

Guidelines on Gender Mainstreaming in Alternative Development

Final Draft
UNDCP



Independent Consultants report

January 2000

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Picture on front page:

“Extension Poster for Drug Reduction Programme, Long District, Lao PDR”

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GLOSSARY OF GENDER TERMS¹

¹ This glossary is based on: FAO/ILO SEAGA, July 29, 1997; IFAD Memory Checks for Programme and Project Design, 1999; Commission of the European Communities, Women and Development – a guide to gender issues, cooperation with Latin American, Asian and Mediterranean countries, Management of the Project Cycle, Brussels, 1993.

Sex

Defines the condition of being male or female on the basis of biological characteristics.

Gender

Gender is based on social characteristics. Gender is a means of identifying the different roles, responsibilities, constraints and expectations of both women and men in societies and cultures, which affect their ability and incentive to participate in development projects, and lead to a different project impact for women and men. These roles, which are learned, change over time and vary widely within and between cultures.

Gender Mainstreaming

Gender Mainstreaming focuses on gender roles and relationships rather than on women only; it is designed to ensure that women and men have access to project resources and services, in relation to their actual responsibilities.

Recognition of women's constraints, responsibilities and know-how compared with those of men will be significant in terms of defining project/ programme activities: introduction of new technology; training; information-dissemination; extension strategies; credit and savings mechanisms; and marketing support.

Gender Analysis

Seeks to document and understand the roles of men and women systematically within a given context. Key issues include a) the division of labour for both productive and reproductive activities; b) access to, and control over, resources (land, labour, technology, services etc.) and benefits; c) social, economic and environmental factors which influence both of the above; d) decision-making capacity.

Gender and Development, GAD

GAD addresses the specific roles, responsibilities and expectations of women and men in development efforts. The focus is on the relation between the different actors in the field.

Gender Blindness

The inability to perceive that there are different gender roles and responsibilities, and, consequently, the failure to analyse policies and projects in terms of the differences in their effects on women and men.

Gender-Differentiated Impact

Activity results which have different effects on men's and women's lives.

Practical Gender Needs

Because men and women have different gender roles, they also have different needs. The needs of women and men relate to their existing roles in society: what people need in order to do their current jobs more easily or efficiently. Projects can meet practical gender needs without necessarily having any impact on the relationship between men and women in society.

Gender Focal Points

Individuals within an organization (e.g. in government department, NGOs) who are responsible for gender and development projects.

Women's Productive Roles

A distinction is usually made between productive or economic activities, and reproductive (or human resources maintenance) activities. Productive activities include all tasks which contribute to the income and economic advancement of the household and community, e.g. crop and livestock production, handicrafts production, marketing and wage employment.

Women's Reproductive Roles

Reproductive (human resources maintenance) activities are those carried out to reproduce and care for the household and community, including fuel and water collection, food preparation, child care, education, health care and home maintenance. These activities, which are often viewed as non-economic, generally carry no monetary compensation and are usually excluded from the national income accounts.

The Women in Development (WID) approach analysed the contributions and constraints of women in economic development. WID documented the extent of women's production, creating a paradigm shift in development organizations from one that viewed women as needy beneficiaries to a more realistic view of women as the backbone of development. However, the analyses tended to ignore women's relative position to men and to focus on the household. This often resulted in the inclusion of special women's components which tended to focus exclusively on women's domestic role, thereby diverting attention away from their economic role. Therefore, over time, WID evolved into (GAD) **Gender and Development**, which focuses on the relative roles and responsibilities of both women and men. Although there are a range of GAD approaches, a basic shared assumption is that gender-disaggregated analyses of women and men's roles, and their access to resources and decision making is required for improved development policy and practice. Depending on the aims and priorities of different organization, the practical implementation of GAD approaches has varied.

Gender Equality

Gender Equality is equal treatment of men and of women. For example, equal pay for equal work, equal numbers of male and female beneficiaries, equal representation of men and women in staffing, equal allocation of budget and other resources for men and for women's activities.

Gender Equity

Gender Equity is appropriate and fair allocation of human, material and financial resources in function of the specific needs and problems of women and men in a given context. For example, if women field staff cannot travel alone with a driver, but men can travel on a motor bike, an equitable allocation would be one bike per male field worker, and one car plus driver per two female field workers in order to achieve the same amount of extension work.

Guidelines for gender mainstreaming in UNDCP Alternative Development projects are presented below. The guidelines are presented in the following sections:

UNDCP Policy

- UN Gender Policy and UNDCP Mandates (1.1)
- UNDCP Gender Policy and Goals (1.2)

UNDCP Policy and Operations – Country Level

- Surveys/Country Profiles and Information Management (2.1)
- Alternative Development Strategies/Business Plans (2.2)

UNDCP Alternative Development Programmes and Programme Modules

- Formulation (3.1)
- Implementation (3.2)
- Monitoring & Evaluation (3.3)

UNDCP Staffing Policy and Management in Alternative Development

- Staffing Policy in Alternative Development (4.1)
- Gender Awareness (4.2)
- Gender Focal Points (4.3)

The guidelines are based on the outcome of gender analysis and lessons learned of the Alternative Development projects visited and the workshop held in Vienna in January 2000.

1 UNDCP Policy

1.1 UN Gender Policy and UNDCP Mandates

The UNDCP, as part of the United Nations system, is required to promote the gender mainstreaming policy under its mandated function as the coordinator and centre of expertise in drug control. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (ECOSOC, 1997).

In the Political Declaration adopted by the member states at the UN General Assembly Special Session in June 1998, a commitment is made to “*Undertake* to ensure that women and men benefit equally, and without any discrimination, from strategies directed against the world drug problem, through their involvement in all stages of programmes and policy-making” (UNGASS, 1998).

Furthermore, the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development also endorsed by the member states at the UN General Assembly Special Session in June 1998, includes gender issues as a special point of attention. Under the heading ‘Improved and innovative approaches to Alternative Development’ it is stated that: “Alternative development programmes and international cooperation for that purpose should ... (e) incorporate the gender dimension by ensuring equal conditions for women and men to participate in the development process, including design and implementation” (Ibid).

1.2 UNDCP Gender Policy and Goals

In the context of UNDCP Alternative Development projects, gender mainstreaming would aim at an active participation of both women and men in the project activities and ensure their access to project resources, services and benefits as well as taking into account roles and needs of men and women when designing project activities.

A number of goals have been adopted that apply to UNDCP Alternative Development programmes.

UNDCP Gender Mainstreaming Goals

- ◆ Provide equitable access and opportunities to women and men, both individuals and groups, to Alternative Development resources.
- ◆ Take measures to ensure women and men's equitable access to and full participation in power structures and decision making in Alternative Development programmes

- ◆ Contribute to the UN goal of reaching gender equality, particularly in higher management positions.
- ◆ Include gender assessment as part of the situation analysis for each Alternative Development project document.
- ◆ Generate and disseminate gender-disaggregated data through monitoring and evaluation of Alternative Development projects.
- ◆ Define the implementation and monitoring requirements concerning gender in the contractual agreements with executing, implementing and cooperating agencies.

Definitions:

Gender Equality

Gender Equality is equal treatment of men and of women. For example, equal pay for equal work, equal numbers of male and female beneficiaries, equal representation of men and women in staffing, equal allocation of budget and other resources for men and for women's activities.

Gender Equity

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Gender Mainstreaming

Gender Mainstreaming focuses on gender roles and relationships rather than on women only; it is designed to ensure that women and men have access to project resources and services, in relation to their actual responsibilities.

2 UNDCP Policy and Operations – Country Level

2.1 Surveys/Country Profiles and Information Management

UNDCP Surveys

In some countries regular, e.g. every two years, drug surveys are conducted by teams of consultants. These surveys need to be conducted using a gender-sensitive survey methodology, preferably using participatory methods. Also, gender-sensitive drug surveys constitute a regular source of gender-disaggregated information on the drug production and use in a given country.

The case of Lao PDR shows that incorporation of a gender perspective in the survey methodology, including female enumerators and participatory women's group discussions, can significantly change the perspective on drug production and abuse in a country. The 1997/98 Lao PDR opium survey was designed to give the village women a 'voice' in the interview process. Female enumerators conversant in ethnic minority languages interviewed village women groups in the absence of male villagers so as to elicit unbiased women responses (LCDC/UNDCP, 1998). The consultants preparing the report had stated that the discussions with the groups of women had added a very different and valuable perspective on the issues of opium production and consumption and strategies for change.

Where UNDCP has not carried out regular drug surveys, it is important that efforts are made to identify and procure copies of other surveys which provide information on the context in which UNDCP is operating. In the interest of effective gender mainstreaming, efforts should also be made to ensure that relevant gender-related studies are made available to UNDCP staff and consultants, especially when they concern the geographical area covered by UNDCP projects.

Country Profiles

Country profiles prepared by UNDCP are a valuable tool at all stages of the project cycles. They provide information which helps guide in selection of expertise to be included in project formulation teams, and inform both new non-national staff and external consultants concerning the context in which programmes have to operate. It is essential that the Country Profile reflects gender concerns.

In some countries, a Common Country Assessment document has been prepared jointly by all UN agencies to fulfil this function, and there is a section on general gender considerations prepared by the UN Focal Point for Gender. Even where a common document is provided, UNDCP needs to ensure that its section reflects gender issues concerning the drug production and drug abuse context. In other countries the responsibility for such a profile, or country situation analysis, falls on each agency, and the UNDCP Field Office would normally be expected to provide such information.

Base-line surveys

For effective gender mainstreaming it is imperative that baseline surveys collect gender-disaggregated data and apply a gender sensitive survey methodology, including male and female enumerators and interviewees. See the section on implementation for more information on base-line surveys.

Institutional memory

It is important to document all relevant experiences and lessons learned regarding gender mainstreaming in order to benefit from these in later phases of the project, in other on-going Alternative Development projects as well as in future Alternative Development projects of UNDCP. The institutional memory must not depend on individual staff, but could best be part of regular working procedures, so that useful lessons learned are accessible to many persons for a prolonged time. In order to increase staff awareness and contribute to the institutional memory information can be included on gender mainstreaming in Alternative Development Programmes on the UNDCP Website. These pages could include lessons learned and case studies and could also serve as a forum for exchange of experiences and discussion.

2.2 Alternative Development Strategies/Business Plans

Ideally the identification of priorities and Alternative Development Strategies is based on the gender-disaggregated information collected in the preparation of Country Profiles or the conduction of drug surveys. In that way, both the priorities and needs of women and men and their perspective on development are reflected in the UNDCP Alternative Development Framework or strategy.

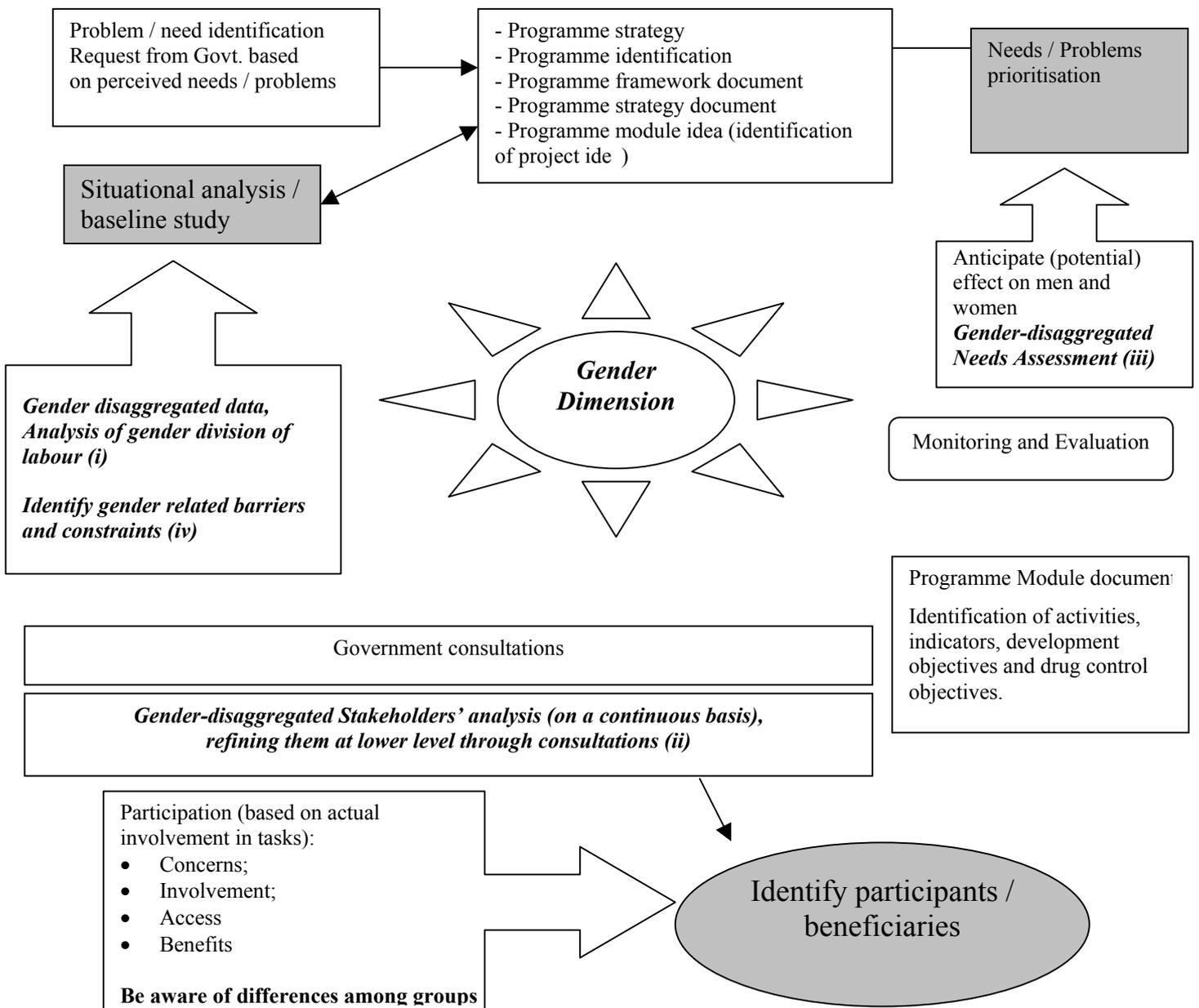
The "Lao PDR Strategy towards a Balanced Approach to Opium Elimination" is an interesting example of the use of gender-disaggregated data. In the summary of this strategy is stated that "The role of women in Alternative Development and demand reduction activities is the key to success. The Programme thus needs to mainstream gender into planning, implementation, monitoring and evaluation" (UNDCP, 1999).

3 UNDCP Alternative Development programmes and programme modules

3.1 Formulation

The formulation process of Alternative Development projects generally follows several stages. For effective gender mainstreaming, gender-disaggregated tools and methods are included at each stage of the formulation process. The following graph indicates the formulation stages and the inclusion of gender tools and methods at each stage. These are indicated in bold and described in more detail below.

UNDCP Alternative Development Formulation Process



Thus, necessary inputs and tools for gender mainstreaming in the formulation process are:

- (i) gender analysis and gender-disaggregated data collection to be included in situation analysis;
- (ii) gender-disaggregated stakeholder analysis;
- (iii) gender-disaggregated needs assessment; and
- (iv) analysis of gender related barriers and constraints.

(i) *Gender-disaggregated data collection/Gender-disaggregated Situation Analysis*

Preferably during project preparation, or in an early phase of project implementation, gender-disaggregated data needs to be collected. Adequate baseline data are needed, against which targets can be defined in terms of impact. Gender-disaggregated situation analysis will have to be conducted, elaborating on:

- type of households (nuclear/extended) and (male/female headed);
- the division of labour and roles between women, men and children: productive roles, reproductive roles and community roles;
- access and control over resources, such as land, capital, labour, knowledge and education and services;
- participation in decision-making at household, community and organization level;

In addition, self images need to be assessed, including cultural norms and expectations on gender roles.

Expectations and Self-Images: Key Questions

- When do you consider someone a "good" man?
- What are the characteristics of a "good" woman?

(ii) *Gender-disaggregated stakeholder analysis*

Stakeholders are all the different people and institutions, both insider and outsider, who stand to gain or lose, given a particular development activity. Those most directly affected are the people whose livelihoods depend directly on the resource in question. A gender-disaggregated stakeholder analysis could be best carried by organising stakeholder workshops and local consultations. During the workshops the following key questions could be used. Also it could be helpful to use the PRA tool: Venn Diagram of Stakeholders. See annex 3 for details.

Stakeholder Analysis: Key Questions²:

- Step 1: Who are potential beneficiaries? Who might be adversely impacted? Have supporters and opponents been identified? What are the relationships among the stakeholders?
- Step 2: What are stakeholder's expectations of the project? What benefits are likely to be for the stakeholders?
- Step3: For each stakeholder group assess their informal and formal influence on the formulation process and their importance to the success of the project.

² Adapted from World Bank, 1997.

It could be that one of the conclusions is that stakeholder groups critical for the success of the Alternative Development programme have very limited influence on the formulation process. For example, women farmers actively involved in the production of drugs, may not have an active role in discussions on the design of an Alternative Development programme. In those cases, special measures need to be taken to increase their influence in the formulation process.

(iii) *Gender-disaggregated Needs assessment*

It is recommended that an inventory of current constraints and problems distinguishes between women and men, through separate focus groups discussions. Women and men farmers have shared responsibilities and constraints within the household economic production and household management system. However, they also have individual responsibilities in which they may face particular problems. On the basis of the gender-disaggregated analysis of problems, the needs can be identified. The PRA tools³ presented in annex 1, Seasonal Calendar, and annex 2, Problem Analysis, could for example be used to structure the discussion sessions. The following key questions could facilitate the discussions:

Needs Assessment: Key Questions

- What are the priority problems identified by women? by men? Which problems are the same for everyone?
- What are the current coping strategies? What are the gender implications? e.g. women go further and further to fetch water in the dry season.
- What are the opportunities to solve the problems? What opportunities can be implemented locally? Which require external assistance?
- What are the needs/priorities identified by women? By men? Which needs are the same for everyone? Which needs differ?

In addition, an assessment of preferred alternative income sources, instead of drug production, among women and men needs to be carried out, if necessary, through separate focus group discussions.

Needs assessment: Dreams for the Future.

Dreams for the Future is a participatory and visual tool that gives you an idea of women's and men's ideas, hopes and needs through the visualisation of their "dreams".

Form separate groups of women and men, and ask them to draw on a large piece of paper their dream village, a village that has all the services and resources they dream of, e.g. drinking water supply, roads, electricity, etc.

Let each group present their "dream village" to the plenary session, and discuss the elements that they present in their drawing. Are the dreams of women and men the same or are there differences"?

³ The PRA tools included in the annexes are all adapted from FAO/ILO Socio-Economic and GenderAnalysis (SEAGA) Field Handbook, by V. Wilde, 1998, that supports a gender-sensitive participatory community planning process. The full manual can be downloaded from the following website: <http://www.fao.org/WAICENT/FAOINFO/SUSTDEV/seaga/Set0c001.htm>

(iv) *Identify gender related barriers and constraints*

It is necessary to identify gender related constraints, i.e. constraints that prohibit women or men to participate in project activities because of gender roles and values. Strategies are needed to overcome or remedy these constraints. These strategies need to be clearly spelt out in project design, with budgetary allowance made where necessary.

It is also essential that missions assigned responsibility for assisting in formulation of project proposals be constituted in function of gender-related constraints and gender roles in the proposed project area. For example, in most cases, women's groups are less inhibited in the presence of outside women than outside men. Other factors constituting constraints to ensuring gender sensitivity can include language, and mission plans must allow for these. Preliminary profiles of areas, including identification of such potential constraints, are best compiled by UNDCP country offices, on the basis of available documentation.

Logical Framework

UNDCP Alternative Development projects are formulated on the basis of the logical framework (log frame) approach, including formulation of objectives, outputs, achievement indicators, activities and inputs. It is very important that during formulation one makes sure that these project objectives, outputs, and achievement indicators (or Objectively Verifiable Indicators, OVI) explicitly refer to women and men. The following key questions could help to ensure that the logical framework includes a gender perspective.

Questions to check the gender sensitivity of a logical framework matrix⁴:

Objectives:

- ◆ Are the objectives addressing problems of men and women?
- ◆ Does the choice of objectives influence relations between women and men?
- ◆ Do the objectives distinguish between women and men in specifying WHO is targeted and WHO is expected to benefit?
- ◆ Who participated in choosing from the variety of needs to be addressed?
- ◆ What needs of women, and what needs of men, are addressed by the Alternative Development Project?

Outputs:

- ◆ Are the outputs specified separately for women and men?
- ◆ Are they consistent with the needs of the groups specified?

Achievement Indicators:

- ◆ Do the achievement indicators specify achievements separately for women and men?

⁴ Adapted from "A Guide to Gender Issues", Commission of the European Communities, 1993.

Inputs:

- ◆ Are the inputs appropriate to the involvement of both women and men?
- ◆ Is there time and a budget for gender analysis?
- ◆ Are budgets flexible and reviewable?
- ◆ Is the planning flexible enough to provide for the possibility of new activities in response to women's and men's constraints?

Risks and assumptions:

- ◆ Analysis of risks and assumptions should bear in mind gender related barriers and constraints which could affect implementation. Where necessary special project activities should be integrated to counter act this.

Accordingly, the project is formulated on the basis of the outcome of the needs assessment, the gender-disaggregated data collection, the stakeholder analysis and the identification of gender related constraints. On the basis of the above information, a detailed gender strategy can also be formulated, describing the involvement of women and men in all project components and activities, including special measures and strategies to overcome gender-based constraints to participation .

Formats and Guidelines

In order to ensure gender mainstreaming in UNDCP's Alternative Development project documents, it is essential that standard formats and guidelines reflect gender mainstreaming requirements. Project documents will need to elaborate on implications of activities for men and for women within the context of programme/project strategy, together with other cross-cutting themes such as poverty alleviation, human rights, and environment. Gender perspectives must be reflected in all sections, in relation to specific activities. Furthermore, they need to be integrated in definitions of outputs as well as in analysis of risks and assumptions.

Inclusion of these requirements will encourage and aid formulation teams to formulate gender sensitive programme and programme module documents. It would also support UNDCP staff in their efforts to insist on provide adequate gender analysis in all relevant sectors of programme design. The present Draft UNDCP Programme and Project Standard Format and Guidelines already contains a number of such requirements, but needs supplementary information on several specific points, such as how to integrate a gender perspective in the use of required tools (for example, stakeholder analyses, situation analyses, logical frameworks, and OOPP). Further work is needed to develop detailed guidelines and examples of how to achieve this.

Formulation Mission Teams

It is crucial that selection of mission members reflect gender roles and responsibilities as far as possible, ensuring that teams include both women and men, technical specialists to address areas of particular relevance to women, and not only the domestic and reproductive areas. It is further important that responsibility for considering gender issues is integrated in the terms of reference of each team member, although one team member can serve as gender advisor to the team.

Appraisal Process

After Alternative Development Programme documents have been formulated, the appraisal process of the document is done at UNDCP Headquarters, by respective sections in Operations and Drug Reduction Supply. In this process, the documents are screened on the incorporation of a gender perspective. If necessary, feedback and comments are sent to the Country Office. This gender screening process needs to be maintained.

3.2 Implementation

Recommendations for gender mainstreaming are provided for the most common project activities and components of Alternative Development projects, such as (i) Base-line surveys, (ii) Income Diversification and Economic Development (in particular alternative agricultural development), (iii) Strengthening Socio-Economic Development Framework (iv) Improvement of Social Situation/Social Services, (v) Infrastructure Development, (vi) Institutional linkages and (vii) Project Management.

(i) Base-line Surveys

Ideally, base-line surveys are conducted during project preparation phase. However, experience in UNDCP projects is that most base-line surveys are actually conducted at the start of the implementation of projects by the project staff. Therefore, gender mainstreaming in base-line surveys often is a matter of concern during project implementation.

In order to be able to assess impact, it is crucial that gender indicators be included in the design of base-line survey and that gender-disaggregated data be collected. Next, it is essential that base-line surveys apply a gender-sensitive survey methodology. In addition, base-line surveys could include the use of participatory techniques that involve both women and men in assessments and discussions.

It is thus necessary that staff involved in conducting base-line surveys be properly trained and briefed on the survey methodology, type of information, gender analysis techniques and the gender implications. Project staff, consultants and UNDCP staff responsible for preparation of formats and questionnaires for base-line surveys need to be able to integrate gender in the contents of the information collected, develop a gender-sensitive methodology and apply methods other than surveys and questionnaires, such as participatory assessments.

Gender-sensitive and disaggregated data will be of little value if the data are not then analysed in order to identify and understand the gender differentials causing difference in the figures produced by the survey. Staff responsible for the survey must be equipped with the skills necessary for gender analysis of baseline data.

Monitoring System, Needs and Impact Assessment

If it has not been included in detail in the project document, a monitoring system needs to be set up by the project management in the early phase of the project. Base-line survey data serve as the basis for defining indicators for impact assessment.

Continuous assessment of needs of both women and men is important for gender mainstreaming and possible adaptation of activities accordingly.

In addition, depending on a specific situation the status of women and men needs to be observed over the course of the project implementation, and in case needed, activities need to be adjusted on the basis of the findings.

Although responsibility for monitoring implementation of activities against approved plans and budgets is primarily a concern of project management, it is essential that field staff and beneficiaries be actively involved in monitoring impact of the activities implemented. This is of critical importance in order to permit identification of any constraints and barriers inhibiting impact and effectiveness of interventions, and rapid response to overcome these. It is essential to verify if gender issues contribute to any such problems encountered..

(ii) Income Diversification and Economic Development

By providing a choice of economic opportunities, most Alternative Development projects aim to increase the villagers' participation in alternative development options, to reduce income derived from production of drugs and to increase their income level.

Exact activities under this component will depend on demand by villagers and the project location and country situation. However, project staff needs to take into account the following gender issues in the implementation of the activities.

Access to Technical Knowledge on alternative crops, livestock production and/or other economic activities: Knowledge and skills related to alternative development opportunities are essential to ensure successful alternative development. Technical assistance, such as training and extension, in various production technologies is required. Training and technical support must be linked to verified market opportunities. Men often have easier access to such technical assistance, therefore, projects need to make special efforts to ensure that also women have access to the new knowledge, skills and equipment, especially when these relate to their actual roles and responsibilities.

Access to Market Opportunities: Market opportunities, access to markets and access to agro-industry enterprises are essential to ensure that project beneficiaries really obtain income from their alternative economic activities. In this context, projects may need to carry out marketing surveys, support producers' cooperatives, support processing e.g. agro-industry enterprises and develop essential physical infrastructure like access roads or community stores.

Access to Capital/Credit: The increase of access to capital is crucial for productive investment and sustainable livelihoods. A credit component is included in most Alternative Development projects in Asia. In Latin America group credit or revolving funds are introduced, instead of individual credit opportunities. Women's access to credit is often more restricted than men's, as credit is disbursed on the basis of land title or other guaranteed resources that are often in the

name of men. It is necessary to guarantee equal access to capital resources for both women and men. Experience shows that a quite successful method of involving women in credit activities, can be to involve a local NGO or Women's Organisation in implementation of the credit activities, or the establishment of women's group credit, revolving funds and saving schemes.

Since most UNDCP projects are implemented in remote areas, where formal credit institutions do not operate, the access to non-formal credit/banking/saving systems is often a part of UNDCP programmes. Skill development in this area is meant to build up experience to access the formal banking system and provide collateral in the form of savings.

Access to and Control over Land: Land titles are permanent documents certifying the legal ownership of the land by the owner. UNDCP projects may have a direct or indirect role in a land allocation process. These projects must take advantage of appropriate opportunities to raise awareness among women and men on the land titling process, and joint ownership by women and men. UNDCP projects may work closely together with concerned authorities and women's organisations in this matter.

Access to New Technologies and New Employment Opportunities: In a number of UNDCP project new technologies or employment opportunities are introduced, both farm and non-farm activities. Since there is no accurate previous experience on the gender division of labour in new activities to be introduced, these roles are sometimes difficult to envisage. Therefore, it is important to monitor these activities closely and adjust if necessary. Also, care is needed to ensure that these are based on real opportunities and that where equipment is needed, beneficiaries have means to procure it.

(iv) Strengthening Socio-Economic Development Framework

Most Alternative Development projects contain a component of community development, encompassing strengthening the capacity of the villagers to identify, plan, implement and manage sustainable alternative development activities. Formation and strengthening of village organisations, farmers' organisations, women groups, training & extension and a participatory planning process are all activities under this component.

Capacity building is also an important component for community groups, farmers' and/or women's organisations. Skills required include group management, decision-making and negotiation skills, and gender awareness. Both men's groups and women's often need such capacity building.

First, an assessment needs to be made of the role of women and men in traditional institutions at community level, and their potential usefulness in the project activities. Below, gender issues related to community organisations, farmers' organisations and women's organisations are discussed in a bit more detail.

Community Organisations

Most newly formulated projects by UNDCP contain stipulations regarding the membership of women in community-based organisations, for example the quota stipulation that one third of the members of community level organisation are women. To achieve this quota, staff involved in Community Organisation formation process need to be made aware of the need to involve more women and receive support regarding strategies on how to achieve this.

Under certain cultural and traditional contexts (such as those existing in Dir, Pakistan, and in Afghanistan), it may be inappropriate at this point in time, and counter-productive, to attempt to stipulate involvement of women within a same committee as men. In such cases, care is needed to devise a culturally sensitive mechanism for ensuring that final decisions reflect outcomes of both women's and men's community organisations. Project staff may have to take responsibility for sharing information and concerns between the two groups. UNDCP's stipulations therefore have to be modified to ensuring inputs from both women's groups and men's.

Staff involved in a participatory planning process need to be made aware of the necessity of, and methods for, involving both women and men equally and actively in meetings, needs assessment and planning sessions. In order to build their capacity, appropriate tools and methods need to be made available to them, e.g. FAO/ILO, 1998.

Farmers' Organisations

In several Alternative Development projects, in particular in Latin America, farmers' organisations are formed or strengthened to channel the technical assistance and/or to market the agricultural products. Such organisations may also manage revolving funds. Traditionally, (usually male) household heads can become member. Where women are also active and contributing to agricultural production, it is important that they are provided the opportunity to join such organisations to be able to benefit from the facilities offered by membership and to take part in decision-making, unless the society prohibits mixed participation (as in Pakistan). In case of such mixed organisations, it is imperative that the statutes or bylaws of such organisations allow equal participation of men and women; that efforts are made to have both men and women board members and that care is taken that women are not overruled by men in meetings and other activities. Special attention to women may still be justified, e.g. by organising separate meetings to allow women to speak out more freely.

In some projects new resource-based institutions are formed. For example, irrigation development sometimes includes the establishment of Water User Associations (WUAs), whereas for marketing purposes cooperatives may be formed. Special efforts are needed to ensure women's role in these type of farmers' or community organisations.

Women's Group Formation

Depending on the local situation and the extent of gender-segregation of a given society, it could be advisable that women's groups are formed and strengthened at the village level, for example in connection with the income-generating activities, participation in planning processes, and access to social services. However, it is advisable always to explore the option of mixed organisations first.

Training and capacity building for staff and local institutions must enable them to better mobilise women in such a way as to enable such groups to assume responsibility for themselves and their activities.

Access to information, training and extension, and communication activities

Provision of information and training are central to most project components, but also to socio-economic development. The following general recommendations are presented to ensure women's and men's equal access to information and participation in training activities:

- participatory training needs assessments need to identify subjects suitable and of interest to women and men farmers;
- selection of candidates for training activities needs to include the persons responsible for the concerned activities based on information on the gender division of labour, e.g. in crop production training majority women could be involved in a situation where they play a dominant role in agricultural production. Ideally, it is best to invite the person(s) in the family who is (are) engaged in the particular activity, to participate;
- candidates could be identified with the support of institutions, NGOs/women groups, at the village level because they generally have detailed knowledge of who would be suitable for a given training course; and
- increase awareness among trainers of the importance of participation of women in the training, (to be emphasised through Training of Trainers/gender awareness training).

In principle, it would be best if all training sessions be mixed, unless:

- Cultural constraints prohibit mixed activities (as in Pakistan);
- The training subject is of interest only to women or men; and
- Participation of only women or only men is in the interest of the success of the training (e.g. in case of leadership training to women).

Logistical measures to ensure access to training activities for both women and men:

- language problems (a particular constraint for women trainees from certain ethnic groups) could be overcome by (a) bi-lingual (national and local language) trainers or translation services, and (b) by the use of practical and visual training methodologies;
- training activities based on visual methods would also enable participation regardless of literacy level;
- determine in dialogue with the trainees the most convenient timing of the training (season, time of the day);
- the venue of the training needs to be selected in close cooperation with the trainees, and would possibly be the village or farmers' fields;
- possible arrangements for trainees to bring young children with them, e.g. in the form of crèches.
- Budget for travel costs of a companion, where (as in Dir) individual travel is not possible for women.

Extension and training methods would be most efficient if working with groups of farmers instead of individual households. Women could feel shy on the individual level with the, predominantly male, project staff, but would have no problem in working with the staff member in a group. Group extension and training methods would thus enhance the access by women.

Training and Extension Materials: The projects need to actively seek out appropriate and visual training and extension materials that recognise gender roles. In case no suitable material is available for the subjects on which training is going to be provided, appropriate training materials, that recognise the productive roles of women and men, may need to be produced in cooperation with women and men in the target population.

Insofar as highly competent female trainers and professionals would be available, these can also be identified and involved in the training activities, especially when training sessions for women farmers are organised. These female trainers could serve as positive role models for the women farmers, and some women may feel more at ease with female trainers.

(v) Improve Social Situation/Social Services

Activities concerning enhancement of services such as education, water supply and sanitation and health care all fall under this component. The need for social services must be assessed, through separate focus group discussions with women and men. In general, it is best to ensure an active role of both women and men in the planning, as well as considering their access to the services.

To monitor progress under this component, it is recommended to apply achievement gender indicators, which could include some or all of the following:

- Number of adults educated through non-formal education, by age and gender;
- Number of students attending schools and adult education, by age and gender;
- Number of village water supplies maintained and composition of management groups by gender;
- Number of households having a latrine on their compound;
- Number of people treated at health centres and reasons for visiting, by age and gender;
- Number of villagers adopting basic health care practices, by age and gender;
- Number of villagers adopting birth spacing practices, by age and gender;
- Decrease in the number of drug users (if prevalent), by age and gender;
- Changes in gender-specific infant, child and maternal morbidity and mortality rates.

(vi) Infrastructure

Where appropriate, both women and men need to be given the opportunity to be involved in infrastructure construction, e.g. roads, irrigation schemes, water supply systems, provided women in a particular village have time to participate and are interested in doing so. In some situations, both women and men may be very interested in the cash income derived from the activities. In addition, if women are not involved in construction, experience elsewhere indicates it is less likely they are involved in discussion and decision making processes related to design, management and maintenance. Equal wages for equal work must be paid to women and men.

(vii) Institutional Linkages

Gender mainstreaming can be considerably enhanced through strong, appropriate institutional linkages.

Often a government organisation is appointed for women and gender issues, which automatically becomes the main counterpart for gender mainstreaming activities, e.g. a Ministry of Women affairs, a Women's Union. However, it is also important that appropriate linkages be established with concerned line ministries and government agencies, to avoid women's or gender activities being implemented separately. For example, linkages with a Drug Control Institution, Agricultural Department, Health Department and Education Department are crucial to achieve sustainable gender mainstreaming in Alternative Development projects. In addition, linkages with other Alternative Development projects (either implemented by UNDCP or other donors) and/or other rural development projects are important to exchange experiences and to ensure a more or less similar gender approach.

Institutional linkages to enhance gender mainstreaming can be strengthened in a number of ways.

Institutions with which there are already formal links within the programme or project can be included in gender awareness training, either through involving their staff in project training activities or through funding special activities within the institution.

Linkages can be extended to include institutions which are actively concerned about gender issues, and which can contribute to enhancing gender mainstreaming activities of the programme or project. By including such institutions (such as Ministries and/or Line Departments responsible for gender and related issues) as active members of Project Management Committees, opportunities to include gender considerations in project management decision-making would be increased. Functional partnership in implementing activities can be developed in such a way as to benefit both the institutions and the project.

New institutions, concerned with cross-cutting issues including gender, can be promoted, and included in Project Management Committees, and as partners at field level.

UNDCP can take steps to ensure that lessons learnt from field experiences and studies about gender mainstreaming and improved impact of interventions, which could contribute to national policy making, be shared with the relevant policy making bodies. Furthermore, it is essential that UNDCP ensures that its partners are aware, understand and respect, UN policies on gender mainstreaming.

(viii) Project Management

Staff management

Effective gender mainstreaming requires a major effort to recruit female staff for extension work, not only within any sections specifically working with women, but also in technical sections. See for further information the section on staffing policy.

Given the key role of the CTA, it is highly advisable to ensure that persons appointed to CTA posts are fully aware of gender issues and understand what gender mainstreaming means. Where CTAs are not gender aware, steps should be taken to provide them with gender training.

Staff training

Care is needed to ensure that both female and male staff are given opportunities to attend relevant training courses.

Internal co-ordination

Since gender mainstreaming is a cross-cutting issue, it is essential that gender issues be discussed between technical sections, and not relegated to a separate section. Where a gender

expert is included in the project team, her/his responsibilities should be clearly defined as supporting all sections.

It is also important that gender relations within the project team be constructive, and that culturally-based discrimination not be allowed to impact negatively upon the work. This can be addressed through discussions in staff meetings, in which positive and negative experiences encountered both during implementation of activities and within the work place can be raised, and lessons learnt.

Allocation of resources

Great care is needed to ensure that allocation of resources takes into consideration barriers and constraints related to gender. Equal allocation of resources to women's and to men's activities rarely ensures appropriate and adequate allocation.

Restrictions on mobility of women in the more isolated areas where alternative development projects are located require special transport conditions if women field workers are to carry out their work efficiently and effectively. While use of two-wheel transport is often acceptable and appropriate for men, sufficient four-wheel vehicles (and related expenses) need to be allocated for women field workers to be able to cover the area properly. Failure to take this into account limits the outreach work which they can undertake: if shortage of vehicles forces women extension workers to travel in larger groups than the work requires, human resources are wasted.

Executing agencies

It is essential that project executing agencies fully understand the importance of gender mainstreaming, and have the capacity to carry out their responsibilities in a gender sensitive way.

3.3 Monitoring & Evaluation

Monitoring & Evaluation normally serves the following purposes:

- establishing progress, to be described in regular progress reports;
- establishment of the need for adapting plans and additional activities or modification of ongoing activities;
- identification of problems and constraints obstructing implementation;
- establishing impact;
- accountability and transparency.

Adequate monitoring and evaluation require clear information concerning the situation existing at the start of project activities, in order to assess changes which occur. It is therefore essential to undertake a baseline survey prior to starting implementation in a given area.

It is important to monitor participation of women and men, to evaluate the achievement of the programme objectives and to evaluate the impact of the activities on their livelihoods, in order to establish the need to adapt plans and additional activities or the modification of ongoing activities.

Project field staff and beneficiaries need to be involved in routine on-going monitoring of activities and their impact, in order to provide early feedback of lessons arising during their work. Such feedback should influence internal planning of work to be undertaken, by identifying constraints inhibiting effective implementation and potential ways of increasing impact. It should also inform project management concerning issues requiring senior management decision-making. Gender issues are among the factors which should be taken into account in such monitoring.

Monitoring data

The project has to develop arrangements for the collection and analysis of gender-disaggregated data for monitoring. In principle, everything referring to people in monitoring data collected by the project can distinguish between women and men, e.g. trainees, addicts, Village Organisation members, Farmers' Organisation members, villagers participating in road construction, Water User Group members, Male headed and female headed households, etc.

Gender indicators

In addition, it is necessary to formulate additional gender indicators, against which to measure changes in the position of women and men.

Below, some examples of gender indicators appropriate for Alternative Development are presented.

Gender indicators appropriate for Alternative Development

Household decision making

Household expenditure by women and men

Community participation (decision making)

Village Development Committees Participation

Taking responsibility as office bearer

Percentage decisions (VDC) promoted by women / reflecting women concerns

Social Services

Percentage of men and women who uses health / family planning services

Percentage of men and women who have access to family planning / health services

Access to health services

Number of women and men using which service and at which distance

School attendance, enrolment rates and drop out rates

Girls and boys learning to read and write

Productive Activities

Number of women and men with access to credit

Distribution ratio of credit opportunities between men and women

Employment opportunities for farming / non-farming of gender

Types / level of non-farming employment by gender

Cash income generation by project

Number of women and men benefiting

Level of income by women and men

Training / capacity building

Application of new techniques

Training by subject, by gender

Management issues

Satisfaction with project implementation by gender

Male and female staff working in project

Participation of stakeholders in monitoring for decision-making (purpose)

It is important to keep in mind that gender indicators differ per project and depend on the situation in the project area as well as on the planned project components, outputs and activities. A gender analysis is essential to be able to identify gender indicators. Also, in order to be able to assess impact, it is crucial that these gender indicators are included in the base-line survey.

Gender indicators do not only concern women, although more often women may have been excluded (e.g. from decision-making at community level) and need to become (more) involved. There are also situations in which men tended to be excluded, e.g. in health and family planning activities or literacy programmes. Sometimes different targets must be set for women and for

men because their starting situation is different, e.g. target levels for increase in functional literacy would be different .

Issues to keep in mind:

- The number of indicators best remain "limited", not to overload the project staff/monitoring unit; some indicators are much easier (less time-consuming) to measure than others. However care must be taken not to select only the easy ones that are less relevant for gender mainstreaming;
- When identifying gender indicators, pay attention to how to verify these;
- The use of gender indicators can also be a means to raise the gender awareness of the project staff.

Regular data collection and analysis could best be done by staff who are directly involved in the implementation of activities. Collection and analysis of gender-disaggregated data can increase the gender awareness among the staff. They may become more attentive to differences between women and men in their daily work.

Monitoring can also be done in a participatory way, e.g., through an annual meeting with the villagers and concerned government and project staff. It is essential in the monitoring meetings that women participate equally and are actively involved in the discussions. The following key questions could be used to facilitate the discussion.

Key Questions for Participatory Monitoring

- What is the overall progress of the implementation of activities?
- What constraints are faced in the implementation of the programme? What constraints do women face? What constraints do men face? How can these be removed?
- Is there a need for additional activities? What is the need among women? What is the need among men?
- Do the participants investing labour and other resources actually benefit from the activities? Do all groups of farmers, women and men, equally benefit? How can differences be explained? Is there anything that can be done to make benefits more equally distributed?

Accountability mechanisms

Effective gender mainstreaming requires appropriate accountability mechanisms in order to ensure the implementation of gender equality policies in Alternative Development programmes.

An important accountability mechanism is the monitoring and reporting system. It is important that this contains directions for inclusion of gender issues. Such systems include Annual Progress Report (APR) and Project Progress Evaluation Report (PPER).

It is essential that progress reports prepared by Alternative Development programmes include data and information.

Project reports could include the following information, such as:

- Men/women percentage share of participation in activities in relation to the specific context;
- Access to and control over resources by category of activities, for women and men;
- Access to and control over benefits by category of activities, for women and men;
- Impact on women, men, boys and girls of activities undertaken, by immediate objective;
- Percentage of positions held by women and men in management committees of community organisations.

On the basis of the gender-disaggregated data, an analysis of specific gender constraints can be made and strategies described to overcome these constraints.

In internal and external evaluations to assess the impact of the project, the impact on the gender situation (gender equity) in the project area needs to be included. In case of external evaluation missions it is important that a gender perspective is included in the Terms of Reference and gender expertise is present in the team.

4 UNDCP staffing policy and management in Alternative Development

4.1 UNDCP Staffing Policy in Alternative Development

Job-descriptions of technical staff and terms of references of consultants (both local and international) would need to make references to gender mainstreaming. For example, this can be formulated as “in all duties gender perspectives need to be take into consideration”.

Alternative Development Project staff

Staffing policy at project level relates both to the attempt to increase the percentage of female professional staff, as well as the possible inclusion of someone with gender expertise in addition to a technical capacity in the project teams.

An increase in the participation of female professional staff, is recommended for successful gender mainstreaming. The aim could be to appoint 50% female staff. However, most projects encounter difficulties in finding sufficiently qualified women professionals, who are also willing and able to work in the, often remote, project areas.

It is therefore necessary to identify the constraints which inhibit recruitment of female field staff, and to design employment packages which make special provision for recruitment of women. Such special provisions could include a variety of special conditions: recruitment of husband and wife together; special education support packages for children; housing for an accompanying family member where local norms preclude women living alone; special hostels for staff; lower formal education requirements where special knowledge and skill training can be sufficient for fulfilling work requirements; and/or special hardship allowances.

Constraints in identifying suitable female staff could be overcome by finding alternatives for regular recruitment procedures (like advertisements in newspapers). Recruitment of female staff could for example be attempted through networking, asking suggestions for suitable candidates from other institutions and informing them of vacancies. Institutions to contact could include Universities and Colleges, other projects, donor agencies, government organisations, NGOs, etc. Recruitment of (female) staff from the project area itself is recommended, although few candidates with sufficient educational background may be found. Additional training to promising local candidates could be considered.

In addition, working conditions for female staff could be improved through provision of suitable transport conditions, giving women the opportunity to get a driving licence and possibilities for child-care facilities could be explored. Other special employment conditions could also be considered. For example, husband and wife teams could be recruited, and housing could be provided for staff with accompanying family members (including parents or siblings if there is no spouse).

In addition, in working with ethnic groups, and especially with women, it is important to engage local staff who originate from the project area or same ethnic group, who speak the local language.

For effective gender mainstreaming, gender expertise needs to be present in the project or technical assistance team. Ideally, technical staff who also have knowledge and experience in gender issues could be recruited. If, as is more often the case, the majority of the project has no

or limited gender knowledge, the recruitment of a person with gender expertise is recommended.

Main Duties

The main duties of the person with gender expertise would generally be:

- to carry out a gender analysis (if not yet included in the project preparation phase);
- to elaborate a gender strategy for the project in cooperation with the other project staff;
- to organise or conduct gender awareness training for own project staff and for others involved in the project;
- to assist project staff in all project sections to incorporate gender perspectives in their personal work plan;
- to assist and advise all sections in preparation of gender sensitive work plans;
- to assist the monitoring and evaluation unit to identify gender indicators, to include gender-disaggregated data and to incorporate gender considerations in impact evaluation studies; and
- to maintain linkages with (gender experts of) other projects to exchange experiences.

In the absence of gender expertise among the project staff, it is advised to recruit external consultants to undertake these tasks as early as possible, rather than delay them until such a person can be added.

It may be most strategic to locate the person with gender expertise either in the monitoring and evaluation section or as an advisor to project management, in order to stress the relevance of gender issues to all technical units.

Country and Regional Representation

In countries where Alternative Development projects and programmes are a major part of the country portfolio, gender expertise would need to be included in the Country Representation office or Project Facilitating Unit (if applicable). This person, or persons, could support UNDCP at the country level in ensuring appropriate gender mainstreaming in project formulation, implementation, M&E and capacity building activities.

Consultants

One of the selection criteria for technical consultants recruited for Alternative Development needs to be their knowledge and experience in gender issues. Staff from UNDCP headquarters could assist the country offices by sending CVs of suitable consultants to country offices. It is crucial that gender is also referred to in the job description or Terms of reference for all relevant external consultancies.

UNDCP Headquarters

Gender expertise at UNDCP Headquarters could assist the Country offices and project in gender mainstreaming, as well as to review and comment on gender mainstreaming approaches in proposed Alternative Development projects.

4.2 Gender Awareness

The location and project specific gender information collected during formulation and base-line survey, should be used as a starting point for formal and informal gender awareness training to be conducted for target groups of villagers, government counterparts at district and provincial level, project management, project staff and visiting consultants.

It is essential that the staff fully understand the existing productive, reproductive and community roles of women and men in current drug production systems and Alternative Development. In addition, they need to be aware of how to integrate this knowledge in how they plan and implement their professional activities, for example by preparing a personal work plan. These could be linked to the formulation of annual work plans. Staff capacity building can be in the form of special training sessions on gender. It can also be done on a more regular basis, for example in the form of discussions on gender issues during staff meetings. Furthermore, the capacity building of staff members through training in gender-sensitive participatory planning and group facilitation methods is recommended.

Gender experts recruited by the project could organise or conduct gender training. Alternatively, suitable national or local institutions could be identified to provide gender training. The gender training curriculum must be prepared or reviewed jointly by the training institution and project management/government staff, in order to ensure its suitability at a particular stage in the project. Appropriate gender training material would need to be designed, for example, on data collection, monitoring & evaluation, participatory planning processes.

Gender analysis and studies conducted in the project area, either by the project or by other projects or organisations, must be translated in the local language and be made available to all staff members and government agencies.

4.3 Gender Focal Points

In countries where Alternative Development projects and programmes are a major part of the country portfolio, it is important to appoint gender focal points at Country Representation level. Alternatively establish close links with the official UN Gender Advisor / Focal Point in the country.

Gender focal points would need to actively network and cooperate with gender focal points of other UN agencies and bilateral donor agencies, as well as network with the National Machinery for the Advancement of Women and NGOs. They would also provide guidance to UNDCP staff on gender mainstreaming, including staff at the representation, project staff and consultants/missions.

Gender Information Kits

UNDCP Representation Offices are advised to have kits of gender material ready for distribution to visiting missions and consultants. These gender information sets could for example include:

- Gender briefing or fact sheets prepared by UNDP, FAO, etc.;
- Country reports and data on the situation of women and men prepared by national women's organisations, Statistical bureau, etc.;
- Relevant studies and reports on gender issues in drug production and abuse;
- Names, addresses and telephone numbers of gender focal points in Ministries, UN agencies, bilateral agencies, NGOs, etc.;
- Addresses of libraries/resource centres for additional information collection.

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Annex 1: Seasonal Calendar

PURPOSE

Seasonal Calendars are tools that help us to explore changes taking place over the period of a year. Calendars can be used to study many things such as how much work people have at different times of year or how their incomes change in different periods. It can also be used to show the seasonality of other important aspects of livelihoods such as food and water availability. It can be used to explore problems and needs.

PROCESS

Work with focus groups of women and men. Find a large open space for each group. Calendars can best be drawn on a large paper with markers.

Draw a line all the way across the top of the paper. Explain that the line represents a year -- and divide the year on the basis of the annual calendar that women and men are familiar with.

It is usually easiest to start the calendar by asking about rainfall patterns. Ask the participants to put maize kernels under each month of the calendar to represent relative amounts of rainfall (more kernels equal more rain). Explain that 10 maize kernels represents the maximum, and no kernels the minimum.

Once the rainfall calendar is finished, you can draw another line under it and ask them to make another calendar, this time showing their labour for agriculture (putting more kernels over the time periods of high labour intensity). Make sure the labour calendar, and all subsequent calendars, are perfectly aligned with the rainfall calendar.

This process is repeated, one calendar under another, until all the seasonal issues of interest are covered, such as agricultural labour, off-farm labour, food availability, water availability, human disease occurrence and animal disease occurrence. Put a symbol or sign next to each calendar to indicate the topic, or write it down when all participants are literate.

As much as possible ask the participants also to describe the seasonal patterns, by discussing details of each calendar. Use the following questions for further analysis.

Tool: Seasonal Calendars

- women? for men? Are there daily, seasonal or yearly labour peaks and shortages?
-
- food supply, rainfall and labour or food availability and disease occurrence.

MATERIALS: Maize kernels, large paper and markers.

EXAMPLE: Seasonal Calendar prepared by Hmong women and men, Luong Thuong Commune, Na Ri District, Ban Can Province, Vietnam.

	Jan.	Feb.	March	April	May	June	July	August	Sept.	Oct.	Nov.	Dec.
Rainfall	2	1	2	4	10	9	9	6	7	4	3	1
Agricultural labour	1	1	3	6	10	10	10	6	6	8	10	7
Off-farm labour	5	1	3	4	6	9	8	9	1		3	4
Food availability	3						1	1		4	5	4
Human diseases	6	1	2	5	5	6	9	10	3	3	3	5
Animal diseases	0	1	3	3	7	2	5	5	1	1	4	4

Annex 2: Problem Ranking and Problem Analysis Chart

PURPOSE

The different problems are presented and discussed with the community as a whole, showing where different people's constraints overlap and where they differ. This also allows for an expanded discussion of the causes of the problems, as well as current coping strategies. Coping strategies are important to learn about because they may be strategies that can be built upon for improvement. The Problem Analysis Chart also looks at *opportunities* for development, possibly with external support.

PROCESS

Problem Ranking

Organise two separate groups of maximum 10 participants each: one group of women from the same ethnic group, and one group of men from the same ethnic group. Ask the participants to think about their problems. In discussion, ask them to list all the problems of importance to them.

Next, rank the problems according to importance. This can be done for example through a voting system. Give each group member three maize kernels. Ask them to put one maize kernel next to what they personally consider their three main problems. After all group members have contributed their three maize kernels, analyse the result. More maize kernels equal more importance.

Problem Analysis Chart

Select the three main problems. Prepare the Problem Analysis Chart listing down the far left column the three priority problems identified by the group. Discuss the causes and effect of these problems. In the second column, list the causes of the problems as identified.

Then ask people to explain what they currently do to cope with their problems. List the coping strategies in the third column. Finally, with specific reference to each problem discuss opportunities for improvement. List the solutions in the fourth column. A representative of each group should present the group's findings to the plenary meeting, followed by a plenary discussion.

Tool: Problem Ranking and Problem Analysis

- the same for everyone?
- women go further and further to fetch water in the dry season.
- implemented locally? Which require external assistance?

MATERIALS: Flip chart paper, markers and maize kernels.

EXAMPLE: Problem Analysis Tay women, Xuan Truong Commune, Bao Lac District, Cao Bang Province, Vietnam.

Problem	Cause	Coping Strategy	Solution
1. Food Shortage	Lack of cultivation land Weather is not favourable	Wage Labour Look for other sources of income	Food Support Assistance to buy food
2. Lack of cultivation land	Too many children, inheritance divides the land Lot of rocky, infertile land	Try to follow family planning Increase cropping intensity Rotation of crops	New varieties of maize, higher yields Fertiliser
3. Lack of capital	Nothing to sell to get money	X	Need loans from formal sources

Annex 3: Venn Diagram of Stakeholders

PURPOSE

The Venn Diagram of Stakeholders is a tool that helps us to understand *who* will be affected by proposed development activities. Stakeholders from within the community as well as outside have resources to invest in development activities. They will seek to invest those resources to minimise risk and maximise benefits. For this reason it is important to know who they are and where they stand before development action plans can be finalised.

A *stakeholder* is anyone who has interests in or is affected by a development activity. For example, a farmer is a stakeholder in relation to allocations of irrigation water from a common source or decisions about grazing rights on common land. The term can also be applied to groups, as when different groups have different interests in a certain resource, such as when trees are used by women for fruit, nuts and fodder, and by men for fuel and construction materials.

The extent of a stakeholder's interest in an activity is determined by the size of the "stake" which she or he has in it; in other words the extent to which that stakeholder will be affected by the decision.

Those most directly affected are the people whose livelihoods depend directly on the resource in question. Then there are those whose livelihoods may be affected through use of the resource by others, and finally those who, for various reasons, have strong views on the subject which they feel should be heard.

PROCESS

Plan and organise a meeting for the entire community. Make sure that it is scheduled for a time when both women and men can attend, including a mix of socio-economic groups. Also invite two or three technical experts from relevant outside agencies and organisations (preferably the same persons who participated in producing the Problem Ranking and Problem Analysis Chart and community planning activities).

Review the proposed development activities that were discussed earlier by the community members and outside experts.

Take one problem and its related set of proposed development activities at a time. Write these at the top of a flip chart paper. Then draw a large circle in the centre of the paper. Explain that the circle represents the community.

Ask the participants to name all the different *stakeholders* for those particular development activities. To help identify all the different stakeholders it is useful to look at the resources needed, discussing who would gain or lose by increased use of those particular resources.

For example, if the activity is vaccination of livestock, the *stakeholders* may include a wealthy village head who owns 10 head of cattle, the poor men who each own 2 head of cattle, as well as the female-heads of household who own 1 to 2 head of cattle. Stakeholders from outside the community may include the veterinary extension service and the livestock markets.

Then ask the participants to decide the size of the *stake* of each, in other words how much they stand to gain or lose. In discussion, they must select whether each stakeholder should have a big, medium or small circle of paper (the larger their stake, the larger the circle.) Be sure that one colour of paper is used to represent those who will gain -- and another colour of paper to represent those who will lose.

Place the paper representing local stakeholders inside the circle in the centre of the flip chart paper. The paper representing outside stakeholders belong outside the circle. If interests are shared among stakeholders the circles should overlap. Use the questions presented below to facilitate the discussions.

Produce a different Venn Diagram of Stakeholders for each of development problem and activity.

MATERIALS

A list of planned activities, flip chart paper, markers, easels or a wall, masking tape, paper (in 2 colours) and scissors.

Some Questions to Ask While Facilitating Stakeholders' Priorities for Development: Venn Diagram of Stakeholders

For each Diagram:

- Who are the local stakeholders? Do they include women, men or both? Do they include different socio-economic groups?
- Who are the external stakeholders?
- Who stands to gain from each development activity? to lose?
- What can be done to adjust development activities to lessen the negative impacts?

Compare the different Venn Diagrams of Stakeholders produced for all activities:

- Are there certain groups that stand to gain more so than others? men or women? rich or poor?
- Are there certain groups that stand to lose more so than others? men or women? rich or poor?

EXAMPLE

A Venn Diagram of Stakeholders involved in the proposed development activities for addressing the animal health problem would show the following stakeholders. Female-heads of households, followed by poor men are the local stakeholders identified as those who stand to gain the most. Though female heads of household tend to have only a few animals, they gain the most because the animals are essential to meeting their basic needs. They are the households hurt most by the current situation of high incidence of animal disease. The external stakeholders who stand to gain include the private drug companies (through increased sales of vaccinations and medicines) and the meat marketing board (through increased supply of livestock). The only losers identified are the neighbouring villagers. Because grazing areas are shared among nearby villages, an increased number of livestock puts the common areas at risk of deterioration. Having identified this problem it is important to discuss ways to avoid it, e.g. add range management or fodder production to the list of proposed development activities.