Field Guide
Integrating Gender into Climate Change Adaptation and Rural Development in Bolivia
Gender Matters

Incorporating gender equality into projects and public policies has been shown to improve project performance and poverty reduction targets. In Bolivia, the World Bank Country Partnership Strategy (2012-2015) will strengthen investments in rural development and climate change adaptation, with an emphasis on integrating gender equality into the project cycle. This Gender Field Guide was developed to support this work.

This Guide is based on field research from three regions of Bolivia and builds off of the findings of the World Bank report, “Gender Dynamics and Climate Change in Rural Bolivia,” (referred to throughout as “the Gender Report”) and a number of other gender manuals referenced at the end of the Guide.

The Guide introduces some operational tools for practitioners to improve their capacity to implement gender methodologies. Therefore, it should not be viewed as a complete guide with prescribed steps, but rather as a brief overview of methods to help promote gender mainstreaming in climate change adaptation and rural development projects. Though the Guide was designed to focus particularly on these areas, many of the tools presented could be effectively applied to any sector.

Road Map of the Guide: Section 1 presents some general facts about Gender in Bolivia, Section 2 explains the importance of mainstreaming gender, Section 3 provides tools for integrating gender into the identification and design stages of the project cycle and Section 4 presents methods for strengthening the gender focus during the implementation, and monitoring and evaluation stages of the project cycle.
Despite progress towards greater gender equality in Bolivia, it is clear that there is still much room for improvement. This section highlights basic facts about gender in Bolivia.
The Political Constitution of Bolivia passed in 2009 establishes a series of articles that favor gender equality, including equal rights for women and men to land and other productive resources.

**Article 14, II:** “The State prohibits and punishes all forms of discrimination based on gender, race, age, sexual orientation, place of birth, cultural heritage, nationality, citizenship, language, religion, ideology, political affiliation or philosophical beliefs, marital status, social or economic status, profession, education level, disability, pregnancy, or any other form of prejudice used for the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise of equal rights for all individuals.”

**Article 395, I:** “The provision [of land] shall be in accordance with the policies of sustainable rural development and the ownership, access, distribution and redistribution of land for women without regard to marital status.”


This Plan outlines six areas of priority in promoting gender equality in Bolivia. These include: (i) promoting women’s labor rights and equal access to productive and natural resources, (ii) eradicating illiteracy among women and improving girls’ access to education, (iii) promoting health care and the reproductive rights of women of childbearing age, (iv) preventing gender-based violence and discrimination, (v) promoting equal participation by women and men in decision-making, and (vi) strengthening public capacity for the design and implementation of these policies.
GENDER INEQUALITY

Many improvements in gender equality have been observed in rural Bolivia in such areas as decision-making, land rights and the access to credit. However, there is still much room for improvement as the following indicators demonstrate.

- Illiteracy is more common among women than men in rural Bolivia. The illiteracy rate among rural women over 15 years old is approximately 29%, but only 10% for men (INE 2010).

- Although 38% of Bolivian women are employed in the agricultural sector compared to 33% of men (INE 2010), women are still underrepresented in many rural development projects.

- In 2007, Bolivian women earned 630 Bolivianos (US$91) less per month than men. In rural areas, women earned 460 Bolivianos (US$66) less per month than men (INE, 2007).

- According to the Gender Report, men generally have greater access to training, technology and new investments and represent the family in community organizations as decision-makers.

- Women have heavier workloads than men in Bolivia. The survey in the Gender Report shows that women dedicate on average four hours a day to agricultural activities and seven hours per day to domestic tasks, which adds up to 11 hours. Alternatively, men dedicate 5.4 hours a day to agriculture but only 1.4 additional hours a day to domestic tasks, a total of 6.8 hours.
GENDER EXPERIENCES

In 2011, the World Bank office in Bolivia conducted a gender baseline study. This study investigated what kind of information, studies, policies and project experiences exist concerning gender, climate change adaptation and rural development in Bolivia. Main observations include the following:

- There are favorable policies and regulations in Bolivia related to gender equality and sustainable development, however these policies have not been sufficiently integrated into the different sectors (e.g. agriculture, water, forestry, environment, energy, etc.).

- There exist a number of gender studies, gender-sensitive assessments and project manuals but few are publically available, and fewer are actually linked to gender policy formulation.

- The gender focus in projects tends to be stronger during the conceptual and planning phases, but much weaker during implementation, monitoring and evaluation.

- The lack of disaggregated data on gender in Bolivia is a challenge for mainstreaming into sustainable development projects and monitoring long-term quantitative impacts.

- There is a tendency to use “the community” as a homogenous unit of analysis in rural development, which makes it difficult to assess and monitor the gender inequalities that exist at an intra-community or household level.
Changing gender roles – changing women’s workloads

When women assume new responsibilities because they are widowed or their husbands migrate, they can often improve their participation as community decision-makers and their control over family resources. At the same time, women’s workloads increase as they are compelled to assume the former responsibilities of the departed male in addition to their own. This means that women are sometimes unable to benefit from these new opportunities due to time constraints. By contrast, men are rarely required to assume the traditional domestic and reproductive responsibilities of women.
DIFFERENTIATED CLIMATE VULNERABILITIES

Women and men in Bolivia perceive climate change in a similar manner. Both see water related issues and extreme weather as the main challenges. However, women and men’s differentiated roles and capacities mean that they feel the impacts and are vulnerable to these climate changes in different ways.

• Women are more concerned than men about the livelihood and health impacts caused by climate change. Men, on the other hand, are more concerned about the additional workload in the agricultural sector.

• Climate change increases the workload of women in both the domestic and reproductive spheres, and it requires their increased support in agriculture.

• Migration exposes men to a new host of vulnerabilities as migrant workers or cheap urban laborers. These threats include health or safety risks, urban poverty and discrimination.
Differentiated responses to climate change

After natural disasters or severe weather events, men are typically responsible for the reconstruction of community infrastructure, housing and preparing agricultural fields. They also negotiate with local authorities for support. This tends to come in the form of larger community investments such as irrigation or river defenses. Men also look to migrate or seek daily wage labor as a coping strategy.

Women adopt climate resilient strategies more related to slow onset climate changes. This often forces women to adapt to climate change in very practical and innovative ways. These strategies tend to be more operational, low-cost and include activities like using new seed varieties that are more suitable for the changing climate, or easing domestic burdens by attaining gas stoves or accessing new water sources.
WHY GENDER?

Many practitioners perceive gender as an abstract concept that is accepted, but often not prioritized. This section explains briefly the definition of gender and why it should be a priority when working with rural communities.
**WHAT IS GENDER?**

Gender refers to the concepts of “woman” and “man” and their characteristics as determined through social, cultural and political ideas, roles and practices. These concepts vary greatly between cultures and change over time. In all societies, there are differences and inequalities between men and women regarding their roles, power relations, division of labor and access to resources.

Gender issues are often mistaken for “women’s issues,” but it is important to recognize that gender concerns the lives of both women and men as well as the interactions between them. Still, many studies have shown that gender inequalities mainly disfavor women, which happens for many reasons in Bolivia, including the following:

- Women have less access to information, technology and capacity building opportunities;
- Women have lower levels of education in Bolivia;
- Women tend to have less influence in community decision-making; and
- Women have less formal ownership of land and less control over resources with high economic value such as timber and minerals.

**Gender differences versus inequalities**

Women and men are physically different from each other and may have different perceptions and interests. These differences in themselves are not negative and do not limit the opportunities of women and men. By contrast, gender inequalities are understood as unequal power relations, access to resources, valuation and rewards for equal actions. Gender sensitive development projects seek to diminish gender inequalities while respecting differences.
Gender equality means that women and men enjoy the same status and opportunities within a society. It does not mean that women and men should be, or act, “the same,” or that development projects must benefit an equal number of men and women. Gender equality in development is based on the notion that gender equality is both the right thing to do and it improves the efficiency and sustainability of development projects. This is because:

- Women and men possess different capacities, interests and knowledge that contribute in different ways to project design and implementation;

- Women in Bolivia tend to invest more time, effort and resources into the relative well-being of the family, thus contributing to the health, education and productivity of household members;

- Projects with active participation from both women and men tend to be more sustainable and less prone to conflict; and

- Gender equality and women’s empowerment is not only an important part of the Millennium Development Goals, but also considered smart economics as it has been shown to contribute both to economic growth and poverty reduction.

“Gender equality is at the heart of development. It’s the right development objective, and it’s smart economic policy.”

This section provides several ways to integrate gender into the identification and design stages of the project cycle.
GENDER-SENSITIVE BASELINE STUDY

There is a limited amount of information available concerning gender in rural Bolivia. This limits the ability of project managers and planners to effectively target their interventions towards both women and men. Therefore, a baseline study on local gender dynamics within the potential communities or regions of the operation will provide the essential background information to make informed decisions. At a minimum, the gender-sensitive baseline study should consider the following issues:

• Differentiated gender roles and division of labor between men and women. These should be identified for both the specific regions and sectors of the project.

• Men and women’s levels of participation in community decision-making and community organizations, domestic tasks, wage labor, educational or technical skill levels, responsibilities in water or natural resource management, etc.

• Differentiated and/or unequal rights and access to community resources such as land, water, technical training, information, credit and productive assets.

• The different needs and priorities of women and men, while considering the heterogeneity that exists among each sex (e.g. age, education, social position and ethnic group).

• The potentially positive and negative impacts on women and men of the planned project interventions.

• Local stakeholders’ (NGO’s, peasant associations, etc.) views, experiences and priorities regarding gender equality and social diversity.
IDENTIFY INSTITUTIONAL CAPACITIES

Identifying the capabilities, or specific needs, of partner institutions to integrate gender in projects is important for attaining specific gender goals. In order to identify these institutional capacities, the following questions should be answered.

- Do the implementing agencies and community organizations have the technical capacity, experience, institutional framework and the necessary policies and resources to promote gender equality in development activities?
- What is the internal gender representation among technical staff, leaders, the board, etc. of the involved institutions?
- What training and resources are needed to improve the implementing agency’s ability to integrate gender into the project?
- Is there an allocation of financial and human resources for gender focused activities?
GENDER-SENSITIVE CONSULTATIONS

Adequate consultations with both women and men from the project’s geographic region are very important and should take place early in the project identification phase. Such consultations should consider including the following activities:

- Workshops of equal gender participation. Besides being a forum for gathering important information, workshops also serve to observe how women and men participate within meetings (e.g. are women just silent observers without a voice or a vote?).

- Women’s focus group discussions. Women in Bolivia tend to be passive in larger community meetings, therefore meetings or focus group discussions with only women participating should be considered. These discussions serve to identify the specific needs and priorities of women.

- Participatory planning with local counterparts and other stakeholders. This serves to create local ownership over the process. This planning would surround issues such as capacity building, monitoring indicators, processes, targeting and new activities.

Why Consultations with Women Matter

As a part of the Pilot Program for Climate Resilience (PPCR) in Bolivia, separate consultations were conducted with women. These provided new perspectives that would not have emerged through more traditional consultations with local stakeholders, which tend to be dominated by men. In the mixed consultations, male participants emphasized that despite some difficulties, there had been significant advances in integrating gender into existing water projects of the region. This perspective was not challenged or opposed by the women participants.

However, later during the women-only consultations, reactions were different. At this meeting, the women expressed their disagreement, stating that gender integration had failed because it represented a burden on the project’s timeline and budget. These burdens led to a disincentive for local practitioners to successfully integrate gender, so they simply did not emphasize these tasks.
Gender Targeting in Indonesia

The Indonesia Kecamatan Development Program (KDP) aims to alleviate poverty and strengthen local governance. This is achieved through the delivery of grants to subdistricts for productive infrastructure and social and economic investments, which are identified through a participatory planning process.

The KDP gender strategy was developed during the first phase of project planning. This strategy includes, (i) hiring and training of equal numbers of men and women as village facilitators and field staff, (ii) opening up subproject options that reflect women’s choices, (iv) improving opportunities for women to develop proposals and make decisions, (v) ensuring that a share of the block grants are destined for some preexisting women’s groups, and (vi) furthering women’s ability to participate actively, i.e. public speaking competitions for shy women.


GENDERED RESULTS FRAMEWORK

Gender goals should be included in the project’s results framework. Integrating these objectives into the results framework creates accountability among project managers to successfully implement gender equality measures throughout the entire project cycle.

A gendered results framework should include easily measurable indicators that accurately reflect successes in implementation. Some methodological questions to consider during preparation and implementation include the following:

• Do the project’s components and desired outcomes reflect gender-sensitive goals and objectives? If not, they should be adjusted during the mid-term review.

• Is there a credible implementation plan for meeting intermediate and final targets?

• Are targets and M&E indicators being set in consultation with stakeholders and beneficiaries?

• Who is responsible for collecting and analyzing the data?

• How will standard quantitative data collection be complemented by qualitative analyses?
**FINAL APPRAISAL**

When the project design is almost complete, a final appraisal study is recommended. The aim of the appraisal is to ensure that the project is consistent with the needs and capacities of the relevant stakeholders. It should be conducted in a participatory manner and with a strong gender focus. The following questions should be considered:

- Is the necessary budget and capacity available to address the targeted gender issues in the project?
- Have gender recommendations been integrated into the project design?
- How are national gender policies being considered?

**Design of agricultural project in Kyrgyz Republic**

At the design stage of an agricultural development project in the Kyrgyz Republic, financed by the Asian Development Bank, rural women were identified as a highly disadvantaged group. As a result, particular attention was given to mainstreaming gender issues, and efforts were made to increase the project’s inclusiveness. The monitoring and evaluation of benefits examined the project’s effects with respect to gender, including women’s ownership of land, their access to and membership in producer organizations, their participation in training and the types of training they were given, changes in women’s incomes compared with men’s, and the relative social position of women headed households.

GENDER-SENSITIVE INDICATORS

In order to accurately measure the progress and results of a given project, care should be taken in selecting gender-sensitive indicators. These indicators demonstrate changes in gender relations in a given project during its different phases and allow project managers to assess and monitor progress towards achieving greater gender equal benefits.

Ultimately, the donor and implementing agencies are accountable for the monitoring of these indicators, which ensures that the gender focus does not simply “fade away” during implementation.

Example of a Gender Results Framework for a rural development project

<table>
<thead>
<tr>
<th>Project Outcome Indicators</th>
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<th>Use of Project Outcome Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>The incomes of rural producers are increased in a sustainable manner by empowering them to obtain equitable access to sound technologies and markets.</td>
<td>Percentage/number of male and female producers that reach their target income levels.</td>
<td>If 40% of women and men respectively, have not reached their targeted income levels by midterm, the components must be reviewed for efficiency.</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Intermediate Outcomes</th>
<th>Intermediate Outcome Indicators</th>
<th>Use of Intermediate Outcome Monitoring</th>
</tr>
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<tbody>
<tr>
<td>Outcome 1: Producers are reaching markets with their new products</td>
<td>Equal shares of the new products are reaching market by men and women producers.</td>
<td>If targets are not reached, beneficiaries should receive more skills training and business mentoring. Identify and remove obstacles for market access for female and male producers.</td>
</tr>
<tr>
<td>Outcome 2: Service providers have an improved understanding of client needs and how to respond to them.</td>
<td>Percentage/number of women and men producers who are satisfied with the access and quality of extension services.</td>
<td>If the rate of satisfaction by women and men is lower than the % as specified by the target date, the activities under component 2 will be adjusted as needed.</td>
</tr>
</tbody>
</table>

Source: Adapted from World Bank 2005.
DESIGN A MONITORING AND EVALUATION PLAN

Gender-specific targets and indicators should be measured using a combination of qualitative and quantitative methods in order to cross check results and generate a richer understanding of the data. Quantitative indicators can highlight simple gender gaps and inequalities, whereas qualitative methods allow for a more in-depth examination of gender relations and other issues not easily “counted.”

- The monitoring plan must define how, when and by whom the gender-sensitive data will be collected. Careful consideration should be taken to ensure that questions do not contain gender biases and that the monitoring team has a balanced makeup of women and men.
- The plan must identify who is responsible for overseeing the process of data collection and analysis.
- Define which quantitative and qualitative methods will be applied for collecting data.
- Identify ways of monitoring the project’s progress against outcome targets. At the mid-term review stage of implementation, these targets can be reevaluated and changed if necessary.

Participatory Monitoring and Evaluation

Promoting participation in gender-sensitive monitoring and evaluation can build consensus among stakeholders on the project’s gender goals, what gender outcomes to monitor and what impacts to evaluate. When appropriately planned and executed, gender-sensitive participatory methods can help ensure that the topics of investigation are relevant to the community, and can create a sense of community ownership over the measurement process and data collection. Participatory approaches include a wide range of methods like preference ranking, community mapping or producing timelines and diagrams.
BUILDING THE CAPACITY OF PARTNERS TO INTEGRATE GENDER

Often, implementing agencies, practitioners or local partners involved in the project have limited capacity in gender issues. Some questions to consider when planning for capacity building in gender issues include:

- Do the planning and implementing agencies have the capacity to identify and address gender issues? Has staff received gender-sensitivity training? If not, will they? Are funds available to do this?
- Is there an incentive structure (including rewards) to encourage staff to address gender concerns?
- Have guidelines for gender-related activities been developed and implemented?
- How are “best practices” and “lessons learned” on gender results being disseminated and used to improve future outputs and results?

Influencing Policy

Policy-makers usually require empirical evidence before reforming or proposing policies related to gender. For this reason, project monitoring that compiles evidence-based results is important. It is this evidence that can influence policy. Of particular importance when informing policy makers are visual presentations (charts, graphs, etc.) of quantitative (numerical) evidence.
Experience shows that the gender focus that is integrated during project identification and design tends to “fade away” during implementation. This section suggests some operational strategies to maintain this focus throughout the entire project cycle and to monitor and evaluate progress and outcomes.
While integrating gender components into project design and planning is not difficult, experience shows that it is very difficult to maintain a gender focus during implementation. Therefore, a gender focus should be maintained during implementation to promote gender equality throughout the project cycle. Some examples on how to do this are suggested below.

- Gender capacity building should be carried out throughout the project cycle (not just during planning) in order to maintain institutional interest over the course of implementation.
- Collect and disseminate “Gender Best Practices” among project participants. This can include examples of successful gender strategies from one region of the project and can be shared with other areas.
- Establish an incentive structure to promote the successful integration of gender into projects, including rewards or official recognition.
- Prioritize gender in monitoring and evaluation systems and during supervision missions.
- Identify clear institutional responsibilities and ensure adequate human resources.

The “Gender Disconnect” in Bolivia

Several rural development projects in Bolivia have developed gendered project frameworks including gender baseline studies, manuals and indicators. However, there tends to be a “gender disconnect” between the planning and implementation phases of the project cycle. While the gender focus is strong during the conceptual phase, the integration of gender equality tends to be much weaker during implementation, monitoring and evaluation. As a result, no specific project in Bolivia has been identified as a “best practice” for mainstreaming gender throughout the project cycle. Overcoming this “disconnect” must be a priority for project managers.
The purpose of the mid-term evaluation is to review the achievements of a project against target outcomes and to use early operational experiences to improve the design of the results framework. This provides an opportunity to make the necessary corrections for achieving the desired gender-related outcomes. Some questions to consider in the mid-term evaluation include the following:

- Is gender-sensitive and disaggregated data being collected to keep track of component outcomes? What sources and methodologies are being used?
- Is the same information that was collected as baseline data being collected for outcome indicators? Data collection should take place several times during the life of the project.
- Have stakeholders’ perceptions of the project and its benefits changed?
- Are the results/findings being disseminated and shared with stakeholders.
- Is there a clear agreement on how to make necessary project adjustments based on the mid-term findings?
- Do women and men have the same opportunities to access project resources, training and decision-making mechanisms?

### Gendered Mid-term Evaluation in the Philippines

The KALAECIDSS is a flagship poverty reduction project of the government of the Philippines. The mid-term evaluation of this project presented some interesting gender findings, including (i) a lack of confidence among women that prevents them from contributing during meetings; (ii) the capacity of women to make their voices heard and interact productively is gradually increasing; (3) contrary to general assumptions, men and women work as partners in both the fields and the home; and (4) the process of improving the participation of women in indigenous communities has been shown to take a long time.

The final evaluation for the project, which takes place just before completion, must be gender-sensitive. The evaluation should consider the specific outcomes for both women and men, and also the sustainability and replicability of the project. The following questions could be considered when designing the final evaluation:

- Did both men and women participate in the project? Did both men and women benefit?
- How did different stakeholders, men and women, perceive the changes introduced by the project (planned and unplanned)?
- What was the makeup of participating stakeholders and beneficiaries (e.g. percentages of women and men, young and old, among ethnic groups, etc.)?
- What were the main lessons learned regarding the practical implementation of a gender-focused project?
- What factors enable or restrict the voices of female or male stakeholders?
- How can positive gender gains or outcomes be increased or stabilized?
DISSEMINATION OF EXPERIENCES

The monitoring and evaluation of positive gender outcomes does not improve gender equal practices on a wider scale if the data is not properly disseminated. Therefore, once the analysis of project results has taken place, lessons learned should be shared. These results can be disseminated in the following ways:

• Share evidence-based results with decision-makers and discuss how lessons-learned can feed into overall sector policies and gender goals.

• Share experiences with donor agencies and representatives from different sectors through conferences, meetings or workshops in order to discuss how results can be used or improved upon in the future.

• Publish the project’s experiences and best practices to make this information available to a wider community of practitioners.

Project experiences stay isolated

The Baseline Study for this Guide revealed that most of the knowledge generated from projects regarding gender is never properly disseminated. Gender studies, evaluations, monitoring systems and manuals are generally never published but only developed for specific project purposes. As a result, these efforts have had limited impacts because of their isolated nature and disconnect from policy formulation.
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