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# USAID/East Africa Gender Assessment for Agriculture and Climate Change



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# USAID/East Africa Gender Assessment for Agriculture and Climate Change

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**Countries of USAID/East Africa**



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This Regional Gender Assessment for USAID/East Africa (USAID/EA) is the product of contributions from many people. It is the first time that a regional assessment has focused on the intersection of the three issues of gender, agriculture, and climate change, rather than addressing the topics in pairs. The original idea was developed by Kurt Low (Office Director, Regional Economic Growth and Integration [REGI] program), Thomas DiVincenzo, and Shirley Erves at USAID/EA. During the course of this assignment, the author and consultants had the chance to meet with numerous stakeholders in three countries and to attend two workshops, one in Nairobi, Kenya and one in Lusaka, Zambia.

The mission staff members were available for discussions and debriefings on several occasions. Each time the staff pushed the gender team to present more convincing arguments in support of the conclusions and to offer suggestions for implementation opportunities. Their interest and challenges have improved the report; any remaining errors are the responsibility of the author.

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Deborah Rubin

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## ACRONYMS

<b>ACTESA</b>	The Alliance for Commodity Trade in Eastern and Southern Africa
<b>ACTS</b>	African Centre for Technology Studies
<b>ADS</b>	Automated Directive Systems
<b>AMCEM</b>	African Ministerial Conference on the Environment
<b>ARI</b>	African Regional Institutions
<b>ASAL</b>	Arid and Semi-Arid Lands
<b>ASARECA</b>	Association for Strengthening Agricultural Research in Eastern and Central Africa
<b>ATPC</b>	African Trade Policy Centre
<b>AWARD</b>	African Women in Agricultural Research and Development
<b>CAADP</b>	Comprehensive Africa Agriculture Development Programme
<b>CBT</b>	Cross-Border Trade
<b>CCAFS</b>	Climate Change Agriculture and Food Security program
<b>CDM</b>	Clean Development Mechanism
<b>CGIAR</b>	Consultative Group for International Agricultural Research
<b>CIDA</b>	Canadian International Development Agency
<b>CIP</b>	International Potato Center
<b>CLIP</b>	Climate-Land Interaction Project
<b>CRSP</b>	Collaborative Research Support Program
<b>COMESA</b>	Common Market for Eastern and Southern Africa
<b>COMRAP</b>	COMESA Agro-Inputs Programme
<b>DFID</b>	Department for International Development
<b>EA</b>	East Africa
<b>EAC</b>	East Africa Community
<b>EASSI</b>	East African Sub-Regional Support Initiative
<b>FAO</b>	Food and Agriculture Organization
<b>FEMCOM</b>	Federation of National Associations of Women in Business in Common Market for Eastern and Southern Africa
<b>FiF</b>	Feed the Future
<b>GenDev</b>	Office of Gender Equality and Women's Empowerment
<b>GHG</b>	Green House Gas
<b>GCCI</b>	Global Climate Change Initiative
<b>GL CRSP</b>	Global Livestock Collaborative Research Support Program
<b>ICRISAT</b>	International Crops Research Institute for the Semi-Arid Tropics
<b>ICT</b>	Information and Communications Technology
<b>IDRC</b>	International Development Research Centre
<b>ICPAC</b>	IGAD Climate Prediction and Application Centre
<b>IGAD</b>	Intergovernmental Authority on Development

<b>ILO</b>	International Labour Organization
<b>ILRI</b>	International Livestock Research Institute
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>IUCN</b>	International Union for Conservation of Nature
<b>KARI</b>	Kenya Agricultural Research Institute
<b>KIPPRA</b>	Kenya Institute for Public Policy Research and Analysis
<b>LCC CRSP</b>	Livestock Climate Change Collaborative Research Support Program
<b>LEAP</b>	Landscapes, Energy, and Adaptation Program
<b>NARS</b>	National Agricultural Resource Systems
<b>NGO</b>	Non-Governmental Organization
<b>NRM</b>	Natural Resource Management
<b>PRGA</b>	Participatory Research and Gender Analysis
<b>REC</b>	Regional Economic Community
<b>REGI</b>	Regional Economic Growth and Integration
<b>ReSAKSS</b>	Regional Strategic Analysis and Knowledge Support System
<b>SADC</b>	Southern African Development Community
<b>Sida</b>	Swedish International Development Agency
<b>SIGI</b>	Social Institutions and Gender Index
<b>START</b>	Global Change System for Analysis, Research, and Training
<b>SOW</b>	Scope of Work
<b>SWC</b>	Soil Water Conservation
<b>UNDP</b>	United Nations Development Program
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>UNEP</b>	United Nations Environment Program
<b>USAID/EA</b>	United States Agency for International Development/East Africa
<b>USG</b>	United States Government

## EXECUTIVE SUMMARY

This report presents the findings of the second phase of a larger assignment (see Annex 1) to address gender issues related to design and implementation of the United States Agency for International Development/East Africa (USAID/EA) Regional Economic Growth and Integration (REGI) program. The effort was supported by a task order issued by the USAID/Office of Gender Equality and Women's Empowerment (GenDev) and USAID/EA through DevTech Systems, Inc. (DevTech).

The first phase of work consisted of a desk study that provided an overview of gender issues related to agriculture and climate change. The second phase involved interviewing stakeholders in East Africa, identifying the capabilities of potential partners, and considering possible programming options as USAID/EA in light of the new strategic directions being developed by USAID/EA.

Gender disparities in access to productive resources and political participation have been well-documented across the East African region, although specific gaps between men and women vary from country to country. At the same time, regional economic communities (RECs) and other regional organizations have made progress towards gender equality a part of their policy statements. The growing attention of the current U.S. administration to promoting the status of and opportunities for women and girls and the simultaneous reformulation of the regional strategy by USAID/EA provide a unique window for new directions in gender-equitable programming.

The following issues emerged as important during this review, each of which is discussed with more specific focus on either agriculture or climate change in the report itself:

- Partners and stakeholder groups hold many misconceptions about gender. Many people still incorrectly equate the concept with women (rather than as about the relationships between both men and women that shape opportunities and constraints in social and economic life) or have diluted the concept to include any social category (e.g., youth, elderly, the disabled, ethnicity). Some were concerned about the consequences of working toward “gender equality” and/or seeking “gender mainstreaming.”
- There are key areas relevant to USAID/EA's areas of focus where sex-disaggregated data is weak and gender analysis is limited, notably on women's involvement in regional trade, women's willingness to purchase improved seed and fertilizers, and on the potential gendered impact of regional climate change policies and programs.
- There are significant gaps between institutional gender policies among key research institutions and regional economic communities and their ability to provide meaningful gender integration into their programs. These organizations could benefit not only from additional capacity-building but also from organizational evaluations of why past efforts have not yet succeeded in transforming their approaches to gender.
- There are some excellent individuals and organizations in the region with expertise in integrating gender into both agriculture and climate change, but i) they are not always

consulted when their assistance could be most useful; ii) there is little awareness of which organizations can supply what types of services; and iii) there is little “quality control” in the field.

- Women are relatively well-represented in micro and small-scale enterprises and informal cross-border trade (according to the limited available data) but they rarely own large firms and they work in only certain subsectors. More nuanced analysis is needed of the types of services, support, and/or legislation that would help sustain women in growing their enterprises (e.g., removal of non-tariff trade barriers, legal rights education, access to credit, or other actions).
- Women’s regional networks face struggles in maintaining communication and coordination and need more support. There are barriers to communication and networking among and between researchers, policy makers, technical staff, and activists which affect the development programs and policies.

The report recommends that USAID/EA consider making new investments in the following general areas, which are detailed further in the report:

1. Improve Policymaking
  - a. Improve regional sex-disaggregated data collection and analysis relevant to improved policy making, such as poverty and vulnerability assessments, gender and migration related to climate change, gender differences in adaptation practices, entrepreneurship and trade statistics, and projects’ impacts on the relationships between men and women.
  - b. Support regional/intergovernmental bodies and government agencies in their ability to interpret and apply climate change and weather data.
  - c. Assist African Regional Institutions, because of their dominant and influential positions in the region, in their skills to prepare targeted gender analyses to inform policy positions and implementation. For example, EAC policies on trade, climate change, and regional economic integration are important influences in the region, yet the EAC Gender Office is under-resourced and unable to provide the type of technical assistance to other sectoral teams that could result in real change in their policies. USAID has an opportunity to provide resources specifically to the Gender Office to fill the technical gap and have an impact on a significant portion of its target population.
2. Strengthen regional and national partners’ ability to improve value chain and global climate change programming
  - a. To be able to effect change, partners need evidence-based studies on key topics including women’s and men’s involvement and personal safety in cross-border trade, and their participation in regional value chains related to maize and grains, and roots and tubers. Partners also need to develop gender-differentiated projections on climate change impact in the region. This is an area of technical assistance that has a relatively low-level of investment and builds local capacity.

### 3. Communication

- a. Support improved communication to help inform both men and women on changing policies and legislation related to trade and/or climate change. This might include supporting the East African Sub-Regional Support Initiative (EASSI) and East African Community (EAC) to implement the East African Protocol on Gender Equality, which contains in a single document the gender implications of all the provisions of the EAC treaty on the formation of a customs union, common market, monetary union, and free movement of persons and/or investment in other communications projects.

### 4. Capacity building

- a. Provide support to capacity building and communication among regional organizations and networks, specifically seeking to close the gap between organizations' gender-equitable policies and their ability to address gender issues in implementation. USAID could initially conduct in-depth organizational evaluations to determine what support has been successful (and at what), what has not, and why.
- b. Build U.S. implementing partners' capacity for gender analysis in regional trade associations and projects.
- c. Increase the pool of women scientists and women and men working on gender-responsive agricultural and climate science topics by contributing to an East Africa focus in existing global fellowship or training programs or to degree programs in the region to support students in degree programs working on gender and climate change issues.
- d. Strengthen the capacity of business women to access regional and international markets through regional associations, facilitating women's participation in regional and international trade fairs, and in investment opportunities.

These efforts will also develop the gender expertise available to USAID/EA.

### 5. Networking

- a. Within regional scientific organizations, support networking between climate scientists and other stakeholders on gender and climate change issues and agricultural scientists and farmers on gender and value chain issues.
- b. Assist women's business associations to build women's connections throughout the region to enhance their abilities to pursue regional trade opportunities.

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## I. INTRODUCTION

International scientific research has repeatedly demonstrated that East Africa will be one of the world's most hard hit regions by climate change during this century (IPCC 2007). Additional studies have determined that men and women will not experience these changes equally, and that adaptation measures will need to take gender differences into account to avoid exacerbating inequalities in the face of these long-term shifts in the climate of the region.

To ensure that its programs on climate change and climate smart agriculture will be gender-responsive, United States Agency for International Development/East Africa (USAID/EA) commissioned a multi-phase activity to integrate attention to gender in its Regional Economic Growth and Integration (REGI) program. The effort was supported under a task order issued by the USAID/Office of Gender Equality and Women's Empowerment (GenDev) and USAID/EA through DevTech (Annex 1).

This assessment was prepared by Deborah Rubin (Cultural Practice LLC) with the assistance of two consultants in East Africa, Sarah Ossiya and Olive Muthoni. This report follows a desk study completed earlier under this same assignment (Olson, Rubin, and Wangui 2010). Some findings have been confirmed and new ones emerged as a result of meetings and consultations with key stakeholders in East Africa (Kenya, Uganda, and Tanzania) conducted during January 2011 (see Annex 2).

The desk study reviewed the growing development literature on gender, agriculture, and climate change by key donors, universities, and research organizations. It also reviewed USAID/EA's activities planned under Feed the Future (FtF) activities and the Global Climate Change Initiative (GCCCI) (Olson, Rubin, and Wangui 2010).

In this report, the priorities and projects of key stakeholder groups in the East Africa region are explored and weighed against gender issues raised in the literature. It does not duplicate the earlier material, but seeks to provide a better picture of current activities in the region, identify gaps, and suggest both groups and activities that can meet the needs of the regional mission. Suggestions for programming, capacity building, and illustrative indicators are raised throughout and recapped at the end of the document.

### ***Structure of the Report***

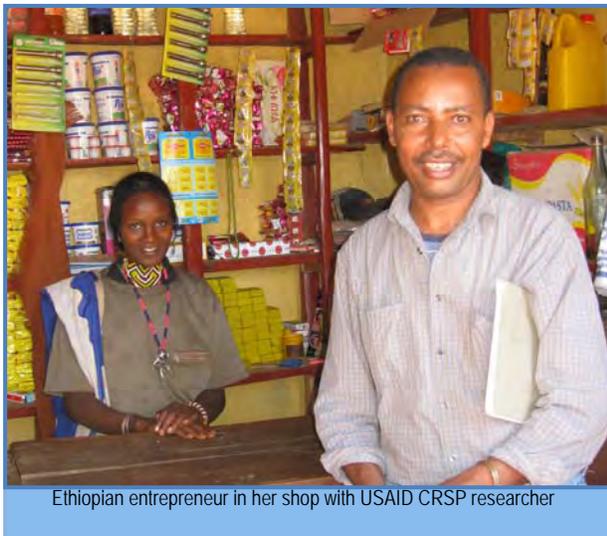
This report has five sections.

- The introductory section summarizes the parameters for addressing gender at a regional level, offers some gender-equitable principles, and reviews the findings from the desk study (Olson, Rubin, and Wangui 2010) identifying key issues related to gender, agriculture, and climate change in East Africa.
- The second section looks in greater detail at the regional situation and responses to these issues, including a description of the gender machineries and programs of key African regional institutions (ARIs).
- The third and fourth sections tackle the gender-related issues linked to USAID/EA's new programming objectives under FtF and the Global Climate Change Initiative.

- The last section summarizes recommendations for building institutional capacity in gender analysis both in USAID missions and among local partners and suggests new areas for interventions.

### ***What Does it Mean to Address Gender Issues at a Regional Level?***

The approach to gender taken in this assignment involves looking at the situation of women and men and exploring the relationships between them that are both reflected in and created by the institutions that shape their lives. These institutions (e.g., financial, socio-cultural, and legal) can create and maintain inequitable or equitable access and opportunity. USAID policies require this



Ethiopian entrepreneur in her shop with USAID CRSP researcher

gender analysis<sup>1</sup> be carried out when designing new programs and strategies, and USAID has identified “Promote Gender Equality and Female Empowerment” as one of its new operational principles.<sup>2</sup>

Regional missions do not operate exactly like bilateral (country) missions, giving this assessment a different direction. Where the bilateral mission typically works with national, district, and/or community-level groups that reach out directly to on-the-ground beneficiaries, the scope of a regional mission is broader. USAID/East Africa is charged to (a) work with other regional organizations that are addressing regional issues, commonly on policy,

research, transport, and trade; (b) work on pilot projects related to a regional issue that occur in two or more countries or between two or more countries, with the expectation that they can be scaled up across the region at a later point; or, (c) support the other bilateral missions, as a service mission, and bring a wider perspective with their area of technical expertise. Historically, USAID/EA did more service work and had fewer of its own programs. Currently, service remains one component in the mission’s tool kit, but the mission is implementing more of its own regional programs.

Integrating gender into regional programs poses a special challenge, since many programs work on policy reform and capacity-building and the analytical work that links policies to the impact on men and women is often missing or incomplete. USAID/EA also funds programs that operate through other regional organizations that may or may not include an emphasis on overcoming gender inequalities. In addition, sex-disaggregated data is usually collected at a national level and may not exist in regional compilations or be consistent from one country to another. In East Africa, these typical regional challenges are heightened by ethnic, production system, and

<sup>1</sup> Gender analysis is a methodology that both: i) describes existing gender relations between men and women in a particular setting, ranging from households or firms to a larger scale of community, ethnic group, or nation, and ii) organizes and interprets, in a systematic way information about gender relations to make clear the importance of gender differences for achieving development objectives. Gender analysis also involves collecting and analyzing sex-disaggregated data (on both men and women) and other qualitative and quantitative information on gender issues, including access to and control over assets (tangible and intangible), beliefs, behaviors, and legal or institutional frameworks.

<sup>2</sup> USAID, “Project Design Guidance” (December 9, 2011).

climatic diversity. This local heterogeneity shapes differences in gender systems and makes generalizations difficult.

More positively, many of the most important ARIs have established gender policies and strategies, in some cases have far-reaching statements supporting gender equality, but need help to achieve their stated goals in the implementation of their own programs (see Section II).

The following principles and suggestions for illustrative regional activities highlight opportunities for working toward gender equality in East Africa.<sup>3</sup>

- **Build on positive efforts of African regional institutions (ARIs) to move toward gender equality**
  - Strengthen the ability of African regional institutions [Common Market for Eastern and Southern Africa/The Alliance for Commodity Trade in Eastern and Southern Africa (COMESA/ACTESA), Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA), East African Community (EAC), Intergovernmental Authority on Development (IGAD), etc.] to update and implement their existing gender equality policies, including targeted support to their gender units.
  - Assist African regional institutions to work with national agricultural research organizations, trade, and transport organizations to develop gender equality programs and action plans.
  - Ensure that USAID programs (whether regional or bilateral) implemented in conjunction with those of African regional institutions refer and adhere to the ARIs gender equality policies as well as USAID's ADS requirements on gender integration.
  
- **Strive to overcome gender-based constraints to agricultural productivity**

USAID/EA can support regional agricultural research organizations such as ASARECA to:

  - Conduct research on new varieties and new technologies that will reduce producers' and processors' time, financial, and labor constraints, with special attention to constraints faced by women.
  - Support regional agricultural organization outreach and extension programs with the National Agricultural Research Systems (NARS) to improve their capacity to reach both women and men in producer associations and in farming households, using information technologies, with relevant content for improving agricultural productivity of crops and animals (including aquaculture) and more efficient links to markets.
  - Expand fellowship and mentoring support to women agricultural and climate scientists and to any scientists (men or women) working on overcoming gender-based constraints to agricultural productivity, such as labor-saving technologies, improved access to information through information and communications technologies (ICT), and climate smart crops and/or livestock varieties.

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<sup>3</sup> An earlier draft of gender-equitable principles intended for bilateral missions was initially developed by Cristina Manfre in preparation of the USAID/Ghana Feed the Future Strategy and by Deborah Rubin preparing a gender assessment for USAID/Mali. The initial draft of regional principles was drafted for USAID/West Africa. The current list is a product of discussions between Cristina Manfre and Deborah Rubin, both of Cultural Practice, LLC.

USAID bilateral programs can also support national agricultural research organizations to implement regional recommendations.

- **Strive to overcome gender-based constraints in the promotion of adaptation to climate change**
  - Promote clean energy use and management that will not exacerbate time demands on women and ideally will reduce their labor burdens.
  - Strengthen capacity building of NGOs and governmental staff to address expected impacts of climate change in policies and strategies.
  - Support regional training programs and training of trainers to assist stakeholders at all levels to identify and implement effective adaptation strategies that address gender issues.
  
- **Strive to overcome gender-based constraints to regional trade and transport**
  - Assist regional business and trade networks (with special attention to women-only groups) to address the distinctive needs of women entrepreneurs.
  - Support regional networks in their efforts to provide technical assistance to women entrepreneurs and to enhance their ability to enter into and sustain cross-border trade activities.
  - Help these regional networks to advocate for improved services from bank and other financial institutions to improve financial literacy for women entrepreneurs and women's access to foreign exchange services.
  - Design systems of resource allocation to explicitly reward women's unpaid contributions to household production.
  - Support these networks and associations to strengthen outreach to women and participation by women in their governance structures.
  
- **Monitor regional trade programs to strengthen equitable access to the rewards from agricultural and trading enterprises**
  - Improve customs tracking systems to collect sex-disaggregated data on visas issued for trade and business purposes to measure gendered impact of trade reforms.
  - Design financial services to enhance women-owned firms' ability to participate in regional trade, e.g., helping small businesses now operating nationally to expand to larger businesses that can function effectively across borders; enhancing mobile phone financial services; developing no- or low-collateral loan opportunities.
  - Support efforts to increase the participation of women-owned firms in program activities, e.g., develop inventories of such firms.
  - Increase women and women-owned firms operating in transport services.
  
- **Encourage regional science organizations and networks addressing climate change to study the differential impact of climate change on men and women**

Support a comprehensive review of National Environmental Action Plans in the region and/or any regionally-oriented climate plans for attention to the gendered impact of climate change to identify common principles or approaches. Bilateral Missions can assist by supporting review at a national level.

- **Foster equitable participation in decision-making processes at all levels (e.g., community organizations, producer associations, local government)**
  - Engage women’s advocacy groups in reform of regional policies.
  - Improve participation of women in the full range of association leadership roles.
  - Reform organizational or community governance structures (e.g., bylaws and constitutions) to promote women’s substantive participation and/or substantive attention to their needs.
- **Improve the collection of regional sex-disaggregated data on regional problems in agriculture, trade, and climate-related adaption and mitigation efforts**
  - Work with Regional Strategic Analysis and Knowledge Support System (ReSAKSS) and IGAD Climate Prediction and Application Centre (ICPAC) to support their collection of data from their partners and to analyze it with attention to gender differences.<sup>4</sup>
- **Promote the use of gender analysis<sup>5</sup> by policymakers and policy analysts as a tool to improve the enabling environment**
  - Ensure that attention to gender is integrated into agricultural policy research.
  - Offer trainings to assist policy makers in understanding the differential gender impacts of policy.
- **Improve knowledge of the performance of US Government (USG) investments in supporting women and reducing gender inequalities in agricultural and nutrition programs.**
  - Encourage regional groups such as ASARECA, COMESA, ACTESA, and others when they are designing and implementing multi-country programs to collect sex-disaggregated data in baseline surveys on both men and women. This may require complementary support from bilateral Missions at the national level, (e.g., COMESA’s Agro-Inputs Programme implemented by IFDC, discussed below).
  - Require identification of a set of impact indicators in project monitoring and evaluation plans.
  - Monitor progress (or reversals) of program impacts on men and women by supporting analysis of the relative improvement of men and women.
  - Conduct impact assessments to measure how USG investments have affected women and men differently.



Visiting with staff and farmers in of the Kenya Horticultural Development Program

<sup>4</sup> A gender position in ReSAKSS has been advertised and is being filled as of February 2012. The job announcement was for a research assistant to, among other duties, “Contribute to ReSAKSS’ analytical work specifically, in designing and managing the collection and analysis of gender disaggregated data on agriculture and rural development indicators, agricultural value chains and trade; Contribute to synthesis of studies and literature around gender issues affecting agriculture and rural development in the region to generate policy relevant messages.”

<sup>5</sup> See definition in footnote 1.

- **Strengthen capacity and confidence of USAID personnel in all offices to lead gender-equitable agriculture, climate change, and nutrition programs**
  - Build requirements for gender integration (rather than solely women's programs) into new assistance and acquisition requests (contracts and grants).
  - Expand substantive core training in regions or in Washington for USAID staff to understand gender analysis, gender equality, and the characteristics of gender-aware development programming.

### ***Summary of Findings from the Desk Study***

The literature review identified and discussed the following areas of gender disparities across East Africa, some of examples of which are noted below:

#### **Finding 1: Significant gender differences in access to productive assets that could inhibit growth-enhancing or climate-adaptive investments**

Looking only at land, for example, many studies have found that women hold formal title to less land than do men, and those who do own land typically have smaller plots. Although formal legal systems may give equal rights to land to men and women, in practice and in customary systems, men are typically favored over women in land allocation (FAO 2011). For example, in Kenya, one study attributes only 1% of land titles to women in 2004 (Institute of Economic Affairs-Kenya 2008). In Tanzania, where the 1999 land law overrides customary law if it denies women their right to use, transfer and own land and women's rights of co-occupancy are also protected, the 2003 agriculture census still reported that average land size is one-third lower in households headed by women than those headed by men (1.6 ha to 2.7 ha) (Tripp n.d.; United Republic of Tanzania 2007). In Uganda, multiple systems of land ownership co-exist, but customary law, which favors men, is preferred in rural areas, with mixed consequences for women at different life stages (Tripp n.d.).

#### **Finding 2: Restrictive social norms and attitudes limit women's opportunities and mobility that could impact implementation efforts**

Among other areas where women face obstacle that interfere with their ability to attain assets, agricultural extension systems are historically well-known for displaying institutional and individual prejudices towards women. Institutionally, programs have been oriented towards men heads of households without recognizing the critical roles played and decisions taken by women in both household and market-oriented farming systems. Research revealed the agents who were men visited women farmers less frequently and women-headed households hardly at all [results confirmed by the Tanzanian agricultural census of 2003 (United Republic of Tanzania 2007)]. These findings led to the commonly repeated suggestion that extension systems hire more women as extension agents. In Tanzania, by the late 1990s, approximately one-third of extension agents were women (Due 1997). Social beliefs affect the perception of extension agents about who is "the farmer." For many years, an economically-oriented definition was used that defined farmer as a person who earns 50% or more of his/her income from farming and agriculturally-oriented activities. This is a problematic definition for many women since some income may be pooled and some kept independently by men and by women within the same farming household. It also focuses on income rather than on activity. An approach that accepts any individual who calls him/herself a farmer, would allow both women and men, including those who farm primarily for home consumption to be considered as "farmers" (Rubin 2010).

### **Finding 3: Discriminatory laws, policies, and institutions can create barriers to women's engagement in project activities**

The gender disparities reflected in the land ownership figures cited above affect rural credit access as well, since land is the major form of collateral accepted for loan applications. According to the World Bank, “an analysis of credit schemes in five African countries found that women received less than one-tenth of the credit that was received by men smallholders.” This disparity occurs even though women tend to predominate in micro-lending programs. The small funding levels that women receive are only rarely transformed into larger, sustainable enterprises. Reforming lending policies to allow other forms of collateral (e.g., business contracts or other property), including non-asset based collateral is a more equitable option (Rubin, Nichols Barrett, and Manfre 2009).

### **Finding 4: Gaps in knowledge about gender relations could affect program design, monitoring, or evaluation, particularly related to climate change**

There is an emerging consensus in the literature and within the donor community that the effects of climate change on men and women will be different, and that awareness of the consequences of these differences can and should be incorporated into program design and implementation. However, there are critical gaps in knowledge of the specific impacts of climate change on vulnerable locations and groups, both in terms of the way that climate variability will intersect with rural men's and women's activities as well as the level and type of information to which men and women have access. Gaining a better picture of the gender dimensions of climate change impacts could lead to more locally appropriate and effective, gender sensitive programs. Another area of need is to incorporate sex-disaggregated data into models of climate change-motivated migration patterns and vulnerability assessments.

Overall, many of the recommendations from the desk study resonated through the discussions with stakeholders, including the suggestions for networking among regional actors, capacity-building for science and business leaders, knowledge management, and harmonization of legislation related to gender equality (e.g., on asset ownership, tenure security, gender-based violence, and political participation, and reform of cross-border policies). In addition, the report identified the need to support additional data collection on women's regional trade, including attention to the level of harassment experienced at border crossings. Regarding new programming on climate change, the report suggested attention to gender in clean energy use and management and expanding dissemination of information on climate change, vulnerability, and adaptation responses (Olson, Rubin, and Wangui 2010).

Additional suggestions from the field are discussed later in this report and include:

- ARIs and other USAID partners are interested in and need additional support through capacity building to implement and sustain their gender strategies. Improving the pool of women in skilled technical positions and supporting more training and fellowship programs for women and for men or women working on alleviating gender disparities
- Supporting positions for gender technical/sectoral advisors in USAID-financed projects
- Investing in more reliable data and data analysis on many areas of gender difference, especially with respect to the emerging issues related to climate change

- Supporting implementing partners to analyze the sex-disaggregated data that they might collect but do not always report on to better understand what works to change men's and women's behaviors, what doesn't, and why.

## II. THE EAST AFRICAN CONTEXT

USAID/EA is a regional mission serving twelve countries: eight with bilateral USAID missions and four limited presence countries (Table 1). USAID's definition of "region" and its regional presence and priorities overlap with, but are not identical to other ARIs. For example, the East African Community (EAC) includes five countries, all of which are in the USAID/EA group, while other regional economic and research organizations have intersecting memberships that overlap in only some countries. Each ARI has its own gender programming. USAID/EA's regional programs may be able to extend promising approaches of the ARIs into other countries.

**Table 1: USAID/EA Countries' Membership in Different African Regional Institutions**

USAID/EA Countries	EAC	COMESA <sup>1</sup>	IGAD	SADC <sup>2</sup>	ASARECA
	<ul style="list-style-type: none"> <li>● represents a USAID/EA presence country membership in key African regional institutions</li> <li>○ represents a USAID/EA non- presence country membership in key African regional institutions</li> </ul>				
Burundi	○	○			○
Central African Republic				○	
<b>Congo (DRC)</b>		●			●
Djibouti		○	○		
<b>Ethiopia</b>		●	●		●
<b>Kenya</b>	●	●	●		●
<b>Rwanda</b>	●	●			●
Somalia			○		
<b>Sudan</b>		●	●		●
<b>Tanzania</b>	●			●	●
<b>Uganda</b>	●	●	●		●
<b>Zambia</b>		●			
<b>Totals</b>	<b>5</b>	<b>9</b>	<b>6</b>	<b>2</b>	<b>8</b>

Note: Bolded names reflect USAID presence countries. The other countries are limited presence.

1. Additional COMESA members not in the list of USAID/EA countries include Comoros, Egypt, Eritrea, Libya, Madagascar, Malawi, Mauritius, Seychelles, Swaziland, and Zimbabwe.
2. Additional Southern Africa Development Community (SADC) members which are not in the list of USAID/EA countries include Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, and Zimbabwe.

From a gender perspective, these individual countries measure up very differently (Table 2). Each of the rankings listed measure somewhat different sets of variables.<sup>6</sup> In some countries, there are not adequate statistical records and they cannot be included in the rankings, since key

<sup>6</sup> The Global Gender Gap measures the relative position of women to men in terms of outcomes in four areas: economic participation and opportunity, educational attainment, political empowerment, and health and survival. The Social Institutions and Gender Index (SIGI) is based on measures of gender inequality in five areas: the family code, physical integrity, son preference, civil liberties, and ownership rights. *The Economist's* Women's Economic Opportunity index focuses on laws and regulations affecting women's participation in the formal labor market. It includes information on labor policy and practice, women's economic opportunity, access to finance, education and training, women's legal and social status, and general business environment. The Gender Inequality Index is compiled by UNDP and oriented more heavily towards health measures, education, and political participation and representation.

data measuring gender equality/inequality are missing. Overall, most of the East African nations fall in the lower half of international standards, but rank more positively than their West African counterparts. Several of the East African countries that have higher overall and economic rankings, including Uganda, Tanzania, and Kenya, still score poorly in education and ownership rights. This disjuncture suggests that women remain at a severe disadvantage; while highly active in low investment/skill activities, e.g., in petty trade, they cannot build on solid rights to land or capital or gain the education needed to grow their businesses or to win better jobs.

**Table 2: East African Country Rankings in Key Gender Equality Indices, 2009-2010**

USAID/EA Countries	Global Gender Gap (2010) (134 countries)				SIGI Rank (2009) [102-122 non-OECD countries]	Women's Economic Opportunity (2010) [rank (score)]	Human Development Index's (2010) [Gender Inequality Index (2008) rank]
	Overall rank [Rank in Africa]	EG rank	Educ. rank	Women's Enterprise Leadership Score (7 is best)			
	Overall rank [Rank in Africa]	EG rank	Educ. rank	Women's Enterprise Leadership Score (7 is best)	Overall rank out of 102 [Ownership rights rank out of 122]	113 countries	169 countries
Burundi	-	-	-	-	50 [79]	-	166 [79]
Central African Republic	-	-	-	-	70 [79]	-	159 [132]
<b>Congo (DRC)</b>	-	-	-	-	79 [119]	-	168 [137]
Djibouti	-	-	-	-	-	-	147 [not ranked]
<b>Ethiopia</b>	121 [21]	74	129	4.83	89 [108]	107 [31.3]	157 [not ranked]
<b>Kenya</b>	96 [15]	82	102	4.53	57 [111]	90 [41.3]	128 [117]
<b>Rwanda</b>	-	-	-	-	66 [111]	-	152 [83]
Somalia	-	-	-	-	-	-	not ranked
<b>Sudan</b>	-	-	-	-	102 [122]	113 [14.5]	154 [106]
<b>Tanzania</b>	66 [7]	57	114	4.67	53 [79]	83 [42.7]	148 [not ranked]
<b>Uganda</b>	33 [5]	42	107	5.51	73 [79]	97 [36.8]	143 [109]
<b>Zambia</b>	106 [17]	88	119	5.13	85 [111]	96 [36.9]	150 [124]

Note: Bolded names reflect USAID presence countries. The other countries are limited presence.

Sources: Global Gender Gap, see Hausmann et al. 2010; Social Institutions and Gender Index (SIGI) rank, see <http://genderindex.org> (OECD); Women's Economic Opportunity, see <http://www.eiu.com/sponsor/WEQ>; UNDP, Gender Inequality Index, see [http://hdr.undp.org/en/media/HDR\\_2010\\_EN\\_Table4\\_reprint.pdf](http://hdr.undp.org/en/media/HDR_2010_EN_Table4_reprint.pdf)

In the Global Gender Gap rankings, the EG category looks at three areas: participation, measured as the difference in men's and women's labor force participation rates; remuneration, measured by both a qualitative opinion survey on wage equality for similar work and a quantitative indicator on the ration of estimated female to male earned income; and third, advancement, measured by the ratio of women to men among legislators, senior officials and managers, and the

ratio of women to men among technical and professional workers. More detail is available at the website listed above.

From review of these numbers and the conditions of gender disparity that they represent, USAID/EA can justify adding or refining existing programming to improve data collection and analysis on women's economic indicators and to support economic or entrepreneurial training programs of various types, networking for women entrepreneurs, business development activities, and examination of trade policies, among other areas.

### ***Gender Policies and Strategies of the African Regional Institutions (ARI)***

Most of the multi-lateral ARIs identified as key stakeholders in USAID/EA's new regional strategy for agriculture and its programs in climate change have taken steps to establish an organizational gender equality policy; some have taken an additional step of developing a gender strategy. A few have established a gender unit and/or hired full or part time gender advisors (see Table 3). Despite these steps, none have successfully developed a gender program that is also consistently well-integrated into the operational work of the organization, and this is the gap that needs to be addressed. This section describes the gender architecture and activities of key African regional institutions.

**Table 3: Gender Integration in African Regional Institutions**

<b>Organization</b>	<b>Gender Policy</b>	<b>Gender Strategy or Action Plan</b>	<b>Dedicated Gender Unit and/or advisors</b>	<b>Monitoring and Evaluation System</b>
<b>ASARECA</b>	VISION/MISSION STATEMENTS	YES	YES ONE PERSON	YES
<b>COMESA</b>	YES	YES	YES FOUR PEOPLE	YES UNDER REVISION
<b>ACTESA</b>	FOLLOWS COMESA POLICY	Not Determined	NO USING SHORT-TERM CONSULTANTS ONLY	YES
<b>FEMCOM</b>	FOLLOWS COMESA POLICY	YES	YES	YES
<b>EAC</b>	YES	YES	YES ONE PERSON COVERS ALL SECTORS AND OTHER SOCIAL ISSUES (YOUTH, GOVERNANCE)	YES
<b>IGAD</b>	YES	YES	YES	YES

### **Association for Strengthening Agricultural Research in Eastern and Central (ASARECA)**

ASARECA is an international agricultural research organization based in Uganda that serves the National Agricultural Research Systems (NARS) of ten East and Southern African countries, eight of which are in USAID/EA region. It aims to improve agricultural research in the region to achieve greater food security and agricultural trade, leading to increased economic growth. Currently, ASARECA is in the middle of its 2006-2015 Strategic Plan that focuses on reducing extreme poverty and hunger and increasing the regional agricultural production growth rate to 6% in line with Millennium Development Goals (MDG) and the African Union's New Partnership for Africa's Development (AU/NEPAD)/Comprehensive Africa Agricultural Development Programme (CAADP) goals.

There have been efforts to address gender mainstreaming at ASARECA since 2000, when the Food and Agriculture Organization and International Development Research Centre initiated two

#### **Box 1: ASARECA'S GENDER VISION AND MISSION STATEMENTS**

Vision Statement:

"Gender responsive agricultural research systems for improved livelihoods"

Mission Statement:

"To create gender responsive institutions and research agenda for improved performance of agriculture sector while ensuring equitable distribution of resources and benefits to the various stakeholders"

gender-related programs (see Box 1). In 2003, a needs assessment was conducted with the assistance of the Consultative Group of International Agricultural Research (CGIAR) Participatory Research and Gender Analysis (PRGA) program revealing a lack of gender expertise in the region. This collaborative effort led to a project to build gender mainstreaming capacity not only in ASARECA but also in its partner NARS in the region. Four foundational training workshops were held to explain gender concepts, to conduct institutional analysis of the attention and attitudes towards gender issues, and to prepare workplans for gender-related activities.

PRGA funded a gender position at ASARECA during this period (through 2008), and one of the project outputs was to be a "regional policy to ensure gender-sensitive participation becomes integral in the NARS" (ECAPAPA 2007).

Several additional training workshops (April 2009, June 2010, and February 2011) have been held with both ASARECA staff and with representatives from the NARS to introduce concepts of gender mainstreaming and to build greater support for mainstreaming in the participating organizations. The ASARECA logframe includes gender indicators for each of the five result areas. ASARECA's gender mainstreaming strategy contains two components: improving its institutional mechanisms related to gender and implementing gender mainstreaming in its programs and projects. The gender theme is now housed within ASARECA's Policy Analysis and Advocacy Programme (PAAP).<sup>7</sup>

USAID has supported ASARECA for many years, and there is value to continuing to support a key regional agricultural research institution that has smallholder farming as part of its mandate. USAID has not directly supported the organization's gender integration efforts, and according to some interviewees there continues to be a disjuncture between the gender policy and attention to gender in research design or monitoring of impact, although recent solicitations are starting to call for greater attention to increasing participation of women in the research and measuring gender impact. A 2011 evaluation of ASARECA's research achievements noted that a Gender

<sup>7</sup> Previously, the gender program had been under the Eastern and Central Africa Programme for Agricultural Policy (ECAPAPA)

Mainstreaming Strategy was in a final draft, and that ASARECA was playing an important role in coordinating gender expertise across the region's NARS. It also concluded that there is an:

“...urgent need and opportunity for ASARECA to mainstream gender planning and analysis in its research projects...If this is achieved by considering gender-related differences among intended beneficiaries as one of several socioeconomic factors to be considered in project targeting and outcomes/impact assessment, this initiative can be expected to enhance ASARECA's effectiveness in contributing to USAID's concerns with both gender and poverty targeting” (Kirkby et al. 2011: 30).

**Recommendation:** USAID could support ASARECA's coordination role on gender and agriculture efforts in the region and build ASARECA's capacity to monitor the uptake of gender technical assistance in the organization and its programs. This report also supports the recommendations of the evaluation of Kirkby et al. to develop “criteria for gender compliance urgently needed for ASARECA programs and projects” and to “advance the current timetable for their development” by its M&E unit (2011: 51).

### **Common Market for Eastern and Southern Africa (COMESA)**

COMESA was established in 1981, first as a Preferential Trade Area to promote regional integration through developing trade in the region, and later in 1994 as a regional economic community (REC). Step by step it has now built a free trade area and customs union and is working toward a full common market and economic community. It was articulated in the treaty (in Articles 154 and 155) that the group agreed on a vision of gender equality, defined as “an environment where both sexes get equal opportunity to fulfil their potential” (COMESA 2008) and this view was included in the Gender Policy along with the Addis Ababa Declaration on Gender which were both adopted by participants at the seventh COMESA summit in 2002.

To achieve its gender equality goals, COMESA created both a Gender and Development Unit (upgraded to a Division in 2006) in Lusaka at its headquarters and the more narrowly focused Federation of National Associations of Women in Business (FEMCOM), based in Malawi. The purpose of these units is to mainstream attention to gender into all COMESA activities as the pathway towards achieving more equitable and sustainable development in the region.

Despite COMESA's important efforts, a baseline study on gender mainstreaming conducted in 2007 showed that serious gender disparities existed not only in the region but also in COMESA's own programs as a result, in part, of lack of attention to the importance of gender issues in planning programs and activities, and a lack of sex-disaggregated data on private sector and trade. The COMESA Gender Mainstreaming Strategy, 2008-2012, was developed to address these gaps, and to help bring COMESA's effort in line with other regional policies on gender.

The Gender Strategy (and Action Plan) is intended to:

- Harness women as a resource and to address gender inequalities in order to increase COMESA's competitiveness at regional and international levels and for economic development as a region;
- Facilitate intra-regional trade especially for women; and
- Facilitate Member States' contribution and benefits from the COMESA opportunities (COMESA 2008: 8).

Looking at the specific areas of focus, it appears that much of the work will take place through the national gender management systems in ministries. COMESA is also committing to strengthen FEMCOM to improve women's market access in the region. An additional focus is establishing monitoring and evaluation mechanisms (COMESA 2008: 10).

The COMESA Gender Unit is developing a program to increase the participation of women into regional and international value chains. It is launching the program in four countries, two of which (Uganda and Kenya) are in the USAID East Africa region. It will train women in the skills they need to become actors at multiple nodes in the value chain. Several donors are contributing to a United Nations Development Programme (UNDP) trust fund to support programs to improve the institutional capacity of COMESA's Gender Unit, including the Netherlands, Irish Aid, Norway, and the UN (Tamele 2010: 23).

There is also a support group of ministers that forms the COMESA Gender Technical Advisory Group which meets regularly. In May 2010, it preceded the meeting of the Ministers of Gender Affairs which addressed the role of women's entrepreneurship, declaring that there should be established a "women's entrepreneurship fund which would include a guarantee facility." In addition, the ministers suggested working more closely with donors to develop a regional training program for trainings of trainers who would work with women entrepreneurs.<sup>8</sup>

COMESA also held a consultation on "Gender, Agriculture, and Climate Change" with representatives from member states and other stakeholders in Lusaka, Zambia in April 2011. The purpose of the meeting was to present information about gender integration efforts in COMESA and related programs and to identify practical approaches for addressing gender in agricultural development and climate change programs (with special attention to conservation agriculture), and to discuss the draft sub-regional climate change initiative paper.



An Ethiopian entrepreneur who established her own shop with assistance from a USAID-funded Global Livestock CRSP activity working with pastoral communities

### ***Federation of National Associations of Women in Business in [the] Common Market for Eastern and Southern Africa (FEMCOM)***

FEMCOM was established in July 1993 under Article 155 of the Common Market for Eastern and Southern Africa (COMESA), and it is based in Lilongwe, Malawi. Its current director, Katherine Ichoya, had previously worked in the COMESA gender unit. Created as an arm of COMESA's Women in Business unit to integrate gender issues in COMESA activities,

<sup>8</sup> See news articles: <http://newzimsituation.com/comesa-technical-committee-on-gender-meets-42558.htm>; <http://newzimsituation.com/trade-within-comesa-member-states-shoots-to-us-15bn-42894.htm>

FEMCOM is both an apex organization that seeks to increase the involvement of women into regional trade and development activities, but also a representative body linking to COMESA member States, regional organizations, and international organizations. FEMCOM has chapters in the following member countries (Burundi, Djibouti, Democratic Republic of Congo, Egypt, Eritrea, Kenya, Libya, Malawi, Madagascar, Mauritius, Rwanda, Seychelles, Sudan, Swaziland, Uganda, Zambia, and Zimbabwe) and is administered by a board of nine country members.

Interviews with two of the country representatives suggested that there needs to be better clarification of the relationship between the COMESA Gender and Development Unit and FEMCOM. Its activities are also constrained by lack of funds. One representative saw FEMCOM as the link to COMESA through which the voice of women entrepreneurs could be heard, as the apex organization of national women's entrepreneurial organizations. Another saw a role for FEMCOM in managing networking and communication functions related to women's entrepreneurial groups throughout the region. There was agreement that the barriers inhibiting FEMCOM from achieving its goals should be addressed, as there is a need for the functions it is intended to serve to support women's enterprises in the region and expand women's involvement in formal cross-border trading. USAID has supported COMESA and also provided some funds directly to FEMCOM in the past.

**Recommendation:** USAID could fund an evaluation of the gender integration efforts at COMESA and help to develop a strategy for clarifying the responsibilities of COMESA's Gender Unit and FEMCOM, and to develop new mechanism for improving FEMCOM's links to women's entrepreneurial groups in the region. USAID could also work with FEMCOM in hosting a networking and goal-setting meeting of representatives from other women's business networks to gain a better understanding of priority areas for support in the region.

**BOX 2: ACTESA PARADIGM SHIFT ON GENDER**

*"The second paradigm shift that requires critical attention is ... the need to "fully empower and work with women and youth" in the region. Given that women ...contribute a significant portion of the labour force in the agricultural value chain and their critical role in household food security, it is imperative that women are adequately supported in their endeavours to increase access to finance, expand their production and marketing activities and enhance their business capacities. In this regard, every ACTESA program will have clear and well articulated gender targets. This... has already been done in the COMRAP which the EC and COMESA signed yesterday and which ACTESA will implement."*

Speech by Chris Muyunda, ACTESA, CEO (May 2010).

**Alliance for Commodity Trade in Eastern and Southern Africa (ACTESA)** was established as a sub-unit of COMESA (see above) for the purpose of integrating small farmers into national, regional, and international markets ([www.actesacomesa.org](http://www.actesacomesa.org)). ACTESA also implements programs targeted towards improving agriculture and trade policies, agricultural productivity, and regional trade. It also seeks to build the systems that provide agricultural inputs by training agro-input dealers. Its strong focus on staple crops includes grains and pulses, oil seeds, roots and tubers, livestock

and fisheries, forest and natural products, and tree and plantation crops. Many of these crops are both grown and traded by women as well as men in East African farming systems.

In 2010, a key ACTESA official identified a "paradigm shift" in ACTESA programming that was intended to involve greater attention to the inclusion of women by identifying "clear and well-articulated gender targets" in its COMESA Agro-Inputs Programme (COMRAP) (Box 2). The project is funded by the European Union (EU) Food Facility and implemented by the

International Fertilizer Development Corporation (IFDC) among others. IFDC reports that during the life of the project, it is expected to reach about three million smallholder farmers in Burundi, Ethiopia, Malawi, Rwanda, Swaziland, Uganda, Zambia and Zimbabwe, representing 10-15% of smallholder farmers in each country. The project is improving financial services, strengthening agro-dealer networks, and supporting commodity chains in seeds and other planting materials.<sup>9</sup> Based on figures reported from agro-dealer training programs, 27% of the trainees in two recent sessions have been women. According to one researcher, the project's target is to ensure that 40% of the trainees are women, but it has not been possible to cross-check this figure with project documents (Tamele 2010: 22). Both a mid-term evaluation (March/April 2011) and a final evaluation (January 2012) were to look at such issues of gender equity, but the results have not been publicly released. Both of the evaluations also included requests for a gender expert as one of the team members. FEMCOM has also been involved in the COMRAP activity and is helping to ensure that attention to gender is addressed in its implementation. The project ended in mid 2012.

Another AusAID program, "Strengthening Markets and Regional Trade for Food Security" (SMART-FS), has two components: to increase regional trade through improving the business models of entrepreneurs in regional value chains and to strengthen the institutional capacity of ACTESA. A gender specialist was supposed to be hired for approximately six weeks to address gender issues in the design of the program.<sup>10</sup> In addition, a new activity has been started by the CGIAR African Women in Agricultural Research and Development (AWARD) program to assist women agri-entrepreneurs. It will focus on women agro-dealers and will be implemented in partnership with IFDC and the Women in Agri-Business in Sub-Saharan Africa Alliance (WASAA) in collaboration with ACTESA's COMRAP program.<sup>11</sup>

As a sub-unit of COMESA, it is presumed that ACTESA also follows COMESA's Gender Policy, but the actual distribution of responsibility has not been definitively documented either from project reports or interviews. Apart from the short-term consultant supported by AusAid, there does not appear to be institutional support for gender expertise in ACTESA. Yet ACTESA's work through farmer organizations would benefit from a more sophisticated approach to reducing gender disparities in association governance and in access to critical productive assets. USAID supports the ACTESA secretariat, and could help ACTESA to work in conjunction with COMESA and FEMCOM, to address more directly issues of women's representation in the farmers organizations with which they work, such as the East African Farmers' Federation (EAFF) and Southern African Confederation of Agricultural Unions (SACAU).

**Recommendation:** Given USAID's substantial existing commitment to ACTESA, there could be a bigger benefit to working with them to improve gender integration throughout their work, and to reach out to both COMESA's Gender Unit and FEMCOM through ACTESA. Successful work with ACTESA could also potentially reach more mainstream economists and agricultural specialists than could work solely through a gender unit.

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<sup>9</sup> <http://www.ifdc.org/Projects/Current/COMRAP>

<sup>10</sup> Tamele 2010; Vacancy announcement, "Gender Development and HIV/AIDS in Agricultural Value Chains" see [www.actesacomesa.org/index.php?option=com\\_docman&task=](http://www.actesacomesa.org/index.php?option=com_docman&task=)

<sup>11</sup> <http://www.awardfellowships.org/leadership-blog/item/international-women-s-day-a-thank-you-from-award.html>.

### ***East African Community (EAC)***

The East African Community headquarters are based in Arusha, Tanzania. The organization was revitalized in 2000, and now includes five countries (Table 1). It promotes regional economic integration through a customs union and common market, and also has hosts regional judicial and other functions. Article 121 of the treaty requires the five partner states to make necessary laws to support the "full involvement and participation of women at all stages of development, especially in decision-making."

Gender is located under the social development agenda, and since 1998 has been linked to Gender and Community Development, Youth, Culture, and Sports as cross-cutting dimensions. These multiple areas of responsibility are handled by a single person assisted by an irregular staff of interns. Their main responsibility is to harmonize regional policies related to gender. They are working closely, for example, with EASSI (see below) on the East African Protocol on Gender Equality. Although not yet approved, a draft has been developed. If approved by the Sector Council, it goes through a longer review process at higher levels of authority, which can take up to one year.

The Gender Office operates under significant constraints. It has limited staff and resources. It has no budget to hire outside gender consultants with technical backgrounds to assist in integrating gender issues into other technical documents, yet the responsibility for making such recommendations and reviewing strategy documents rests with that office. As a result, although all strategy documents mention gender as a cross-cutting issue, it rarely takes on more specific considerations. In 2008, the unit conducted an inventory of women's groups, youth groups, and other civil society organizations with funding from the Germans, but it has not been updated and it was neither complete nor set up in a searchable data base. They have been discussing the possibility of undertaking a gender audit with some donors, but nothing has yet been finalized.

***Recommendation:*** EAC policies on trade, climate change, and regional economic integration are important influences in the region, yet the Gender Office is under-resourced and unable to provide the type of technical assistance to other sectoral teams that could result in real change in their policies. USAID has an opportunity to provide resources specifically to the Gender Office to fill the technical gap and have an impact on a significant portion of its target population.

### ***Intergovernmental Authority on Development (IGAD)***

Attention to women and gender issues within IGAD were initiated two years into the organization's existence, with the workshop on "Women in Business" held in Nairobi, Kenya in 1998 and the suggestion raised there to establish a Women's Desk at the Secretariat. It operated from 1999-2004, when the Gender Policy and Strategy was developed and launched as part of the new Gender Affairs Program. Among the responsibilities of the new program was to hold annual meetings for the Ministers of Women/Gender Affairs of the member states.

In 2009, the program recovered from a two-year hiatus and has begun a new set of activities in gender mainstreaming in line with the 2010-2014 strategy which includes the goal of “Enhancement of Gender Mainstreaming Capacity” in IGAD. In June 2010 a consultant was recruited to conduct a baseline survey and work on guidance materials to assist staff members in integrating gender into their work. A training of five days was held for both core and program staff in September.<sup>12</sup> In December 2010, the Gender Experts of the IGAD member countries met to finalize their report in preparation for the meeting of the IGAD Ministers in charge of women and gender affairs held soon after. The meetings reviewed the progress and challenges of IGAD’s Gender Affairs Program, issuing a statement committing themselves to improving women’s decision making positions and improving monitoring and evaluation of the IGAD Gender Policy, among other points.<sup>13</sup>

### **Promising Practice? The Gender Equality for African Regional Institutions Project**

The Canadian International Development Agency (CIDA), for example, gave \$500,000 to implement a program to support gender mainstreaming in four institutions across the continent (2007-2011): the Forum for Agricultural Research (FARA) in Accra, Ghana; the Nile Basin Initiative (NBI) in Entebbe, Uganda; L’Observatoire du Sahara et du Sahel (OSS) in Tunis, Tunisia; and the African Trade Policy Centre (ATPC) in Addis Ababa, Ethiopia. The support provided by the Canadian organization, Foundation for International Training, under the “Gender Equality and African Regional Institutions (GEARI)” project was directed towards integrating attention to gender into the planning, implementation, monitoring and analysis of each institution’s policies and programs through the conduct of gender audits and the development of tailored implementation programs. Canadian and African consultants visited each of the institutions and worked with the staff to conduct audits of their gender mainstreaming efforts. On the basis of the audit reports, institutional action plans were developed. In another example, ATPC hosted both an inception workshop for the three

#### **Box 3: RESULTS OF GEARI**

*“The GEARI project has provided valuable services to each regional institution it supports. As a result of the support received, each institution has developed a [Gender Equality] GE action plan. Additional results include: the Nile Basin Initiative (NBI) allocated over \$500,000 of institutional funds to activities to improve GE and recognised that developing a Gender Policy is an important part of making it a stronger institution. African Trade Policy Centre (ATPC) provided training on gender and trade to the gender focal points identified with its partner institutions and is now developing programming responding to women’s significant role in cross-border trade.”*

The ATPC announced in its first quarter newsletter in 2010 that it is working with three Regional Economic Commissions – the Economic Community of West African States (ECOWAS), the Southern Africa Development Community (SADC), and the East African Community (EAC) to mainstream gender into their trade and development programs as an outgrowth of the assistance that ATPC has received from GEARI.

<sup>12</sup> Terms of Reference for Consultant on Gender Mainstreaming Capacity Enhancement at IGAD Secretariat and Specialized Offices: See [http://igad.int/attachments/210\\_TOR-Gender%20Baseline-Audit.pdf](http://igad.int/attachments/210_TOR-Gender%20Baseline-Audit.pdf).

<sup>13</sup> “Together We Rise To Attain Gender Quality and Women’s Empowerment” See [http://igad.int/index.php?option=com\\_content&view=article&id=266:together-we-rise-to-attain-gender-quality-and-womens-empowerment&catid=44:economic-cooperation&Itemid=127](http://igad.int/index.php?option=com_content&view=article&id=266:together-we-rise-to-attain-gender-quality-and-womens-empowerment&catid=44:economic-cooperation&Itemid=127).

Regional Economic Communities (RECs) and a gender training program for them as part of its own outreach strategy (see Box 3),<sup>14</sup> as well as more in-depth training workshop on the same topic a few months later.

**Recommendation:** This seems to be a promising model for USAID to consider in looking at ways to build institutional capacity and commitment to gender equality. A competitive RFP or RFA would be developed that would ask for a joint program to be developed by organizations with a high level of gender expertise in key technical areas, such as trade, agricultural research, and environment and climate change. U.S. gender experts and regional gender experts would work together to provide capacity building training and analysis to East African regional institutions such as ACTESA and the ECA others. A financial and staff committee from the organizations would be required as well.

In sum, there are a range of African Regional Institutions with which USAID already works that would benefit from additional targeted support to improve the way in which they integrate gender into their portfolio of programs and policies. A start might be to fund evaluations of three organizations with the broadest reach and which fit well with USAID new strategic priorities: ASARECA, COMESA, and the ECA, possibly using a model similar to that developed by CIDA but with a focus on integration of attention to gender into programming rather than in the development of institutional policies

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<sup>14</sup>An overview of the project is available <http://www.ffit.org/index.php/projects/other-countries/gender-equality-and-african-regional-institutions-africa>; for specific work accomplished with ATPC, see [http://www.uneca.org/atpc/gender\\_2008.asp](http://www.uneca.org/atpc/gender_2008.asp)

### III. FEED THE FUTURE PROGRAMMING: ISSUES AND OPPORTUNITIES

The countries of East Africa include both food supply and deficit regions, with some countries fitting both categories at times. Improvements in agricultural productivity and regional trade can smooth out these highs and lows, especially as short term climate variability and longer term climate change shift where producers, large or small, can cultivate staple crops and horticulture, and gather non-timber forest crops. In the Ethiopian highlands or in parts of Mozambique, climatic shifts might even create areas of higher productivity (Below et al. 2010: 3-4).

Women have both historically and today played a critical role in the region's agriculturally dominated economies of East Africa, so achieving higher yields and increasing the volumes of traded staples will involve changing the direction and scope of women's involvement in the sector. For many years, the focus of both research and programming has centered on women's roles in production and to a lesser extent in food processing and local marketing. Recent analysis confirms that Sub-Saharan African countries have the highest global average share of women in the agricultural labor force, nearly 50% in 2010 (FAO 2011: 10).<sup>15</sup> The average levels, while declining from 84.7% in 1980 to 51.3% in 2010 vary across the individual countries of East Africa, from a high of 57% in Rwanda to a low of 45.5% in Ethiopia (Table 4). Investing in agriculture and agriculturally related sectors has been shown to benefit women as well as members of their households (Quisumbing 2003). However, a broader approach to regional agricultural opportunities through gender-responsive programming can build economic growth that will expand women's engagement beyond the farm, strengthening their entry into other nodes of agricultural value chains and in non-agricultural enterprises.

Recommendations to increase benefits for women is a priority not simply because of the importance of their labor to the global food system, but because women continue to face more barriers than do men in their opportunities to gain access to critical factors of production and enterprise development, including control over and ownership of land, access to credit, and formal education or technical training.

#### ***USAID Priority Program Area: Building Regionally Integrated Markets***

The East Africa Feed the Future multi-year strategy (2011-2015) describes the goal of accelerating inclusive agricultural sector growth and doing so cognizant of future climate stresses. The recently approved strategy's overarching regional goal is "Increased Access, Availability, and Utilization of African-grown Staple Foods in Regionally Integrated Markets on the Northern and Central Corridors." It also adds a second goal of improving nutritional status, especially of women and children. The specific focus of regional mission program support is to "Increase Trade Flows of Staple Foods in the Region" as a transformational focus area, supported by the twin pillars of supporting strategic partnerships with African regional institutions to increase trade flows" and "provide regional services to achieve trade flow coordination" (USAID/EA 2011: 15).

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<sup>15</sup> This figure is "calculated as the total number of women economically active in agriculture divided by the total population economically active in agriculture" with regional averages weighted by population (FAO 2011: 10).

## Improving agricultural productivity

The Africa-led Comprehensive Africa Agricultural Development Programme (CAADP) calls for 6% growth in agricultural productivity as its primary goal. The FtF focus will be on staple grains (especially maize), beans and other pulses, livestock (especially related to livestock health), and regionally traded horticulture (USAID/EA 2011: 19). Building the regional value chains for each of these sets of crops has gender dimensions. For example, women cultivate maize but are not always engaged in its marketing; women have a more extensive role in the cultivation, processing, and marketing of beans and other pulses as well as some horticultural crops. Women are also producers and traders in small livestock, such as chickens, sheep, and goats. Increasing both productivity and quality will involve women as smallholders and as employees in larger enterprises.

**Table 4: Agricultural Share of the Economically Active Population and the Female Share, 2010**

Country	Agricultural share of economically active population (%)	Female share of economically active in agriculture
Burundi	89.2	56.0
Central African Republic	63.3	49.9
DRC	57.3	48.8
Djibouti	74.0	46.5
Ethiopia	77.3	45.5
Kenya	70.6	48.6
Malawi	79.1	50.2
Rwanda	89.4	57.0
Sudan	51.5	39.5
Somalia	65.6	45.9
Tanzania	75.9	55.0
Uganda	74.8	49.5
Zambia	63.3	46.5

Source: FAO 2011: 111 (Table A4)

Gender-based constraints that limit efforts to increase agricultural productivity include women's lack of education, lack of access to market information, lack of ownership of land, discriminatory laws, and restrictive social attitudes. Some of these barriers are more difficult to address through regional programming, such as increasing women's access to land. USAID/EA can work with African regional institutions and other organizations to overcome these restrictions by:

- Supporting regional agricultural research programs to address women's issues: reducing time and labor needs through tools, technology, different crops or crop varieties that provide higher yields and/or nutritional value or with lower water and labor requirements
- Supporting the development of regional market information systems and communication channels accessible by women

- Improving the regional availability and distribution of inputs to women farmers, overcoming constraints of transport and limited demand (Nathaniels and Mwijage 2000:1)
- Strengthening the operations of regional women's agricultural networks.

### **Increasing regional trade, especially in staple foods**

Trade policies are rarely developed with explicit consideration of the gender dimensions of their impact, and much of the advocacy surrounding women and trade has focused on bringing more attention to women's issues into trade negotiations and getting more women into the negotiation process (see Box 4).

Increasing regional economic integration has been a long-standing goal in Africa to increase economic growth and the presence of African businesses in the world economy. Economic globalization and regional economic integration however have the potential for creating both positive and negative impacts on local enterprises. Investments and trade growth can create jobs for wage employees and offer opportunities for entrepreneurs to enter the supply chain. But increased regional trade can also bring in lower priced goods or agricultural products that, while beneficial to consumers, can put local entrepreneurs out of business.

#### **BOX 4: TRADE POLICIES AND GENDER RELATIONS**

*"[it is] within the framework of [trade] policies that individual women and men make their decisions on how to divide their time between remunerated and unremunerated work [so] the actual development of these economic structures and policies has a direct impact on women's and men's access to economic resources, their economic power and consequently the extent of equality between them at the individual and family level."* (East African Community Customs Union 2006)

The specific gendered impacts of regional trade policies and trading practices in East Africa have not been well studied nor have gender issues been fully articulated within the Regional Economic Communities (Ndomo 2009). Although initial reviews have been done, much remains to be learned about the character and level of women's involvement in cross border trade in East Africa (Collaborative Centre for Gender and Development 2006). Statistics are few and unreliable and they vary in scope from country to country across the region (see Box 5). Research from elsewhere suggests that the effects of increased trade can be both positive and negative on gender equality because women participate in and benefit from trade in their different roles as agricultural producers, entrepreneurs, as employees, and as consumers, all within an existing set of unequal power relationships. Key areas in which changes typically occur include: wage differentials, access by women to resources and services, government policies related to gender equality (Tran-Nguyen Beviglia Zampetti 2004).

In its regional programming to increase trade, USAID/EA can:

- Promote attention to the identification of gender issues and use of gender analysis in all its trade-related activities
- Support capacity building on trade and gender in African regional institutions through trainings and policy analysis, including gender audits of existing trade agreements
- Support the engagement of women's trade associations and other representatives of women's trade concerns in policy negotiations
- Improve regional sex-disaggregated data collection and analysis on key gender and trade-related questions

- Support activities that promote awareness among women of East African Community regulations on regional trade and the customs union.

#### **Box 5: KEY STATISTICS ON GENDER AND TRADE**

##### **Women Traders**

- 70% of traders between Mozambique and South Africa are women, who also make up over 65% of traders between Zimbabwe and South Africa.
- 60% of non-agricultural employment is provided by trade -- the most important source of employment among self-employed women of Sub-Saharan Africa.

##### **Women-Owned Businesses**

- 50% of all small and medium enterprises (SMEs) are owned by women but their businesses tend to be smaller, are less likely to grow, have less capital investment than male-owned firms, and are twice as likely as male-owned firms to be operating from home.
- Female-owned SMEs report only 57% of the income earned by their male counterparts, and their businesses generate 40% of total Micro, Small Medium Enterprise (MSME).

##### **Informal Trade**

In Malawi, there are 4 times as many men as there are women who participate in the formal sector across job categories. In addition, men earn about 18% more than women for the same job after controlling for all other factors.

- \$17.6 billion USD per year: the average value of informal cross border trade in the SADC informal Region. 30 - 40% of intra--SADC Trade is made up of informal cross-border trade.
- 70% of informal cross border traders in southern Africa are women.
- 60% of women's income comes from cross-border trade (CBT) compared to 24% of males where both men and women cited food for the household as the major reason for CBT.

More women (60%) than men (40%) are involved in the imports of industrial products, and the composition of goods shows gender—specific differences, with men engaged in higher value items such as watches and radios, while women tend to specialize in textiles (including used clothes, plastics and stationery). There is a similar pattern with the mineral and forest products, with women trading mostly in imports of kerosene and beads, while imports of gasoline fuel are done exclusively by men who also dominate trade in gold and silver jewelry. Trade in services (transport, money exchange and warehousing services) is dominated by men, while women are mainly involved in carrying loads on their heads across and within the border markets.

Excerpted from Amanda Shaw 2010: 3-4.

### **Linking agricultural and trade programs to improved nutrition**

Increasing yields of food crops does not on its own result in improved nutrition, especially for women and children. The flow of food from the farm into household is not a direct one; intra-household decision-making and social status influence the pathways and quantities of nutritious food on its way into the cup and bowls of household members (Hawkes and Ruel 2011). The five identified pathways are: increased food for own consumption, increased income, reductions in market prices, shifts in preferences and shifts in control of resources within households (Arimond et al. cited in Meinzen-Dick et al. 2011).

Research has demonstrated that increases in women's income can have a positive effect on food purchases and children's nutrition (Quisumbing 2003). At the same time, "empirical evidence shows that increasing women's control over land, physical assets, and financial assets serves to raise agricultural productivity, improve child health and nutrition, and increase expenditures on education, contributing to overall poverty reduction" (Meinzen-Dick et al. 2011).

At a regional level, in addition to increasing incomes and food supplies through increased productivity and trade already noted, USAID/EA can maximize the likelihood of achieving better nutritional outcomes by supporting regional agricultural research institutions to:

- develop and test nutrient-enhanced crops;
- support the expansion of regional value chains in nutritious foods (indigenous and exotic fruits and vegetables, fresh and processed);
- recommend planting sequences and new crop mixes for year-round gardening that could supply a wider variety of micronutrients; and
- develop curricula for agricultural extension systems that integrate nutrition education.

### **Supporting African Regional Institutions**

As discussed in Section III, African Regional Institutions typically have gender policies as well as one or more dedicated gender staff members. They nonetheless continue to struggle with sustained funding for gender-related analysis and application of analysis to program implementation. The causes are numerous, and vary by institution. Stakeholders and studies alike report factors that stall gender integration efforts as including: lack of qualified staff, lack of dedicated funding, resistance of institutional or project leaders who see gender integration as "extra work" and not relevant to their technical work, lack of understanding of gender concepts (including the idea that gender refers only to women), among others.

USAID/EA, in its programs that are implemented through regional partnerships with African institutions, such as COMESA on trade and ASARECA on agricultural research, can support improvements in gender integration efforts by:

- including gender outcomes as a measure in any institutional or program evaluations it supports;
- requiring reporting on gender outcomes as part of program reporting;
- funding specific gender-related research or implementation activities, including improvements in sex-disaggregated data collection on monitoring and evaluation;
- supporting opportunities for scientific and policy exchanges across the region;
- building ARI gender capacity to enhance national ministry capacity to perform general analyses and apply the findings to their programs.

### ***Engendering the Challenges to Improving Regional Trade and Agriculture Programming***

There is no scarcity of literature on the general issues surrounding gender and agriculture in East Africa (see selected resources in Annex 3), but determining how to apply the finding and lessons learned to achieve more equitable gender relations and economic objectives has been a harder task. As an outcome of the desk study (Olson, Rubin, and Wangui 2010) and of stakeholder meetings, USAID/EA has identified a number of barriers experienced by women in the region in owning key productive assets such as land, gaining access to sufficient credit to expand their enterprises, finding information related to improving agricultural productivity, accessing

markets, and building their businesses, and operating in restrictive social environments. The FtF strategy emphasis to increase regional trade identified eight challenges, each of which has its own gender dimensions (see Table 5) (USAID/EA 2011: 1-3).

**Table 5: Engendering the Challenges to Building Regional Trade in East Africa**

General Challenge*	Revised to reflect impact of Gender Disparities**
The high cost of doing business in the region	Women's lower levels of ownership of land and other property, access to education, business development skills, and credit limit their ability to start and expand business (see Table 2). The poor transport infrastructure exacerbates risks to women's personal safety and strengthens social attitudes against their mobility.
Tariff and non-tariff barriers that limit the flow of goods	Women, especially smaller traders, have little knowledge of trade regulations and prefer to operate outside the formal systems (Masinjila 2010).
Low productivity and market access	Women are central to African agriculture (FAO 2011) but typically get little information from extension advisory services and are less likely to get market information (Manfre forthcoming) that would increase productivity and market engagement.
Low levels of competitiveness	Women owned enterprises are small; barriers to expansion include the time and labor burdens of their domestic responsibilities; lack or cost of credit to expand businesses.
High rates of poverty and malnutrition	Increasing women's control of household income has been associated with improvements in children's nutritional status and school attendance (Quisumbing 2003; Hallman 2003).
Chronic food insecurity and emergencies	Women and children are typically more negatively affected by emergency situations. In East Africa, women have been at risk of sexual violence in recent conflicts (Kenya, DRC, Uganda) (UNICEF). <sup>16</sup>
Gender inequities	Changing gender norms and relationships in agriculture and trade will involve the cooperation of both men and women.
Variability and heterogeneity	The type and extent of gender inequality varies across the region (see Table 2); programming should investigate the existing national laws on gender equality and also take into account ethnicity where relevant.

\*Described in USAID/EA Multi-Year FtF Strategy 2011

\*\* Revised by author

To address these gender issues, four broad categories of possible support on the intersection of agriculture, trade, and increased gender equality are presented:<sup>17</sup>

- i) Engendering the implementation of trade policies

<sup>16</sup> UNICEF, "Gender and Emergencies," [http://www.unicef.org/esaro/7310\\_Gender\\_and\\_emergencies.html](http://www.unicef.org/esaro/7310_Gender_and_emergencies.html)

<sup>17</sup> Prioritization strategies are discussed in the last section of the report.

- ii) Supporting gender-responsive regional value chain development
- iii) Building gender-related capacity of African Regional Institutions
- iv) Strengthening networking and knowledge management among key stakeholders in government, academia/research, and the private sector.

## **Overview of Activities Addressing Gender and Regional Agriculture and Trade Issues**

### **Engendering the implementation of trade policies**

The countries of East Africa have taken important steps in recognizing the importance of addressing gender issues in regional trade policies. The Preamble and Objectives of the East African Customs Union state support for the mandate to mainstream gender into the programs. Other sections of the document, however, contain no implementation plan for addressing the barriers faced by women traders.<sup>18</sup> One of the main characteristics of informal cross-border trade is that is not mandatory to submit tax returns, and as a consequence, the level of trade is not recorded in national accounts. The reduction in tariffs to a free trade area will open up to women traders many more articles which they can trade without having to pay import duties (Article 2).

Some current or recent activities to harmonize approaches to gender and trade policies or to build awareness across the region on addressing gender inequalities in trade include:

- **UNECA and its African Trade Policy Center** is one of the few organizations to bring together researchers, government officials, and women's groups to look at the current state of gender and trade in the region. It held a workshop on gender and trade in Addis Ababa, Ethiopia in 2009. Its African Center on Gender and Development has also developed technical tools such as a gender-aware macroeconomic model to evaluate trade and economic growth policies and the African Gender and Development Index (AGDI) to compile and analyze gender-related data.<sup>19</sup>
- **The East African Development and Gender Equality Coalition** is a civil society effort led by EASSI (see Box 6) to promote adoption and implementation of the East African Protocol on Gender Equality, with support from Swedish SIDA. EASSI is also seeking to establish a Centre for Gender and Community Development at the EAC. The group has held regional and national meetings and has signed a Memorandum of Understanding (MOU) with the EAC Secretariat for collaboration to strengthen the institutional framework for mainstreaming gender in the Community.<sup>20</sup>
- **The TRADEMARK East Africa project** of UK Department for International Development (DFID) in collaboration with UNIFEM (now UN Women) has conducted a literature review on gender and trade issues (Shaw 2010). As others have noted, they find that the “biggest challenges East African women face in taking up opportunities to trade

#### **BOX 6: CAMPAIGNING FOR GENDER EQUALITY**

The East African Sub-Regional Support Initiative for the Advancement of Women (EASSI) was formed in 1996 as a mechanism for pushing forward the actions that emerged from the Beijing Conference on Women. Located in Kampala, Uganda, it is an umbrella group of individuals, NGOs, coalitions, and networks across eight countries of East Africa committed to advancing the status of women in the region.

<sup>18</sup> [www.uneca.org/atpc/WorkshopJun09/EAC.ppt](http://www.uneca.org/atpc/WorkshopJun09/EAC.ppt)

<sup>19</sup> [www.uneca.org/atpc/gender\\_trade\\_training.asp](http://www.uneca.org/atpc/gender_trade_training.asp)

<sup>20</sup> [www.wougnet.org](http://www.wougnet.org)

involve underlying poverty and gender inequalities, uncertain land rights, low literacy and education, the responsibilities of caring for family members and lack of time for personal development (time poverty)” (Shaw 2010: 3-4).

- Local research organizations, including the **Collaborative Centre for Gender and Development** (with support from the Friedrich Ebert Stiftung Foundation) and independent consultants (Albert Ndomo for a GTZ [German Technical Cooperation Agency, acronym in German] activity), have produced gender analyses of regional trade documents and have looked at the impacts of regional trade liberalization on women and men in the different countries in the region. They call for more targeted analysis and support to address implementation and enforcement of existing policies, and new efforts to be taken to provide women traders with better information about existing laws, to provide support for credit, to minimize harassment at border posts, to simplify financial exchanges, and to harmonize visa requirements.

General measures to improve the likelihood that trade policies will benefit women include (Manfre forthcoming):

1. Analyzing the gender impacts of trade policy;
2. Building the capacity of different stakeholders to make gender-informed decisions on trade;
3. Developing gender policy statements and commitments in trade documents and agreements; and
4. Engaging women and women’s groups in the trade negotiation and implementation process.

Rwanda has already taken steps to assist its women entrepreneurs to engage more effectively in regional and international trade. It identified as its objective a goal of supporting women farmers and entrepreneurs by addressing the following policy efforts to expand and enhance equal participation of men and women into trade:

1. Integrating gender issues in trade policy formulation, implementation and in trade negotiations at national, regional and international levels;
2. Increasing awareness among women of emerging trade opportunities at national, regional and international levels;
3. Identifying sectors where women are currently employed in large numbers and design trade policies that enhance production and trade opportunities in such sectors/products, including through the improvement of infrastructure to facilitate access to markets, removing of customs obstacles and other barriers to export; and encouraging entrepreneurship in such sectors;
4. Increase access for women to training in entrepreneurial skills, including managing and financing, and training for women entrepreneurs in rural areas.

USAID/EA could build on the Rwandan approach by supporting a regional program to harmonize these policy innovations among other countries.<sup>21</sup> Others have suggested, based on

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<sup>21</sup> [www.intracen.org/womenandtrade/documents/Export\\_Round\\_Table/Gender\\_Dimension\\_in\\_Aid\\_for\\_Trade.pdf](http://www.intracen.org/womenandtrade/documents/Export_Round_Table/Gender_Dimension_in_Aid_for_Trade.pdf)

the important role of informal trade conducted by women in the region, that requirements for certificates of origin or payments of custom tariffs should be removed on smaller loads.<sup>22</sup>

### Supporting gender-responsive regional value chain development

Developing gender-responsive regional value chains involves the combination of equitable trade policies and engendered agricultural programming. USAID/EA has chosen to focus on the following value chains: Staple grains with a focus on maize; beans and other pulses; livestock, and horticultural crops for regional trade. An important first step is to compile information for a gendered analysis of each of these chains. It can be made a standard requirement to collect and analyze sex-disaggregated data in value chain analyses requested by USAID, drawing on examples from work completed under recent USAID projects.<sup>23</sup> Unfortunately, even in value chains where women predominate as producers and as traders in the market, such as the poultry value chain, a value chain approach may not map men's and women's participation in the chain nor identify important gender-based constraints to improving chain efficiency or competitiveness.<sup>24</sup>

**Table 6: Agricultural Share of Economically Active Population and Female Share, 2010**

Country	Agricultural share of economically active population (%)	Female share of economically active in agriculture
Burundi	89.2	56.0
Central African Republic	63.3	49.9
DRC	57.3	48.8
Djibouti	74.0	46.5
Ethiopia	77.3	45.5
Kenya	70.6	48.6
Rwanda	89.4	57.0
Sudan	51.5	39.5
Somalia	65.6	45.9
Tanzania	75.9	55.0
Uganda	74.8	49.5
Zambia	63.3	46.5

Source: FAO 2011: 111 (Table A4)

Several additional components are needed, such as improved agricultural advisory services from both public and private sources, financial institutions that will help women grow out of microenterprises into small, medium, and large ones, and improving working conditions for women employees as workers and managers, particularly in processing, marketing, transport, and export firms.

<sup>22</sup> [www.tradeknowledgenetwork.net/pdf/beyond\\_barriers\\_gender\\_south\\_africa.pdf](http://www.tradeknowledgenetwork.net/pdf/beyond_barriers_gender_south_africa.pdf)

<sup>23</sup> The Greater Access to Trade Expansion project and its "Promoting Gender Equitable Opportunities in Agricultural Value Chains" and the gender and behavior change analyses in the citrus value chain in Ghana and sweet potato value chain in Kenya completed under the FIELD LWA implemented by ACDI/VOCA.

<sup>24</sup> See, e.g., the analysis of the poultry value chain in Tanzania conducted under the Partnership for Safe Poultry in Kenya project (PNADU078).

Support to women as producers contributing to value chains involves improving their productivity and their link to markets, as well as their business skill. Table 6 shows the current figures for women's involvement in agriculture across the region.

Increasing the productivity of food systems can be achieved by making women's labor more productive by developing new crop varieties and/or changing the crop mix to find options that are both more productive and more resilient to the effects of climate change, shifting from plant crops to livestock products, and providing more timely production, market, and/or weather information to producers, using communication channels that reach women as well as men (Olson, Rubin, and Wangui 2010).

Developing gender-equitable opportunities in regional value chains requires identifying and reducing the presence of gender-based constraints. Rather than seeking women-only value chains or limiting women's involvement to their current overrepresentation providing agricultural labor for crop production, support should be provided for new analyses to help build competitive value chains that offer both men and women opportunities to participate as actors throughout the chain and to overcome gender-based constraints to their full involvement. Gender-based constraints refer to those restrictions on men's or women's access to resources or opportunities that are based on their gender roles or responsibilities. The term has two aspects: the measurable inequalities that are revealed by sex-disaggregated data collection and gender analysis (e.g., women holding formal land titles to 5% to men's 55% of agricultural land) as well as a statement about the processes that contribute to the identified condition of gender inequality (e.g., in the case of land titles, above, the cause might be discriminatory legislation or poor implementation of the legislation). Table 7 shows how key general constraints to economic growth may be affected by gender-based constraints.

**Table 7: Illustrative General and Gender-based Constraints to Growth**

General Constraint	Revised to Reflect impact of Gender Disparities
<b>The high cost of doing business in the region</b>	Women's lower levels of ownership of land and other property, access to education, business development skills, and credit limit their ability to start and expand business. The poor transport infrastructure exacerbates risks to women's personal safety and strengthens social attitudes against their mobility.
<b>Tariff and non-tariff barriers that limit the flow of goods</b>	Women, especially smaller traders, have little knowledge of trade regulations and prefer to (or have to) to operate outside the formal systems (Masinjila 2010).
<b>Low productivity and market access</b>	Women are central to African agriculture (FAO 2011) but typically get little information from extension advisory services and are less likely to get market information that would increase productivity and market engagement.
<b>Low levels of competitiveness</b>	Women owned enterprises are small; barriers to expansion include the time and labor burdens of their domestic responsibilities; lack or cost of credit to expand businesses.

Source: (Rubin, Nichols Barrett, and Manfre 2009: 90-95, 124).

Examples of successful efforts that could be scaled up include:

- The **World Vegetable Center** in Arusha, Tanzania, developed a carefully designed regional outreach effort in which it distributes improved seed in conjunction with on-site residential training programs and in extension visits to women's groups across Africa. Participants in the program receive small daily stipends or transportation subsidies. Uptake of the improved seeds has been sufficient to encourage local private seed companies to enter into the supply chain.<sup>25</sup>
- **ASARECA** has begun to insert requirements for gender-responsive research in its call for proposals. The request for concept notes to work on High Value Non-Staple Crops Programme (focus on oil crops, pulses, fruits, vegetables, beverages) noted that project outcomes were to reflect gender-responsive integrated crop management practices, processing, and handling methods and to follow a principle of integrating "gender considerations at all levels, including farmers and farmer organizations, private sector, public institutions, researchers and extension staff, research and uptake processes."

Women are said to be the majority of informal traders, with many of them trading across national borders. The numbers of women involved in East Africa are lower than in West Africa, where women are thought to comprise as much as 70-80% of total number of informal traders. In East Africa, women's trade rests primarily on agricultural products and personal items; men are more frequently engaged in the larger scale trading sector. Because of their smaller scale, women traders frequently operate outside the formal systems that are regulated by the East African Community and the Customs Union Protocol, depending instead on personal networks. Those contacted in a 2010 study were largely unfamiliar with the Protocol and feared that the new policies and practices associated with it would not only raise taxes but also seal the loopholes from which informal traders now benefit (Masinjila 2010).

Other projects include:

- The **Growth Oriented Women Enterprises (GOWE) Program** of the International Finance Corporation, the International Labour Organization, and financed by the African Development Bank. GOWE provides a partial loan guarantee and advisory services in a program that links loans and business development services for established women entrepreneurs in Kenya. The International Labour Organization (ILO) and African Development Bank (ADB) are also supporting similar efforts in Ethiopia, Tanzania, and Uganda. The program hires local business development service providers to offer trainings that are based on a curriculum created by ILO.
- The **Rwandan government** has also established a credit guarantee program for women. A similar loan guarantee and advisory services model targeted to women's producer and/or marketing associations could help them expand, e.g., from local level marketing into real regional players. The regional mission could also help to develop a monitoring and evaluation system for these loan programs as part of a larger data collection effort.

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<sup>25</sup> [www.avrdc.org](http://www.avrdc.org), cited in Rubin, Nichols Barrett and Manfre 2009.

To support more efficient trade flows, there is also a need to clarify the regulations on the use of identity cards for crossing the borders and to build awareness among border officials about such regulations, as well as to sensitize border officials to avoid harassing women at the border.

- The **Geneva Centre for the Democratic Control of Armed Forces (DCAF)**, a subunit of the UN, developed a training guide for border and customs officials, supported with Norwegian assistance. Suggestions for a “gender-responsive approach to informal cross-border training” include:
  - Providing clean bathroom facilities for men, women and children at border crossings.
  - Ensuring that women and girls are searched only by women staff members.
  - Insisting on and enforcing a zero tolerance policy for harassment, abuse, sexual exploitation and bullying by border staff.
  - Enforcing a zero tolerance policy for corruption.
  - Facilitating cross-border public transport services.
  - Offering translation services for the languages widely spoken by cross-border traders
  - Collecting and sharing information on gender aspects of informal cross-border trading (Johannsen 2010).

### ***Building Gender-Related Capacity of African Regional Institutions***

In addition to providing support to the core departments of African regional institutions discussed in section three, increasing the pipeline of women scientists and encouraging both men and women to address the scientific issues that can enhance women’s agricultural productivity is another avenue for improving gender-responsive programming. Several programs help to build women’s technical capacity, including:

- The CGIAR Gender and Diversity Program (G&D) based at World Agroforestry in Nairobi supported the hiring, promotion, and retention of women scientists in CG centers around the world. The African Women in Agricultural Research and Development (AWARD) program, which has been managed by the soon-to-be-closed G&D Program, will continue to provide both critically needed fellowship support to women scientists while they are still studying as well as mentoring opportunities in their professional careers with more senior scientists.
- The Organisation for Women in Science in the Developing World<sup>26</sup> offers three-year fellowships for women scientists from Sub-Saharan Africa (and other developing countries) to study for a Ph.D. in the natural sciences. The fellowships can be used at host institutions in other developing countries. The program seeks to create a new generation of women leaders in science and technology.
- L’Oréal-UNESCO Regional fellowships “For Women in Science” in Sub-Saharan Africa support women scientists in Sub-Saharan Africa to conduct scientific research in Sub-Saharan Africa in all fields of science, engineering and technology that lead to a Ph.D.<sup>27</sup>
- USAID sponsors the US Department of Agriculture (USDA)-managed Norman E. Borlaug International Science and Technology Fellows Program (Borlaug Fellows Program) for early- to mid-career women from East African countries (Kenya, Malawi, Uganda, and Zambia). It offers training and collaborative research opportunities in international

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<sup>26</sup> <http://www.owsdw.org>

<sup>27</sup> <http://scholarship-positions.com/2011-l-oreal-unesco-regional-fellowships-for-women-in-science-in-sub-saharan-africa/2010/10/18/>

agricultural science, leadership and policy at U.S. universities and government agencies as well as international agricultural research centers. The fellows are assigned a mentor who coordinates the training and visits their home institution.

- The Regional Universities Forum for Capacity Building in Agriculture (RUFORUM) is a consortium of 29 universities in Eastern, Central and Southern Africa. Originally a program funded by the Rockefeller Foundation, it now operates as a Ugandan NGO. In addition to its strategic objectives to train Masters and Doctoral students in the agricultural sciences, RUFORUM also supports increased participation of women in agricultural research, production, and marketing.<sup>28</sup> A report commissioned by RUFORUM articulated key constraints on women's study of the agricultural sciences and their limited presence in agricultural careers (Magheni et al. 2010).

These programs and other similar ones have started to fill the need to bring more women into natural and applied science fields, where they have been historically underrepresented and continue to face barriers. Relatively few women, for example, enter agricultural sciences; those who do have difficulty rising to higher technical and administrative positions (Beintema and Marcantonio 2007). Even many of the women who enroll in agricultural universities such as Sokoine University in Tanzania choose to study home economics and nutrition rather than agricultural sciences and agribusiness (Mkude, Cooksey, and Levy 2003: 86-89). Regional support to job creation in the agricultural sciences can motivate students to continue in the field.

### ***Strengthening Networking and Knowledge Management among Key Stakeholders in Government, Academia/Research and the Private Sector***

To help women engage more fully in national and regional trade, women entrepreneurs need to acquire capital both for initial investments to start businesses as well as operating and expanding their businesses. Although, in theory, a range of finance options exists for men and women entrepreneurs, from microfinance institutions to formal banking institutions, in practice, the ability to access the different options may present greater difficulties for women. Credit institutions are often wary of lending to agricultural enterprises because of their perceived volatility and risk and they often want guarantees or collateral that women are unable to provide. Credit remains the leading constraint facing women entrepreneurs worldwide. Networks and cooperatives or associations face additional difficulties in obtaining financing.

National and regional networks are an important source of information and skills for women entrepreneurs (see discussion in Olson, Rubin, and Wangui 2010). Building on the experiences of their members, they can point women towards resources to help in acquiring credit, market information, and/or other business development needs.

Some examples include:

- **Gender in Science, Innovation, Technology and Engineering** (GenderInSITE) is an international network and campaign to raise the awareness of decision makers on the gender, science, technology and innovation dimensions of development. The initiative is coordinated by the Organization for Women in Science in the Developing World, the Gender Advisory Board of the UN Commission for Science and Technology for Development (GAB-CSTD)

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<sup>28</sup> <http://www.ruforum.org>

and the Academy of Sciences for the Developing World, with support from the Swedish International Development Agency (Sida).

- **Federation of National Associations of Women in Business in [the] Common Market for Eastern and Southern Africa (FEMCOM).**<sup>29</sup> It was created as an arm of COMESA's Women in Business unit to integrate gender issues in COMESA activities.<sup>30</sup> According to its website, FEMCOM is both an apex organization that seeks to increase the involvement of women into regional trade and development activities, but also a representative body linking to COMESA member States, regional organizations, and international organizations. In addition, FEMCOM can be encouraged to work with other regional trade organizations mentioned in the East Africa FtF Implementation Plan, e.g., the East Africa Grain Council, to help these "mainstream" agricultural and trade organizations to address issues of gender equity in their own organizations as well as in the topical areas in which they work. For example, the East Africa Grain Council does not seem to have its own gender policy and few women or women-owned firms are listed as active or affiliated members (10 out of 78).<sup>31</sup>

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<sup>29</sup> [www.femcom.org](http://www.femcom.org)

<sup>30</sup> COMESA Gender Policy, <http://www.chr.up.ac.za/undp/subregional/docs/comesa2.pdf>.

<sup>31</sup> [http://www.eagc.org/members\\_directory.asp](http://www.eagc.org/members_directory.asp)

#### IV. CLIMATE CHANGE PROGRAMMING: ISSUES AND OPPORTUNITIES

The countries of East Africa, although minor contributors to greenhouse gases emissions,<sup>32</sup> will experience severe impacts of climate change, more than many other world regions; yet they have low adaptive capacity to cope with the expected stresses (Boko et al. 2007). The ecological and topographical heterogeneity of the region means that it will experience increased warming and both increased rainfall as well as drought leading to conditions of water scarcity and flooding, with extensive impacts to and costs to agriculture in particular (Boko et al. 2007; Olson, Rubin, and Wangui 2010; African Ministerial Conference on the Environment [AMCEN] 2009). While the specifics of these impacts are difficult to predict, it is expected that more extreme events are likely to occur. New program designs will need to take the likelihood of extreme weather events into consideration for planning.

For those whose livelihoods are dependent on natural resources the risks are especially high; yet these same communities have the greatest vulnerability, often lacking knowledge and capabilities to react and respond effectively. In developing countries, a large proportion of those affected will be women. Typically women have fewer assets than men, and research has shown that vulnerability to shocks and disasters is often associated with lack of assets (including not only wealth but also human and political capital). There are thus concerns that the impacts of climate change will exacerbate existing gender inequalities and create greater hardships for women.

Yet women and men who face poverty and increasing disparities also demonstrate creativity and resilience in responding to climate variability and can benefit from measures offering adaptive responses to climate change. These responses can minimize their risks, and even, when given information and skills, help them to pursue adaptation measures that can also reduce emissions and inhibit further environmental degradation.

##### **USAID Priority Program Areas**

To meet these overall challenges under its Global Climate Change Initiative, USAID/EA is focusing on regional efforts to promote adaptation and clean energy programming, two of the three investment pillars identified as priority areas for the Agency.<sup>33</sup> In the desk study completed as part of this assessment (Olson, Rubin, and Wangui 2010), the gender dimensions of these intervention areas were outlined. After a brief review of the issues raised, this section provides more detail about the specific gender challenges in climate change programming on adaptation and clean energy and describes some of the recent or on-going activities in the region as examples for USAID consideration (Box 7).

##### **BOX 7: MEETING THE CHALLENGES OF GENDER AND CLIMATE RESPONSIVE PROGRAMMING**

- Incorporate attention to gender into national, regional, and continental policies
- Build policy and scientific capacity of people and institutions
- Improve regional communication and advocacy by strengthening networks
- Conduct institutional and subsectoral analyses
- Improve sex-disaggregated data and require gender analyses

<sup>32</sup> Although GHG emissions from agriculture, deforestation, and oil production all contribute to Africa's emissions levels, the overall amounts from the African continent are described as "insignificant."

<http://www.grida.no/publications/vg/africa/page/3113.aspx>.

<sup>33</sup> The third area that has a lower priority for USAID/EA is sustainable landscapes.

## Adapting to Climate Change

The East African nations have placed adaptation measures as their highest priority in responding to climate change. Adaptation measures reduce the vulnerability of natural systems, human populations, and economies to climate stresses and climate change. USAID/EA can support more gender-responsive adaptation programming by:

- conducting assessments of gender-differentiated levels of vulnerability of men and women to climate change (including climate-related disasters) in developing and implementing adaptation initiatives that also promote equity and sustainable development (AMCEN 2009; Butegwa and Kosbusingye 2009).
- addressing climatic risks in gender-responsive ways in the design and implementation of regional initiatives in other sectors including agriculture, forestry, energy, and industry. As detailed below, capacity to achieve better design and implementation in the region is lacking, and more financial and technical support to capacity-building programs is essential.
- working with regional institutions to support the development and dissemination of on-the-ground gender-aware adaptation measures that help to cope with long-term climate-induced crop yield losses and livestock production systems. Adaptation measures that would not increase women's time and labor burdens might include: adjustments to planting dates (with sensitivity to time issues); changes in fertilization; rain harvesting and irrigation applications; breeding for climate-resistant cultivar traits in plants and animals; and reduced utilization of marginal lands (see discussion in Olson, Rubin, and Wangui 2010).
- implementing targeted, gender-sensitive (even transformative) interventions to minimize the impact of climate change at the regional level, such as improving ecosystem planning, construction of infrastructure such as sea-walls and dams for flood prevention and wells and boreholes for drought resistance, developing gender-sensitive early-warning systems, promoting drought-resistant crops, and developing appropriate groundwater management systems. Public awareness and education campaigns are also needed (African Ministerial Conference on the Environment 2009).
- compiling and communicating the growing knowledge base on gender and adaptation to USAID-supported projects and regional office staff (and others) to improve their efforts to build gender awareness into their work. The UNDP, International Union for Conservation of Nature (IUCN), and United Nations Environment Programme (UNEP), among others, have published toolkits on this topic and other literature details options at the country level (see Annex 3). Applying the tools and guides to specific activities may require additional assistance from gender specialists with knowledge of the region.

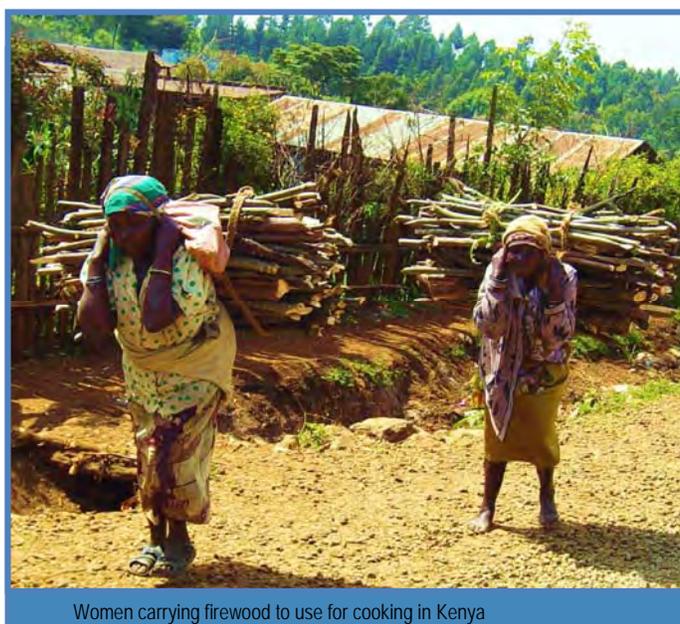
## Clean energy

Clean energy, technology resources and institutional capacity of the energy sector vary considerably across the East African countries. This section gives an overview of the situation and its gender dimensions. Lack of access to adequate, affordable, reliable, safe and environmentally sound energy is a severe constraint on development. Poor people see access to energy as a priority. Many already pay more per unit of energy than do the wealthy because of inefficient technology and corruption. Improving access to appropriate affordable energy services will help to reduce poverty and has special benefits for women's time use and health. It can be achieved through better management and regulation of the energy sector; increasing the choice of energy services; developing local capacity; encouraging partnerships and attracting private investment in energy services; providing access to finance at all levels and reducing

costs; and designing smarter subsidies and other policies with gender-responsiveness and poverty reduction in mind.

The health, education, and productive activities of women and children are particularly sensitive to the availability of modern energy services. Men and women have different energy needs linked to their different roles and responsibilities in the household and in society. Well-documented examples of women's needs include energy for cooking, cleaning, and child-care, but they also need energy for agricultural production, income-generating activities, education, and communication. Because women and girls are the primary suppliers of biomass fuels and are also over-concentrated in low-end jobs and are often "off the grid," new energy sources can mean a disproportionate gain for them, reducing their hours of work and freeing up time for education or other employment.

Clean energy projects should actively promote participation in the planning, implementation and management of energy solutions by stakeholders and end-users, both through consultations on their needs for energy services and through their active participation in the implementation and management of the chosen solutions. The participatory approach uses local knowledge by involving local communities and end-users, especially women, in the development of the sector. Studies of time allocation and labor use in Tanzania (Fontana and Natali 2008) and other modeling efforts have identified investments in power infrastructure as critical to supporting economic growth and one of the best investments to benefit poor and rural women.



Women carrying firewood to use for cooking in Kenya

Electrification levels in East Africa remain low. According to the World Energy Outlook (2009), the electrification rate in Kenya is 16.1%, leaving 33.4 million people without electricity; comparable figures for Ethiopia are 17% coverage and 68.7 million people in the dark; in Tanzania and Uganda, 13.9% and 9% coverage respectively leaving 37.7 and 29.8 million off the grid. Levels for Rwanda are lumped into an aggregate for "other Africa," for which the levels are 17% coverage overall, with 85.2 million people without access to the grid.<sup>34</sup> To meet the challenge to supply energy to the populations who currently have no access to electricity without increasing their reliance on energy produced by fossil fuels which emit greenhouse gases (GHG), East Africa is looking to geothermal sources, which hold great potential in the Rift Valley.

<sup>34</sup> See the International Energy Agency, [http://www.worldenergyoutlook.org/database\\_electricity10/electricity\\_database\\_web\\_2010.htm](http://www.worldenergyoutlook.org/database_electricity10/electricity_database_web_2010.htm)

Clean Development Mechanism (CDM)<sup>35</sup> measures used to assess sustainability are typically defined at the national level. They can vary from a relatively simple requirement for an Environmental Impact Assessment report to a more complex set of social, economic, environmental, and other indicators but that, unlike a project's ability to reduce GHG, these indicators are not monitored and rarely include any reference to gendered dimensions to climate change (Ogola 2010).

One of USAID's illustrative indicators for clean energy programming is the "number of people who now have access to modern energy services as a result of renewable energy technologies through USG assistance." This is a good indicator to disaggregate by sex, both as an absolute and a relative measure. Increasing the number and proportion of women who have greater access to energy as a result of USG programming will reflect reductions in the time, energy, and cost that women currently put into finding fuel and using inefficient and less environmentally sensitive cooking and food processing technologies. Improving access to energy, including clean energy, can also boost food security when used to increase storage and preservation options for agricultural produce and to enhance the development of local and regional food industry.

Just as cost, environmental impact, and sustainability are considered in evaluating different renewable energy sources and technologies, so too can the different potential consequences of the development of different power sources on gender disparities be evaluated. East African countries have great potential to meet a considerable share of their energy demand with various renewable energy sources but current policies and strategies do not sufficiently support the development of energy production based on renewable energy sources in general, or with a gender perspective. Renewable energy and energy efficiency are facing various barriers like the lack of financing, subsidies and knowledge. Furthermore, existing technologies have not been widely tested and adopted in this region to find the most suitable solutions for local conditions. Energy gender audits are still infrequent and many country policies do not raise gender issues.

USAID/EA can support gender-responsive clean energy programming by:

- conducting gender and energy assessments and/or compiling existing information on the current energy use patterns and preferences of men and women in the region, as well as the responsiveness and capacity of national energy ministries to consider gender issues in energy supply (see Mbuti et al. 2007).
- working with African regional institutions such as ECA and COMESA to address gender-responsive energy approaches as part of their climate change policy and program goals, and to encourage member country ministries to reach women and men about renewable energy options and energy use.
- compiling and making available the growing knowledge base on gender and clean energy to USAID-supported projects and regional office staff (and others) to improve their efforts to

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<sup>35</sup> The CDM (part of the Kyoto Protocol) allows emission-reduction projects in developing countries to earn certified emission reduction credits that can be traded and sold, and used by industrialized countries to meet a part of their emission reduction targets under the Kyoto Protocol and thus generate income for developing countries. The mechanism is expected to stimulate sustainable development and emission reductions, while giving industrialized countries some flexibility in how they meet their emission reduction limitation targets.

<http://cdm.unfccc.int/about/index.html>

build gender awareness into their work. UNDP, IUCN, and UNEP among others have published toolkits on this topic and other literature details options at the country level. Applying the tools and guides to specific activities may require additional assistance from gender specialists with knowledge of the region.

### **Strengthening Gender and Climate Change Programming**

The growing documentation on the intersection of gender issues and climate change in the developing world, including toolkits, policy briefs, and country studies (see Annex 3) makes clear that the impacts of climate change will be experienced differently by men and women and by populations living in different environments (e.g., rural, urban, coastal, and arid or semi-arid areas). There are gaps, however, between having and effectively applying the knowledge about potential climate change effects in the design and implementation of climate policies and programs (Table 8).

**Table 8: Engendering Knowledge Gaps on Climate Change and Agriculture**

<b>General Knowledge Gaps on Climate Change</b>	<b>Revised to reflect Gender Knowledge Gaps</b>
understanding the impact of climate change on agriculture and the potential of carbon sequestration	understanding the <b>gender-differentiated</b> impact of climate change on agriculture and the potential of carbon sequestration <b>for women as well as men</b>
identifying improved crop varieties to cultivation in stressed environments	identifying improved crop varieties to cultivation in stressed environments <b>that do not add additional time and labor pressures on women farmers</b>
strengthening the capacity of national and regional institutions to achieve climate smart agriculture especially for small holder farmers	strengthening the capacity of national and regional institutions to achieve climate smart agriculture especially for small holder farmers, <b>both men and women</b>
expanding and funding extension services needed to effectively address the adaptation of livelihoods to climate change and to disseminate technologies to farmers	expanding and funding extension services need to effectively address the adaptation of livelihoods to climate change and to disseminate technologies to farmers, <b>using men's and women's preferred communication channels and offering gender-relevant content</b>
funding interdisciplinary research that draws on the best of indigenous knowledge, and science to achieve more sustainable food and farming systems	funding interdisciplinary research that draws on the best of <b>indigenous knowledge, including women's knowledge</b> , and science to achieve more sustainable food and farming systems

\*Adapted from statements on Agriculture and Rural Development Day paralleling COP 16 in Cancun, December 2010 (see [http://www.agricultureday.org/2010-12-05\\_ardd2010\\_summary-statement.pdf](http://www.agricultureday.org/2010-12-05_ardd2010_summary-statement.pdf))

The three broad categories in which greater attention to the intersection of gender inequality and climate change processes are needed are:

- i) Engendering climate change policies;
- ii) Improving the content of and access to knowledge about gender-related impacts of climate change; and
- iii) Identifying appropriate gender-responsive adaptation and clean energy programming.

#### 1. Engendering climate change policies (institution building)

- Climate science has only recently become a focus of government policy and experts are few; awareness of the gender issues in the application of climate sciences is even newer

and there is an overall **lack of knowledge** and **lack of capacity** about this combination of topics by government ministries and international donors (IUCN 2009; Olawoye et al. 2010). As a result, there are few gender-sensitive climate change and energy sector policies and few examples of good institutional-level gender policies or guidance notes.

- Women and those who represent the interests of women **have not been significantly involved in climate change negotiations** as advocates, scientists, government representatives, and/or other stakeholders (Hemmati 2005; Lambrou and Piana 2006).

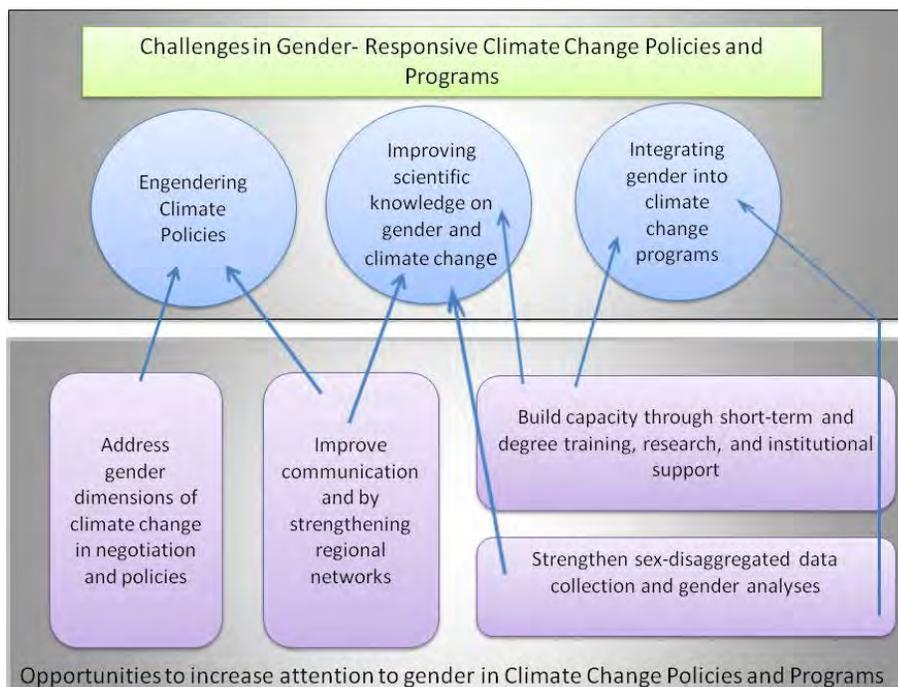
2. Improving the content of and access to knowledge about gender-related impacts of climate change (knowledge building)

- There are **relatively few women scientists** working in the climate change and energy fields and **very few men or women scientists working on gender issues** in climate and energy. This makes it more difficult to ensure that gender-differentiated needs are clearly identified through research.
- There is a **paucity of sex-disaggregated data** on a range of topics from energy use, time allocation, migration patterns, adoption of adaptation practices, or water management so that it is difficult to adequately develop “evidence-based” policies and programs.
- **Accurate information on gender and climate change is not easily accessible.** There are no “one-stop” regionally oriented and maintained websites offering comprehensive gender-related information on climate change, e.g., covering the scientific studies, training materials, policy analyses, and advocacy briefs on the range of relevant topics including gender and water, energy, forests, agriculture, and livelihoods. Institutional sites of donors and NGOs and some regional organizations have information on some components of these topics.

3. Identifying appropriate gender-responsive adaptation and clean energy programming (technical assistance)

- There is also a **lack of cooperation and communication** between researchers, government officials, and practitioners and activists, including often a **lack of consultation** with primary stakeholders (IUCN 2009).
- There are **few local NGOs** or NGO programs in the field that combine gender with climate and energy approaches, limiting their impact as advocates in climate change discussions and in the practical communication of adaptation options to women and men.

There are a range of program possibilities that can help to fill these gaps. Some recent and ongoing activities are summarized below, filling in the context of work on gender and climate change issues in East Africa to assist USAID in identifying program opportunities. Though not yet mainstream, either within USAID or among other donors, these activities can be instructive. They are described in the next section.

**Figure 1: Gender-Responsive Program Challenges and Programming Responses**

### **Overview of Activities Addressing Gender and Climate Change Issues**

#### **Addressing gender dimensions of climate change in negotiations and policies**

Gender issues have been brought to the table in many settings at regional and continental meetings on climate change:

- At the Eastern African sub-regional meeting on climate change in Kigali, Rwanda in August/September 2009, Janet Kabeberi-Macharia (UNEP) noted that both the Johannesburg Declaration on the Environment for Sustainable Development (2008) and the Nairobi Declaration on the African Process for Combating Climate Change (2009) had emphasized a need to address gender issues. The meeting reaffirmed the goal of formulating a subregional framework to integrate gender considerations into the development and implementation of adaptation and mitigation strategies (AMCEN 2009).
- The African Ministers' Council on Water (AMCOW) in Abuja, Nigeria created a strategy to mainstream attention to gender by:
  - Developing policy positions on gender and water;
  - Funding gender mainstreaming efforts adequately;
  - Working to adopt gender approaches in project interventions;
  - Improving stakeholders' information about gender-related work, among other efforts in M&E and human resources (AMCOW 2010: 21).
- At the Regional Consultative Meeting on Gender, Agriculture and Climate Change in Lusaka, Zambia, COMESA (with support from USAID), prepared a draft strategy framework for integrating the three domains of gender, agriculture, and climate change to guide COMESA's work with its member states. It was the first such meeting for dealing with these

three in an integrated way. In addition to key staff members from COMESA, the meeting was attended by representatives from Ministries of Agriculture and/or of Gender Affairs from Kenya, Zimbabwe, Swaziland, Malawi, Mauritius, and DRC. Project representatives from the Federation of National Associations of Women in Business (FEMCOM), the Food, Agriculture, and Natural Resources Policy Advocacy Network (FANRPAN), the Zambia-based Golden Valley Agricultural Research Trust (GART) and Conservation Farming Unit (CFU), the Malawi-based National Association of Smallholder Farmers (NASFAM), as well as a consultant sent on behalf of USAID and a representative from the Norwegian Agency for Development Cooperation (NORAD, acronym in Norwegian). The group identified the following key strategies for achieving gender-integrated agriculture and climate change policies and programs:

- Promote gender equity in agricultural and climate change policies and programs at the regional and national levels.
- Strengthen/build capacity of policy makers, field workers, and farmers on approaches to integrating gender in climatic change and agriculture.
- Strengthen linkages between RECs and national institutions responsible for gender, agriculture, and climate change at regional and national levels.
- Create and strengthen strategic partnerships and tripartite relations, including international and regional levels including private/public partnerships
- Establish an information management system focusing on gender, agriculture, and climate change
- Promote gender-equitable research supporting climate smart agricultural technologies
- Mobilize resources to implement the Strategy Framework at the regional and national levels
- Develop an M&E framework that addresses gender, agriculture, and climate change.

### **Improving communication and advocacy through strengthening regional networks**

Networking on the gender dimensions of climate change among and across climate scientists, activists, and government officials is not yet well developed in East Africa, in part because of the relative infancy of the topic and the small number of people working in the field. Networks focusing on climate are active, such as Land Use Change, Impacts and Dynamics (LUCID), a network of scientists at leading national and international institutions researching land degradation, biodiversity, and climate change, and their interactions.<sup>36</sup>

There are several active groups working to make aspects of gender inequality and climate change more visible that operate virtually, on a global platform, such as the Gender and Water Alliance, Gender and Climate Change Network, Global Gender and Climate Alliance, Women's Climate Initiative. Regional and national groups in East Africa, however, even those identified in the global networks named above have much lower visibility at the regional level, have little if any sustainable funding, and irregular interaction with policy makers and other government or donor representatives. Networks need strengthening and USAID/EA is well-positioned to support them.

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<sup>36</sup> <http://www.lucideastafrica.org/index.htm>

Currently, the following networks have been active in addressing different components of the climate change arena, especially in energy, and their gender dimensions in Eastern (and Southern) Africa:

- The International Network on Gender and Sustainable Energy (ENERGIA) -Africa (see below) works in three countries in East Africa. They maintain their network through an e-newsletter, a website, and annual meetings at a regional level. ENERGIA also provides seed funding to strengthen national networks and to leverage funds, partnership, and actions for gender and energy activities in participating countries.
- Other regional networks addressing different environmental issues include: East African Energy Technology Development Network, Women Organizing for Change in Agriculture and Natural resources (WOCAN), Southern African Gender and Energy Network (SAGEN) and Southern African Regional Poverty Network (SARPN) National networks include the Kenya Women and Energy Network (KWEN), Tanzania National Gender and Sustainable Energy Network (TNGSE), and the Uganda Gender and Energy Network.

### Capacity building

For the strategies that are laid out in these documents to be effectively implemented will, however, need more than well-crafted policy declarations. Donors, including USAID, can assist in the process of translating policy pronouncements into ground-level impact by supporting activities that build both scientific skills and political will through targeted short- and long-term **capacity building**, by supporting short course training and workshops, providing institutional support, and offering financing for degree training and research grants.



Members of the Kiboroa Community Farmers Group near Mt. Elgon, Kenya

#### 1. Short courses

**Global Gender and Climate Change Alliance (GGCA)** offered a “training of trainers” program in October 2009 in Addis Ababa, Ethiopia to build the capacity of policy makers on gender and climate change issues. Forty-eight representatives from civil society, academia, and government agencies across twenty African countries participated. The program informed participants on the gender dimensions of climate change including information about national and international laws and conventions. It encouraged the attendees to build up sex-disaggregated data collection and analysis activities and access to finance in their respective National Adaptation Programme of Action.

Other groups have developed gender or climate change training programs in the region for development practitioners, but few address the intersection of the two. Existing courses could be supported to develop or broaden their attention to the intersection of gender and climate change. Some of the more relevant current efforts include:

- **African Centre for Technology Studies (ACTS)** through its Institute of Science and Technology Policy Analysis and Training in Nairobi, Kenya;<sup>37</sup> offers a course on climate change adaptation (training of trainers). MS (ActionAid Denmark, acronym in Dutch)-Training Center for Development Cooperation (MS-TCDC) near Arusha, Tanzania, offers a course on climate change adaptation (training of trainers).
- **International Foundation for Science (IFS)**<sup>38</sup> based in Stockholm, Sweden established a program administered through Regional Universities Forum for Capacity Building in Agriculture (RUFORUM) and IGAD Climate Prediction and Application Centre (ICPAC) to train women in climate-related sciences who already have master's degrees in the use of key tools for data analysis, Geographic Information Systems (GIS) and remote sensing, assessments, and modeling. The program will also provide an overview on gender concepts and an introduction to networking and dissemination skills. The program would bring the admitted women from Eritrea, Ethiopia, Sudan, Tanzania, Kenya, Uganda, Burundi, and Rwanda together at workshops twice a year between 2010-2012;
- **ENERGIA**, an international NGO that works on gender and energy issues has an African regional office in Botswana that represents the East African members (Kenya, Tanzania, and Uganda). It has developed, with the support of the EU under its "Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa" [TIE-ENERGIA] project, six modules for informing policy makers and government officers about the gender aspects of energy policy and programming. They have trained forty trainers (eighteen in Africa) and have both in-person and online training courses.<sup>39</sup> Each of the three national programs also hold short courses or workshops; and,
- **Tanzania Gender Networking Programme (TGNP)** in Dar es Salaam, Tanzania, has programs on gender mainstreaming, and recently developed an activity on water management and water policy.

## 2. Degree programs and research grants

There is wide agreement among all stakeholders about a need for more scientific capacity among Africans in the climate sciences. The subject itself is too recent and too poorly defined even to calculate the proportion of men to women in the field. Some efforts – but not enough – are being taken to both improve the teaching and research capacity of current professors and government staff to buttress the strength of their institutions and to educate a new generation of climate scientists among whom more will be women and many more will look at the subjects they study with a gendered perspective.

- The Climate Change Agriculture and Food Security (CAAFS) program that is leading the CGIAR's new Consortium Research Program on climate change (CRP 7) has started a research grant program to cultivate women climate scientists. The goal of the program is two-fold: i) to contribute to understanding the linkages between climate change and gender more specifically, while developing policy-relevant findings on climate change, agriculture, and food security and ii) to build research capacity of women scientists in partner institutions and increase their representation in agricultural research. East Africa is one of its three focus

<sup>37</sup> Partnering with the International Institute for Environment and Development (IIED) and Comic Relief (UK).

<sup>38</sup> With the Regional Universities Forum for Capacity building in Agriculture (RUFORUM), the Regional Center for Mapping of Resources for Development (RCMRD) and the IGAD Climate Prediction and Application Center (ICPAC) are conducting the project with support from NORAD.

<sup>39</sup> <http://www.energia.org/what-we-do/capacity-building/>

areas and the program is open to women who are studying for or who already have a Ph.D. from Ethiopia, Kenya, Tanzania, or Uganda.<sup>40</sup>

- DFID is co-sponsoring a program (2011-2012) with the Met Office Hadley Centre for African climate researchers and applied scientists to study African climate science for university and graduate degrees, and to conduct research. It is intended to improve the understanding and prediction of African climate on monthly, seasonal, and decadal timescales and to strengthen climate science capacity in Africa. The program will accept both men and women in “gender balance.”
- The University of Sussex in the U.K. is offering fully funded PhD scholarships for research into climate change and the African climate system starting in 2011 for qualified African citizens.<sup>41</sup>
- The Global Change System for Analysis, Research, and Training (START) program has a regional office based at the University of Dar es Salaam in Tanzania, which manages an African Climate Change Fellowship Program (ACCFP).<sup>42</sup> It provides education, research and training opportunities to African professionals, researchers and graduate students to advance and apply knowledge on climate change adaptation in Africa. In recent years the program has included a number of women participants and several of the research projects have addressed gender-related themes.<sup>43</sup> START also supports a small grants research program and Masters’ level courses and internships under the program “Building African Capacity for Conserving Biodiversity in a Changing Climate”<sup>44</sup> to eligible conservation professionals and researchers from Burundi, Democratic Republic of Congo, Rwanda, Tanzania and Uganda at the University of Dar es Salaam.
- START is also managing another research program on climate change in Africa for African scientists in African institutions. It is funded by the U.S. Climate Change Program and administered through the National Science Foundation (NSF). The grants for Global Environmental Change research in Africa will seek to improve knowledge of the Earth’s changing climate and environment, including its natural variability, and/or the causes of observed variability and change; improve quantification of the driving forces of changes in the Earth’s climate and systems; reduce uncertainty in projections of how the Earth’s climate and related systems may change in the future; understand the sensitivity and adaptability of different natural and managed ecosystems and human systems to climate and related global changes; and assess impacts, adaptation and risk management strategies related to climate variability and change. The listing of attention to human systems opens up the opportunity for scientists to collect and analyze sex-disaggregated data for better understanding the gender dimensions of climate issues.
- The IGAD Climate Prediction and Applications Centre (ICPAC) in Nairobi, Kenya provides training opportunities for students enrolled in universities in the region to work on research projects linked to ICPAC’s programs.

<sup>40</sup> <http://www.ccafs.cgiar.org/news/careers-and-calls/call-proposals-research-project-gender-climate-change-agriculture-and-food-se>

<sup>41</sup> See information on the Peter Carpenter Climate Change Scholarship, <https://sites.google.com/a/saeon.ac.za/saeon-gsn/home/news/phdscholarshipclimatechangeandtheafricanclimatesystem>

<sup>42</sup> Funded by the Canadian IDRC and UK DFID from 2007-2010, <http://start.org/download/2011/technical-report-accfp-8.2007-12.2010.pdf>. A new program is currently underway, [http://www.dfid.gov.uk/R4D/PDF/Articles/ACCFP-CALL\\_FOR\\_APPLICATIONS\\_May2011\\_English.pdf](http://www.dfid.gov.uk/R4D/PDF/Articles/ACCFP-CALL_FOR_APPLICATIONS_May2011_English.pdf)

<sup>43</sup> See <http://start.org/programs/accfp1/accfp-final-reports>

<sup>44</sup> Funded through a MacArthur Foundation grant.

- USAID-funded activities such as the Global Livestock Collaborative Research Support Project (GL CRSP), its successor the Livestock Climate Change CRSP (LCC CRSP), and other higher education support programs have provided research as well as degree training in basic and applied sciences for postgraduate students. The GL CRSP managed a research project in Central Asia looking into the ability of rangelands to sequester carbon and developing models to predict carbon flux.

In summary, the number of degree programs related to climate sciences overall is not large, although some donors, notably the US government (through NSF programs and USAID/W funded CRSP and other programs), DFID, and The International Development Research Centre (IDRC) are providing support to some university programs. The EU has also funded a wide range of research efforts, including an interesting project addressing trans-boundary water and mountain problems needing regional solutions, but without any clear attention to gender issues.<sup>45</sup> A recent gap analysis of the regions' universities listed a few environmental science programs and a few gender and development programs, but there was no indication of any course work or degree opportunities on the two subjects.

### **3. Institution building**

It does not appear that there are donor-funded programs to support institution-building for addressing the intersection of gender and climate change in the region. Projects, such as the Climate for Development in Africa (ClimDev Africa) project which supports ICPAC among others to improve their dissemination of climate related information to stakeholders does not have a component to on gender analysis and/or gender integration.

#### **Strengthening sex-disaggregated data collection and gender analyses**

Throughout the literature and in interviews with stakeholders in the region, there is a constant theme that improving policies and programs to better reflect gender issues needs better sex-disaggregated data. It is not obvious what constitutes the “right” type of data and what an appropriate data plan should be for working at the regional level. The first step is to improve sub-national and national level information, e.g., ensuring that sex-disaggregated data is included in vulnerability assessments and new modeling efforts like those now underway with EU funding for key cities in the region (see above). Many stakeholders would benefit from a several day workshop (or series of workshops) focusing on the “state of the art” of current sex-disaggregated data and developing the priorities for new data and analysis.

There are few activities in the region conducting the detailed institutional and sub-sectoral gender analyses needed to test or assess current approaches, whether scientific or programmatic, related to specific gender and climate change questions. ENERGIA is one group that has conducted national level gender audits of energy policies and programs, moving beyond the general statements about policy impacts on men and women to more carefully reasoned considerations of the specific context. An audit was conducted for Kenya involving several members of the Kenyan Ministry of Energy as well as ENERGIA consultants (Mbuti et al. 2007).

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<sup>45</sup> See, e.g., the recently completed “Cooperative research on East African territorial integration within globalization” and the ongoing “Climate change and Urban Vulnerability in Africa,” <http://cordis.europa.eu/>

## V. CRITERIA FOR PRIORIZING RECOMMENDATIONS

It is a complicated effort to address gender issues at the regional scale, since many issues and organizations work primarily in a national and not a regional space. To assist in selecting what activities to prioritize, USAID/EA can take into consideration whether the activities will:

- closely support USAID priority areas: the new Feed the Future and Global Climate Change Initiative objectives of:
  - building regional trade in key value chains,
  - working through and enhancing the capacity of African Regional Institutions,
  - addressing climate change adaptation
  - and promoting clean energy
- address the intersection of agriculture, trade, climate, and gender (not simply one in isolation from the other)
- improve local partners' and USAID's institutional skills to integrate gender into policies and programs
- contribute to building regional knowledge on gender and sectoral issues
- engage new gender resource partner organizations (USAID FORWARD)
- demonstrate potential for positive impacts (e.g., economic, social, environmental) on regional populations.

Table 9 broadly categorizes the recommendations and suggestions listed throughout this and the previous desk study into three components: policy formulation, programming, and USAID operations. Illustrative activities within each of these component areas are then considered against the criteria listed above. The compilation process assumed that any specific proposed intervention or activity will address the mission's areas of focus, so possible activities outside that arena were not included. The chart also makes the point (indicated by the uncompleted column in red, second to last column) that budget considerations will be an important and perhaps a defining factor, but this report has not done any financial analysis of the options. The chart, while not a wholly scientific endeavor, nonetheless reflects the essence of the wide range of interviews conducted and the trends presented in the literature.

The reports notes that other donors are actively supporting work on gender equitable policies, but USAID can make a contribution with its support for the EAC and groups such as ReSAKSS, by funding positions and activities to improve regional gender-relevant data collection and analysis for policymaking.

USAID/EA's hallmark work is in the project sector. USAID leads the development of gender-responsive programming in agriculture, trade, and climate change adaptation and clean energy, which could continue to provide innovative support. These activities can have significant impact if buttressed by monitoring and evaluation systems to ensure that lessons learned are fed back into new project design.

USAID/EA needs to identify who will lead its gender integration efforts and what type of mechanism could support it. Overseeing the progress of the process of making attention to gender a daily practice within the team would involve:

- regular review and consultation of scopes of work for activities, including planned assessments, evaluations, and policy documents so that they are implemented to include review of the gender issues, problems, or successes that are associated with the programs.
- managing a technical assistance mechanism (individual consultants or an institutional program) to provide gender expertise as needed by other technical staff,
- organizing regular presentations/reviews on gender issues at the planned regional knowledge sharing workshops, and
- participation in evaluations of other technical proposals as appropriate, among other tasks.

Ideally, these tasks can be undertaken by a person who is in a position that is relatively longer-term and middle-level at the mission, since it is often difficult for less experienced staff to implement and maintain institutional change. Experience working in gender analysis in development should be a requirement. Support from the top and at the office director level is also important.

Finally, USAID/EA can benefit significantly from developing local sources of technical assistance on gender issues in its key strategic areas of focus. The information collected for this assessment suggests that there is sufficient local gender expertise in these areas and that an open and competitive process for all types of organizations (firms, NGOs, research institutes, etc.) in an international/local partnership or a wholly regional partnership should result in some excellent teams.

**Table 9: Summary of Recommendations**

Support Feed the Future and  
Global Climate Change Activities--  
REQUIRED

Fills identified stakeholder gap or objective

Key: + Low ++ Moderate +++ High

	Building regional trade through key value chains	Enhancing the ability of African Regional Institutions	Addressing climate change adaptation	Promoting Clean Energy	Address the intersection of agriculture, trade, climate change AND gender	Improve partners and/or USAID institutional skills to integrate gender	Contributes to building regional knowledge	Engage new gender resource organizations	Has demonstrated potential for positive impacts (e.g., economic, social, environmental) on regional populations	USAID to determine: Fit within available (current or projected) budget allowances	Illustrative partner organizations
<b>1. Policy formulation</b>											
Support women's participation in trade negotiations through training and targeted participation of key gender actors	++	+	+	+	+	++	+	++	low		Government ministries; FEMCOM
Support women's participation in climate negotiations through training and targeted participation of key gender actors	+	+	+	+	+	++	+	++	low		Government ministries; UNEP's gender unit; ENERGIA
Analyzing gender dimensions on specific topics relevant to new programming, e.g., sex-disaggregated patterns of migration due to climate change; gender aspects of trade/customs legislation (may involve new studies or assessments)	+	+	+	+	+	++	+++	++	moderate to high, if analytical results can influence new policies		ReSAKSS; research organizations and advocacy groups
<b>2. Programming</b>											
Analyzing gender dimensions on specific topics relevant to new programming, e.g., sex-disaggregated patterns of migration due to climate change; gender aspects of trade/customs legislation (may involve new studies or assessments)	+	+	+	+	+	++	+++	++	low to moderate, depending on scope of programs		ReSAKSS/ILRI; COMESA; Collaborative Center for Gender and Development
Strengthen sex-disaggregated data collection on relevant topics	+	+	+	+		++	++	++	low to moderate, depending if results feed back into programs		START programs; ReSAKSS/ILRI; other CGIAR centers; CRSP programs
Target current or potential regional value chains likely to benefit women with integrated agricultural research and market linkage programming, e.g., horticulture, roots and tubers, sesame, cashew	+++	++	+		+				moderate to high, depending on scope of programs		ASARECA; CIP; WVP
<b>Improving regional capacity through:</b>											
Short-term training	+	++	+	+	++	+++	++	+	moderate		TGNP; ACTS
Degree training and research	+	++	+	+	++	++	++	+	moderate		CCAFS; AWARD; CRSPs; Borlaug; REFORM
Strengthen regional networks and associations	+	+	+	+	+	++	++	+++	moderate		E.g., Women's business networks; Climate science networks
<b>3. USAID operations</b>											
Identify team leader for gender integration	+	+	+	+	++	++	potentially	++	moderate		
Assess institutional capacity on gender integration and gender impacts of program/policies in future evaluations	+	++	+	+	potentially	++	+	+			
Improving RFARFPs so that new sectoral programming in agriculture, trade, and climate change are more gender-responsive	+++	+++	+++	+++	++	+	+	++	high		

## **ANNEX 1: SCOPE OF WORK**

Regional Gender Analysis, Field Work, Report and Training, USAID/East Africa Regional Mission, Nairobi, Kenya (September 2010)

USAID/East Africa (USAID/EA) recognizes the need to increase its capacity to develop truly gender responsive programs in the East Africa portfolio. This Scope of Work is intended to ensure that gender implications of all Regional Economic Growth and Integration (REGI) programs are identified and addressed in a comprehensive manner. The assessment envisions four components:

- a thorough desk study to include recommendations on two upcoming program designs;
- field work that will build on the desk study and address areas where sufficient information was not found during the desk study and recommend basic gender program design elements that should be considered when working in East Africa;
- a sharing of results from the field work through a written report and workshop; and
- gender training for USAID/EA staff and partners in Nairobi.

Recommendations from this SOW are intended to ensure that all activities, particularly new activities, in REGI have a balanced impact for women and men. Upcoming activities include a new global climate change activity—Landscapes, Energy, and Adaptation Program (LEAP)—and the overall USAID/EA Feed-the-Future (FtF) Implementation Plan, which comprises many activities valued at approximately \$20 million/year. Taken together, these deliverables will address the Mission’s unique regional role and will provide concrete examples of successful gender analyses and gender integration in programming at a regional level.

## **BACKGROUND**

Although assistance extends to many other countries in central and southern Africa, USAID/EA focuses most of its regional activities in the five EAC member states of Uganda, Kenya, Tanzania, Rwanda and Burundi. The rationale behind these regional programs is simple: in addition to attacking development problems at the country level, the integration of regional economies and policies is of paramount importance for these activities as the problems faced are increasingly regional in nature. Poverty, sickness, discrimination, and the factors underlying these realities do not respect national borders, and neither should their solutions. In this sense, increasing the integration of cross-cutting issues, such as gender equity, across country borders is essential. Participants in USAID/EA programs include government officials, intergovernmental bodies, the private sector and non-governmental organizations.

The consideration of gender issues in development programming is consistent with USAID policy. USAID’s Gender Plan of Action articulates a commitment to consider gender in all policies, programs, and activities, towards improving women’s status and promoting gender equity. The Agency has recently strengthened [ADS requirements](#) for gender analysis in program planning and implementation, and multiple Presidential Initiatives, including the Global Climate Change Initiative (GCCCI) and [Feed the Future](#) (FtF), offer explicit focus on facilitating equitable access to programs by incorporating knowledge of local gender roles.

While the Mission has always met Agency requirements in this area, efforts to include equitable access to development activities and their benefits in past REGI programming has been limited to sex disaggregation of data and small WID activities, such as entrepreneurial programs designed exclusively for women. The Mission recognizes room for improvement in gender analysis and the design of programming that provides equitable access to both sexes. It has therefore decided to give its staff the tools needed to be proactive in working with partners to understand and respond to persistent regional gender imbalances in access to development activities. The Mission acknowledges that these tools are critical to its response to the Agency's re-invigorated gender-focused program planning requirement. They will also help effectively address gender in implementation planning and activity design for high-profile initiatives such as GCCI and FtF.

## **OBJECTIVES OF WORK**

1. *Identify and prioritize issues (economic, social and political) that must be addressed in order to increase equitable access to USAID/EA's economic growth programs.* Two new programs focused on global climate change, (LEAP) and agricultural productivity/food security (FtF), require special attention in this regard. For USAID/EA, many activities are implemented through regional development partners that work through/with governments and organizations at the nation-state level. Recommendations for the regional program must take into consideration our limited ability to have impact at the ground level. The analysis should, however, identify two sets of issues: those that must be addressed at the national level as well as institutions and organizations at the regional level that can work in collaboration with bilateral missions to affect change. The issues identified must give priority to those that are in the manageable interest of bilateral and regional development partners. This objective is intended to be met by the work proposed in Phase I and Phase II below.
2. *Expand the mission's knowledge base on gender issues in the EA region.* USAID/EA is aware of the need to include approaches for enhancing active participation of men and women in all of REGI's program areas, but wishes to build on this awareness. USAID/EA desires to identify areas where gender roles will impact program implementation and results, or conversely, where program implementation may potentially impact gender roles. This work will also identify issues that can be addressed at both the national and regional level, particularly those issues pertinent to new global climate change and agricultural production/food security programs. This objective is intended to be met through work proposed in Phases I, II and III below.
3. *Develop the capacity of USAID and partner organization staff to analyze and implement gender considerations in regional programming activities.* This objective is intended to be met by the work proposed in Phase IV below. It will be done through training modules that will:
  - a. Advance staff and partner understanding of the key challenges to gender mainstreaming in development programming
  - b. Introduce approaches/tools/methodologies which can readily be used in mainstreaming gender analysis across all program areas.

## **PHASED METHODOLOGY FOR COMPLETING THE WORK**

USAID's Women in Development office (WID) will implement and fund Phase I of this work, while USAID/EA will be responsible for supporting the work necessary to successfully complete the other objectives. All work will be shared and reviewed in collaboration with other interested offices in Washington including USAID/Africa's offices of Development Planning and Sustainable Development as well as USAID/Economic Growth and Trade (EGAT), as appropriate.

### **PHASE I—Desk Study to Guide Gender Analysis for Upcoming Program Designs**

**Completed:** See Olson, J., Deborah Rubin, and Edna Wangui 2010 "Gender, Agriculture, and Climate Change: A Regional Analysis for USAID/East Africa." Rosslyn, VA: DevTech Systems. <http://www.devtechsys.com/assets/Uploads/docs/publications/east-africa-gender-agriculture-and-climate-change-2010-11.pdf>

### **PHASE II—Analytical Work in the Field**

Incorporate the results of the desk study, and conduct meetings and analysis from East Africa that will help address gaps in the two focus areas from Phase I. One result of the desk study will be to demonstrate which areas of climate change, food security, regional gender analysis, etc. in which information sufficient to make recommendations for REGI activities does not exist. Once those areas are identified, field work will supplement those knowledge gaps and to a lesser extent confirm important aspects of the desk study. (For example, if the desk study were to find that females in the region are the main operators of small businesses trading in produce but do not control any household finances, the field work would attempt to determine if that is also the case for other sectors and talk to agricultural groups in the region to see if they substantiate.) Recommendations for the regional program must take into consideration our limited ability to have ground-level impact. The report should identify issues that must be addressed at the national level and institutions/organizations at the regional level that can work in collaboration with bilateral missions to effect change. At the end of field work, ideally the report should develop a list of illustrative indicators that might be used to ascertain high-level impact. The list of issues must give priority to those that are in the manageable interest of bilateral and regional development partners.

This process should identify timelines and approaches that USAID/EA and its bilateral partners can use to respond to the issues and constraints identified in the analysis. The report should include a prioritized and detailed list of recommendations that the Mission can use to develop its gender components for upcoming programs and also cite requirements from relevant passages of USAID's Automated Directive System (ADS) [chapter on Planning](#).

The contractor will need to develop and submit for approval their methodology and timeline for completing the field work phase. Whereas it is not reasonable to expect the contractor to travel to all of the countries in the East Africa region, drawing upon the data in the desk study and the technical staff associated with this work, the team will need to submit for approval countries to be visited, as well as organizations and individuals to be interviewed. WID will need to coordinate with chosen bilateral missions before coordinating field work in those countries and engage appropriate personnel for ideas as well as develop rapport for future stages of the assessment.

Deliverable: a report (maximum 20 pages) that incorporates important, relevant findings from the Phase I desk study and field work, and cites Mission requirements from the ADS. This report will be finalized after comments and suggestions from Phase III are incorporated. This is expected to last five to six weeks.

### **PHASE III—Report Preparation and Sharing of Results**

Findings from the field should begin to be assembled by contractor(s) during field work, and one (1) week from the end of field work a draft report is to be made available to the Mission. USAID/East Africa and WID, working in collaboration with the other technical officers from USAID/W, will develop an agenda and participant list to host a workshop on findings. Participants will be able to (1) process the findings of the desk study and the field work and (2) outline a plan of action for integrating the recommendations into the regional and bilateral programs as appropriate.

Deliverable: Two to three day workshop which should include the participation of the WID technical staff. In addition, one (1) week after the workshop, the report will be due. This report will be the cumulative gender assessment for USAID/EA REGI and final gender analysis for LEAP, Livestock, Capacity Building and the FTF strategy.

### **PHASE IV—Gender Training**

The contractor, using the materials from the final report, and any other aspects of the desk study, fieldwork, or Mission workshop, will develop EG sector specific training modules for regional gender analysis and programming training. These trainings will be developed throughout Phase I, II, and III. The modules will need to take into consideration other USAID gender-related training offered by EGAT, Africa Bureau, Office of Sustainable Development (AFR/SD) and WID.

WID will then deliver a regional gender analysis training session to an expanded USAID/EA Economic Growth staff, to include REGI and selected individuals from other offices who support economic growth programming, and implementing partners held in two sessions as follows:

A two day training workshop with relevant USAID staff who need to apply the training to their everyday work/program planning

A two day training session for partners who need to understand the issues and potential impact of applying gender analysis to Mission activities

#### Deliverables:

Provide a pre- and post-training assessment to evaluate impact of training with regional mission staff and implementing partners and a two (2) page summary of the results and with recommendations to deepen understanding of regional gender issues, analysis, and program integration among staff and partners.

## **ANNEX 2: STAKEHOLDER MEETINGS IN EAST AFRICA**

(listed by country and alphabetically by institution)

### **Nairobi, Kenya (January 10 to 24, 2011)**

AFRICA LEAD            David Tardif-Douglin, Chief of Party

AFRIKA ICT STRATEGIES, INC.            Mary Wairimu Muiruri, President and CEO

ALLIANCE FOR COMMODITY TRADE IN EASTERN AND SOUTHERN AFRICA (ASARECA)

Cris Muyunda, Chief Executive Officer

Amos Marawa, Director, Infrastructure Development

AFRICAN CENTRE FOR TECHNOLOGY STUDIES (ACTS)            Joana Kariuki, Research Fellow

COMPETE PROGRAM            Steve Walls, Chief of Party

CONSULTATIVE GROUP ON INTERNATIONAL AGRICULTURAL RESEARCH, GENDER AND DIVERSITY PROGRAM

Vicki Wilde, Director

Helge Recke, Senior Advisor, Women in Science, African Women in Agricultural Research and Development (AWARD)

CLIMATE CHANGE, AGRICULTURE, AND FOOD SECURITY

James Kinyangi, CCAFS Regional Facilitator, East Africa

Patti Kristjanson (by email), CCAFS Research Theme Leader “Linking Knowledge with Action”

EAST AFRICAN FARMERS FEDERATION            Stephen Muchiri, Chief Executive Officer

FEDERATION OF EAST AFRICAN FREIGHT FORWARDERS ASSOCIATIONS

John K. Mathenge, Regional Executive Officer

INTERNATIONAL FERTILIZER DEVELOPMENT CORPORATION

Richard B. Jones, Agribusiness Programme Leader

INTERNATIONAL LIVESTOCK RESEARCH INSTITUTE (ILRI)

Joseph Karugia, ReSAKSS Coordinator, Africa

Jemimah Njuki, Scientist, Poverty and Gender Group

INTERNATIONAL POTATO CENTER (CIP)

Jan Low, Regional Leader, Sub-Saharan Africa Program

INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT

Samuel Zziwa, Program Manager, Agriculture, Livestock, and Food Security

IGAD CLIMATE PREDICTION AND APPLICATIONS CENTRE (IGPAC)

Laban Ogallo, Director

Richard Samson Odinga, Professor, University of Nairobi

Mrs. Odinga, Professor of Sociology, University of Nairobi

Professor of Economics, University of Nairobi

MARKET LINKAGES INITIATIVE

Anthony Moses A. Ngosi, Chief of Party,

Andrew Cheboi, Monitoring and Evaluation Specialist

Bezuwork Negussie, Deputy Chief of Party, Northern Corridor Activity

PMS GROUP

Joanne Mwangi, President

UNITED NATIONS ENVIRONMENTAL PROGRAMME

Janet Macharia-Kabeberi

Wanjiru Gathira

USAID/EAST AFRICA

Christopher Dege, Regional Environmental Advisor

Peter Ewall, Regional Agricultural Advisor

Shirley Erves, Regional Senior Policy Advisor

Julie Fischer, Environment Officer

Hancox Jaoko, Regional Energy Specialist

Kenneth Kambona, Regional Agricultural Trade and Policy Advisor

Kurt Low, Office Director, Regional Economic Growth Initiative

Tom Muga, Regional ICT Specialist

Nzui Mwanja, Regional Trade Policy Specialist

Stephanie Wilcox, Regional Trade Team Leader

USAID/MALAWI – Cybill Sigler, Sustainable Economic Growth Team Leader

Vincent Langdon-Morris, Senior Agricultural Technical Analyst

USAID/TANZANIA – Tom Hobgood, Agriculture Team Leader

USAID/UGANDA – Jenna Diallo, Private Enterprise Development Officer

OTHERS

Meg Brown, Independent Consultant, Agriculture and Food Security

Joy Hecht, Independent Consultant, Environmental Policy and Economics

Katharine Vincent, Director, Kulima, Environmental Policy and Gender

**Kampala, Uganda (January 18-20, 2011)**

ASSOCIATION FOR STRENGTHENING AGRICULTURAL RESEARCH IN EAST AND CENTRAL AFRICA  
(ASARECA)

Fourough Olinga, Gender Expert

Michael Withaka, Programme Manager, Policy

EAST AFRICAN SUB-REGIONAL SUPPORT INITIATIVE (EASSI)

Jane Ocaya Irama, Program Manager

Eric Tumwesigye, Programme Assistant, Women in the Peace Processes Program

Recky Awino Kyalo, Programme Assitant, Gender Equality and Women's Rights Program

Sylvia Namale, Programme Officer, Communication and Networking

FEWSNET

Agnes Atyang, Acting FEWSNet Representative, Uganda

UWEAL

Dorothy Tuma, FEMCOM Representative, Uganda

**Arusha, Tanzania (January 18-19, 2011)**

EAST AFRICAN COMMUNITY SECRETARIAT

Moses Marwa, Principal Agricultural Economist

Perpetua Miganda, Gender Adviser

Timothy Wasonga, Livestock and Fisheries Advisor, East African Community

**PARTICIPANTS at the Consultative Meeting on Gender, Agriculture, and Climate Change (Lusaka, Zambia), in alphabetical order, April 27-29, 2011**

Esther Kamana Chipasula, Documentalist, South Africa

C. M. P. Chingosho, Director, Ministry of Women Affairs, Gender and Community Development, Harare, Zimbabwe

Valentine Chiluka, Translator, Alliance Française, Lusaka, Zambia

Gerald Chishiba, Interpreter, University of Zambia, Lusaka, Zambia

Anjalee J. Dabee, Adviser in Gender Mainstreaming, Ministry of Gender Equality, Child Development and Family Welfare, Mauritius

Thembumenzi Dube, Senior Agricultural Economist, Ministry of Agriculture, Swaziland

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Paul Kabasu, CEO, Conference Interpreter and Translator, Lusaka, Zambia

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## **ANNEX 4: CLEAN ENERGY – SELECTED COUNTRY EXAMPLES<sup>46</sup>**

### ***Kenya***

Energy is one of the infrastructural enablers of the country's three "pillars" of Vision 2030. The level and intensity of commercial energy use in a country is a key indicator of the degree of economic growth and development. Kenya is therefore expected to use more energy in the commercial sector on the road to 2030. As incomes increase and urbanization intensifies, household demand for energy will also rise. Preparations have been made to meet this growth in demand for energy under the Vision. With the assistance of the NGO ENERGIA, the Kenyan Ministry of Energy conducted a gender audit of its energy programs (Mbuti 2009).

As almost all over the African continent, the main source of energy in Kenya is biomass – firewood, charcoal and agricultural wastes – which between them supply 70% of the country's total energy demand. Most rural households, rural services, small businesses and urban poor depend upon biomass energy. Electricity is the third source of energy in Kenya after fuel wood and petroleum products, but is second to petroleum fuel as a source of commercial energy.

Currently, the country suffers a biomass (wood, charcoal) deficit which is estimated to be up to 60% of the demand. This imbalance causes considerable pressure on the remaining forest and vegetation stocks, thereby accelerating the processes of land degradation. Also the biomass production competes with other forms of land use such as agriculture. The high use of biomass also has implications for women's labor, as its availability will shrink with anticipated climate stresses.

Electricity remains a sought after energy source, and in Kenya 60% of the electricity is produced with hydro power. It is supplied through connections supported by the Rural Electrification Fund (REF) that is managed by Kenya Power and Lighting Company Limited (KPLC) on behalf of the government. Poor grid infrastructure has however resulted in a thriving private market for on-site generation of energy. Mini hydro generation is used as well, particularly at tea factories located in mountain areas. Wind power has been developed at Ngong' Hills by KenGen and at Marsabit by Lake Turkana Wind Company, a private company. Sugar companies use bagasse (a fibrous by product of sugar production), e.g., in cogeneration efforts at Mumias Sugar in Western Kenya. Projects have also tested sustainable biofuel and charcoal production.

Through development of clean energy projects, the country also qualifies for additional carbon finance through the Clean Development Mechanism (CDM) mechanisms. Currently, three clean energy projects are registered as CDM projects; the 35MW bagasse based cogeneration project by Mumias Sugar Company, Kengen's 35MW Olkaria II Expansion Geothermal project and Orpower's Olkaria III Geothermal project. There is a pipeline of other potential CDM projects at various stages of development. There is a high potential for CDM projects within different sectors of the country complimented by adequate understanding and capacity to warrant investment.

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<sup>46</sup> Thanks to Olive Muthoni for initially drafting this section.

## **Tanzania**

The bulk of the total energy used in Tanzania is produced from wood and charcoal. The level of production is unsustainable and contributes to deforestation and forest degradation, reducing the capacity of forests to act as a carbon sink. Over 90% of commercial electricity production is based on hydropower and around 50% of Tanzanian power comes from hydro resources. In recent years, rain patterns and intensity have changed dramatically, reducing the water available for the turbines and interrupting the flow of power to cities and industry. These shortages have also increased the use of charcoal by both urban and rural consumers.

Although the country is now encouraging the use of renewable energy sources like biomass, biofuels and wind, hydropower is still the cheapest option in the country. The current Tanzanian energy policy was adopted in 2003, highlighting the need for rural energy and indigenous, renewable energy sources. It seeks to support the least-cost options for domestic energy resources, promote economic energy pricing, improve energy reliability and security and enhance energy efficiency, encourage commercialization and private sector participation, reduce forest depletion and development of human resources. The Rural Energy Agency is currently cooperating with TANESCO Energy Utility Company to implement grid expansion programs and piloting also off-grid projects with the support of the established Rural Energy Fund.

The energy policy is not well integrated into the other important sectoral policies. It does however mention gender issues and rural women as a part of the discussion of the need to expand rural energy sources in particular and to involve women and address women's issues more consistently not only as household consumers but as commercial suppliers. The policy also calls for training and incentives to encourage greater women's participation in the sector.<sup>47</sup> No formal gender audit has yet been conducted, but the following points are called out as "policy statements" in the policy:

44. Promote application of alternative energy sources other than fuelwood and charcoal, in order to reduce deforestation, indoor health hazards and time spent by rural women in search of firewood
60. Promote gender equality within the energy sub-sectors both on the demand and supply.
61. Facilitate education and training for women in all energy aspects.
62. Promote awareness on gender issues concerning men and women's social roles in the energy sector, including training on appropriate technologies.
63. Promote awareness and advocacy on gender issues in the energy sector.<sup>48</sup>

## **Rwanda**

Biomass supplies 86% of energy needs, as fuelwood (57%) or charcoal (23%), with other sources such as crop residues and peat (6%). Petroleum products supply 11% of the nation's energy and 3% of the country uses electricity. Electricity access in Rwanda is very low even

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<sup>47</sup> <http://tatedo.org/cms/images/publications/reports/energypolicy.pdf>

<sup>48</sup> <http://tatedo.org/cms/images/publications/reports/energypolicy.pdf>

compared to other countries in the region, estimated at reaching only 5 to 6% of households, including approximately one-quarter of urban households but less than 3% of rural ones.

Rwanda's "National Energy Policy and National Energy Strategy 2008-2012" (Government of Rwanda [GOR] 2009) has also done a very good job of identifying relationships between gender and energy issues. The strategy acknowledges the time and labor burdens that are faced by women in their collection of fuel, and puts a high emphasis of addressing these energy needs at a national level. Building on a background report (Muhama 2008), it offers a "gender-aware energy strategy matrix" (see Figure 2) that looks at energy access from a gender dimension across the three issues of availability, affordability, and safety (GOR 2009: 80).

The UNDP supports CDM project development for the private sector and to enhance capacity for the Government of Rwanda. One CDM project, Rwanda Electrogaz Compact Fluorescent Lamp (CFL) Distribution Project, is currently being developed. A pilot project entitled "Reducing the Vulnerability of the Energy Sector to Impacts of Climate Change" is being undertaken by the Centre for Innovation and Technology Transfer of the Kigali Institute of Science and Technology, International Institute for Sustainable Development (IISD), funded by the Global Environment Fund (GEF).

**Figure 2: Gender-Aware Energy Strategy Matrix – Example from Rwanda**

Cross-cutting issues



Table 17 Gender-aware energy strategy matrix					
Dimensions/ Issues	Political	Economic	Environmental Sustainability	Social Equity and Empowerment	
A C C E S S	<b>Availability</b>	Instruments to provide a wide choice of energy forms for households and the informal sector,  <i>e.g. different biomass options, kerosene and LPG are part of available cooking fuels.</i>	Mechanisms to stimulate suppliers to enter the market supplying household energy,  <i>e.g. women are trained and supported to establish their own Energy Service Companies (ESCOs).</i>	Promotion of clean energy sources and technologies,  <i>e.g. incentives for developing household energy supplies around improved biomass forms and other renewable technologies.</i>	Equal distribution and access to energy services,  <i>e.g. women are able to influence policy by being enabled to reach senior positions in energy sector decision-making through vocational training.</i>
	<b>Affordability</b>	Mechanisms to reflect women's incomes and cash flows in cost of fuels,  <i>e.g. require LPG suppliers to provide different size cylinders.</i>	Pricing policy reflects women's incomes and cash flows,  <i>e.g. phased electricity connection fees and pre-payment of energy costs.</i>	Mechanisms to stimulate switch to renewable energy sources and technologies,  <i>e.g. women to have access to credit sources sufficient to purchase solar home systems.</i>	Increased purchasing power,  <i>e.g. through reduced household energy bills and income from informal/small scale business made possible by energy access</i>
	<b>Safety</b>	Safety regulations apply to household labour saving equipment.	Pricing policies to encourage switch to safer fuels and technologies,  <i>e.g. from kerosene to LPG or biogas for cooking.</i>	Promoting non-polluting technologies,  <i>e.g. information campaigns about the benefits of smokeless biomass stoves or solar cookers.</i>	Increased well-being and personal safety are targeted,  <i>e.g. safe kerosene stoves; reliable street lighting enabling women to participate in events after dark.</i>

Source: Annick Muhama (2008): "Assessment of Gender Mainstreaming Strategies into the Formulation and Implementation of the Energy Policy for Rwanda"

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