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Enabling poor rural people
to overcome poverty

IFAD Policy on Gender Equality and Women's Empowerment

Note to Evaluation Committee members

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Note to Executive Board representatives

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Executive Board — 105th Session
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For: Approval

Contents

Abbreviations and acronyms	ii
Executive summary	iii
Recommendation for approval	1
I. The context	1
A. Introduction	1
B. Gender inequalities in agricultural and rural development	2
C. Gender inequalities as a major cause of low productivity and failed rural development	4
D. Addressing gender inequalities to strengthen development impact and effectiveness	5
E. IFAD's experience	6
F. Rationale for the Policy on Gender Equality and Women's Empowerment	8
II. Policy on Gender Equality and Women's Empowerment	9
A. Policy goal and purpose	9
B. Strategic objectives	10
C. Results framework	10
D. Operational approaches	13
III. Implementation strategy	13
A. Action areas and outputs	14
B. Implementation plan for 2012-2015	19
C. Reporting	19
Annexes	
I. Glossary of gender terms	23
II. Gender mainstreaming in IFAD's RB-COSOP, programme and project cycle and procedures	24
III. IFAD best practice statements and examples for mainstreaming gender by thematic area	26
IV. Output indicators for IFAD's Policy on Gender Equality and Women's Empowerment	31
V. Accountability framework	32
Appendix	
Summary of changes between document submitted December 2011 and this document	

Abbreviations and acronyms

ARRI	Annual Report on Results and Impact of IFAD Operations
CEB-SWAP	United Nations System Chief Executives Board for Coordination – system-wide action plan for implementing the United Nations policy on gender equality and the empowerment of women
FAO	Food and Agriculture Organization of the United Nations
HRD	Human Resources Division
IFI	international financial institutions
IOE	Independent Office of Evaluation of IFAD
M&E	monitoring and evaluation
MDG	Millennium Development Goal
PCR	project completion report
PPR	portfolio performance review
RB-COSOP	results-based country strategic opportunities programme
RIDE	Report on IFAD’s Development Effectiveness
RIMS	Results and Impact Management System

Executive summary

1. Evidence demonstrates that, in economies where gender equality is greater in terms of both opportunities and benefits, there is not only higher economic growth but also a better quality of life. Addressing gender inequalities and empowering women are vital to meeting the challenge of improving food and nutrition security, and enabling poor rural people to overcome poverty. Agricultural growth is enhanced if women and men are both enabled to participate fully as economic actors. Development programmes are more relevant and sustainable if both women and men are able to participate in rural institutions and express their own needs and priorities in decision-making forums. Yet, despite increasing evidence that women's improved capabilities and welfare are strongly linked to poverty reduction improvements – such as lower infant mortality and child malnutrition – gender inequalities continue to be inordinately large in the developing world. At present, with few exceptions, rural women fare worse than rural men, and urban women and men, against every Millennium Development Goal indicator for which data are available. If women had equal access to productive inputs, the Food and Agriculture Organization of the United Nations (FAO) estimates that yields from women's farms would increase by 20-30 per cent and total agricultural output by 2.5-4.0 per cent in developing countries. In effect, this would reduce the number of hungry people globally by 12-17 per cent, or 100 million to 150 million people.
2. Since its foundation in 1978, IFAD has increasingly made overcoming gender inequalities and empowering women a cornerstone of its work to reduce rural poverty and food insecurity. Addressing gender issues is central to delivering on all policies and strategic frameworks in IFAD. As a consequence, IFAD is at the forefront of work on gender issues in the context of agricultural and rural development. However, in the early years of the twenty-first century, globalization, emerging markets, unstable food prices, climate change and population growth pose new opportunities and challenges for poor rural people, particularly for those with few assets, and especially for women.
3. The Policy on Gender Equality and Women's Empowerment will be central to the attainment of the overarching goal of the IFAD Strategic Framework 2011-2015: enabling poor rural women and men to improve their food security and nutrition, raise their incomes and strengthen their resilience. The policy will reinforce IFAD's position as a leader in promoting gender equality and women's empowerment in agricultural and rural development. It builds on IFAD's experience and achievements in field operations and in the broader policy arena in promoting gender equality and women's empowerment. The policy will provide IFAD with strategic guidance in systematizing, intensifying and scaling up its efforts to close gender gaps and improve the economic and social status of rural women in rapidly changing rural environments. The preparation of a gender policy was recommended by the 2010 corporate-level evaluation of IFAD's performance with regard to gender equality and women's empowerment.
4. The policy goal is to deepen the impact and strengthen the sustainability of IFAD-supported development initiatives. The purpose is to increase IFAD's impact on gender equality and strengthen women's empowerment in poor rural areas. This will be achieved through three strategic objectives:
 - **Strategic objective 1: Promote economic empowerment to enable rural women and men to have equal opportunity to participate in, and benefit from, profitable economic activities.**
 - **Strategic objective 2: Enable women and men to have equal voice and influence in rural institutions and organizations.**

- **Strategic objective 3: Achieve a more equitable balance in workloads and in the sharing of economic and social benefits between women and men.**

5. The results framework is presented in table 1. The strategic objectives will be implemented through five action areas. Action areas 1 to 3 relate to IFAD's core activities, while action areas 4 and 5 relate to the institutional structures and resources for policy delivery. Five principal outputs are foreseen and an initial set of indicators for each output has been developed (annex IV). The approach and indicators will be further developed and attuned to local and regional priorities and realities on the ground.

- **Action area 1: IFAD-supported country programmes and projects.**

Output: Gender equality and women's empowerment issues addressed systematically in IFAD-supported country programmes and projects.

Indicators:

- 1.1 Increase in the proportion of loans and grants with gender-specific objectives supported by clear budget allocations
- 1.2 Improvement in gender ratings for loan and grant design

- **Action area 2: IFAD as a catalyst for advocacy, partnerships and knowledge management.** Output: IFAD's contributions to advocacy, collaboration and partnerships, and knowledge management on gender equality improved.

Indicators:

- 2.1 Increase in IFAD inputs on gender issues in international forums and publications
- 2.2 Inclusion in key IFAD policy documents and knowledge products of references to gender equality and empowerment of women
- 2.3 Increase in focus on gender issues in policy dialogue and scaling up
- 2.4 Increase in joint initiatives on gender-related activities with other development agencies

- **Action area 3: Capacity-building of implementing partners and government institutions.** Output: Capacity of partners to address gender issues in agriculture and rural development strengthened.

Indicators:

- 3.1 Improvement in gender ratings for loan and grant portfolio at completion
- 3.2 Increase in the number and quality of initiatives to support gender equality and women's empowerment undertaken by government institutions

- **Action area 4: Gender and diversity balance in IFAD.** Output: Corporate approaches and procedures that support gender and diversity balance developed.

Indicators:

- 4.1 Increase in number of women at grade P-5 or above employed by IFAD
- 4.2 Improvement in scores on gender-related staff survey questions by both women and men (e.g. work/life balance)

- **Action area 5: Resources, monitoring and professional accountability.** Output: IFAD's corporate human and financial resources, and monitoring and accountability systems fully support gender equality and women's empowerment.

Indicators:

- 5.1 Increase in human and financial resources from IFAD's core budget invested to support gender equality and women's empowerment

- 5.2 Increase in the number of substantive references to gender issues in agricultural and rural development by IFAD Management in public forums and the media
 - 5.3 Increase in score in annual review of IFAD's performance on gender equality and women's empowerment
6. The policy implementation plan for 2012-2015 is presented in table 2. Once the IFAD policy is approved, a communication and consultation strategy will be prepared, and the plan will be refined in partnership with the relevant IFAD departments and divisions.
7. A high-level gender task force – led by a member of Management – will be established for corporate guidance and accountability. It will also monitor IFAD's progress in fulfilling the requirements of the forthcoming United Nations System Chief Executives Board for Coordination's system-wide action plan (known as the CEB-SWAP) for implementing the United Nations policy on gender equality and the empowerment of women. The thematic group on gender will provide technical support to the task force. The accountability framework is presented in annex V.
8. Progress on policy implementation will be reviewed by the high-level gender task force and reported to the Executive Board annually. The midterm review of the policy will be conducted towards the end of 2014, together with the International Labour Organization's participatory gender audit, or equivalent, and reported to the Executive Board in the following year.
9. This document incorporates feedback received from Executive Board representatives at the informal seminar held on 13 September 2011 and during discussions at the Evaluation Committee on 9 December 2011, together with comments from peers and external reviewers. Changes to the draft presented to the Executive Board for information in December 2011 (EB 2011/104/INF.5/Rev.1) are summarized in the appendix to the document. Once the policy has been approved, both this paragraph and the appendix should be removed from the document.

Recommendation for approval

The Executive Board is invited to approve the IFAD Policy on Gender Equality and Women's Empowerment outlined herein.

IFAD Policy on Gender Equality and Women's Empowerment

I. The context

A. Introduction

1. Evidence demonstrates that, in economies where gender equality is greater in terms of both opportunities and benefits, there is not only higher economic growth but also a better quality of life. Addressing gender inequalities and empowering women are vital to meeting the challenge of improving food and nutrition security, and enabling poor rural people to overcome poverty. Agricultural growth is enhanced if women and men are both enabled to participate fully as economic actors, if their time – particularly women's time – is released from laborious and repetitive tasks, and if they are motivated by a fair share of the benefits arising from their endeavours. Development programmes are more relevant and sustainable if both women and men are able to participate in rural institutions and express their own needs and priorities in decision-making forums. Yet, despite increasing evidence that women's improved capabilities and welfare are strongly linked to poverty reduction and improvements in the quality of life – such as lower infant mortality and child malnutrition – gender inequalities continue to be inordinately large in the developing world.
2. Since its foundation in 1978, IFAD has increasingly made overcoming gender inequalities and empowering women a cornerstone of its work to reduce rural poverty and food insecurity. Addressing gender issues is central to delivering on all policies and strategic frameworks in IFAD. As a consequence, IFAD is at the forefront of work on gender issues in the context of agricultural and rural development. However, in the early years of the twenty-first century, globalization, emerging markets, unstable food prices, climate change and population growth pose new opportunities and challenges for poor rural people, particularly for those with few assets, and especially for women. In response, IFAD must hone its strategies and instruments to achieve greater and more sustainable impact.¹
3. The Policy on Gender Equality and Women's Empowerment will be central to the attainment of the overarching goal of the IFAD Strategic Framework 2011-2015: enabling poor rural women and men to improve their food security and nutrition, raise their incomes and strengthen their resilience. The policy will provide IFAD with strategic guidance in systematizing, intensifying and scaling up its efforts to close gender gaps and improve the economic and social status of women in rapidly changing rural environments. It will inform all aspects of IFAD's work – country programmes and projects, policy dialogue and advocacy, and communications and learning. The Fund's organizational culture and human resource management will be supportive of, and consistent with, its objectives. The preparation of a gender policy was recommended by the 2010 corporate-level evaluation of IFAD's

¹ IFAD Strategic Framework 2011-2015.

performance with regard to gender equality and women's empowerment.² A glossary of key gender terminology is presented in annex I.

B. Gender inequalities in agricultural and rural development

4. There is renewed understanding in the wider community of the relevance of addressing gender inequalities for increasing agricultural production and strengthening rural economic growth. In exploring the dimensions of rural poverty, IFAD's 2011 Rural Poverty Report³ recognizes that some groups are often disproportionately hindered in their attempts to move out of poverty by disadvantages and exclusion rooted in the power inequalities associated with gender, age and ethnic identity. This comes at a cost, not only to the individuals and their families, but also to the national and global economy.
5. Women are major players in the agriculture sector, in household food and nutrition security, and in natural resource management.⁴ They account for 43 per cent of the agricultural labour force in all developing countries and up to 50 per cent in Eastern Asia and sub-Saharan Africa.⁵ They work along the value chain – in their own enterprises, in family activities and as employees, and undertake a wide range of activities, often utilizing their own knowledge systems. They also engage in a mix of non-farm activities, as part of their strategy to diversify their livelihood options,⁶ and are responsible for the majority of household tasks. Women use the natural environment on a daily basis – for water and as a source of fuelwood – and make use of natural products for economic and medicinal purposes. Yet women have significantly less access than men to the assets and services that would enable them to increase their productivity, and they are underrepresented on natural resource management committees and user groups.
6. In the State of Food and Agriculture 2010-11,⁷ the Food and Agriculture Organization of the United Nations (FAO) reports that the yield gap between farms run by men and those run by women averages about 20-30 per cent, and attributes this largely to inequalities in accessing productive resources rather than ability. Closing the gender gap in women's access to productive inputs has proven to have a major impact on agricultural output, particularly in countries where women are most involved in agricultural production, for crops that are mainly grown by women, and where the gap between what women do and the inputs and assets they require is greatest.
7. The World Development Report 2012⁸ continues an earlier World Bank theme, advocating that gender equality is smart economics, enhancing productivity and improving other development outcomes, including the prospects for the next generation. The last quarter of a century has seen an unprecedented narrowing of many gender gaps – in education, health and labour market opportunities. Nevertheless, glaring gender inequalities remain, which not only constrain women's rights and well-being, but, most importantly, limit global economic growth and human development. The report argues that economic growth alone does not reduce gender inequalities; specific policies and programmes are needed to address those gaps, which persist even as countries become richer.

² Independent Office of Evaluation of IFAD (2010). Corporate-level Evaluation of IFAD's Performance with regard to Gender Equality and Women's Empowerment, EB 2010/101/R.9. http://www.ifad.org/evaluation/public_html/eksyst/doc/corporate/gender.pdf.

³ IFAD (2011). Rural Poverty Report, New realities, new challenges: new opportunities for tomorrow's generation.

⁴ World Bank, FAO and IFAD (2009). Gender in Agriculture Sourcebook.

⁵ FAO (2011). The State of Food and Agriculture 2010-11, Women in Agriculture, Closing the gender gap for development.

⁶ FAO, IFAD and International Labour Office (2010). Gender dimensions of agricultural and rural employment: Differentiated pathways out of poverty, Status, trends and gaps.

⁷ FAO (2011). Op cit.

⁸ World Bank (2011). World Development Report 2012, Gender Equality and Development.

8. Empowering rural women and girls is an essential part of the solution to some of today's most serious global challenges: food security, poverty reduction and sustainable development.⁹ Gender equality and women's empowerment are now recognized as lying at the heart of achieving all the Millennium Development Goals (MDGs) – not just MDG3 on gender equality.¹⁰ Given women's roles as managers and users of natural resources and the part they play in agricultural production, gender equality and women's empowerment are also central to biodiversity conservation and environmental sustainability, and thus climate change mitigation and adaptation.¹¹ However, globally, and with a few exceptions, rural women fare worse than rural men, and urban women and men, against every MDG indicator for which data are available.¹²
9. Rural adolescent girls face the triple disadvantage of location, gender and age.¹³ Like adolescent boys living in rural areas, they are limited by the lack of access to infrastructure and services – in particular, land, markets, finance, education and training, and essential health care. However, because social and cultural norms affecting gender roles are more entrenched in rural areas, girls often bear a heavy burden of work, have fewer opportunities to complete their schooling, and face expectations of early marriage, with the attendant risks of poor reproductive health, multiple childbirths and gender-based violence. These dire circumstances, and a desire for better lives, spur many young rural women to abandon their villages and migrate to urban areas or across borders. Without proper training and skills, they are highly vulnerable to exploitation and trafficking. Young women are also disproportionately vulnerable to HIV infection. The opportunity for actions that can transform not only the lives of adolescent girls but also those of future generations – as well as spur economic growth – is often missed.
10. The discourse is not always about closing gaps with regard to women. Societal norms and expectations also prevent men from fulfilling their potential. Men and boys can experience gender-specific forms of vulnerabilities and can be negatively affected by gender stereotypes. Some men may find it difficult to conform to typical notions of masculinity, and therefore feel marginalized. Cultural norms may, for example, prevent men from participating in adult literacy classes, childcare or cooking for the household. In some parts of the world, the gender gaps are reversed, with boys experiencing lower participation rates in schooling than girls. Gender-based violence can sometimes be triggered by a sense of disempowerment experienced by men who can no longer fulfil their traditional role as the family breadwinner. Rapid socio-economic changes in certain areas might expose men more than women to the risk of job loss or underemployment. Elsewhere, men are missing out on development opportunities, and targeted initiatives are required, including actions aimed at challenging traditional stereotypes about men and masculinities, and promoting positive gender roles and identities.
11. Gender roles and relations can – and do – change: within households, among communities and over time. This may be a result of developments in technology, new economic opportunities, or changes in the mindsets of household members. Changes in both men's and women's roles and relations are a prerequisite for gender equality. Thus, engaging with women and men, girls and boys, in the

⁹ United Nations Economic and Social Council (2011). The empowerment of rural women and their role in poverty and hunger eradication, development and current challenges. Fifty-sixth session of the Commission on the Status of Women, 27 February-9 March 2012, New York.

¹⁰ United Nations Development Programme (UNDP) (2010). Millennium Development Goals Report 2010.

¹¹ Indeed, the three Rio Conventions – the Convention on Biological Diversity, the United Nations Convention to Combat Desertification and the United Nations Framework Convention on Climate Change – are working together with the Global Environment Facility to harmonize their approaches to gender mainstreaming for improved global environmental governance. This will be discussed at Rio+20 in 2012.

¹² United Nations Inter-Agency Network on Women and Gender Equality (2012). Rural Women and the Millennium Development Goals, Fact Sheet. New York, February 2012.

¹³ Bertini, C. (2011). Girls Grow: A Vital Force in Rural Economies. A Girls Count Report on Adolescent Girls. United States: The Chicago Council on Global Affairs.

development process is crucial. The challenge is to ensure equal opportunities for women and men to engage in development activities, in terms of opportunity to participate and share in the benefits. Nevertheless, inequalities are largely experienced by women and selective interventions are needed to level the playing field for them.

C. Gender inequalities as a major cause of low productivity and failed rural development

12. **Rural women generally have more limited access than men to inputs, services, rural organizations, productive infrastructure and technologies.** As a result of the combination of social and cultural norms, as well as the structure of service infrastructure, women in almost all rural societies face specific challenges in accessing productive inputs, land and natural resources, technologies and produce markets. They are underrepresented among both the membership and leadership of rural organizations. There tends to be a bias in service delivery towards men, from extension and research, to technology development and training, to financial services and business advice. A lack of security with regard to assets – especially land – often makes women less willing, and less able, to take risks and innovate. A lack of collateral prevents them from accessing formal lending services. An absence of clarity regarding property and inheritance rights makes them less interested in investments with long-term benefits – such as soil and water conservation measures or the planting of tree crops – and exacerbates the vulnerability of widows. While the lack of services and basic infrastructure – such as water supply, energy, roads and markets – weighs heavily on all rural dwellers, its negative impact is higher on women and girls who are usually responsible for fetching water and firewood. Because women have a higher dependence on rainfed farming and the natural environment, and less access than men to irrigable land, markets and secure incomes, their livelihoods are more vulnerable to external shocks, such as the impact of climate change and soaring food prices.
13. **Rural women are often demotivated because they do not fully share in the benefits of their endeavours.** In many communities, men control the bulk of the proceeds from cash crop and livestock production, even though women provide a substantial amount of labour. Men traditionally play a greater role in producing crops and livestock for the market, negotiating prices, transporting large volumes and handling cash sales, even for enterprises developed by women. Women's weak integration into value chains also reflects time availability and mobility constraints. When an enterprise becomes commercialized, women may find that they bear a disproportionate burden of additional work, without sharing in the additional benefits generated, or that men take over enterprises that were once regarded as falling within women's domain. Alternatively, the development of independent income streams by women can sometimes result in men experiencing a loss of status in the home.
14. **Rural women lack voice in decision-making.** Cultural norms and practices, lack of education and self-confidence, and a shortage of time inhibit women's ability to contribute to decision-making at all levels – from household and community to national. Women are often in a weak bargaining position in intra-household decision-making, to the detriment of the well-being of all household members. Many tasks associated with rural living are divided along gender lines, which results in differences in the priorities, incentives, opportunities and knowledge of women and men. Consequently, rural women's lack of voice in public affairs means that investments and policies are less sensitive to the specific priorities and constraints of half the population, and thus largely fail to achieve the intended development outcomes. Indeed, while apparently gender-neutral, these investments and policies may actually have adverse effects on women.

15. **Rural women are overburdened by their daily workload.** Rural women's working days are typically longer than men's. They multitask to combine a wide range of productive and household duties, including care-giving to the young, the elderly, people with disabilities and the chronically ill. Rural women often spend many hours collecting water and harvesting firewood for household needs – tasks that are becoming more onerous as a result of climate change, depleted forest resources and water scarcity. Sanitation and drinking water are often relatively low priorities for domestic budget allocations and official development assistance, despite the huge benefits for public health, gender equity, poverty reduction and economic growth.¹⁴ The health and well-being of rural women are also compromised by poor nutrition, poor maternal health care and greater vulnerability – biologically, socially and economically – to the risk of HIV infection and the impacts of AIDS.

D. Addressing gender inequalities to strengthen development impact and effectiveness

16. **Closing gender gaps makes a major contribution to improving food and nutrition security and reducing child malnutrition.** If women had equal access to productive inputs, FAO estimates that yields on women's farms would increase by 20-30 per cent and total agricultural output by 2.5-4.0 per cent in developing countries. In effect, this would reduce the number of hungry people globally by 12-17 per cent, or 100 million to 150 million people.¹⁵ Empowering women has been found to be one of the most effective ways of reducing chronic child malnutrition.¹⁶ Women play a vital role in both producing and preparing food for young children in their first 1,000 days. A mother's education, health and nutritional status – as well as an equal say in household decision-making – have a significant impact on the health and nutritional status of her children. In addition, lower infant mortality and child malnutrition help create the conditions for breaking out of the vicious cycle of deprivation through malnutrition and overcoming the intergenerational transmission of poverty.
17. **Greater gender equality contributes to economic growth and lifting people out of poverty.** The benefits to be derived from greater gender equality in rural development go beyond reducing hunger alone. The renewed international attention to the agricultural sector provides an opportunity to increase recognition of and support to rural women and girls.¹⁷ Smallholder agriculture is not only a source of rural household nutrition and income, but also a driver of rural economic growth.¹⁸ Strengthening women's access to, and control over, resources and services in both the economic and social spheres unleashes the productive potential of half of the population. A better educated, more skilled, better informed and healthier workforce is more productive. Investments in gender equality yield the highest returns of all development investments,¹⁹ for both the current generation and the generations to come.
18. **Addressing gender issues enhances the relevance, effectiveness and sustainability of programmes and projects, and benefits the entire household.** Evidence shows that improving gender equality and empowering rural women:

¹⁴ United Nations Development Programme (2010). Op cit.

¹⁵ FAO (2011). Op. cit.

¹⁶ Smith, L., Ramakrishnan, U., Ndiaye, A., Haddad, L. and Martorell, R. (2003). The importance of women's status for child nutrition in developing countries, Research report 131. Washington, D.C.: International Food Policy Research Institute; and World Bank (2011). Op. cit.

¹⁷ United Nations Economic and Social Council (2011). Op. cit.

¹⁸ IFAD (2012). Report on the Consultation on the Ninth Replenishment of IFAD's Resources, thirty-fifth session of the Governing Council, Rome 22-23 February 2012.

¹⁹ Organisation for Economic Co-operation and Development (2010). Accelerating progress towards the MDGs through pro-poor growth: Policy messages from the DAC Network on Poverty Reduction. Paris: OECD.

- **Increase household income and assets.** When women are empowered economically, income flows increase. When women's participation in household decision-making is strengthened, not only does the overall household asset base increase but its composition also changes. Women typically spend a higher proportion of their cash income than men on food and other items to meet immediate household needs. When men become more engaged in household planning for food and nutrition security, together with women, households become more food-secure.
- **Strengthen human and social capital.** Developing the skills base of members of rural communities – through training in literacy and numeracy, or financial and legal literacy – empowers rural women and men to take more informed decisions. Training women as members and leaders of organizations results in strengthened social capital, ensures that development interventions are more relevant and enables women to negotiate more effectively within the household.
- **Conserve the natural environment.** Labour-saving technologies (such as fuel-efficient stoves) and the planting of woodlots reduce women's workloads as well as the burden on the natural resource base. Women's participation in infrastructure and natural resource committees improves the management and conservation of natural resources, including water.
- **Strengthen project sustainability.** When women participate in project design and implementation, project sustainability is improved.²⁰

E. IFAD's experience

19. IFAD has a unique opportunity to increase its contribution to reducing rural poverty and improving food and nutrition security as a result of the specificity of its work with smallholder farmers, many of whom are women, and its focus on the field level as its core business. In doing so, IFAD builds on several decades of experience in promoting gender equality and women's empowerment in rural areas, and integrating gender concerns into its operations.
20. From the outset, IFAD has sought to ensure that rural women benefit from its investments, as reflected in its General Conditions for Agricultural Development Financing. On the basis of experience, and in line with the development community at large, the approach has gradually evolved from a focus on women-specific project activities into paying more attention – from the early 1990s – to the roles of and relations between women and men with regard to rural livelihoods, addressing relevant inequalities and including women more systematically as project beneficiaries and as stakeholders.
21. IFAD has mobilized significant loan and grant funds, in addition to its administrative resources, for pursuing gender equality initiatives in field operations and at headquarters. These have been complemented by donor supplementary funds provided for specific capacity-building, piloting and learning initiatives that could not be financed at the time under IFAD's regular budget.²¹

²⁰ A review of 271 World Bank projects by the International Food Policy Research Institute (IFPRI) found that when women are consulted, sustainability of projects is increased by 16 per cent. Cited by IFPRI (2000). *Women: The Key to Food Security, Looking into the Household*.

²¹ The tracking of gender expenditure and activity data from 2010 shows that, in that year, IFAD invested 13 per cent of the total Programme Management Department budget on staff and consultants' time for promoting gender equality and women's empowerment, and a further 14 per cent of the budget on gender-related activities (these figures exclude field-level investments). Of the total expenditure on gender-related activities, 44 per cent was funded from the administrative budget, 40 per cent from IFAD grants and 16 per cent from supplementary funds. On average, IFAD staff spend around 10 per cent of their time on gender-related activities (this figure excludes specialist staff working exclusively on gender activities).

22. Since the late 1990s, the five regional divisions have implemented programmes funded through IFAD grants and supplementary funds. These programmes have built capacity, leveraged resources and technical assistance, established new partnerships, supported advocacy and policy dialogue, yielded valuable learning for IFAD's programmes and beyond, and – in some divisions – resulted in specific regional gender strategies. Several initiatives have been undertaken to draw lessons and share learning from these programmes for the purpose of improving IFAD's impact on the ground.
23. Over the years, the Fund has worked in partnership with the Rome-based agencies (FAO and the World Food Programme), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), other international financial institutions (IFIs), specialized NGOs and civil society organizations in order to undertake joint initiatives for advocacy, learning and capacity-building related to gender issues in agricultural and rural development. IFAD also participates in global networks, such as the United Nations Inter-Agency Network on Women and Gender Equality, the Organisation for Economic Co-operation and Development's Development Assistance Committee Network on Gender Equality, and the Multilateral Development Banks Gender Working Group. IFAD's work on gender equality and women's empowerment is guided by global commitments to the goal of gender equality, in particular by MDG3, and by the Committee on the Elimination of Discrimination against Women.
24. **Policy and operational instruments.** IFAD's strategies for the economic advancement of poor rural women, adopted in 1992, firmly established the improvement of women's incomes and control over assets as IFAD's principal entry point for the improvement of women's overall status. Many IFAD policies have gender considerations embedded within their principles and approaches, in particular the Policy on Targeting of 2006²² and the Policy on Engagement with Indigenous Peoples of 2009.²³ Gender equality and women's empowerment are one of the Strategic Framework's eight principles of engagement. Over the years, operational instruments have been developed to integrate gender concerns systematically in IFAD's project and programme cycle.²⁴ Gender considerations are now mainstreamed into the full range of operational procedures, from the preparation of results-based country strategic opportunities programmes (RB-COSOPs) and project design, through implementation and monitoring, to final evaluation (see annex II). Simultaneously, specific measures are taken in IFAD-supported projects to bridge traditional gender gaps.
25. Within its own organization, IFAD has supported gender equality by introducing proactive measures to improve work/life balance, such as alternative working arrangements, paternity leave and day care for children. The IFAD Code of Conduct contains most of the elements required for a diversity-supportive culture.
26. **Achievements.** IFAD's performance on gender equality and women's empowerment was evaluated by the Independent Office of Evaluation of IFAD (IOE) in 2010. At the time, women represented nearly 50 per cent of participants in IFAD-supported projects, and 88 per cent of projects were rated medium to high in

²² The IFAD Targeting Policy (2006) states: IFAD will "address gender differences and have a special focus on women within all identified target groups – for reasons of equity, effectiveness and impact – with particular attention to women heads of households, who are often especially disadvantaged". http://www.ifad.org/pub/policy/target/targeting_e.pdf.

²³ The IFAD Policy on Engagement with Indigenous Peoples (2009) states: "IFAD will continue to incorporate a gender focus in its programmes, with a special commitment to improve the well-being of indigenous women...". http://www.ifad.org/english/indigenous/documents/ip_policy_e.pdf.

²⁴ The key milestones include: Household Food Security and Gender – Memory checklists for programme and project design, 1999 (<http://www.ifad.org/gender/approach/gender/mem.htm>); Gender Plan of Action, Mainstreaming a Gender Perspective in IFAD's Operations, 2003-2006 (<http://www.ifad.org/gender/policy/action.pdf>); and Framework for Gender Mainstreaming in IFAD's Operations, 2008 (<http://www.ifad.org/gender/framework/framework.pdf>).

performance on gender equality at completion.²⁵ The gender balance in professional categories at IFAD was better than the average for other United Nations agencies, although further progress was needed at the P-5 level and above.

27. The evaluation also found that IFAD performed better than other IFIs in improving operational processes in order to strengthen its gender work. This reflected the initiatives to mainstream gender considerations into IFAD's project cycle and procedures. As a result, the evaluation found that IFAD had achieved significant results in the field in terms of building women's capacity, empowering them economically and strengthening their decision-making roles. It also recognized that IFAD had played a prominent advocacy role, bringing the contribution of rural women to the attention of policymakers at the global, regional and national levels. However, the evaluation recommended improving consistency across the portfolio, greater accountability at all levels, more effective learning and promotion of a corporate culture supportive of the principle and practice of gender equality. In the Management response to the evaluation, IFAD committed to developing a gender policy.
28. **Lessons learned and best practices.** Over the years, field experience, learning events and self-assessments of the regional gender programmes and, most recently, the corporate gender evaluation, have generated a significant body of knowledge on successful approaches at project level. IFAD has progressively drawn lessons from its own and other organizations' experience about the factors that determine good performance in gender mainstreaming in the project and programme cycle. It has found that better-functioning projects generally have: a well-articulated gender strategy grounded in gender and socio-economic analysis; adequate human and financial resources to implement the strategy, including gender expertise in the management team; progressive but realistic targets for women's participation in project activities; and gender-sensitive monitoring and evaluation (M&E) systems. The understanding and commitment of government institutions, project management staff and implementing partners provide the necessary enabling environment for projects to succeed in promoting gender equality and women's empowerment. These essential building blocks for success have been synthesized in the "Key features of gender-sensitive design and implementation", which represent a set of minimum common standards used to guide the design and implementation processes.²⁶ Best practice statements for mainstreaming gender by thematic area – and illustrated by IFAD's field experiences – are presented in annex III.

F. Rationale for the Policy on Gender Equality and Women's Empowerment

29. The gender policy will reinforce IFAD's position as a leader in promoting gender equality and women's empowerment in agricultural and rural development. It builds on IFAD's experience and achievements in field operations, and in the broader policy arena, in promoting gender equality and women's empowerment. It will guide IFAD in systematically expanding and scaling up successful approaches and meeting the new challenges facing rural women and men in the evolving global economy. The policy also responds to the recommendations of the corporate-level evaluation on gender performance. Thus, the policy seeks to:
- Provide clear objectives, comprehensive policy guidance – including a results framework and implementation plan – and a focus on outcomes (rather than processes) related to gender equality for development effectiveness in agricultural and rural development;

²⁵ IFAD (2010). Report on IFAD's Development Effectiveness.

²⁶ <http://www.ifad.org/gender/framework/framework.pdf>.

- Increase the capacity of IFAD leadership, Management and staff to engage in, and be accountable for, the principles and practice of gender equality within the organization and in IFAD-financed programmes and projects;
- Deepen the impact of IFAD-funded operations – in terms of profitability and sustainability – through the systematic consideration of gender issues at all stages of the country, programme and project cycle, bridging the gaps between design and implementation, and ensuring more even performance within and among regions; and
- Improve systems for more effective learning and reporting, both to serve Management decision-making for improving IFAD’s performance and to inform advocacy and policy dialogue.

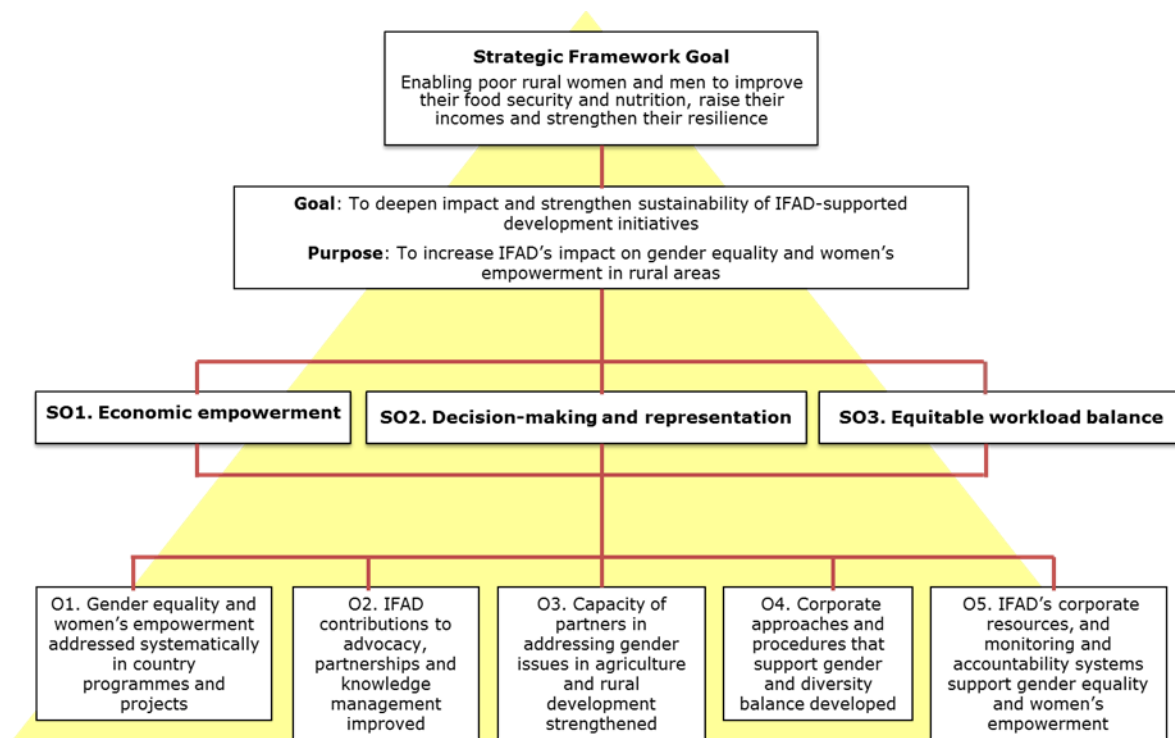
II. Policy on Gender Equality and Women’s Empowerment

30. The gender policy is central to the attainment of the Strategic Framework’s overarching goal of enabling poor rural women and men to improve their food security and nutrition, raise their incomes and strengthen their resilience. Indeed, gender equality and women’s empowerment are included in both the Framework’s objectives and in the core principles of engagement.

A. Policy goal and purpose

31. The policy goal is to deepen the impact and strengthen the sustainability of IFAD-supported development initiatives. The purpose is to increase IFAD’s impact on gender equality and strengthen women’s empowerment in rural areas. This will be achieved through three strategic objectives, five principal outputs and five action areas for implementation (see figure).

Main elements of Policy on Gender Equality and Women’s Empowerment



Note: SO=strategic objective; O=output.

32. The policy is underpinned by three core principles:
- Gender equality as a means of strengthening the development effectiveness of all IFAD-supported operations;
 - Gender equality as a value for IFAD as an organization; and
 - Gender equality as a matter of justice.

B. Strategic objectives

33. **Strategic objective 1: Promote economic empowerment to enable rural women and men to have equal opportunity to participate in, and benefit from, profitable economic activities.**

To engage in productive activities effectively and efficiently, women and men require: access to and control over assets – inputs, technologies and finance; more secure land tenure rights within both statutory and customary systems; and stronger links to profitable markets. They also need access to economic services – such as extension, training and business development – and the opportunity to participate in decent work. Most importantly, to maintain their interest and motivation in participating in economic activities, they need to have access to and control over the benefits arising from their endeavours, in particular, income and equitable remuneration for work performed.

34. **Strategic objective 2: Enable women and men to have equal voice and influence in rural institutions and organizations.**

For rural development outcomes to be effective and sustainable, rural women need to have greater voice and influence over the decisions that affect their lives. Women and men often have different roles in the economy and in society, and consequently their priorities, needs and interests may differ. Women's voices need to be heard for policies to be appropriate, and strong women's representation is necessary to that end. Barriers to women's participation – both as members and leaders – in rural producer organizations, cooperatives and community organizations, from the local through to the national level, need to be removed. Similarly, women's groups and rural producer organizations need to be supported to allow networking for experience-sharing and advocacy. Women's contributions to decision-making at household and community levels need to be valued alongside men's.

35. **Strategic objective 3: Achieve a more equitable balance in workloads and in the sharing of economic and social benefits between women and men.**

To reduce the drudgery and daily workload of rural living – especially among women with their double role of domestic and productive work – rural populations need improved access to basic infrastructure and services, such as water supply, energy, roads and transport. Domestic and multiple-use water sources - in which IFAD continues to invest directly but also to leverage funding from other sources – and affordable labour-saving technologies can release time from laborious and repetitive tasks such as food preparation, and facilitate greater sharing of roles and responsibilities between women and men. As a result of the time and energy saved, rural people improve their well-being and gain the opportunity to engage in economic activities. It is also important to strive for greater gender equity in the distribution of work among household members and in the share of related economic and social benefits.

C. Results framework

36. The results framework presented in table 1 is in line with IFAD's Results Measurement Framework 2013-2015 and the first- and third-level results indicators set out in the Results and Impact Management System (RIMS).²⁷ The indicators are

²⁷ IFAD (2011). RIMS First- and Second-level Results Handbook.

based on existing, available sources of information. These are expected to evolve along with IFAD's own M&E systems, leading to the identification of improved indicators that are more accurate in assessing progress towards the specified outcomes and can be more systematically documented.

37. The principal anchor indicator will be chronic child malnutrition, which, because of its strong correlation with women's empowerment, will be used as a proxy indicator initially. IFAD will invest in developing measures of impact that are more gender-sensitive, with a view to incorporating them into the results framework during policy implementation. Such indicators could include: the household asset ownership index – especially land; the composition of the household asset base; and income or expenditure flows. IFAD will continue to work with the Rome-based agencies, UN Women, the World Bank and regional IFIs, research institutions, NGOs and other partners to improve statistics on the economic status and well-being of rural women and to monitor related policies and investments.
38. While the indicators in table 1 represent the core indicators for the gender policy, additional ones may be needed for the different regions, where appropriate. For example, indicators for strategic objective 2 could include an increase in the number of women in the project area with identity cards or an increase in the proportion of women elected members in local government in the project area.

Table 1
Results framework

Goal			Source
To enable poor rural women and men to improve their food security and nutrition, raise their incomes and strengthen their resilience (IFAD Strategic Framework)			Results Measurement Framework impact data
Purpose	Impact	Indicators	Source
Implementation of the IFAD Policy on Gender Equality and Women's Empowerment	IFAD's impact on gender equality and women's empowerment increased	<ul style="list-style-type: none"> ▪ Reduction in level of child malnutrition, disaggregated by sex ▪ Increase in household assets owned by women 	RIMS level 3 or national surveys Sex-disaggregated RIMS household asset index to be developed
Strategic objectives	Outcomes	Indicators	Source
1. Promote economic empowerment of rural women and men	Participation of rural women and men in, and benefit from, profitable economic activities in agriculture, natural resource management and rural development increased	▪ Project completion report (PCR) score on women's economic empowerment	PCR (IOE validations)*
		▪ Percentage of women:men accessing advisory, savings and borrowing services	RIMS level 1
		▪ Percentage of women:men who are members of groups related to economic activities (crop/livestock production, savings and credit, and marketing)	RIMS level 1
		▪ Percentage of women:men accessing development funds	RIMS level 1
		▪ Rural women's incomes/expenditure as compared with men's	To be developed for baseline surveys
2. Increase rural women's decision-making power and representation	The voice and influence of women in rural institutions increased	▪ PCR score on women's representation and decision-making	PCR (IOE validations)*
		▪ Percentage of women:men in the membership of non-economic groups (managing infrastructure, natural resource management, community and social infrastructure)	RIMS level 1
		▪ Percentage of women in leadership positions in economic groups in IFAD-supported projects	RIMS level 1
		▪ Percentage of women leaders in apex organizations associated with IFAD country programmes	Farmers' Forum data
		▪ Proportion of women participating in the Farmers' Forum (held every two years)	Farmers' Forum data
3. Achieve an equitable workload balance	A reduced workload and a more equitable balance between women's and men's workloads in productive and household responsibilities and in sharing the economic and social benefits achieved	▪ PCR score on workload reduction and balance	PCR (IOE validations)*
		▪ Improvements in infrastructure: number of drinking or multiple-use water systems constructed or rehabilitated	RIMS level 1

* The possibility of disaggregating the composite PCR score – on women's economic empowerment, decision-making and workload reduction – will be explored.

D. Operational approaches

39. Within the organization, and in the programmes and projects it supports, IFAD will:
- Address gender equality as a cross-cutting theme, including in its policies;
 - Take into account differences that exist among women – age, nationality, ethnicity, socio-economic category – and the dynamics in gender roles and relations;
 - Use gender analysis to understand the different roles, interests and priorities of women and men, and tailor policies, projects and programmes accordingly;
 - Implement in parallel, when necessary, women-focused activities to address existing imbalances (in economic and career opportunities, decision-making and workloads);
 - Make focused efforts to provide young rural women with economic and social development opportunities during project identification and design; and
 - Apply continuous learning and analysis based on field experiences to develop more effective approaches and to generate information for evidence-based advocacy and policy dialogue.
40. Specifically in the programmes and projects it supports, IFAD will:
- Use participatory approaches to ensure that the voices of different segments of the rural population – men, women, young people, indigenous people, the poor and the better-off – are equally heard and valued;
 - Work with the entire household, leveraging the positive complementarities between women and men, young and old, to identify new roles and relations – including addressing issues of intergenerational equity – to improve food security and household incomes, and share benefits fairly;
 - Empower rural women and men by transferring decision-making power over the use of funds (such as community development funds) and the selection of service providers to them;
 - Invest in building the self-confidence and esteem, knowledge and skills (technical, leadership, managerial) of women and girls, particularly when combined with functional literacy and legal literacy on women’s rights, through gender-sensitive extension and business advisory services, vocational training, and also informal means, such as peer learning, exchange visits, learning routes and role models;
 - Use quotas selectively – for women, men or young people, as necessary – as a way of fostering change (such as reserving places in project-related decision-making bodies), but always accompanied by other measures (primarily capacity-building);
 - Engage with men and leaders as partners at the project and community level in promoting gender equality and attitudinal change;
 - Work with government institutions to create an enabling policy, institutional and cultural environment to support gender equality and women’s empowerment and sustain impact; and
 - Demonstrate gender equality, for example through gender-balanced design and implementation support missions.

III. Implementation strategy

41. The strategic objectives will be implemented through five action areas. Action areas 1 to 3 relate to IFAD’s core activities, while action areas 4 and 5 relate to the institutional structures and resources for policy delivery. An initial set of output

indicators has been identified (annex IV). There are many areas of synergy among the key deliverables. The approach and indicators will be further developed and attuned to local and regional priorities and realities on the ground.

A. Action areas and outputs

Action area 1: IFAD-supported country programmes and projects

Output 1: Gender equality and women's empowerment issues addressed systematically in IFAD-supported country programmes and projects.

Indicators:

- 1.1 Increase in the proportion of loans and grants with gender-specific objectives supported by clear budget allocations
- 1.2 Improvement in gender ratings for loan and grant design

42. IFAD will ensure that gender-focused poverty and livelihoods analysis continues to inform project design, guide the identification of specific gender equality results and ensure that the project "does no harm". Gender issues will be systematically addressed throughout the loans and grants programme and project cycle, i.e. during RB-COSOP preparation, programme and project design, implementation support and supervision, and M&E. The "Key features of gender-sensitive design and implementation" will continue to be used as a tool for strengthening design and implementation – as well as in IFAD's quality enhancement and assurance processes – and in conjunction with IFAD's operational guidance on targeting. Staff capacity-building will be critical for ensuring that IFAD remains a leading international organization in supporting gender equality and women's empowerment at the field level. Training programmes will take into account the evolution of IFAD's business model in terms of staff decentralization and the increasing focus on gender and economic empowerment.
43. Gender strategies that address the three strategic objectives of economic empowerment, representation and workload reduction will be articulated and implemented in country programmes and projects. Proactive measures to ensure and support women's participation as direct beneficiaries and as active members and leaders in project-related decision-making bodies are often necessary to overcome inherent gender inequalities.
44. Attention to gender equality and women's empowerment must be reflected in project staffing and implementation arrangements, as well as in resource allocation. The M&E and learning systems are required to continue to collect, analyse and interpret sex-disaggregated data, develop specific indicators as needed – preferably with the participation of rural women and men – and document experiences in order to assess impact and improve performance. The lessons learned also contribute to knowledge management and engagement in evidence-based policy dialogue (action area 2). The midterm review and evaluation should reflect not only on whether the project has contributed to gender equality and the empowerment of rural women but also on whether improvements in gender equality have enhanced project performance. Technical assistance, improved knowledge management (action area 2) and the capacity-building of implementing partners (action area 3) are essential complements to these procedural measures.
45. Key deliverables on country programmes and projects include:
 - 1.1 Comprehensive guidelines and procedures to mainstream gender concerns into all stages of the RB-COSOP, programme and project cycle in place;
 - 1.2 Capacity of IFAD Management and staff – in headquarters and the field – to address gender equality and women's empowerment for improved project performance and country-level policy dialogue increased;
 - 1.3 Adequate specialist technical expertise to design and implementation support missions provided;

- 1.4 Indicators to measure project impact on gender equality and women's empowerment as well as the impact of gender equality on project performance and sustainability of impact improved; and
- 1.5 Project capacity to generate and act on experiences and lessons learned improved.

Action area 2: IFAD as a catalyst for advocacy, partnerships and knowledge management

Output 2: IFAD contributions to advocacy, partnerships and knowledge management on gender equality improved.

Indicators:

- 2.1 Increase in IFAD inputs on gender issues in international forums and publications
- 2.2 Inclusion in key IFAD policy documents and knowledge products of references to gender equality and women's empowerment
- 2.3 Increase in focus on gender issues in policy dialogue and scaling up
- 2.4 Increase in joint initiatives on gender-related activities with other development agencies

- 46. IFAD's growing global presence provides increasing opportunities for policy dialogue and advocacy, partnerships and knowledge management. Experience shows that the establishment of consensus and norms at the global level can help to create more enabling conditions for local, regional and national efforts to achieve women's empowerment. Conversely, country-level experiences and successes can influence broader regional and global processes and serve as a catalyst for wider change.
- 47. To inform and influence policies, laws and practices, IFAD will participate in strategic partnerships and coalitions, drawing on insights and knowledge distilled from the operations it supports. The Fund will continue to cultivate mechanisms for knowledge-sharing that help identify key issues, accelerate innovation and the scaling up of best practices – such as learning routes – and contribute to the evidence base for more effective policies and practices. And it will strengthen its capacity for developing and implementing strategies to promote gender issues in policy dialogue and advocacy at country, regional and international levels. This will include making use of its external communications systems to convey strategic messages and information to key audiences, and supporting regional and country-level networking and dialogue among rural women farmers.
- 48. Effective means for sharing and applying knowledge are critical for leveraging greater results. To improve its effectiveness in this area, IFAD will also strengthen its own institutional capacity – including the thematic group on gender – by adopting a more focused approach to knowledge management on gender in agriculture and rural development. It will take advantage of the new opportunities for generating practical, field-based knowledge through direct supervision and implementation support missions. Internal systems for capturing and sharing insights and lessons learned will be strengthened by linking knowledge events with field operations to learn from what IFAD is accomplishing and ensure that these experiences inform future RB-COSOPs, and project design and implementation. Equally, knowledge will be shared across development organizations and IFIs by linking and contributing to external knowledge networks.
- 49. In addition to collaboration for advocacy and learning, IFAD will enlarge the impact of its activities through alliances with agencies with complementary mandates and through cofinancing of larger programmes. Partners will include other IFIs, United Nations agencies, civil society organizations, the private sector, academic and research institutions, and apex producer organizations.
- 50. Key deliverables on IFAD as a catalyst include:

- 2.1 Communication and advocacy strategy to advance the economic empowerment of rural women, including the integration of gender perspectives into IFAD's advocacy on thematic priority areas developed and implemented;
- 2.2 Results-based evidence from regular field programmes and pilot activities systematically generated, documented and shared for advocacy, capacity-building of partners and scaling up;
- 2.3 Contributions to national-level policy platforms and global forums on gender issues in agriculture and rural development improved; and
- 2.4 Gender focus in cofinanced investments in agricultural and rural development increased.

Action area 3: Capacity-building of implementing partners and government institutions

Output 3: Capacity of partners in addressing gender issues in agriculture and rural development strengthened.

Indicators:

- 3.1 Improvement in gender ratings for loan and grant portfolio at completion
- 3.2 Increase in the number and quality of initiatives to support gender equality and women's empowerment undertaken by government institutions (e.g. policies supportive of women's entitlement to land and other assets, ministries of agriculture and rural development with senior gender expertise/gender unit and gender strategy, public investment in domestic water supplies)

- 51. The creation of an enabling institutional environment is essential for the sustainable implementation of gender equality strategies. IFAD does not directly implement the projects and programmes it finances, but works through partners at various levels. Partners range from project management/coordination units, implementing partners at field level, government bodies at central through to local levels, the private sector, civil society organizations, apex producer organizations, academic institutions and other donors.
- 52. IFAD will work in partnership with key government institutions and donor agencies to build a shared understanding of the relevance of gender equality and women's empowerment for agriculture and rural development, contributing its own experience and lessons learned from the field (action area 2). Technical skills will be developed at three levels: first, to mainstream gender concerns into agricultural and rural development initiatives; second, to deliver on aspects of project design and implementation, such as gender-sensitive community mobilization, baseline surveys and impact assessments; and third, to draw on these experiences to participate in evidence-based advocacy and policy dialogue.
- 53. IFAD will participate in and promote collaborative initiatives to train trainers and develop a cadre of gender experts at the regional and national levels who can provide high-quality and needs-based training and technical assistance in the context of agriculture and rural development programmes and projects (not only funded by IFAD). The experts will be staff from national partner institutions – such as ministries, project management units, farmers' organizations, NGOs – and independent consultants from the regions. IFAD will also support peer learning and networking among these trainers and experts. Delivery on action area 3 will provide a solid foundation for successful outcomes in action areas 1 and 2. These activities will largely be financed through grant funds. In addition, loan projects will regularly allocate funds for training on gender issues for staff from project management/coordination units.
- 54. Key deliverables on capacity-building include:

- 3.1 Capacity in key government institutions to address gender equality in agricultural and rural development increased;
- 3.2 Skills of implementing partners, including project management units, strengthened to address gender issues in design and key thematic areas, and delivery of agricultural and rural development initiatives; and
- 3.3 Regional and national capacity of gender experts developed to support the design and implementation of gender-sensitive agricultural and rural development programmes.

Action area 4: Gender and diversity balance in IFAD

Output 4: Corporate approaches and procedures that support gender and diversity balance developed.

Indicators:

- 4.1 Increase in number of women at grade P-5 or above employed by IFAD
- 4.2 Improvement in scores on gender-related staff survey questions by both women and men (e.g. work/life balance)

- 55. Gender diversity – together with diversity in other aspects such as age and nationality – is necessary to increase organizational effectiveness. Well-managed diversity broadens perspectives, increases innovativeness, improves responsiveness to client needs, and, in the longer term, is more robust in responding to new organizational challenges. Implementation of vibrant gender and diversity strategies within an organization enhances the growth and use of each staff member's capacity, improves trust between managers and staff, and fosters a culture of respect and dignity. In the specific case of IFAD, having internal gender equality measures in place signals engagement with United Nations values; and by demonstrating coherence between activities at headquarters and those promoted in the field, the Fund is also more credible as an advocate in its relations with governments and other partners.
- 56. IFAD's Code of Conduct already presents most of the key elements required for a diversity-supportive culture, and further efforts will be made to integrate them fully into daily work and human resources procedures. Creative learning mechanisms will be used to broaden the understanding of how diversity affects processes and behaviours within the organization, create internal momentum for change and identify the actions needed. The key deliverables noted below will be phased in as IFAD's ongoing Change and Reform Agenda evolves. The deliverables are broadly in line with the of the forthcoming United Nations System Chief Executives Board for Coordination's system-wide action plan (known as the CEB-SWAP) for implementing the United Nations policy on gender equality and the empowerment of women.²⁸
- 57. Key deliverables on gender and diversity include:
 - 4.1 Understanding of practical implications of gender and diversity for IFAD and buy-in by staff and managers increased;
 - 4.2 Gender mainstreamed into training programmes led by the Human Resources Division (HRD);
 - 4.3 Gender and diversity dimensions of existing reporting systems progressively improved; and
 - 4.4 Gender and diversity concerns progressively incorporated into HRD rules and procedures, including performance evaluations.

²⁸ The CEB-SWAP will be presented to the United Nations System Chief Executives Board for Coordination in April 2012.

Action area 5: Resources, monitoring and professional accountability

Output 5: IFAD's corporate human and financial resources, and monitoring and accountability systems fully support gender equality and women's empowerment.

Indicators:

- 5.1 Increase in human and financial resources from IFAD's core budget invested to support gender equality and women's empowerment
- 5.2 Increase in the number of substantive references to gender issues in agricultural and rural development by IFAD Management in public forums and the media
- 5.3 Increase in score in annual review of IFAD's performance on gender equality and women's empowerment

58. To deliver on the gender policy, IFAD will invest adequate human and financial resources to support gender-related actions, not only maintaining the current level of staffing and IFAD funding in this area, but also seeking to increase it over time. Institutional responsibilities for gender equality and women's empowerment will be defined at all levels – from Senior Management to technical staff – and monitored to ensure successful policy implementation. A high-level gender task force – led by a member of Senior Management – will be established for corporate guidance and accountability, including fulfilling the requirements of the CEB-SWAP. The thematic group on gender will provide technical support to the high-level task force. The roles of the thematic group and the divisional gender focal points will be recast. Opportunities will be identified for deploying outposted gender advisers in all regions, or at the subregional or country level where there are large portfolios.
59. Baseline data for the allocation of staff and expenditure from IFAD's administrative budget to gender-related activities were collected in 2011. Based on this experience, and in consultation with other institutions that carry out similar assessments, systems for the uniform and periodic collection of such information across IFAD will be developed and the results reported to assess trends. In line with the IFAD Grant Policy, the Fund will provide grant support for capacity-building and research relevant to gender equality and women's empowerment (action areas 2 and 3). Supplementary funds will also be mobilized, not for core activities but for new initiatives with potential for scaling up and replication, or for an activity that – at the time – cannot be funded directly through the regular administrative budget.
60. Management decision-making for improving performance will be informed by systematic learning and reporting through the corporate M&E systems and results framework. IFAD's primary reporting instrument will be the annual Report on IFAD's Development Effectiveness (RIDE), which has a specific section on gender and reports against the Fund's Results Measurement Framework. The latter contains several RIMS indicators relevant to gender equality and women's empowerment, and data on gender balance in staffing. From 2011, IOE has introduced in all evaluations a specific assessment and rating on gender equality and women's empowerment, and the Annual Report on Results and Impact of IFAD Operations (ARRI) will provide an overview of results and lessons learned. The gender perspective covered in the annual portfolio performance review (PPR) will be reviewed, and guidance will be provided to support regions in their self-assessment of progress.
61. Key deliverables on resources, monitoring and accountability include:
- 5.1 Institutional responsibilities for gender equality articulated at all levels, including the formation of a high-level gender task force;
 - 5.2 The role and capacity of regional/subregional/country gender advisers, and the associated budgetary allocation, strengthened;
 - 5.3 Corporate responsibility for gender equality and women's empowerment ensured;

- 5.4 Reporting on policy implementation and results through corporate reporting systems (RIDE and PPR) improved;
- 5.5 Systems for periodic tracking of the allocation of staff time and activity devoted to gender developed; and
- 5.6 The requirements of the CEB-SWAP met.

B. Implementation plan for 2012-2015

- 62. The implementation plan for 2012-2015 is presented in table 2 and the accountability framework in annex V. Once the policy is approved, a communication and consultation strategy will be prepared, and the plan will be refined in partnership with the relevant IFAD departments and divisions. Baseline data for all indicators in the results framework (table 1) will be established, where possible.
- 63. The main risks associated with the effective implementation of the policy include passive opposition from key staff, and human and financial resource constraints. A communications campaign on the gender policy, setting out the policy purpose and objectives that lie at the heart of strengthening IFAD's core business, will be prepared and implemented once the policy has been approved. This will be followed by learning clinics and staff training on gender mainstreaming in the programme and project cycle, and the dissemination of evidence-based experiences and lessons learned.

C. Reporting

- 64. A selected number of the indicators identified in the results framework, together with key output indicators, will be monitored and reported annually through the RIDE. The full set will be used for internal reporting via the PPR. A summary of progress on policy implementation will be reviewed by the high-level gender task force and reported to the Executive Board annually. The midterm review of the policy will be conducted towards the end of 2014, together with the International Labour Organization participatory gender audit, or equivalent, and reported to the Executive Board in the following year.

Table 2
Implementation Plan, 2012-2015

Action area and key deliverables	Activities	Time frame	Lead responsibility
1. IFAD-supported country programmes and projects			
1.1 Comprehensive guidelines and procedures to mainstream gender in place	1.1.1 Strengthen existing guidelines and procedures for loans and grants (e.g. RB-COSOP, PDR, PSR, PCR) 1.1.2 Develop new guidelines as necessary	Ongoing	PTA, PMD Front Office
1.2 Capacity of IFAD Management and staff to address gender issues in agricultural and rural development increased	1.2.1 Assess capacity and develop training plan 1.2.2 Train staff and Senior Management on a mandatory basis 1.2.3 Improve and develop practical methods and tools 1.2.4 Integrate gender equality and women's empowerment into other IFAD training tools and resources (e.g. rural finance, value chain development, natural resource management) 1.2.5 Develop gender expertise in thematic areas	Ongoing	Regional divisions, PTA, PMD Front Office, HRD
1.3 Adequate specialist technical expertise to design and implementation support missions provided	1.3.1 Ensure gender expertise on design missions 1.3.2 Ensure gender expertise on implementation support missions 1.3.3 Strengthen quality and consistency of reporting on gender aspects in direct supervision reports	Start 2012	Regional divisions to deploy, PTA to help identify and brief
1.4 Impact indicators improved	1.4.1 Establish partnerships to develop and strengthen indicators for the three strategic objectives 1.4.2 Improve RIMS gender-related information for level 3 anchor indicators and level 2 1.4.3 Strengthen M&E systems to collect and analyse sex-disaggregated data and generate information on gender equality and women's empowerment	Start 2012	PTA, RIMS Working Group
1.5 Project capacity to generate and act on experiences and lessons learned improved	1.5.1 Document innovative approaches and lessons learned at programme/project level 1.5.2 Pilot gender-focused client satisfaction surveys in projects to determine how well project activities are working for women and men, and what needs to be improved 1.5.3 Share lessons at regional workshops and at other knowledge management events for guiding current implementation, future design, scaling up and policy dialogue	Ongoing, to be strengthened	Regional divisions with PTA support
2. IFAD as a catalyst for advocacy, partnerships and knowledge management			
2.1 Communication and advocacy strategy developed and implemented	2.1.1 Review field experience to identify policy constraints and identify priorities 2.1.2 Develop communication and advocacy strategy 2.1.3 Review and periodically update strategy	Start 2012	COM, SKM, TG-Gender, PTA, PRMO, NALO
2.2 Results-based evidence from regular field programmes and pilot activities generated, documented and shared	2.2.1 Document results from regular field programmes and pilot activities 2.2.2 Form learning partnerships, mobilize funds and establish links with research programmes for systematic action research 2.2.3 Pilot and analyse innovative approaches and gender-sensitive research 2.2.4 Disseminate information through formal and social media products, peer-reviewed publications, knowledge management networks and communities of practice 2.2.5 Enhance and update IFAD's gender website regularly	Ongoing, to be strengthened	Regional divisions, PTA, SKM, COM, ECD
2.3 Contributions to policy and advocacy platforms on gender in agricultural and rural development	2.3.1 Participate directly in platforms 2.3.2 Establish strategic partnerships with organizations with capacity to participate in	Ongoing, to be strengthened	SKM with PMD Front Office and PRMO/NALO

improved	policy and advocacy forums 2.3.3 Prepare and disseminate policy briefs and publications 2.3.4 Support regional and country-level networking and dialogue among rural women		support
2.4 Cofinanced investments in agricultural and rural development have greater gender focus	2.4.1 Form partnerships for cofinancing 2.4.2 Participate in joint missions and learning activities	Ongoing	PMD Front Office, PRMO
3. Capacity-building of implementing partners and government institutions			
3.1 Capacity in key government institutions to address gender equality in agricultural and rural development increased	3.1.1 Conduct awareness-raising and training workshops 3.1.2 Disseminate policy briefs and case studies	Start 2013	PMD Front Office with SKM support
3.2 Skills of implementing partners strengthened to address gender in design and delivery of agricultural and rural development initiatives	3.2.1 Integrate gender events into IFAD's regular programme of regional workshops 3.2.2 Organize national workshops and training events 3.2.3 Organize learning routes in which gender is mainstreamed 3.2.4 Support networking, peer exchange and South-South initiatives	Ongoing	Regional divisions with PTA support
3.3 Regional and national capacity of gender experts developed	3.3.1 Conduct regional and subregional training of trainers for gender experts 3.3.2 Participate in establishment of roster of regional and national experts	Start 2013	PTA
4. Gender and diversity balance in IFAD			
4.1 Understanding of practical implications of gender and diversity for IFAD and buy-in by staff and managers increased	4.1.1 Conduct learning clinics and focus group discussions to identify benefits of gender and diversity on IFAD's business performance, capacity-building needs and appropriate solutions 4.1.2 Design and deliver gender and diversity-sensitive modules	Start 2012	HRD
4.2 Gender mainstreamed into HRD-led training programmes	4.2.1 Incorporate a gender in agricultural and rural development perspective in HRD-led training, when appropriate, such as induction training	Start 2012	HRD, with PTA support
4.3 Gender and diversity dimensions of existing reporting systems improved	4.3.1 Revise annual staff survey to better incorporate gender and diversity 4.3.2 Prepare annual report on gender and diversity in IFAD	Start 2012 Ongoing, to be strengthened	HRD High-level gender task force with HRD
	4.3.3 Undertake ILO participatory gender audit, or equivalent, at least once every five years	2014	PTA
4.4 Gender and diversity concerns incorporated into HRD rules and procedures, including performance evaluations	4.4.1 Strengthen recruitment procedures 4.4.2 Integrate assessment of gender equality and women's empowerment into staff performance evaluation 4.4.3 Strengthen career enrichment and advancement opportunities 4.4.4 Strengthen implementation and institutional acceptance of work/life balance provisions	Ongoing	HRD
5. Resources, monitoring and professional accountability			
5.1 Institutional responsibilities for gender equality articulated at all levels, including formation of a high-level gender task force	5.1.1 Mainstream responsibilities for gender equality into terms of reference at all levels 5.1.2 Establish high-level gender task force and recast thematic group on gender 5.1.3 Recast role of gender focal points, with package of terms of reference, capacity-building, peer exchange and attention to workload balance with existing responsibilities 5.1.4 Provide adequate and itemized budget allocations to fulfil these functions	Start 2012	OMC, HRD

	5.1.5 Introduce best performance awards for headquarters and field staff, projects and divisions		
5.2 Role and capacity of regional/subregional/country gender advisers strengthened, with budget allocations	5.2.1 Deploy outposted regional/subregional/country gender advisers in all divisions, with their own budget 5.2.2 Organize training and knowledge-sharing events to develop capacity	Start 2012	Regional divisions, PTA, HRD
5.3 Corporate responsibility for gender and equality and women's empowerment maintained	5.3.1 Ensure gender equality and women's empowerment remain priorities in the Strategic Framework and are reflected in outcomes and indicators		OMC, SKM
	5.3.2 Ensure RIMS has specific focus on gender equality and women's empowerment and all data are sex-disaggregated where appropriate		RIMS working group
5.4 Reporting on policy implementation and results through corporate reporting systems improved	5.4.1 Strengthen guidelines in line with gender policy objectives and action areas for relevant sections of PPR, PCR, country evaluations, RIDE and ARRI for both loans and grants	Start 2012	PMD Front Office
	5.4.2 Align annual reporting by PMD divisions on gender-related activities via PPR with revised guidelines	Start 2013	Regional divisions, PTA
	5.4.3 Conduct midterm review of policy, report to Executive Board and update implementation plan	2014	High-level gender task force with TG-Gender, PTA
	5.4.4 Report systematically on gender indicators through evaluations	Ongoing, to be strengthened	IOE
5.5 Systems for financial resource tracking developed	5.5.1 Refine tracking system for IFAD's administrative budget, based on experiences of 2011 and practices elsewhere	Ongoing, to be strengthened	PTA, with support of FOD
	5.5.2 Establish baseline, review and report periodically		
	5.5.3 Develop system to track resources to support gender equality at project level	2014	PTA, regional divisions, with support of FOD
5.6 Requirements of CEB-SWAP met	5.6.1 Annual report on implementation progress, reviewed by high-level gender task force and communicated to Board	Start 2012	TG-Gender
	5.6.2 Participate systematically in inter-agency coordination mechanisms	Ongoing	PTA
	5.6.3 Participate in the CEB-SWAP peer review process	Start 2012	PTA

Note: COM=Communications Division; ECD=Environment and Climate Change Division; FOD=Financial Operations Department; ILO=International Labour Office; NALO=North American Liaison Office; OMC=Operations Management Committee; PDR=project design report; PMD=Programme Management Department; PRMO=Office of Partnership and Resource Mobilization; PSR=project status report; PTA=Policy and Technical Advisory Division; SKM=Office of Strategy and Knowledge Management; TG-Gender=Thematic Group on Gender.

Glossary of gender terms

Gender	Refers to culturally based expectations of the roles and behaviours of women and men. The term distinguishes the socially constructed from the biologically determined aspects of being female and male. Unlike the biology of sex, gender roles, behaviours and the relations between women and men are dynamic. They can change over time and vary widely within and across a culture, even if aspects of these roles originated in the biological differences between the sexes.
Gender and diversity	As an organizational concept means an approach that embraces diversity in gender, age, nationality, culture, beliefs, attitudes, language and social circumstances.
Gender equality	Means women and men have equal rights, freedoms, conditions and opportunities to access and control socially valued goods and resources and enjoy the same status within a society. It does not mean that the goal is that women and men become the same, but rather that they have equal life chances. This applies not only to equality of opportunity but also to equality of impact and benefits arising from economic, social, cultural and political development.
Gender equity	Means fairness of treatment for women and men according to their respective needs. A gender equity goal often requires measures to rectify the imbalances between the sexes, in particular to compensate for the historical and social disadvantages of women. Equity can be understood as the means, where equality is the end. Equity leads to equality.
Empowerment	Refers to the process of increasing the opportunity of people to take control of their own lives. It is about people living according to their own values and being able to express preferences, make choices and influence – both individually and collectively – the decisions that affect their lives. Empowerment of women or men includes developing self-reliance, gaining skills or having their own skills and knowledge recognized, and increasing their power to make decisions and have their voices heard, and to negotiate and challenge societal norms and customs.
Gender mainstreaming	<p>For IFAD as an institution, gender mainstreaming is the process by which reducing the gaps in development opportunities between women and men and working towards equality between them become an integral part of the organization’s strategy, policies and operations. Thus gender mainstreaming is fully reflected, along with other core priorities, in the mindset of IFAD’s leadership and staff, and its values, resource allocations, operating norms and procedures, performance measurements, accountabilities, competencies and learning processes.</p> <p>In IFAD’s development activities, gender mainstreaming implies assessing the implications for women and men of any planned action, including legislation, and ensuring that both women’s and men’s concerns and experiences are taken fully into account in the design, implementation and M&E of all development activities. The aim is to develop interventions that overcome barriers preventing men and women from having equal opportunity to access, and benefit from, the resources and services they need to improve their livelihoods.</p>

Gender mainstreaming in IFAD's RB-COSOP, programme and project cycle and procedures

Project cycle

Procedure	Document	Gender aspects/requirements
Results-based country strategic opportunities programme (RB-COSOP)	Updated Guidelines and Source Book for Preparation and Implementation of a Results-Based Country Strategic Opportunities Programme (RB-COSOP) Volume 1: Guidelines (January 2011)	Gender analysis has to be incorporated into the RB-COSOP. The document includes a specific section on targeting, which also addresses gender issues. Gender issues are to be mainstreamed throughout the report and the specific strategies to empower women and their organizations described. The COSOP strategic objectives can include specific reference to gender equality and women's empowerment. A COSOP gender issues checklist is included in appendix VI of the guidelines. http://www.ifad.org/operations/policy/cosop/guidelines/sourcebook/cosop.pdf
Project design report (PDR)	Guidelines for Project Design Report (January 2011) Framework for Gender Mainstreaming in IFAD's Operations (2008) Prerequisites of Gender-Sensitive Design: Checklist for design (2001 and amended) Environmental and Social Assessment Procedures (2009)	Gender disaggregation of the target group is a design requirement. Targeting, gender and participation are key features of IFAD-supported operations and are to be included in sections on project description, implementation and the M&E system. Annex 2 on poverty, targeting and gender provides a detailed description of the project's gender strategy based on the Framework for Mainstreaming Gender in IFAD's Operations. The gender checklist is to be used to guide the formulation of the gender strategy. The Environmental and Social Assessment Procedures require that gender differences, especially the role of women, be addressed in identifying opportunities for enhancing environmental and social sustainability, and emphasize women's participation in community-based natural resource management, and in cost-recovery and delivery systems. http://www.ifad.org/gender/framework/framework.pdf http://www.ifad.org/gbdocs/eb/96/e/EB-2009-96-R-7.pdf
Quality enhancement (QE)	Guidelines for Internal Project Review (December 2007)	The quality criteria against which projects are assessed include a set of key success factors (KSFs) and their respective guidance questions. KSF 2 refers specifically to targeting, gender and participation. http://www.ifad.org/actionplan/deliverables/qe.pdf
Quality assurance (QA)	Guidelines for QA Function and Process (December 2007)	The review considers if the project design has addressed and reflected appropriately IFAD policy and guidance documents, e.g. the Strategic Framework, targeting policy, gender policy and the rural finance policy. http://www.ifad.org/actionplan/deliverables/qa.pdf
Direct supervision and implementation support (DSIS)	Guidelines for Supervision and Implementation Support of Projects and Programmes Funded from IFAD Loans and Grants (September 2007) Framework for Gender Mainstreaming in IFAD's Operations (2008)	A review of project performance in terms of gender equity has to be included in the terms of reference; adequate time is required for gender-balanced consultations with beneficiaries; and an assessment of gender-differentiated participation in and benefits from the project is to be contained in the final report. Requirements for implementation include: discussion on gender in start-up workshops; participation of women in activities and decision-making; allocation of resources to gender mainstreaming in the annual workplan and budget; and regular monitoring of sex-disaggregated data. A detailed gender checklist for supervision/implementations support is included in annex 9. http://www.ifad.org/operations/projects/supervision/guidelines.pdf www.ifad.org/gender/framework/framework.pdf
Project completion report (PCR)	Guidelines for Project Completion (June 2006)	The PCR is to assess the effectiveness and efficiency of the gender strategy adopted by the project and the impact of project activities on gender equality and women's empowerment, in both quantitative and qualitative terms. http://www.ifad.md/Sites/ifad_md/Uploads/Project%20Completion%20Guidelines.8899726BD0E34908848FE6FF76372229.pdf

M&E	A Guide for Project M&E (2000)	This guide provides practical tips and examples on how to put in place an M&E system that tracks sex-disaggregated differences and assesses how well the project is doing in terms of gender-balanced impact. http://www.ifad.org/evaluation/guide/index.htm
Results and Impact Management System (RIMS)	Results and Impact Management System: First- and Second-Level Results Handbook (February 2011) Results and Impact Management System: Practical Guidance for Impact Surveys (January 2005)	Sex-disaggregated data are collected for a number of indicators at the first-level results (outputs). Data on literacy and child malnutrition are disaggregated by sex in the third-level results (impact) indicators. http://www.ifad.org/operations/rims/handbook/e.pdf http://www.ifad.org/operations/rims/guide/e/part1_e.pdf
Evaluation	Evaluation Manual: Methodology and Processes (April 2009) Action Plan for the Implementation of the Findings and Recommendations of the Peer Review of IFAD's Evaluation System (November 2010)	The participation of women in evaluation teams is highly recommended. The promotion of gender equity is an integral dimension embedded within the various evaluation criteria for assessing both project performance (i.e. relevance, effectiveness, efficiency) and impact (i.e. rural poverty impact; household income; human/social capital and empowerment; household food security and agricultural productivity; natural resources and environment; institutions and policies). The evaluation is to assess whether women have benefited from the project and to identify the main reasons for their exclusion. Each evaluation report includes a dedicated section, where a consolidated rating and lessons on gender are presented. http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf http://www.ifad.org/gbdocs/eb/ec/e/65/EC-2010-65-W-P-6.pdf

Procedures

Annual Report on Results and Impact of IFAD Operations (ARRI)	Evaluation Manual: Methodology and Processes (April 2009) Action Plan for the Implementation of the Findings and Recommendations of the Peer Review of IFAD's Evaluation System (November 2010)	The ARRI highlights the results and impact of IFAD-funded operations, and draws attention to systemic issues and lessons learned, with a view to further enhancing the Fund's development effectiveness. The IFAD Evaluation Manual establishes gender equity as an integral dimension embedded in the various evaluation criteria used by IOE. A dedicated section on gender will be introduced in the forthcoming ARRI. http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf http://www.ifad.org/gbdocs/eb/ec/e/65/EC-2010-65-W-P-6.pdf
Portfolio review	Guidelines for Portfolio Review (April 2010)	The portfolio review includes a description of the measures to ensure that projects directly benefit poor men and women and how gender aspects have been incorporated during project implementation. The section on project performance assesses the project's ability to address gender and women's empowerment issues, in line with guidance from IFAD's Framework for Gender Mainstreaming. http://xdesk/sites/pd/portfolioreview/Guidelines/Portfolio%20Review%20Guidelines%202010.pdf
Report on IFAD's Development Effectiveness (RIDE)	Guidelines for Portfolio Review (April 2010)	The RIDE report draws on the portfolio preview process. It provides a general assessment of project performance, including on how gender aspects have been incorporated while implementing projects. http://xdesk/sites/pd/portfolioreview/Guidelines/Portfolio%20Review%20Guidelines%202010.pdf

IFAD best practice statements and examples for mainstreaming gender by thematic area

This annex presents best practice statements demonstrating how gender considerations will be mainstreamed into key thematic areas. When relevant, examples of IFAD's field experiences are given.

Natural resources – land, water, energy and biodiversity. Support and promote: (i) women's rights to land in order to contribute not only to gender equality but also to poverty reduction, since women are responsible for household subsistence production and welfare,²⁹ through sensitization campaigns, training, legal support, joint land titling, and policy dialogue activities (see box 1); (ii) government recognition of women's rights to the benefits from and control over natural resources; (iii) understanding of sustainable natural resource management in a local context, how it affects women as compared with men, as the basis of project identification, design and implementation;³⁰ (iv) equal access to new technologies, training and credit facilities for enhanced conservation and use of animal/plant genetic resources and food production for both women and men; (v) gender-differentiated knowledge systems (including indigenous) to enhance learning on, and raise awareness of, sustainable uses, management and conservation of natural resources; (vi) strengthened capacity for governance of integrated natural resource management through inclusive approaches such as participatory mapping, decision-making and governance; (vii) learning on, and awareness of, gender-differentiated management of natural resources; (viii) reduction in gender inequalities in community-based users' groups through training and positive actions; and (ix) measures to increase women's voices, alongside men's, in the planning and running of community water schemes.

Box 1: Improving women's access to property and inheritance rights

Under the Livestock and Horticulture Development Project in The Gambia, effective since March 2010, dialogue with Government authorities has paved the way for women to inherit land. As a result of sensitization and awareness-raising activities with Government officers at the field level, women have achieved greater access to land, and the majority now have land ownership rights, with the ability to pass this land to their kin. These practices have not yet been nationalized, but are largely practised at the village level where the discussions have taken place.

The grant-funded Legal Empowerment of Women Programme (2008-2011) promotes gender equality and reduces women's vulnerabilities through economic and legal empowerment. In Burundi, over 500 women were trained as para-jurists on subjects such as women's rights, laws, inheritance rights and conflict resolution. The para-jurists were able to solve 20 per cent of cases submitted by coming to amicable agreements, often with the intermediation of local leaders. In India, the programme prepared specific tribal-related legal information for community mobilizers working in tribal projects. In Liberia, attention focused on identifying obstacles to rural women's access to land and productive resources, and building the capacities of authorities and communities to create the conditions for change.

Climate change adaptation and mitigation. Support and promote: (i) project design and implementation based on an understanding of how climate change affects different categories of poor rural people, and women as compared with men;³¹ (ii) provision of training to women and men on key adaptation topics, including adjusting cropping patterns based on climate variability, sustainable agricultural systems for nutrition and high-value-added products, sustainable land management, early warning systems and disaster risk reduction; (iii) gender equality in access to climate change mitigation funds;

²⁹ IFAD Policy on Improving Access to Land and Tenure Security, 2008, www.ifad.org/pub/policy/land/e.pdf.

³⁰ IFAD Environment and Natural Resource Management Policy, 2011, www.ifad.org/gbdocs/eb/102/e/EB-2011-102-R-9.pdf.

³¹ IFAD Climate Change Strategy, 2010, www.ifad.org/climate/strategy/e.pdf.

(iv) increased research on gender-sensitive technologies that are energy- and water-efficient, and promote resilience to changing climatic events and other risks; and (v) solutions to the specific challenges faced by women, men and children in climate change-related policy dialogue, and mainstreaming effective responses into policies, programmes and projects.

Agricultural technologies and production services. Support and promote: (i) crop production practices and technologies that reduce labour needs (in terms of time and intensity), especially those related to women's labour, including adapted mechanization, harvesting, transportation and processing of produce; (ii) gender-sensitive educational and learning programmes to improve the decision-making capacities and adaptive innovations of women and men in the selection of crop varieties and production inputs and in integrated crop, pest, soil, water and farm management practices; (iii) enhanced technologies and knowledge enabling women to better manage water resources for crop irrigation and home consumption; (iv) business enterprises suited to specific gender needs; for example, they could include seed production, nursery management and various post-harvest activities, value addition, transportation and marketing for women; (v) integration of women's and men's needs into infrastructure projects, including roads and irrigation systems; and (vi) investments in basic infrastructure that are critical to ease women's workload and facilitate their productive activities, such as domestic water supplies and sanitation (see box 2).

Box 2: Improving women's access to water

Under the Central Kenya Dry Area Smallholder and Community Services Development Project (2000-2010), women saved up to five hours per day when collecting water from piped water within the homestead or from a nearby spring tap, rather than from the traditional sources. They spent the time saved on other activities, including casual labouring, working in their own fields, watering livestock, irrigating their kitchen gardens, starting small businesses, or keeping their house and surroundings cleaner. Another benefit was the reduction in social tensions over water supplies among women.

Financial services. Support and promote: (i) mainstreaming gender equality and women's empowerment [as] integral to effective approaches to rural financial services;³² (ii) regulations that enable rural financial institutions (RFIs) to increase outreach to the village level, and provide the basis for controlling RFI soundness; (iii) an effective supervision system that is capable of protecting poor women and men clients and helping RFIs to maintain or achieve soundness and social responsibility; (iv) capacity-building and greater gender-awareness training of RFI managers and staff; (v) building business linkages between banks and non-bank RFIs, or RFIs operating at various regional levels, to enable poor women and men to have access to a progression of financial services; and (vi) developing financial products and services tailored to women's and men's specific needs (see box 3).

Box 3: Improving women's access to finance

Under the Dhamar Participatory Rural Development Project (2004-2012) in Yemen, one of the main impacts has been the spread of literacy and money management skills among young and adult women. More than 6,500 women have completed elementary literacy training and nearly 3,000 have started their second year. Building on this achievement, 140 savings and credit groups have been set up, the vast majority of which are women's groups created by women from the literacy classes. Young women have acquired important new skills, enabling them to increase their incomes, strengthen their livelihood security and resilience to food insecurity, earn the respect of their neighbours and take up positions of responsibility in their communities. The women's savings and credit group model has been replicated in other governorates, and the project is considered a flagship for community development at the national level.

³² IFAD Rural Finance Policy, 2009, www.ifad.org/pub/basic/finance/eng.pdf.

Value chains and marketing. Support and promote: (i) gender analysis of existing or potential value chains to identify gender-based differences in value chain activities; (ii) the development of value chains that are relevant to women or that have the potential to generate new employment opportunities for women (see box 4); (iii) women's ability to challenge traditional gender roles and take up new roles as producers and market actors in value chain development; (iv) training and capacity-building activities aimed at strengthening women's agency in terms of value chain governance through participation in farmers' groups and marketing boards, or the formation of women-only groups when appropriate; (v) gender equity in access to, ownership of, and control over resources relevant to value chain development such as land, natural resources and credit; (vi) gender-equitable access and use of information communication technology for market information exchange; (vii) measures to engage with men for gender-balanced value chain development, supporting women's activities at each node of the value chain and avoiding the risk of male or elite capture (see box 5); (viii) advocacy for promoting gender equity in private-sector development³³ through gender sensitization in order to avoid marginalization or non-recognition of women's role in specific value chains; and (ix) adoption of participatory M&E to assess the location and proportion of women and men in specific value chains and whether male or elite capture is occurring.

Box 4: Women-specific value chain development

Under the Microfinance and Technical Support Project (2003-2010) in Bangladesh, IFAD supported the development of women-centred poultry value chains. The project created a value chain that is community-based and geographically limited, thereby overcoming the constraint of women's limited mobility. Women were trained to be specialized actors at well-defined nodes in the chain (i.e. model poultry breeders, mini-hatchery owners, chick rearers and poultry keepers), and value was added by upgrading and managing gene flow (improved poultry). The level of technology was appropriate because mini-hatcheries are easy to build and manage. Overall household income was raised, there were more equitable roles and relations in the household, and women's status within the village increased.

Box 5: Gender-sensitive value chain development

The IFAD-supported Rural Development Programme for Las Verapaces (2001-2011) in Guatemala promoted value chain enhancement for a variety of crops (vegetables, spices, coffee and cocoa) through the implementation of a well-managed gender strategy. The approach was gender-sensitive, ensuring that discussions within farmers' associations involved women alongside men, and that work and resources were fairly distributed among them. The programme offered other specific services to women, including literacy, and training on accounting, group management and technical skills. This resulted in integrating women into high-value agricultural production and processing activities – usually restricted to men – and enabled them to enjoy the benefits generated from the activities that they controlled.

Rural enterprise development and non-farm employment opportunities. Support and promote: (i) conducive policy frameworks that focus on removing the constraints that prevent rural women from embarking on small and medium-scale enterprises;³⁴ (ii) small business support services to be made available to women, bearing in mind their often limited literacy and time³⁵ (see box 6); (iii) access to improved livelihood technologies and greater sharing of domestic work among adult family members to free up women's time to engage in entrepreneurial activities; (iv) entrepreneurial activities relevant to the needs of women, avoiding stereotyped approaches; (v) agricultural and non-farm rural enterprises that offer profitable opportunities for wealth creation and equitable employment to poor rural women and men; and (vi) monitoring of women's control over the benefits generated by their enterprises to ensure there is no male or elite capture as businesses become more profitable.

³³ IFAD Private Sector Strategy: Deepening IFAD's engagement with the private sector, 2011, <http://www.ifad.org/gbdocs/eb/104/e/EB-2011-104-R-4-Rev-1.pdf>.

³⁴ IFAD Rural Enterprise Policy, 2006, www.ifad.org/pub/policy/RE-eng.pdf.

³⁵ Ibid.

Box 6: The concurso methodology in Peru

The concurso methodology draws from the mythological Pacha Mama Raymi – the celebration of Mother Earth – and involves the organization of public competitions in which communities and groups submit their enterprise proposals to compete for public funding. A committee, comprising both community and local government representatives, selects eligible proposals. Through this mechanism, public funding is transferred directly to poor farmers who can use these resources to contract technical assistance. Before the concurso, women participate in exchange visits, which stimulate new business ideas and they learn how to formulate their proposals using simple pro-poor business formats. When women access the funding, they contract service providers of their choice. This is an empowering experience, as women can choose the experts that best meet their specific livelihood needs and sociocultural characteristics. Service providers visit the women at home and train all family members, thereby enabling women with lower levels of education to be helped by their children and husbands. This system has promoted the development of a market for pro-poor, pro-women service provision in the Andean region and has resulted in a more integrated family approach to farming.

Technical and vocational skills development. Support and promote: (i) women’s participation in defining their training and skills development needs during project design and implementation; (ii) development of training packages and approaches that take into account gender-specific constraints including lack of functional literacy and self-esteem, which are critical for empowerment; (iii) scaling up of family-centred approaches to extension, which tackle gender inequalities at the household level and are more effective in increasing agricultural production and income, and enhancing food security (see box 7); (iv) village-based women trainers and promoters, particularly in contexts where cultural norms restrict women’s ability to interact with men who are external to the family; (v) participatory, learning-by-doing methodologies, such as learning routes and farmer-to-farmer exchange visits targeting women alongside men; (vi) leadership skills training, particularly for young rural women, to promote more gender-balanced participation in decision-making bodies; and (vii) an M&E system that tracks not only the number of women and men participating in training activities, but also the impact of the activities on gender equality and women’s empowerment.

Box 7: Household mentoring

The District Livelihoods Support Programme (2007-2014) in Uganda has adopted an innovative extension methodology to work with poorer households. Under the household mentoring approach, adult members of a household meet together with a trained mentor, selected from the local community. During these visits, men and women in a household are assisted in planning their livelihoods, and in working together to improve their food security (using modest grants for essential farm inputs), to develop their asset base, to establish links with services available to them in the community and to share in the benefits equally. This methodology has generated profound impacts at the household level, not only by enabling households that are usually excluded from economic activities to become more self-reliant, develop self-esteem, access external services and join farmers’ groups, but also by making them more sensitive to the need for gender equality. The distinctiveness of this approach is that it brings about changes in gender relations from within, rather than being imposed from without.

Rural producers’ and community-based organizations. Support and promote: (i) the use of tools to identify and address gender inequality issues in institutional analysis during project design and implementation; (ii) gender-sensitive organizational development for both mixed and women-only organizations through the provision of incentives, the application of quotas and the implementation of training and capacity-building measures, in leadership and management, as well as in technical skills; (iii) the formation and strengthening of women-only groups, or women’s committees or platforms within mixed organizations, in sociocultural contexts where they are needed to strengthen women’s confidence and ability to participate; (iv) gender-balanced participation in leadership positions in rural producers’ and farmers’ organizations, both formal and informal, with a special emphasis on young rural women; (v) participatory M&E that measures and monitors the impact of programmes, both in qualitative and

quantitative terms, on gender equity and women's empowerment within rural organizations; (vi) networking among women's organizations and women members and leaders in mixed organizations; and (vii) the creation of clusters and apex organizations of grass-roots groups (see box 8).

Box 8: Strengthening the voice of women farmers

In 2010, IFAD organized a global Farmers' Forum during which a day was set aside specifically for women producers and women's organizations. The women issued a statement calling on governments to include women farmer leaders in country and global policy processes and in the design of projects and programmes, establish quotas for participation, and increase the capacity of farmers' organizations to address gender issues.

The first Global Gathering of Women Pastoralists, cofinanced and co-organized by IFAD, took place in Mera, India, in November 2010. Its purpose was to enable women pastoralists to participate equitably in decision-making. Participants adopted the Mera Declaration and called on governments, United Nations agencies, other relevant international and regional organizations, research institutes and their own customary leaders to support and recognize the essential role of pastoralists in global environmental sustainability, and to ensure the equal rights of pastoralist women and recognize their key role in society.

Livestock and fisheries. Support and promote: (i) understanding of the different roles women and men play in the management and control of livestock when designing livestock-related programmes and policies; (ii) formulation of measures aimed at improving women's decision-making capacity and control over income by boosting livestock production; (iii) the design of veterinary and other livestock-related services that take account of the local social and cultural norms (i.e. women's limited mobility, safety conditions) that constrain women's ability to access those services or to act as service providers; (iv) negotiations between men and women to ensure that men do not feel threatened when women's control over livestock production and income increases; (v) the formation of gender-responsive resource management bodies at the community level to ensure that women have access to the marine resources needed for aquaculture development; (vi) action to enable marginalized groups of men and women fishers, processors and traders to access new markets (see box 9); and (vii) identification of alternative livelihoods to reduce reliance of poor fishers on fishing activities that put pressure on fragile and depleting marine resources and coastal ecosystems.

Box 9: Supporting women fishmongers

The Participatory Artisanal Fisheries Development Support Programme (2003-2011) in Benin has supported the formal establishment of 50 women's groups of fishmongers and strengthened their management and accounting capacity through training and experience exchanges. It has also supported women's marketing and processing activities by purchasing some 500 ponds to enable women's fish trader and processor organizations to have a steady supply of fish to market and process; by financing the construction of market spaces; and by providing training in the quality improvement of fish products.

Forestry. Support and promote: (i) sustainable forest management policies and projects and the equitable distribution of benefits among women and men; (ii) activities addressing gender differences in knowledge and roles in forestry when designing and implementing development programmes; (iii) mechanisms to avoid potential conflicts among competing uses of forests and their by-products, and to ensure that women's and men's traditional and indigenous rights to forest use are not diminished with the implementation of new projects and policies; (iv) women's participation and cooperation in community groups or forest resource management committees created for project management; and (v) training of women forestry extension agents and raising their awareness about gender differences in the use of forest resources, including women's particular needs and constraints.

Output indicators for IFAD's Policy on Gender Equality and Women's Empowerment

Output	Indicators	Sources of information
1. Gender equality and women's empowerment issues addressed systematically in IFAD-supported country programmes and projects	1.1 Increase in the proportion of loans and grants with gender-specific objectives supported by clear budget allocations	PDR, QE review
	1.2 Improvement in gender ratings for loan and grant design	QE and QA scores
2. IFAD's advocacy, partnerships and knowledge management on gender equality improved	2.1 Increase in IFAD inputs on gender issues in international forums and publications	COM
	2.2 Inclusion in key IFAD policy documents and knowledge products of references to gender equality and women's empowerment	SKM
	2.3 Increase in focus on gender issues in policy dialogue and scaling up	RIDE
	2.4 Increase in joint initiatives on gender-related activities with other development agencies	PTA activity report RBA joint workplan
3. Capacity of partners in addressing gender issues in agricultural and rural development strengthened	3.1 Improvement in gender ratings for loan and grant portfolio at completion	PPR, ARRI and RIDE
	3.2 Increase in the number and quality of initiatives to support gender equality and women's empowerment undertaken by government institutions	IFAD country offices (five-year periodic survey) or during PBAS assessment
4. Corporate approaches and procedures that support gender and diversity balance developed	4.1 Increase in number of women at grade P-5 or above employed by IFAD	HRD
	4.2 Improvement in scores on gender-related staff survey questions by both women and men (e.g. work/life balance)	HRD
5. IFAD's corporate human and financial resources, and monitoring and accountability systems fully support gender equality and women's empowerment	5.1 Increase in human and financial resources from IFAD's core budget invested to support gender equality and women's empowerment	FOD
	5.2 Increase in the number of substantive references to gender issues in agricultural and rural development by IFAD Management in public forums and the media	COM
	5.3 Increase in score in annual review of IFAD's performance on gender equality and women's empowerment	PTA (CEB-SWAP matrix)

Note: COM=Communications Division; FOD=Financial Operations Department; HRD=Human Resources Division; PDR=project design report; QA=quality assurance; QE=quality enhancement; PBAS=performance-based allocation system; PTA=Policy and Technical Advisory Division; RBA=Rome-based agencies; RIDE=Report on IFAD's Development Effectiveness; SKM=Office of Strategy and Knowledge Management.

Accountability framework

Division	Action area	Key deliverables
COM	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.1 Communication and advocacy strategy developed and implemented
		2.2 Results-based evidence from regular field programmes and pilot activities generated, documented and shared
ECD	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.2 Results-based evidence from regular field programmes and pilot activities generated, documented and shared
FOD	5. Resources, monitoring and professional accountability	5.5 Systems for financial resource tracking developed
High-level gender task force	4. Gender and diversity balance in IFAD	4.3 Gender and diversity dimensions of existing reporting systems improved
	5. Resources, monitoring and professional accountability	5.4 Reporting on policy implementation and results through corporate reporting systems improved
HRD	1. IFAD-supported country programmes and projects	1.2 Capacity of IFAD Management and staff to address gender issues in agricultural and rural development increased
	4. Gender and diversity balance in IFAD	4.1 Understanding of practical implications of gender and diversity for IFAD and buy-in by staff and managers increased
		4.2 Gender mainstreamed into HRD-led training programmes
		4.3 Gender and diversity dimensions of existing reporting systems improved
		4.4 Gender and diversity concerns incorporated into HRD rules and procedures
	5. Resources, monitoring and professional accountability	5.1 Institutional responsibilities for gender equality articulated at all levels, including formation of a high-level gender task force
5.2 Role and capacity of regional/subregional/country gender advisers strengthened along with budgetary allocation		
IOE	5. Resources, monitoring and professional accountability	5.4 Reporting on policy implementation and results through corporate reporting systems improved
NALO	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.1 Communication and advocacy strategy developed and implemented
		2.3 Contributions to policy and advocacy platforms on gender in agricultural and rural development improved
OMC	5. Resources, monitoring and professional accountability	5.1 Institutional responsibilities for gender equality articulated at all levels, including formation of a high-level gender task force 5.3 Corporate responsibility for gender and equality and women's empowerment maintained
PMD/ Front Office	1. IFAD-supported country programmes and projects	1.1 Comprehensive guidelines and procedures to mainstream gender in place
		1.2 Capacity of IFAD Management and staff to address gender issues in agricultural and rural development increased
	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.3 Contributions to policy and advocacy platforms on gender in agricultural and rural development improved
		2.4 Cofinanced investments in agricultural and rural development have greater gender focus
3. Capacity-building of implementing partners and government institutions	3.1 Capacity in key government institutions to address gender equality in agricultural and rural development increased	

	5. Resources, monitoring and professional accountability	5.4 Reporting on policy implementation and results through corporate reporting systems improved
PMD/ Regional Divisions	1. IFAD-supported country programmes and projects	1.2 Capacity of IFAD Management and staff to address gender issues in agricultural and rural development increased 1.3 Adequate specialist technical expertise to design and implementation support missions provided 1.5 Project capacity to generate and act on experiences and lessons learned improved
	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.2 Results-based evidence from regular field programmes and pilot activities generated, documented and shared
	3. Capacity-building of implementing partners and government institutions	3.2 Skills of implementing partners strengthened to address gender in design and delivery of agricultural and rural development initiatives
	5. Resources, monitoring and professional accountability	5.2 Role and capacity of regional/subregional/country gender advisers strengthened and budgetary allocation 5.4 Reporting on policy implementation and results through corporate reporting systems improved 5.5 Systems for financial resource tracking developed
PMD/ PTA	1. IFAD-supported country programmes and projects	1.1 Comprehensive guidelines and procedures to mainstream gender in place 1.2 Capacity of IFAD Management and staff to address gender issues in agricultural and rural development increased 1.3 Adequate specialist technical expertise to design and implementation support missions provided 1.4 Impact indicators improved 1.5 Project capacity to generate and act on experiences and lessons learned improved
	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.1 Communication and advocacy strategy developed and implemented 2.2 Results-based evidence from regular field programmes and pilot activities generated, documented and shared
	3. Capacity-building of implementing partners and government institutions	3.2 Skills of implementing partners strengthened to address gender in design and delivery of agricultural and rural development initiatives 3.3 Regional and national capacity of gender experts developed
	4. Gender and diversity balance in IFAD	4.2 Gender mainstreamed into HRD-led training programmes 4.3 Gender and diversity dimensions of existing reporting systems improved
	5. Resources, monitoring and professional accountability	5.2 Role and capacity of regional/subregional/country gender advisers strengthened along with budgetary allocation 5.4 Reporting on policy implementation and results through corporate reporting systems improved 5.5 Systems for financial resource tracking developed 5.6 Requirements of CEB-SWAP met
PRMO	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.1 Communication and advocacy strategy developed and implemented 2.3 Contributions to policy and advocacy platforms on gender in agricultural and rural development improved 2.4 Cofinanced investments in agricultural and rural development have greater gender focus
RIMS Working Group	1. IFAD-supported country programmes and projects	1.4 Impact indicators improved
	5. Resources, monitoring and professional accountability	5.3 Corporate responsibility for gender and equality and women's empowerment maintained
SKM	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.1 Communication and advocacy strategy developed and implemented 2.2 Results-based evidence from regular field programmes and pilot activities generated, documented and shared 2.3 Contributions to policy and advocacy platforms on gender in agricultural and rural development improved
	3. Capacity-building of implementing partners and government institutions	3.1 Capacity in key government institutions to address gender equality in agricultural and rural development increased

	5. Resources, monitoring and professional accountability	5.3 Corporate responsibility for gender and equality and women's empowerment maintained
TG-Gender	2. IFAD as a catalyst for advocacy, partnerships and knowledge management	2.1 Communication and advocacy strategy developed and implemented
	5. Resources, monitoring and professional accountability	5.4 Reporting on policy implementation and results through corporate reporting systems improved 5.6 Requirements of CEB-SWAP met

Note: COM=Communications Division; ECD=Environment and Climate Change Division; FOD=Financial Operations Department; HRD=Human Resources Division; IOE=Independent Office of Evaluation of IFAD; NALO=North American Liaison Office; OMC=Operations Management Committee; PMD= Programme Management Department; PRMO= Office of Partnership and Resource Mobilization; PTA=Policy and Technical Advisory Division; SKM=Office of Strategy and Knowledge Management; TG-Gender=Thematic Group on Gender.

Summary of changes between document submitted December 2011 and this document

The significant changes made in this document to the draft presented to the Executive Board for information in December 2011 (EB 2011/104/INF.5/Rev.1) are listed below. These changes have been made in response to the feedback received from Board members at the informal seminar held on 13 September 2011 and the discussions at the Evaluation Committee on 9 December 2011, together with comments from peers and external reviewers.

- (i) Additional paragraphs in the main text on: rural adolescent girls (paragraph 9), men and masculinity (paragraph 10), links between child nutrition and women's empowerment (paragraph 16), and risks associated with policy implementation (paragraph 63).
- (ii) The development of output indicators (including in main text in action areas and in annex IV).
- (iii) The presentation of an accountability framework (annex V). Please note that all this information had already been presented in the implementation framework by activity.
- (iv) A reduction in the number of annexes: annexes on lessons learned and best practice statements have been merged into new annex III; salient points of annex on IFAD key milestones have now been incorporated into the text; reference to gender in other IFAD policies has now been integrated into the new annex III; and the list of gender policies in other organizations and key features of project design have been removed.