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REVIEW OF THE SOCIAL CONSERVATION PROGRAMME, GENDER AND DEVELOPMENT, CENTRAL AMERICA IUCN/ORMA

Report Prepared by Review Team
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ABBREVIATIONS

AYA	Acueductos y Alcantarillados
CATIE	Centro Agronomico de Investigacion y Enseñanza
CONAMA	Comision Nacional del Medio Ambiente
DANIDA	Danish International Development Agency
FAO	Food and Agricultural Organization of the United Nations
FTPP	Forest, Trees and People Programme
FUNDAECO	Fundacion para el Desarrollo y la Conservacion
GED	Gender in Development
ICE	Instituto Costarricense de Electricidad
IDESPO	Instituto de Estudios Sobre Poblacion
IICA	Instituto Interamericano de Cooperacion para la Agricultura
IIED	International Institute for the Environment and Development
IUCN	International Union for the Conservation of Nature
NORAD	Norwegian Agency for Development
ORCA	Oficina Regional para Centro America
ORMA	Oficina Regional para Mesoamerica
PAFG	Plan de Accion Forestal para Guatemala
PAFTCA	Plan de Accion Forestal Tropical para Centro America
PPF	Proyecto Piloto Forestal, Petén
SEGEPLAN	Secretaría General de Planificación Nacional
SIDA	Swedish International Development Authority
UNCED	United Nations Conference on the Environment
WID	Women in Development

REVIEW OF THE SOCIAL CONSERVATION PROGRAMME, GENDER AND DEVELOPMENT, CENTRAL AMERICA

1. INTRODUCTION

A mid-term review was made of the Social Conservation Programme of IUCN/ORMA in Centralamerika on request by the Danish Embassy in San José, Costa Rica, between February 21 and March 10, 1994. The review was undertaken by independent consultants Dr. Lasse Krantz, anthropologist (team leader) and Dr. Montserrat Sagot, sociologist and gender specialist. The terms of reference for the review are presented in Annex 1.

In addition to meeting staff at IUCN/ORMA Headquarters in San José, the team travelled to Nicaragua, Guatemala, Panama and Costa Rica, visiting projects and interviewing persons who in one way or another have benefited from the programme, or work in other related programmes. For itinerary and list of persons met, see Annex 2 and 3.

2. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

2.1. **Conclusions**

1. The Social Conservation Programme has proceeded according to plans with the following exceptions:

- Training of ORMA´s personnel has not been implemented. Also, technical assistance to other ORMA sectorial programmes virtually non-existent.

- Technical assistance to other IUCN projects and member institutions in the region has been limited.

- Little work has been done in the development and production of practical tools and methodologies for gender analysis in sustainable development.

- The biannual magazine on Gender and Sustainable Development planned in the project document has not been published.

- Only one local training workshop has been organised (in Petén) for approximately 30 participants.

2. Training has been so far the most successful activity, with a relatively large number

of training events organized in a short period of time. The major results are an increased awareness and knowledge of gender aspects and their relation to suststainable development among a number of individuals belonging to a broad spectrum of GOs, NGOs, projects, etc.

3. Methodologically speaking, the team finds that gender is treated as an isolated phenomenon, without taking into account other factors determining the possibilities of women and men to make use of their natural resources in a sustainable manner. Furthermore, the concept of gender as dealt with by the programme appears to be difficult to operationalize in practice. The team rather thinks that more emphasis should be put on "participation with a gender perspective", indicating that the overall goal of the programme is to promote participatory approaches to sustainable development where gender is given special importance. Adopting such an approach we believe would make the programme more applicable in practice.

4. The team finds that there is a tendency for programme activities to be dispersed and scattered without clear interconnections and a long-term strategy.

5. Six field studies have been conducted at a reasonable quality. These studies were however apparently not designed for providing information directly applicable for planning of actions, reducing their practical usefulness. The practical value of these studies to other IUCN projects also limited due to the fact that they were conducted in other areas.

6. The team finds that technical assistance has sometimes been defined and initiated from central level without sufficient integration with local project staff e.g. in Terraba-Sierpe. There is a risk that without proper coordination with on-going field projects, the technical assistance offered by the programme leads to the promotion of activities among local groups without the latter being ensured a continued follow-up support.

7. The programme has so far published 3 issues of the bulletin plus some reports, articles, etc., based on proceedings from regional meetings, research activities and the general theoretical knowledge and experiences of the staff. The content of these publications generally good and well-written though primarily addressing general theoretical and policy issues with few practical guidelines. The distribution has in some cases also proven to be deficient.

8. The programme has established a number of contacts with other programmes and institutions but primarily for policy making purposes. The team finds that there is a conspicuous lack of collaboration with other programmes that seek to introduce a gender perspective in natural resources management in the region. This, in turn, tends to lead to a duplication of functions and missing of opportunities for accumulated learning and collaboration for mutual benefits.

9. The programme has initiated the creation of National Gender Committees in all countries in the region to ensure the continuation of training and programme activities in general on a national level. The team considers this a good initiative but has observed certain weaknesses in the present setup e.g. participation based on voluntary work, institutional acceptance/commitment uncertain, lack of clear ideas among members of the purpose and functions of these committees.

10. Management of the programme seems to have been efficient in the sense that a fairly large number of activities have been initiated during a relatively short period of time. The result of some of these activities has been rather successful (e.g.training), which at least partly should be attributed to the programme management. However, the programme management has apparently evolved in an atmosphere of conflicts and tension among staff members, which might have had a certain negative impact on the quality of the programme execution and the possibilities for collaboration within ORMA.

2.2. Recommendations

1. The overall objective of the programme should be to promote participatory models for sustainable development with a gender perspective. This means that the programme should have a broader focus than just gender aspects per se, including also other relevant social and economic factors for achieving an equitative participation of both women and men in this type of development.

2. The programme should have a basically practical orientation, that is focus on the way in which both women and men could be made to participate actively in the design, planning and implementation of projects aimed at sustainable development.

3. The programme should direct its activities both to other IUCN run projects, IUCN members and other collaborating partners in the region, and to collaboration with other programmes and staff within ORMA in an interdisciplinary manner.

4. Training should also henceforward have priority, but with more emphasis on in-depth training among those who have already participated in the basic courses to allow them to reproduce and multiply training within their own institutions and projects.

5. Training ought to focus more on methods and instruments for participatory diagnostic studies, planning, monitoring, etc., incorporating gender as a fundamental aspect. Simple and rapid methods type Participatory Rural Appraisal incorporating gender aspects should be explored.

6. The training component ought to make use of both the results and experiences of previous programme research activities (both for information purposes and for the sake of developing practical research methods) but also other experiences from the

region.

7. The programme should give more emphasis to providing projects, member institutions, etc., with technical assistance, either through the own staff or through consultants financed by the programme.

8. The team objects in principle against the programme financing regular project costs as has been suggested in the case of PPF in Petén and Bosques del Este in Panama. Such contributions should rather be made in the form of consultancies for specific ends providing an input to the project at the same time as it allows the programme to draw upon the experiences gained.

9. The principle for all technical assistance should be that it is based upon requests by the projects and planned in direct collaboration with the latter.

10. The team finds little justification for the new research activities proposed for 1994 on the grounds that they would only contribute to scatter the programme further at the same time as their direct practical utility seem doubtful.

11. The regional development programme proposed as follow-up to the field studies conducted during the previous year, represents an interesting initiative. However, the team recommends the programme not to be directly involved in the actual implementation of this programme which should be the responsibility of the various NGOs involved.

12. The team recommends follow-up on methodological experiences from field studies with the aim of arriving at practical guidelines for future action-oriented participatory studies for diagnostic and planning purposes.

13. Furthermore, we recommend field-studies to test more appropriate methodologies in collaboration with on-going projects, preferably those run by IUCN or other collaborating partners, IUCN members.

14. The participation in external seminars, conferences, etc., should be reduced, giving more priority to the establishment of systematic collaboration and coordination with other similar programmes in the region for exchange of information and experiences, the production of training material and methodological guidelines, joint activities, etc.

15. The distribution of publications ought to be improved, taking advantage of the existence of the national committees for assistance in this matter.

16. More emphasis should be put on providing both ORMA staff and collaborating partners with information from other projects and programmes (e.g. FTPP) in the region and elsewhere through notes in the bulletin, the organization of seminars for

exchange of experiences, study tours, etc.

17. In the view of the team, the role of the Social Programme within ORMA should be to function as a support capacity, enabling other sectorial programmes to incorporate participatory approaches with a gender perspective into their frameworks and activities. Therefore, the Social Programme should give priority during the remaining period to establish relations of collaboration with other programmes and projects run by ORMA/IUCN in the region.

18. The programme should participate directly in the work with the new regional programme presently under elaboration by ORMA

19. The programme should promote the creation of a technical interdisciplinary committee within ORMA, with the task of revising the present structure of programmes in terms of content and organisation to facilitate the inclusion of participatory approaches with a gender perspective.

20. After having analyzed the programme´s financial situation, the team has arrived at the conclusion that the funds provided by the present 2-year Danish support will in all likelihood last until the end of 1995, taking into consideration the delays in programme execution that could be foreseen due to the need to recruit a new programme coordinator, financial resources left over from the gender project within the DANIDA-Mangrove Project that expires in June 1994, plus the reduction or elimination of some activities planned for this year. We therefore recommend an extension of the programme with no additional funding until the end of 1995, with corresponding adjustments in programme planning.

21. Even with this extension it is however unlikely that the programme will have achieved all its objectives at the end of the period. One could therefore already at this stage foresee the need for a prolongation of the programme beyond 1995. New DANIDA funding should only be considered insofar as there exists a complete project proposal, which thus would have to be elaborated during the first half of 1995. Such a proposal should be appraised by DANIDA in the light of the fulfilment of the observations and recommendations put forward in this report. An evaluation of the programme at the end of 1995 will therefore be necessary. Further Danish funding should only be considered if part of programme costs are covered by ORMA/IUCN itself, indicating the organization´s commitment to the programme.

3. PROGRAMME DESCRIPTION

3.1 **Background and Setting**

In 1988, during its XVII General Assembly IUCN acknowledged the crucial role of women in the management of natural resources. As a result, IUCN initiated in 1989

its World Programme on Women and Natural Resources. The same year, and as part of the same efforts, IUCN/ORCA (later changed to ORMA) started its Women and Sustainable Development Regional Programme in order to promote women's participation in the conservation of natural resources in Central America.

The Women and Sustainable Development Programme began its activities by conducting a diagnostic study on the relationship between women and the management of natural resources in the region. The programme continued its activities by organizing several local workshops and a regional seminar on women and natural resources in 1990 and 1991. The programme also made efforts to organize a network of groups interested in the issues of women and natural resources in Central America, and created a directory of these groups.

Some of these groups, lead by the coordinator of the Women and Sustainable Development Programme, participated in the conference concerning the Tropical Forest Action Plan for Central America (PAFTCA) in 1991, and in the consultative seminar that prepared Costa Rica's contribution to UNCED 92. As part of the programme, a number of materials on women and natural resources were also published.

However, the existence of that programme and its approach solely on women created some conflicts within IUCN/ORMA. Some ORMA officials felt that the Women and Sustainable Development Programme was not responding to IUCN's goals and principles, since IUCN was not an organization dedicated to work specifically with women. As a result, at the end of 1991 ORMA terminated the Women and Sustainable Development Programme and created a programme with a broader scope named "Socio-Economic Aspects of Conservation", changing also the "women's approach" to a "gender approach." A new director for the programme was also hired at the end of 1991 as part of these changes.

Although the Socio-Economic Aspects of Conservation Programme was intended to have several components (economic aspects, community development, gender and demographics), only the gender component has been actually implemented due to the lack of funding for the other components. In December of 1992, the Danish Embassy in San José signed an agreement to fund the Gender and Development component of the Socio-economic Programme, which, by that time, also changed its name to "Social Conservation Programme." The funding is planned for a period of two years.

Under Danish funding, the Gender and Development component of the Social Conservation Programme is being implemented in the following countries: Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama. The original project document also included activities in Belize, but so far nothing has been done in that country.

3.2 Programme Objectives

The objectives of the Gender and Sustainable Development component of the Social Conservation Programme are:

General Objective

Increase the equity and efficiency of ORMA's projects and programmes and of the conservation and sustainable development strategies and policies in the region by incorporating the gender variable.

Specific Objectives

To integrate in all IUCN/ORMA projects and programmes the gender approach with participative methodologies.

To create a national capacity in all countries of the region on the topic of gender and sustainable development with participative methodologies.

To develop and adapt methodologies that integrate gender and environmental issues in order to facilitate the incorporation of this approach in the conservation and sustainable development strategies and policies in Central America.

To disseminate the knowledge acquired in gender and sustainable development.

3.3 Target Groups

According to the project document submitted to the Danish Embassy in San José, the main target group for the Social Conservation Programme is ORMA itself, its staff, projects and other technical programmes. Other target groups are governmental (GO) and non-governmental (NGO) organizations - both members and non-members of IUCN - that deal with environmental issues, and women's groups interested in conservation and sustainable development.

3.4 Programme Components

The Social Conservation Programme has four main components: training, technical assistance, research, and communication/dissemination. The principal activities or substantive tasks to be carried out under each component in order to produce and sustain the specified objectives are:

Training

-Training workshops for ORMA's personnel on gender and sustainable development;

-Regional, national, and local workshops on gender and sustainable development for members of governmental and non-governmental organizations.

Technical Assistance

-Provision of technical assistance to other ORMA's projects and programmes, to members of IUCN, and to specific projects in each country.

Research

-Conduction of regional and national diagnostic studies that would produce base-line data for conservation and sustainable development projects with a gender perspective;

-Conduction of case studies on the relationship between gender aspects and environmental issues.

Communication/dissemination

-Participation in national and international conferences on gender and sustainable development;

-Elaboration, publication, and distribution of materials on gender and sustainable development;

-Creation of a network of groups and individuals interested in the issues of gender and sustainable development.

In addition, there is a fifth component directed exclusively to the strengthening of gender aspects within the so called DANIDA-Mangrove Project in Estero Real, Nicaragua, and Terraba-Sierpe, Costa Rica executed by CATIE. Although this component is financed separately by the Danish Embassy and executed according to its own work plan, it is considered part of the Social Conservation Programme and supervised by the general programme coordinator.

3.5 **Programme Organisation**

The Social Conservation Programme is one of ORMA's regional technical pro-

grammes. As such, the programme is implemented and coordinated from ORMA's regional office in San José. In terms of staff, the programme operates with a general coordinator, an assistant, a secretary, and consultants that are hired to carry out specific tasks according to the programme's needs. In addition, there is a specific coordinator responsible for the activities within the DANIDA-Mangrove Project, but who also devotes at least part of her time to the general programme.

3.6 Financing

The Danish contribution to the general programme is USD 463 000. The financial support to the gender component within the DANIDA-Mangroves Project, amounts to USD 150 000 during a 1-year period. Finally, the programme has some additional funds earmarked for specific purposes from other donors: USD 10 000 from CIDA (Canada) for translation of a training manual, and USD 9300 from Holland for the research component.

3.7 Expected Outputs

The major outputs expected as a result of programme execution are:

-Two training workshops with ORMA's personnel to incorporate the gender variable into the institutional policies.

-Two regional workshops for 60 participants.

-Fourteen national workshops for 420 participants (two years).

-Local workshops for 300 participants (two years).

-Incorporation of the gender approach in the governmental and non-governmental institutions that would participate in the process.

-Elaboration of didactic materials on the topic of gender and sustainable development.

-Creation of a network of professionals and technicians that work in development and environmental projects.

-Indirect benefits would reach the populations directly involved in projects implemented by GO's and NGO's as a result of the training of professionals and technicians.

-A more equitative participation of women in the policies and programmes of GO's, NGO's and ORMA itself.

-Technical assistance to programmes and projects in the region.

-Analysis of policies and specific projects to incorporate the gender approach.

-Production of educational materials on the subject.

-Distribution of 300 bimensual bulletin, that is 2400 bulletins in two years.

-Distribution of four issues of the "Genero y Desarrollo" magazine to GO's and NGO's, totally 2000 copies.

-Conduction of research (diagnostic and case studies).

4. PROGRAMME IMPLEMENTATION AND PERFORMANCE

4.1. **Implementation Compared with Plans**

- According to the original programme document, several activities were to be undertaken with the aim of incorporating a gender approach within the work of ORMA. So far, these activities have been limited to programme staff collaborating with other officials from ORMA in the elaboration of certain project proposals e.g. for the Gulf of Fonseca, the Tortuguero Project, to ensure that gender aspects are included in these proposals. Staff from the Social Programme has also provided certain technical assistance to the "Proyecto Piloto Forestal" (PPF) run by IUCN in Petén, Guatemala, as well as the "Bosques del Este" Project in Panama. On the other hand, none of the training activities planned for other ORMA staff, programme coordinators and national representatives have taken place. Neither has the programme been active in coordinating interdisciplinary work within ORMA as was originally anticipated.

- External training has by and large proceeded according to plans. Five national training workshops have been organized in respectively Guatemala, Nicaragua, El Salvador, Honduras and Panama, for a total of approximately 150 participants representing more than 100 GOs and NGOs. A sixth training course was organized in Costa Rica in 1992, just before the Danish support was initiated.

- Two regional training workshops have been organized, one in Costa Rica in the end of 1992, the other in Guatemala during the second half of 1993 as a follow-up of the national training courses.

- As a result of the national training workshops, so called "Gender and Sustainable Development Committees" have been set up in all six countries.

- Initially, the programme offered assistance to IUCN member institutions and other

organizations in the region for elaboration of project proposals and other technical support. This activity however had to be abandoned due to lack of time but also due to the need for ORMA to have a more clear policy in this regard.

- One local training workshop has been organized for about 30 participants in Petén, Guatemala.

- The programme has established collaboration with the DANIDA-Mangrove Project executed by CATIE in Estero Real in Nicaragua, and Terraba-Sierpe in Costa Rica. Among the various activities could be mentioned: the organization of 3 training workshops on gender aspects for project staff in both areas; the realization of 2 diagnostic field-studies, one for each area, covering in total 4 communities; certain technical assistance to local groups.

- Regarding the research component, 6 field-studies have been completed in respectively Guatemala, Nicaragua, El Salvador, Honduras, Costa Rica and Panama. The results of these studies have been compiled into comprehensive reports. A summary report will be elaborated and published during 1994. In total 3 workshops have been organized for the various NGOs and individual researchers participating in these studies. A preliminary proposal for a regional development programme based on these studies, has also been elaborated with assistance from the programme.

- The Social Programme through its coordinator has participated in the preparation and technical committee set up for the SIDA funded "Communication, Gender and Sustainable Development Programme" implemented by IICA in collaboration with IUCN.

- The coordinator has also been active in the consultative group set up for preparing Costa Rica´s contribution to the United Nations Women´s Conference in Beijing 1995.

- Contacts have been established with Guatemalan refugees in Mexico for possible training and technical assistance in gender and sustainable development aspects to prepare them for their imminent relocation to Petén.

- Relatively little work has so far been done in the development and production of practical tools and methodologies for gender analysis in sustainable development. A training manual has however been compiled which now exists in a preliminary version for internal use. The program is also working on the translation of a Canadian instruction manual - "Two Halves Make a Whole" - into Spanish to be published during 1994.

- Staff from the programme has participated in about 15 different conferences, seminars, etc., both within and outside the region. A number of articles, papers, etc., have been prepared for these meetings.

- The programme has financed and participated in the preparation of a video film in collaboration with ANDAR, an NGO in Costa Rica.

- Three issues of the programme´s bulletin have been published, as well as one leaflet on "Gender and Sustainable Development", two booklets based on the Proceedings of the First Regional Workshop and the research programme, plus one three-colour information pamphlet on the Social Conservation Programme in general.

- The biannual magazine on Gender and Development planned originally has not been published.

In summary, activities have been initiated in most of the areas forecasted in the original programme plan although in some cases e.g. research, with a somewhat different orientation than originally planned. The most notable exception is internal promotional work within ORMA itself, which has been virtually non-existent. Other areas which so far have received less attention, are e.g. technical assistance to other IUCN members in the region, exchange of experiences with other projects and programmes that apply a gender perspective, the creation of a data-base on gender and sustainable development, and, finally, methodology development and the preparation of practical guidelines and educational material in general.

4.2. Assessment of Performance by Activities

4.2.1. Integrating gender aspects within ORMA

As indicated earlier, the programme has been fairly unsuccessful in integrating gender aspects within ORMA itself. Although according to the coordinator she initially made some attempts to approach the other programme coordinators for a possible collaboration, the latter did not respond with much interest. She also proposed an internal training course on gender for the staff of ORMA/IUCN in the region, which however in the last moment was cancelled due to a reorganization of the institution.

There seems to be several reasons why it has been so difficult for the programme to establish links of collaboration with the other sectorial programmes within ORMA. One reason in our opinion refers to the manner in which gender as a concept is dealt with by the programme, making it difficult for the rest of the technical staff to see how it could be operationalized in practice. We shall come back to this point in a moment. But what is perhaps even more important, is the rigidity of the programme structure and the style of work within ORMA as an institution, which does not facilitate horizontal collaboration over programme boundaries.

We shall discuss this latter problem in more detail in a subsequent section (6.2). Suffice to mention here that it has to do both with the lack of a clear policy and tradition for interdisciplinary work within the institution, the rather technical

orientation of the other sectorial programmes, and, not least important, the manner in which most activities within ORMA are financed i.e. as individual projects each with its own external support, which does not favour collaboration between different programmes.

Adding to this there are other problems such as the constant changes that have characterized the internal work of ORMA during the last years, disrupting plans and rendering coordination of activities difficult. The tension that at least initially prevailed among certain staff members due to the change of orientation that the Social Programme underwent with the change of programme coordinator in early 1992, presumedly also had a negative impact on intrainstitutional work relationships, as did the split within the programme team that occurred in mid-93.

4.2.2 Training

The team considers that training has been the most successful activity undertaken by the programme. The training activities have proven to be a very good introduction of the gender approach and its relation to sustainable development to different groups in the region. Most of the participants interviewed during the field work expressed their satisfaction with the workshops and the usefulness of the training´s contents as a very important introduction to the issues of gender and sustainable development and their interconnections.

However, most participants in the courses also believe that training has been mostly theoretical with too little emphasis on application in practice. Although the training workshops are also supposed to provide practical tools for the application of the gender perspective in the field, the team has been informed that little time is dedicated to that crucial aspect. In addition, the team has been informed that the teaching methods used by the facilitators in the courses are rather traditional with a heavy emphasis on lectures and expositional methods. The content of the training materials is also problematic, for the analysis of the gender category is presented somewhat separately from sustainable development, or the two categories are related only at a descriptive level.

The question of participants is another problematic one. Participants in the training courses are very heterogeneous both in terms of professional background, rank and institutional affiliation. This situation seems to have reduced the efficacy and potential impact of training, since some of the participants do not have the capacity to influence the formulation of strategies and policies in their institutions.

The programme has stated that follow-up of training will be carried out through the creation of National Gender Committees in each country. However, the creation of these committees is only at an initial stage. Some problems have already arisen in relation to these Gender Committees. For instance, in some countries there have been

difficulties in assuring continued participation of members. There are also problems in relation to the purpose and functions of the committees. Some members of the committees, specifically the ones from Costa Rica, asserted that the concrete purposes of the committees have not been clearly defined; neither has been the relationship between committees and IUCN/ORMA. Finally, the question of institutional commitment, that is the commitment of the institutions to support and recognize the participation of their employees in the Gender Committees has not been resolved.

4.2.3. Technical assistance

The technical assistance provided by the programme has primarily referred to other projects executed or coordinated by IUCN e.g. PPF in Petén, Guatemala, and Bosques del Este in Panama. There has been very little technical assistance based on requests from IUCN members and other collaborating partners in the region, principally because of lack of time and manpower resources within the Social Programme. The latter together with IICA did however upon request from the Ministry of Agriculture and Livestock of El Salvador, prepare a preliminary proposal for a gender training programme.

The assistance to PPF and Bosques del Este has primarily consisted in gender training of project staff and some participation in project design and planning. In the case of PPF, the Social Programme has also through one of its staff members assisted in the systematization of experiences of the project so far.

A somewhat special form of technical assistance is that provided through the "gender component" that IUCN coordinates with special funding from Denmark within the DANIDA-Mangrove Project. Although this component is financed and executed as a separate activity, it is considered part of the Social Programme and therefore included here. Also in this case, most of the assistance has consisted in training of project staff in both Nicaragua and Costa Rica. However, in this particular case the assistance also includes the execution of diagnostic field-studies with a gender perspective, as well as direct technical support to local groups. Furthermore, in both areas there are plans to provide local groups with certain financial resources in the form of revolving funds.

Many project officials and IUCN members the review team talked to during its travel in the region, expressed a wish that the Social Programme became more actively involved in providing technical advice to on-going field activities and not just training. For instance, there was a need for advice in practical methods for how to undertake gender analysis in the field, the planning of project activities with a gender perspective, etc. One also suggested that the Social Programme be more active in providing information about existing methods and the experiences of other projects, both with regard to gender and participatory approaches in general.

A particular problem detected by the team was that activities were sometimes defined

and initiated from central level without sufficient integration with local project staff. An example is Terraba-Sierpe, where the diagnostic studies were performed without any participation of project staff whatsoever. Similarly, the project director for PPF complained that the technical assistance through a consultant planned for this project during 1994, had not been sufficiently discussed with him.

Furthermore, there is a risk that the Social Programme initiates activities with local people in the field without the latter being guaranteed a continued follow-up support. A case in point is Terraba-Sierpe, where it would not be advisable to continue technical assistance by e.g. the creation of revolving funds, considering that the Danish support to this project will be phased out.

4.2.4 Research

Under the Social Conservation Programme, six case studies have been conducted at a reasonable quality. The main focus of these case studies has been the views women and men have about the use, access to, and management of natural resources. The research has been conducted in rural communities in Guatemala, Honduras, El Salvador, Nicaragua, Panama, and Costa Rica. The purpose of the studies, according to the programme director, is to provide general information, but also to serve as base-line data for the planning of concrete development activities.

However, neither the topic nor the orientation of these studies correspond to those originally planned. In the project document, the need for regional and national diagnostic studies is established, and a list of urgent topics to be investigated is also offered. Some of the these topics are: the use of natural resources by gender, the reduction of natural resources, rural poverty and gender, and the relationships between women and men in development projects. As it can be appreciated, the research conducted so far does not correspond with the orientation and priorities established in the project document. In addition, the studies apparently were not designed for providing information directly applicable for planning actions, which reduces their practical usefulness. Further, the usefulness of these studies for other IUCN projects is limited due to the fact that they were conducted in other geographical areas.

In terms of the research design, the selection of communities for study was somewhat voluntaristic, based more on previous contacts and personal interests of the researchers than on priorities established by the programme. Thus, while the studies may serve as illustrating examples, provided that they are put into a more general context, their generalizability is limited. Moreover, the teams considers that the main instrument for data gathering used in the studies (a questionnarie) is not always the most appropriate tool for obtaining mainly the type of qualitative information that the studies were looking for.

4.2.5 General Communication/Dissemination Activities

The programme staff has participated in a number of seminars, meetings and other events at both a regional and international level. Although most of these events seem to have been relevant from the point of view of the objectives and content of the programme, the activity in this area seems to have been somewhat unproportional in relation to other activities, e.g. technical assistance in the field.

In terms of publications and distribution of materials, the programme has so far published three issues of the bulletin, plus some reports, articles, etc., based on proceedings from regional and local workshops and meetings, research activities, and the general theoretical knowledge and experiences of the staff. The content of these publications is generally good and well-written, though primarily addressing theoretical and policy issues. In that sense, few practical guidelines for the application of the gender approach in the field are found in the materials produced so far. Further, the distribution of publications in the region has proven to be deficient in some cases. This is corroborated by the fact that most people interviewed during the field work had not received the programme's publications, except for some issues of the bulletin.

4.3. Major Results and Impact

Training stands out as the most successful activity so far. A relatively large number of training events have been organized within a short period of time. Major results are an increased awareness and knowledge of gender aspects and their relation to sustainable development among a number of individuals belonging to a broad spectrum of GOs, NGOs, projects, etc.

It is still too early to expect a major impact of this training in terms of participants applying a gender approach in their daily work within their home institutions. The rather general and theoretical character of the training imparted so far, is also a limitation to be considered in this context.

Still, the review team came across some cases where participants reported that they had actually made use of their acquired knowledge in their practical work. For instance, the coordinator for the German supported Integrated Development Plan for Petén, Guatemala, said that as a direct outcome of him participating in the training course organized by the Programme in Petén, the PDI is now seeking to include gender aspects in their diagnostic studies that precede the formulation of projects. Similarly, FUNDAECO, a Guatemalan NGO, told the team that after they had participated in the national training course they decided to include a gender component within one of the projects they are running in the Central Highlands, and for which they have now obtained funding from UNIFEM.

5.. PROGRAMME STRATEGY AND EFFICACY

Having examined the implementation and performance of the Social Conservation Programme, we shall now turn to a critical discussion of certain strategic issues which are crucial for the efficacy of the programme and which should be taken into consideration in the future.

5.1. Methodological Approach

The team finds that the programme has placed too much focus on gender as an isolated phenomenon, without taking into account other social, political and economic factors that affect the possibilities of women and men to make use of the natural resources in a sustainable manner. The gender analysis, in fact, calls for a view of women and men as closely integrated into the present day global socio-political and economic system as this is founded on class, gender, and ethnic inequality.

Furthermore, instead of conceiving women and men as static, homogeneous and one-dimensional social groups, the gender analysis sees female and male sex-roles as a reflection of household, local, national, and international male-female inter-relationships in the private as well as public spheres. In that sense, the programme should make use of all the theoretical and methodological instruments provided by the gender analysis in order to adopt a more holistic approach, emphasizing the integration of gender with other social aspects, such as class, ethnicity, political power, land tenure, etc.

Moreover, the teams finds that the concept of gender as dealt with by the programme has proven to be difficult to operationalize in practice. This problem may have arisen from the gender in development (GED) approach itself. The programme staff - in all documents and oral communications - make the case that GED is a more useful and accurate approach, and that it lends itself more easily to social change than does the Women in Development (WID) approach. WID, they say, focuses only on women, whereas GED focuses on relations between women and men and is thus more holistic and incorporates both genders. While this distinction is fairly clear on a theoretical level, it is not completely apparent what the difference is between a WID and a GED approach when it comes to actual project design and implementation. In addition, the "Gender Approach" tends to be presented as a model of development in itself.

The team rather thinks that the approach should be then "participation with a gender perspective", meaning that the target groups have to be considered the main actors in promoting their own development. Thus, the overall goal of the programme ought to be the promotion of participatory approaches to sustainable development where the gender dimension is given particular importance to ensure equal opportunities for men and women to participate.

This approach would allow for a more realistic assessment of the role of women and men in the development process, not only as recipients of global, national and local impacts, but as actors with definite strategies of participation and transformation. This approach would also emphasize the role of women and men as pivotal to realizing development objectives, and would develop concrete mechanisms to allow women to participate as full and equal partners in the sustainable development process.

Past experiences have demonstrated that it is where the target population (both women and men) have fully participated in defining projects means and goals and take active part in project implementation that projects have brought the most benefits to them. Thus, adopting such an approach we believe would make it easier for the programme to explain what concretely could be its practical contribution, both within ORMA and to other programmes and institutions in the region.

5.2. Programme Design and Priorities

In general the team finds the objectives set forth by the programme relevant though a bit limited in scope due to the one-sided focus on gender as already remarked above (see 5.1.). In terms of realism, the objectives could in some instances be said to be a bit overambitious. Also, the expected outputs during these first 2 years seem to be somewhat exaggerated from what could reasonably be expected in such a short period.

The Social Conservation Programme is an essentially catalytic programme, aiming at introducing a gender perspective in the work of institutions and organizations in the region which deal with environmental issues and sustainable development generally. To this end the programme executes a series of activities, whose combined effect, so is the idea, will produce this result.

In the opinion of the team, there are however certain problems with the manner in which this strategy is being put into practice. We have earlier pointed at some of these problems when we assessed the performance within each one of the activities. Here we focus on some more overriding issues.

One observation made by the team refers to the lack of interconnections between the programme´s various components. For instance, we were a bit startled to find that the field-studies undertaken within the research component had been made in areas entirely outside those where the Social Programme is active providing technical assistance to other IUCN projects. In fact, several of these studies were conducted by private consultants or NGOs in areas where ORMA or other IUCN members have no presence whatsoever.

Similarly, there seems to have been made no use of these studies in the training component, neither for information purposes i.e. as illustrations for how women and men relate differently to their natural resources, nor for methodological development

purposes i.e. as concrete experiences of a gender analysis in the field. In point of fact, most of the persons we interviewed who had participated in the training workshops had never heard of these studies.

We recognize that this might all be explained on practical grounds e.g. that the selection of study sites depended on the NGOs or consultants contracted for doing these studies and who obviously gave preference to areas with which they were familiar since before. Besides, these studies were made simultaneously with the training workshops and therefore were not finished in time for the latter. Still, we think that this also reflects a lack of strategic planning within the programme, where the possibility of establishing this type of interconnections, as it seems, was not even considered from the beginning.

Another aspect is the circumstantial manner in which the recipients for technical assistance are sometimes defined. A case in point is the planned technical assistance to Guatemalan refugees in Mexico, which seems to have come about primarily because one of the consultants working for the Social Programme had previous contacts and a personal interest to support this group.

We do not question the need for providing these refugees with technical assistance per se, but wonder if this initiative might not disperse the programme a bit too much. One might also ask why precisely the Social Programme should be responsible for providing this assistance, when it fact it will include also technical subjects related to natural resources management. In our opinion such support should rather be the responsibility of ORMA in its entirety, than just the Social Programme. Finally, we are a bit concerned with the political implications of this planned assistance, especially that part which refers to continued support in the form of a joint project with the refugees once the latter have moved to Petén, considering the controversial nature of this issue.

There is of course a limit for how much emphasis the Social Programme could give to technical assistance to other projects and programmes, considering the limited manpower resources at its disposal. On the other hand, such assistance does not always need to involve regular programme staff but could also be provided by short-term consultants. Another point to bear in mind, is that the programme should not primarily direct its technical assistance to local people in the field, which is the task of extension workers and other local project staff, but rather work in a catalytic manner providing the latter with the analytical instruments and practical skills which they could then apply in their work in the field.

In principle, the team is against the Social Programme co-financing operational costs as has been suggested in the case of PPF and Bosques del Este for 1994, where programme funds are to be used for paying the salaries of some of the regular project staff working with community development (e.g. women groups), as well as some infrastructural costs. Again we think that this would detract the Social Programme

from its original objectives, and, besides, does not represent a lasting solution.

We are also somewhat sceptical to the proposition that the Social Programme takes on the role of intermediary and administrator of external funds for development projects implemented by its collaborating partners, as seems to be the idea behind the regional community development programme now being planned as a result of the previous field research activities.

The programme could of course assist in the elaboration of project proposals and perhaps in the negotiation for e.g. donor support. However, it is more questionable to what extent the programme should also be involved in the actual administration of this support, since it would automatically mean at least an overriding responsibility for the implementation. In any event, this should rather be the task of ORMA as an institution than the Social Programme per se.

In conclusion, the team finds that there is a tendency for activities to be a bit dispersed and scattered and not sufficiently integrated into a coherent methodological and strategic framework. There is also a need to establish a more consistent policy regarding the role of the Social Programme visavi other projects and collaborating partners in terms of financial and administrative responsibilities.

5.3 Linkages to other Projects and Institutions

The team has confirmed that the Social Conservation Programme has established a number of contacts with other programmes and institutions in the regions, but primarily for policy-making purposes. As an example we could mention the participation of the programme coordinator in the consultative group that is preparing Costa Rica's contribution to the United Nations Women's Conference in Beijing 1995.

On the other hand, however, there is a conspicuous lack of collaboration with other programmes which seek to introduce a gender perspective in natural resources management and related areas in the region. For example, the programme has very little contact with the training programme on "Gender, Women and Development" implemented by IICA in the region. The same applies for the "Gender and Forestry Development" Programme in Nicaragua with ramifications into PAFTCA; and the "Forest, Trees, and People Programme" of FAO, which has gender as one of its basic themes.

A particular mention should be made of the "Communication, Women and Sustainable Development" programme executed by IICA with funding from SIDA. This programme was originally launched as a joint programme with IUCN (Social Conservation Programme), but the latter redrew from further participation at the end of 1993, ostensibly because of difficulties to fulfil its commitments according the original work plan.

The upshot of all this is that there is a lack of coordination between the Social Programme and other similar efforts in the region. This situation produces duplication of functions and missing opportunities for accumulated learning and mutual benefits from collaboration.

Furthermore, the teams finds that there is a lack of systematic involvement of IUCN members in the programme. For instances, few members of IUCN have participated in the training courses. There is also little participation of members in the National Gender Committees and in the research activities. There are, of course, obvious and logical reasons for this that basically have to do with the character of many IUCN members. In that sense, the Social Programme cannot restrict itself to working exclusively with members. However, we think that it is imperative that more emphasis be put on involving interested members in the planning and execution of activities to ensure continuity of the programme within the countries.

We find the strategy of creating "National Gender Committees" interesting and potentially a good way of ensuring the continuity and integration of the programme at a national level. However, the team finds certain weaknesses with the present setup. First, the activities of the committees are based on voluntary work, which may have negative effects on the sustainability of the initiative. Second, the commitment of the institutions to accept and support the participation of their employees or members in the committees is still uncertain in several cases. Third, there is a lack of clear ideas of the purpose and functions of these committees, and of their linkages to IUCN/-ORMA. Finally, we find that the action plans and projects for follow-up of training presented by some of the National Gender Committees (the committee from Guatemala represents the best example of this situation) are somewhat unrealistic, particularly considering that they have large budgets, but no concrete sources of funding.

5.4. Cost-Effectiveness and Sustainability

An assessment of cost-effectiveness in this type of programme must by necessity be arbitrary, given that there are few concrete outputs against which costs could be compared. The fact that budget accounting is not broken down for activities, only for cost-items, is also a limiting factor in this context.

Table 1 summarizes the costs of the Social Programme during its first year of operation, covering the period from December 1992 to November 1993. These figures, which have be taken from the Annual Report, do not include expenses within the DANIDA-Mangrove Project which are reported separately, neither the use of funds from other donors.

Table 1.

Budget Execution, 1992/93

Salaries:	53 612 USD
Travel (incl. per diem):	15 082 "
Equipment (computers, office equipment):	4 267 "
Current expenses (telephone/fax, postage photocopies):	6 485 "
Publications:	4 127 "
Workshops:	51 799 "
Consultancies:	16 760 "
TOTAL:	152 132 USD

As could be seen from this table, the single largest items are expenses for salaries and workshops. In the latter category are included both national and regional training workshops, as well as other workshops organized in relation to e.g. research. The fact that current expenses for telephone, postage, etc., are included as a separate item, is explained on the grounds that ORMA does not charge any overhead on this programme.

In the opinion of the team, none of these expenses are exceedingly high considering the wage-level prevalent in the region for international staff and the relatively large number of training events and other activities organized by the programme during the year. In fact, the expenses for the latter must be considered rather low, when one compares with other similar programmes.

The total amount spent at the end of November-93, i.e. USD 152 132, was somewhat below the budget established for the period which amounted to USD 175 000. This in turn indicates that the latter was rather realistically calculated, including a reserve to cover for the interim period until the next disbursement.

On the other hand, given that the total Danish contribution of USD 463 000 was calculated for a period of 2 years, it means that almost 2/3 of the committed resources i.e. USD 288 000, will be left for the second year, which in the opinion of the team is more than what the Social Programme will actually need for its operations during just one year.

In our terms of reference, the team was also asked to look into the sustainability of the programme. In a following section we discuss in more detail the problems of structural integration within ORMA. Regarding the possibilities for IUCN/ORMA to take on the funding of the programme in the future, they seem rather remote given the fact that ORMA´s financial resources are extremely limited. The only options would be to have IUCN at central level increase the institutional budget for ORMA, or, which is probably a more realistic solution, to continue financing the programme at least partly with external funds with the perspective of making it superfluous over time i.e. when a self-propelling process of incorporating participatory processes with a gender perspective has been set in motion, both within ORMA itself and the region at large. This is however bound to take some time.

6. PROGRAMME MANAGEMENT AND COORDINATION

6.1. **Assessment of Programme Management**

Management of the programme seems to have been efficient in the sense that a fairly large number of activities have been initiated (and, in some cases, completed) during a relatively short period of time. The result of these activities, as already remarked, has been rather successful, e.g. training. The success and accomplishments in this activity can at least partly be attributed to the programme management. Some question-marks could however be put on the capacity for strategic planning. This can be demonstrated by the fact that programme activities are a little scattered and not interrelated into a common methodological and strategic framework.

It is also important to emphasize that programme management has apparently evolved in an atmosphere of conflict and tension, which is verified by for example two members of the staff leaving the programme in mid-93. Another example is the tension created by the change of approach (from Women to Gender focus) that occurred with the change of programme director in early 1992. This situation apparently created frictions between the new director and the old one, who remained in the institution in charge of another programme.

We are not in a position to evaluate the full effect of these problems on the performance of the programme. However, it is our impression that they have had a negative impact both on the quality of the programme execution and the possibilities of collaboration within ORMA.

6.2. Assessment of Coordination within ORMA

Originally, the idea was that the Social Conservation Programme should serve as a support mechanism to other sectorial programmes and projects run by ORMA, ensuring that gender as a variable was incorporated into the latter. In fact, according to the officials at the Danish Embassy, this was one important reason why the Embassy decided to support the programme in the first place. However, as things turned out this did not happen in reality. Instead, the Social Conservation Programme came to be established like any other thematical programme within ORMA i.e. as a rather isolated activity with its own work plan and collaborating partners outside the institution, and with few links to other ORMA programmes and their activities in the region.

There seems to be several reasons for this turn of events. One reason is the rather abstract and theoretical approach adopted by the programme, which has made it difficult for other, more technically minded staff members, to see how the Social Programme could be of help in their work. Another reason apparently is differences of a more personal nature among certain staff members which has made intrainstitutional collaboration difficult in some cases.

However, in the view of the team there is also a more fundamental reason for all this and which has to do with certain structural constraints within ORMA itself. One of the basic problems of ORMA as an institution today, is that practically all programme activities are financed as separate projects, each with its own external financing. This, in turn, tends to create a situation where each programme coordinator first and foremost must give priority to his or her obligations and commitments according to specific work plans and budgets as agreed upon with the donors. There is, as several coordinators told the team during interviews, often simply not enough time to participate in activities which are considered a bit beyond the normal scope of their work e.g. participate in gender training.

Another aspect of this issue is that it tends to foster a somewhat individualistic style of work, where each coordinator establishes his or her own contacts and makes the arrangements for additional technical competence when needed. It is for instance interesting to notice that most of the other sectorial programmes now and then make use of social scientists as consultants, but that the latter are usually recruited from the outside, without prior consultation with the staff of the Social Programme. ???

Adding to this there is also the lack of tradition, and an institutional context for that matter, for interdisciplinary collaboration over programme boundaries. There are for example no regular staff meetings for exchange of information and coordination of work. Neither does it seem to exist a practice of systematically drawing upon the collective technical capacity of the institution when it comes to the planning of new projects, agreements for technical assistance, etc.

It is thus not strange that the programme coordinator, when she went about to implement this 2-year programme, decided to give priority to the externally oriented activities since the prospects for achieving any substantial results within ORMA in her opinion were fairly remote.

Let us however finally point out that recently there has been taken some initiatives that promise to change this situation. First of all, the regional director together with some other staff members are currently working on a new, more coherent and integrated activity plan for ORMA in its entirety in a dialogue with the other IUCN members in the region. Secondly, the Social Programme has proposed the creation of a permanent interdisciplinary technical committee within ORMA, which the team was informed will soon be put into work.

7. FUTURE DEVELOPMENT OF THE PROGRAMME

7.1. **Objectives and Orientation**

The teams considers that in order for the Social Programme to have a more concrete and practical impact, that is that its theoretical content can be more easily translated into practice, its overall objective should be redefined. The new objective should be: to promote participatory models for sustainable development with a gender perspective.

Thus, instead of trying to incorporate the gender variable into projects, strategies and policies with participative methodologies (as it is stated now), the programme should have a broader focus than just gender aspects per se, and include other social and economic factors that affect the achievement of an equitative participation of both women and men in this type of development.

In order for the Social Programme to achieve this new objective, its orientation needs to change too. The programme should then have a basically practical orientation; that is, it should focus on the ways in which both women and men could be transformed into active participants in the design, planning, and implementation of projects aimed at sustainable development. For instance, the programme should seek to develop methods, techniques and tools for participatory planning, diagnostic studies, monitoring, evaluation, etc. with a gender perspective. Furthermore, the programme should provide training and technical assistance in these and related themes, as well as participate actively in the elaboration of policies, strategies, etc., in order to promote the incorporation of participatory approaches with a gender perspective in programmes and development plans at both national and regional level.

Furthermore, the programme should direct its activities to other IUCN run projects, and to IUCN members and collaborating partners in the region. Finally, it is imperative that the programme seeks a more integral collaboration with other

programmes and staff within ORMA in an interdisciplinary manner.

7.2. Content and Scope of Activities

All activities should be planned so that they, in one way or another, contribute to the aforementioned objectives and orientation. The number of activities should be reduced to allow for concentration of resources. Activities should to the extent possible be mutually supportive. Particular attention should be given to consolidating the institutional basis of the Social Programme in the region through support to the National Gender Committees and intensified contacts with IUCN members. Similarly, the programme should increase its efforts towards integration within ORMA.

In what follows we give a few concrete proposals along these lines:

Training

In order for training to have a cumulative effect, the concept henceforward should be "training of trainers". The first step should be an in-depth regional training course for selected members from each National Gender Committee, followed by in-depth national training courses - one for each country - led by the former but supervised by programme staff.

The participants in these latter national in-depth courses should primarily be selected among those who already previously have received basic gender training through the Social Programme, but on condition that their home institutions agree to themselves arrange follow-up training for the rest of their staff once these employees have terminated their in-depth training. The National Gender Committees should play an important role in the monitoring of the results of this training programme.

Training ought to focus more on methods and instruments for participatory diagnostic studies, planning, monitoring, etc., incorporating gender as a fundamental aspect. Simple and rapid methods type Participatory Rural Appraisal incorporating gender aspects should be explored. Such methods are now being developed in other parts of the world through IIED, the FTP Programme (FAO) and others. Similarly, many rural development projects, social forestry projects, etc., in the region have built up considerable experiences with participatory approaches with a gender perspective which could be drawn upon in this context.

The training component ought to make use of both the results and experiences of previous programme research activities, for information purposes as well as for the sake of developing practical research methods. The researchers that undertook these studies should participate in the training courses.

Technical Assistance

The programme should give more emphasis to providing projects, member institutions, etc., with technical assistance, either through the own staff or through consultants financed by the Social Programme. The principle for all such assistance should be that it is based upon requests by the project and planned in direct collaboration with the latter. Furthermore, it should be catalytic i.e. oriented towards the strengthening of technical capacity of staff members rather than field activities per se.

The team would advice against the Social Programme financing regular project costs as has been suggested in the case of PPF in Petén and Bosques del Este in Panama. Such contributions should rather be in the form of consultancies for specific ends providing an input to the project at the same time as it allows the Social Programme to draw upon the experiences gained.

The team finds the proposed technical assistance to Guatemalan refugees in Mexico commendable. However, we think that this assistance should be the responsibility of ORMA in its entirety, and not solely that of the Social Programme.

Regarding the proposal for a concrete project among the refugees once they have moved to Guatemala (Petén), the Social Programme might, if one so chooses, assist in the elaboration of a final project proposal and certain training activities for preparation of project staff but should not take part in actual implementation. Such assistance should be decided with due consideration to the position taken by the government and other NGOs regarding the relocation of these groups to the area in question. In any event, this is an activity which should be the responsibility of ORMA/IUCN in its entirety considering the sensitive nature of the issue but also the integrated character of the technical assistance needed.

Research

The follow-up proposed for the field studies conducted during the previous year, is the elaboration of a series of development activities in the same communities based on the information generated by these studies.

The team finds this an interesting development but would recommend the Social Programme not to be directly involved in the actual implementation which should be the responsibility of the various NGOs involved. The programme should restrict its involvement to assistance in the elaboration of final project proposal and perhaps the obtaining of external funding.

We find little justification for the new research activities proposed for 1994 on the grounds that they would only contribute to scatter the Social Programme further at the same time as their direct practical utility seem doubtful. Insofar as any field-studies

should be undertaken during the remaining period, we rather think that they should focus on documenting and testing more appropriate participatory methodologies in collaboration with on-going projects, preferably those run by IUCN or other collaborating partners, IUCN members.

The planned synthesized report of the six field studies conducted during the previous year, should be finalized soonest possible. In addition, we suggest that the material collected is used for the elaboration of short versions of case-studies to serve as illustrations in training. Finally, we propose a follow-up on the methodological experiences gained from these field studies with the aim of arriving at practical guidelines for future action-oriented participatory studies for diagnostic and planning purposes.

Communication and Dissemination

Participation in external seminars, conferences, etc., should be reduced giving more priority to the establishment of systematic collaboration and coordination with other similar programmes in the region for exchange of information and experiences, the production of training material and methodological guidelines, joint activities, etc.

The distribution of publications ought to be improved, taking advantage of the existence of the National Gender Committees for assistance in this matter.

In general, more emphasis should be placed on providing both ORMA staff and collaborating partners with information from other relevant projects and programmes (e.g. FTPP) in the region and elsewhere through notes in the bulletin, the organization of seminars for exchange of experiences, study tours, etc.

7.3. Institutional Integration and Coordination

Regarding the role of the Social Programme within ORMA, it ought to have a supporting function, enabling other sectorial programmes to incorporate participative approaches with a gender perspective into their frameworks and activities. Therefore, the Social Programme should give priority during the remaining period to establish relations of collaboration with other programmes and projects run by ORMA/IUCN in the region.

The staff of the Social Programme should participate directly in the work with the new regional work plan presently under elaboration within ORMA.

A technical interdisciplinary committee should be created within ORMA with the task of revising the present structure of programmes in terms of content and organization to facilitate the inclusion of participatory approaches with a gender perspective.

When possible, close links of collaboration should be established with especially the IUCN member institutions in the countries to ensure a more firm institutional base for e.g. the National Gender Committees.

Support to these committees should be considered a priority task during the next year. The national coordination of the committees ought to be under the responsibility of a participant institution, for instance on a rotational basis, rather than just one of its employees. The Social Programme should contribute to the running costs of the National Gender Committees provided that coordinating institutions also contribute (e.g. with office facilities, phone/fax, transports). Formal agreements between IUCN/ORMA and these institutions will therefore be necessary.

In addition, a Regional Committee with representatives from the National Committees should be established for the planning and monitoring/evaluation of the Social Programme in the region.

The establishment of this organizational structure at national and regional level should have priority before any larger projects are initiated by each national committee.

7.4 Prolongation of Programme

With the present funding from Danida, the Social Programme is planned to last until approximately mid-95, taking into consideration delays due to the recruitment of a new programme director and assistant. Adding the financial resources left over from the gender component within DANIDA-Mangrove Project, which expires in June 1994, plus the reduction or elimination of some activities proposed in this report, we believe that there will be enough resources available to extend the programme to the end of 1995.

Even with this extension, it is unlikely that the Social Programme will have achieved all its objectives at the end of the period, especially regarding the goal of achieving a broad-based adoption of participatory approaches with a gender perspective by programmes and institutions dealing with natural resources and sustainable development in the region. We could therefore at this stage already foresee the need for a prolongation of the programme beyond 1995.

However, new DANIDA funding to the Social Programme should only be considered insofar as there exists a new complete project proposal, which thus would have to be elaborated during the first half of 1995. Such a proposal should be appraised by DANIDA in the light of the fulfilment of the observations and recommendations put forward in this report. An evaluation of the programme at the end of 1995 will therefore be necessary.

The team also considers that further DANIDA funding should only be considered if

part of the programme costs are covered by IUCN/ORMA, indicating the institution's commitment to the programme, both financially and in terms of its commitment to integrate the programme's philosophy into the institution's strategies and policies.

Annex 1

TERMS OF REFERENCE

Review
The Social Conservation Programme
Gender and Development
Central America
IUCN/ORMA

Background

The programme builds on initiatives taken by some of IUCN/ORMA´s programme officers, who originally in an informal way started linking with formal and informal Women and Natural Resources groups in Central America. These groups - led by some staff members of IUCN/ORMA - presented themselves and their work on the conference concerning the Tropical Forest Action Plan for Central America (PAFTCA) in Honduras in September of 1991. A widespread interest concerning the gender issues in natural resources activities arose from the PAFTCA Conference, and IUCN/ORMA decided to establish a special programme with professional staff for that type of programme in order to meet the requirements and interest for incorporating social and gender aspects of the work connected to conservation of natural resources in Central America.

In December of 1992 the Danish Embassy in San José via the Ambassador´s Local Appropriation Authority signed an agreement with the IUCN/ORMA, San José concerning the financing of "The Social Conservation Programme, Gender and Development in the Area of Natural Resources in Central America". The programme has a duration of two years, and the Danish contribution amounts to USD 463, 000.

In the agreement it is stated that a mid-term review of the programme will be carried out.

Purpose

The tasks of the mission are the following:

1. Assess the relevance and the realism of the programme´s objectives and priorities;

2. Compare the actual programme activities with the objectives and plans set out in the project document and semi-annual operational plans;

3. Evaluate the acceptance of the programme and the ideas/philosophy within IUCN/ORMA´s own structure: has training been carried out internally so that the gender aspect is now automatically incorporated in IUCN/ORMA´s sectorial

programmes - the rooting in the organization;

4. Evaluate the impact and acceptance of the programme among the partners in the Central American Region - is there a higher awareness of the gender issue (in as much as it can be measured);

5. Evaluate - where possible - the impact of the programme as far as its ultimate beneficiaries, men and women in the Region, are concerned;

6. Evaluate the administration of the programme and compare costs of the project with the activities to be carried out - personnel, equipment, management;

7. Assess IUCN´s - Headquarters´as well as the regional San José office´s - intentions to incorporate the programme into the organisation´s other activities;

8. Make recommendations concerning the remaining part of the project period;

9. Make recommendations concerning a prolongation of the programme - seen also in the light of IUCN´s intentions to incorporate the programme (sustainability), (cfr. the above point 7).

Scope of Work

- visit IUCN/ORMA´s office in San José: the programme staff and the Director of the regional office

- visit some of the "beneficiaries/users" of the programme in several of the Central American countries: i.e. groups of women, the governmental and non-governmental natural resources institutions, national NGOs, projects etc.

Members of the Mission

Mr. Lasse Krantz, Sociologist, Team Leader
Ms. Montserrat Sagot, Gender Specialist

Timing

The Mission will work in Central America during the period February 19 - March 10, 1994

The draft report in English will be forwarded to the Danish Embassy in San José at the latest of April 6, 1994.

Annex 2

ITINERARY

Feb. 21:	- briefing at Danish Embassy, San José
	- presentation of programme and staff at IUCN-ORMA, San José, Costa Rica
Feb. 22:	- interviews of staff at ORMA in San José
	- internal work of team
Feb. 23:	- travel to Managua, Nicaragua (Krantz)
	- meeting with researcher at CIPRES
	- meeting with researchers at Programa de Genero, Universidad Centroamericana in Managua
	- meeting with coordinator of National Gender Committee in Nicaragua
	- meeting with staff at Instituto Nicaraguense de Energía in Managua
	- meeting at Unversidad Nacional Agraria, Managua
Feb. 24:	- meeting with offical at SIDA-DCO, Swedish Embassy in Managua
	- meeting with officials at NORAD, Norwegian Embassy in Managua
	- meeting with staff at Gender and Forestry Development Programme, MARENA
Feb. 25:	- meeting with staff of Movimiento Ambientalista Nicaraguense (MAN) in Managua
	- travel to Guatemala City (Sagot and Krantz)

Feb. 26: - travel to Petén, Guatemala

- interviews with staff at Proyecto Piloto Forestal (PPF) in Flores, Petén

- meeting with representatives of Guatemalan refugees (C.C.P.P.) in Flores, Petén

Feb. 27: - field visit to PPF

Feb. 28: - meeting with staff at CARE, Flores, Petén

- meeting with staff at Proyecto Desarrollo Integral de Petén-GTZ, Flores, Petén

- travel to Guatemala City

- meeting with staff at IUCN-Office, Guatemala City

March 1: - meeting at CONAMA, Guatemala City

- meeting with members of National Gender Committee Guatemala

- meeting at Fund. Defensores de la Naturaleza, Guatemala City

- meeting at SIDA-DCO, Swedish Embassy in Guatemala

- meeting with UNIFEM official at UNDP, Guatemala City

- meeting at TFAP National Office, Guatemala City

March 2: - meeting at FUNDAECO, Guatemala City

- travel to Costa Rica (Sagot) and Panama (Krantz)

March 3: (in Panama)

- meeting with staff at IUCN National Office, Panama City

- meeting with staff and NGOs working with Proyecto Bosque del

Este

- meeting with officials at Ministry of Planning and Political Economy, Panama City

(in Costa Rica)

- meeting with representatives of COOPEARTES 3

- meeting at ICE

- meeting at AYA

- meeting at IUCN-Costa Rica

March 4: - field visit to Proyecto Bosque del Este

- meeting with researcher from Dobbo Yala in Panama City

March 5: - travel to Costa Rica (Krantz)

- internal work of team

March 6: - internal work of team

March 7: - meeting at IICA, Programa 3, San José

- meeting at IICA, Pr. Comunicación, Genero y Desarrollo Sostenible, San José

- meeting with National Gender Committee in Costa Rica at IUCN-ORMA

- meeting with officials of the Dutch Embassy in San José, Costa Rica

March 8: - internal work of team

March 9: - meeting at PAFCA Reginal Office, San José

- meeting with IUCN National Coordinator for Costa Rica at IUCN-ORMA, San José

- debriefing of Ms. Margit Thomsen, Danish Embassy in San José (by telephone)

March 10: - meeting with Regional Coordinator for IUCN-ORMA, San José

- presentation of preliminary conclusions and recommendatins from the review for programme staff at IUCN-ORMA, San José

Annex 3

PERSONS MET

IUCN-ORMA:

Miriam Abramovay
Marta Hernandez
Vivian Solís
Enrique Lahman
Mikael Junkov
Alberto Salas
Carlos de Paco

Nicaragua:

Irma Ortega, CIPRES
Margarita Sandino, INE
Georgina Orozco, UNA
Nakor´D Garcia, CATIE-OLAFO
Gilma Tinoco, UCA
Esperanza Zelaya, UCA
Viveka Carlestam, SIDA-DCO
Kristin Skåre, NORAD
Milagros Barahona, NORAD
Maribel Flores, MAN
Cirilo Otero, MAN

Guatemala:

Carlos Hernandez, PPF
Aracelg de Mechel, PPF
Paula del Cid, PPF
Eddrulfo Rodriguez, PPF
Fransisco Oil, PPF
Pedro Pineda, PPF
Ivan Martinez, PPF
Rolando Alecio, Consultór, Pr. Social
Caesar Augusto Reyes, ARMSA
Juan Juares, C.C.P.P.
Gilberto , C.C.P.P.
Teresa Chinchilla, Proyecto Mayarema, Petén
Horacio Valle Dawson, SEGEPLAN, Petén