REGIONAL GENDER IMPACT ASSESSMENT
USAID/KENYA MISSION REPORT

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EXECUTIVE SUMMARY

The purpose of this Gender Impact Assessment has been to determine the level of impact of USAID programs in selected sectors, with specific attention paid to the Women in Development (WID) activities in eastern and southern Africa, financed by USAID. This regional assessment is expected to enable missions to ensure that future stages of activity implementation will include gender considerations, by demonstrating successes, missed opportunities, and lower returns on results, due to the absence of a strategic approach in mainstreaming gender.

USAID has financed many projects in the region in the various sectors. The assessment team was only able to examine three of these sectors: Democracy and Governance, Economic Growth and Health/HIV/AIDS. Many of the projects financed in Kenya were not specifically targeted to women, but are expected to address gender issues in all of the targeted sectors.

The history of USAID, in terms of addressing WID and Gender, starts with the Percy Amendment in 1973, when bilateral assistance programs were mandated to give priority to those activities "that tend[ed] to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort." The Agency reaffirmed a commitment to gender with the establishment of an office for Women in Development (WID) in 1976, and the dissemination of the 1982 WID Policy Paper. This initially provided visibility to gender and to women's issues, and was coupled with the necessary resources. In the 1990s re-engineering assumed that gender had been mainstreamed into the system and therefore did not need any special emphasis. However, instead of mainstreaming gender has been partially de-institutionalized.

In the USAID/Kenya mission context, this global trend has affected the implementation, as well as the reporting of the gender focus in the programs. The assessment team found various perceptions regarding gender mainstreaming.

1. All of the USAID and partner staff were of the opinion that they had mainstreamed gender in their program; they also were convinced that it was important and beneficial to the target group and that it added value to the program results.
2. Some of the partners believed that all that mattered was that both men and women participated in the activities. Even when they kept gender disaggregated data, it was not analyzed for program management, but became an end in itself.
3. Some of the partners analyzed gender issues and even analyzed national gender disaggregated data, but did not maintain gender disaggregated data on their own activities.
4. A few partners maintained gender disaggregated data, analyzed it for program decision-making, and reported the same to USAID.
5. The USAID/Kenya mission is not receiving sufficient gender disaggregated data to report to the higher levels of strategic results packages in order to demonstrate gender impact.

Considering the above scenarios, one could say that if this situation continues it will be difficult to show how the USAID program in Kenya is impacting on gender issues at various levels. This is a sad story because USAID program activities are making a definite impact – at times positive, and at others negative. The problem is establishing ways of knowing where you are in terms of gender at all times.

In view of the above findings, the assessment team has the following recommendations:

Preliminary Recommendations

1. Publicizing the USAID Gender Policy

- Considering the low level of gender sensitivity within the public sector, USAID/Kenya needs to make its position in support of gender issues more public than it has done in the past.

2. Training and Technical Assistance

- A multi-level gender training and technical assistance program should be launched that encompasses both USAID and its partners and even sub-partners (the latter via Training of Trainer models (TOT)). Training should be provided in two distinct levels. The lower level should include:
  a) basic gender awareness, and
  b) basic rationale and procedures for disaggregating data by gender.
  This lower level training should be provided by local consultants after their expertise has been vetted by a higher-level gender expert.

- The upper level should consist of:
  a) gender analysis specifically geared to the particular characteristics and problems of a given development sector, and
  b) gender mainstreaming.
  It is recommended that gender experts who provide this higher level training should be brought in from outside the mission, on a Scope of Work that also includes assessing the competence of the local consultants being considered for different levels of training. The high-level gender expert may be either from the WID Office or an outside consultant/consulting organization.

3. Reporting Requirements

- Dialogue with Washington should be promoted on those aspects of reporting that have been affected by re-engineering and have thus erased gender from the reporting process.
- The reporting requirements need to be more specific, both at SO and partner level, to enable them to provide the appropriate level of gender disaggregation of data to the mission.

4. Project Development and Management

- The RFAs should address gender requirements sufficiently so that as the proposed partners develop their projects they will produce indicators for gender responsiveness. The RFAs should have detailed USAID requirements on gender to enable the partners to respond sufficiently and thus to provide a basis for follow-up and reporting.
- Enforcement of gender as a result area for project management would go a long way in ensuring that gender issues are monitored during project implementation. This would also go with incentives or penalties for implementation or failure to do so.

5. Resources:

- Time should be provided for the mission and for SO gender monitors to be able to track gender performance in all SOs. Similarly, partners should explore using the Monitoring & Evaluation person/team for this role.
- Resources should be allocated for monitoring gender issues, both at mission and partner levels, as a stop-gap measure until the staff have learned to mainstream gender in the monitoring and reporting systems
- The mission and SO gender monitor/specialist, and the partner gender monitors – should meet periodically to share experiences so that staff then can develop innovative ways of mainstreaming and tracking gender within their sectors.

ACRONYMS

AIDS	Acquired immune deficiency syndrome
Appro-TEC	Appropriate Technologies for Enterprise Creation
CBO	Community-based organization
CCGD	Collaborative Center for Gender
CPR	Contraceptive prevalence rate
CS	Child survival
DG	Democracy and governance
GAD	Gender and development
GDI	Gender development index
GDP	Gross domestic product
FHI	Family Health International
FP	Family planning
GEM	Gender empowerment measure
GTF	Gender task force
GOK	Government of Kenya
HIV	Human immuno-deficiency virus
ICJ	International Commission of Jurists
IR	Intermediate results
ISP	Integrated strategic plan
KACA	Kenya Anti-Corruption Authority
KARI	Kenya Agricultural Research Institute
K-REP	Kenya Rural Enterprise Program
MSE	Micro and small enterprise
PACT	Participating Agencies Collaborating Together
PMP	Performance monitoring plan
PRSP	Poverty Reduction Strategy Paper
PSI	Population Services International
R4	Results Review and Resource Request
REDSO	Regional Economic Development Support
RFA	Request for application
RFP	Request for proposal
RH	Reproductive health
SWAK	Society for Women and AIDS in Kenya
SO	Strategic objective
SOW	Scope of work
STD	Sexually transmitted disease
STI	Sexually transmitted infection
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WID	Women in Development

1.0 INTRODUCTION

1.1 OVERVIEW

This report gives two accounts dealing with gender impact assessment and the United States Agency for International Development (USAID). On the one hand, it summarizes a gender impact assessment of USAID/Kenya and some of its partners that was carried out during January 2002. The fieldwork in Kenya constitutes part of a larger gender impact assessment funded by REDSO, in which a team of gender specialists carried out rapid appraisal research (described below) in Kenya, Rwanda, Tanzania and Uganda. On the other hand, the report focuses on what may be termed the "partial de-institutionalization of gender" within the Agency — a phenomenon noted during the field research and found to have had a profound effect on how, and to what extent, gender was mainstreamed into the activities of USAID and its partners.

In order to better understand the first account of gender and USAID/Kenya, it is necessary to give an overview of the possible "partial de-institutionalization of gender" in USAID after the mid-1990s — which begins with the Agency's early successes in promoting the incorporation of women into sustainable development.

1.2 A LITTLE HISTORY

The history of USAID, in terms of addressing WID and Gender, starts with the Percy Amendment in 1973, when bilateral assistance programs were mandated to give priority to those activities that tended to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort. The Agency reaffirmed a commitment to gender with the establishment of an office for Women in Development (WID) in 1976, and the dissemination of the 1982 WID Policy Paper. This initially provided visibility to gender and to women's issues, and was coupled with the necessary resources. In the 1990s re-engineering assumed that gender had been mainstreamed into the system and therefore did not need any special emphasis. However, instead of mainstreaming gender has been partially de-institutionalized.

As will be discussed below, this consultancy has found that some of the unintended consequences may have affected the gender impact of the USAID/Kenya Mission programs that the team was asked to assess.

1.3 RE-ENGINEERING AND GENDER

The gender impact assessment team offers the hypothesis that some of the unintended consequences vis-à-vis gender may be traced to the fact that re-engineering produced a change in the Agency's documentation and reporting requirements.

Although the ADS 200 series continues to require attention to gender, little guidance is currently available on how to do so. Also, the reporting requirements and page limits of the R4 (Results Review and Resource Request) have meant that missions have extremely limited space to report their results and to make their case for funding. The R4's page constraints, in particular, have

left missions very hard-pressed to devote any space to activities and accomplishments below the Strategic Objective (SO) and Intermediate Results (IR) levels. Ominously, the new Annual Reports provide even stricter page limits.

And unfortunately, in many missions, most attention to gender (e.g., reporting sex-disaggregated people-level indicators) tends to be at the sub-IR level. Of greater importance, there appear to be minimal rewards for devoting some of that scarce space to gender results, whereas sanctions for failing to do so seem even more modest: Mission R4s are not graded on their attention to/mainstreaming of gender. The net result, it can be argued, has been that the slow process of "gender institutionalization" taking place in the Agency for over two decades may have begun to backslide after 1995.

The main part of our story concerning the Kenya mission starts with an analysis of what might be considered an example of a partial de-institutionalization of gender:

1. The mission does not sufficiently guide the partners on how to ensure that they include gender considerations in their programs and of how to report them. Casual mention is made of gender issues without evidence of actual considerations.
2. Some partners who are aware of and committed to gender issues are implementing but they do not have sufficient guidance on how to report what they are doing to USAID/Kenya. These achievements, therefore, are not being mentioned in the Mission reports to higher levels in the Agency.

1.4 THE STUDY

According to the Scope of Work, the primary objective of REDSO/ESA's Regional Gender Impact Assessment was defined as "operational." The purpose, according to the SOW, "is to identify and address both strengths and deficiencies, so as to enhance future impact." Concretely, the team was charged with assessing "selected programs that are gender-based, gender-related, or programs with a gender component in at least 4 missions within the region." The missions chosen were (1) REDSO itself, (2) Kenya, (3) Rwanda, and (4) Tanzania, and the three sectors chosen were (1) Economic Growth/Food Security, (2) Democracy and Governance/Conflict, and (3) Health/HIV/AIDS. (The list of contacts interviewed and the Scope of Work are included as Annexes A and B.) This regional assessment should enable missions to ensure that future stages of activity implementation will include gender considerations by demonstrating successes, missed opportunities and lower returns on results due to the absence of a strategic approach in mainstreaming gender.

In order to carry out the assessment, a rapid appraisal was undertaken. Rapid appraisal is a technique that has become increasingly popular in development research since it was first named at a 1978 conference at the University of Sussex (see Annex D). There are several variations of the methodology, including Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA) and Rapid Assessment Procedures (RAP). All variants of rapid appraisal, however, share the same principle of cross-validating information. Specifically, a well-conducted rapid appraisal requires use of the principle of "triangulation" to establish validity and to lift the data collection above the level of a simple case study. Triangulation means that for each variable/issue on a tightly honed list, data are gathered from at least two sources, preferably via two different techniques.

Rapid appraisals are particularly well suited for exploratory research, as opposed to hypothesis-testing research. In many such instances, rapid appraisal methods may provide better-contextualized data that are more valid than those obtained by a large-scale sample survey. Also, rapid appraisals can do this more quickly and cheaply than surveys.

Even where it is not possible for a rapid appraisal to cross-check every specific fact, it can use multiple replications to provide "convergent validity." This means that a large number of interviews, observations, focus groups, document analyses, etc. are undertaken, and the repetition of the same basic questions provides multiple opportunities to establish the main parameters of the phenomena in question, as well as provide at least preliminary clues as to sources and extent of variation.

To complement the "inside angle of vision," part of the triangulation process should, ideally, involve an "outside angle of vision" – provided by knowledgeable key informants or members of a control group.

Despite extreme time pressures caused by very short field stays in each site, the research managed to follow the prime guidelines of a rapid appraisal. Given time constraints, it was not possible to crosscheck every one of the specific findings. Instead, the team relied on multiple replications, as discussed above. Data were gathered via four principal means: (a) Key informant interviews, (b) focus groups, (c) analysis of documents, and (d) observation. (A detailed description of the rapid appraisal methodology is included in Appendix D). The strategy utilized in each mission began with interviews of USAID staff and analysis of documents for each of the three sectors/related Strategic Objectives. Then team members met with USAID partners, starting at the International NGO/partner level and descending also to the National NGO/partner level. Next, wherever possible, the team went to the Community-Based Organization (CBO) level, and, even, where time permitted, to actual clients/service recipients.

It is important to note that the current ISP and related documentation were assessed to determine how effectively they will be able to guide the future mainstreaming of gender in the USAID program. These documents were also important indicators of the lessons learned from the past in terms of implementing gender sensitive program activities.

Over the course of fieldwork, which extended from January 7 through February 17, 2002, the team interviewed some 200 people, mostly in individual key informant interviews. Disaggregated by gender, this involved a total of 92 men (46%) and 108 women (54%).

In Kenya, fieldwork was carried out in January and February. It was realized in March that actual beneficiaries had been omitted completely, and therefore a further field work was carried out in March. A total of 37 individuals from primary and secondary partners were interviewed. In addition, two client families and an institutional user of the Appro-TEC money maker pumps were visited.

TABLE 1
People Interviewed for Kenya Mission Gender Impact Assessment

Mission = Kenya	Men	Women	Total
USAID	9	5	14
Partners	12	11	23
Total	21	16	37

2.0 BACKGROUND

2.1 OVERVIEW OF THE GENDER SITUATION IN KENYA

Kenya is located in the greater horn of Africa and is considered to be an island of relative stability in a sea of chaos. Kenya has a population of 30 million with a growth rate of 2.2% annually. The average family size is at 4.7 children, which is a significant drop from 8.l children in l976; 80% of Kenya's population lives in rural areas and is mainly dependent on agriculture. Agriculture accounts for 26 % of the GDP, which is currently estimated at $l0.5 billion.

Kenya's population is currently 5l% female and 49% male. This indicates that if there were equity within the society, men and women would enjoy the resources and benefits equally. The gender situation, however, is very complex in the country. The 1999 Human Development Report assigned Kenya a score of 0.501 Gender Development Index (GDI) and 0.375 in Gender Empowerment Measure (GEM).[1] Though Kenya may appear to be more developed than the other countries in the region, there are many factors that lead to social imbalance among men and women. The role of women is subordinated to that of men in almost all spheres of life. Most communities in the country are patrilineal and patrilocal and therefore men are the heads of households and clans. Women do not normally participate in decision-making. This traditional decision-making structure has heavily influenced the modern structures of governance in Kenya, from the grassroots to the national level. Currently the Kenyan parliament has only 3.5% women, while the local authorities have a representation of only 8.1% of women.[2] While there was a marginal increase in the percentage of parliamentary seats, it should be noted that the number of elected women actually dropped, although more women were nominated.[3] At the village level, there is usually a token representation of women, with one woman being appointed to represent the interests of women among the elders. Kenya is really at the bottom, in terms of women's representation in institutions of governance, in East Africa. In Tanzania and Uganda, a number of seats is reserved for women as a recognition of the disadvantaged position that they have held in the past. In response to the affirmative action motion, which has been demonized by some of the top leaders, the President is reported to have said:

> *"Most leaders and other MPs today believe in toxic ideas. Ladies in particular. I don't believe in affirmative action for women. This I say openly."*

With such quite frequent utterances by the Head of State and by some of the other leaders, it will take a gender revolution to bring about a change. The wind of change, however, continues to blow in Kenya. The affirmative action motion has now been referred to the Constitution of Kenya Review Commission and there could be a breakthrough in addressing gender discrimination in terms of political participation.

[1] Kenya Human Development Report 1999
[2] Kenya Human Development Report, 1999
[3] Kenya Country Gender Profile

In terms of economic empowerment the gender balance is again heavily skewed to benefit men. Traditional land ownership and inheritance systems continue to marginalize women. Though women play a major role in the production of food and cash crops, they do not have control of the ensuing income. This especially applies to the traditional cash crops of coffee and tea, where women put in a great deal of labor and, yet, due to the marketing structures, the income is mainly controlled by men. It has therefore been necessary to commercialize some of the crops whose production and marketing are controlled by women, with a view to increasing their disposable income. It will, however, be seen in our analysis of the Economic Growth Strategic Objective, how some of those crops after increased production have again fallen into the hands of men, due to the greater advantage that men hold in the control of resources. One of the male interviewees recounted the following situation that is very telling of the male attitudes in the country concerning women's access to and control of resources:

> *A woman who had worked very hard in her women's group acquired a heifer and brought it home with a high sense of achievement. When she showed her husband the new acquisition, she was reminded:*
> *"This heifer and everything else in this compound, including you, belongs to me. I can do whatever I want with all of you."*

While women are making headway in the employment sector, they are still far from making significant gains. In the public service sector women only occupy about 5% of the middle level and senior level positions. Women were for a long time marginalized in education and this has deterred their ascent to the highest levels in both the public and private sector. This however does not justify the dismal performance of the government in the appointment of women to positions of power. The question as to whether women can perform in high profile jobs in Kenya is still under debate, even when they have been tested and proven capable. This is further complicated by the current economic recession, where retrenchment is the order of the day, leaving many men and women jobless. Many of them are trying to find their place in the already crowded informal sector.

Within the health sector, there has been a deterioration in service delivery since the introduction of user fees in the government health facilities. The cost of drugs is high and, therefore, not accessible to the poor. Considering the lack of access to resources by women and the fact that women are the major caregivers at the family level, the drop in health care standards is to be expected. The HIV/AIDS scourge has further eroded the gains made in the health sector. It is reported that 70% of the hospital beds are occupied by HIV/AIDS patients. The HIV/AIDS prevalence figures are staggering: 750 persons are dying daily from AIDS related complications; the sero-prevalence rate for women in the reproductive age is much higher than that of men in the corresponding age group, and the impact of AIDS is expected to reduce the Gross Domestic Product by 14.5 percent in the next ten years.[4]

Decision-making in reproductive health and family planning issues is also in the male domain. In most cases the intervention measures have mainly focused on the maternal/child health facilities. While these services serve a purpose, the women who attend the clinics do not have control over

[4] The Kenya National HIV/AIDS Strategic Plan 2000 – 2005.

their own sex lives. For HIV/AIDS interventions to be effective there is a need to target male attitudes and behavior.

The gender imbalances cut across all the SOs that the USAID/Kenya Mission is addressing in its program activities. It is of great importance that the interventions be sensitive to gender in their targeting, because inattention to this issue could easily take away the gains made here by women.

2.2 BRIEF OVERVIEW OF USAID'S DEVELOPMENT STRATEGY IN KENYA

The ultimate goal of the USAID/Kenya program is to promote a well-governed and more prosperous Kenya. The four strategic objectives that support this goal are:

- SO3: Reduce fertility and the risk of HIV/AIDS transmission through sustainable, integrated family planning and health services.
- SO5: Improve natural resource management in targeted biodiverse areas, by and for stakeholders.
- SO6: Sustainable reforms and accountable governance strengthened to improve the balance of power among institutions of governance.
- SO7: Increase rural household incomes.

The Integrated Strategic Plan has been developed through a consultative process within the mission, and with various stakeholders and partners. It is therefore expected that its implementation will be participatory, with continued dialogue at all levels. It is also expected that linkages will be sought between the various SOs in order to create a more holistic approach to the development process towards more sustainable development. Since gender is recognized as a crosscutting issue, it is expected that it will be given visibility and that the indicators for implementation and impact will be available.

In order to implement the integrated strategy, the USAID/Kenya mission has chosen to work with various national and international partners who are implementing project activities in the specific sectors. In this gender impact assessment, the team examined how the above concerns have been taken into consideration by the USAID/Kenya Mission, together with their partners. Actual stories of experiences in mainstreaming, or of failure to do so, are used. Each SO and its partners will be addressed separately.

2.3 GENERAL PRINCIPLES GUIDING GENDER RESPONSIVE PLANNING AND PROGRAMMING

Gender mainstreaming has been used in many ways since it entered development jargon in the 90's. For some, it has meant ensuring that women be part of the development process. For others, it has meant mentioning gender in documentation, in the hope that it would be considered in the course of project implementation. There have, therefore, been different shades of meaning and different ways of implementing "gender sensitive programs." Gender mainstreaming refers to the process of equitable distribution of the resources, opportunities and benefits of the development process. The process of mainstreaming requires integration of equality concerns in the analysis and formulation of policies, programs and projects, with the objective of ensuring positive impact on men and women towards bridging gender disparities. This concept also takes

into consideration the inclusion of interests, needs, experiences and visions of women and men in the definition of development approaches, policies and programs, and in determining the overall development agenda.

Before describing the gender impact assessment of the USAID/Kenya program, it is important to understand some of the principles underlying gender mainstreaming:

1. Understanding that any development process that does not address the different gender needs and strategic interests of men and women is bound to promote inequality in society and will therefore not be efficient in its identification, targeting and utilization of resources.
2. Realizing that gender is a social construct that involves deep-rooted cultural values beliefs, anxieties, emotions and that it is based on societal ideologies and that, therefore, one needs to use appropriate methodologies to address the gender issue.
3. Appreciation that the process of creation of a gender equitable society demands that those who currently hold the power and resources share these with the disadvantaged.
4. Recognition of the different biological and gender roles and responsibilities that make men and women interpret the world differently.
5. Appreciation of social, cultural, political and historical contexts that necessitate the use of affirmative action in the bridging of gender gaps, in the effort to promote women's empowerment and to address the strategic needs of poor men and women.
6. Recognizing that culture is dynamic and differs from one area to another and, therefore, appreciating the need for the continuous collection of gender disaggregated data and for the continuous utilization of the same.
7. Understanding the nature of the involvement of men and women in reflecting on situations that affect them, identification of their own problems, and arriving at solutions for the same.
8. The understanding that gender responsive planning, implementation, monitoring and evaluation will promote efficiency and greater productivity and will lead to greater well-being of men, women and children. [5]

5 Adapted from MS Kenya Gender Analysis Tool Kit 1998

3.0 MISSION STRATEGY AND ITS GENDER RESPONSIVENESS

The mission strategy is enunciated in the integrated strategic plan 2001-2005. This strategy does recognize, from the outset, the different roles played by men and women in their program activities. This, however, does not come out very clearly in the documentation but will be clearly shown in the following analysis of the specific SOs that were examined for this gender impact assessment.

3.1 HEALTH AND HIV/AIDS

TO REDUCE FERTILITY AND THE RISK OF HIV/AIDS TRANSMISSION THROUGH SUSTAINABLE, INTEGRATED FAMILY PLANNING AND HEALTH SERVICES

In the problem analysis, it is noted that HIV prevalence has continued to rise, especially among the youth, and with young girls at greatest risk. A section is dedicated to gender issues and the following issues are discussed:

- Gender disparities continue to exist in education and in participation in the formal sector;
- Social and cultural practices continue to enforce gender disparities, thus preventing women from achieving their full potential;
- Women in Kenya have access to contraceptive information and are, therefore, better able to make decisions about their lives;
- Young women do not have as much access to health information as do the older women;
- The quality of services given to women needs to be improved, in order to emphasize women-controlled or initiated contraceptives;
- Men are integral to reducing fertility and HIV/AIDS transmission;
- The differences between men and women's attitudes towards pregnancy, early marriage, and STD transmission need to be recognized; and
- The need to encourage positive behavior by men in the prevention of HIV/AIDS is underlined.

In defining the users of the health services, it is stated that they are 14.8 million men and women of reproductive age and 4.8 million children under 5 years of age

The above shows that for effective service delivery it would be important to keep gender issues at the forefront in order to know from the outset what services will go to men and to women. It would therefore be expected that specific strategies and indicators would be developed. The following analysis of the results framework, however, shows a different picture.

A. Analysis of SO3 Results Framework

The results framework gives an overview of what will be achieved within the program over time. It goes further to provide the indicators that will be used to measure performance. If gender is considered as a results area, then it should be carefully woven into the framework, so that it can be evaluated together with all the other project variables.

This analysis will show how and where gender, or women's empowerment, are referred for consideration in the results framework.

TABLE 2
Analysis of Gender Content in the SO3 Results Framework

No.	IR Statement	IR Analysis	Illustrative Approaches	Indicators
3.1	Improved enabling environment for the provision of health services	Not addressed	Not addressed	Not addressed
3.1.1	Policies for FP/RH/CS services improved	Not addressed	Gender issues to be addressed in policy formulation	Not addressed
3.1.2	Efficiency in the management of health sector resources improved	Not addressed	Not addressed	Not addressed
3.1.3	Quality of services in health facilities improved	Not addressed	Women's reproductive rights issues to be incorporated in training	Not addressed
3.2	Increased use of proven effective interventions decrease the risk of transmission and to mitigate the impact of HIV/AIDS	Not addressed	Not addressed	Data on condom usage with non-cohabiting and non marital partners to be disaggregated by gender
3.2.1	Reduced key policy and other contextual constraints to prevention mitigating the impact of HIV/AIDS	Not addressed	Not addressed	Not addressed
3.2.2	Improved knowledge and practice of preventive behaviors	Not addressed	Mention of specific target groups	Not addressed
3.2.3	Enhanced provision HIV/AIDS/STI prevention, care and support services	Not addressed	Not addressed	Not addressed
3.3	Increased customer use of FP/RH/CS services	Not addressed		Not addressed
3.3.1	Integrated FP/RH/CS services expanded	Not addressed	Not addressed	Not addressed
3.3.2	Improved knowledge and demand for FP/RH/CS services	Not addressed	Role of women and girls to be enhanced	Not addressed
3.3.3	New and improved FP/RH/CS programs and interventions conducted and applied	Not addressed	Not addressed	Not addressed

The above analysis shows that gender is given only infrequent mention in the Results Framework. Because the projects are implemented by other parties, the absence of gender-based indicators makes it difficult to develop a monitoring system that will be able to track performance on gender issues through the project cycle.

In discussion with the SO team, it was very clear that the skills for gender mainstreaming were very low and needed to be strengthened. Due to this lack of skills, the SO team did not make demands for specific gender indicators from their project partners.

Sample R4s for FY 2001 and 2003 tell the same story as the ISP. Women are mentioned as recipients of MCH/RH services, as well as their role in fertility control. Customers for various services are not disaggregated by gender. This is especially critical in information pertaining to the HIV/AIDS crisis, where it has affected men and women differently.

The scanty reference to gender considerations has various implications for the program:

- The program interventions may not be properly targeted to address various gender disparities already identified;
- The intervention may marginalize further those who are already disadvantaged;
- It will not be possible to measure gender impact at any point during implementation; and
- No gender based results can be reported by the SO team to the higher levels.

B. Analysis of Health/HIV/AIDS Partners

One of the major problems with the health SO partners is their stated belief that they are gender sensitive, since they deal with reproductive health issues and since these issues involve men and women. They even argue that of course they are taking gender into account since most of their clients are women. While this position was repeated several times, at the various levels, the reality is quite different — as the following assessment of the participants of the HIV/AIDS gender taskforce illustrates:

> *The HIV/AIDS gender task force is a group that came together because they were all interested in gender issues and were working in the reproductive health field. After a few meetings, it was decided that they should have a gender workshop, with the objective of harmonizing their language as they discuss gender issues in relation to HIV/AIDS. Most of the group got a surprise. As the workshop progressed, most participants realized that they did not really know what the gender issues were, let alone those in HIV/AIDS. At the end of the workshop, they resolved that the group would broaden and deepen its knowledge base on gender issues. Two of its members participated in a workshop outside the country. They then decided to take a step back in their work, in order to develop themselves, before undertaking the task of gender sensitization of the National HIV/AIDS strategic plan. They developed an action plan for all the tasks that were ahead of them. When the assessment team visited them, they were in the process of developing training modules for various people involved in the process.*

Due to this common belief in the health sector, most of the partners have not taken serious measures to go through gender training and to conduct gender analysis. For example FHI conducted a gender assessment of their policy project in 1998. The recommendations have not been implemented, even though the organization still holds that the recommendations are useful to the organization.

Illustrative Stories

In order to understand what is happening in terms of gender within the partner organizations, the various points made will be illustrated with real life short cases taken from the various organizations.

> *FHI has maintained gender disaggregated data in the IMPACT project most of the time. This is done irrespective of whether the USAID mission demands it or not. They are proud of this gender "sensitivity." This, however, is only the first step towards gender mainstreaming within a project. There is need to move to the next step, where that data is analyzed for project impact and decision making.*

To go beyond merely collecting and reporting disaggregated data, the data should be used to address the following questions among others:

- What is the impact of the project on men and women?
- What resources and benefits are going to women /men?
- What specific problems are facing men/women, and how can these problems be addressed for greater impact?
- What factors are keeping men/women from participating, and what can be done to address these factors?

In the field of reproductive health, there is still need to go even further and to analyze the information according to gender and age. For example, issues of adolescent sexuality are of great concern, and a very clear analysis of the gender issues within that target group should be clearly analyzed, for better targeting.

One of the common myths about gender sensitivity in the health projects is, "so long as the women participate all will be well."

The HIV/AIDS field has particularly sensitive issues to be addressed. FHI directed the assessment team to two of its most successful projects in terms of gender mainstreaming. These were the Society of Women and AIDS in Kenya (SWAK) and the Girl Guides Association. While these projects are very successful in addressing the issues affecting women and girls, there is a great need to address gender issues in all other projects that FHI is implementing with other partners. This would add great value to the already operating projects by:

- Encouraging discussion between men and women on the subject of HIV and AIDS;
- Exposing the attitudes of men to women and vice versa; and
- Developing community action plans to fight the scourge.

Some of the issues that emerged during the assessment and that need to be addressed specifically are:

1. The fact that women occupy subordinate status in Kenya's society, and that they're therefore more vulnerable to infection than men. The men make decisions on sexuality

issues and this makes it very difficult for women to protect themselves, especially in the context of marriage. For example, men will walk away or send their wives away from a marriage when a wife is diagnosed to be HIV positive. On the other hand, when a man is diagnosed as HIV positive, he and society at large expect the wife to remain in the marriage and to play the role of caregiver, without complaining, and irrespective of the fact that it was the man who brought the virus into the family.

2. The infection rate among females is much higher than that among male youth and it is critical to address the female youth with appropriate interventions before they are infected.
3. Women are primarily looking for answers to the HIV/AIDS crisis at the community level, while the men claim to be addressing the issue at the policy level. This was viewed as a serious problem because the women have very little control in terms of resources and decision making at the community level.
4. The orphans, the infected spouses and children are a reality and have to be taken care of. While there is a lot of talk about community based support mechanisms, very limited resources have gone into this area. The role of care of orphans has been left to grandmothers, who are ill-prepared in terms of skills and resources.
5. The woman whose spouse dies of HIV/AIDS complications is likely to suffer more if she only has female children, because they do not have a place within the deceased husband's family. This is even more serious if the mother dies of the infection. The daughters may face various levels of violation, even by family members.
6. Female youths are more likely to stop going to school when the parents die of HIV/AIDS, because they are more likely to substitute for the mothers in taking care of the siblings.
7. Men have a split personality in dealing with the HIV/AIDS crisis. When handling the issue as a national crisis, they will raise the issues and even advocate for behavior change. Most of them, however, are evasive when it comes to dealing with their private attitudes and lifestyles.

These are mainly observations from the practitioners who are dealing with the HIV/AIDS crisis.

FHI has supported SWAK, which is dealing with women who are affected and infected by HIV/AIDS. They are working at three sites, where they are helping women to develop coping mechanisms through the memory project. They also have the MSE project, where the K-REP assisted village banks are helping the women to develop their businesses. The support groups in these areas have become very strong. In Western Province the women have refused to be inherited after the death of their spouses. Due to the importance attached to wife inheritance, the women who refuse to be inherited are considered as outcasts and their families threaten that they will not bury them when they die. Since the burial rite carries heavy cultural connotations, the support groups have vowed to bury their own members who have refused to be inherited and they have done so when the time has come. Traditionally, women in this community are not supposed to dig graves and are expected to follow the norms as set by the "community." This is an all-out gender war that is actually creating new values in the community. The children are also learning the coping mechanisms from the mothers, and the older ones are expected to know what to do after the death of parents, in order to avoid violation by greedy relatives. The support groups are also playing a support role to the orphans of their members.

This particular project has dealt with some important aspects of women's empowerment, both economically and socially. Women are making decisions regarding their own lives and even as

to what will happen to them after death. The project brings in the preparation of the children, so that they will be ready to face life on their own after the mother's death, and brings in the element of the economic empowerment of the widow and the family. As a woman-focused project, it has a great impact on the participating women, as well as on society at large. This kind of information, however, is not getting back to USAID in the Mission's reports. Such information would be useful for dissemination in other areas, where women are still learning how to control their own lives, when women are affected or infected by HIV/AIDS. This is also a project that could benefit from more resources, especially for supporting the orphans. The kind of support provided by the groups is very expensive when provided in foster homes outside the community.

Due to the high level of success achieved with the women's support groups, SWAK has been approached by a donor who is interested in supporting a project that would deal with men and HIV/AIDS. SWAK has already started on this project and it is gaining ground. It is, however, more difficult to develop such support for men who are affected and infected by HIV/AIDS. The challenges of dealing with men are numerous, but some progress has been made.

Dealing with men is a dimension that cannot be ignored with the HIV/AIDS crisis. Targeting them specifically is one way of doing it but it is even more crucial to target them within the society, so that a dialogue between men and women on the issue will be established and sustained. FHI has tried to target men in uniform and also long-distance truck drivers. In both cases, the men have been very receptive to the information but have taken very little action. In some cases where both the commercial sex workers (CSW) and the truck drivers have been trained, the CSW have insisted on using condoms but the truck drivers have chosen not to spend their nights in that township. These varying reactions to information by men and women are subject to analysis in order to vary the approaches to information dissemination.

The condom has been promoted and utilized extensively, both as a family planning and HIV/AIDS protection device. The promotion of the male condom has included its free distribution in all government and private sector establishments. The Trust condom is distributed at a very affordable price through all types of retail establishments. On the other hand, the female condom has not been extensively promoted, because it has been labeled as "clumsy, noisy and difficult to use." In addition, there are no free issues, even at government establishments, and when it is available, it costs 3 times as much as the male condom. It is also cited as not having added value to family planning and HIV control, because the male condom was already in use.

The development of the female condom must have been a response to a need, but it has been condemned even before many women in Kenya have seen it and decided that it was not worth their effort. From discussions with FHI and PSI, it was a foregone conclusion that the female condom will not be developed further, nor made available on the same terms as the male condom. It was argued that women should negotiate for the use of the male condom because it is

more "user friendly." The development and promotion of technologies that are suitable for men and women is empowering to whoever is in control of the technology.

> *The use of the media is one of the ways that PSI uses to communicate messages on HIV/AIDS. Considering that the media has such a great impact on the minds of people, one should want to take time to develop such messages for maximum impact. The gender implications of the messages should not be left to the interpretation of the listener or viewer. The most recent TV spots (Amkeni Kenya) on intergenerational sex leave too much to people's interpretation. In one instance where these TV messages were introduced to PSI staff and partners, they disagreed on the messages that these spots were expected to deliver, and also as to who the target group was. The assessment team felt that the message also came through as a moral message, condemning the young girls who were walking to their "doom," while it was the older men who were playing the tune. The assessment team was alerted to this message, because it was supposed to be gender sensitive.*

PSI uses social marketing to distribute various health products (mainly condoms) and messages. The proper use of the media is a key to ensuring that positive results are achieved. The media is one of the agents responsible for the development of gender values and attitudes and, if used effectively, the impact can be enormous. PSI has utilized the vernacular media very effectively in the dissemination of HIV/AIDS messages. A prior gender analysis of the situations may help in targeting the messages.

3.2 DEMOCRACY AND GOVERNANCE

SUSTAINABLE REFORMS AND ACCOUNTABLE GOVERNANCE STRENGTHENED TO IMPROVE THE BALANCE OF POWER AMONG THE INSTITUTIONS OF GOVERNANCE

The problem analysis for DG does not recognize gender issues in governance. This is surprising when Kenyan women continue to be marginalized so much in matters of participation in democracy and governance in the country. The national problems of corruption, human rights abuses, deterioration of public services, electoral manipulation, institutional development and political culture are all discussed without bringing in any gender considerations.

Gender is recognized at the results level, where it is identified as a crosscutting theme. The discussion indicates that promotion of democratic change would not be complete if women continued to be excluded from the institutions of governance. Gender is also recognized at the indicator level. The following is a detailed analysis of the results framework.

TABLE 3

Analysis of Gender Content in the SO6 Results Framework

IR	IR Statement	IR Analysis	Illustrative Approaches	Indicators
6.1	Civil society organizations effectively demand reforms and monitor government activities	Promotion of women identified as area of emphasis	Women's institutions identified as beneficiaries	Analysis of acts that have specific impact on women
6.1.1	Improved technical and advocacy skills	Not Addressed (NA)	NA	% of USAID funded CSOs with explicit gender focus
6.1.2	Improved CSO management	NA	NA	
6.1.3	Strengthened capacity to prevent and resolve conflicts	NA	NA	Data on conflict resolution trainers disaggregated by gender
6.2	Increased independence of selected government institutions	NA	NA	NA
6.2.1	Enabling environment promotes independence	NA	NA	NA
6.2.2	Strengthened parliamentary committee system	NA	NA	NA
6.2.3	Increased awareness of alternative practices and available resources	NA	NA	NA
6.2.4	Improved capacity for analysis investigation and decision-making	NA	NA	% of trainees disaggregated by gender; % of KACA staff trained by gender
6.3	More transparent and competitive political process	NA	NA	NA
6.3.1	Improved electoral enabling	NA	NA	NA
6.3.2	Improved electoral administration	NA	NA	% of eligible voters registered by gender
6.3.4	Improved monitoring of electoral process	NA	NA	
6.4	Better informed public and political actors	NA	Women legal rights identified as focus area	% of Knowledgeable voters by gender
6.4.1	Linkages between government and civil society strengthened	NA	NA	NA
6.4.2	Objective political, legal and economic information available from the media and diverse sources	NA	NA	NA

The above analysis shows, once more, that gender is not mainstreamed in the analytical structure of the IRs. The identification of the issues to be addressed would give some guidance both to the SO team and to the specific project implementers. Discussions with the SO staff indicated a very high level of gender awareness and even the ability to analyze the issues, but this is not evident at the level of the results framework. While there are some indicators to measure the gender responsiveness of the project activities, it would be unfair to subject the activity to those

indicators if the issues have not been addressed during the process of planning and implementation. The process of achieving the set targets must also be taken into account. For example in Table 6.4, for one to arrive at the disaggregated data on the voters, the targets should have been disaggregated by male and female voters to be reached. The strategy for achieving those targets should also include gender considerations. For example devising strategies to reach women in areas where they do not participate in public forums is very important.

The R4s for FY2001 and FY2003 both recognize the importance of the participation of women in the achievement of political reform. The 2001 R4 looks at one of its previous IRs where it was stated, "Civil society strengthened with emphasis on women's participation." It goes on to show how that participation has been achieved through the lobbying and advocacy programs of the CSOs. The role of women in the constitutional review process is also recognized. In the FY2003 R4 women and men are recognized as distinctive constituents. It also recognizes that emphasis on women's participation has taken center stage as a result of the affirmative action and the equality bills. The mainstreaming of gender in other project activities started to gain visibility.

Generally this SO has given some prominence to gender issues, both within the ISP and the R4s. It is, however, noted that the lack of specific gender indicators weakens any measurement of gender responsiveness that may be attempted.

The interviews with the SO team indicated a high level of gender awareness within the team. The analysis of issues was also very clear. The SO team had a specific officer who was expected to monitor the mainstreaming of gender issues in the program. This seems to be working well within the SO team, as well as within the partner organizations. The SO team made the following comments about gender mainstreaming in their program:

1. The ISP was taken to be a guiding document and therefore was not the only one used for mainstreaming gender issues in the activities. The SO team carefully monitored the agenda of their partners and was specifically interested in organizations whose agendas included advocacy for gender issues.
2. The SO team was cognizant of the importance of creating linkages with other SO teams for channeling of the DG agenda, especially in the civil society organizations. This was viewed as particularly important in advocating for gender issues. They had already started discussions with SO3 in the area of HIV/AIDS.
3. The SO team was not particular about the disaggregation of data in reporting but was carefully monitoring the handling of gender issues in the activities that were funded.
4. During this election year, the SO team found it necessary to support one organization to concentrate on monitoring of political violence aimed at women candidates and voters.

A. Analysis of DG Partners

The SO team has supported various projects, some of which are gender-focused and others that are general. These two types of projects are expected to mainstream gender issues at all levels. The assessment team elected to examine one gender-focused project and one general activity project.

The two organizations, the Collaborative Centre for Gender and Development (CCGD) and the International Commission of Jurists, Kenya Chapter (ICJ), which were funded by the SO, were

mainly working at the policy level within the judiciary and parliament, as well as on the constitution review process.

The following was observed in the work with CCGD:

1. The level of understanding of gender issues in the organization was very high. They had a close relationship with their clients and they understood what areas to address first in order to avoid resistance.
2. CCGD claimed that while they may have been selected as USAID partners because they were gender sensitive, USAID had not given them any guidelines on how to implement and report on gender issues. The RFA that they responded to did not have any specific requirements in relation to gender. However, their program activity funded by USAID is addressing gender equity and equality issues and they have no doubt that they have to report on these issues.
3. The CCGD provided leadership in policy development to other organizations that were advocating for gender issues. It has hosted various symposia, developed position papers and other publications, and always supported upcoming networking organizations that promised to strengthen the position of women and to advocate for gender issues.
4. In dealing with the legislative bills that have to go to parliament, the CCGD has worked hard to enter into the mainstream of ongoing processes, so that it could affect the process from within. The CCGD, for example, has spearheaded the mainstreaming of gender issues in the on-going constitution review process. It has not only been able to mobilize women to give their views, but also other groups, so as to get their support for the cause of women. The CCGD was also at the center of the development of the poverty reduction strategy paper (PRSP), where they took it upon themselves to mobilize women for the consultations. They also provided clear leadership within the gender thematic group.
5. Lobbying the parliamentarians has taken center-stage, especially in the affirmative action bill, and also for all other bills and motions where gender issues have been deemed to be critical. Lobbying is a skill that is not fully developed and needs to be addressed, so that it can be used for maximum impact and be widespread among the actors.
6. While CCGD is current on gender issues and is doing everything possible to mainstream gender at the policy levels, they do not maintain gender disaggregated data for their own activities. While they will have data on the percentage of women and men represented in all spheres of life, they do not have disaggregated data on those who participated in the activities that they organized.

The following observations were made concerning ICJ:

1. The level of understanding of gender issues among the staff of ICJ is fairly high. They are aware of the issues within the judiciary where gender disparities exist.
2. ICJ claimed that while they may have been selected as USAID partners because they were gender sensitive, USAID had not given them any guidelines on how to implement and report on gender issues. The RFA that they responded to did not have any requirements in relation to gender. They are, however, sensitive to the fact that the judiciary has some inherent practices and traditions that continue to perpetuate gender discrimination and that these have to be addressed.

3. ICJ, which is a male dominated organization, has been in close collaboration with women organizations, which deal with women's rights and legal issues, in order to keep itself abreast of the issues and also to provide support when required.
4. Though ICJ tries to integrate gender in all its programs, it does not have a gender policy to guide its organizational development as well as its program. ICJ is in the process of sourcing funding to develop the policy.
5. While ICJ is current on issues and is doing everything possible to mainstream gender within the judiciary and judicial processes, they do not maintain gender disaggregated data for their own activities. This was particularly noted in their research activities, where disaggregation of data would have provided them with ample ammunition to fight certain gender prejudices within the judiciary.[6]

B. Illustrative Stories on Gender Sensitivity

Being a female director of a male-dominated organization and having worked with a women's organization before, the Director of the ICJ/Kenya realizes that society still listens to its male members more than to women. Therefore, she argues, one of the most effective ways of getting the women's agenda heard and acted upon is by getting a committed male group to advocate for women's and gender issues. She has, therefore, identified a group of men among the ICJ membership and leadership who are ready to be associated with the issues and who believe that "civilized men support women's empowerment;" she calls upon this group whenever there is an issue that needs to be dealt with. The success achieved so far has been encouraging and she would like to take the strategy further by popularizing it among the members.

ICJ would like to see gender mainstreamed in all of its activities, and the more people committed to gender issues, the better. There is, however, a need to provide some skills to those who have to advocate. In fact, knowing the issues is the most basic skill required; this is lacking with most of the people who are willing to act as gender advocates. In their project with the judiciary the SO team has developed a gender training manual that simply lays out the gender issues that have to be dealt with when one is working in the courts. This manual needs to be packaged for effectiveness and would be a very useful tool for training not only the ICJ staff, but also their partners working within the judiciary. The training is an urgent matter because women face much prejudice in court from both male and female magistrates and judges. Most of this prejudice is not intentional but originates in the society's norms.

ICJ has learnt that the best way to advocate for gender issues is to practice them within their own organization. They therefore have a very balanced staff in terms of gender. The composition of the board still needs to be addressed but that male dominated board has a fairly high awareness of gender. The board has approved three months maternity and a two-week paternity leave. During the study, one of the members of the support staff had put the organization's gender sensitivity to the test. He needed time off because his child had been hospitalized. Since it was necessary to have a member of the family in the hospital on a full time basis, he wanted to take turns with his wife. The time off was granted without any problem and it was used for the stated purpose.

[6] Strengthening Judicial Reforms; Public Perceptions of the Kenya Judiciary

While the above may appear to be an obvious case for consideration, there are two sides to it. On the one hand, men in Kenya rarely consider themselves as having a central role in childcare. A man who asks for this kind of leave and goes to the hospital to look after his child risks being ridiculed by his own peers and by the management of the organization. It takes a fairly high level of gender awareness and sensitivity to do that. On the other hand, many organizations would not grant leave to a man on those grounds unless he was a single parent. ICJ has, therefore, demonstrated a fairly liberal approach to gender issues.

The Collaborative Centre for Gender realized the need to lobby male members of parliament to advocate on women's issues long before the Affirmative Action motion was introduced in parliament. Considering that the women parliamentary members were very few, it was of vital importance that men voted with them. They did so well, that they even managed to get one of the opposition political party leaders to second the motion. Since Kenyan society is very patriarchal, this gave the motion credibility vis-à-vis other male members of parliament. The motion passed without any hitches.

The CCGD has done much work to get men to support women's rights issues. This has been particularly important in the constitutional review process, as well as in the gender budget program. The CCGD was very instrumental in writing the documents that led to the current representation of women in the constitution review process. After much dialogue with the men, they were eventually persuaded to become strong gender advocates. In addition to using men to lobby and advocate on women issues, CCGD has also learned to reciprocate and negotiate for support, especially when a better or faster deal could be obtained for the achievement of gender equity. This was particularly so when the parliamentarians wanted to bring in other marginalized groups in the affirmative action bill. It is hoped that this will reduce the resistance to the bill when it moves to the next stage.

The CCGD has learned over time that the media can build or destroy a good course depending on how their participation has been handled. This has been particularly important for Affirmative Action and the Constitution Review bills because there is a lot at stake for women. Dissemination of objective information is of the essence and the CCGD has taken time to ensure that the media organizations are well informed about the position of women, especially in the constitution review process. In addition to writing special feature articles, the media was also encouraged to report ongoing activities as national news items. In fact the women's minimum agenda in the constitutional review process stole the show both in the print and electronic media. Since the CCGD has taken responsibility to brief the journalists adequately, very good quality articles have been published, thus advancing the cause of women.

The media is a very strong agent of socialization and information dissemination. Women's organizations normally tend to shy away from the media, in order to avoid confrontation. The media cannot be avoided if political gain has to be made. The publicity given to women leaders and to their efforts helps them to acquire clout and confidence. This effort by CCGD should be continued, since it has made immense gains in the analysis of gender issues at the national level, as well as in the development of women leaders.

3.3 ECONOMIC GROWTH

INCREASED RURAL HOUSEHOLD INCOMES

In the strategic national plan, the role of women in agriculture and MSE (micro and small enterprise) is acknowledged from the outset. The recognition of the fact that women contribute between 75% and 80% of the labor in food and cash crop production, receive about 7% of extension services and yet adopt technologies at the same rate as the men is an indication that gender issues would be addressed in the course of program design, implementation and monitoring. The constraints faced by both men and women are discussed in the problem analysis, and one would hope that the strategies developed to address the constraints would be gender responsive.

In the analysis of results to be achieved, the gender issues become blurred. Except for the recognition that there are male and female targets to be addressed, it is not clear that the analysis would give cause for the development of strategies that would be targeted to men or women because of their special needs. The following analysis shows how the gender issues have been dealt with in the results framework.

TABLE 5
Analysis of Gender Content in the SO7 Results Framework

Intermediate Results		IR Analysis	Illustrative Approaches	Indicators
7.1	Increased productivity of targeted agricultural sub-sectors	Gender mentioned as constraint to productivity	Men and women identified as participants and commitment to maintaining gender disaggregated data	Disaggregation of technology adoption and seed multiplication by gender
7.1.1	Policy environment promotes investment in agribusiness and efficient use of resources	Need for gender sensitive policies and development of technologies suitable for both men and women mentioned	Participation of women and women's organizations in policy dialogue	NA
7.1.2	Increased use of technology	Male and female farmers identified as stakeholders in technology and extension	Identification of technology transfer methods that suit men and women	
7.1.3	Sustainable use of natural resources in agriculture	Male and female farmers mentioned in awareness creation	Men and women identified as research information recipients	NA
7.1.4	Increased participation of private sector in delivery of services	NA	Private sector service providers to be made aware of gender issues	

Intermediate Results		IR Analysis	Illustrative Approaches	Indicators
7.2	Increase in agricultural trade	NA	NA	Market information availability by gender
7.2.1	Policy environment that promotes trade and competition	NA	NA	NA
7.2.2	Improved performance of agricultural marketing systems	NA	NA	NA
7.2.3	Improved delivery of services necessary to facilitate agricultural trade	Male and female smallholder producers identified as service recipients.	Firms managed by women identified for service delivery	NA
7.3	Increased support to business support services for MSEs	NA	NA	NA
7.3.1	Policy environment promotes enterprise development	NA	Policy information gaps relating to needs of women entrepreneurs noted as important.	NA
7.3.2	Financial markets developed and strengthened	Focus on women and women groups in the provision of services	Products and delivery methodologies that target women managed households and enterprises given focus	Increase in access to financial services by gender
7.3.3	Cost effective delivery of non-financial services increased	Women mentioned as key beneficiaries	Women owned MSEs to be targeted for training	NA
7.4	Increased effectiveness of smallholder organizations to provide to their members and to represent their business interests	Male and female members identified as stakeholders in the organizations	NA	NA
7.4.1	Policy and regulatory environment promotes group abilities to organize and pursue business interests	NA	Women within organizations identified as special focus group	NA
7.4.2	Ability of smallholder organization members to manage organizations and business activities	NA	Male and female members identified as stakeholders in the organizations, special needs of women members noted	NA

It is important to note that the Agriculture, Business and Environment Office (ABEO) conducted a gender analysis of the agri-business strategy in 1997. The results of that gender analysis were used in developing the ISP. The inclusion of products that would enhance women's incomes is noted. Non-traditional cash crops, the development of new technologies and the development of

financial and non-financial services are all areas that have a very big impact on gender issues, and which generally contribute to women's empowerment. It is, however, important to note that this analysis is weak in the area of indicators that would measure gender mainstreaming in the program. These indicators should not only be at impact level but also should deal with the process of implementation. For example, if we take section 7.4.2, the indicator is, "increase in the number of smallholder group organizations in targeted sub-sectors reporting profitability, and increase in the number of members of the smallholder group organizations in targeted sub-sectors."

In order to capture the gender elements, the following should be added to that indicator:

- The membership of organizations should be disaggregated by gender;
- the leadership of the organization should be disaggregated by gender;
- the rate of participation of the members in activities of the organization should be disaggregated by gender; and
- the level of profit and distribution should be disaggregated by gender.

It may be assumed that the gender information will be collected automatically, but this did not prove to be the case, as will be noted later, when analyzing what is happening with the partner organizations and their gender reporting.

The R4s for 2001 and 2003 do not analyze gender issues in any detail. While women were recognized as farmers and MSE participants, there is a need to deal with issues that could have occurred due to gender issues in the implementation of the program. Again as stated earlier, the lack of specific indicators makes it difficult to measure achievement.

Access to and control of a country's productive resources is a very important element in gender analysis. The issues of economic empowerment have a definite bearing on other issues, such as health and governance — and the need to consider their gender impacts is very crucial. In discussions with the SO team, they were all very eager to show that they were mainstreaming gender issues in their program. Since they had made a gender analysis of the agri-business strategy in 1997, they had the issues at their finger tips; but the problem arose mainly in the implementation in attempting to ensure that all the issues had been addressed by the partners. While the SO team had indicated to their project partners that they were concerned about the gender issues, they had not provided the guidance on the development of indicators and the maintenance of gender disaggregated data. The SO team had identified one officer to keep track of gender issues, but unfortunately, the officer did not have the relevant skills for gender monitoring, implementation and reporting. This SO team had made the first step, by doing a gender analysis.

ANALYSIS OF ECONOMIC GROWTH PARTNERS

In this SO, the assessment team was able to contact the Kenya Agricultural Research Institute (KARI), the Kenya Rural Enterprise Program (K-REP), and the Appropriate Technologies for Enterprise Creation (ApproTec). The three organizations have the following commonalities in terms of gender.

1. These organizations were all aware that including gender considerations in project implementation added value to the project and ensured that all targeted beneficiaries benefited from the project. This awareness, however, existed at different levels and therefore actions taken by the organizations were varied.
2. No demands have been made on the organizations by USAID in terms of reporting requirements using gender disaggregated data, and no training was provided to that effect.
3. The organizations do not have a policy framework for mainstreaming gender in their organizations and programs and therefore had no clear process for doing so.
4. The skills for mainstreaming gender in all the organizations are quite limited and, in each case, requests for training opportunities were made.

Illustrative Stories from the Organizations

In 1995/96 KARI took a very serious approach to gender issues. A gender taskforce (GTF) was formed, which was headed by a deputy director. A policy to mainstream gender in all KARI activities was adopted, and gender training for most of the scientists in the post at the time was carried out. Gender advisors have now been assigned in most of the centers, and a gender officer had been appointed for the headquarters. The GTF is no longer as active as it used to be because KARI's officers are expected to do the work. The officers do not, however, hold the same authority that the GTF did.

It is important to note that during the period in which KARI initiated this approach, there existed a donor funded project that was driving the process but the project came to an end before gender was fully mainstreamed. The KARI researchers went through a sensitization process but did not acquire skills to enable them to carry out a gender analysis. In fact, the process of attitude change does not take place after just one training session. A longer process of working with gender issues is needed in order to ensure the total transformation of the staff members. This has not been achieved and was very evident in one of the regional KARI stations where the climbing bean was being introduced to the farmers. Though the scientist in charge had gone through gender training, the only accomplishment, in terms of gender, that he could cite was that women and men participated in the project. No gender disaggregated data were available, and no gender analysis had been carried out to find out how the benefits impacted the lives of men and women, and even whether the gender division of labor had been affected.

In a survey carried out in 2001 to assess the impact of the GTF, one of the pertinent results was that, while 92.7% of the KARI staff appreciated the importance of considering gender issues in technology transfer, only 58% believed that KARI had the capacity to carry out gender sensitive research, and only 57% believed that the efforts of the GTF had an impact in KARI's research activities.

This scenario clearly shows that while KARI has been making efforts to mainstream gender, there is still a long way to go. There is a big disparity between the organization's convictions, skills level and implementation. Unless that gap is bridged systematically, there is likelihood that there will be complete deinstitutionalization of gender issues from KARI's research activities. The following incidents within the projects tell the story:

> *In one of the KARI project sites it was noticed that only one married woman was growing the new onion variety that had very large bulbs. Upon encouragement to change their preference, the other women said that they would not continue to grow the new variety because, when they did so at the beginning of the project, their husbands had sent all the onions to the market, and they had nothing to sell to cover their own household expenses. They did not even have onions for household utilization.*

The development and commercialization of non-traditional cash crops is viewed as one of the ways of bringing women into the mainstream of the cash economy in agriculture. It is, however, important to note that, unless deliberate analysis of the issues is done, it is easy to marginalize women even further. In this case, this information came to the attention of the extension staff much later within the project cycle, after the women had already made up their minds to stop growing the new onion variety because it did not benefit them at all. If this information had been accessible at the start of the project, it may have been possible to bring the men and women together to negotiate on the sharing of the benefits.

> *Bananas have been known as a traditional women's crop in Kenya over the years. Women have used them as a perennial food crop that tides the family over during hard times, and they have also sold the surplus to take care of family household expenses. KARI's breeding program has introduced new varieties of bananas that are more productive, disease-resistant and more durable in the market environment. This has changed the dynamics within the crop. Men have taken up banana production and marketing seriously, and women have been sidelined. At the household level, the new varieties have replaced the old ones, and since the new variety of bananas command high economic value, they have fallen under the control of men. At the market level, men generally have greater possibilities for raising capital to purchase produce in bulk. The bananas are therefore transported in trucks from the local markets to the big towns. While KARI has won the scientific war and raised banana production, women have been marginalized in some of the areas. In some cases the bananas are not even available to the local community because they are all sold outside the area for higher profits— thus denying the women a much-needed income from local sales.*

One of the strategies adopted for economic growth is increasing productivity in the selected sub-sectors. One would have assumed that the new banana varieties would be controlled by women, as was the case with the traditional banana variety. The questions to ask in these circumstances are:

- What could have been done so that the control of the banana crop would not shift from women to men?
- What other interventions should have accompanied the production technology so that women would retain most of the benefits?
- Should the banana crop have been left in its traditional mode of production in order to remain in women's control?
- What can be done now to address the disparity that has already been created?

This phenomenon also underscores the fact that when tradition benefits men, they will uphold it, and even use it to continue keeping women in subordination. On the other hand, men will drop

the tradition if they stand to benefit by doing so. This is an area that needs to be examined and carefully analyzed in the future in order to avoid the repetition of such occurrences.

KARI has been able to identify some of these problems because they have a certain level of gender awareness that enables them to notice the problems when they arise. Carrying out a gender analysis at the beginning of the project may actually help to prevent women being further marginalized by project activities that were intended to uplift their economic and social status.

> *In the course of developing the popular irrigation pedal pumps branded "money maker," much effort has gone into getting feedback from the users, including sufficient feedback from both men and women. Appro-TEC maintained gender disaggregated data throughout the process because they wanted to ascertain if any problems arising could be traced to either male or female users. This took time and effort but it has borne good results. Appro-TEC has then been able to hand over the technology to entrepreneurs, who have manufactured the pumps and put them in the market cost-effectively. The pump has become very popular, because of the ease in operation, maintenance, and its pocket-friendly price. While most of the pumps (59%) are bought by men, statistics show that 24% of pumps are used solely by women, and 19% by both men and women. In fact, close to 50% of the beneficiaries of business opportunities promoted by Appro-TEC are women. Appro-TEC's follow-up on the pump technology has continued, even after being handed over to entrepreneurs.*

Appro-TEC (Appropriate Technologies for Enterprise Creation) has built on its past experience to carry out the Micro-ped project. They had already learned that for technology to be adapted and be sustainable, it had to be right for the primary users in terms of operation, maintenance and price. The feedback data were all gender-disaggregated to ensure that the needs of both men and women were addressed. For example, in the course of development, the women complained about the position of the pedals, which affected their efficiency in running the pump. After getting the same complaint consistently from women users, a new model was developed that addressed this need.

Appro-TEC has been developing technology that would compete in the free market. They have always been aware that right targeting was very important. They have always identified their customers by gender, and therefore were aware of whether it was the men or the women who were complaining or making suggestions for improvement. This has helped Appro-TEC to provide the market with most successful pumps in terms of meeting customer needs.

> *K-REP, in its early stages, was an organization known for its concern for gender issues. They analyzed their data by gender and used it effectively for the management of their program. Currently K-REP does very minimal gender data disaggregation because they claim to have been influenced by the commercial banking models. They were not encouraged by USAID to maintain gender disaggregated data.*

K-REP was aware that it was important to consider gender issues in the project cycle. They even believed that they were sufficiently doing so. This indicates that the level of gender awareness within the organization has deteriorated and needs to be primed. This is particularly important since K-REP is implementing a project that is dealing with women who are affected or infected

by HIV/AIDS. These women are not only subject to the ordinary gender discrimination faced by women but have also to battle with the stigma related to the epidemic and, still further, with gender issues that come with illness. K-REP therefore not only needs to be aware of the gender issues in the micro-finance and enterprise field, but also those in HIV/AIDS.

SUCCESS STORY OF THE APPRO-TEC MONEY MAKER IRRIGATION PUMPS

Appro-TEC is a Kenyan organization registered as a company by guarantee. The mission of the organization is, "To promote sustainable economic growth and employment creation in Kenya and other developing countries by developing and promoting technologies which are used by dynamic entrepreneurs to establish and run profitable small scale businesses."

The Appro-TEC approach is:

1. Identifying high potential small-scale enterprise opportunities
2. Technology design
3. Training of private sector manufacturers and retailers
4. Promotion, marketing and dissemination of technologies
5. Impact monitoring.

Appro-TEC recognizes that:

- 70-80% of the population in many developing countries lives in rural areas, and,
- approximately 75% of the population depends on agriculture-based activities for peoples' livelihoods;
- over 50% of the rural population are women;
- less than 10% have access to electricity.

Considering the above, Appro-TEC designs technologies that enhance the creation of new enterprises and employment by:

- Assisting the people in identifying business opportunities that can benefit them, and
- Helping them access the technology, so that they can increase the potential of already existing resources.

Appro-TEC has designed three main manual technologies. These are irrigation pumps, an oil press and a hay baler.

For this study a more in-depth analysis was done on the irrigation pump technology.

The "money maker" irrigation pump has evolved over the years since it was introduced into the market in 1996. The first model became very popular on introduction because of its **ease of operation and maintenance** and what was considered to be a **pocket-friendly price**.

There are three generations of pumps in the market — the "money maker," the "super money maker" and the "super money maker plus." All of them have been developed with much research that has involved both men and women in light of the above-mentioned priorities.
In gender terms these are very important considerations because:

- Women tend to be intimidated by most technologies and therefore take less advantage of a new technology than do men.
- Water fetching, even in irrigation situations, is a women's activity, and therefore this technology, where adopted, has gone a long way in reducing women's work in three ways: One is that the male adults and children now participate more in the irrigation activity, because the technology is more interesting and less tedious. Secondly, it has reduced the drudgery of watering and takes much less time, thus allowing women to carry out other productive activities. Thirdly, the pumps are also used to pump water for domestic use and this again reduces the time needed for women's domestic chores.
- Most of the pumps are used for farming horticultural crops, where women normally have greater access to and control of resources than other cash crops. The disposable income for women is, therefore, likely to increase.
- The fairly low price for a very durable and usable product gives incentive to women and men to save for the purchase of the pump.

Since the introduction of the pump the statistics reveal the following:

- 20,000 pumps have been sold nationally, creating over 28,000 jobs;
- 8,000 pumps have been sold under the USAID-funded Micro-PED project;
- pump owners are making an average annual profit of US$1,300 from the irrigated crops;
- 24% of the pumps are under the management of women;
- 19% are under both husband and wife management; and
- 57% are under the management of men.

Appro-TEC has developed five manufacturers and has a network of dealers throughout the country. A demonstrator accompanies a dealer to teach potential customers how the pump operates.

According to an interview with a dealer who has been in the irrigation pump business since 1998, the terms given by Appro-TEC are attractive to the dealers, and they are proud to be partners with Appro-TEC in offering the community a good service. According to the dealer, who sells an average of 3 pumps in one month, pump dealership gives him three distinctive advantages:

1. Appro-TEC gives him the pumps on credit and he repays in accordance with his sale of pumps over a given period.
2. The farmers who come to enquire or buy the pumps also buy other agricultural products from his outlet.
3. Appro-TEC provides the demonstrator, who also handles the installation and hears farmers' suggestions about improving the technology to better meet their needs.

What are the users saying about the Appro-TEC pumps?

The assessment team talked to two farm families and to one institutional user. All talked fondly of the pump. The following is a sample experience of one of the farm families:

Mr. and Mrs. Njuguna have been using the "money maker" pumps since 1997. They had purchased the first model immediately after inception and they have benefited a great deal. They have been horticultural farmers for many years, but their operations are too small to pay for a diesel pump. They were using bucket irrigation which was very tedious and therefore greatly limited the size of land that they could farm for vegetables. The "money maker" was ideal for them. They continued to use the "money maker" until the "super money maker" was introduced. This model had a greater capacity of pumping and they therefore felt that they would make a greater output and profit.

According to the Njugunas, the pumps have revolutionized their farming methods and also their family income. Their production has become more efficient and they have therefore managed to put most of their land under cultivation for both horticulture and fodder. They now maintain two dairy cows that provide milk for sale and family consumption. The cows also provide sufficient manure for use in horticultural farming. Every member of the family enjoys working the pump and, therefore, the irrigation work is shared between the husband and wife as well as by the male and female children.

Mrs. Njuguna believes that she has more access to and control of the income from horticultural farming than do the wives of coffee farmers. This is because the products are either collected and paid for at the farm gate or personally sold by her at the market. She is, therefore, always aware of the money available and in many cases, she buys the household necessities while at the market. She has only praise for the "money maker" because, in her words, "the family has no other source of income and therefore eats, dresses and goes to school only because of the 'money maker.'"

Moreover, their children have all operated the "money maker" since 1997 and are very happy with it. When Appro-TEC was recruiting demonstrators, two of the children went for the interview and got the jobs. At the time the assessment team visited, one of the children has been doing the job for a year and the other for a month. The Njugunas attribute their success to family unity and to the "money maker."

The Njuguna's story can be told by many families in the same area, as well as throughout Kenya. Considering that the main objective of ABEO is to increase household income, Appro-TEC has made a very significant contribution.

In addition to farming, the "money maker" pump has been adopted for institutional use and there were also some lessons learned:

Mr. Waweru is the proprietor of a local private school in an area where there is no electricity and no community water supply. He learned about the "super money maker" from a friend who was using the pump for domestic water supply. He had just completed building the classrooms for the school and felt that lack of running water would negatively affect enrollment. He had dug a well but could not afford a diesel pump at the time because he had spent all his savings. He talked with nostalgia about the demonstration that he received from a friend who was using the pump for domestic water supply. The friend had a shallow well and the water was pumped to a high-level tank from where it flowed freely to the whole house. His friend had emphasized that his wife no longer had to o draw water from the well to bring into the house. The fact that they could use the flush toilet facilities was impressive. Mr. Waweru went ahead and bought the "money maker" and it has greatly improved the quality of his school. He managed to enroll the targeted number of pupils and they have been happy for their first term in this new school. The only problem that he had was that his well was 70 feet deep and the "money maker" could only pump from a 25 foot deep well. The water was therefore drawn with buckets from the well, put in a midway tank and then pumped to a high level tank to be supplied to the kitchen and the toilet facilities. He said jokingly, "Other people have used the "money maker" to farm; I have directed it to make money for me in the school and I can assure that you it will. Just wait until I start the boarding facility."

The uses of the "money maker" for domestic and institutional water supply are areas that may need to be explored for further development. The many rural schools which sometimes adopt very expensive water supplies that are difficult to maintain may find a viable solution in the "money maker." In terms of domestic water supply, this is a very key issue for women because they are the ones who have to continue supplying water to their families. While people are able to construct fairly good houses, they cannot afford to have running water, because the diesel operated pumps are expensive to purchase and maintain. The members of the community interviewed also indicated that the pumps contributed to the security arrangements of the households, because the area is insecure and there is a possibility of being attacked when going out at night to use the toilet facilities.

In summary, Appro-TEC, as an organization offering intermediate technology and "money maker" pumps specifically, has made the following impact on gender dynamics:

- Produced a technology that is not intimidating to ordinary people and especially to women.
- Men and women were consulted in the development of the technology, and their views have been recorded and utilized for improvement.
- The technology has mainly been marketed as being suitable for horticultural farming, an area in which women are more involved and have greater control, both in the family division of labor and control of resources. This has not only increased the family income but has also increased the contribution of women to the family budget, giving them more self esteem.
- The marketing of the technology has been decentralized, making it possible for men and women farmers to access the demonstrations and, therefore, to make informed decisions.
- The technology can be utilized for farming as well as for domestic water supply, which greatly reduces the workload of women.

4.0 LESSONS LEARNED

It can be noted that though the ISP and other documents recognize the importance of mainstreaming gender for maximum impact of the USAID/Kenya Mission program, there is still much room for improvement. There is need for each SO to go further in analyzing its intended activities in order to target appropriately. The need for the development of gender based monitoring indicators cannot be over-emphasized. While the assessment team was informed that this would be done in the Performance Management Plan, this document had not been completed and therefore was not available at the time of the assessment.

1. Kenya is a particularly difficult country when it comes to dealing with gender issues. The political and cultural systems make light of any effort to advocate for gender issues, and sometimes even make a concerted effort to fight gender equity. The advocates have had to fight harder than they should, sometimes risking being regarded as the enemies of good order. The lack of commitment to gender equity within government circles leads to a situation where tokenism becomes the order of the day. The Affirmative Action issue was very revealing and should lead USAID to further support the gender equity discussion both morally and financially. There are certain donor partners who can always be relied upon for support to gender issues because they have made their stand known.
2. Most USAID and partner staff know that it is beneficial to institute gender considerations in the project cycle in order to ensure the right targeting of resources and benefits to individuals. They are committed to doing so and at times they even believe that they are doing so. In most cases, however, they lack the skills for accomplishing this. This is a major challenge within the mission because the staff is not even aware of the available gender analytical frameworks.
3. USAID staff no longer requires the partner organizations to report gender disaggregated data on their activities. Most of the organizations do not have a gender strategy and therefore, have no commitment to gender disaggregation, even though some of them receive gender disaggregated data from their own project partners. This has led to partial deinstitutionalization of gender in USAID.
4. It is the view of the SO teams and some of the partners that, when gender is mainstreamed in a project activity, it does not have to be discussed in the text, except as a casual mention. This is an indication of low level skills in mainstreaming gender.
5. Gender awareness training is no longer done routinely for USAID and partner staff. This means that the staff who have joined the organizations since this training stopped may not have the basic skills in gender analysis. This skills gap is one of the major reasons for the partial de-institutionalization of gender. The assessment team had many requests, both from USAID and partner staff, who wanted to address gender issues, but did not have the know-how.
6. There has been some ignorance as to the importance of gender disaggregation of data in some of the organizations. This means that they are not aware of the advantages that obtain from it, and therefore it is just carried out as a routine. This becomes a dangerous position to be in because there is substantiation to claims of gender sensitivity. It would have to take deeper probing to realize that the data were not being utilized to improve project targeting.
7. While the commercialization of non-traditional cash crops is viewed as one of the important ways of bringing women into the mainstream of the cash economy and of

increasing their incomes, the strategy has failed to work in some of the USAID project activities. Because of the lack of full consideration being given to gender issues from the outset, women have ended up being used as unpaid labor while the benefits have gone to men.

8. The common belief in the health sector is that as long as both men and women participate, gender is being considered. This is rather off the mark and does not help to achieve the desired results. It is necessary to do some analysis on targeting and resource allocation, in order to get the full picture. Considering that the health sector renders a lot of services via MCH/RH facilities and activities, the involvement of women as service recipients may be confused for gender sensitivity.
9. The need for training in gender analysis has been voiced by SO team members, as well as by partners, as a way of getting gender back to the mainstream of the USAID program.

5.0 CONCLUSIONS AND RECOMMENDATIONS

5.1 CONCLUSIONS

1. The USAID/Kenya Mission would like to ensure that gender issues are mainstreamed in the program activities. An officer has been assigned at the mission level to monitor gender issues in addition to other responsibilities. Each SO team has also assigned an officer to monitor gender issues. This is a very clear indication that the mission, as well as the SO teams, would like to be in control of gender issues and that there is a belief that impacting on gender makes a difference in the project cycle. The level of gender analysis skills among the officers assigned is, however, varied and, in many cases, very basic. There is also apparently no collaboration and coordination between the officers who are assigned the gender monitoring tasks.

2. USAID has identified both governmental and non-governmental partners who have some gender awareness. The partners have a general idea that gender is one of the crosscutting issues required by USAID and other donors, and they even use that to develop their proposals. However, lack of guidance on USAID expectations in regards to gender focus and reporting has not enabled them to perform optimally in terms of gender either in project implementation and reporting.

3. There are partners who are doing excellent work on gender issues, even without USAID guidance or requirements, because they consider gender issues and women's empowerment to be part of their agenda. These partners may deal with pertinent gender issues and maintain gender disaggregated data for their own records. This information on gender is, however, not being communicated to USAID because the reporting requirements do not indicate how to do so. Gender disaggregated data is particularly lacking.

4. The SO teams are not including gender data in their reports, because some of them do not know how to mainstream gender in the reports and, in some cases, they are not receiving the information from their partners. There is also an outcry that the space provided in the current reporting format does not allow for discussion on specific issues such as gender.

5. While gender analysis is considered part of the USAID project planning process, it has not been consistently implemented by both SO teams and partners. No standard analytical tools have been disseminated to the practitioners, and therefore there exist different definitions of gender analysis.

6. Gender analysis skills are very basic, both for the USAID mission and for partner staff. This has resulted in a situation where the staff believes that it is implementing gender sensitive programs, even when it is not.

5.2 RECOMMENDATIONS

Considering the lessons learned and the conclusions, the following recommendations are proposed for discussion during the workshop:

A. PUBLICITY OF THE USAID GENDER POLICY

- Considering the low level of gender sensitivity within the public sector, USAID/Kenya needs to make its position in support of gender issues more public than it has previously done.

B. TRAINING AND TECHNICAL ASSISTANCE

- A multi-level gender training and technical assistance program should be launched that encompasses both USAID and its partners and even sub-partners (the latter via Training of Trainer (TOT) models). Training should be provided in two distinct levels. The lower level should include:
  a) Basic gender awareness, and
  b) basic rationale and procedures for disaggregating data by gender.
  This lower level training should be provided by local consultants, after their expertise has been vetted by a higher-level gender expert.

  The upper level should consist of:
  a) Gender analysis specifically geared to the particular characteristics and problems of a given development sector, and
  b) gender mainstreaming.
  It is recommended that gender experts who provide this higher level training should be brought in from outside the mission on a Scope of Work that also includes assessing the competence of the local consultants being considered for different levels of training. The high-level gender expert may be either from the WID Office or an outside consultant/consulting organization.

C. REPORTING REQUIREMENTS

- Dialogue with Washington should be promoted on those aspects of reporting that have been affected by re-engineering, and have thus erased gender from the reporting process.
- The reporting requirements need to be more specific, both at SO and partner level, to enable them to provide the appropriate level of gender disaggregation of data to the mission.

D. PROJECT DEVELOPMENT AND MANAGEMENT

- The RFAs should address gender requirements sufficiently, so that, as the proposed partners develop their projects, they will produce indicators that measure gender responsiveness. The RFAs should have detailed USAID requirements on gender to enable the partners to respond sufficiently and thus provide a basis for follow up and reporting.

- Enforcement of gender as a result area for project management would effectively ensure that gender issues are monitored during project implementation. This should be accompanied by incentives or penalties for implementing or for failing to do so.

E. RESOURCES

- Time should be provided for the mission and SO gender monitors to be able to track gender performance in all SOs. Similarly, partners should explore using the Monitoring and Evaluation person/team for this role.
- Resources should be allocated for monitoring gender issues, both at mission and partner levels, as a stop-gap measure, until the staff has learned to mainstream gender in the monitoring and reporting systems.
- The mission and SO gender monitors/specialists and the partner gender monitors should meet periodically to share experiences in order to develop innovative ways of mainstreaming and tracking gender within their sectors.

APPENDICES

Appendix A. List of Persons Interviewed for Kenya Report A-1

Appendix B. Scope of Work B-1

Appendix C. References.....C-1

Appendix D. Rapid Appraisal Methodologies (RAMS) D-1

Appendix E. Newspaper Cuttings on the Work of CCGD.....E-1

APPENDIX A
LIST OF PERSONS INTERVIEW FOR KENYA REPORT

Sector	Country	Organization	Contact		Position
---------	Kenya	USAID	Kiert	Toh	Director
---------	Kenya	USAID	Mike	Sarhan	Deputy Director
Program Office	Kenya	USAID	Nimo	Ali	Program Officer
DG	Kenya	USAID	Wachira	Maina	Gender and Governance Advisor
EG	Kenya	USAID	Meg	Brown	Office Chief
EG	Kenya	USAID	James	Kigathi	Small Holder Organizations Advisor
EG	Kenya	USAID	Julius	Kilungo	Program Specialist
EG	Kenya	USAID	George	Mugo	Title II Program Manager
EG	Kenya	USAID	Maria	Mullei	Program Specialist
EG	Kenya	USAID	Pharesh	Ratego	Monitoring and Evaluation Officer
EG	Kenya	USAID	Zach	Ratemo	Small Business Advisor
EG	Kenya	USAID	Beatrice	Wamalwa	Program Assistant
Health	Kenya	USAID	Jerusha	Karuthiru	Project Management Assistant
DG	Kenya	CCGD	Jason	Oyugi	Program Officer
DG	Kenya	ICJ	Kagwiria	Mbogori	Executive Director
DG	Kenya	ICJ	Peter	Wendoh	Program Assistant
DG	Kenya	ICJ	Grace W.	Maingi	Intern, Judiciary Program
EG	Kenya	Appro-TEC	John K.	Kihia	Head of Monitoring and Reporting
EG	Kenya	Appro-TEC	Solomon	Mwangi	Operations Director
EG	Kenya	Appro-TEC	Makena	Wabwoba	Marketing and Promotion Officer
EG	Kenya	KARI	Lillian	Kimani	Asst. Director Human Resources
EG	Kenya	KARI	Jane	Ngugi	Gender Coordinator
EG	Kenya	KARI	Ephrain	Mukisira	Deputy Director for Research and Technology
EG	Kenya	KARI	Andrew	Mailu	ADSP Coordinator
EG	Kenya	KARI	Jayne	Gathii	FSA Manager
EG	Kenya	KARI	Zilpher	Nyakwara	Social Economist
EG	Kenya	KARI	Peterson	Mwangi	Social Economist
EG	Kenya	KARI	Wafula	Wasike	Horticulturalist
EG	Kenya	KARI	Faith	Nguthi	Horticulturalist
EG	Kenya	KARI	SJN	Muriuki	Entomologist
EG	Kenya	K-REP	Aleke	Dondo	Managing Director
Health	Kenya	FHI	John	McWilliam	Country Director
Health	Kenya	PSI	David	Walker	Country Representative
Health	Kenya	PSI	Veronica	Musembi	Deputy Director/Sales Manager

Sector	Country	Organization	Contact		Position
Health	Kenya	Strengthening STD/HIV/AIDS Control in Kenya	Aine	Costigan	Co-Director Strengthening HIV/AIDS; Co-Director Gender Task Force
Health	Kenya	SWAK	George	Gathenya	Program Officer, Men/HIV/AIDS
Health	Kenya	SWAK	Ludfine	Opudo	Co-coordinator
Health	Kenya	The Policy Project	Angeline Y.	Siparo	Country Rep./ Director HIV/AIDS and FP/RH Program

APPENDIX B
SCOPE OF WORK

I. OVERVIEW

After nearly 25 years of USAID developmental interventions in the ESA region, there is more positive evidence that USAID interventions overall have improved the lives of ordinary people (CDIE: USAID Performance Monitoring and Evaluation News. July 1999). There is, however, a lack of hard evidence with which to determine the progress and advancement in women's status as the result of these USAID interventions. It is assumed that this difficulty has been occasioned by the lack of harmonized, coherent and consistent gender specific and gender-disaggregated data from which interventions could be measured. Nevertheless, and probably as the result of the intense pressure emanating from international fora on women's equality and development, many international development organizations and NGOs continue to emphasize the need to address gender as a developmental variable while simultaneously continuing to base their development assumptions on the general situation of women in Africa identified over twenty years ago. The general practice has been to focus on women-specific activities and address these through a poverty lens, thus leading to an emphasis on poverty alleviation strategies for women, mainly at the micro-level using a basic needs approach, with few sustainable development concepts to support these.

An analysis of current trends of gender relations and their underlying structures must be the starting point for interventions aimed at achieving sustainable models of development in east and southern Africa. Of critical importance is the need to address gender issues from a more proactive and facilitative platform rather than from a passive approach. The development of a regional perspective on gender, therefore, calls for more involved liaison within REDSO/ESA and amongst USAID Missions in the region, to develop joint planning and programming across the identified Strategic Objectives and build consensus on appropriate regional approaches.

II. BACKGROUND

Over the last ten years, gender has evolved to become one of the essential crosscutting development issues within USAID (alongside environment, conflict and HIV/AIDS). This has, therefore, raised questions about the effectiveness of USAID approaches towards women and identified a need to estimate the impact of these WID/gender interventions. In the late 1980s and early 1990s, the integration of WID into Mission programs was assessed through the WID Portfolio Reviews with the objective of enabling USAID Missions to design WID Action Plans. A common approach to these reviews was to focus merely on identifying where women were mentioned, and where possible, recommend where else they could be inserted. Little gender analysis was undertaken, largely because its value wasn't well understood, it was considered to be of marginal importance, but also partly, because there were few mechanisms to allow recommendations to be incorporated into a restatement of the objectives of the project.

USAID has financed a variety of Women In Development activities in Eastern and Southern Africa, through bilateral and regional programs. These activities have utilized different methods of gender-based programming, including activities focused specifically on women or sectors where women are perceived as playing a critical role such as in the microenterprise sector. With the onset of re-

engineering of USAID, gender disaggregation of monitoring and evaluation data has gained prominence while "mainstreaming" of gender activities into larger programs is becoming a more common theme within the current debate on institutionalizing WID. To date, an impact assessment of these different methods has not been made, nor has USAID seriously examined the actual impact of its programs on between the women and men of east and southern African or the program impact of the relationships between them.

The challenge facing USAID Missions is to accurately and clearly articulate program results through a gender perspective. While Missions are required to have a Performance Monitoring Plan, very few have a gender specific strategy to assess performance, and/or impact, by gender. A major barrier has been the lack of gender statistics. USAID missions urgently need specific and consistent information flows on the situation of women and men in areas where there is a programmatic focus. While some information has been gathered by host-countries through the requirements of the Beijing Platforms for Action, much of this is not in a readily accessible format to USAID. All activities need gender-disaggregated information to fulfill their planning functions. And, as time goes by, USAID needs to develop the ability to continuously measure whether its policies and programs are succeeding in addressing gender inequalities.

PURPOSE

The objective is to determine the level of impact of USAID programs in selected sectors with specific attention paid to the numerous Women In Development (WID) activities in eastern Africa, financed by USAID over the last 5 - 10 years though bilateral and regional programs. [It is assumed that further back than ten years will require too great a level of effort for this assessment to be feasible]. This regional assessment on gender will provide the rationale and primary basis for developing a regional approach to gender within the region by:

(i) providing an opportunity to indicate the availability of information on gender to missions in the ESA region. While it is well understood that there will be gaps, it is also clear that there is a lot of information that is not being fully utilized, or that which has not been analyzed; (ii) describe the various approaches to gender taken by participating missions; (iii) explain the relevance for enhanced networking, share lessons learned and best-practices from up-to 10 years of the application of WID in the region; (iv) identify where USAID has the comparative advantage on addressing gender concerns over other donors and partners; and, (v) assist in identifying potential avenues for future USAID interventions on WID within the region.

While the process may be adjusted based on feedback from the bilateral missions, AFR Bureau and G/WID, REDSO envisages that an IQC firm specializing in evaluations will be hired to undertake a six-month impact assessment process to be managed by the regional mission at REDSO/ESA.

III. EXPECTED PERFORMANCE AND OUTCOMES

Impact assessment is often difficult because causality is difficult to determine, in addition to being costly and time-consuming. However, managers need to know the effects of project activities on the intended beneficiaries during implementation. The primary objective of this regional gender impact assessment is operational. The purpose is to identify and address both strengths and deficiencies so as to enhance future impact. As a result, it is anticipated that this report will enable missions to improve the levels of utilization of what is available, and to make proposals on how the

information base can be further expanded and improved. This assessment should thus ultimately lead to the improvement of gender specific data available to Missions in the region. A second objective is to use the assessment as a learning tool as well as a means to improve program performance on gender issues and in enhancing the capacity to demonstrate accountability.

At the end of the six-month assessment process, this activity will achieve four specific results that will include:

(i) a report on the regional gender impact of USAID supported activities;
(ii) an inventory of currently collected data (including type of data, that is, qualitative, quantitative, availability reliability, utility, etc.);
(iii) a draft regional database on gender as a means for tracking activities that have a WID/gender perspective or impact in the region; and,
(iv) USAID Missions in ESA region, AFR Bureau and G/WID will participate in a workshop leading to the defining collaborative regional approaches to gender considerations based on the results of the Gender Impact Assessment.

The contractor will face the challenge of making the disparate information received from the various activities and approaches coherent and meaningful. To enable REDSO/ESA and participating Missions achieve this, the contractor shall undertake several inter-related activities. First, the contractor will undertake interviews of WID officers, Monitoring and Evaluation experts, Program Officers and Africa Bureau personnel with the objective of defining desirable approaches, set minimum standards, and refine the broad scope of the terms of reference for the evaluators. Second, the evaluators will undertake an assessment of selected programs that are gender-based, gender-related or programs with a gender component in at least 4 missions within the region over the last 5 - 10 years and identify the means by which appropriate and cost-effective data may be gathered. Third, the contractor will pull together all available data for creating a mission-specific/sector-specific database. Fourth, the contractor will design, convene and facilitate over a workshop to include Program officers, WID Officers, Monitoring and Evaluation experts drawn from Missions within the region, and also include G/WID and Africa Bureau personnel, to review the results and make recommendations leading to the development of regional approaches to gender considerations.

IV. SPECIFIC TASKS/STATEMENT OF WORK

The Contractor will carry out this Assessment by undertaking four distinct steps:

STEP 1: ACTIVITY DESIGN AND WORKPLAN
The Contractor will develop a detailed Workplan to be approved by REDSO/ESA in which the implementation and timing of the Activity Management process will be detailed. The Contractor will also detail the methodology to be used in implementing each step of this activity.

Estimated Timing: 10 days.
Location: Home-base.

STEP 2: REGIONAL GENDER IMPACT ASSESSMENT

The Contractor will undertake a regional gender impact assessment in **at least 4 development Missions in the east Africa region**. Focusing on agreed upon countries in the ESA region, the Contractor will:

i) Assess why unexpected progress on gender impact, either positive or negative, is occurring;
ii) Determine whether conditions for sustainability exist;
iii) Re-examine and/or test the validity of hypothesis and assumptions embedded in strategic objectives and results frameworks;
iv) Determine whether the needs of intended customers are being served;
v) Identify, probe, and understand positive and negative unintended impacts of assistance programs and;
vi) Distill lessons learned, which may be useful elsewhere in the region and the Agency.

The Contractor shall work from the field missions and Washington to:

i) Provide technical expertise to carry out background research and desk studies identified by USAID/REDSO/ESA and other operating units participating in the assessment;
ii) Perform activity, program, and results level gender impact assessment and related performance monitoring at Mission and Regional level; and
iii) Develop reports and disseminate findings from the impact assessment.

The contractor will also address the following strategic questions: What is the existing WID/gender portfolio funded by USAID in the ESA region (incorporating detailed information on WID/gender strategic objectives, results, components and activities)? What are the regional trends that should influence the allocation of resources? How does the existing portfolio fit in with AFR/B and Agency priorities and with G/WID priorities? Are there opportunities to optimize resources regionally? The objective of which will be to produce a prioritized list of issues and concerns that are considered critical to addressing gender considerations within the country and across the region.

Estimated Timing: 45days.

Location: East Africa – One round trip through Missions (Washington/east Africa)

STEP 3: DEVELOP A REGIONAL USAID GENDER INFORMATION SYSTEM

Utilizing the country and regional specific data collected during the regional gender assessment the Contractor will develop a regional gender information system that USAID Missions can build upon. Essentially a database, this system will contain available and illustrative data, trends and analytical tables indicating how it will be organized and managed. The Contractor will prepare a separate report indicating the consistency of data, lessons learned from other identified gender databases, such as the ENI Gender database, etc. The Contractor will also make recommendations to REDSO on where this database should be housed, future management and analytical processes required.

Estimated Timing: 20 days

Location: To be determined on basis of the proposal.

STEP 4: DISSEMINATION WORKSHOP

The objective of the regional workshop/meeting is to bring together lead UASID persons responsible for implementing gender considerations in the bilateral Missions to:

a) Present and disseminate the results of the Regional Gender Impact Assessment;

b) Share other information, lessons learned and best-practices for dealing with the issues and concerns identified in the assessment;

b) Identify key areas from the priority list of issues and concerns;

c) Develop criteria for the selection of issues on which to collectively focus efforts and/or resources;

d) Identify interventions more effectively done at the regional rather than the bilateral level, for example, types of training, etc.;

e) Develop country workplans and regional workplan. These workplans are envisaged as the basis for forming a joint regional strategy for dealing with each of the identified areas of focus. REDSO's primary role will be to facilitate the process of implementation; and

f) Build consensus on monitoring tools and impact data.

The Contractor will prepare a Workshop Report summarizing issues, processes and conclusions.

Estimated Duration of Dissemination Workshop: 3 days
Estimated LOE for design, planning, implementation and report writing: 12 days
Location: Kenya

V. SCHEDULE

The intended timeline for the assessment is approximately May 15, 2001 through October 15, 2001. The contract shall run for a period of six months counting from the effective date of the contract. The Contractor shall:

1. Complete the Country Specific Gender Assessments within three months;
2. Undertake the regional workshop within 5 months from the effective date of the contract;
3. Establish a functioning database on Gender/WID within 5 months from the effective date of the contract;
4. Continue to meet performance deadlines as established in the contract document.

VI. REPORTS AND DELIVERABLES

The Contractor shall prepare and present to REDSO for approval and/or information:

A. REPORTS

1. A detailed Activity Design and Workplan proposal. This should not exceed 20 pages;
2. Monthly progress reports. It is anticipated these will provide detail of progress made and are expected not to exceed 10 pages;
3. Country Reports on the Regional Gender Impact Assessment. These country reports should be no more than 30 – 40 pages each containing an executive summary (not to exceed 4 pages) of the country findings and conclusions;

4. Synthesis Report on the Regional Gender Impact Assessment. This will be the main report and should be no more than 65 - 75 pages and must contain an executive summary (not to exceed 5 pages) of the findings and conclusions;
5. Report on the development of the initial database designed to track Gender/WID objectives, results or related activities at Mission and regional levels focusing on 3 identified and approved sectoral areas. The report should be no more than 15 – 25 pages;
6. Workshop Report. The report should be no more than 30 – 40 pages and should contain a summary of discussions, recommendations and agreements; and
7. Final Activity Report.

B. SCOPE AND METHODOLOGY

C. DISSEMINATION WORKSHOP

D. IN DESIGNING THIS ACTIVITY, IT IS ANTICIPATED THAT THE CONTRACTOR WILL UNDERTAKE:

i) Desk reviews of R4s, Country Strategic Plans, Results Packages, Activity papers, evaluations, work plans, and other special reports on WID/Gender activities from and on the region;
ii) Review PPC/CDIE, AFR/ABIC and G/WID documents/publications that are relevant to this assessment;
iii) Interview with relevant Agency staff in AID/W, Mission staff in selected ESA missions;
iv) Design necessary survey instruments and undertake the regional gender impact assessment;
v) Develop an inventory of Gender/WID activities in the ESA region and Gender/WID Data Sources, Baseline Sources; etc.;
vi) Design and deliver regional gender information system;
vii) Design and deliver the Dissemination Workshop.

The contractor shall deliver one workshop as noted in Section IV (4) above. The contractor shall identify, select and make recommendations for an average of 25 - 30 participants for Workshop as agreed with USAID/REDSO/ESA.

VIII. TECHNICAL ASSISTANCE REQUIRED

A team of three social scientists will undertake this Regional Gender Impact Assessment. Two (2) social scientists will have experience in at least two (2) of the following development sectors: Gender Issues, Food Security/Economic Growth, Democracy and Governance/Conflict, and Capacity Building, and one (1) social scientist will have experience in the monitoring, evaluation and impact assessment of USAID programs.

The technical qualifications of the team required are:

a) Regional Gender Impact Assessment:

1) Women in Development and Gender Analyst/Team Leader (Senior Level): 1 person/55 days Qualifications:

At least MA degree and academic training in a social science discipline (anthropology, sociology, economics, political science or women's/gender studies), including specific training in social research methods and design. Extensive experience designing and implementing social research activities in developing countries, including the design and evaluation of development programs and projects that focus on techniques to assure that women participate in and receive the benefits of economic development.

Skills:

Demonstrated consulting and supervisory skills; demonstrated skills in writing technical reports and presentation. Technical knowledge and experience of gender impact assessment and training skills.

Experience:

Gender impact assessments; detailed knowledge of and experience of USAID activity design, implementation and evaluation policies; working with African NGOs. Good understanding of the ADS requirements on gender impact reporting.

Dissemination Workshop (See below):

Women in Development and Gender Analyst/Trainer (Senior Level)– one person for 12 days:

The Team Leader will also undertake facilitation and training in the Dissemination Workshop.

Note: The Team Leader must have prior experience in the impact assessment of gender related activities and will be responsible for the supervision, coordination and intellectual management of the Team's work. The Contractor is required to indicate the ability to work with regional experts.

2) *Evaluation Methods and Training Analyst (Mid-Level): 1person/ 45 days*

Qualifications:

At least MA degree in academic training in evaluation research methods and practices or academic training in broader social science or economic research methods. Extensive practical evaluation experience evaluating development programs and running evaluation-training sessions. Specific experience evaluating: developing country programs and projects, designing and implementing performance measurement and evaluation systems for management decision-making, implementing both formative and summative evaluation studies, and application of both qualitative and quantitative evaluation methods.

Skills:

Demonstrated analytical and consulting skills; skills in writing technical reports and presentation; proficiency in database management and spreadsheet; ability to analyze and package gender disaggregated data; extensive knowledge of running evaluation-training sessions and leading training courses on performance measurement and evaluation systems, and the application of both quantitative and qualitative evaluation methods; etc.

Experience:

Evaluation and impact assessments; understanding of the ADS and experience of USAID activity design, implementation and evaluation policies.

Dissemination Workshop (See Below):

Evaluation Methods and Training Analyst (Mid-Level) – one person 12 days:
The Evaluation Methods and Training Analyst will also be a lead trainer on assessing gender impact and in presenting the regional gender database.

3) *Program and Policy Analyst (Mid-Level): 1 person/45 days*
Qualifications:
At least MA degree and training in economics, policy analysis, program development and management, or social sciences including specific emphasis on quantitative and qualitative analysis of social and economic development programs and extensive experience with methodological approaches to assessing social and economic policy reforms in developing countries.
Skills:
Demonstrated consulting skills; program development skills; writing USAID reports.
Experience:
Detailed knowledge of USAID activity design, implementation, program/activity development and management, monitoring and evaluation policies and procedures. Good understanding of the ADS requirements on reporting.

b) Other Required Performance Categories

i) Database Development:

1) Database Specialist (Junior-Level): one person for 20 days
Skills: Working under the direction and supervision of the Evaluation Methods and Training Analyst, the Database Specialist will have demonstrated proficiency in database design, development and management; experience in analytical and statistical skills; ability to package and present data other gender disaggregated data; etc. This specialist may be contracted locally in the region.

ii) Dissemination Workshop:
1) Workshop Facilitator/Trainer (Senior Level) -- one person for 12 days:
Skills: Demonstrated training and facilitation skills for USAID workshops.

2) Conference Support Staff – three persons for 7 days:
Appropriate local support staff.

IX. RELATIONSHIP AND RESPONSIBILITIES

The following relationships and responsibilities will apply to this IQC:

a) The Contractor shall operate under the technical direction of Wanjiku Muhato, Regional Advisor of Gender Issues, USAID/REDSO/ESA;

b) The Contractor will be responsible for all logistics under this Task Order;

c) The English language is the only language required for performance of work under this Task Order; and

d) The Task Order IQC Contractor shall request, in writing, and obtain through the Task Order CTO, Country Clearance for individuals traveling under this Task Order (or, other cooperating country, as required), prior to commencing their international travel.

APPENDIX C
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APPENDIX D
RAPID APPRAISAL METHODOLOGIES (RAMS)

Rae Lesser Blumberg
University of Virginia and University of California, San Diego
September 2000

OVERVIEW OF RAMS

The first rapid appraisal methodology was named Rapid Rural Appraisal (RRA) at a conference at the University of Sussex in 1978, and proposed the concept of "triangulation" for establishing validity. Triangulation entails working with a honed-down list of variables and issues, and for each of them, gathering data from (at least) two sources, preferably using (at least) two different research techniques (say, focus groups vs. key informant interviews). Today, there is a growing family of rapid appraisal methodologies, including Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA) and Rapid Assessment Procedures (RAP). All rely on the principle of "triangulation" for validity. It is precisely this systematic attempt at cross-validation that raises the rapid appraisal methodologies above journalistic accounts, or "quick and dirty" research.

Even with triangulation, rapid appraisals produce data that are not as rigorous as random sample survey research. But because of their better ability to handle contextual data, rapid appraisals may have comparable - and sometimes better - levels of validity.

Moreover, rapid appraisals can be undertaken where random sample survey research cannot. The four principal reasons for not doing random sample survey research are that (1) it is not possible to meet the requirements for a random sample; (2) it is too early in the research process to be able to write the right questions and, especially, write the right closed-end alternatives to those questions, (3) the topics and/or target group may not be amenable to the rigid format of a survey, and/or (4) it is suspected that there is little variation in the answers people will give to the questions of interest. Specifically:

- The main reason for not being able to fashion random samples is that in many remote, large, or difficult terrain areas, it is too difficult and expensive to undertake the mapping that can establish the universe from which the random sample can be drawn.

- The main reason that surveys are inappropriate for the early, exploratory stages of research is that the multiplicity of open-ended questions that are needed at this juncture are horrendously expensive to code and analyze, and the process usually takes so long that results come in much too late to be of use to the average development project.

- Surveys also may be contra-indicated when the topic is too controversial or delicate or complex, and/or the target group may be engaged in activities that are too intimate or illegal to be willing to give truthful answers to the interviewer. (It also is impossible to delineate the universe of those engaged in illegal activities, precluding a random sample.)

- Finally, a large-scale random sample survey is most justified where there is lots of variation in the questions being explored, but too expensive if it just confirms key informants' assertions of uniformity (e.g., that almost 100% raise maize and cattle).

It is also worth mentioning two other potential advantages of rapid appraisals (RAs) that are relevant for development projects:

(1) RAs are extremely useful for measuring results or impact at any point in the life of a project, and RAs can be integrated into any Monitoring and Evaluation (M&E) system.

(2) RA focus groups with various sub-groups of both clients and control groups can be used to supplement quantitative indicators and provide the prospect of a more participatory way of creating and periodically measuring indicators.

A TYPICAL RAPID APPRAISAL SEQUENCE

As a caution, note that not all the steps presented here must always be done, nor must they be done in the following order; sometimes two or more steps can take place concurrently. What is important is that the information obtained is triangulated, or cross-validated. This means using two or more techniques, comparing the vision of "insiders" and "outsiders," and (where projects already are under way) contrasting the experiences of both clients and control groups. The typical steps of a rapid appraisal for a development project or program are:

1. Review of Secondary Data

This includes two types of **literature/documents: outside** literature (social science studies, government reports, donor studies, "gray literature," etc.), and **inside** literature (those related to the organization's project cycle, from initial formulations to final evaluations).

It also includes **re-analysis of existing data**. Again, these can be **outside** sources (national account statistics, household surveys, census, and/or quantitative data generated by bilateral or multilateral agencies, such as the World Bank LSMS series), and/or **inside** sources (e.g., rerunning tables to disaggregate them by gender, region, economic sector, age groups, etc.) The idea behind re-analysis of extant data is to use variables that had been collected and which are important to you but had not been used to disaggregate the data in the original analysis.

2. Gathering of Primary Data

Here are the main techniques:

- **Key informant (KI) interviews**. These make use of a flexible, semi-structured "topic list," rather than a rigid questionnaire, and this topic list can and should be continually adapted/modified as new insights and topics emerge.

  - Typically, KI interviews begin at the top, at the national level, and then work their way down to the grass roots level.

- They also should involve both **outsiders** (e.g., the staffs of NGOs that compete with the one(s) involved in the project; locally knowledgeable people such as teachers, health post workers, etc.) and **insiders** (various levels of project staff).

- **Focus group interviews**. These can be conducted in a participatory manner by the facilitator, so that participants interact and discuss topics among themselves, often arriving at new insights and recommendations.

  - The most essential thing is that focus groups should be **homogeneous**. One should never combine people with conflicting interests in the same focus group (e.g., labor and management; large landlords and tenant farmers, and - in most situations - men and women). Neither side will be forthcoming and honest.

  - Focus groups also should be **small**; the ideal size seems to be **five.** In practice, up to eight can be manageable with a trained facilitator running the discussion and a second person recording; conversely, the occasional group of four (or even three) may be necessary if there are "no shows." Why five? Social psychology research has established that when group size goes above five, a clear leadership structure begins to emerge: one or two dominate the group and one or more tend to withdraw, saying little or nothing. And based on my experience in over three dozen countries around the world, five is indeed the magic number for interactive, insight-producing discussions that can be managed by one facilitator (aided by one assistant to help record answers).

    - Focus groups can collect two kinds of data: (a) on the **issues**, and (b) **socioeconomic and socio-demographic** information. The social data can be collected at strategic moments when the issues discussion is veering off on a tangent, or being monopolized by 1-2 people. The facilitator announces that it is now time "to go around the circle," and asks everyone, e.g., how many children they have and how old they are. This breaks up the unwanted discussion pattern and the facilitator can pick up with a new topic or ask for a comment from someone who had not spoken.

    - During the project implementation phase, focus groups should be conducted not only with **insiders/clients** but also with **outsiders/controls**. It is necessary to have separate control group meetings in order to find out what other factors (exogenous variables or externalities) may have been affecting the people in the area, independent of the program/project.

- **Supplemental techniques.** These include:

  - **Follow-up individual interviews** with a few people from the focus groups to clarify points that remain in doubt.

  - **Observation**. This can be a powerful tool, especially for conservation/natural resource management projects. One can walk a farmer's fields and see what measures he/she <u>actually</u> is using, vs. what the person may say in an individual interview or focus group.

- **Content analysis** of newspapers or other media (TV, radio, magazines) or even donor or project documents may be very revealing - especially of biases that exclude certain groups or present them in a stereotyped way.

- A "last-step" mini-survey. Such a technique is useful if, after all the above:

  (1) we still cannot predict what the people in the next focus group are going to say on a particular topic, or

  (2) we need quantitative data, either to convince skeptics or because the consequences of loose estimates could be detrimental to the clients.

But this "last step" survey need not include all the items for which clear patterns have emerged. For example, if we already know the main crops and livestock in the area, the gender division of labor vis-à-vis those crops and livestock, and any variation in that gender division of labor by ethnic group or level of wealth, we do not have to include these items in the survey instrument. To reiterate, the mini-survey questionnaire need contain only the questions that remain in doubt. By this time, we probably know enough about even those issues to be able to make most questions "closed-end."

Naturally, a random sample remains the ideal. Sometimes, this becomes feasible for a "last-step" mini-survey when it would have been impossible for an initial baseline survey. This may be because the unsettled questions are now confined to a small sub-sector of the original geographic area. If so, the cost of constructing the "sampling universe" could be greatly reduced.

3. Feedback

In order to help the various stakeholder groups feel a sense of ownership in the project, it is necessary to encourage their participation in decision-making related to the project. One key step is to consult with them about preliminary findings and first round suggestions about project initiatives. The general sequence is to reverse the process to this point and "go back up the pyramid." In short, one would start with some of the grass roots people who had been focus group or key informant interviewees. Then one could hold a community-level meeting, even though those with less power would be unlikely to participate freely. There also should be feedback meetings with project staff (front-line workers, as well as project management), and finally, at the national level (including top management of the project, relevant donors, government officials, and the like).

In sum, rapid appraisals can provide data that can be defended scientifically more quickly and cheaply than any comparable method. As a final bonus, they are particularly suitable for typically under-funded development sectors, such as gender and development.

APPENDIX E
NEWSPAPER CUTTINGS ON THE WORK OF CCGD

Daily Nation/ Thursday, September 27, 2001 / NATIONAL /

Women demand top post

Aspirants should have running mates of opposite sex, they say

By MURITHI MURIUKI

Women want every presidential candidate to have a running mate of the opposite sex.

Alternatively, the President and the Vice-President should be from the opposite sex, they said during a meeting to set women's [illegible] for the constitutional [illegible]

The women recommended that the President and Vice-President be above parliamentary politics.

They also said the succession debate should be focussed "candidly and openly" and accused the government of failing to facilitate such a discussion.

"All we have from earlier questers is that the [illegible] should be young [illegible]

Other recommendations were:

- At least a third of people holding constitutional offices, the Cabinet, Judiciary and civil service be women;
- Children be constitutionally entitled to support and protection from both parents, whether married or otherwise;
- The government be constitutionally obliged to care for all orphans;
- [illegible] International Covenants [illegible]

Women protest against Kanu

They vow to use their numbers to fight for affirmative action

By WAMBUI MUTHUKU and PETER MUIRA

Hundreds of women took to the streets yesterday to protest against the recent move by Kanu to block the nomination of a third woman to the East African Legislative Assembly.

Police intervened when the demonstrators led by member of MPs, attempted to "break President Moi's [illegible] along the Uhuru Highway, Nairobi as he was heading to State House.

Later, Minister for Women's Development Chairman Zipporah Kittony condemned the demonstration, saying other women from the city were attending and women who did not know what affirmative action was all about. Ex-political officers chaired of the east General Election.

Security officers under the command of Central police boss Stanley Morkina were thrown into a panic when the demonstrators crossing the highway on their way to Uhuru Park refused to give way to the speeding President's motorcade. The Head of State did not stop to address the demonstrators.

The protesters took the protests at Chiefing self-government statues and carrying placards and banners, they marched on Kenyatta Avenue, Mbi Avenue and Harambee Avenue.

The banners condemning the government for undermining affirmative action, Kanu and "We want equality" and "Full Mi to support women".

The women who were joined by the Head of the Anglican Church, David Gitari, sought to hand the office of the President the most that one hour during the to be allowed to present their grievances to the President.

Armed security guards kicked off all the crowd and allowed only Mrs and journalists past the front gate. Their mission to cross the gate to President Moi's office was thwarted down.

The protest later subsided to the President and said by Mrs Kittony and in part "Kenya women from, give you support and support. What you have given back to us is chaos, rejection and shame."

Mrs. Kittony said women would use their combined strength to hold all those who had expressed opposition to the affirmative action.

The demonstration, which included political and human rights activists, were led by Mrs Kittony, Charity Ngilu

COMMENTARY DAILY NATION, MON, APRIL 17, 2000

Affirmative action the only way forward now

Lucy Oriang'

It is not often that I venture into the world of electioneering and campaigns. Given the nature of Kenyan politics, it is too much a case of simply where needs fear to tread. Give me academic politics anytime. I am a stomach coward when it comes to playing most nasty dirty. That's why I am taking this early opportunity to give the finish up to Kibaki firmly.

It takes a woman of courage to join electoral politics. It takes a woman of steel to live down her opponents of the other women. There's even those who thought they could stop this brave women in her tracks. Stripping a woman in public is an insult that one never sees the same weight in the case of a man. In fact, the act effect might be just the opposite. But Kibaki's subsequent conduct proved otherwise. You can't keep a good woman down.

Now [illegible]

to how much you can spend on a campaign, especially in view of the restrictions across the board. But I am sure you will privately admit that amounting an election in an opposition fashion — as much as in media politics — is only on another day. For the nationally rich.

Looking at the recommendations of the Inter-Party Parliamentary Group prior to the last General Election, I had cautiously began to believe that we were coming somewhere with this gender thing. But that was before the parties failed to meet the 30-35 threshold in the nominated MPs. Women ended up with only five of the lesser of sins.

But the one that really got to me was last week's recommendation by the Parliamentary Select Committee on the Constitution Amendment Act. Talk of stonewalled. This team actually recommended that only three women sit on a 15-member committee. That, in case you haven't noticed, comes to only one-fifth. What's wrong with one-half — or one-third at least — or is it that women are just left out of the Constitution?

Kenya Mission Report – Final – 02_03