productivity Enhancement Program (Uganda)
AO	Assistance Objectives
APS	Annual Program Statement
AWARD	African Women in Agricultural Research and Development
AVC	agriculture value chain
BCC	behavior change communication
BDS	business development services
BNDA	<i>Banque Nationale de Developpement Agricole</i> (Mali)
CAADP	Comprehensive Africa Agriculture Development Programme
CGIAR	Consultative Group on International Agricultural Research
CIP	International Potato Center
COMESA	Common Market for Eastern and Southern Africa
COREC	Coffee Research Institute (Uganda)
CRSP	Collaborative Research Support Program
CS	cooperative sponsors
CWD	coffee wilt disease
EAFCFA	Eastern African Fine Coffees Association
EF	Emerging Farmers
EG	Economic Growth
EGAT	USAID/Bureau of Economic Growth, Agriculture and Trade
EGAT/AG	USAID/Bureau of Economic Growth, Agriculture and Trade, Office of Agriculture
EGAT/WID	USAID/Bureau of Economic Growth, Agriculture and Trade, Office of Women in Development
EGAT/MD	USAID/Bureau of Economic Growth, Agriculture and Trade, Microenterprise Development office
FFP	Food for Peace
FFS	farmer field schools

FHH	female-headed household
FTF	Feed the Future
GATE	Greater Access to Trade Expansion Project
GDA	Global Development Alliance
GINA	Gender Informed Nutrition and Agriculture project
ha	hectares
IDEA	Investment in Developing Export Agriculture (Uganda)
IEHA	[Presidential] Initiative to End Hunger in Africa
IFPRI	The International Food Policy Research Institute
IIAM	National Institute for Agriculture Research (Mozambique)
IICEM	Integrated Initiatives for Economic Growth in Mali
IITA	International Institute of Tropical Agriculture (Uganda)
INCPROX	Income Proxy Survey
INTSORMIL	Sorghum and Millet Research Support Program (Mali)
IPM	Integrated Pest Management
IRs	intermediate results
KACOFA	Kapchorwa Commercial Farmers Association (Uganda)
KARF	Kenya Access to Rural Finance
KARI	Kenya Agricultural Research Institute
KBDS	Kenya Business Development Services
KDDP	Kenya Dairy Development Program
KMDP	Kenya Maize Development Program
KDSCP	Kenya Dairy Sector Competitiveness Program
KHDP	Kenya Horticulture Development Program
LEAD	Livelihoods and Enterprises for Agricultural Development (Uganda)
M&E	monitoring & evaluation
MBU	mobile banking unit
MCHN	maternal child health and nutrition
MOA	Ministry of Agriculture
MSU	Michigan State University
MYAP	Multi-Year Assistance Programs
NERICA	New Rice for Africa
NES	National Export Strategy (Uganda)
PEPFAR	President's Emergency Plan for AIDS Relief

PO	producer organization
PROMISAM	Project to Mobilize Food Security Initiatives in Mali
R&D	research and (technology) development
RFA	request for applications
RFP	request for proposals
SACCOs	savings and credit cooperatives
SMEs	small and medium-sized enterprises
SO	Strategic Objective
TIA	National Agriculture Survey (Mozambique)
UCA	Ugandan Coffee Authority
UDLP	University Development Linkages Programme
USAID	United States Agency for International Development
USG	U.S. Government
VAT	value added tax
WF	Women First

1. INTRODUCTION

1.1 Background

It is widely acknowledged that women play a dominant role across Africa in smallholder agriculture production, yet these contributions often go unrecognized. Furthermore, it is also well understood that, when women have more access to and control over agricultural assets and decision making, family outcomes in terms of food security and health are improved. Because of these facts, gender¹ issues are central to the work of the United States Agency for International Development (USAID), and the Agency “strives to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural, and political development; enjoy socially valued resources and rewards; and realize their human rights.”²

This commitment to gender equality is reflected, for example, in the new U.S. Government (USG) Global Hunger and Food Security Initiative, Feed the Future (FTF). FTF, one USG response to the need for sustainable global food security, identifies reducing gender inequality and recognizing the contribution of women to agricultural productivity as critical priorities for achieving this important goal.³ Consequently, gender concerns are to be integrated into all FTF investments – from program planning to design, implementation, and evaluation – to address the negative impacts of unequal access to and control over assets that affect women in all stages along the agricultural value chain.

In 2009, in the context of this renewed focus on ensuring that both women and men benefit from agricultural development and that food security impacts are more equitable, USAID’s Africa Bureau (AFR) and the Economic Growth, Agriculture and Trade Bureau’s Agriculture Office (EGAT/AG) initiated a gender assessment of the Presidential Initiative to End Hunger in Africa (IEHA). Launched in 2002, IEHA was a multi-year effort designed to help increase agricultural productivity and incomes, thereby contributing to the achievement of the United Nations’ Millennium Development Goal 1 of cutting the number of hungry people in Africa in half by 2015. As USAID’s primary agriculture initiative in Africa over the past eight years, IEHA was the main mechanism through which the USG reached smallholder farmers from 2002 to 2008. As will be seen below, IEHA programs often did not have deliberate gender integration and participation of women as specific objectives. Nevertheless, examples of good practices can be identified and are worth using as a starting point for FTF and other global food security initiatives.

This document presents a synthesis of the performance assessment findings for IEHA agricultural investments in sub-Saharan Africa and their ability to address gender constraints and increase the impact of agricultural programs for women, as well as men. The objective of this gender assessment⁴ was to capture best practices and lessons learned and make evidence-based recommendations on gender integration in order to maximize future agricultural investments toward the goals of rural poverty

¹ Note: Gender is a social construct that refers to relations between the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, and is dynamic and open to change over time. See [ADS Glossary](#).

² USAID, Automated Directives System (ADS) guidance, from ADS section 201.3.9.3, revised on November 5, 2009.

³ Feed the Future Guide, May 2010, Page 27.

⁴ A [gender analysis](#) identifies gender differences and relations and assesses their potential impact on achieving development objectives. A [gender assessment](#) involves carrying out both a gender analysis of an organization’s programs, and an assessment of the organization’s ability to monitor and respond to gender issues throughout the program cycle. See the glossary at the end of the report for more expanded definitions.

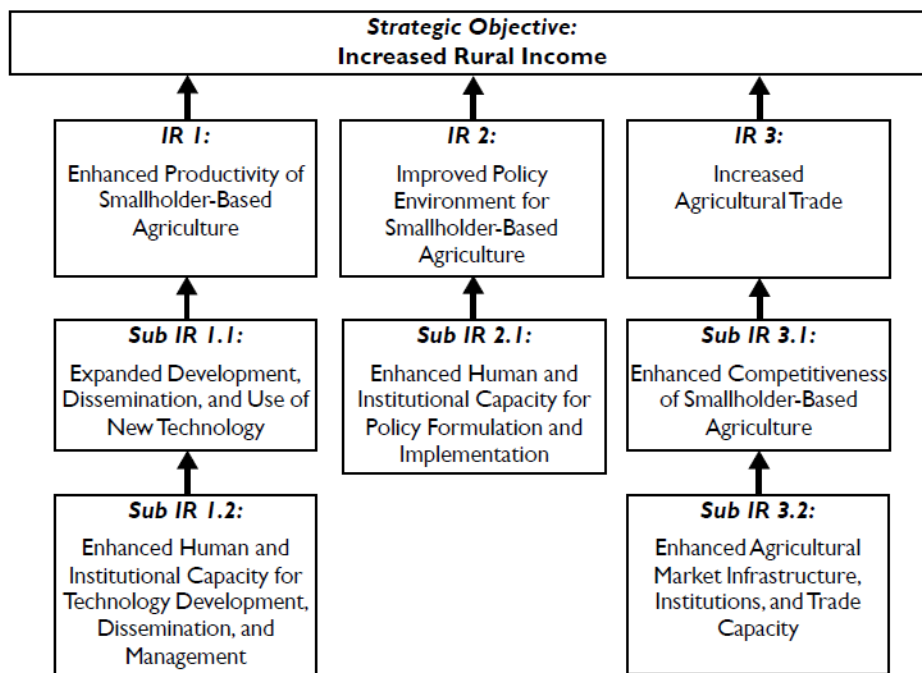
reduction and food security. Although largely funded by AFR/SD and EGAT/AG, it represents a broader collaboration of offices including EGAT/ESP and EGAT/WID, and organizations including the International Food Policy Research Institute (IFPRI).⁵

1.2 Methodology and Hypotheses

The IEHA Gender Assessment team held a workshop in December 2009 to develop the methodology for the assessment. The workshop identified three conceptual frameworks as important guidelines for the assessment:

- 1) The IEHA framework and its three intermediate results (IRs), with the objective to assess how the various projects sought to achieve gender equity in each of them (see Figure 1).
- 2) Agricultural value chain conceptual frameworks, given the significant investment by USAID in the development of these programs.
- 3) The project/program cycle of design, implementation, and monitoring and evaluation.

Figure 1: IEHA framework



From the three conceptual frameworks, the methodology workshop identified a set of hypotheses concerning the potential gender outcomes of IEHA interventions. The hypotheses related primarily to gender participation in agricultural value chain programs (see Box 1). The assessment hypotheses provided a guide to the individual country assessment teams.⁶ Conclusions related to Hypotheses 1 and 2

⁵ Staff from IFPRI participated in a methodology workshop for the assessment; other USAID offices contributing inputs included AFR/DP, EGAT/MD, and EGAT/WID.

⁶ The conceptual framework for the IEHA gender assessment can be found in Annex B.

were extracted from the assessment work, but due to the absence of baseline data, definitive conclusions related to Hypothesis 3, the impact on women’s assets, were limited.

Box 1: IEHA Gender Assessment Hypotheses

- H1a: IEHA interventions have been designed to alleviate gender-based constraints to participation in agricultural value chains.
- H1b: IEHA interventions have had an impact on gender-based constraints to women’s participation in the agricultural value chain.
- H2a: IEHA interventions have resulted in increased on-farm productivity, employment, and entrepreneurship for women along the agricultural value chain.
- H2b: IEHA interventions have impacted the policy environment faced by women smallholders, enabling more efficient and equitable trade.
- H3: IEHA interventions have impacted women’s asset portfolios.

1.3 Scope and Limitations of the Assessment

The gender assessment was carried out for four countries. Three of the studies—in Mali, Mozambique, and Uganda—included field-based investigations, conducted in early 2010. A desk study of IEHA investments in Kenya was drafted by an investigator with extensive experience with the Kenya Mission and the gender impact of its IEHA portfolio. A summary of the country reports is found in the Annexes.⁷

One of the major limitations for this assessment was the large number of IEHA programs, sometimes in remote areas. Some countries had one significant program focused either geographically or on a commodity chain, but most had three or four programs that fell under the IEHA funding criteria. A second constraint was the lack of secondary information available on programs, both from readily available external sources, as well as in country. Sourcing contracting documents was difficult, so design elements could not be easily assessed. While project documents exist, they were not readily available under short time frames. Project staff were busy, and the assessment teams had limited time to survey programs given travel distances and logistics. And some projects had ended or had altered funding sources. As implementing partners and staff changed, it was challenging to trace historical decisions and investments.

1.4 Structure of the Report

The report is structured at the first level by the project cycle: design, implementation, and monitoring and evaluation. Embedded in the implementation section are the stages of the value chain: research and development, inputs, production, processing, marketing/trade and policy environment. A few cross-cutting issues such as capacity building are considered separately. The final section highlights promising practices, and provides recommendations for future action. Separate country reports are attached as annexes.

⁷ The full country reports can be made available upon request from AFR/SD/EGEA.

2. INTEGRATING GENDER INTO PROGRAM PLANNING AND DESIGN

“Gender issues are central to the achievement of strategic plans and Assistance Objectives (AO), and the United States Agency for International Development (USAID or the Agency) is striving deliberately to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights.”⁸

Mandated by USAID’s Automated Directives System, addressing gender issues during program planning and design is a standard USAID best practice. Integrating gender issues from the beginning signals their importance to programming and creates the conditions to hold Missions and partners accountable for promoting gender equality. A sound gender analysis will provide valuable information for program design and will signal to bidders the importance of building on that information during the early stages of implementation. Providing guidance at the planning and design stage supports implementation by underlining the importance of planning meaningful baseline assessments and monitoring plans, budgeting activities, and pointing toward different gender-sensitive implementation approaches.

In practice, the evidence from IEHA-funded programs reveals inconsistency within and across Mission programs in their attention to gender in the planning and design stages. Some IEHA-funded programs failed to call attention to gender issues in requests for proposals (RFPs)/requests for applications (RFAs) or did so in perfunctory ways, revealing a lack of gender analysis being conducted prior to program design. In some cases, however, efforts were made to incorporate gender issues as part of the planning and design stage, although with differing results. The following section provides examples where gender analysis was used for program design. Section 5 discusses the role of gender analysis and what is expected in relation to gender integration in solicitation and procurement activities.

2.1 Analysis of Gender Roles and Constraints Prior to Program Design

There were few examples of Missions and implementing partners who used gender analysis to design or modify implementation strategies.

Missions and implementing partners applied limited approaches that often targeted specific groups of women but did not comprehensively address gender roles and relations. These efforts were sometimes not informed by gender analysis and therefore were insufficient to address women’s needs in their different roles given different assets and vulnerabilities.

In Mozambique, women were considered part of the group of vulnerable populations. Targeting women explicitly through USAID/Mozambique’s Food for Peace programs, this approach focuses attention on pregnant and lactating women, and on single women made vulnerable through HIV/AIDs or other causes. These investments largely support women directly as providers of household food security and in their role as mothers.

On its own, an approach that targets women in vulnerable households can be limiting: for example, it may accommodate women’s roles in the households yet exclude men from parenting opportunities. To mitigate the limitation of excluding men, Mozambique Multi-Year Assistance Programs (MYAPs) integrate nutrition and farmer groups, so that members of the same associations participate in both sets of

⁸ ADS 201.3.9.3 Gender Analysis. Effective date: 11/5/2009.

activities and receive a wider range of training and technical assistance.⁹ Gender behavior change messages are incorporated across all programming components, including health, HIV/AIDs and nutrition. This approach capitalizes on experience gained from the USAID-funded Gender Informed Nutrition and Agriculture project (GINA), in which agriculture extension workers and nutritionists worked collaboratively to reach malnourished and vulnerable households by linking food production to nutrition. This effort has led to an increase in the number of men participating in nutrition education and outreach on the one hand, and the number of women participating in agriculture production groups on the other.¹⁰ Combining the efforts of both agriculture extension workers and nutritionists has the added benefit of reaching not just women but of engaging men in household nutrition decisions and changing traditional gender roles. This successful approach was also used in northern Uganda on similar MYAP projects. However, as will be discussed below, this approach does not successfully address the needs of women as farmers and the gender-based constraints that impede them from fully participating in a growing commercial agriculture sector.

In Mali, women were targeted specifically in their role as farmers. USAID/Mali made a committed effort to increase women's agricultural participation and productivity by targeting women's cooperatives and value chains where they are well represented among producers, processors or marketers. This approach directed efforts to increase the volume and value of crops where women retain control over income. For example, in the Sikasso region, women historically control the income from rice, while in Mopti they control the income from shallots. Women have little access to individual income streams in Mali and this strategy has a positive impact of increasing women's direct access to income.

Additional activities in Mali, such as land rehabilitation and literacy programs, were also targeted towards women. The approach aimed to overcome the considerable challenge faced by project implementers to ensure that women participate in and benefit from targeted interventions. In practice, the strong focus on women-only interventions in some areas resulted in neglecting opportunities to build their capacity to negotiate with male decision makers who could directly impact their ability to enhance productivity. This oversight was recognized and efforts, including training, were made to improve women's capacity to negotiate. Ultimately, the directive had the impact of keeping gender equality and women's economic empowerment as a major concern of the project.

Designing programs to engage both men and women can be challenging. Singling women out for interventions is one strategy for making sure that women are not left out of development interventions. In contexts where gender roles and relations are extremely rigid and where social sanctions for stepping out of those roles are high, this strategy can be appropriate. Elsewhere however, designing women-only strategies is likely to overlook places where programs need to support both men's and women's individual and joint contributions to agriculture development. In any intervention focused on women, the role of men must also be considered.

In Uganda, women producers have benefitted from follow-on projects, participating in one after another, e.g., Agricultural Productivity Enhancement Program (APEP) to Livelihoods and Enterprises for Agricultural Development (LEAD). These women producers have been able to take training courses in literacy and business development and were among the first to access new warehouse facilities. In contrast, though, when project support to high-value horticultural export crops ended, the majority of

⁹ This is in contrast to the previous Title II DAP funding cycle (2002 – 2006) in which nutrition and agriculture production groups were organized as distinct entities comprised of different sets of people, even if they were functioning in the same communities. During the DAP, nutrition groups were mostly comprised of women, while agriculture production groups were dominated by men. Source: Interviews with Brian Hilton, Director World Vision, in Zambezia Province; and Leonor Domingos, USAID Senior Food Security & Disaster Response Advisor.

¹⁰ Interviews with Brian Hilton and Leonor Domingos, January/February 2010.

women involved in the project were unable to continue in production. In coffee projects, women have been particularly targeted for coffee seedling nursery production, a task that men seem unwilling to do but can be quite lucrative for women.

The LEAD project in Uganda contracted a baseline data collection among 1,800 households but the gender data was inexplicably excluded from the final report. The absence of baseline data and the failure to collect disaggregated data from the beginning of project activities does not mean that project activities are not including women or addressing gender. While design documents for the Title II programs in Uganda were not available, the project proposals and interviews with staff did demonstrate an awareness of gender issues in the regions where the programs were to be implemented, indicating either a good design document, a thorough gender analysis of the contexts, or a long history of working in those regions especially affected by food insecurity. Unfortunately, without better documentation, particularly baseline surveys, these projects will not be able to demonstrate the positive impact of their achievements.

In most of the countries, programs would have benefitted from the guidance a gender analysis provides by identifying the constraints and opportunities men and women face in different roles and at different levels of the value chain. Despite the uneven analysis of gender issues prior to the design and planning stages, it is evident that most programs had to respond to conditions on the ground that demanded attention to gender issues. However, retrofitting programs is costly, particularly when it entails changing indicators mid-project. The following section examines these responses at different levels of the value chain.

The programs in Kenya were more successful in identifying gender constraints in the beginning and designing or modifying programs to address these constraints. The USAID/Kenya Economic Growth (EG) team and its implementing partners made significant efforts to use gender analysis to inform the planning and design of programs in the dairy (Kenya Dairy Development Program or KDDP), maize (Kenya Maize Development Program or KMDP), horticulture (Kenya Horticulture Development Program or KHDP) and business development sectors (Kenya Business Development Services or KBDS). Between 2002 and 2006, the Mission commissioned gender analyses to identify constraints to women's participation and identify strategies for mitigating these constraints.

The gender analysis conducted for the KDDP program identified women's lack of time and heavy workload as one of the biggest constraints to their participating in and benefitting from dairy activities. As a result, the program aimed to develop and disseminate improved technologies to benefit women, such as silage that stabilized the seasonal availability of animal feeds and reduced time women spent searching for grass during the dry season. The project also experimented with biodigesters to convert cow manure into a source of gas that could power stoves in the household.¹¹

Based on recommendations from a 2004 gender assessment, KMDP modified its existing training methodology to account for household resource allocation and communication patterns that overlook women's role in the family business. The assessment found that slow or failed adoption of new technologies was likely the result of a failure to transfer information from men who participated in trainings to other members of the family, including women, who were responsible for tasks associated with the new practices. "Farming as a Business" became "Farming as a Family Business," in an effort "to foster collective efforts between men and women in planning and managing family farm enterprises so as to maximize household profits."¹² This methodology was also used in Uganda by the same implementing partner, ACDI/VOCA.

¹¹ USAID. "Promoting Gender Equitable Opportunities in Agricultural Value Chains: A Handbook." Greater Access to Trade Expansion (GATE) Project. Washington, D.C.: USAID, 2009.

¹² USAID. Country Snapshot: Kenya and Agriculture & Micro-enterprise." http://www.usaid.gov/our_work/cross-cutting_programs/wid/snapshot/africa/kenya/kenya_ag_me.html Last accessed May 10, 2010.

3. INTEGRATING GENDER INTO PROGRAM IMPLEMENTATION

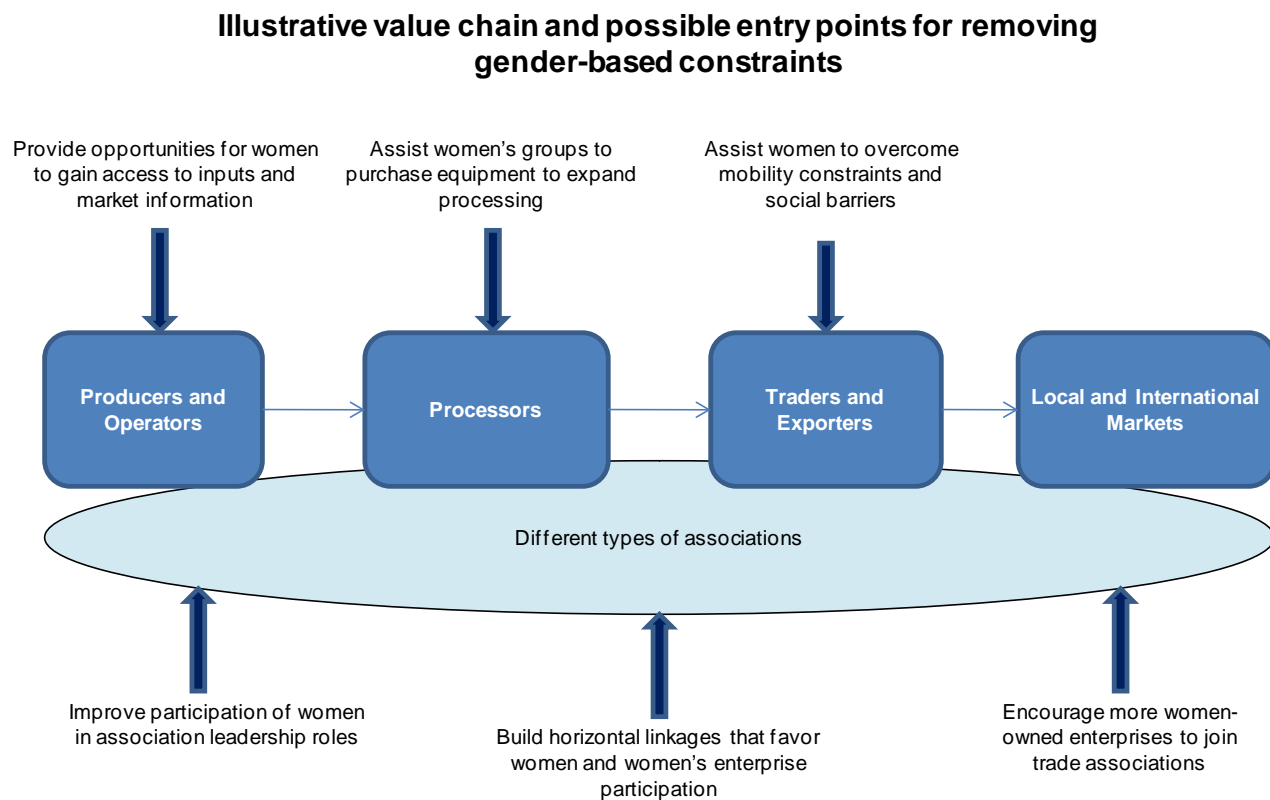
3.1 The Agricultural Value Chain

USAID agricultural investments have increasingly followed a value chain approach to program design and implementation in order to sustainably link smallholder farmers and other micro- and small enterprises to local, national and international markets.¹³ The value chain approach is a useful construct for examining gender issues in agriculture because it focuses attention at specific points along the chain where gender-based constraints and opportunities can be identified. Although both value chains and gender issues are context- and commodity-specific, research on gender and value chains suggests some common entry points for targeting women and reducing gender inequalities in agriculture, as shown in Figure 2.¹⁴ These commonalities provided a structure to assess the impact of IEHA strategies on the participation of and benefits to women in different activities in the agriculture sector. Each country assessment therefore organized its findings to illuminate the points along the agricultural value chain where IEHA investments had – or had not – reached women, together with a discussion of why – or why not. The discussion in this section is also organized along the value chain.

¹³ http://apps.develebridge.net/amap/index.php/Value_Chain_Development

¹⁴ Deborah Rubin, Cristina Manfre, and Kara Nichols Barrett. 2009. *Promoting Gender Equitable Opportunities in Agricultural Value Chains: A Handbook*. Publication prepared under the Greater Access To Trade Expansion (GATE) project under the Women in Development IQC Contract No. GEW-I-00-02-00018-00, Task Order No. 02. Washington, DC: United States Agency for International Development.

FIGURE 2. ILLUSTRATIVE GENDER INTEGRATION IN ACTIVITIES ALONG THE AGRICULTURE VALUE CHAIN (AVC)¹⁵



3.2 Agricultural Research and Technology Development (R&D)

While the assessment did not undertake a systematic analysis of all IEHA investments in agricultural research and technology development in the four country studies, some observations of the impact of these investments were made.

In Mozambique, the COMPETE program aims to strengthen Mozambique’s agricultural research capacity to develop and disseminate technologies. This competitive grants program resulted in the selection of eight research projects, of which three were led by women researchers. Both USAID/Uganda’s APEP and USAID/Mozambique’s COMPETE programs have promoted women scientists in national and international scholarship and fellowship programs. For example, as a result of COMPETE, four female researchers prepared applications to the “Africa – Women in Science” Borlaug Fellows Program. Two were hosted for eight weeks at Texas A&M University. Two additional women scientists were also

¹⁵ Deborah Rubin, Cristina Manfre, and Kara Nichols Barrett. 2009. *Promoting Gender Equitable Opportunities in Agricultural Value Chains: A Handbook*. Publication prepared under the Greater Access to Trade Expansion (GATE) project.

winners of African Women in Agricultural Research and Development (AWARD), which provides mentoring and training for women scientists.¹⁶

A key feature of COMPETE's grants program was its emphasis on integrating gender issues into the research design process. As a result, women were considered primary beneficiaries of several grants. Technical points were awarded to proposals that met the following criteria:

- Clear consideration of women in discussion of target population.
- Consideration of women's access to new technologies.
- Potential impact on income of rural women.
- Plans for gender-differentiated data in the methodology.¹⁷

Other research in Mozambique also tailored activities to accommodate and target women. Box 2 shows how the International Potato Center (CIP) used both men and women in research trials. Research on striga and borers in maize crops had the benefit of reducing women's time spent on weeding, considered a particular constraint for women with HIV. In other activities, women were determined to benefit from improved goat productivity; both men and women farmers were included in the evaluation of soya varieties; and both contribute to improved nutrition for mothers and children.

Box 2: Testing for Gender Differences in Product Trials

CIP's orange flesh sweet potato research trials use techniques to overcome high illiteracy among its participants by using colors to indicate preferences in different sweet potato varieties and voting symbols for men (image of maize) and women (image of beans). Using this approach, CIP attributed preferences by gender discovering that men preferred varieties with higher dry matter while women preferred varieties their children liked, those with a very intense orange color and therefore a higher level of beta carotene.

IEHA programs in Uganda have funded research on improved varieties, e.g., new strains of coffee resistant to coffee wilt disease (CWD), and better agronomic practices, e.g., intercropping of cash and food security crops. CWD has killed nearly 50 percent of Uganda's Robusta variety trees and led to economic losses of \$80 to \$270 million annually between 1996 and 2007. Past programs supported research efforts with the Coffee Research Institute (COREC), to identify and experiment with CWD-resistant varieties. Current investments are being used to produce CWD-resistant seedlings in producer organization-owned nurseries and to distribute them to farmers. Women are very active in this activity and it is anticipated that this new opportunity will increase their participation and productivity in the agricultural value chain, expand the role (and revenues) of the producer organizations, and increase the volume and value of Uganda's Robusta coffee exports. IEHA investments also financed research that demonstrated that intercropping with shade trees (including bananas) increases coffee yields and earned farmers as much as 50 percent more revenue. While coffee provides a cash flow twice a year, bananas are a key food security crop, providing a continuous source of food and cash throughout the year. This directly impacts women, as they are the main producers and sellers of bananas.

¹⁶ The AWARD program is a USAID and Bill and Melinda Gates Foundation funded project under the Gender and Diversity Program of the CGIAR. It provides two-year fellowships to fast-track the careers of African woman scientists and professionals in agricultural research and development.

¹⁷ ARD, "Grants Management Manual: Mozambique Agriculture Research Competitive Grants Activity (Compete)."

3.3 Producer Associations

The most common vehicle used by IEHA programs to reach farmers is the producer association or farmer organization. These groups are intended to mitigate numerous gender-based constraints that hinder women from accessing improved inputs, technology, training and information, including the inability to meet membership criteria (e.g. land tenure) for producer associations, time and mobility constraints, and lack of self-esteem or leadership skills. The following section outlines some of the approaches implemented in IEHA programs to mitigate these constraints. It also illustrates unintentional, secondary issues that arose during implementation in the absence of a fully engendered approach.

Where programs use associations to provide inputs, training and other productivity-enhancing goods and services, membership criteria can exclude men and women from the benefits of these organizations. When land title is used as a membership criterion, women are excluded from associations in larger proportions relative to men. Access to the association's activities is critical to improve productivity, benefit from increased market access, and participate in agricultural value chains. Producer associations are also the means through which other activities can be delivered, such as literacy and numeracy training. Increasing women's participation as members and leaders in smallholder business organizations was a consistent concern in the IEHA programs reviewed.

One strategy to mitigate the constraint to membership, implemented in Kenya by the KHDP, involved changing membership criteria in gender-sensitive ways – for example, by allowing multiple family members, such as a husband, wife, and eldest child at home to register as members and attend association meetings. In Uganda, some producer associations are also allowing joint membership.

In Mali, Integrated Initiatives for Economic Growth in Mali (IICEM) targeted men-only and women-only groups separately to ensure that women did not get overlooked. In 2008, USAID/Mali strengthened 75 organizations (producers' organizations, water user associations, and trade and business associations), and 28 women's groups were trained in entrepreneurial skills to enhance their ability to diversify their livelihoods and increase their incomes.¹⁸ This assessment found, however, that the strong focus on working with single-sex groups may be at the expense of ensuring women's ability to represent their interests in mixed groups or with other community-level institutions. For example, when visited by the team, few women beneficiaries in the communities that received improved (dam) infrastructure technologies could articulate the relationship between their cooperative and the Dam Management Committees regulating water to their rice fields. Despite the fact that decisions about water control would have a significant impact on women's rice production, women were the minority in the Dam Management Committees and had very little decision-making control or executive power. A significant amount of women's access to land, technology, and credit continues to be mediated through men, whether in the village or among project staff. Where there is a social or cultural preference for single-sex organizations, it is critical to ensure that women's groups have the means to negotiate with men's groups for access to both inputs and output markets.

Women's associations may actually serve multiple purposes, and should not be measured only by productive benefits. The associations in Mali may actually be serving as rural savings groups. Interviews with several women revealed that this local safety net, whereby each woman makes regular contributions to a pot of money that is then disbursed either on a needs basis or on a rotating schedule, is more evenly distributing income and helping women who have difficulty accessing and saving cash.

In Uganda, 71 out of 3,500 groups established were women's organizations. Among the APEP groups established, 31 percent of the members of the producer and other collective action groups were women. These figures, however, do not reflect the actual proportion of rural women in Ugandan agriculture. An

¹⁸ USAID. 2010. *Initiative to End Hunger in Africa: Annual Report 2008*. Washington, D.C..

evaluation of APEP also concluded that too few partnerships or forward-linkages along the value chain had been established between these groups and other actors. Individual producer groups are not adequately linked to larger associations and therefore are not benefiting from lower input prices, bulking practices, access to credit or storage facilities. For example, the KASKOO Women's Group has 31 subsistence farmers as members and has been in existence for almost 10 years. Its members have participated in LEAD activities such as farmer field schools (FFS); however, they have not been linked to a more centralized, corporate association.

By contrast, the association development model adopted by USAID/Mozambique implementing partners consists of community-level producer organizations ranging in size from between 10 to 30 farmers. Through the associations, men and women farmers receive extension services and access new technologies. These associations are grouped into second tier associations known as fora which are then further grouped into third tier organizations, or federations, that also act as producer trading companies. The most well known of these trading companies is IKURU, a hybrid trading company with private sector partners, representing about 20,000 farmers and with a trading volume of approximately 1,500 tons of product per year.¹⁹ Leading farmers will rise through their associations to participate as representatives in fora and federations.

The quality of women's participation in associations, in particular their ability to represent their interests and access leadership positions, was a common concern across IEHA programs. The assessment did not have data on all programs, but women's leadership in two programs in Mozambique remains between 14-18 percent (see appended country report). Illiteracy was commonly cited in Mozambique, and elsewhere, as an underlying factor contributing to women's low leadership levels. Despite the attention to illiteracy, female leadership numbers are still low, suggesting that other constraints may be limiting women's access to upper echelons of the production and marketing system. Leadership is also predicated, in some areas, on community status, family lineage and wealth, and therefore, not all women receive equal access to literacy or other training programs. This unequal access was manifested in one site in Mali where the women's cooperative leader was also the eldest wife of the village chief. Because of the chief's control over the community, she was first in line to receive training both in and outside of the village. A more in-depth study of the constraints to greater equality in association leadership may be required.

In Kenya, however, it appears that the gender integration efforts in the producer associations had a positive spillover effect on women's participation in leadership positions. Between 2003 and 2005, women in leadership positions among KMDP smallholder business organizations increased to 30 percent of all leaders. During the same period, KHDP achieved a 21 percent increase in women's leadership.²⁰ Among the organizations that KBDS worked with in the tree fruits sector, women made up 33 percent of its members and occupied a comparable percentage of leadership positions.

3.4 Improved Access to Agricultural Inputs and Technology

Achieving equality in women's access to agricultural inputs, including new technologies, is vital to strengthening value chain benefits for women and families. In Mali, men's and women's abilities to increase productivity are constrained by a range of factors, including lack of access to water, equipment and new technologies. For women, access to equipment for land preparation is a pervasive constraint. Women must wait for men to complete the preparation of their rice fields before accessing the labor and equipment, or, as in the case of shallot farming in Mali, women must provide labor on men's plots and pay for fuel before they are able to use the gas-powered water pumps owned almost exclusively by men.

¹⁹ CLUSA, Presentation to USAID/EGAT, Washington D.C. January 6, 2010.

²⁰ Kabutha, Charity. "Report V: Gender Mainstreaming Portfolio Evaluation and Recommendations." May 2005.

Yet, where sufficient equipment exists, women are able to pay to have their land prepared at the appropriate time.

During the IEHA project period, USAID/Kenya and USAID/Mozambique reported some of their highest rates of women's participation in agriculture sector productivity trainings. USAID/Mozambique reported the participation of 12,238 women in short-term training on productivity. This represents roughly 45 percent of the total number of individuals to receive agriculture sector productivity training across IEHA-funded activities in Mozambique.²¹ Men and women in producer associations reported that the benefits of training included learning better farming techniques and how to intercrop. In 2005, 33 percent of the farmers in Kenya who received short-term training in good agronomic practices and the use of improved agricultural technologies were women. By 2007, this number had jumped eight percentage points to 41 percent. After a slight drop in 2008, due to the post-election violence, the percentage of women participating in training increased to a new high in 2009 to 51 percent.

The success of these programs is likely due to gender-sensitive training strategies on the part of implementing partners. Several features characterize the design and delivery of the training, including:

- **Length of training** – Trainings by USAID/Kenya partners range from 1.5 hours to 3 hours.
- **Timing** – KHDP schedules trainings at times when women can attend; consistently holding its training outside of lunch hours so that women can manage their other responsibilities.
- **Mobility** – In Kenya, on-site training is provided or a “mobile office” is used to decentralize extension efforts and take the materials to farmer demonstration plots or to individual plots. In Uganda, farmer field schools are located near communities to increase participation in capacity-building opportunities.

In Mozambique, MYAP partners are experimenting with two different models to target women farmers and recruit women into agricultural extension positions:

- **Community Agriculture Extension Volunteers** – Each of World Vision's agricultural officers is responsible for four to six community volunteers to enhance and intensify extension coverage. World Vision is consciously recruiting young women interested in farming for these positions.
- **Husband/Wife Teams** – ADRA recruits husband/wife teams to work together as lead farmers, responsible for training other members of their farmer associations. Husbands focus on training male members; wives focus on training female members.

One strategy in Mali to overcome women's low agricultural productivity is through the construction of dams and irrigation mechanisms to increase the value of communal land to which they have user rights. While this is meant to benefit women by increasing their rice yields, the upgrade may be jeopardizing women's control and use of those fields. In one site in Sikasso, women's rehabilitated rice fields opened the opportunity for off-season production of potatoes by men. Men previously cultivated potatoes on land located 20 kilometers away, but took advantage of the rehabilitated land, increasing women's need to renegotiate use of the land once under their exclusive use. The technology changed the user rights to the land.

Change in technology adoption is one of the IEHA indicators, but in most cases this indicator is not sex-disaggregated, making it difficult to examine the gender impact of training and technical assistance packages. USAID/Kenya started disaggregating this indicator beginning in FY09, revealing that overall, women made up 45 percent of the total 371,573 farmers using improved technologies in Kenya Dairy

²¹ IEHA data 2004-2008.

Sector Competitiveness Program (KDSCP), KMDP, and KHDP. Consistent monitoring of this indicator with sex-disaggregation would provide USAID with a better measure of the involvement and effectiveness of investments in technology adoption by men and women.

3.5 Credit and Finance Services

Among other constraints, the provision of financial services to smallholder farmers is extremely limited due to persistent perceptions and actual levels of risk associated with the agricultural sector. Women farmers often have even less access to credit because they lack the collateral to meet loan requirements and do not enjoy the level of social and mutual trust often given to men who are able to travel around and build business relationships. In the main market in Sikasso, Mali, an input dealer noted that he is more willing to extend credit to men because of mutual interest and an established relationship. He is even reluctant to extend credit to women who purchase inputs from him regularly because he feels obliged to ensure their husbands agree to this line of credit.

Recognizing that smallholder farmers, including women, have difficulty accessing financial tools, several IEHA-funded programs experimented with innovative finance mechanisms to overcome the general constraints farmers face in accessing credit. Some of these strategies are also overcoming gender-based constraints women face in accessing financing.

In Mali, women farmers are largely reliant on project-initiated access to credit. The IICEM project provides a critical link for men and women farmer groups to lines of credit from local banks and micro-financing institutions such as the *Banque Nationale de Developpement Agricole* (BNDA) by contracting out credit assistance to NGOs (e.g., GREFA and PEENAL). IICEM acts as the guarantor of 50 percent of first-year loans in order to strengthen relationships between producers and financial institutions. The project has helped establish an intermediary that engages and supports local communities. Members of women's groups mentioned repeatedly that this mechanism facilitates access to production inputs and post-harvest handling technologies and allows them to increase their productivity. The assessment noted that several women, however, received insufficient or untimely inputs (or, in some cases, none at all due to insufficient supply), making them vulnerable to becoming further indebted when their production fails to cover the costs of their loans.

In Kenya, the Kenya Access to Rural Finance (KARF) project is also facilitating access to finance for rural and agricultural small- and medium-sized enterprises (SMEs) through work with formal banks. In FY09, 59,638 households benefited from USG assistance, of which 22,066 were female-headed.²² Work with the Kenya Commercial Bank in the same year led to the development of a new women-only SME financial product.²³ The North Eastern Pastoral Development Program also worked with the Islamic banking system to design women's microcredit funding to support the development of milk sheds.

Several programs in Kenya are working with processing companies and buyers to design embedded services whereby buyers provide farmers with credit, the cost of which is deducted from final payment for products. For example, in the Kenya dairy sector, 20,158 farmers – of which 33 percent were women – received in-kind credit in the form of inputs.²⁴ Some of these arrangements also provide new opportunities for men and women to bank their incomes through financial institutions. Embedding services into contractual arrangements provides women with opportunities to access credit, especially

²² USAID/Kenya. SO7 Operating Plan Performance Report FY09.

²³ USAID/Kenya. Performance Overview, 2009. Unpublished.

²⁴ KDSCP. "Annual Progress Report: October 2008 – September 2009." Kenya: USAID, 2009.

where women either do not meet the requirements to access credit through the formal banking system or microfinance institutions do not lend in the amounts needed for farmers.

In Uganda, implementing partners are helping to establish village savings and loan associations and plan to link these groups to banks via savings and credit cooperatives (SACCOs). LEAD is funding mobile-banking services to bring financial services closer to the farmers. The mobile bank will be able to set up new accounts, process loans and handle real-time savings and credit transactions. The mobile banking unit (MBU) can cover 25 locations per week, having the potential to overcome women's time and mobility constraints. The MBU intends to have both male and female bank tellers so that women will feel free to approach it. The program will investigate whether allowing Ugandan women to open their own accounts with a witness who is not their husband, father or brother will encourage them because they will feel more confident that their savings will be secure. A similar program is being piloted in Mozambique through the AgriFuturo program with Opportunity Bank.

In Uganda, the LEAD project and Good African Coffee Processors/Exporters supply farmers with processing equipment and training through contracts with producer associations, and purchase the product at premium prices. Through a partnership with the Bank of Uganda, Good African Coffee Processors facilitates the opening of savings and credit accounts for its farmers. A high proportion of the new account holders are women. Upon final export, the company directly deposits a profit-sharing payment into these accounts, which ensures that women receive the income for the coffee they produced.

This last strategy is particularly important given that women do not always have access to household income or income derived directly from their own labor. In Uganda, the Kapchorwa Commercial Farmers Association (KACOFA) implemented a policy of depositing checks for goods received into joint bank accounts, where withdrawal requires signatures from both husband and wife. In another case, the Busiu United Farmers Marketing Association, comprised mostly of women, decided to write deposit receipts in the name of the producer organization member's name, and not in the name of the deliverer. This practice ensured the ability of women to receive the revenues. Further evidence is needed of the success of institutional innovations to support intra-household revenue-sharing in preventing the capture of wives' earnings by husbands and in promoting savings and the bankability of women.

3.6 Value-Added Agricultural Employment and Entrepreneurship

Across the four IEHA-funded countries, efforts were made in varying degrees to engage women farmers in agricultural value chains. Several programs aimed to increase women's income-generating opportunities through off-farm employment. Women's access to income enhances their bargaining power within the household and has important implications for nutrition and other household decisions. This section highlights several different strategies to improve women's access to income through value-added agricultural employment and entrepreneurship.

USAID/Kenya partners made efforts to target women beyond their on-farm role as producers, focusing their attention on women at other levels of the value chain. KMDP is working with women maize brokers and KBDS organized women into groups to buy, process and sell omena fish near Lake Victoria. Among KHDP's gender mainstreaming objectives is the need to target women-owned or managed businesses. Efforts to find businesswomen in the horticulture sector have been successful, and in FY09, 12 women-owned or managed firms received assistance in improved management practices, including marketing, financial management and planning. Four women-owned firms met international standards and three

received capacity-building to export.²⁵ In the passion fruit sector, there is also evidence that women are moving into trading and brokering.²⁶

Box 3: Supporting women's entrepreneurship in Uganda

Mrs. Josephine Okot, Managing Director of Victoria Seeds, competes in a male-dominated industry and a business environment not conducive to women entrepreneurs. Unable to obtain credit financing for her new business venture on her own, she was awarded a grant from USAID's APEP program. Seven years later, she has a staff of 60 people, contracts with over 600 seed producers (70 percent of whom are women) on average land holding sizes of 0.7 hectares (ha), distributes more than 70 varieties of seeds through 62 distributors, has a network of over 400 agro-dealers, has research and seed processing facilities, and exports seeds to Southern Sudan and Tanzania. Josephine consciously targets women in her seed production business with impressive results. Her 600 growers earned nearly \$2 million in one year, or \$3,200/grower, more than seven times the average per capita income of \$420.

Source: IEHA Gender Assessment: Uganda, March 2010.

In Mozambique, the OCLUVELA program includes a women's income-generating activity as part of its interventions to strengthen small-scale enterprise development. Women First (WF) increases the incomes of rural women by providing them entrepreneurial training and linking them to a network of private sector companies that provide basic household products such as soap, detergent, oil, and sugar, among other items. Women operate as rural entrepreneurs, selling products at reduced prices in remote areas where distance and lack of market linkages inflates the prices of the basic goods. Women who graduate from the WF program receive a bicycle, which they report using to collect water and firewood, travel to and from the fields, and sell their products. Women in one WF group reveal that income generated through their sales is used for school fees and materials, household utensils and hospital visits. They also state they have gained respect in the community and are considered good role models.²⁷ In FY 2009, 21 groups were operating with over 174 participants.

Also in Mozambique, the Emprenda program (2005-2009) pursued a strategy to increase off-farm employment opportunities through the creation of sustainable rural enterprises in targeted value chains. Although the project did not apply specific strategies to target women, women represented 28 percent of the employees in rural enterprises.²⁸ Women benefit from the wage work and income derived through employment in rural enterprises and in other ways. In the cashew sector, wages are dependable and tend to be higher than for other informal agricultural labor in rural areas.²⁹ One Emprenda staff member notes a change in perceptions of men's and women's roles. For example, the task of cutting cashews was typically considered a "man's job," but now many more women are involved. One study notes that 82

²⁵ KHDP. "Annual Report 6: October 2008 – September 2009." Kenya: USAID, 2009.

²⁶ USAID. "Impacts of the KBDS and KHDP Project in the Kenya Tree Fruit Value Chain." AMAP microReport #129. September, 2008. http://www.microlinks.org/ev_en.php?ID=27178_201&ID2=DO_TOPIC. Last accessed May 17, 2010.

²⁷ Interview with Women First Group, Zambezia Province, January/February 2010.

²⁸ Emprenda Alliance, "Empowering Private Enterprise in the Development of Agriculture. Program Report: February 2005 to April 2009."

²⁹ Technoserve, "Relaunch of an industry: economic impacts caused by the redevelopment of the Mozambican cashew processing industry."

percent of cutters in one cashew factory are now women.³⁰ Among the agribusiness partners there is a strong expectation that future developments in the agriculture sector will increase income-generating opportunities for women, not only in cashews but also in groundnuts, forestry and fruits. Tracking the realization of this potential will be important in the next phase of activities. Additionally, attention should be paid to the conditions of work in these rural enterprises.

However, in another program in Mozambique, investments to revitalize the commercial agriculture sector had less success in including women farmers. The Emerging Farmers (EF) program targets farmers with the potential to produce on at least 10 ha of land to create a cadre of commercial farmers with market advantage. The EF program mentors farmers on farming practices, facilitates access to credit, and serves as a channel to provide other farmers with access to information, technical assistance and market opportunities. Women make up a small number of the EF group, ranging from 10 to 15 percent of the total number of farmers in the program. Women face multiple challenges in participating in the program, beginning with their ability to access land and expand production to reach the 10 ha requirement. Elisa Formiga, who joined the program in 2009, revealed additional constraints to farming for women, including the ability to gain respect as a farmer and negotiate with other farmers for access to necessary machinery to prepare her land. She waits four to five days for a tractor and when it does arrive, she complains, the men spend three days preparing one hectare. Men farmers in her area are able to negotiate to work the tractor on up to three ha per day.

3.7 Post-Harvest Handling, Storage, Marketing and Trade

Identifying strategies to increase market opportunities for women is vital for them to become fully engaged participants in the value chain. The evidence from this assessment reveals that women's needs and gender-based constraints are more likely to be addressed at the production level, with far fewer examples of programs successfully addressing gender-based market constraints. One of the significant challenges to increasing women's capacity to market is their access to and control over technology.

Post-harvest technology and storage can add value to agricultural crops and open new market opportunities for producers by improving the safety and quality of food crops and reducing post-harvest losses. Investments in secure storage and warehouses for farmers provide them with a means to conserve seeds and to store harvests for sale when prices are elevated. This has been particularly important for women shallot farmers in Mali since seed stock is difficult to access. Malian women rice farmers also benefit from similar investments that allow them to market the rice when the prices are higher or to have access to it for household consumption at different points in the year. The ability to stockpile harvests not only allows for greater earnings when prices are higher, but allows women to sell in bulk, thus attracting new buyers.

Several programs invested in improving market information systems to provide farmers with better and timelier data on prices. In Uganda and Kenya, these activities aim to increase the availability of information via the radio, the Internet, mobile phones and marketing information centers. Multiple constraints exist that may impede women from benefiting from the existing market systems, including mobility constraints that may limit their ability to travel to market information centers, and lack of cash to purchase mobile phones or information services. Women often rely on word of mouth or their own networks in local markets for information on market prices. In Uganda, data indicate that more male-headed households (53 percent) had access to radios than female-headed households (38 percent).³¹ Capturing sex-disaggregated data on women's access to market information is, however, difficult and

³⁰ Paul, "Factories in the Field."

³¹ MGLSD, 2007.

imperfect. Nonetheless, several Kenya partners made efforts to do so in FY09. KMDP reported that 37 percent of visitors (including non-farmers) to their mobile resources centers were women.³² KHDP market information tools included grower packages, market bulletins, horticulture updates, and individual contacts with members of the various trade and farmer associations. Contracts were used by 44,460 individuals, of whom 40 percent were women.

In Uganda, SCOPE and COMPETE are incorporating gender into market competitiveness activities. One notable gender activity of the Ugandan Coffee Authority, together with the Eastern African Fine Coffees Association (EAFCA), is the training of women coffee farmers as “cuppers” (or tasters) to help improve understanding of the importance of quality to enhancing the competitiveness of their product.

Other activities addressed marketing campaigns and advertising for agricultural and horticultural products grown by women’s cooperatives. In northern Mali, one women’s group advertised its vegetables on radio shows and through flyers, although the distance to the market (over 100 km) and poor transport infrastructure negated any real benefit from the advertising. Without establishing appropriate linkages between farm and market, these women might incur greater costs with little return.

Although not in the scope of this study, some efforts at the regional level were also identified. For example, EAFCA held an *Agenda on Gender* breakfast at the trade expo held in Mombasa in February 2010 and also supported the production of a documentary on gender issues in the East Africa coffee sector, which is helping to raise the profile of gender in the sector³³. In addition, the increasing institutionalization of gender in the Common Market for Eastern and Southern Africa (COMESA) through bodies such as FEMCOM offers additional mentoring support and networking linkages to Ugandan women entrepreneurs.

3.8 Gender Integration With Host Country’s Policy Environment

The importance of gender to national and regional initiatives at all levels, including policy, is widely recognized. Gender mainstreaming is cited as a critical marker of success for the Comprehensive Africa Agriculture Development Programme (CAADP) agenda.³⁴ As a core consideration of the regional agenda, support for national and regional platforms will be necessary to mainstream gender through all pillars of CAADP. This study did not conduct a systematic assessment of either the national gender policy context or specific reviews of all IEHA policy programs. However, for the programs reviewed, the evidence that gender was integrated through IEHA policy programs was thin. While the assessment did not conduct a comprehensive examination of the policy activities, a cursory review suggests that gender is at best incorporated on an ad hoc basis, but more often, it is neglected in policy analysis and reform activities.

In Mozambique, gender considerations have been incorporated on an ad hoc basis in capacity-building activities with the Ministry of Agriculture (MOA) and the National Institute for Agriculture Research (IIAM). Training with IIAM has often included gender modules, especially for training of enumerators, while capacity building within the MOA on the importance of gender issues for policy analysis has been overlooked.³⁵ Although the MOA has a gender focal point through which capacity-building efforts could be coordinated and strengthened, the Ministry’s policy concerns focus on relationships between HIV and agriculture rather than gender and agriculture.

³² KMDP. “Annual Report: October 2008 – September 2009.” Kenya: ACDI/VOCA, 2009.

³³ USAID/East Africa, 2010.

³⁴ http://www.caadp.net/pdf/background_note_4_CAADP_PP_Final_Communique2.pdf

³⁵ Interview with Cynthia Donovan, Maputo, January 2010.

Where the research has integrated gender, the results suggest that greater investments could yield recommendations to enhance women's participation in and benefits from agriculture. Research by Michigan State University (MSU) on determinants of supply response and market access using agriculture census data from Mozambique observed that "Female headed households appear to be at significant risk of exclusion from cash crop contract farming opportunities, even when controlling for differences in asset endowments, signaling that there are more than mere wealth barriers to taking advantage of the opportunities afforded by liberalized markets."³⁶ Findings such as these could be used as the basis of capacity building on gender within government ministries, as well as to advocate for incorporating gender analysis into policy work going forward.

Through the PROMISAM project in Mali, the *Commissariat a la Sécurité Alimentaire* (Food Security Commission) is receiving support to build the capacity of local communities to develop food security plans which form a part of the national food security strategy. Although women bear significant responsibility for household level food security, their incorporation into community-level food security plans was not yet realized and few strategies for doing so were articulated.

4. EVALUATING GENDER ACHIEVEMENTS OF PROGRAMS

4.1 Incorporating Gender Into Monitoring and Evaluation

"Gender-sensitive indicators have the special function of pointing out gender-related changes in society over time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and therefore to measure whether gender equity is being achieved. Because use of indicators and other relevant evaluation techniques will lead to a better understanding of how results can be achieved, using gender-sensitive indicators will also feed into more effective future planning and program delivery."³⁷

Incorporating gender into monitoring and evaluation systems is mandated by the USAID Automated Directives System (ADS), which requires that both gender-sensitive indicators and sex-disaggregated data are included in performance management systems and evaluations (See Box 4). Designing gender-sensitive performance management systems and evaluations are important in order to: 1) know if programs are increasing the participation of and benefits to men and women in equitable ways; 2) communicate successes and failures in promoting gender equality; and 3) know if programs have exacerbated gender inequalities. At a minimum, USAID programs should collect sex-disaggregated data for all indicators that can feasibly be disaggregated by sex. Most indicators that track individuals or families can be disaggregated, although there may be a cost to the disaggregation. However, indicators should also aim to capture quality and measure changes in levels of inequality. Sex-disaggregated data is important to determine the impact of activities on gender relations and track the performance or progress towards a specific gender-related outcome over time.

³⁶ Boughton, Mather, Barrett, et al. "Market Participation by Rural Households in a Low-Income Country: An Asset-Based Approach Applied to Mozambique."

³⁷ CIDA. "Guide to Gender-Sensitive Indicators." Canadian International Development Agency. August 1997. [http://www.acdi-cida.gc.ca/inet/images.nsf/vLUImages/Policy/\\$file/WID-GUID-E.pdf](http://www.acdi-cida.gc.ca/inet/images.nsf/vLUImages/Policy/$file/WID-GUID-E.pdf).

Box 4: Sex-disaggregated data versus gender-sensitive indicators

Sex-disaggregated data refers to the collection of data by physical attributes of the individual.

Gender-sensitive indicators measure changes in the status and roles of women and men over time.

The challenges of monitoring, evaluation, and impact assessment associated with most development assistance are also relevant for assessing gender impacts. Objectives are not always clearly defined, accurate indicators are difficult to specify, and data is often costly or challenging to collect. Assessing impact without random trials or control groups is unreliable and, without baseline studies, is not feasible.

For this assessment the challenge was magnified. Few countries had specified gender objectives or accompanying gender-sensitive indicators to track performance at any level higher than output. Most often the only indicator disaggregated by sex was for short- and long-term training. In rare cases, baseline surveys collected information on women and their economic activities. Where this was done, surveys disaggregated households by sex of the head of the households, which overlooks intra-household dynamics in access to income and resource allocation, and neglects to track changes for women collectively or individually as distinct from their role within households.

Programs should ideally aim to measure the sex-differentiated impact of interventions on incomes and assets (for men and women regardless of marital status). Not only do good indicators have to be specified, but these must also be tracked over time. Ideally the indicators will assist in mid-term corrections to strategy design and implementation approaches.

4.2 Understanding Impacts of IEHA Programs

Disaggregating indicators by sex will assist in assessment, but will not provide information for assessing gender impacts. Sex-disaggregation of indicators, though very important, is not a substitute for gendered impact assessment. Two examples from Mozambique and Kenya are described in greater detail below, as they provide guidance on how to monitor and assess gender impacts. In these two countries, investments were made to more closely monitor the gender impacts of programs. In Mozambique, MSU designed the Income Proxy Survey (INCPROX) to measure the impacts of investments made through MYAP programming. In Kenya, a multi-pronged effort to increase the visibility and understanding of the impacts of its investments includes a biennial household survey and project-level capacity building on gender-sensitive indicators.

The Income Proxy Survey, conducted annually by MSU since 2007 on behalf of the Mission's Title II Cooperating Sponsors, uses a proxy methodology to measure household income, making it feasible to collect program impact data on an annual basis for MYAP programming.³⁸ INCPROX is a cross-sectional survey comparing program outcomes for participants and non-participants. The outcome measures are disaggregated by sex of the household head. Standardized definitions, measurements, and collection methods permit aggregation across all Title II programs resulting in a more robust picture of the impact of all the programs.

³⁸ David Tschirley, Donald Rose and Higinio Marrule. "A Methodology for Estimating Household Income in Rural Mozambique Using Easy-to-Collect Proxy Variables." INCPROX was commissioned by the Mission in response to a 2006 audit of PL-480 programs that found Title II CS were having problems maintaining program impact source records for agriculture, making it difficult to systematically assess impacts of PL-480 agricultural programming.

The INCPROX survey is an important, positive step towards a rigorous and useful methodology for assessing gender impacts of IEHA programs. Relatively small investments in additional data and analysis would significantly strengthen the usefulness of the INCPROX survey in the area of improving gender sensitivity of program design. For example, INCPROX could provide high-quality feedback on improvements in women’s crop production and incomes, gaps between men’s and women’s capacity to respond to new market opportunities, and leadership roles in higher order farmer organizations and value chain associations.

Data from the 2008 and 2009 INCPROX surveys suggest that IEHA and Title II investments are having positive impacts on female-headed households (FHH). Participating FHH are more likely to belong to farmer associations and to have received extension advice than either non-participating male or female headed households. The incomes of participating FHH are higher than those of non-participating FHH. They also appear to grow and sell crops targeted by IEHA value chain interventions (e.g. maize, groundnuts, sesame, and horticultural crops) slightly more than non-participating FHH, suggesting that programming may be expanding market opportunities for this group of women (more extensive data analysis is needed to confirm this result).³⁹

Although INCPROX reveals positive impacts on participating relative to non-participating FHHs, it also reveals persistent gaps between female and male-headed households on almost all indicators, including income, use of agricultural inputs, and production volume for maize.⁴⁰ Other than in maize, the lack of production data makes it difficult to assess differences between men’s and women’s capacities to increase volumes of crops targeted by IEHA value chain interventions, or to test hypotheses on program elements that might mitigate these persistent gaps.

Table 1: Median Income (in 2008 Meticaïs) of IEHA Program Non-Participant and Participant Households

Headship	Non-Participant HH	Participant HH	All HH
Male	19,119	23,625	20,355
Female	13,760	17,913	14,635
All	18,041	22,763	19,280

Source: INCPROX 2008 Results, Updated 2010.

The Tegemeo Institute of Agricultural Policy and Development is monitoring the impact of the USAID/Kenya portfolio . Tegemeo conducts a household survey to assess the performance of USAID/Kenya’s activities in agriculture and microenterprise every two years (2000-08). The survey is disaggregated by the sex of the head of the household and recently the survey was modified to capture plot level data disaggregated by sex.⁴¹ The most recent survey (2008) was able to show differential changes by sex of head of household: overall incomes increased by 14 percent since 2006, but incomes for female-headed households grew more (19.8 percent) than for male-headed households (13.9 percent).⁴²

³⁹ For example, there were no statistical tests of the significance of differences between program participants and non-participants on any of the variables measured, nor were there any controlled analyses of relationships between variables and final outcome measures, such as income.

⁴⁰ The only production data available was for maize.

⁴¹ GATE Project recommendations.

⁴² USAID. “Initiative to End Hunger in Africa: Annual Report 2008.” Washington, D.C.: USAID, 2009.

USAID/Kenya’s Strategic Objective (SO), “Increased rural households income,” matched well with IEHA objectives. However, most partners admitted that the indicator was problematic for capturing gender issues, in part because it masks the intra-household dynamics that govern resource allocation, including incomes.⁴³ An increase in household income does not necessarily translate into improved household well-being if the individual who controls the income can divert these resources away from the household. One gender assessment noted an increase in men’s “risky behavior” as a result of a rise in incomes.⁴⁴ An impact assessment of the tree fruit subsector revealed that whoever has physical control over the income from sales generally has decision-making power over it. Although women provide labor to many of the value chains that received USAID/Kenya assistance, they do not always receive the cash from sales or have the ability to influence the use of that cash. The impact assessment also found that women used income from passion fruit sales to pay for school fees and pay off loans, and that men and women made joint decisions about the use of income after those expenditures were met.⁴⁵

5. INTEGRATING GENDER INTO ADMINISTRATION AND MANAGEMENT

The institutional context in which programs are being implemented can support or impede gender integration efforts. Often, success requires a combination of multiple efforts: gender requirements in solicitations, adequate human resources and ongoing capacity building. In addition, the assessment found that implementing partners who consistently made efforts to address gender in programming were those that had an institutional mandate to do so.

5.1 Solicitations and Procurement

The importance of including explicit gender requirements in solicitations and procurements cannot be understated. USAID programs will only begin to see improvements in their support of gender equality when the institution includes stronger requirements in its grants, cooperative agreements and contracts, and when implementing partners are held accountable to those requirements.

As noted in the ADS, USAID staff must conduct mandatory gender analysis and incorporate its findings into all levels of planning. Gender analysis must inform strategic plans, the design of activities and projects and different components of solicitations, including contracts, grants and cooperative agreements. Findings must also be integrated into scopes of work and project descriptions, as well as technical evaluations and selection criteria. For monitoring and evaluation components, projects and assistance objectives must include gender-sensitive indicators and sex-disaggregated data.⁴⁶

The USAID/Kenya EG team made a concerted effort to include stronger gender requirements in its procurements and solicitations. Although gender was present in the program design for the IEHA-funded activities in Kenya, there was little coordination or accountability in the early years. Over the IEHA period, the procurement processes at the Mission level adopted stronger and more specific gender requirements in RFPs to follow on programs in the dairy, maize, and horticulture sectors. The

⁴³ USAID. “GATE Trip Report September 7 – 27, 2008.” Greater Access to Trade Expansion (GATE) Project. USAID/Office of Women in Development. Washington, D.C.: USAID, 2008.

⁴⁴ Kabutha, Charity. “Report V: Gender Mainstreaming Portfolio Evaluation and Recommendations.” May 2005.

⁴⁵ USAID. “Impacts of the KBDS and KHDP Project in the Kenya Tree Fruit Value Chain.” AMAP microReport #129. September, 2008. http://www.microlinks.org/ev_en.php?ID=27178_201&ID2=DO_TOPIC. Last accessed May 17, 2010.

⁴⁶ ADS guidance, Sections ADS 201.3.9.3, ADS 201.3.11.6, 201.3.11.16, ADS 302.3.5.15, ADS 303.3.6.3c, and ADS 203.3.4.3.

USAID/Kenya EG team is holding partners more accountable for delivering on sex-disaggregated data and ensuring that implementers are paying attention to gender inequalities in programs by including stronger requirements in solicitations and procurement documents.⁴⁷ For example, the Kenya Dairy Sector Competitiveness Program (KDSCP) activity approval document had much stronger gender requirements and language than previously seen.

In Mozambique, the design of the APS for activities to be sourced under SO 6, “Rapid Rural Income Growth Sustained in Target Areas,” drew on recommendations made in a Gender Action Plan adopted by USAID/Mozambique (Box 5). However, even including requirements in solicitations is insufficient without leadership and oversight by USAID program managers. Despite the strong start in Mozambique, the mid-term evaluation and final report for Emprenda, the APS-awarded program, revealed a significant reduction in the discussion of the impact of activities on women. The discussion of women in program activities was reduced to their participation and leadership in associations, and gains in off-employment opportunities. Unfortunately, benefits that may have accrued to women farmers in the form of productivity gains, access to new technologies, credit, and market information, as requested in the APS solicitation, are not assessed.

BOX 5: Recommendation for Integrating Gender into Strategic Objective 6: Rapid Rural Income Growth Sustained in Target Areas (Mozambique)

- Promote field level activities that have a clear demonstration effect of how productivity of women might be enhanced.
- Promote the introduction of women-friendly technologies in rural industries.
- Ensure appropriate dissemination of market information via channels that effectively reach women producers, distributors, and consumers.
- Develop measurable indicators of rural women’s performance for a better identification and evaluation of problems.
- Mandatory reporting of gender-related activities.
- Credit programs need to address the inequity that credit remains a men’s privilege, despite a few cases of women’s access to credit, especially in the southern region of the country.
- Interventions need to address both the activities managed by men and those managed by women in order to avoid women’s overload of work, such as in the example of animal traction.

Source: USAID/Mozambique, “Annual Program Statement APS-04-008.”

5.2 Staffing

Gender specialists are rarely considered key personnel in agricultural development solicitations, and none were noted for the programs reviewed. The assessment did, however, identify that several IEHA programs hired gender staff or consultants to respond to gender issues that emerged during implementation. In Uganda, APEP hired male and female producer organization trainers and LEAD contracted a gender specialist for the baseline survey team. In Kenya, KMDP hired a gender and HIV/AIDS coordinator. At the Mission level, most rely on the support from a designated gender focal point. However, this individual has other responsibilities, and is usually an expert in his or her own sector – for example, health or education. The gender focal point cannot always provide the necessary support for effective gender integration in economic growth and agriculture programs.

⁴⁷ Interview with Beatrice Wamalwa, May 19, 2010.

The Kenya EG team allocated staff hours toward gender training and field work and one team member served as gender point person – beyond the Mission gender focal point. In addition, the Greater Access to Trade Expansion Project (GATE) project provided both virtual and in-country support, which is described in greater detail below. In Uganda, the gender focal point was in the program office, which was also responsible for oversight of all M&E efforts for the mission’s programs, while in Mozambique the President’s Emergency Plan for AIDS Relief (PEPFAR) coordinator also provided assistance across programs. In Mali, the directive to work with women significantly raised the importance of gender issues and women’s economic empowerment among IICEM project staff. Recognizing the staff’s lack of capacity to address this directive was a constraining factor to the project and a gender specialist was depicted in the staffing chart. Active recruitment of a gender specialist was ongoing during this review.

5.3 Gender Training and Capacity Building

The ability to effectively address women’s needs and integrate gender issues into programs requires training and capacity building of staff at all levels within USAID and in implementing partner organizations, beyond employing gender experts. A common characteristic found across the four country programs reviewed was the provision of gender training at different levels. In Mali, the majority of Accelerated Economic Growth (AEG) team members received some training on gender issues in order to enhance their capacity to manage programs adequately. In Kenya, USAID staff and implementing partners participated in a joint training on gender. In Mozambique and Uganda, implementing partners provided training to staff and/or included gender modules in their producer association trainings. These efforts were particularly strengthened when implemented in the field by institutions with clear gender equality mandates.

Gender training is a starting point for increasing the capacity and capability of USAID staff and implementing partners to have the confidence and knowledge to design and manage gender integration efforts. However, training is by no means sufficient and the gaps in programming and monitoring outlined in this assessment underscore the importance of providing a range of capacity building and technical assistance opportunities to adequately meet gender equality goals.

Among the four countries, USAID/Kenya’s performance on integrating gender across all levels of its economic growth portfolio stands out. The efforts made by USAID/Kenya Agricultural, Business and Environment Opportunity (ABEO) and implementing partners were bolstered by the presence from 2006 onwards of the USAID Office of Women in Development GATE project. This project worked to strengthen the capacity of USAID/Kenya to address gender issues in programming. Between 2006 and 2009, the GATE project supported many of the IEHA-funded activities through:

- Training on gender and economic growth for USAID and partners
- Technical assistance to the Mission
- Participation and/or design of workshops on specific issues, e.g. monitoring & evaluation, agricultural value chains
- Targeted research on gender issues in specific sub-sectors, e.g. nature-based enterprises

The training provided to USAID and implementing partners ranged in its design and scope. Basic gender and economic growth training was provided at the beginning of GATE assistance to offer a foundation for understanding gender concepts and how to integrate issues into programs. A total of 30 USAID staff and eight staff from implementing partners received this training. An additional 30 individuals from the Kenya Agriculture Research Institute regional centers received similar training on gender and economic growth. A further eight field staff from the maize, horticulture and dairy programs participated in an experiential learning workshop on how to address gender issues in agricultural value chains. These

combined classroom and field-based exercises taught staff to collect and analyze gender-disaggregated data in a value chain context. Participants learned to identify gender-based constraints and appropriate activities within a value chain framework to address those constraints.

Implementing partners and USAID/Kenya staff also participated in a regional workshop on Gender and Economic Growth with participants from Tanzania, Uganda, and Rwanda, where they presented the results from the gender and agricultural value chains training. Finally, the GATE project supported the USAID/Kenya ABEO office by reviewing work plans, performance management plans and other program material.

The GATE project provided additional technical resources to the USAID/Kenya program, which catalyzed existing efforts and transferred skills to the implementing programs. Interviews with USAID/Kenya and implementing partners revealed that the GATE project increased the knowledge and skills required for addressing gender issues in ways that supported financial efficiency and competitiveness program goals.⁴⁸ The activities also fostered exchange among USAID staff and implementing partners.

6. EFFECTIVE PRACTICES

Throughout the assessment, across the countries reviewed, several effective gender integration practices became evident. Given the scope and limitations of the assessment, this report provides a summary – or synthesis – of practices that should be further explored and documented. These “effective” or “promising” practices have been widely acknowledged in other studies as being important for achieving gender equality in agriculture programs. None of the practices are necessarily new or innovative, and some are easier to implement than others, but by and large, the evidence from this assessment provides further support that use of these practices is, indeed, effective.

Using gender analysis to design solicitations and implement programs: Gender analysis that provides information about gender inequities and societal practices is necessary to inform program and project designs. Implementation informed by gender analysis improves the efficiency of programs as well as identifies constraints to women’s ability to benefit from activities.

Integrating gender into the research portfolio: In several of the IEHA countries, the agricultural research investments made efforts to ensure that women both participate in and benefit from new technologies, including crop breeding and labor-saving technologies. This includes collaborating with the Consultative Group on International Agricultural Research (CGIAR) centers and the various Collaborative Research Support Programs (CRSPs).

Enhancing profitability of crops where women retain control over income: This practice enables women to have direct access to income of their own, in order to purchase food or contribute to household expenses.

Designing gender-sensitive benefit distribution mechanisms: Although women may achieve control of income through agricultural activities, their control is not immune to contestation and negotiation. As the cash value of crops increases, it is not uncommon for men to encroach upon more profitable activities. So, particular care should be placed on designing distribution mechanisms that protect women’s income and access to/ownership of productive assets and resources.

⁴⁸ USAID. “Assessment of the Greater Access to Trade Expansion (GATE) Project.” DevTech Systems. Washington D.C.: USAID, 2009.

Providing literacy and numeracy training to enhance women’s ability to represent and protect their interests in associations and marketing: Literacy and numeracy training enables women to better understand the market and make better choices, and to represent themselves and their interests within producer organizations and communities.

Providing women with access to bank accounts through separate or joint accounts with spouses: Providing women with opportunities to have their own accounts separate from household accounts and providing them with business skills, as noted above, empowers them to save and invest. However, in many contexts, joint accounts with spouses requiring both signatures for major actions ensures spouses engage in intra-household decision-making processes.

Focusing on post-harvest handling and storage: Women are often responsible for labor-intensive and time consuming post-harvest handling tasks. Identifying technologies that reduce women’s (and children’s) time burden can have the positive impact of freeing up time for other productive activities. The storage facilities can be used to secure the harvest for consumption or sale later in the season or for seed storage.

Addressing gender issues through behavior change and intra-household dynamics: While it cannot be said that every IEHA program fully understood gender issues prior to implementation, efforts to foster intra-household cooperation through joint sensitization programs about “farming as a family business” are of some observed benefit to overall family well being (e.g., better nutrition and clothing for children, higher school attendance, improved family nutrition overall, shared decision making).

Increasing women’s access to income through off-farm employment opportunities: Not all households are able to benefit directly from commercial production. For this reason, creating off-farm employment opportunities, for example, as small rural traders or wage workers, will benefit women. Grants, loan guarantees, and technical support programs can also enable women to become rural business owners and engage in new business activities, e.g., seedling nurseries. Key issues are the quality and growth of these opportunities. Women in wage work need to be able to access training that can upgrade their skills within rural enterprises.

Measuring gender impacts of programs: In two countries (Kenya and Mozambique), regular collection of disaggregated household survey data and continued attention to developing and using good gender indicators showed that activities can be designed and programs implemented that will be able to measure gender impacts. Absent such Mission-level attention to regular, long-term data collection, it will not be possible to measure gender impacts.

Targeting technical assistance and capacity building on gender issues: It is evident that training and technical assistance on gender has a positive impact on programs and projects and that not having such expertise and support hampers gender integration.

Ensuring strong USAID leadership and commitment to gender programming: Directives (e.g., to work with women farmers) and commitments to gender integration significantly impact gender outcomes and ensure that programming on the ground creates opportunities for both men and women.

7. RECOMMENDATIONS

7.1 General

Provide strong Mission leadership and coordination to support gender equality goals. The commitment to addressing gender issues by the USAID/Kenya EG team is an example of how strong leadership can promote sustained institutional change. USAID/Kenya consistently communicated the

need for all implementing partners to address the gender-based constraints in their programming, whether activities were predisposed to involving women or not. Stronger requirements are visible in the procurement processes and in monitoring and evaluation efforts. USAID/Mali's commitment to women is also evident in programming and some promising practices have resulted from the focus.

Ensure funding follows commitment. Strong leadership support for gender integration is critical, but that commitment needs to be accompanied by dedicated funding for staffing, capacity building, and appropriate design and monitoring. The Kenya program received both internal and external support.

Focus on both women's economic empowerment and on gender equality. Findings from this assessment highlight that a focus exclusively on women is insufficient to guarantee that benefits accrue to them in sustainable ways. Since women are not all alike, their needs are not uniform. Not all women are mothers, not all women are farmers; and designing projects around isolated gender roles hampers project efficiency and delays women's progress. In order to address women's needs in the context of market support and value chain projects, women need to be understood as *economic actors in their own right*. The perception of "women" needs to move beyond social and physical vulnerability and include their role as economic actors. Women face a wide variety of circumstances and have economic aspirations beyond basic food security, just as men do. This needs to be addressed through gender-sensitive programming strategies designed for market support and value chain projects. Efforts to target women cannot be divorced from gender contexts that limit the scale and impact of women-focused activities.

Build upon existing structures that support gender policies. Most IEHA countries have some institutions and policies that support gender equality. Uganda's Constitution institutionalizes affirmative action and gender equity supported by a large domestic (e.g., Ministry of Gender, Labor and Social Development) and regional gender structures/frameworks (e.g., policies and groups within COMESA and the African Union). In addition to the public sector, there are numerous civil society groups supporting women's entrepreneurship and providing opportunities for networking and mentoring of women.

7.2 Program Design

Provide incentives to make gender integration a routine procedure starting with program design. Incentives should begin with USAID-prepared solicitations and proposal scoring. Improved scoring on gender content in all sections of the solicitation documents will help to better distinguish between proposals that vary widely in their gender integration. Adherence to the ADS should be reinforced by design, technical, and contracting officers. Even before a design is attempted, a gender analysis would provide important information for the design document. While it was not possible to examine all of the design documents (RFA/RFP) with regard to solicitations, available documents revealed considerable inconsistencies, from minimal mention of gender and few award points for integrating gender to documents that integrated gender throughout the entire document and awarded a significant number of points for gender integration.

Use existing, effective practices and develop methodologies to expand behavior change communication such as "farming as a family business." Experiences of several Food for Peace/Title II programs illustrate that behavior change communication programs can be effective in bringing about positive change in agricultural production for the household. It has also led to an increase in men's participation in the household's health and nutrition. Building on these advances, investments should be made to develop appropriate methodologies to foster farming as a family business.

Build stronger requirements into new activity design for addressing gender in market-driven agriculture. Most implementing partners are addressing gender issues in their programs. New programs should be required to conduct gender assessments or draw from existing, relevant studies to identify gender-based production and marketing constraints in program intervention areas in more consistent

ways. Require that all people-level indicators be disaggregated by sex. Additionally, the scope and budgets of new programs should provide for building the capacity of staff to address gender considerations in agriculture.

Examine technologies for appropriateness and adequacy. Technology is not gender-neutral and many IEHA projects introduced production and post-production technologies to help women farmers do their work faster and more efficiently. But they did not adapt the technologies to the needs and constraints of women. In some cases, men continued to own the technologies and women had to borrow or pay for the use of the technologies after the men finished, sometimes missing optimal seasonal timing. Applying appropriate gender analysis during project design and implementation stages will assist in addressing these imbalances.

7.3 Program Implementation

Insist upon sex-disaggregated baseline data collection. Without sex-disaggregated baseline data, it is virtually impossible to measure outputs, outcomes, or impacts of activities. While most projects disaggregate training data, the lack of sex-disaggregated data in baseline studies is a serious flaw noted throughout the assessment.

Ensure interventions work with men to bolster women's independence and autonomy over resources. Strategies in several countries that targeted households and families, involving both men and women, appeared to be more successful in generating practices that benefited women. Changing behaviors and practices to support economic growth opportunities for both men and women needs to engage men in constructive ways.

Explore benefits and constraints of different production and marketing models for women. The Africa Bureau needs to conduct a more in-depth analysis of the gender impacts of models in agricultural programs. Efforts should be made to understand which production and marketing model offers the best rewards for women farmers.

Use better monitoring and reporting on disaggregated data to facilitate mid-stream course corrections to address gender disparities. Because M&E systems are presently not capturing how effective activities are in alleviating gender-based constraints, there are missed opportunities to build on those successes and to respond to gaps within the project period. Program officers should encourage implementing partners to address gender disparities and allow for mid-course corrections.

Promote ongoing training opportunities for implementing partner staff. When gender training is available, implementing partners should be invited as participants so that they, as frontline workers, will be able to bring real issues to the training as well as take back lessons to the field.

7.4 Monitoring and Evaluation

Responsibility for reporting ultimately rests with USAID. Results reported are only as strong and valid as required by the Agency. If implementing partners are not reporting gender-relevant metrics that provide information on gender integration, then USAID staff must remind them of the requirement and assist where possible to ensure that such reporting happens.

Design stronger indicators to capture gender differences and achievements. All people-level indicators should be disaggregated by sex as mandated by the ADS. Inconsistent or retro-fitted sex-disaggregated data collection and reporting creates a challenge for understanding the progress of programs in reaching men and women. Regular reporting on progress toward mitigating gender inequalities in programming should be required. Many partners are already collecting sex-disaggregated

data, e.g., participation and leadership in associations, but these data are not currently being reported to USAID. Programs should ideally aim to measure the sex-differentiated impact of interventions on incomes and assets (for men and women regardless of marital status).

Initiate gender impact assessments and ensure gender impacts are an integral measurement of all impact assessments. As impact assessment methodologies are developed for future agriculture and food security programs, disaggregation of variables for men and women within the same household and not just by sex of head of household will enable far more understanding about and response to gender impacts. Baseline studies, with appropriate sex-disaggregated variables, are also essential to any impact evaluation.

Better document gender practices and lessons learned. USAID's implementing partners are having a positive impact on men's and women's lives. However, little documentation exists to describe how different strategies are contributing to this impact. "Success stories" do not provide adequate information for USAID and its partners to use in implementation and for reporting purposes. AFR and Missions should ensure reporting on gender issues and encourage all USAID staff and implementing partners to provide documentation on how these issues were successfully (or unsuccessfully) addressed, so that other projects can learn from their experiences.

Focus on outcome, not output. In the end, with the proper components put in place (baselines, sex-disaggregated and stronger indicators, assessments, reporting requirements, proper gender training and follow-up), the Agency will be able to move beyond measuring merely output. Outcomes will demonstrate greater levels of gender equality and women's empowerment, or lack thereof, with the former driving effective development, positive behavior change, and increases in qualities of life and standards of living for individuals, households, and communities.

As USAID and other government agencies design and implement activities to address food insecurity and poor nutrition in FTF countries, the lessons of this evaluation provide a foundation to identify entry points in planning, design, implementation, and reporting. The assessment highlights the importance of analyzing gender constraints and incorporating gender equality into programs, and particularly empirically demonstrating the significance of results. This assessment demonstrates that a high level of commitment by senior management, accompanied by dedicated staff and funding, is required to integrate gender into programs.

ANNEX A: GLOSSARY

Gender is a social construct – that is, developed and defined by society – which refers to the relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic, and is open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that “gender” is not interchangeable with “women” or “sex.”

Gender norms represent those institutionalized informal rules, beliefs, and attitudes about the power and position of men and women in society. Gender norms are responsible for structuring and conditioning, for example, resource access and control, decision-making power, and social mobility.

Gender roles are the behaviors, tasks, and responsibilities that are considered appropriate for women and men because of socio-cultural norms and beliefs.

Gender-based constraints are the restrictions on men’s or women’s access to resources or opportunities of any type. They can be formal laws, attitudes, perceptions, values, or practices (cultural, institutional, political, or economic).

Gender dynamics refers to the relationships and interactions between and among boys, girls, women, and men. Gender dynamics are informed by socio-cultural ideas about gender and power relationships that define them. Depending upon how they are manifested, gender dynamics can reinforce or challenge existing norms. Gender dynamics can also be referred to as **gender relations**.

Gender analysis refers to the systematic gathering and analysis of information on gender differences and social relations to identify and understand the different roles, divisions of labor, resources, constraints, needs, opportunities/capacities and interests of men and women (and girls and boys) in a given context. USAID requires that the findings of a gender analysis be used to inform the design of country strategic plans, Assistance Objectives, and projects/activities. A gender analysis can be conducted at: the macro level, analyzing socio-cultural, economic, health, or demographic trends and legal policies and practices at the national or regional level; and/or at the micro level, examining gender relations, roles, and dynamics at the community or household level within the context provided by the macro analysis. Taking a macro or micro focus depends on the purpose for which the analysis is being undertaken. For example, a gender analysis conducted to inform a country strategic plan will most likely assess the issues from a broader, more macro level, whereas a gender analysis conducted for the design of a project/activity, may look at the issues from both a macro and micro perspective.

Gender assessment involves carrying out a review, from a gender perspective, of an organization’s programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. USAID Missions often carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects.

Gender integration involves identifying and then addressing gender differences and inequalities during program and project planning, design, implementation, monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity is implemented, it is essential that project and activity planners address these issues on an ongoing basis. USAID uses the term gender integration in planning and programming. Conducting a **gender analysis** and/or **gender assessment** is the first step for ensuring successful gender integration into programs and policies.

Gender equality is a broad concept and a development goal. It is achieved when men and women have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. Equality does not mean that women and men become the same but that women's and men's rights, responsibilities, and opportunities do not depend on whether they are born male or female. It means society values men and women equally for their similarities and differences and the diverse roles they play. Gender equality is not a "women's issue" but should concern and fully engage men as well as women. It signifies the results of gender equity strategies and processes.

Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a "level playing field." Equity leads to equality.

Sex is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. USAID policy calls for the collection and analysis of sex-disaggregated data (male vs. female) for individual-level indicators and targets. Gender and sex are not synonyms.

Value chain refers to the full sequence of activities to bring a product or service from conception, through production and value-addition, to marketing and delivery to the final consumer. In the agricultural sector, the stages along the **agricultural value chain** include crop selection and production, input purchase and use, post-harvest processing and packaging, and wholesale and retail marketing.

ANNEX B: USAID AUTOMATED DIRECTIVE SERVICES

*201.3.9.3 Gender Analysis

Effective Date: 11/5/2009

***MANDATORY.** Gender⁴⁹ issues are central to the achievement of strategic plans and Assistance Objectives (AO), and the United States Agency for International Development (USAID or the Agency) is striving deliberately to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural, and political development; enjoy socially valued resources and rewards; and realize their human rights. Accordingly, USAID planning in the development of strategic plans and AOs must take into account gender roles and relationships. Gender analysis can help guide long-term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given strategic plan, AOs, and activities.

In some cases, sub-sector analysis may be useful. For example, a Mission with a broad economic growth AO focused on strengthening the private sector could decide that a sub-sector analysis is only needed for an Intermediate Result (IR) that focuses on microenterprise.

In order to ensure that USAID assistance makes possible the optimal contribution to gender equality in developing strategic plans, AOs and IRs, Operating Units (OUs) **must** consider the following two questions:

- a. How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision making and different access to and control over resources and services) affect the work to be undertaken?
- b. How will the anticipated results of the work affect women and men differently?

The purpose of the first question is to ensure that: 1) the differences in the roles and status of women and men are examined, and 2) any inequalities or differences that will impede achieving program or project goals are addressed in the planned work design.

The second question calls for another level of analysis in which the anticipated programming results are: 1) fully examined regarding the possible different effects on women and men; and 2) the design is adjusted as necessary to ensure equitable and sustainable program or project impact (see ADS **203.6.1**). For example, programming for women's income generation may have the unintended consequence of domestic violence as access to resources shifts between men and women. This potential negative effect could be mitigated by engaging men to anticipate change and be more supportive of their partners.

Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship between and among men and women, as well as the broader institutional and social structures that support them. For technical assistance and additional guidance, consult the USAID Mission/Office or Bureau gender specialist or the Office of Women in Development (WID) in the Bureau for Economic Growth, Agriculture and Trade (EGAT). (See **Guide to Gender Integration and Analysis**, to be published in Spring 2011).

⁴⁹ Note: Gender is a social construct that refers to relations between the sexes, based on their relative roles. It encompasses the economic, political and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, and is dynamic and open to change over time. See glossary.

In undertaking gender analyses, USAID Operating Units are encouraged to draw on similar types of analyses from other donors and partners, to collaborate jointly in preparing gender analyses with other donors and partners, and to share USAID gender analyses with other donors and partners, as appropriate.

AO Teams must document their conclusions of any gender analysis performed at the country strategic plan, AO, project or activity approval stage (see **201.3.11.4**).

Where gender is not an issue in achievement of AO results, AO Teams must note this in the AO approval narrative with a brief statement of rationale.

***201.3.11.6 Project/Activity Planning Step 2: Conduct Project-Level Analyses, as Needed**

Effective Date: 11/5/2009

***Gender Analysis. MANDATORY.** All projects and activities **must address** gender issues in a manner consistent with the findings of any analytical work performed during development of the Mission's long-term plan (see 201.3.9.3) or for project or activity design. Findings from gender analyses, such as any recommendations to overcome potential obstacles to achieving targeted results, can help to determine how gender can be addressed in the project or activity. The conclusion of any gender analyses must be documented in the Activity Approval Document (AAD). If the AO Team determines that gender is not a significant issue, this must be stated in the Activity Approval Document (See **201.3.11.16**).

In order to ensure that USAID assistance makes possible the optimal contribution to gender equality in conducting gender analyses for projects or activities, Operating Units must consider the following two questions:

- a. How will the different roles, responsibilities, and status of men and women and men within the community, political sphere, workplace, and household (for example, roles in decision-making and different access to and control over resources and services) affect the work to be undertaken?
- b. How will the anticipated results of the work affect women and men differently?

The purpose of the first question is to ensure that: 1) the differences in the roles and status of women and men are examined, and 2) any inequalities or differences that will impede achieving project or activity goals are addressed in the project or activity design.

The second question calls for another level of analysis in which the anticipated project or activity results are: 1) fully examined regarding the possible different effects on women and men and 2) the design is adjusted as necessary to ensure equitable and sustainable project or activity impact (see ADS **203.6.1**). For example, programming for women's income generation may have the unintended consequence of domestic violence as access to resources shifts between men and women. This potential negative effect could be mitigated by engaging men to anticipate change and be more supportive of their partners.

Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship between and among men and women, as well as the broader institutional and social structures that support them.

The findings of any analytical work performed during the development of a project or activity design must be integrated into the Statement of Work/requirements definition or the Program Description when the project or activity is to be implemented through an acquisition or assistance award. This will better ensure that as contractors or recipients carry out the projects or programs in their awards, the gender issues identified through the analysis are not overlooked, sidelined, or marginalized. When gender issues are fully integrated into a contract Statement of Work or the Program Description for a grant/cooperative agreement, they are an integral part of the evaluation/selection process for any solicitations financed

under the project or activity, such as Requests for Proposal (RFPs), Requests for Task Order Proposal (RFTOPs), Requests for Assistance (RFAs), Leader With Associates (LWA) or Annual Program Statements (APS). Procurements for goods and commodities are excluded from this requirement.

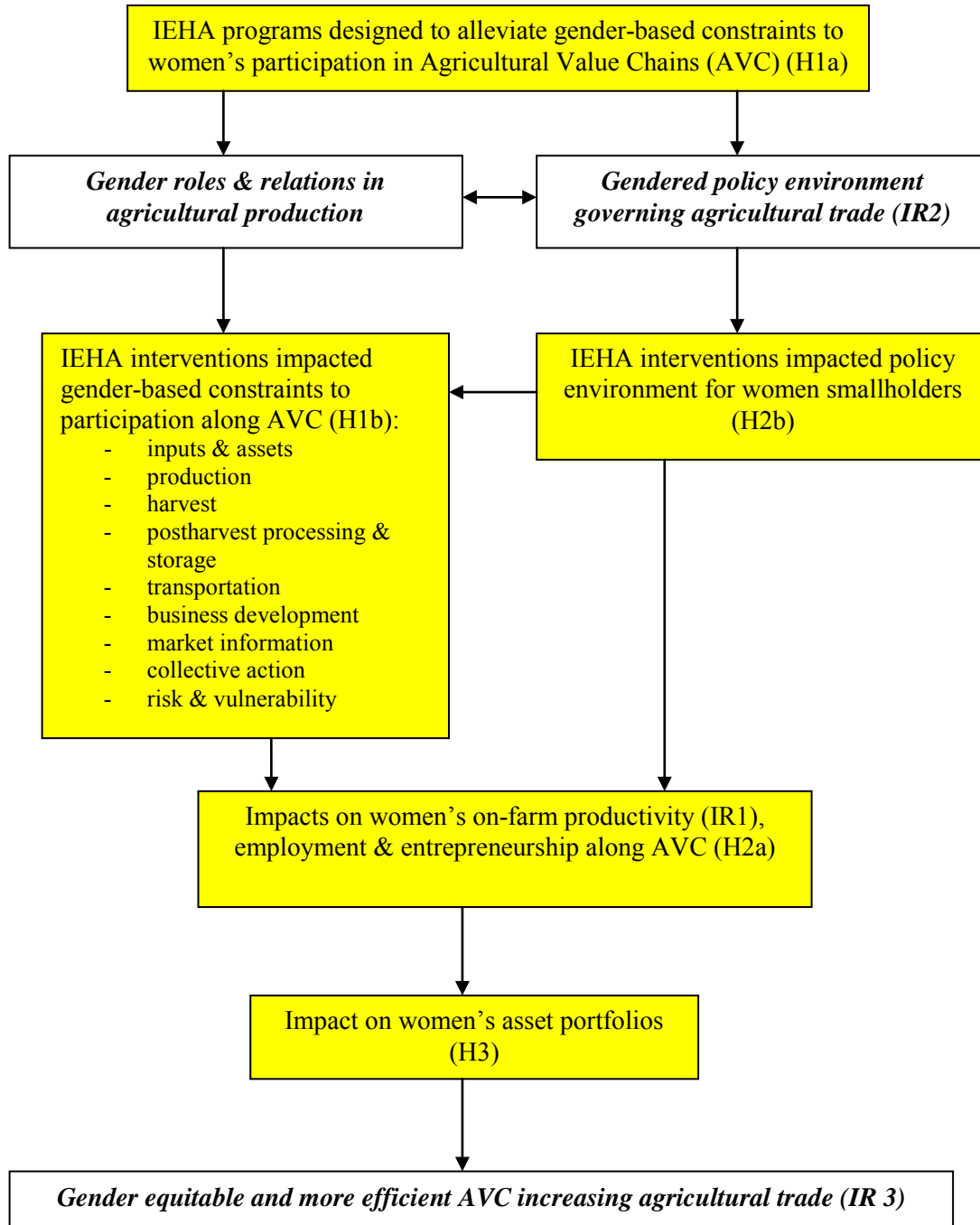
AO Teams must ensure that potential implementers are capable of addressing the gender concerns identified in solicitations. This is done by including performance requirements regarding gender expertise and capacity in the solicitations, tasking offerors and applicants with proposing meaningful approaches to address identified gender issues, and reflecting these performance requirements in technical evaluation and selection criteria (see **302.3.5.15** for more detailed acquisition requirements and **303.3.6** for more detailed assistance requirements).

If the AO Team determines that gender is not a significant issue and includes the rationale as part of the Activity Approval Document (see **201.3.11.16**), it must provide the approved rationale to the Contracting Officer or the Agreement Officer as part of the procurement request documentation for an acquisition or assistance award (see **302.3.5.15** and **303.3.6**).

In undertaking gender analyses, USAID Operating Units are encouraged to draw on similar types of analyses from other donors and partners, to collaborate jointly in preparing gender analyses with other donors and partners and to share USAID gender analyses with other donors and partners as appropriate.

For technical assistance and additional guidance on integrating findings of gender analyses into projects and activities (including the solicitations funded under those projects and activities), consult the USAID Mission/Office or Bureau gender specialist, or the Office of Women in Development (WID) in the EGAT Bureau (see the Additional Help document Guide to Gender Integration and Analysis).

ANNEX C: PROPOSED CONCEPTUAL MODEL FOR IEHA GENDER ASSESSMENT



ANNEX D. GENDER ASSESSMENTS OF THE PRESIDENTIAL INITIATIVE TO END HUNGER IN AFRICA (IEHA) IN KENYA, MALI, MOZAMBIQUE, AND UGANDA

ACRONYMS

ABEO	Agricultural, Business and Environment Opportunity (Kenya)
AEG	Accelerated Economic Growth
APEP	Agricultural Productivity Enhancement Program (Uganda)
APS	Annual Program Statement
BCC	behavior change communication
CAADP	Comprehensive Africa Agriculture Development Programme
CIP	International Potato Center (Mozambique)
COREC	Coffee Research Institute (Uganda)
CRSP	Collaborative Research Support Program
CS	Cooperative Sponsors
CWD	coffee wilt disease
EF	Emerging Farmers
EG	Economic Growth
EGAT	USAID/Bureau of Economic Growth, Agriculture and Trade
FFP	Food for Peace
FFS	farmer field schools (Uganda)
FHH	female-headed household
GATE	[USAID/Office of Women in Development] Greater Access to Trade Expansion
GDA	Global Development Alliance
GINA	Gender Informed Nutrition and Agriculture project
GRM	Government of the Republic of Mozambique
IDEA	Investment in Developing Export Agriculture (Uganda)
IEHA	[Presidential] Initiative to End Hunger in Africa
IIAM	National Institute for Agriculture Research (Mozambique)
IICEM	Integrated Initiatives for Economic Growth in Mali

IITA	International Institute of Tropical Agriculture (Uganda)
INCPROX	Income Proxy Survey
INTSORMIL	International Sorghum and Millet (Mali)
IPM	Integrated Pest Management
KARI	Kenya Agricultural Research Institute
KBDS	Kenya Business Development Services
KDDP	Kenya Dairy Development Program
KMDP	Kenya Maize Development Program
KDSCP	Kenya Dairy Sector Competitiveness Program
KHDP	Kenya Horticulture Development Program
LEAD	Livelihoods and Enterprises for Agricultural Development (Uganda)
M&E	monitoring & evaluation
MBU	mobile banking unit
MCHN	maternal child health and nutrition
MYAP	Multi-Year Assistance Programs
NERICA	New Rice for Africa
NES	National Export Strategy (Uganda)
PEPFAR	President's Emergency Plan for AIDS Relief
PROMISAM	Project to Mobilize Food Security Initiatives in Mali
RFPs	requests for proposals
SACCOs	savings and credit cooperatives
SMEs	small and medium-sized enterprises
SO	Strategic Objective
TIA	National Agriculture Survey (Mozambique)
UCA	Ugandan Coffee Authority
UDLP	University Development Linkages Programme
USG	U.S. Government
VAT	value added tax
WASA	West Africa Seed Alliance (Mali)

Gender Assessment of the Presidential Initiative to End Hunger in Africa (IEHA) in Kenya: A Desktop Review

This brief summarizes the research findings from a desktop gender assessment of the Presidential Initiative to End Hunger in Africa in Kenya.

INTRODUCTION

Agriculture is the engine of Kenya's economy, contributing 53 percent of GDP.⁵⁰ Sixty-five percent of exports are from agriculture, and the sector provides employment to 70 percent of the labor force. A total of 80 percent of the population derives a part of their livelihoods from agricultural activities. Despite the importance of the sector to food security and poverty reduction, severe constraints continue to limit its growth, including inappropriate technologies for smallholders, inadequate support services, high costs of inputs, poor infrastructure, and high rates of HIV/AIDS that affect the labor supply.⁵¹ At the same time, multiple years of shocks to the economy, including severe drought, the global financial crisis, and the post-election violence in 2008 have constrained growth.

Addressing the needs of women farmers is necessary for any strategy to enhance agricultural outcomes and improve food security in Kenya. Women make up 64 percent of subsistence farmers and 80 percent of the agricultural labor force, both paid and unpaid.⁵² Data from 1999 indicate that women provide roughly 80 percent of the labor in food production and 50 percent in cash crop production.⁵³ They make up the bulk of the labor force in floriculture, tea, coffee, vegetable, mango, and orange production. Women manage roughly 40 percent of all smallholder farms⁵⁴ yet with rates of HIV/AIDS five times higher than for men, their ability to find time and energy for additional labor is limited.⁵⁵

Despite their importance, women face well-known and significant constraints. Women hold only 1 percent of registered land titles, and between 5 and 6 percent of land titles are held jointly with men.⁵⁶ They have little access to extension services and receive less than 10 percent of credit provided to smallholder farmers and even less of available credit for agriculture.⁵⁷ Women farmers lack access to

⁵⁰ Ongwae, James E.O., Permanent Secretary, Ministry of Agriculture. "Strategy for Revitalizing Agriculture (SRA): The Kenya Way Towards a Sector Wide Approach." 9th African Forum, Ouagadougou, September 2005.

⁵¹ Ibid.

⁵² Kimenye 1999. Cited in Ellis, Amanda, Jozefina Cutura, Nouma Dione, Ian Gillson, Clare Manuel and Judy Thongori. *Gender and Economic Growth in Kenya: Unleashing the Power of Women*. Washington, D.C.: The World Bank, 2007.

⁵³ Curry, Kooijman, and Recke 1999. Cited in Ellis, et al. *Gender and Economic Growth in Kenya: Unleashing the Power of Women*.

⁵⁴ Kimenye 1999. Cited in Ellis, et al. *Gender and Economic Growth in Kenya: Unleashing the Power of Women*.

⁵⁵ The Henry Kaiser Family Foundation. "The HIV/AIDS Epidemic in Kenya." HIV/AIDS Policy Fact Sheet. October 2005. <http://www.kff.org/hivaids/upload/7356.pdf>; FAO. Kenya Full Country Report. Gender and Land Rights Database. <http://www.fao.org/gender/landrights>. Last accessed May 19, 2010.

⁵⁶ Ellis, Amanda, Jozefina Cutura, Nouma Dione, Ian Gillson, Clare Manuel and Judy Thongori. *Gender and Economic Growth in Kenya: Unleashing the Power of Women*. Washington, D.C.: The World Bank, 2007.

⁵⁷ Ibid.

appropriate post-harvest storage and processing technologies.⁵⁸ Female-headed households own less than half the amount of farm equipment available to male-headed households.⁵⁹ At the same time, Kenya women suffer from “time poverty.” Women work more hours in the day than men (roughly four more hours) in unpaid work related to their roles and responsibilities in the household.⁶⁰

IEHA IN KENYA

The Presidential Initiative to End Hunger in Africa (IEHA) initiated activities in Kenya in 2002, funding activities under USAID/Kenya’s Strategic Objective (SO) “Increase rural household incomes.” The USAID/Kenya portfolio aligns well with IEHA objectives, sharing many of the same SOs and intermediate results. It includes components that focus on increasing agricultural productivity, improving the policy environment, and increasing agricultural trade and markets at the national, regional, and international levels.

The programs under this SO focus on agriculture because it is critical for economic growth. They emphasize the use of a private sector approach in order to overcome lagging agricultural productivity due to poor technology diffusion and access to markets. The programs active under USAID/Kenya’s Economic Growth (EG) team focus on key commodity value chains, including horticulture, maize, livestock, tree fruits, and fish for national, regional, and international markets. They also include a biotechnology component, and policy and agricultural research programs.

GENDER CONSIDERATIONS IN IEHA/KENYA PROGRAM DESIGN

The USAID/Kenya EG portfolio has made a concerted effort over the last decade to integrate and address gender issues in its programming. Gender was present in the program design for the IEHA-funded activities in Kenya, but there was little coordination or accountability in the early years. Over the IEHA period, however, USAID/Kenya and its implementing partners have made efforts to ensure that women were participating in and benefiting from program interventions. The procurement processes adopted stronger and more specific gender requirements in requests for proposals (RFPs) for programs in the dairy, maize, and horticulture sectors. The USAID/Kenya EG team is holding partners much more accountable for delivering sex-disaggregated data and ensuring that programs are paying attention to gender inequalities in their activities.⁶¹ For example, the Kenya Dairy Sector Competitiveness Program (KDSCP) activity approval document had much stronger gender requirements and language than previously seen. Between 2002 and 2006, USAID/Kenya and the four major programs – Kenya Maize Development Program (KMDP), Kenya Horticulture Development Program (KHDP), Kenya Business Development Services (KBDS) and Kenya Dairy Development Program (KDDP) – commissioned gender assessments and/or implemented guidelines to identify what actions could be taken in their programs.

GENDER CONSIDERATIONS IN IEHA/KENYA PROGRAM IMPLEMENTATION

Increasing women’s access to inputs, technology, and information. USAID/Kenya partners focused a majority of their efforts on ensuring that women benefited from the investments made in improving access to inputs, technology, and information that would support agricultural growth. In 2005, 33 percent

⁵⁸ USAID. “Review of Gender Issues in the USAID/Kenya Integrated Strategic Plan (ISP) 2001-2005.” Women in Development Technical Assistance Project. Washington, D.C.: USAID, 2002. http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/kenya_gi_0900.pdf. Last accessed May 25, 2010.

⁵⁹ See note 6.

⁶⁰ Saito, Mekonnen, and Spurling 1994 cited in Ellis, et al. *Gender and Economic Growth in Kenya*.

⁶¹ Interview with Beatrice Wamalwa, May 19, 2010.

of the farmers who received short-term training in good agronomic practices and the use of improved agricultural technologies were women. By 2009, women constituted 51 percent of total trainees.

Although IEHA indicators capture the extent to which farmers are adopting new technologies, the indicator was not sex-disaggregated by USAID/Kenya until Fiscal Year (FY) 09. The results reported in FY09 reveal that women made up 45 percent of the total 371,573 farmers using improved technologies in KDSCP, KMDP, and KHDP overall. In FY09, KMDP reported that women made up 64 percent of the 22,257 farmers who received improved cane cassava varieties, 61 percent of 10,476 farmers who received improved sweet potatoes vines, and 54 percent of farmers who received promotional packages of maize, cowpea, beans, and sorghum seeds.

Based on recommendations from a 2004 gender assessment, KMDP modified its existing training methodology to account for household resource allocation and communication patterns that overlook women's role in the family business. The assessment found that slow or failed adoption of new technologies was likely the result of a failure to transfer information from men who participated in trainings to other members of the family, including women, who were responsible for tasks associated with the new practices. "Farming as a Business" became "Farming as a Family Business," in an effort "to foster collective efforts between men and women in planning and managing family farm enterprises so as to maximize household profits."⁶²

KHDP's "whole family approach" to developing the horticulture sector includes a focus on labor-saving technologies that can reduce women's time-consuming tasks.⁶³ This included introducing mulching techniques to reduce time spent on weeding and planting trees to provide shade, leaves, and mulch, as well as firewood. The approach also introduced better water management to reduce time spent collecting water and improve the conservation of resources. KHDP also identified a range of low input and high value crops that address women's time, mobility, and access to income constraints, including vanilla, butternut squash, sweet potatoes, and African leafy vegetables.⁶⁴

The gender analysis conducted for the KDDP program identified women's lack of time and heavy workload as one of the biggest constraints to their participating in and benefiting from dairy activities. As a result, the program aimed to develop and disseminate improved technologies to benefit women, such as silage that stabilized the seasonal availability of animal feeds and reduced time women spent searching for grass during the dry season. The project also experimented with biodigesters to convert cow manure into a source of gas that could power stoves in the household.⁶⁵ This is continuing under the current KDSCP.

Across all the programs, a significant investment was made to improve market information systems. The programs increased the availability of information via radio, the Internet, mobile phones, and marketing information centers. Multiple constraints may hinder women's access to market systems, including their physical mobility, lack of cash to purchase mobile phones, and poor access to information services. Capturing sex-disaggregated data on women's access to market information is difficult and imperfect, although several partners made efforts to do so in FY09. KMDP reported that 37 percent of visitors (including non-farmers) to their mobile resources centers were women.⁶⁶ KHDP market information

⁶² USAID. Country Snapshot: Kenya and Agriculture & Micro-enterprise." http://www.usaid.gov/our_work/cross-cutting_programs/wid/snapshot/africa/kenya/kenya_ag_me.html. Last accessed May 10, 2010.

⁶³ "KHDP. "Gender Review: An Evolving Approach," Powerpoint Presentation.

⁶⁴ Ibid.

⁶⁵ USAID. "Promoting Gender Equitable Opportunities in Agricultural Value Chains: A Handbook." Greater Access to Trade Expansion (GATE) Project. Washington, D.C.: USAID, 2009.

⁶⁶ KMDP. "Annual Report: October 2008 – September 2009." Kenya: ACDI/VOCA, 2009.

tools, including grower packages, market bulletins, horticulture updates, and individual contacts with members of the various trade and farmer associations, were used by 44,460 individuals, of whom 40 percent were women.

Strengthening women’s participation in smallholder business organizations. Increasing women’s participation as members and leaders in smallholder business organizations was a major concern for all partners. Partners identified numerous constraints that impeded women from becoming more active in smallholder organizations, including the inability to meet membership criteria (e.g., land tenure), time and mobility constraints, and lack of self-esteem or leadership skills. Each of the projects made efforts to mitigate these constraints using a range of strategies. KHDP worked with several groups to change membership criteria in gender-sensitive ways – for example, by allowing a husband, wife, and eldest child at home to register as members and attend meetings. Most projects included training modules on gender issues to raise awareness among members. At the same time, projects worked with mixed and single-sex groups. The use of women-only groups was appropriate where particular tasks in the value chain were dominated by women. For example, KBDS worked with all-women omena (a local fish) processing groups because their organization and participation was critical to improve the market linkages in the omena fish value chain. In FY09, 259 women’s groups received U.S. Government (USG) assistance.

The activities undertaken by the partners also had a positive spillover effect on women’s participation in leadership positions. Between 2003 and 2005, women in leadership positions among KMDP smallholder business organizations increased to 30 percent. During the same period, KHDP achieved a 21 percent increase in women’s leadership. Among the organizations that KBDS worked with in the tree fruits sector, women made up 33 percent of its members and occupied a comparable percentage of leadership positions.

Increasing women’s access to credit and finance. Recognizing that smallholder farmers, including women, have difficulty accessing credit, USAID/Kenya EG programs facilitated access to credit in multiple ways. Several projects worked with processing companies and buyers to design embedded services schemes whereby farmers would be provided credit by their buyers, the cost of which would be deducted from final payment for the products. In the dairy sector, 20,158 farmers received in-kind credit in the form of inputs, of which 33 percent were women.⁶⁷ Embedding services into contractual arrangements provides women with opportunities to access credit, especially where women either do not meet the requirements through the formal banking system or micro-finance institutions do not lend in the amounts needed for farmers.

The USAID/Kenya EG portfolio is also working with the commercial banking sector to improve the conditions for rural businesses to access credit. The Kenya Access to Rural Finance (KARF) project is increasing access to finance for rural and agricultural small and medium-sized enterprises (SMEs). In FY09, 59,638 households benefited from USG assistance, of which 22,066 were female-headed.⁶⁸ In the same year, work with the Kenya Commercial Bank led to the development of a new women-only SME financial product.⁶⁹ The North Eastern Pastoral Development Program also worked with the Islamic banking system to design women’s microcredit funding to support the development of milk sheds.

Increasing agricultural productivity. Data on agricultural productivity from the programs reveals that each was successful in increasing crop productivity in each of their commodity groups. Yet the data reported to IEHA, with some exceptions, is not disaggregated by sex, making it difficult to understand

⁶⁷ KDSCP. “Annual Progress Report: October 2008 – September 2009.” Kenya: USAID, 2009.

⁶⁸ USAID/Kenya. SO7 Operating Plan Performance Report FY09.

⁶⁹ USAID/Kenya. Performance Overview, 2009. Unpublished.

whether women's increased participation and access to inputs and technology is translating into productivity and income gains.

KDDP data disaggregated by sex reveals that production and sales data between 2006 and 2007 shows that both men and women increased the share of production that was sold into the market – from 77 percent to 81 percent for men and from 70 percent to 80 percent for women.⁷⁰ At the same time, the increase in the quantity sold by women decreased the gap between men and women significantly. Despite these advances, the change in gross margin per animal for the same period shows a 76 percent increase for men, from \$235 to \$425, and a decrease of one percentage point for women, from \$354 to \$352.⁷¹ This is likely due to the difference in purchased input costs which were significantly higher for women.

The impact assessment of KBDS and KHDP on smallholder farmers in the tree fruit sub-sectors (avocados and passion fruit) also examined productivity differentials. The results showed that women-managed farms improved productivity and increased production faster than men. Women also increased sales more than men by the end of the two-year period under investigation. The assessment found that overall productivity differentials between men-managed and women-managed farms narrowed over the time period under investigation (2005-2007).

Focusing attention on women beyond production. USAID/Kenya partners made efforts to target women beyond their on-farm role as producers, focusing their attention to women at other levels of the value chain. KMDP is working with women maize brokers, and KBDS organized women into groups to buy, process, and sell omena fish near Lake Victoria. Among KHDP's gender mainstreaming objectives is the need to target businesses owned or managed by women. Efforts to find businesswomen in the horticulture sector have been successful, and in FY09, 12 women-owned or managed firms received assistance in improved management practices, including marketing, financial management, and planning. Four women-owned firms met international standards and three received capacity building in exporting.⁷² In the passion fruit sector, there is also evidence that women are moving into trading and brokering.⁷³

Using agricultural research to support women and nutrition. The Kenya Agricultural Research Institute (KARI) has been supported by USAID/Kenya for decades, and the collaboration has yielded significant results in the development of maize hybrids, capacity building of agricultural scientists, and, more recently, the availability of commercially oriented technology packages, seed production systems, and policy frameworks. The USAID-funded work undertaken by KARI does not specifically address gender issues, although women are among the beneficiaries of the research and dissemination efforts, and the institution itself is aware of its progress and challenges in mainstreaming gender issues into the institution.⁷⁴ In 2008, 30 staff members from KARI regional centers participated in a one-day gender and economic growth training.

Nonetheless, during the IEHA period, USAID/Kenya supported the continuation of the Women's Nutribusiness Project aimed at helping increase women's economic status while improving nutrition

⁷⁰ USAID. "Initiative to End Hunger in Africa: Annual Report 2007." Washington, D.C.: USAID, 2008.

⁷¹ IEHA data.

⁷² KHDP. "Annual Report 6: October 2008 – September 2009." Kenya: USAID, 2009.

⁷³ USAID. "Impacts of the KBDS and KHDP Project in the Kenya Tree Fruit Value Chain." AMAP microReport #129. September, 2008. http://www.microlinks.org/ev_en.php?ID=27178_201&ID2=DO_TOPIC. Last accessed May 17, 2010.

⁷⁴ Nyongesa, D.J.W. and J. Ngugi. "Progress, challenges and prospects of participatory research and gender analysis in Kenya's Agricultural Research System: Case of KARI Institutional Change." 10th KARI Biennial Scientific Conference, Volume 11. http://www.kari.org/fileadmin/publications/10thProceedings/Poster/Progress_Challeng_Prospect.pdf Last accessed May 13, 2010.

among infants and other nutritionally vulnerable groups. The original project began in 1992 with nutritionists from the Universities of Nairobi, Penn State, and Tuskegee, under USAID/Bureau of Economic Growth and Trade (EGAT)'s University Development Linkages Programme (UDLP) grant. Under IEHA, KARI and the University of Nairobi received support to expand to Makueni and Mbeere districts where two cooperatives and processing plants were established and two nutritional products were developed. These products received certification by the Kenya Bureau of Standards.⁷⁵

CAPACITY BUILDING AND TECHNICAL ASSISTANCE

The efforts made by USAID/Kenya Agricultural, Business, and Environment Opportunity (ABEO) and implementing partners were bolstered by the presence from 2006 onwards of the USAID/Office of Women in Development Greater Access to Trade Expansion (GATE) project. The GATE project worked to strengthen the capacity of USAID/Kenya to address gender issues in programming through training on gender and economic growth for USAID and partners; technical assistance to USAID/Kenya; participation and/or design of workshops on specific issues, e.g., monitoring & evaluation (M&E), agricultural value chains; and targeted research on gender issues in specific sub-sectors, e.g., nature-based enterprises.

The GATE project provided technical resources to the USAID/Kenya program, which catalyzed existing efforts and transferred skills to the implementing programs. Interviews with USAID/Kenya and implementing partners revealed that the GATE project increased the knowledge and skills required for addressing gender issues in ways that supported financial efficiency and competitiveness program goals.⁷⁶ The activities also fostered exchange among USAID staff and implementing partners.

ASSESSING THE IMPACT OF IEHA INITIATIVES

The Tegemeo Institute of Agricultural Policy and Development is monitoring the impact of the USAID/Kenya portfolio. Tegemeo conducts a household survey every two years to assess the performance of USAID/Kenya's activities in agriculture and micro-enterprise. The most recent survey (2008) revealed that incomes among female-headed households grew more (19.8 percent) than those among male-headed households (13.9 percent), but that households in medium and high potential areas benefiting from USAID programs had seen their income increase 14 percent between 2006 and 2008. Off-farm income increased one percentage point to 46 percent during the same period.⁷⁷

USAID/Kenya's SO "Increased rural households income" matched well with IEHA objectives. However, most partners admitted that the indicator was problematic for capturing gender issues, in part because it masks the intra-household dynamics that govern resource allocation, including incomes.⁷⁸ In August 2009, the USAID/Kenya ABEO team and partners came together for a monitoring and evaluation workshop to harmonize and consolidate indicators. The workshop requested the support of a gender specialist with the GATE project to provide recommendations on how to better capture the program's gender impacts. The recommendations highlighted which indicators should be disaggregated by sex and how the program could capture some of the gender impacts of other indicators.⁷⁹ Many of the recommendations were adopted and the quantity of indicators that are now being collected by sex has

⁷⁵ Kenya Agriculture Research Institute. "Project Descriptions for GATE Project." Unpublished, 2006.

⁷⁶ USAID. "Assessment of the Greater Access to Trade Expansion (GATE) Project." DevTech Systems. Washington D.C.: USAID, 2009.

⁷⁷ USAID. "Initiative to End Hunger in Africa: Annual Report 2008." Washington, D.C.: USAID, 2009.

⁷⁸ USAID. "GATE Trip Report September 7 – 27, 2008." Greater Access to Trade Expansion (GATE) Project. USAID/Office of Women in Development. Washington, D.C.: USAID, 2008.

⁷⁹ USAID. "GATE Trip Report: August 23 – September 2, 2009." Greater Access to Trade Expansion (GATE) Project. USAID/Office of Women in Development. Washington, D.C.: USAID, 2009.

increased. The EG team continues to seek assistance, particularly on how to deepen gender analysis and reporting for an upcoming survey.⁸⁰

LESSONS LEARNED

Strong leadership and coordination is necessary to support gender equality goals. The commitment to addressing gender issues by the USAID/Kenya EG team is an example of how strong leadership can promote sustained institutional change. USAID/Kenya has consistently communicated the need for implementing partners to address the gender-based constraints in their programming. Stronger requirements are visible in the procurement processes and in M&E efforts. The leadership displayed by the USAID/Kenya EG team is indicative of the commitment needed to ensure that USAID policies on gender equality are institutionalized and transferred into on-the-ground programming that creates opportunities for both men and women.

Analytical work on gender issues leads to better design and implementation of programs. Each of the major implementing partners invested in research and analysis on gender issues in their programs. This equipped them with the information to design strategies to ensure that both men and women participated in and had the opportunity to benefit from their programs. At the same time, USAID/Kenya drew on the support from the GATE project to inform the design of KDSCP and KHDP, which led to more gender-sensitive procurement processes.

Capacity building and technical assistance provides opportunities for learning. The USAID/Office of Women in Development GATE project had a significant impact on sustaining the focus on addressing gender issues in the design and implementation of programs. The GATE project developed a flexible program of activities that met the needs of USAID/Kenya and implementing partners.

Better monitoring and reporting on disaggregated data can facilitate mid-stream course corrections to address gender disparities. Despite USAID/Kenya's exceptional commitment to addressing gender issues in its programming, there is room for improving the analysis and reporting on sex-disaggregated data to understand the gender-based constraints that may be contributing disparities in the performance of men and women farmers. Currently available productivity data reveal differences between men and women; however, further analysis is required in order to identify determining factors and begin outlining a strategy to address the disparity.

BEST PRACTICES

Use of gender assessments to design and implement programs. USAID/Kenya's successful integration of gender issues can be attributed in part to the investments made in gathering information on gender issues and using it to design and implement programs. The assessments identified key gender-based constraints that ultimately led to the implementation of strategies that could mitigate those constraints: KMDP's assessment led to the design of the "Farming as a Family Business" training methodology, and KBDS was forced to design a finance scheme to reduce the "sex for fish" trade that was occurring around Lake Victoria.

Gender-sensitive approaches to agricultural production and marketing. A key feature of the USAID/Kenya programs is the attention paid to identifying and implementing gender-sensitive strategies. KMDP and KHDP targeted the household to address the intra-household dynamics that govern how men, women, and children participate in and benefit from participation in smallholder commercial agriculture, whereas KDDP focused on women's time and mobility constraints. KHDP's gender mainstreaming manual identified crops and technologies that could accommodate women's time, mobility, and control over income.

⁸⁰ Email communication with Beatrice Wamalwa. May 28, 2010.

Targeted technical assistance and capacity-building on gender issues. USAID/Kenya and its IEHA implementing partners demonstrated a commitment to ensuring that gender issues were integrated into its programs. Gender experts who conducted gender assessments, delivered training, and provided technical assistance supported these efforts. The presence of a dedicated gender program, like the GATE project, helped keep focus and attention on gender issues and allowed programs to learn from specialized capacity-building efforts such as the gender and agricultural value chains workshop.

Gender Assessment of the Presidential Initiative to End Hunger in Africa (IEHA): Findings from Mali

This brief summarizes the research findings from a gender assessment of the Presidential Initiative to End Hunger in Africa in Mali. The research for this assessment was conducted between February 22 and March 12, 2010.

INTRODUCTION

One of the poorest countries in West Africa, Mali experienced average annual growth of 5 percent between 1996 and 2008.⁸¹ Agriculture represents 37 percent of the country's GDP. Mali's main exports are gold and cotton, which make it particularly vulnerable to changes in world prices for these commodities. Roughly 80 percent of the population is engaged in farming or fishing and 48 percent of the economically active population in the agriculture sector is women.⁸² Seventy-seven percent of Malians live on less than \$2 a day.⁸³

Ninety percent of Mali's arable land is dedicated to cereal crop production, including sorghum, millet, and maize.⁸⁴ Rice makes up roughly 19 percent of the total cereal production and meets 76 percent of national demand.⁸⁵ While over the last 10 years Mali has been able to meet between 85 and 90 percent of its cereal needs, 28 percent of the population, roughly 3.5 million people, is undernourished.⁸⁶

Men participate actively in commercial agriculture. Women are responsible for subsistence agriculture, such as rice in the South, and other crops for consumption, such as tomatoes, onions, potatoes, shallots, and cabbage. As some of these crops gain market value, particularly potatoes and shallots, the gendered pattern of crop control is changing and men are beginning to produce and market them.⁸⁷ One of Malian women's major agricultural constraints is their vulnerability to men's decision-making and control over productive resources, such as land and credit. A small percentage (3 percent) of landholdings is in women's names, leaving the vast majority of women with only user rights to land.⁸⁸ Their access is almost entirely mediated by men. Lack of access to land places them at a disadvantage in accessing other productive resources such as inputs and credit.

Social norms constrain women's participation in decision-making bodies at the village level. Within the household they are largely confined to reproductive roles that include childcare, washing, cleaning, and cooking. Young girls are less likely to be enrolled in school and more likely to leave school early. Among women, only 12 percent of those 15 years or older are literate compared to 48 percent of men.⁸⁹

⁸¹ CIA. "The World Factbook: Mali." <https://www.cia.gov/library/publications/the-world-factbook/geos/ml.html#>. Last accessed May 24, 2010.

⁸² Diop-Diagne, Astou, Jean Claude Balcet and Boureima Gnalibouly Dicko. "Analyse de la dimension de genre dans les filières prioritaires du PCDA et du PAPAM." Draft document. Mali: World Bank, June 2009.

⁸³ FAO. Mali Full Country Report. Gender and Land Rights Database. <http://www.fao.org/gender/landrights>. Last accessed May 19, 2010.

⁸⁴ See note 2.

⁸⁵ See note 3.

⁸⁶ Ibid.

⁸⁷ See note 2.

⁸⁸ See note 3.

⁸⁹ UNDP. "Rapport sur la situation sociale et économique du Mali." UNDP, 2003. <http://www.ml.undp.org/linkdoc/Notemalo2t2002.pdf>. Last accessed May 24, 2010.

Moreover, the legal framework in Mali, a contested and antiquated Family Code in particular, reinforces gender inequalities in inheritance, family responsibilities, decision making, and marriage.⁹⁰

IEHA IN MALI

Under the IEHA initiative, USAID/Mali made a committed effort to improve the lives of women by adopting an approach that specifically targeted women as beneficiaries of program interventions. As a result of this directive, Integrated Initiatives for Economic Growth in Mali (IICEM) made several implementation choices in order to reach women. It targeted women's cooperatives and value chains where women were well represented among producers, processors or marketers. Other interventions, such as land rehabilitation and literacy, were also intended to benefit women.

As directed by the USAID/Mali Accelerated Economic Growth (AEG) team, the gender assessment focused mainly on the IICEM project because it received the majority of IEHA funding in Mali. In its current form it is a combination of three previous IEHA-funded activities (PRODEPAM, Mali Finance, and Trade Mali). IICEM adopts a value chain development approach to enable producers, processors, buyers, and exporters to satisfy market demands and accelerate economic growth. Its efforts focus on the rice, potato, shallot, mango, and tomato value chains. Activities target the most significant constraints within each value chain, but focus primarily on intensifying irrigated agricultural production, enhancing access to finances and markets, transferring improved technologies, increasing control of village associations over natural resources, and enhancing the enabling environment for agricultural trade and investment. IICEM adopts gender as a cross-cutting theme – promoting equality between men and women in project activities.

A number of other activities were also implemented under IEHA in Mali, including: the Global Livestock Collaborative Research Support Program (CRSP) with the University of California –Davis, the Integrated Pest Management (IPM) CRSP, the International Sorghum and Millet (INTSORMIL) CRSP, the West Africa Seed Alliance (WASA), Trickle Up, and the Project to Mobilize Food Security Initiatives in Mali (PROMISAM). Only a few of these were reviewed for the gender assessment.

GENDER CONSIDERATIONS IN IEHA/MALI PROGRAM IMPLEMENTATION

Increasing women's access to inputs, technology, and information. The West African Seed Alliance is working to stimulate the input supply market in order to meet farmers' needs. Working at three different levels of the input supply market, it hopes to be able to also reach women farmers. At the local level, it intends to facilitate women's access to necessary services by targeting women as sales agents for women farmers and strengthening links to women's associations to provide bulk input supply functions.

IICEM, in addition to the improved technologies, disseminated technologies that reduce the labor and time of certain activities. This includes motor pumps and engine-run hullers or grinders. Most of these activities are currently done by hand – by women and children. Access to these technologies has the benefit of reducing women's time spent on laborious activities. Since the processing techniques are more hygienic, they can also improve the volume and value of the crop when they reduce post-harvest losses or improve the quality of the crops.

The most significant constraints in increasing women's ability to benefit from new technologies are access and control issues. The assessment team found significant ambiguity over the rights to new technology and the resources associated with new technology. Interviews of different members of the

⁹⁰BBC. "Mali Women's rights blocked." <http://news.bbc.co.uk/2/hi/8223736.stm>. Last accessed May 24, 2010; IRIN. "Mali: Back to the drawing board for new family code." <http://www.irinnews.org/Report.aspx?ReportId=85960>. Last accessed May 24, 2010.

same cooperative often revealed conflicting perceptions about the rights and access to new technology. In Anakanda, the grinder used to process shallots was described by IICEM staff and two different groups of women in the cooperative, respectively, as being destined for the women's cooperative, the village, and the men.

Moreover, a significant amount of women's access to technology is still mediated through men, whether in the village or among project staff. Women's restricted access to equipment for land preparation in Sikasso is a pervasive constraint, expressed as a conflict in the production calendar between men's and women's crops. Women must wait for men to complete the preparation of their fields before accessing both the labor and equipment to prepare their rice fields. Yet, in cases where sufficient equipment exists, women are able to pay to have their land prepared at the appropriate time. In the Dogon Plateau in Mopti, women are able to use motor pumps to water their shallot fields but have to provide fuel for the pump and labor to the pump owner's land.

Even when access to technology can be acquired through the purchasing of services, women are still at a disadvantage given their limited access to cash. At the same time, the value of using certain technologies is not always the same for men and women, and women may be unwilling to pay for the use of the improved technologies. Women in the Dogon Plateau noted that it was worth using and paying for men's motor pumps, even though this requires working on the owner's land, as the time savings and costs associated with using the machinery offset the drudgery of watering shallots by hand or calabash. However, these same women will choose to process shallots produced on men's plots by hand despite the presence of a grinder in the village, although it is faster and more hygienic, because the grinder requires access to cash. Likewise, these women prefer to process shallots by hand (when they have the time), or call on unpaid labor of others to help, rather than pay to use the grinder. They use these savings to purchase water from the village tap for their cooking and other domestic needs.

Strengthening women's participation in business associations. As in other IEHA-funded programs, strengthening associations was a key feature of the Mali activities. IICEM focused not only on producer cooperatives but also on village associations involved in natural resource management, such as dam management committees. Through the producer and marketing cooperatives, both men and women are able to access credit, inputs, and other project-sponsored activities, such as literacy and numeracy. IEHA/Mali programs identified both mixed-sex groups and women-only groups in order to ensure that both men and women were able to access these services. Even so, women still made up less than 30 percent of training participants, demonstrating that challenges still exist.

Moreover, the assessment found that the strong focus on working with single-sex groups comes at the expense of ensuring women's ability to represent their interests in mixed groups or with other community-level institutions. Few women beneficiaries could articulate the relationship between their cooperative and dam management committees that regulated the water to their rice fields. Additionally, despite the fact that decisions about water control would have a significant impact on women's rice production, women were the minority in the dam management committees visited during the assessment. In other sites not visited by the assessment team, IICEM has been working to ensure the participation of women on these committees.

Through the associations, women received literacy training to facilitate their understanding of cooperative rules and regulations. The inclusion of literacy and numeracy training for women producer groups is a critical component of interventions aimed at increasing production, family incomes, and household food security. The women said that the literacy and numeracy training they received through IICEM enhanced their ability to manage accounting books and storage facilities, read receipts, and track legal documentation as required by the Government of Mali or association regulations.

Increasing women's access to credit and finance. Lack of sufficient and timely credit continues to be an obstacle to increased agricultural production. In Mali, very few farmers have access to formal credit

systems. Facilitating access to credit and designing appropriate lending mechanisms to ease smallholder's financial constraints to accessing inputs or for marketing purposes is a bottleneck that IICEM activities are attempting to minimize. The project itself facilitates lines of credit from local banks and microfinance institutions. The relationship between the cooperatives and the finance institutions is then managed by local NGOs who provide other services to the cooperatives as well.

While all farmers face challenges accessing credit, women farmers have even less access because they rarely have collateral and do not enjoy the level of social and mutual trust often given to men who are able to travel around and build the critical relationships needed to obtain credit. For example, in the main market in Sikasso, the team met with an input (i.e., fertilizers and improved seeds) dealer who confirmed this. He said he is more willing to extend credit to men because of mutual interest and an established relationship. He is reluctant to extend credit even to women who are regular customers because he feels obliged to ensure their husbands agree to this line of credit. The need to access credit came up repeatedly in discussions with women's groups.

Increasing agricultural productivity. IICEM is rehabilitating irrigated lands to intensify agricultural production through the construction of improved infrastructure, including dams and canals, and the strengthening of associations that manage natural resources, including land and water. The irrigated lands permit producers to decrease their dependence on rain-fed agriculture, creating opportunities for the use of improved seeds and new cropping seasons. In Sikasso, where the lowland areas known as the “bas fonds” are located, the irrigated lands allow producers to adopt high yield varieties of rice and off-season production of potatoes, a lucrative income source. Elsewhere, the irrigated lands increase the productivity of rice and shallots. Malian women historically play an important role in the production and processing of rice and shallots and stand to benefit from efforts that intensify production in those value chains.

Many IICEM rehabilitation efforts have concentrated on land under production by women. As a result, women rice farmers received training on improved production practices to increase their yields on these plots. They have been introduced to new varieties, such as NERICA (New Rice for Africa). Extending the opportunity for production of horticulture crops into the dry season provides women with access to new food and income streams. The successful introduction of potato as an off-season crop to rice has increased women's access to income in some IICEM-supported sites.

Still, several constraints persist to ensuring that women can sustainably access the benefits of these efforts. Women's access to land remains mediated by men through the village associations who afford them temporary user rights. Rehabilitation efforts to intensify production on their lands increase value of those lands for men as well as for women. In Sikasso, women's rehabilitated rice fields opened the opportunity for off-season production of potatoes. While in Finkolo, women successfully harvested their first season of potatoes, elsewhere they have not been so successful – men in Kouromasso, for example, took advantage of the rehabilitated land by bringing their potato production to women's improved land, changing the user rights to the land and potentially increasing women's need to renegotiate access to the land once reserved exclusively for them.

Focusing attention on women beyond production. In addition to being producers and processors, women are also active in trading different commodities, often in local and regional markets. IICEM invested in several strategies to enhance market opportunities and food security for actors at different levels of the value chain. It constructed storage and conservation warehouses to conserve seeds and store harvests for sale when prices are elevated. This was implemented for men potato producers in the Sikasso region, for women shallot farmers in the Dogon Plateau, and for women rice farmers in several areas. For potatoes and shallots, the warehouses have allowed farmers to store stock for up to six months without fear of spoilage. This is particularly important for women shallot farmers since seed stock is hard to come by. Rice farmers are assured that their stocks are safe and managed by the producer associations; this is vital for women since the family then uses any rice or staple brought into the household.

Building local food security efforts. A current initiative under decentralization is the *Commissariat de Sécurité Alimentaire*, the Food Security Commission. IEHA/IICEM is partnering with Michigan State University to advise the Government of Mali on design and implementation of decentralized food security plans through the PROMISAM project. The project's objective is to help the Government of Mali develop and implement community level food security plans as component pieces of a national food security plan. Although women bear significant responsibility for household level food security, their incorporation into community level food security plans was not yet realized and few strategies for doing so were articulated.

ASSESSING THE IMPACT OF IEHA INITIATIVES

The impact of IEHA interventions in Mali had mixed qualitative and quantitative results. The considerable challenge faced by project implementers to ensure that women participate in and benefit from targeted interventions is widely acknowledged by both IICEM and the USAID/Mali AEG team. Nevertheless, the directive to work with women and promote gender equality contributed to keeping a focus on gender equality and women's economic empowerment as a major tenet of IICEM's activities and resulted in important lessons.

LESSONS LEARNED

Efforts should focus both on women's economic empowerment and gender equality. One of the most important lessons of the Mali gender assessment is that a focus on women and women's cooperatives is insufficient to guarantee that benefits accrue to them in sustainable ways. Efforts to target women cannot be divorced from gender contexts that limit the scale and impact of women-focused activities.

Furthermore, as many cooperatives operate as savings groups and not market groups, women's reasons for participation should be explored.

Interventions need to work with men to bolster women's independence and autonomy over resources. Prevailing social norms in Mali mediate women's access to land, credit, markets, and other resources through men. While many interventions implemented by IICEM aimed to promote equal opportunity between men and women, women's opportunity is still subject to men's authority and approval. Moreover, men were often found to appropriate opportunities destined for women. Behavior change and practices to support economic growth opportunities for both men and women need to engage men in constructive ways.

Technology design and dissemination is not gender neutral. The potential exists for mechanizing many current agricultural tasks and practices undertaken by both men and women. While technology is sometimes assumed to be gender neutral, gender often determines who has access and control over the technology and, subsequently, who benefits from improved technologies. As the assessment revealed, many good intentions to mechanize labor-intensive tasks created challenges and disincentives for women to adopt improved technologies; this, in the long run, will continue to limit women's agricultural productivity.

Stronger indicators and reporting requirements to capture gender differences and achievements must be designed. Reports produced by the Government of Mali provide some of the best data available disaggregated by sex among the IEHA-funded countries. The commitment to targeting women translated into systematic collection of sex-disaggregated data and reporting on the impact of IEHA-interventions. As the Mali assessment demonstrates, however, the IEHA indicators are insufficient for capturing the full impact of interventions on women and fail to capture efforts to reduce persistent gender inequalities.

Leadership and capacity building are critical components to effective gender programming. USAID/Mali's directive to work with women has significantly raised the importance of gender issues and women's economic empowerment among IICEM project staff. Despite this mandate, the assessment found variance in the capacity of staff and local contractors to adequately address gender issues and

women's needs in its programs. Staff had a basic understanding of men's and women's agricultural tasks and activities throughout the production calendar. They were also aware of the high rates of women's participation in particular tasks along the value chain, such as processing of shallots or potato marketing. However, assumptions held by project staff and local subcontractors about women's roles and responsibilities in the community and the household limit their ability to adequately create the conditions for equality between men and women. IICEM staff expressed their own lack of capacity as a constraining factor to the project and were seeking ways of improving their ability to address gender issues by hiring a gender specialist.

BEST PRACTICES

Enhancing profitability of crops where women retain control over income. The approach adopted in Mali through the IICEM project aimed to increase the volume and value of crops where women retain control over income – for example, in the Sikasso region women historically control the income from rice and in Mopti they control the income from shallots. Women have little access to individual income streams in Mali and this strategy has a positive impact of increasing women's direct access to income. This allows them to purchase food or contribute to other household expenditures. Conversations with rural women during the assessment revealed that raising their income increased their ability to contribute to household expenses and, often, their status within the household and the community.

Focus on post-harvest storage handling. Several interventions focused on providing post-harvest storage to smallholder farmers, including women. The storage facilities aim to secure the harvest for consumption or sale later in the season and also permitted the conservation of seeds. Where women retained control over the crops being stored, they were able to benefit from these opportunities. This was the case for many of the women's cooperatives in the Sikasso region who were storing rice for sale or consumption later in the season. Women shallot producers and processors were using storage areas to conserve shallots.

Literacy improves women's ability to protect their interests in trade. There was a clear sense that literacy training had contributed to women's ability to understand the market and make better choices. The methodologies used by IICEM seem to facilitate women's acquisition of literacy and numeracy. Women who received literacy training appear to have greater status within an association and a community. Moreover, women who graduate from the literacy program are later able to serve as trainers in their communities.

Gender Assessment of the Presidential Initiative to End Hunger in Africa (IEHA): Findings from Mozambique

This brief summarizes the research findings from a gender assessment of the Presidential Initiative to End Hunger in Africa in Mozambique. The research for this assessment was conducted between January 25 and February 8, 2010.

INTRODUCTION

Farming is the main source of income and food for most rural Mozambicans. Smallholder farmers are responsible for producing 99 percent of the country's food (maize, groundnuts, cassava, and beans).⁹¹ Between 1990 and 2005, roughly 74 percent of the population lived on less than \$2 a day. During the same period, 24 percent of children under five years old were underweight, although there was an overall drop in undernourishment of the population from 66 to 44 percent.⁹² Agriculture contributes 28 percent to GDP, and commercial agriculture is gaining importance, particularly in high agricultural potential areas in the Central and Northern provinces.⁹³ Smallholders stand to benefit from investments in agriculture, if programs and policies can adequately address their production and marketing constraints.

Women are critical to this success. Roughly 90 percent of women work in agriculture.⁹⁴ Relative to men, they make up 62 percent of the labor force in agriculture. In fact, the share of men's participation in agriculture has been falling as other economic opportunities open for them.⁹⁵ The majority of women are engaged in subsistence agriculture, contributing a significant amount of labor to the production of crops. Although the country has ample arable land, only 20 percent of women have rights to plots of land over two hectares.⁹⁶ Access to land is dependent on kinship or on marriage. Sixty-five percent of female-headed household (FHH) versus 47 percent of male-headed households cultivate crops on less than 1.5 hectares.⁹⁷

Women farmers face a range of constraints to increasing productivity and trade. Women have heavy workloads and are responsible for reproductive activities such as childcare, cleaning and cooking. They are less likely to grow crops for markets because of the need to meet basic food requirements. Women face challenges accessing family labor or the cash to hire labor to undertake land preparation or clearing.⁹⁸ Decision-making and expenditures are heavily dominated by men. Even in matrilineal areas, rights to productive resources are vested in women's male relatives. Research shows that more educated

⁹¹ FAO. Mozambique Full Country Report. Gender and Land Rights Database. <http://www.fao.org/gender/landrights>. Last accessed May 19, 2010.

⁹² Tvedten, Inge, Margarida Paulo and Georgina Montserrat. "Gender Policies and Feminization of Poverty in Mozambique." Chr. Michelsen Institute, 2008. www.emi.no/publications Last accessed May 19, 2010.

⁹³ World Bank. Mozambique at a Glance. December 9, 2009. http://devdata.worldbank.org/AAG/moz_aag.pdf. Last accessed May 19, 2010.

⁹⁴ See note 2.

⁹⁵ Ibid.

⁹⁶ See note 1.

⁹⁷ Ibid.

⁹⁸ Tvedten, Inge, Margarida Paulo and Minna Tuominen. "Gender and Poverty in Northern Mozambique." Chr. Michelsen Institute, 2009. www.emi.no/publications Last accessed May 19, 2010.

women are moving into commercial agriculture;⁹⁹ however, they make up only 37.5 percent of the literate population.¹⁰⁰

IEHA IN MOZAMBIQUE

USAID/Mozambique's agriculture portfolio focuses its efforts to improve the nutritional value of food crops, disseminate productivity-enhancing technologies, and develop commercial agriculture.¹⁰¹ During the IEHA period, USAID/Mozambique's agriculture funds decreased significantly, and in order to compensate, it drew on a range of resources to complement IEHA programming, including Food for Peace (FFP) Title II, Global Development Alliance (GDA), and the President's Emergency Plan for AIDS Relief (PEPFAR).¹⁰² This coincided with directives from Food for Peace to harmonize agricultural oriented programming towards IEHA goals.¹⁰³ At a programmatic level, this has shaped the USAID/Mozambique's IEHA strategies and investments in key ways:

- *Geographic targeting and overlap* of USAID/Mozambique FFP Multi-Year Assistance Programs (MYAPs) and IEHA investments in Zambezia and Nampula, characterized by high rates of food insecurity and malnutrition, as well as high potential for agricultural growth.
- Emphasis on *integrated programming across thematic areas* (health, nutrition, sanitation, agriculture livelihoods) in the interventions being implemented by Title II MYAP partners.
- Emphasis on *program coordination between different implementing partners* across various agricultural programs and investments in order to build linkages and synergies between different activities and networks.
- Emphasis on *building sustainable, institutional capacity* in farmer organizations, the private sector, and in Government of the Republic of Mozambique (GRM) research and policy institutions to maintain and accelerate agricultural growth over the long term.

A review of USAID/Mozambique's IEHA investments reveals a range of gender considerations in program design and implementation. Investments overwhelmingly support women in their roles as providers of household food, using behavior change communication (BCC) methodologies to change gender norms around food production. On the other hand, activities aimed at developing market-driven agriculture are less sensitive to the particular needs of women as farmers. The difference appears to be related to 1) gaps in understanding how to integrate women into market-oriented value chain interventions, 2) questions about how to deal with perceived competing policy objectives to integrate vulnerable populations and enhance rural incomes, and 3) perceptions of women as a "vulnerable group" inhibiting an understanding of women as farmers and entrepreneurs in the context of market-oriented growth.

GENDER CONSIDERATIONS IN IEHA/MOZAMBIQUE PROGRAM DESIGN

Guidelines provided to Title II Cooperative Sponsors (CS) underscore the importance of targeting women to reduce the prevalence of chronic undernutrition among children. Community-based maternal child

⁹⁹ See note 2.

¹⁰⁰ See note 8.

¹⁰¹ USAID/Mozambique. <http://www.usaid.gov/mz/>. Last accessed May 19, 2010.

¹⁰² USAID. "Performance of IEHA Activities in Mozambique, FY2007." *Presidential Initiative to End Hunger in Africa: Annual Report 2007*. Washington, D.C.: USAID, 2007.

¹⁰³ USAID. "FY 2008 P.L. 480 Title II Program Policies and Proposal Guidelines."

health and nutrition (MCHN) approaches are promoted, particularly with activities targeting pregnant and lactating women. Female-headed households affected by HIV/AIDS are mentioned as potentially eligible for direct distribution food aid. It is suggested that these approaches be combined with activities focused on smallholder agricultural development, but neither gender nor women are mentioned in relation to FFP agricultural programs, and women's *economic* exclusion is not factored into the conceptual model describing causal pathways leading to household food insecurity.¹⁰⁴ Moreover, while the country-level guidelines instruct CS that "principles of gender equity need to be integrated explicitly and proactively into all food security programs," there is no mention of the need to address women's potential exclusion from access to critical agricultural inputs, such as credit.

A review of USAID/Mozambique's agribusiness portfolio reveals a significant drop-off in the attention to gender issues after 2004. In 2004, the Annual Program Statement (APS) for activities to be implemented under SO 6, "Rapid Rural Income Growth Sustained in Target Areas," specifically requested proposals to address time constraints and other difficulties that prohibit women from participating in activities, possible differences in impact of proposed activities on men and women, and how to measure these impacts. It also outlined recommendations included in the Gender Action Plan and adopted by USAID/Mozambique that needed to be integrated into SO 6 activities. Instead, the mid-term evaluation and final report for Emprenda, the APS-awarded program, focus on women's participation and leadership in associations and gains in off-employment opportunities. Women's productivity gains or access to new technologies, credit, and market information are not assessed.

There is evidence of USAID/Mozambique implementing partners addressing gender in market-oriented agriculture more aggressively than in the past. World Vision's MYAP proposal contains a commitment to bring women into agricultural programming.¹⁰⁵ AgriFUTURO's First Annual Work Plan discusses the need to upgrade women's skills along agricultural value chains in order to improve their incomes. Activities include reviewing impacts of enabling environment policy reforms on women, assessing women's roles in target value chains, ensuring their participation as members in associations or as entrepreneurs, and raising awareness among financial organizations about women's financial needs.¹⁰⁶

GENDER CONSIDERATIONS IN IEHA/MOZAMBIQUE PROGRAM IMPLEMENTATION

Strengthening women's participation in business associations and leadership roles.

USAID/Mozambique reports that 12,238 women participated in short-term training on productivity. This represents roughly 45 percent of the total number of individuals to receive agriculture sector productivity training across IEHA-funded activities in Mozambique.¹⁰⁷ Men and women in producer associations said the benefits of training included learning better farming techniques and how to intercrop. Although the input market is still underdeveloped, the flow of inputs to farmers through associations is being encouraged to increase yields. Unfortunately, sex-disaggregated data on adoption rates of new farming technologies is not available, making it difficult to understand the benefit of women's participation in associations on productivity outputs.

¹⁰⁴ USAID. "Annex C: FY 2008 P.L. 480 Title II Program Policies and Proposal Guidelines." Available at: http://www.usaid.gov/our_work/humanitarian_assistance/ffp/fv08_final_guidelines.html

¹⁰⁵ World Vision. "PL-480 Title II Multi Year Assistance Program Proposal Application for Mozambique;" Email from World Vision staff in Mozambique, February 2010.

¹⁰⁶ Abt Associates. "USAID AgriFUTURO Project, Mozambique Agribusiness Competitiveness First Annual Workplan (May 1, 2009 through April 30, 2010)." Washington, D.C.: Abt Associates, June 2009.

¹⁰⁷ IEHA data 2004 – 2008.

MYAP-implementing partners are working with associations to integrate food production and nutrition messaging to enhance food security outcomes and improve MCHN. This strategy builds on experience with the USAID-funded Gender Informed Nutrition and Agriculture project (GINA), in which agriculture extension workers and nutritionists worked together to reach malnourished and vulnerable households by linking food production to nutrition. This has led to an increase in the number of men participating in nutrition education and outreach and the number of women participating in agriculture production groups.¹⁰⁸

Although programs include literacy activities to increase women's leadership in groups, leadership numbers are still low. In 2008, women made up roughly 39 percent of members in associations in the Emprenda program but only 18 percent of leaders.¹⁰⁹ Women's lack of time, limited mobility or perceptions about their capacity to lead may limit their participation in leadership positions.

Increasing women's participation in markets. One weakness of USAID/Mozambique's IEHA investments is the lack of attention paid to women as commercial farmers. As activities shift towards market-driven opportunities, implementing partners state that the participation of women significantly drops and that it is difficult to engage women. The findings from this assessment indicate a range of gender-based constraints limiting women's participation, including: lack of time and mobility; social norms about women's responsibilities in the household; beliefs and perceptions about women as farmers; and access to inputs, labor, and credit.

Evidence of this divergence exists in the Emerging Farmers (EF) program, which targets farmers with the potential to produce on 10 hectares or more of land. The EF program mentors farmers on farming practices, facilitates access to credit, and serves as a channel to provide other farmers with access to information, technical assistance, and market opportunities. Women make up 10 to 15 percent of the total number of farmers in the program. They face multiple challenges in participating in the program, beginning with their ability to access land and expand production to reach the 10 ha requirement. However, the current AgriFUTURO program, in collaboration with Opportunity Bank, is piloting several different models to link technical assistance, input provision, and credit. These emerging private sector arrangements may provide different opportunities for women, and it will be important to assess the gender dynamics of these models as they develop.

Increasing women's access to income through off-farm income-generating opportunities. While the attention to women as commercial farmers in their own right has not been strong, there is recognition that women's access to income is important to food security and enhances their bargaining power within the household.

In Zambezia, the OCLUVELA program increases the incomes of rural women by providing them entrepreneurial training and linking them to a network of private sector companies that provide basic household products such as soap, detergent, and oil. Women operate as rural entrepreneurs, selling products at reduced prices in remote areas where distance and lack of market linkages inflate the prices of the basic goods. Women in one group reveal that income generation is used for school fees, household utensils, and hospital visits. They also say they have gained respect in the community and are considered good role models.¹¹⁰

The Emprenda program pursued a strategy to increase off-farm employment opportunities through the creation of sustainable rural enterprises in targeted value chains. Women represented 28 percent of the

¹⁰⁸ Interviews with Brian Hilton and Leonor Domingos, January/February 2010.

¹⁰⁹ Data from CLUSA based on activities in Nampula province from Emprenda program and MYAP/SANA program.

¹¹⁰ Interview with Women First Group, Zambezia Province, January/February 2010.

employees in rural enterprises.¹¹¹ There were also changes in men's and women's tasks. For example, the task of cutting cashews was traditionally considered a "man's job," but now many more women are involved. One study notes that 82 percent of cutters in one cashew factory are now women.¹¹² Among the agribusiness partners there is a strong expectation that future developments in the agriculture sector will increase income-generating opportunities for women in cashews, groundnuts, forestry, and fruits.

Using agricultural research to support women and nutrition. COMPETE, the competitive grants system implemented in collaboration with the National Institute for Agriculture Research (IIAM) strengthens Mozambique's agricultural research capacity to develop and disseminate technologies. A key feature of the grants program was its emphasis on integrating gender issues into the research design process and objectives. Technical points were awarded to proposals that considered women in discussions of target populations, women's access to new technologies, potential impact on income of rural women, and plans for sex-disaggregated data collection.¹¹³ As a result, women were considered primary beneficiaries of several grants. Research on striga and borers in maize crops had the benefit of reducing women's time spent on weeding, considered a particular constraint for women with HIV. Women will benefit from improved goat productivity, and both men and women farmers were included in the evaluation of soya varieties.

The International Potato Center (CIP)'s orange flesh sweet potato research trials use techniques to overcome high illiteracy among its participants. It uses colors to indicate preferences in different sweet potato varieties and provides different voting symbols for men and women, allowing CIP to attribute preferences by gender. Findings indicated that men preferred varieties with higher dry matter while women preferred the same varieties their children like, which have a very intense orange color and higher levels of beta carotene.

CAPACITY BUILDING AND TECHNICAL ASSISTANCE

Gender considerations have been incorporated on an ad hoc basis in capacity building activities with the Ministry of Agriculture and IIAM. Training with IIAM has often included gender modules, in particular for training of enumerators, while capacity building within the Ministry on the importance of gender issues for policy analysis has been overlooked.¹¹⁴ However, gender considerations are being integrated into the National Agriculture Survey (TIA). As of 2007, the survey is collecting disaggregated data by sex at the plot level and on income. Little gender analysis of the data has been conducted, making it an underexploited resource.

An example of positive spillover of USAID/Mozambique's COMPETE program, however, has been the promotion of several women scientists in international scholarship and fellowship programs. As a result of their involvement in COMPETE, two of the four finalists of the "Africa – Women in Science" Borlaug Fellows Program in 2008 were from Mozambique. Two women scientists were also winners of African Women in Agricultural Research and Development.

ASSESSING THE IMPACT OF IEHA INITIATIVES

¹¹¹ Emprenda Alliance, "Empowering Private Enterprise in the Development of Agriculture. Program Report: February 2005 to April 2009." Unpublished.

¹¹² Paul, Brian. "Factories in the Field: Rural Transformation and the Organization of Work in Mozambique's Cashew Triangle." Prepared for TechnoServe. July, 1 2008.

¹¹³ ARD. "Grants Management Manual: Mozambique Agriculture Research Competitive Grants Activity (Compete)." USAID, February 2007.

¹¹⁴ Interview with Cynthia Donovan, Maputo, January 2010.

The primary source of quantitative data on impacts of IEHA investments on women is the Income Proxy Survey (INCPROX), conducted annually since 2007 by Michigan State University on behalf of the USAID/Mozambique's Title II CS.¹¹⁵ Data from the 2008 and 2009 INCPROX suggest that IEHA and Title II investments are having positive impacts on FHH. Participating FHH are more likely to belong to farmer associations and to have received extension advice than either non-participating MHH or FHH. The incomes of participating FHH are higher than those of non-participating FHH. They also appear to grow and sell crops targeted by IEHA value chain interventions (e.g. maize, groundnuts, sesame, and horticultural crops) slightly more than non-participating FHH, suggesting that programming may be expanding market opportunities for this group of women, although more extensive data analysis is needed to clarify this point. Although INCPROX reveals positive impacts on participating relative to non-participating FHHs, it also reveals persistent gaps between FHH and MHH on almost all indicators, including income, use of agricultural inputs, and production volume for maize (the only production data available was for maize).

LESSONS LEARNED

Conduct gender analysis and assessments to understand women's agricultural production and marketing constraints. Women's overwhelming presence in the agriculture sector makes them an important group of beneficiaries for agriculture and food security programs. As Mozambique's commercial agriculture sector develops, the conditions for women to participate at all levels of the value chain, as farmers, input suppliers, buyers, and wage workers, must be created. Conducting gender analyses and assessments allows for an improved understanding of differences in men's and women's agricultural production and marketing constraints and the appropriate development of program interventions. This includes constraints related to time and mobility; social norms and perceptions; and access to credit, land, and labor. Without such analysis, programs risk creating new or exacerbating existing gender inequalities as women lose out on interventions aimed at increasing productivity and market.

Focus on BCC methodologies for agriculture. USAID/Mozambique's FFP programs illustrate that BCC programs can bring about positive change in agricultural production for the household. They can also lead to an increase in men's participation in the household's health and nutrition.

Support women in agricultural research. One of the most significant lessons from Mozambique is that building gender into research grant portfolios draws women into agricultural science and research. A positive spillover of USAID/Mozambique's COMPETE program was the promotion of several women scientists in international scholarship and fellowship programs.

Invest in monitoring and evaluation tools to capture impacts on gender inequalities. Inconsistent sex-disaggregated data collection, analysis, and reporting create a challenge for understanding the progress of programs in reaching men and women. Among the most important indicators for sex disaggregation are: number of participants in associations, percentage of female leadership in associations, adoption of new technologies, access to business development services and credit, employment generated, and number of extension agents.

Ensure that gender efforts are effective and sustainable through greater accountability and reporting by USAID/Mozambique and implementing partners. Despite the inclusion of gender considerations in program and research design, there is little quantitative and qualitative data documenting the impact of program activities or research processes on women, causing

¹¹⁵ Tschirley, David, Donald Rose and Higinio Marrule. "A Methodology for Estimating Household Income in Rural Mozambique Using Easy-to-Collect Proxy Variables." Research Report No. 18. Research Paper Series. Directorate of Economics, Ministry of Agriculture and Fisheries. February 2000. Available at: <http://www.aec.msu.edu/fs2/Mozambique/wps38.pdf>.

USAID/Mozambique to miss several opportunities to hold partners accountable to their gender objectives. Most partners already implement strategies aimed at increasing women's participation or changing gender roles. This work is unrecognized in official documents, which contributes to lack of understanding about the true impacts of investments on men and women.

BEST PRACTICES

Using BCC for improving food security outcomes. The integrated programming model adopted by the current MYAP programs includes a significant BCC component that links agriculture production to nutrition and food preparation. It aims to improve food security and nutrition outcomes for women and children. It has also demonstrated that it can change gender roles by engaging men in household nutrition decisions.

Conducting income proxy impact analysis. The recurring support of data collection and analysis by INCPROX provides USAID/Mozambique with valuable information on the impact of Title II MYAP agricultural programs. All variables in the INCPROX survey are disaggregated by sex of household head, providing a preliminary snapshot of some of the differences that exist between male- and female-headed households, and differences among FHHs.

Increasing off-farm employment opportunities for women. Multiple partners are creating off-farm employment opportunities, either as small petty traders or wage workers. Women are the primary beneficiaries of these strategies. Key issues in the future will be the quality and growth of these opportunities. Women in paid work need to be able to access training that can upgrade their skills within rural enterprises.

Including gender integration in research portfolios. USAID/Mozambique's agricultural research investments have made efforts to ensure that women participate in and benefit from new technologies. In particular, the potential impact on women and household food production were prevalent criteria in different research agendas among COMPETE grants and with other International Agricultural Research Centers.

Gender Assessment of the Presidential Initiative to End Hunger in Africa (IEHA): Findings from Uganda

This brief summarizes the research findings from a gender assessment of the Presidential Initiative to End Hunger in Africa in Uganda. The research for this assessment was conducted between March 1 and March 12, 2010.

INTRODUCTION

In 2008, agriculture contributed an estimated 20 percent to Uganda's GDP and constituted about 48 percent of export earnings, the majority produced by rural households practicing subsistence farming methods on less than two hectares of land¹¹⁶. These figures, however, need to be put in context of the substantial decline in real growth of agricultural output from 7.9 percent in 2000-01 to 0.7 percent in 2007-08. This drop in performance is attributable in part to a decline in agricultural investment by the Government of Uganda (GOU), sinking to as low as 1.4 percent of the national budget – far below the Comprehensive Africa Agriculture Development Programme (CAADP) goal of 10 percent. With nearly 73 percent (3.8 million rural households) of the population dependent on subsistence farming for their livelihoods, the need to improve agricultural productivity and competitiveness and to foster sustainable market linkages is paramount.

It is estimated that 70 percent of all smallholder farmers are women, and that women are responsible for 70 percent of the overall agricultural GDP¹¹⁷. Women are estimated to produce 90 percent of Uganda's total food production and 50 percent of total cash crop production. An estimated 90 percent of rural women earn their livelihoods from agriculture production versus 53 percent for rural men¹¹⁸. Forty percent of all private enterprises in Uganda are owned by women and 29.5 percent of those are engaged in some level of exporting, but the majority is classified as micro or small enterprises, active mostly in the informal sector and dealing in unprocessed, no value-added primary products. As a recent gender dimensions analysis of the National Export Strategy (NES) discovered, significant gaps exist for effective participation of women in the higher levels of the value chain, and overall, the incorporation and implementation of gender issues in trade are still in their infancy¹¹⁹. So, although the dominance of women in the agriculture sector is acknowledged in two current national level policies, Uganda's National Development Plan (2010-2015) and the Development Strategy and Investment Plan (DSIP, 2010-2015) for agriculture, both of which support the principles of affirmative action and gender equity in line with the Constitution, noticeable gaps still exist in the implementation of gender-balanced policies in sectors strategic to agriculture.

Several critical gender-based constraints limit the capabilities of rural women in obtaining greater improvements in food security and poverty reduction through agriculture. Although gender issues vary substantially across the country based on differences in gender roles, land tenure, education levels, and market experience, gender-based constraints in Uganda include:

- **Land tenure insecurity:** Only 25 percent of Ugandan women control their access to land and only 7 percent have land titles. The majority of land ownership (approximately 85 percent) remains under customary tenure, which disfavors women's land ownership and has been found to constrain productivity improvements from IEHA interventions.

¹¹⁶ MAAIF, 2009.

¹¹⁷ MAAIF, 2009.

¹¹⁸ UEPB, 2008.

¹¹⁹ UPEB, 2009.

- **Lack of physical capital:** Women are affected by limits in built infrastructure, technology, and direct agricultural inputs. This includes lack of proper storage facilities leading to post-harvest losses, roads to access markets, and the lack of rural water delivery services and energy sources placing significant burdens on women's time for market-oriented production.
- **Differences in human capital:** Basic illiteracy rates differ between men (23.6 percent) and women (37.6 percent), undermining women's capabilities for entrepreneurship and market competitiveness. Beyond basic literacy are also sector-specific literacy issues, e.g., in finance and regulations, which hinders women's business competency.
- **Access to credit and financial services:** The "bankability" of women is challenged by conditions of limited basic and financial literacy and numeracy, lack of recognized collateral (land), and time burdens.

IEHA IN UGANDA

USAID/Uganda has been actively supporting agriculture since the 1990s. Beginning in 2000, agriculture activities were consolidated under Strategic Objective 7, "Expansion of Sustainable Economic Opportunities for Rural Sector Growth." The Agricultural Productivity Enhancement Program (APEP) (2003-2008) was the first project under SO 7. This position has now been taken up by the Livelihoods and Enterprises for Agricultural Development (LEAD) program (2008-2013). Both programs have built upon the efforts of the Investment in Developing Export Agriculture (IDEA) program (1995-2004), which initiated the notion of "farming as a family business" among Ugandan smallholders. Since that beginning, the value chain approach to enhancing smallholder production and improving livelihood outcomes has been the cornerstone of SO 7 agricultural activities in Uganda.

Complementary to these production-oriented programs, USAID/Uganda has sponsored additional regional market integration and policy-oriented programs, such as RuralSPEED, SCOPE and, now, COMPETE, to improve the enabling institutional environment for regional trade, to build market links and competitiveness of Ugandan produce, and to facilitate public-private partnerships.

Because of the long period of political instability and violence in northern Uganda, USAID's Food for Peace office has administered various Multi-Year Assistance Programs under P.L. 480 Title II funding. While concentrating on the delivery of humanitarian food aid, these programs have to some degree also lately adopted the value chain approach to market-based agricultural development.

GENDER CONSIDERATIONS IN IEHA/UGANDA PROGRAM IMPLEMENTATION

Increasing women's access to inputs, technology, and information. Uganda is one of the lowest fertilizer users in the world, at less than 5 percent of farmers¹²⁰. Coffee yields are estimated to be approximately one-third of potential yields due to low fertilizer use and extremely limited adoption of improved agronomic practices. Moreover, GOU fertilizer recommendations were based on 1959 information and FAO work in Central Asia. To address this issue, LEAD worked with the International Institute of Tropical Agriculture (IITA) to update this fertilizer information using soil analysis and to transfer the information to coffee farmers through their Farmer Field Schools. Under APEP, IEHA investments supported both IITA research as well as field fertilizer demonstration plots, which showed two- to fourfold yield increases. None of these activities appear to have taken a targeted gender approach, however, although women often apply the fertilizer (either cow manure or commercial) and many are aware of the returns on their investment.

¹²⁰ UCTF 2009

Programs have supported local agro-input stores and have worked with private sector partners to improve access and distribution of products, such as improved seeds and fertilizers, in a context where the marketing of counterfeit inputs is a significant problem. USAID has also funded use of information and communication technologies to communicate market information about coffee and other commodity prices.

IEHA programs have funded research on improved varieties, e.g., new strains of coffee resistant to coffee wilt disease (CWD) and better agronomic practices, including intercropping of cash and food security crops. CWD has killed nearly 50 percent of Uganda's Robusta variety trees (85 percent of coffee grown in Uganda is Robusta) and led to economic losses of \$80-\$270 million annually between 1996 and 2007. In 2007/08 alone, the lost earnings to CWD amounted to \$194 million¹²¹. The APEP program supported research efforts with the Coffee Research Institute (COREC), which identified, tested, and multiplied CWD-resistant varieties. LEAD investments are currently being used to produce the CWD resistant seedlings in producer organizations (PO)-owned nurseries and distribute them to farmers. Women are very active in this activity and it is anticipated that this new opportunity will increase their participation and productivity in the agricultural value chain, expand the role (and revenues) of the POs, and increase the volume and value of Uganda's Robusta coffee exports. IEHA investments also financed research at IITA, which demonstrated that intercropping with shade trees (including bananas) increases coffee yields. While coffee provides a cash flow twice a year, bananas provide a continuous source of food and cash throughout the year. APEP-financed IITA research results indicated that when coffee and banana are grown together, the farmers can earn 50 percent more revenue. This directly impacts women as they are the main producers and sellers of bananas, a key food security crop.

IEHA interventions funded the decentralized construction of warehouses and agricultural supply stores to address the issue of mobility and enable greater use of inputs. These warehouses will enable farmers to store their crops properly and will prevent loss of crops from pests and weather damage. In addition, the warehouses will be used to store agro-inputs, facilitating access to inputs for farmers. Other USAID-funded programs have built or are building feeder roads. That said, no specific infrastructures were found to be supporting the alleviation of gender-based constraints; these facilities were gender neutral.

Integrating household trainings. Joint training of husbands and wives are being conducted on “farming as a family business” to foster intra-household cooperation and behavior/attitude change over asset distribution, the positive value of women undertaking income-earning activities, and family nutrition. For example, ACDI/VOCA works with husband-and-wife teams to encourage collaborative decision making, budget planning, the keeping of household expenditure records, and joint undertaking of agricultural tasks. They sensitize husbands about the benefits to the family if their wives are able to grow more diverse foods and earn an income. They teach farmers about the importance of a nutritious diet using demonstration gardens. These gardens have enabled many women to have access to nutritious food security crops, which has resulted in families having a more balanced and healthy diet and fewer illnesses and visits to the clinics. Mixed farmer interviews in eastern Uganda confirmed that farming was in fact now being practiced as a family in those sampled cases. POs, such as KACOFA, are reinforcing intra-household cooperation in their institutions, e.g., by mandating joint membership.

Improving extension services. The LEAD project adopted a decentralized methodology of extension services, farmer field schools (FFS), which, by being located nearer farmers' homesteads, may help overcome some of the time and mobility constraints to women's participation in capacity-building opportunities. The FFS methodology uses a participatory approach and encourages farmers to learn by doing things themselves. To improve sustainability, the FFS program is training facilitators from private

¹²¹ UCTF, 2009

companies. These schools also have created a space to discuss social problems, such as the relations between husbands and wives, and for the application of social pressure to change behavior.

Strengthening women’s participation in smallholder business organizations. Every SO 7 project has supported the formation of POs and apex corporate groups¹²² for the purposes of obtaining inputs, doing value-adding processing, product bulking, innovating around credit financing, and establishing contract growing arrangements with regional distribution networks. POs have given some female farmers enhanced commercial market access and improved access to farming resources; however, the impact on their livelihood outcomes is not well measured. Other women’s groups said they were not connected to larger apex groups despite being in existence for longer than 10 years. Some of these POs are also implementing processes to prevent husbands from taking control of wives’ earnings and promote savings and women’s bankability. For example, KACOFA, supported by LEAD, implemented a policy of depositing checks for goods received into joint bank accounts, where withdrawal requires signatures from both husband and wife. Another example of an institutional innovation supporting the economic empowerment of women is Busiu United Farmers Marketing Association. When the produce is delivered, the association writes deposit receipts in the name of the PO member and not the deliverer. Members also get a discount for storing their grain at the association, which is an incentive dissuading the husband from selling the grain independently. The Buawalasi Women’s Group confirmed that this enhanced their ability to receive the farm revenues. Some opportunities were also created within these organizations for women to assume some executive level managerial authority.

Increasing women’s access to credit and finance. This effort has included supporting non land-based collateral programs, village savings and loan associations, non-subsidized savings and credit cooperatives (SACCOs), and mobile banking solutions to target and assist women. Centenary Bank, with LEAD assistance, is launching a mobile banking unit (MBU) to deliver financial services closer to the farmers. The MBU is a unique “branch-on-wheels” specially designed with two ATMs and a customer service desk. It offers a wide range of services including account opening, accepting loan applications, and online/real time savings and credit transactions. The MBU unit will visit 25 rural locations per week, which will help in overcoming women’s time and mobility constraints and foster economic empowerment. LEAD is also innovating new loan structures to finance plows and oxen for agricultural production. Business loan guarantees by LEAD have also helped start some new female-owned businesses.

Improving production through public-private partnerships. LEAD has partnered with nine coffee exporters, who account for 90 percent of all exports, to jointly assist POs by providing extension services, seedlings, pruning saws, tarps for drying, shade trees, fertilizer, and washing stations. The exporters hire as extension workers agronomists who are trained by LEAD in the farmer field school methodology. These new extension workers, in turn, train facilitators who conduct PO training on the farmers’ fields.

As one example of the public-private partnerships in the coffee sector supported by LEAD, Good African Coffee Processors/Exporters has contracted with its farmer groups and supplied them with processing equipment and training, and then purchases the product at premium prices. This private firm has organized 14,000 farmers in the Ruwenzori area into 256 producer groups, and has provided each group with pulpers (for wet processing) and a full range of extension services. They have established a field extension office, which trains the groups in high-quality production techniques and buys their product at higher than market prices (\$1.75/kg versus \$1.35/kg). They have developed an extensive monitoring and evaluation (M&E) database with complete information on each grower and his/her family, which is updated regularly to capture the socioeconomic outcomes for households participating in the outgrower scheme. Working with the Bank of Uganda, Good African Coffee has opened 150 SACCOs in its coffee-

¹²² Apex groups are ‘mega’ groups formed around particular crops or needs.

growing area, with the bulk of the newly opened 150 savings accounts owned by women. Once the product has been exported, the company deposits a second payment (a 50 percent profit-sharing scheme) into farmers' SACCO accounts, a process which encourages farmers to become banked.

Programs have supported private sector organizations and trade alliances such as the Ugandan Coffee Authority (UCA) to coordinate industry development, quality standards, and varietal (Robusta) and brand marketing. This has also included support for women in new roles in the coffee sector (baristas) and the production of a video on women's significant role in coffee production.

LESSONS LEARNED

Integrate gender into program solicitations, proposals, and designs. Throughout the material reviewed (including implementation plans, solicitation documents, scoring, and evaluation matrices), gender equity appeared to be not well understood, conceptualized, prioritized, or operationalized. This was further reflected in program designs where there were inconsistencies in the depth of prior understanding or attention to context-specific, gender-based constraints, or targeted approaches to address them. Differences were evident between implementing partners that had integrated gender throughout their proposals – in proposed activities recognizing women both as mothers and producers, in the implementation plan, and in the M&E plan – versus those that mention gender and women more generically. This suggests a limited intention or understanding of how to operationalize gender-positive programming. Gender needs to be incentivized and routinized throughout these stages of programming beginning with USAID-prepared solicitations and proposal scoring. Improved scoring on gender content will help to better distinguish between proposals that vary widely in their gender integration.

Strengthen data collection on gender issues at all levels of program design and implementation.

Where baseline surveys were conducted, problems were observed in terms of sampling (e.g., female-headed households are not a proxy for all women) and integration of findings into program design. Sex-disaggregated and qualitative data collection in M&E to capture changes in baseline conditions also needs strengthening. The indicators currently being used are measuring program outputs (e.g., number of women who attended training sessions) more than outcome or impact on gender-based constraints and whether these outputs have a meaningful and sustainable effect on women's futures (e.g., women who received training had higher crop productivity).

Conclusions about the impacts of IEHA activities along the entire value chain require that indicators be developed to capture gender effects from the field to the trade and policy level. Because of insufficient M&E measurement away from the producer level, it is unclear whether the policy negotiations or advocacy work at the national level undertaken by IEHA meaningfully addresses such gender disparities. Better baseline understanding and evaluation indicators, for example, might have captured the gendered impact of IEHA's work to lift the import duty and value added tax (VAT) on gunny sacks used in the export of coffee and other goods¹²³. Similarly, it is reasonable to assume that APEP-supported policy work on institutionalizing new rice standards and a new national policy on biosafety had neither an *ex ante* understanding nor had it incorporated gender issues, potentially resulting in additional gender inequality. Monitoring is also required to capture gender differential effects of market liberalization on smallholders, which can have a disproportionate impact on women.

Conduct institutional monitoring. There is a gap in understanding regarding possible collective action problems within the producer groups and how these may be related to gender issues or affect gender outcomes. This issue appears particularly cogent in the post-conflict areas because of the residual effects of gender-based violence. The long-term effects on the stability of households from the joint sensitization

¹²³ IEHA, 2007.

and behavior change communication activities should also be monitored for increases in divorce rates or domestic violence, for example.

Build upon identified successes, course-correct misses, and share these experiences. Because M&E systems are presently not capturing the effectiveness of the various activities regarding the alleviation of gender-based constraints, there are missed opportunities to build on those successes and to respond to gaps within the project period. For example, the gender impacts of capacity building (trainings and extension), infrastructure, and institutional development activities cannot really be known other than anecdotally because of the lack of gender analysis and continuous monitoring against gender-based constraints. Where sex-disaggregated data do exist (e.g., 3,500 producer groups established but only 31 percent of members are women, which reflects less than half the proportion of Ugandan women in agriculture), possible course corrections are implied. Other positive, long-term impact activities, such as the scholarships and internships made available by APEP to local Makerere University agricultural students, also go unreported. The gender-positive achievements by private sector partners, such as Good African Coffee, also do not become widespread throughout the program portfolio.

Build upon existing gender mechanisms and policies. Uganda's Constitution institutionalizes affirmative action and gender equity supported by a large domestic (e.g., Ministry of Gender, Labor and Social Development) and regional gender mechanisms (e.g., policies and groups within COMESA and the African Union). Besides the public sector, there are numerous civil society groups supporting women's entrepreneurship and providing opportunities for networking and mentoring of women. Women interviewed for this assessment repeatedly affirmed their need to build their networks and work with mentors to increase their confidence and self-esteem and acquire "business language" in order to compete in the business world. It is recommended that USAID/Uganda investigate partnering with local organizations to support better organizational understanding and appreciation of local gender issues and to obtain more sustainable outcomes.

BEST PRACTICES

Fostering intra-household cooperation through joint trainings. While it cannot be said that every IEHA program understood its gender issues prior to implementation, efforts to foster intra-household cooperation through joint sensitization programs about "farming as a family business" is of some observed benefit to overall family well-being (e.g., better nutrition and clothing for children, higher school attendance). These impacts are obtained by increasing women's access to capital resources controlled within the household, thereby giving them more opportunities to produce.

Creating spaces and institutions that support women's ability to secure the benefits from agricultural production and support their economic empowerment. Changes in the ability of women to earn incomes and have better food security were supported by the institutional set-up within producer groups, e.g., direct receipts for produce delivered and direct deposit of payments into women's bank accounts. The FFS was also reported to be a venue where intra-household cooperation was promoted and lack of cooperation was scrutinized by peers from within the community, positively reinforcing behavior change communication training.

Supporting new economic roles for women. Grants, loan guarantees, and technical support programs have enabled women to become new business owners and engage in new business activities, e.g., seedling nurseries and seed production companies.

Integrating regional markets. Some of the activities in market development are raising the profile and changing the traditional gender roles of women; this could be greatly expanded.

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