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**The Role of Women's Organisations in
Civil Society Building**

**A joint evaluation of the programmes of
Cordaid, Hivos and Icco in Kenya, South Africa
and Zimbabwe in the period 1998-2003**

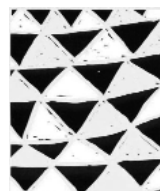
Synthesis Report

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Preface

This study, 'The role of women's organisations in civil society building', is a follow-up to the programme evaluation of the Dutch co-financing agencies on civil society building that was finalized in 2003.

This study is the second in a series of programme evaluations organised during the period 2003-2006 by the MBN, the Network of Co-financing Agencies in the Netherlands.

Cordaid, Hivos and Icco participated in this study.

The MBN has commissioned the task of assessing the quality of process and results of the evaluation studies to an external Evaluation Reference Group (ERG). Their assessment is included in this document in annex 1.

Cordaid, Hivos and Icco feel that the study will contribute significantly to their policies and practices in the field of gender-equality, civil society building and to the understanding of the importance of the contribution of women's organisations in creating just and inclusive societies.

The three CFAs agree with findings of the study and feel that this study honours the work of the women's organisations in Kenya, South Africa, and Zimbabwe. The importance of the transformative focus of the women's organisations working towards gender equality is confirmed in this study. Women's organisations often work in difficult circumstances, with limited resources, and have to face the hostility of the larger society when it comes to the goals they strive for. This study points out (or affirms) that women's organisations are often not considered as full-fledged partners in civil society, not even by other civil society actors. Their political, transformative goals are often not viewed as such and their recognition by other organisations in society is limited.

Because of their potential and positive contribution to strengthening civil society and the difficult circumstances in which they have to work, these women's organisations deserve high quality support.

The study offers input to the optimisation of our support.

Cordaid, Hivos and Icco have designed a follow-up plan, that comprises the following:

- a learning session with CFAs, organisations with a thematic focus (TMFs), and the ministry of Foreign Affairs, which aims to share the findings and lessons learnt with our colleagues in the field of development cooperation.
- a networking event for the women's organisations in East and Southern Africa, which is not only to discuss the results of this study, but at the same time to implement the recommendation to contribute to more cooperation and networking between women's organisations.
- per organisation a tailor-made follow-up process.

This study was conducted jointly, and many of the lessons learned are relevant to the three organisations. Apart from that, the three organisations also face their own challenges. Each of the participating CFAs will elaborate their own specific actions as follow-up of this study. Herewith they will also take into consideration the recommendations of the reference group (see annex 1).

For Cordaid the challenge is to elaborate strategies with regard to supporting women's organisations, to further articulate women's rights in the Cordaid policy themes and to deepen the commitment of the organisation to gender equality and strengthen the knowledge on the value of supporting women's organisations in that respect.

For Hivos the challenge is to further improve the quality and relevance of its support to women's organisations and to further articulate strategies for women's empowerment and gender equality in each of the Hivos policy sectors. Hivos confirms its commitment to the objectives of women's empowerment and gender equality.

Icco's first priority is to articulate gender in its policy documents, and to formulate concrete strategies for the implementation accordingly. Sharing and discussing the study within Icco's thematic groups serves as basis for a deepening and revitalisation of the gender dialogue between Icco and its partner organisations. This perfectly fits Icco's wish to play a more substantial role in strategic discussions with the partner organisations on their roles regarding working strategically and practically on gender equality in their own context.

We want to thank all those that have been involved in this evaluation for their co-operation, especially the partner organisations, the country offices, and the regional departments of East and Southern Africa.

We also want to thank the consultants, who executed this study. We very much appreciated their professionalism and dedication.

To conclude, we are happy with this report because it gives us a good basis for further improvement of our support to women's organisations.

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Table of contents

Abbreviations	7
Executive Summary	9
1 Design and scope of the study	21
1.1 Background	21
1.2 Objectives and research questions	23
1.3 Scope of the study	24
1.4 Levels of and framework for evaluation	26
1.5 Methodology	27
1.6 Reporting	33
2 Policies of Cordaid, Icco and Hivos	35
2.1 Civil society building policies	35
2.2 Gender policies	38
2.3 Linkages between civil society building and gender policies	44
3 National contexts in which women's organisations operate	47
3.1 Introduction	47
3.2 Historical background of civil societies in Southern and Eastern Africa	48
3.3 The situation of women in Kenya, Zimbabwe and South Africa	51
3.4 Evolution of women's organisations in the national context	53
3.5 Conclusion	58
4 Results of women's organisations	59
4.1 What are the results for gender equality?	59
4.2 How do the achievements contribute to civil society building?	66
4.3 Relevance and effectiveness of the work of women's organisations	73
4.4 Differences and similarities between Kenya, Zimbabwe and South Africa	76
4.5 Conclusion	77
5 Contribution of the CFA support to results of women's organisations	79
5.1 The CFA portfolios of women's organisations	79
5.2 The role and the quality of the CFA support	82
5.3 How does the CFA support fit to the work of women's organisations?	83
6 Conclusions and lessons learnt	87
6.1 Conclusions	87
6.2 Lessons learnt	94

Annexes

1	Assessment of the synthesis report: the role of women's organisations in Civil Society Building	101
2	Terms of Reference	103
3	Terms of Reference for the components of the programme evaluation	111
4	Overview of all women's organisations preselected by Icco, Hivos and Cordaid	123
5	Overview of selected women's organisations for the field study	127
6	Email questionnaire programme evaluation on the role of women's organisations in Civil Society Building in Kenya, Zimbabwe and South Africa	129
7	List of persons interviewed	137
8	List of women's organisations that participated in the workshops	143
9	Overview of Kenya, Zimbabwe and South Africa	145
10	Responsibilities, costs and time line of research process	147
11	List of documents consulted	151

Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AGDI	African Gender and Development Index
ANC	African National Congress
APC	Association of Progressive Communications
CALS	Centre for Applied Legal Studies
CBO	Community Based Organisation
CEDAW	Convention of all Forms of Discrimination against Women
CFA	Co-financing Agency
CFP	Co-financing programme
CGE	Commission on Gender Equality
CORDAID	Catholic Organisation for Relief and Development Aid
COVAW	Coalition Violence Against Women
CSB	Civil Society Building
CSO	Civil Society Organisation
DELTA	Development Education and Leadership Teams in Action
DTM	Development through Media
FAMWZ	Federation of African Media Women of Zimbabwe
FBO	Faith Based Organisation
FEMNET	African Women's Development and Communication Network,
FIDA	Federation of Women's Lawyers – Kenya Chapter
GALZ	Gays and Lesbians of Zimbabwe
GAP	Gender Advocacy Programme
GCN	Girl Child Network
GDI	Gender Development Index
GEM	Gender Empowerment Measure
GETNET	Gender Education and Training Network
GRP	Gender Research Project
HDI	Human Development Index
HDR	Human Development Report
HIV	Human Immunodeficiency Virus
HIVOS	Humanist Institute for Co-operation with Developing Countries
ICCO	Interchurch Organisation for Development Cooperation
ICT	Information and Communications Technology
JPV	Jekesa Pfungwa / Vulingqondo
LRF	Legal Resources Foundation
MDC	Movement for Democratic Change
MP	Member of Parliament
NANGO	National Association for Non-Governmental Organisations
NCA	National Constitutional Assembly
NEPAD	New Partnership for Africa's Development

NGO	Non-Governmental Organisation
OSW	Office of the Status of Women
PADARE	Men's Forum
PVO	Private Voluntary Organisations
PAHA	People Against Human Abuse
RADAR	Rural Aids and Development Action Research Programme
RWM	Rural Women's Movement
SADC	Southern Africa Community Development
SAPES	Southern African Political and Economic Series Trust
SARDC	Southern African Research and Documentation Centre
SEF	Small Enterprise Foundation
TAC	Treatment for Action Campaign
UNECA	United Nations Economic Commission on Africa
UDF	United Democratic Front
VAW	Violence Against Women
WAG	Women's Action Group
WASN	Women AIDS Support Network
WDSCU	Women and Development Savings and Credit Union
WHP	Women's Health Programme
WIDSAA	Women in Development Southern Africa Awareness
WILDAF	Women in Law and Development in Africa
WIPSU	Women in Politics Support Unit
WLGI	Women Leadership and Governance Institute
WLLG	Women Land and Lobby Group
WLSA	Women and Law in Southern Africa Research Trust
WHP	Women's Health Project
WLC	Women's Legal Centre
WNC	Women's National Coalition
WOFAK	Women Fighting AIDS in Kenya
ZANU/PF	Zimbabwe African National Union / Patriotic Front
ZAPU/PF	Zimbabwe African People's Union / Patriotic Front
ZCTU	Zimbabwe Congress of Trade Unions
ZWLA	Zimbabwe Women's Lawyers Association
ZWRCN	Zimbabwe Women Resource Centre and Network
ZWW	Zimbabwe Women Writers

Executive summary

Design and scope of the programme evaluation

What is the role of women's organisations in civil society building and how do the Dutch Co-financing Agencies Cordaid, Hivos and Icco contribute to this role? These were the key questions that were studied in this Programme Evaluation, commissioned by Cordaid, Hivos and Icco to EOS Consult. The evaluation was a follow-up to the programme evaluation of the Dutch CFAs on civil society building, finalised in 2003, and it was directed toward a more thorough analysis of the congruence between policies and practices of civil society building on the one hand, and the support to women's organisations on the other. The specific objectives were to assess: (a) the significance of women's organisations in strengthening civil society, taking into account their objectives, strategies and activities in promoting gender equality; and (b) the relevance and quality of the support given to women's organisations by the CFAs. Women's organisations are not always (or not primarily or explicitly) supported by the CFAs for reasons of civil society building, but rather to assist women in their efforts to achieve equality or empowerment. That is why we had to analyse first the work of the women's organisations in terms of its impact on gender equality, and secondly to examine their strategies in terms of civil society building. In line with this approach, the following six research questions were elaborated:

- 1 What are the objectives, strategies and results of activities of women's organisations?
- 2 To what extent have their activities contributed to promoting gender equality?
- 3 To what extent have their activities contributed to a stronger civil society?
- 4 What are the policies and strategies of the CFAs underlying the support to women's organisations?
- 5 How has the support by Cordaid, Hivos and Icco contributed to the effectiveness of women's organisations in promoting gender equality and in strengthening civil society?
- 6 How do the partners view this support in comparison with support from other (bilateral and multilateral) donors?

The study was conducted in Kenya, Zimbabwe and South Africa. Although the political contexts are quite different, the issues of gender inequality are more or less similar and women's organisations seem to play an active role in civil society in all three countries. The evaluation was carried out from July 2003 to July 2004 and was organised in steps. The first step pertained to the design of the Terms of Reference and the methodological framework of the programme evaluation. Then, the policies of Cordaid, Hivos and Icco with regard to civil society building and gender equality were analysed on the basis of interviews and available documents. An inventory was made

of the 42 women's organisations supported by the CFAs in the three countries and the 26 organisations that are supported at regional or worldwide level. In order to get more information on experiences with civil society building and CFA support, an e-mail questionnaire was distributed among all of these organisations. In Kenya, Zimbabwe and South Africa 19 women's organisations were visited to collect data about results and effectiveness. The national contexts of civil society and the women's movement were studied on the basis of available literature. Each country study was concluded with a workshop in order to validate and share the findings. Finally, all findings were brought together in the synthesis report in order to arrive at overall conclusions and recommendations.

The contribution of the women's organisations to gender equality was studied with the help of a *gender analysis framework*, which distinguishes four dimensions of gender equality: economic independence, political participation, socio-cultural status and physical integrity. The contribution of women's organisations to the process of civil society building was analysed with the help of the *dimensions of civil society building* identified and used in the previous programme evaluation on civil society building. The dimensions refer to four broad fields of activity: strengthening organisational capacities, networks and alliances, capacities for (policy) advocacy, and citizenship with the aim of increasing participation of citizens in the public sphere.

Major findings

Where do women's organisations operate and what do they achieve?

- 1 The local/national women's organisations supported by the CFAs are involved in a broad range of issues. The issues are related to violence against women and legal services to advocate for women's rights (whether human rights or social, sexual and reproductive rights); women's access to credit, information, and health and HIV/Aids care; and women's capacity building in political participation and leadership.
- 2 Their activities include provision of services to women at individual and community levels; capacity building and training; research, lobbying and advocacy for influencing of national policies; or combinations of these activities. International women's organisations are either membership organisations or network organisations that are active in lobbying and advocacy for women's rights.
- 3 Women's organisations are particularly active in the promotion of women's legal rights, women's political participation, women's identity and women's physical integrity. The work is crucial for the lives of individual women and for women's participation in political matters. The work is relevant because these issues would otherwise not receive due attention from other institutions in society or government.
- 4 The local/national women's organisations are not equally present in all sectors. Apart from the provision of credit facilities and some advocacy work on economic rights, the women's organisations studied are hardly represented in the economic

sector. The women's organisations are also not very active in sectors aiming at rendering basic services of education and health care, but they have started to incorporate HIV/Aids prevention in their core business. The women's organisations do not respond to huge needs of women in these sectors.

- 5 Kenya, Zimbabwe and South Africa find themselves in different stages of democratisation and offer different spaces for civil society movements. Within the available space the women's organisations engage the state in efforts of 'improving women's status' or 'claiming women's rights'. The response from the Kenyan and Zimbabwean state is limited to lip-service to international conventions. In South Africa some progress is found in policy areas addressing women's specific issues.
- 6 Within civil society itself many women's organisations are under scrutiny from male-dominated institutions that have difficulty in acknowledging women's organisations as resourceful structures. This bias translates into an underestimation of the political value of women's organisations, not only by themselves but also by others.

Contributions to promoting gender equality

- 7 In the field of political participation the women's organisations are particularly successful in enhancing women's *access to the judiciary* and in contributing to *improvements in legislation and law reform*. Women's organisations – more in Kenya and South Africa than in Zimbabwe – are also effective in advocating women's rights in *decision making* at local level and in stimulating women to take up *leadership positions* in their communities. Some efforts have been noted of strengthening women's participation and representation in national politics, a difficult arena for women to access. The entering of women leaders into politics and government, e.g. in South Africa, has created a leadership vacuum in the women's movement that needs to be filled.
- 8 Activities to strengthen women's physical integrity in the three countries often combine curative and preventive work. Through campaigns, counselling and training programmes they *break the silence on physical abuse* and other forms of domestic violence by moving these issues into the public debate. Some organisations are also successful in advocacy for women's *sexual and reproductive rights* and help people to *live with HIV/Aids*. Prevention of HIV/Aids is new on their agenda.
- 9 Almost all of the organisations studied work to enhance women's socio-cultural status in society. These organisations have strengthened *women's self-esteem* and *women's access to information* and social services, by working not only with women (individuals, groups), but also with government officers and/or actors in civil society or the media. Women's organisations are faced with increasing demands of men, especially when they are offering outreach services combined with information. This should ultimately result in *changes in the attitudes and practices* of chiefs, police officers and health managers towards women, as well as in a general *climate and willingness to consider women* as full-fledged citizens.

- 10 Achievements in the economic domain are mainly found at the level of individual women through access to financial services and information on how to undertake economic activities. The results become visible in the form of increased *self-confidence* and *investments at the household and family level*. Results of lobby and advocacy organisations that promote women's rights of access to critical economic resources are more apparent for access to *basic resources for survival*, e.g. to maintenance and deceased estates, than for productive resources of land and employment. Moreover, women living in remote areas cannot access information about their economic rights or claim their enforcement.

Contributions to a stronger civil society

- 11 All dimensions of civil society building – organisational strengthening, networking and forming alliances, lobbying and advocacy for policy influence and citizenship development – can be found in the work of the women's organisations, but not all organisations visited are equally strong in all the fields. The organisations that are successful in enhancing women's political participation and in promoting women's socio-cultural status are also strong in contributing to civil society building. These two dimensions of gender equality overlap with the elements of justice and participation in the notion of civil society building.
- 12 Apart from this explicit concurrence, there are differences in focus between the women's organisations, studied in the three countries. These differences are not only related to the different types of women's organisations found in each country, but also to the composition of the sample selected for the field study. Women's organisations in Kenya are more active in *service delivery* and *organisation building* at the local level, whereas organisations in South Africa and Zimbabwe have more prominent strategies for *networking and forming alliances* and for *lobbying and advocacy* for effective service delivery and policy influence. The outcome of the strategies of the women's organisations in all three countries contributes to the *strengthening of citizenship*, although we cannot speak yet of widespread results. Much remains to be done.
- 13 The relevance of the contribution of women's organisations to civil society building can be summarised under three effects: increased attention for women's rights, strengthening of women's social identity, and increased participation of women in public life and decision making. As a matter of fact, the women's organisations add new components to the dimension of good citizenship, as understood by the CFAs. They help to create new norms and values in society and preserve social cohesion in their respective communities, where gender equality and respect for women are not yet deeply rooted.
- 14 The effectiveness of the work of the women's organisations could not be measured in an accurate manner due to gaps of information in progress and evaluation reports and lack of time to collect additional data. The available sources however showed that organisations focusing on service delivery mostly reach their stated objectives. Lobbying and advocacy organisations reach a considerable audience as well. Training and outreach programmes however cover a limited number of people. The women's organisations that have developed strategic

partnerships (e.g. around constitutional reform, violence against women and marriage law reform), appear to be particularly effective for the combination of service delivery with policy influencing.

- 15 Effectiveness is challenged by an ever-increasing demand for services in an environment where the government and other patriarchal institutions do not do enough to prevent the causes underlying the demand. In addition effectiveness is constrained by a low capacity for training, outreach and information programmes; and the fact that women's organisations often work in isolation. With the exception of women's organisations working in the legal sector, the organisations lack strategic partnerships and networking with other women's organisations, and alliances with other sections of civil society and the state are not strong.
- 16 In South Africa the creation of strategic alliances and networks is hindered by deeply rooted class barriers and race differences. Women – black, coloured or white – need to come to terms with their individual identities and roles in society.
- 17 In trying to meet demands many women's organisations are faced with rapid diversification of the work and high pressure being placed on financial and (especially) human resources. A number of women's organisations are trying to improve their professional performance by working on more strategic planning and staff development, but that is not enough to meet demands or to alleviate the pressure, particularly in organisations that deal with violence and the toll of HIV/Aids. The pressure leads to staff turnover, discontinuous management and lack of time for reflection and networking.

Policies and strategies of the CFAs underlying the support to women's organisations

- 18 The elaboration of the civil society building policies has remained slow and general until 2002. Hivos has made its early policy intentions more clear in 2002, while Cordaid and Icco are still working on them. While Hivos is clear about why and how it supports women's organisations as active segments of civil society fighting for gender equality, Icco and Cordaid have difficulty in linking the policy intentions in the field of civil society building and gender equality. Furthermore, all CFAs are still designing strategies and tools to implement the policy under the various sectors or themes. The absence of strategies and operational guidelines makes it difficult, if not impossible, to assess partner organisations against the policy objectives. It is noted that the capacity of the CFAs to elaborate the civil society building policy framework is very small.
- 19 All three CFAs recognise that gender relations in terms of access and power are unequal, but they have a different vision of how this could change. They consider the promotion of equality between women and men to be the responsibility of all partner organisations, and that therefore partners should become more gender-sensitive. Cordaid and Icco have no concrete strategies of how partner organisations should articulate this in their programmes. Hivos has formulated specific objectives to empower women by supporting their organisations.

- 20 Hivos' strategy to support women's organisations and their networks stems from the recognition of their role in civil society. The priorities are indicated in the sectoral strategies, and explicitly so in the gender, women and development strategy. Hivos supports a considerable number of women's organisations (20% out of all partners are 'pure' women's organisations), but it does not have a definition of a women's organisation nor does it have a specific target for the number of women's organisations to be supported. The support to women's organisations falls largely, but not completely, under the Gender, Women and Development sector, for which a number of issues have been prioritised and a financial target of 15% has been set for the volume of the support.
- 21 Although Cordaid does not have a specific strategy on supporting women's organisations, it has a clear definition of a women's organisation and it has decided that by the year 2006, 15% of the partners should be women's organisations. The volume of its support to women's organisations (3% of the portfolio) is far from the above objective. Icco has no specific strategy of supporting women's organisations either. The volume of Icco's support to women's organisations has remained constant over the last years (around 7% of the partner portfolio).
- 22 The capacity of the CFAs to elaborate and safeguard their gender policies has undergone changes. Until 2003, all CFAs had special gender policy officers, but Cordaid and Icco have abolished the post of a central gender policy officer and transferred the responsibility to the Quality and Strategy department. To support the staff within the departments, Cordaid works with gender focal points and Icco with a temporary Gender Task Force. The gender capacity has remained stable in Hivos. Both in Cordaid and Icco, the situation was found to be inadequate.

Contributions of the CFA support to the effectiveness of women's organisations

- 23 The women's organisations in the three countries receiving CFA support operate at two levels: service delivery to women at individual and community level and influencing policy between local and (inter)national levels. They hardly represent community-based organisations. Nevertheless, the study has shown that these organisations can be crucial in maintaining the basic functions of civil society.
- 24 The CFA support is more often used for service delivery and policy influencing in the field of women's rights than for organisation building, collaboration between civil organisations and alliances to address other stakeholders. Cordaid and Icco are more focusing on service delivery and Hivos is stronger in supporting policy influencing.
- 25 The CFAs give special emphasis to matters of capacity-building in their policies of civil society building or partnership. The CFA support to strengthen strategic planning has resulted in more clarity on the roles of management, staff and board members in the partner organisations, but results for a more effective output were not (yet) visible. It was apparent that the women's organisations are in need of more support in the area of organisational strengthening and institutional development.

- 26 The contribution of the women's organisations to the development of other organisations is limited to the formation and training of self-help groups, e.g. in which abused women or women living with Aids learn to look after themselves and each other. These groups do not develop a formal organisational structure. The same holds true for the organisations engaged in skills training that enables capacity-building and empowerment of individuals (these organisations are more often supported by Cordaid and Icco than by Hivos). The work of organisations aiming at enhancing women's leadership in communities or constituencies is important for their representation in local or political bodies (more often partners of Hivos than of Cordaid and Icco).
- 27 The CFAs provide financial incentives or technical assistance to help partners work together. Institutional support to networks and alliances within civil society at national level is rare for Icco and Cordaid. Hivos channels quite some support to regional networks and exchanges between women's organisations in the region, notably between organisations that combat violence against women. They know each other from exchange visits and international campaigns.
- 28 The women's organisations working on violence against women or on women's legal rights have exceeded the level of service delivery by bundling their forces, and they are trying to engage the government services that hold responsibility in the sector. The basis of strategic alliances is strong leadership and vision in the organisations. Although the CFAs are not directly funding alliances, they may facilitate the exchange of information between the networks and coalitions and encourage women's organisations to coordinate initiatives. Hivos is more active in this respect than Icco and Cordaid.
- 29 The CFAs have recognised that the women's organisations need space and resources to disseminate information to enhance awareness of women's rights. By targeting their support on prevention and information in addition to legal aid or protection, all three CFAs contribute to influencing the public, including the men, on women's rights. Hivos' support was found to be more effective than Cordaid and Icco by supporting organisations that specialise in advocacy, notably through research and the media.
- 30 All of the above strategies of organisational development, networking, collaboration and policy influencing contribute to a greater participation of women in the public. It is apparent that coverage of these strategies is wider, if CFA support is used for combinations between service delivery or training on the one hand and lobbying and advocacy for policy influence on the other. Such combinations were found in women's organisations supported by all three CFAs in the legal sector.

How the women's organisations view the CFA support

- 31 Cordaid, Icco and Hivos are important donors for most of the women's organisations that have been studied, not only because of the substantial funding, but especially because their support includes funding of the organisation and of the programmes over a number of years. The provision of institutional funding makes

the CFAs different from most other donors (governmental and non-governmental) and it is critical for survival of organisations in times when other donors are withdrawing, as has happened in Zimbabwe. The institutional funding is also important for staff development and strategic planning. This is especially important for partners that suffer from high staff turnover and insufficient management skills.

- 32 The CFA support is highly appreciated by the women's organisations. The women's organisations were also satisfied with the accessibility of the CFAs and the frequency of communication. The dialogue with the CFAs is often concentrated on financial and administrative matters. Although the three CFAs have become more demanding with respect to contractual procedures, they are considered more flexible than other donors according to the majority of women's organisations. Except for Hivos, the dialogue with the CFAs on strategic matters was found to be less intensive than for administrative or financial matters. Hivos' gender expertise was praised for its strategic innovativeness and incentives for networking between women's organisations in the region, especially those working in research and information.
- 33 All organisations are experiencing strong competition for donor funds. Competition and financial insecurity are not conducive for development of collaboration between civil society organisations that depend on donor funding. Joint consultations between donors and NGOs to identify priorities and needs have become less frequent nowadays.

Lessons learnt

Linkage between policies of civil society building and gender equality

- 1 The current elaboration of civil society building strategies creates a new opportunity for the CFAs to pay attention to the situation of women in civil society organisations. The reason is that the key issues of an equitable division of power and justice are central both in civil society building and gender equality policies.
- 2 The recognition of persistent gender inequality at various levels of society should be integrated more consistently in the policy intentions of Cordaid and Icco. Furthermore, attending to overarching issues does not mean that the CFAs can do without specialised professional staff simply 'because every staff member should pay attention to these issues'. In order to bring operationalisation further, the policy departments of the CFAs cannot do without specialists in the area of civil society building and gender equality. Finally, the linkages between policy areas only become explicit if they are translated into priorities in the form of themes, programmes and targets enabling operational choices.
- 3 Cordaid is encouraged to make a gender analysis of its major policy themes for regions and countries in order to identify gender disparities and to gain insight into the place of women's organisations in civil society. Cordaid should make a further choice of how it wants to contribute to reducing gender inequality in the

five policy areas (urban development; access to markets; health and care; peace and conflict; HIV/Aids in Africa) and incorporate this in the policy framework and toolbox for civil society building.

- 4 Icco's support should not only be based on guidelines for partnership, but also on potential contributions that can be made to its priority themes (fair economic development, access to basic social services, democracy and peace building). Icco's gender policy should be thoroughly incorporated in its new policy paper on civil society building, so that the current gender priorities (women's rights, access of girls and women to basic services, women's access to trade and markets and their participation in social processes) get their rightful place there.
- 5 Hivos can improve its gender and civil society building strategies by analysing and indicating more clearly the place and space of women – within partner organisations and within target groups – in each of its sectors (sustainable economic development, arts and culture; gender, women and development; human rights and Aids).

The notion of women's organisations as civil society organisations

- 6 The CFAs' definitions of a women's organisation need to be clarified and based on a strategy. The (potential) role of women's organisations at different levels of society is determined by five features: the structure; the beneficiaries, the vision, and the type and level of activities. The current circumscriptions (e.g. used in reporting) are partial; they either refer to the structure and/or the beneficiaries (Cordaid, Icco) or to the vision of the organisation (Hivos). Features referring to structure, type of beneficiaries and vision or objective of the organisation should be clarified and used in the appraisal and administration of partners and projects.

Priority areas for support

- 7 In the future the CFAs should actively continue to support women's organisations that aim at redressing the inequality between women and men. Sectors in which women's organisations are prominent often deal with women's rights that are not taken up by others. Women's organisations operating in other sectors next to mixed organisations have to be supported as well because they deal with specific problems of unequal rights of access or capacities in these sectors. They require support to find their space in these sectors. Therefore it is recommended that the CFAs *articulate* their support in the field of *women's rights in various sectors*. For Cordaid and Icco this means that they should make a more explicit choice of women's organisations engaged in women's rights. Hivos should maintain and further diversify its support to issues of women's rights.
- 8 Special attention is drawn to the linkage between gender-based violence, sexual and reproductive rights and the spread of HIV/Aids. The CFAs should help the women's organisations to break the silence on sexual and other forms of domestic violence and to call for attention to prevention of HIV/Aids. Support to advo-

cacy for women's sexual and reproductive rights and their physical integrity should be combined with support to HIV/Aids prevention.

- 9 The CFAs should start articulating women's rights in the sectors or policy themes that already receive priority from them in the regional plans. It is furthermore recommended that the CFAs collaborate in the determination of strategies regarding the issues of women's rights and the type and level of organisations to be supported in the context of a country or a region. For example, the CFAs working in similar sectors and geographic areas could decide to support organisations at different levels in order to complement each other. This type of collaboration could also extend to other partners in development cooperation (e.g. in bilateral or thematic programmes).

Selection of partners

- 10 In distinguishing women's organisations from mixed organisations, Cordaid should not only look at the structure and composition of organisations, but also take account of their gender equality objectives and civil society building strategies. Furthermore we recommend that Cordaid concretise and justify the support to women's organisations based on their potential contributions to one or more of its prioritised policy themes (urban development; access to markets; health and care; peace and conflict; HIV/Aids in Africa). Finally, it would be helpful for Cordaid to reconsider the current target of 15% women's organisations to be supported such that it applies to each of the above policy themes.
- 11 Within Icco's partner policy civil society organisations should be defined based on the features noted under recommendation 6. This will make it possible to select women's organisations more deliberately in the sectors that address Icco's gender priorities in the current policy themes (women's rights, access of girls and women to basic services, women's access to trade and markets and their participation in social processes). It will allow Icco to monitor not only the gender sensitivity of its partner portfolios at country level, but also the contributions being made to gender equality and civil society building. Furthermore, it would be wise to set a (realistic) target for the percentage of women's organisations to be supported in each of the three policy areas of Icco (fair economic development, access to basic social services, democracy and peace building).
- 12 Hivos could clarify its strategies of supporting women in their struggle for more equality and justice. The partner administration characterises new partner organisations not only according to their objectives of civil society building, sector and level of operation, but also according to the gender composition of their structures. To avoid confusion the GW&D sector should be renamed so that the issues that are addressed in the sector are indicated, for example 'women's rights'. Furthermore, it would be helpful to maintain the target of at least 15% for this sector and to develop targets for the number of women's organisations supported in the other sectors (sustainable economic development, arts and culture; human rights and Aids).

The quality of the CFA support in general

- 13 A need is felt by the women's organisations for more interaction between the women's organisations and the CFAs, not only focused on administrative matters, but also on policy and strategies. The sense of partnership is under pressure by work routine and the required administrative procedures. Women's organisations need more technical advice to improve their capacity to implement programmes (organisational development) and for the dialogue on vision and strategies with regard to civil society building (institutional development). The technical assistance should be designed in mutual understanding and recognition of each other's ownership.

CFA support and civil society building strategies

- 14 The CFAs could play a more active role in reaching the multiple community-based organisations. This could be done among other ways by selecting more partners that have a mission to reach out to rural areas. They could prioritise organisations that combine strategies of organisational development at grassroots level with other strategies of civil society strengthening. It could also be done by creating opportunities (information, research, training, financial resources) that allow the women's organisations to reflect on how to strengthen existing community-based women's structures, such as church groups. Last but not least, the CFAs could seek mutual complementarities in supporting community-based women's organisations and women's organisations that work in service delivery or policy influence (see also recommendation 9).
- 15 The big challenge for the women's organisations is to transform the gains of improved legislation into making the laws work. The civil society building approaches of the CFAs have to be elaborated with regard to *making the laws work* for the people in the communities and to ensuring and maintaining people's *rights of access* to services (economic, social, or legal).
- 16 Service-oriented women's organisations are faced with increasing demands of men, especially when they are offering outreach services combined with information. In the dialogue about strategies of involving men, two considerations should be kept in mind: rendering services to men should never distract from the organisation's focus on women's rights. This requires that staff should remain predominantly female and in some cases that services to men should be organised separately.
- 17 The redirection of strategies towards building stronger networks and alliances requires a dialogue on funding approaches, long-term objectives and positioning of the women's organisations and other civil organisations vis-à-vis each other. Networking and building alliances are often hampered by day-to-day workload and short-term strategies. The CFAs should respond to a need expressed by the women's organisations to come together in a more structured way, review the situation and formulate common goals for the near future; and develop ideas on how to re-strengthen the women's movement and how to relate to mixed organisations. The CFA support should leave ownership of building alliances to the

women's organisations, but they could facilitate the participation of representatives of their own women's partner network in seminars and / or in possible follow-up action.

- 18 A special need was expressed by the women's organisations in South Africa, where the creation of strategic alliances and networks is hindered by deeply rooted class barriers and race differences. Women have expressed an urgent need for healing and self-reflection activities that would enable them to come to terms with their individual social and cultural identities and their role and position in society as black, coloured or white women. The CFAs could help satisfy this need by supporting the women's organisations in setting up special programmes in this field.
- 19 There is a need for dialogue and reflection with women's organisations on how they can improve their performance through more effective leadership, management and staff development. Many women's organisations reported problems of staff turnover and of combining internal and external management. Organisations that combine service delivery or training with networking and policy influencing could be helped by splitting management for internal and external tasks. This would enhance the presence of those-in-charge and improve accountability of the organisations. Furthermore, the workload and stress encountered in organisations working on demand need to be addressed. Working conditions and career opportunities for staff (not only professional staff, but also their assistants and interns) should receive attention in work plans.

1

Design and scope of the study

1.1 Background

The Dutch Co-financing Agencies (CFAs) decided¹ in 2001 to conduct a new round of programme evaluations for the period 2003–2006, which was to include seven themes for evaluation. One of these themes is the role of women's organisations in civil society building. Three CFAs – Cordaid, Hivos and Icco – agreed to be studied on this subject. Civil society building is one of the three intervention strategies of the Co-financing Programme (in addition to direct reduction of poverty and influencing of policy).² The aim is to 'strengthen pluriform and democratic structures and organisations in society in order to achieve just power relations and participation of marginalised groups in social, economical and political decision making'.³

This study is a follow-up to the programme evaluation of the Dutch CFAs on civil society building, finalised in 2003. The 'Synthesis Study of Dutch Co-financing Agencies and Civil Society Building' was complemented by a desk study on 'Gender and Civil Society Building' that analysed the congruence between policies and practices of civil society building on the one hand, and gender equality on the other.⁴ The desk study consisted of a secondary analysis; no primary data were collected on the relationship between gender and civil society building policies or on the specific contribution of women's organisations to civil society building.

The Synthesis Study and the complementary desk study that laid the groundwork for the present study concluded that the CFAs (with the exception of Hivos) had not yet worked out a detailed policy on civil society building, even though it has been one of the central CFA policy objectives for over ten years.⁵ Instead, civil society building

1 See the policy framework for the Co-financing Programme (Beleidskader MFP-breed, 2001). In the current period (2003–2006) the CFAs themselves are responsible for the implementation of programme evaluations, contrary to the former period, during which a Steering Committee directed the evaluation programme (Co-financing Programme Evaluation 2003–2006).

2 According to the CFP policy framework (Beleidskader MFP-Breed, 2001) the goal of the Dutch Co-financing Programme is to contribute to the structural reduction of poverty in the South and in the poorest countries of Central and Eastern Europe and to the realisation of internationally recognised human rights. The Co-financing Programme distinguishes three interrelated intervention strategies: direct poverty reduction (emergency relief aid for example), civil society building and influencing of policy.

3 Translated from Beleidskader MFP-breed, 2001: 5.

4 This programme evaluation was commissioned by the Steering Committee for the Evaluation of the Dutch Co-financing Programme (CFP). The 'Synthesis Study of Dutch Co-financing Agencies and Civil Society Building' was carried out by Kees Biekart and published in 2002 (with an English version in 2003). The complementary 'Desk Study on Gender and Civil Society Building' was carried out by Ineke van Halsema in 2001.

5 The Stuurgroep Impactstudie Medefinancieringsprogramma (1991: 40) recommended that the CFAs continue to pursue the objective of strengthening civil society while maintaining the objective of poverty reduction.

has been considered by most CFAs as a strategy to combat poverty and not as a policy objective in itself. Civil society building has been given less priority 'because too few tangible results would be achieved with it'.⁶ Furthermore, it was found that there was no congruence between civil society building policies on the one hand and gender policies of the CFAs on the other (with the exception of Hivos). However, despite the lack of congruence between policies of civil society building and achieving gender equality, the partner organisations engaged in activities in the area of civil society building do reasonably well in the area of gender mainstreaming as well as the other way around.⁷ The desk study concluded also that the women's organisations that were part of the Synthesis Study appeared to contribute more effectively to civil society building than other partner organisations (in two out of the three countries studied).⁸ Three explanations for their success were offered. First, women's organisations have the idea that they are fighting for a joint cause. Second, they belong to a larger international movement that works on establishing international and national gender policy frameworks. And third, although the history of the women's struggle differs per region, it is present almost everywhere.⁹

The desk study recommended two types of follow-up: further research on the performance of women's organisations in civil society to verify how representative the above outcomes were, and further conceptual thinking and data collection on the linkages between gender policies and civil society building efforts, not only with regard to the support of women's organisations, but also of mixed organisations.

Thus, the current programme evaluation followed the first recommendation to assess whether, how and why support to women's organisations leads to results in the field of civil society building. The CFAs have supported women's organisations for a long time for reasons of justice (gender equality), poverty reduction (women are the poorest of society) and efficiency (women's contribution to development). The support is an important element of their gender and partner policies. Support to women and to women's organisations is included in the targets or indicators for achievements of the CFAs.

The choice to evaluate the support to women's organisations does not mean that the support to mixed organisations in the field of gender and civil society building is not important for the CFAs. However, this would require a much wider approach that allows for comparison between the roles played by mixed organisations and women's organisations. Therefore it was decided to concentrate first on the role of women's organisations.¹⁰

6 Biekart, 2003: 75.

7 Van Halsema, 2002: 32-33.

8 In two of the three countries (India and Nicaragua) women's organisations performed very well in relation to civil society building. The exception was Mali, and the low performance here was attributed to the young civil society and the relatively young women's organisations.

9 This comment was elaborated as follows: 'Women's organisations can play this role, because they are in many cases (but not necessarily) strong democratic organisations themselves. By providing the mere presence of organised women in civil society, women's organisations enrich civil society itself and make it more pluriform and more democratic, especially so in countries where women's participation in public and civic life is low. Women's organisations also perform a crucial networking role in civil society, making specific expertise (on women, on gender) available to other elements of society' (van Halsema, 2002: 33).

10 One of the reasons for this choice was the small number of women's organisations (only six) included in the earlier programme evaluation on civil society building.

It is noted that all of the CFAs are still elaborating their civil society building policies.¹¹ That is why this study looked at whether and how the support to women's organisations concurs with the most recent policy orientations, notably those laid down in the strategic plans for 2003-2006 or the specific policy papers that have been written for these plans.

1.2 Objectives and research questions

Generally speaking, the purpose of evaluations of the Co-financing Programme (CFP) is to contribute to the control and enhancement of the quality of the programmes. The evaluations serve the double purpose of rendering accountability vis-à-vis the subsidy provider, and of providing the opportunity to learn lessons for the future. The specific objectives of this programme evaluation were to assess: (a) the significance of women's organisations in strengthening civil society, taking into account their objectives, strategies and activities in promoting gender equality; and (b) the relevance and quality of the support given to women's organisations by the CFAs. In the Terms of Reference these objectives have been translated into six research questions (see also Annex 2). The questions underlying the first objective of this evaluation were:

- 1 What are the objectives, strategies and results of activities of women's organisations?
- 2 To what extent have their activities contributed to promoting gender equality?
- 3 To what extent have their activities contributed to a stronger civil society?

The questions underlying the second objective were:

- 4 What are the policies and strategies of the CFAs underlying the support to women's organisations?
- 5 How has the support by Cordaid, Hivos and Icco contributed to the effectiveness of women's organisations in promoting gender equality and in strengthening civil society?
- 6 How do the partners view this support in comparison with support from other (bilateral and multilateral) donors?

These questions allowed the researchers to first analyse the work of the women's organisations in terms of its impact on gender equality, and secondly to examine their strategies in terms of civil society building. This was appropriate because the women's organisations are generally not supported for reasons of civil society building, but primarily to assist women in their efforts to achieve equal rights or empowerment.

11 For example, the civil society building policies of the CFAs have not yet been elaborated into clear strategies of partner selection. As long as this is the case, it would be difficult and inappropriate to hold the partner organisations accountable for the civil society building policies of the CFAs.

1.3 Scope of the study

The scope of the study was determined by the CFAs. Cordaid, Icco and Hivos together selected the countries to be studied, defined what constitutes a women's organisation for the purpose of the study and approved which women's organisations would be studied in detail during field visits.

The study was conducted in three countries in Eastern and Southern Africa: Kenya, Zimbabwe and South Africa. The choice of these three countries was based on the following considerations. First, Cordaid, Hivos and Icco are present in all three countries, which makes it possible to compare the three CFAs. This is the case only in Africa, where the programmes of the three CFAs are the biggest. Second, issues of gender inequality are quite similar in these three countries from a historical and cultural perspective. Last but not least, women's organisations seem to play an active role in civil society building. However, the role of the state, in particular the space available for civil society, is very different in these countries. It was expected that the differential context is an important determining factor for the strategies and results of women's organisations.

It should be mentioned that the CFAs did not choose to conduct the study in the same countries in which the earlier programme evaluation on civil society building was conducted (India, Mali, Nicaragua). Therefore, the outcome of this evaluation is not comparable with the outcome of the previous one. Nor does the outcome of the present evaluation give a representative picture of the CFA support to women's organisations. However, in view of the CFAs' extensive portfolio in Africa, the evaluation of the experiences in Eastern and Southern Africa may help to improve the CFAs' policies and strategies regarding support to women's organisations and civil society building in general.

The CFAs do not have a common understanding of what constitutes a women's organisation. The definitions currently used by the three CFAs refer to the following features:

- female membership (Cordaid defines this as over 80% women);
- female management (Cordaid defines this as over 80% women in senior and middle management);
- beneficiaries are predominantly women (all CFAs define this as over 80%);
- the organisation aims at gender equality and/or empowerment of women (Hivos' definition).

For the purpose of this evaluation a women's organisation was defined as an organisation that is owned or run by women (at least 80% women in management) and that benefits predominantly to women (at least 80% female beneficiaries). However, to ensure a consistent pre-selection of the women's organisations by the three CFAs the above features were initially dealt with as 'and/or' criteria. A mixed organisation aiming at gender equality or having a women's component was not automatically excluded because information on the type and composition of the partner organisation could not always be gathered from the CFAs' files. However, the choice to study 'pure' women's organisations as defined above was maintained by excluding at a later stage

the organisations that did not fulfil the two criteria of female management and female target population.

The women's organisations included in the study are primarily organisations that operate on a national or local level. However, the CFAs also support organisations working on a regional or worldwide level. These partner organisations consist of international umbrella organisations (e.g. Young Women's Christian Association, World Council of Churches) and networks and institutions that specialise in research, training or lobbying and advocacy (e.g. Women's Global network for Reproductive Rights, Urgent Action Fund, Women and Law in Southern Africa). Their role is to create linkages between country-based organisations or to render services. That is why these organisations were only examined if they had a relationship with the women's organisations in the three countries studied.

Table 1 provides an overview of pre-selected partners, categorised according to CFA, operational level and geographical location (situation in 2003). See Annex 3 for a complete list of organisations.

Table 1 – Number of women's organisations supported by Cordaid, Icco and Hivos pre-selected for the study

Level of organisation	Cordaid	Icco	Hivos	Total number of organisations
<i>Local/national</i>	12	10	23	42
• Kenya	5	3	3	9
• Zimbabwe	1	2	11	14
• South Africa	6	5	9*	19*
<i>Regional or continental</i>	1	2	11	12
• based in Kenya, Zimbabwe or South Africa		1	5*	5*
• based elsewhere in Africa	1	1	4	5
• based in Europe			1	1
• based in North America			1	1
<i>Worldwide</i>	3	9	8	14
• based in Africa		1	1	1
• based in Europe	2	8	4	10
• based in North America	1		2	2
• based in Pacific			1	1
<i>Total number of organisations</i>	16	21	42	68
• funded by one CFA	10	16	35	61
• funded by more than one CFA	6	5	7	7

* Hivos supports one South African organisation both at national and regional level

1.4 Levels of and framework for evaluation

The evaluation was conducted at the *levels* of the CFAs themselves, the women's organisations and their beneficiaries. The analysis at CFA level pertained to the policies and practices with respect to their support of women's organisations, gender equality and civil society building. The analysis of women's organisations pertained to their work with respect to gender equality and civil society building. Finally, the analysis at beneficiary level looked at results achieved by a selected number of organisations at the level of beneficiaries and/or changes effected at the level of society at large.

The framework for evaluation consisted of three *steps*: the evaluation of the results of the women's organisations in terms of gender equality; the appraisal of the significance of the work of women's organisations and an analysis of explanatory factors.

The contribution of the women's organisations to gender equality was studied with the help of a *gender analysis framework*,¹² which distinguishes four dimensions of gender equality: economic independence, political participation, socio-cultural status and physical integrity. These four dimensions are specified in the gender and development policy of the Dutch government and have been applied in earlier policy evaluations of this kind. The indicators used for this purpose are found in Box 1.

Box 1 – Indicators for gender equality			
Economic independence	Political participation	Socio-cultural status	Physical integrity
Division of labour and workload	Participation in decision making at various levels of society	Social identity of men and women	Sexual identity and orientation
(Rights of) access to and benefit from:	(Rights of) participation and representation	Gender images and self-respect	Sexual and reproductive rights
• economic resources (e.g. land, capital, infrastructure, other) • education, information and skills • employment, income	- Access to legislation and judiciary - Organisational capacity, incl. ownership and accountability of activities	- Individual and family rights and obligations (Rights of) access to and benefit from social services, information and media	- Control over health, safety and bodily integrity - Access to and benefit from health care

¹² The evaluation framework focusing on dimensions of gender equality was derived from the Evaluation of Women and Development Policy of the Netherlands' development cooperation 1985–1996 (IOB, 1998).

In the second step an appraisal was made of the significance of the work of women's organisations. This referred to the contribution to civil society building and to the relevance and effectiveness of the work. In doing so, civil society was simply defined as 'a public sphere of formal or informal, collective activity autonomous from but recognising the legitimate existence of the state'. This definition does not only apply to the broad tradition of the use of the concept in the West, but also reflects the associational life of contemporary Africa.¹³ The contribution of women's organisations to the process of *civil society building* was analysed with the help of the dimensions of civil society building identified and used in the previous Synthesis Study. The dimensions refer to four broad fields of activity that can be found at all levels of society and that can be supported through internal as well as external resources:¹⁴

- strengthening organisational capacities (of both formal and informal organisations) in civil society;
- building up and strengthening networks of, and alliances between, social organisations (both within and between various sectors);
- building up and strengthening capacities for (policy) advocacy, with the aim of strengthening vertical, intermediary channels between civil society and the state and/or the market;
- strengthening citizenship, social consciousness, democratic leadership, and social and political responsibility, with the aim of increasing participation of citizens in the public sphere.

The relevance and effectiveness of the work of the women's organisations had to be appraised in order to get insight into the importance of the work. See Box 2 for an overview of the aspects that were looked into during the appraisal.

Finally, factors were identified that contributed to success or failure. These explanatory factors related to the role of the CFAs, the implementing capacity of the women's organisations and the external factors that influence the performance of the women's organisations. An overview of the explanatory factors is found in Box 3.

1.5 Methodology

The evaluation was organised of a number of components, including a policy analysis, desk study, e-mail questionnaire, context study, final selection of organisations to be studied, collection of field data and reporting of the results. These components are briefly described below. For further details see Annex 3.

Policy analysis of CFAs

The analysis of Cordaid, Hivos and Icco focused on their policy, operationalisation and implementation in the period under study (1998–2003) with regard to gender equality, civil society building and their support of women's organisations (incidental or as part of a partnership policy). These policy elements could be general (world-

¹³ Orvis, 2001: 20.

¹⁴ Biekart, 2003: 11–15.

Box 2 – Appraisal of the significance of the work of women's organisations

Significance of the work for civil society building	Relevance of the work of women's organisation	Effectiveness of the work of women's organisation
Organisation building	How does the work of the women's organisation contribute to changes in gender relations or to the advancement of women?	To what extent does the women's organisation attain its formally stated objectives?
Strategic alliances and networks	How does the work of the women's organisation contribute to (dimensions of) civil society building?	To what extent does the women's organisation attain its informal objectives?
Lobbying and advocacy	How does the work fit into CFA policy?	What is the scale of the results of the women's organisation? How many people benefit?
Strengthening citizenship	How suitable is CFA support for the women's organisation?	What are the characteristics of the beneficiaries?

Box 3 – Explanatory factors

Role of CFA	Implementing capacity of the women's organisation	External factors
Quality of the partner relationship	Policies and strategies	Political environment
Quality of the CFA as donor	Structure	(Inter)national debate
Contribution of CFA to results	Management and availability of staff (e.g. does it make/use space to cope with political and cultural constraints?)	Government policy and legislation
	Resources (human, financial, material)	Civil society movements, including women's movement
	Culture	Dynamics of the market
	Planning, monitoring and evaluation	Religion, ethnicity, culture Conflict and violence Etcetera

wide) or specific to continental Africa, to the region of Eastern or Southern Africa or even to individual countries. In addition, the organisational structure in the field of gender and civil society building was investigated. The sources of information consisted of policy documents and interviews with policy and programme officers at headquarters and regional offices. The analysis pertained not only to existing policies and practices, but also to ongoing development of policies and strategies. The CFAs – in the framework of the new strategic plans for the period 2003–2006 – are working on the strategies of civil society building. Although their implementation was not part of this evaluation, they have been looked at to show the current trends in policy development.

Desk study of partner organisations in the three countries

An inventory of partner organisations was conducted to describe the partner organisations pre-selected by Cordaid, Hivos and Icco on the basis of the criteria mentioned above and to collect information on the programme(s) supported by the CFAs in the three countries. Due to time constraints, the inventory was concentrated on the 42 partner organisations that operate in one or more of the three countries included in the study. Partner organisations that operate at regional, continental or worldwide level were dealt with in a more superficial way (through an e-mail questionnaire, see below). To complete the inventory, assessments of the partner organisations, project appraisals, project descriptions, duty trip reports, annual reports and evaluation reports (if available) were studied.

E-mail questionnaire to all pre-selected women's organisations (see annex 6)

Since the desk study did not provide sufficient information on the achievements of the women's organisations and on the types or levels of cooperation with other organisations, an e-mail questionnaire was distributed to all 68 pre-selected women's organisations (not only to those based in Kenya, Zimbabwe and South Africa, but also to those working at regional, continental or worldwide level). Questions were asked about:

- the main results of the women's organisations and perceived achievements in gender equality and civil society building;
- their cooperation with other organisations, including level and type of cooperation;
- their views on the cooperation with and the support from the CFAs.

Response to the questionnaire was slow,¹⁵ but satisfactory in the end: 47 out of the 68 organisations eventually returned completed questionnaires. The rate of response was better from the local and national organisations (71%) than from the regional, continental and worldwide organisations (65%). It was also better from partners of Hivos (79% out of all pre-selected partners of Hivos) than from partners of Icco (66%) and Cordaid (59%).

¹⁵ This was partly due to wrong addresses of the organisations in the CFA files. Other difficulties were found in difficult access of the women's organisations' staff to e-mail communication and the need for the staff of some women's organisations to sit together and discuss their responses.

Study of the national context of the women's organisations

The objective of the context study was to reflect on the environment in which women's organisations operate in order (a) to understand the place and the space of the women's organisations in the countries concerned and (b) to allow us to analyse the findings of the evaluation against the background of the local setting. The context study described the situation of governance and democratisation and the evolution and role of civil society in each country, including the way women and men participate in civil society. Furthermore, attention was paid to changes in gender relations and national policy and structures in the field of gender equality. And finally, the role and visibility of the women's organisations in civil society and characteristics of the women's movement were described.

Selection of women's organisations for the field study

The CFAs initially identified 42 national/local women's organisations in the three countries, from which the sample for the field study could be drawn.¹⁶ These organisations are involved in a broad range of sectors and issues, such as violence against women, legal advice and advocacy, human rights and social security, sexual and reproductive rights, gender and health, political participation, enterprise development, community development, gender and leadership capacity building and strengthening women's access to gender sensitive and feminist information. Although the involvement of the women's organisations in HIV/Aids is not so visible, many organisations have integrated HIV/Aids activities in their work, usually in relation to their core theme (e.g. violence against women). The majority of these women's organisations have a main office in their country's capital (37 out of 42). Some have field offices or branches. The organisations are usually small (29 out of the 42 have between 1 and 15 salaried staff members). About half of the pre-selected women's organisations supported by the CFAs were established in or after 1990 (22 out of 42). A few older ones, like YWCA in Kenya, JPV in Zimbabwe and Black Sash in South Africa, developed from voluntary organisations into professional NGOs.

Of the 42 pre-selected organisations, 19 were selected for the field study by the consultants assigned for the three country studies. This selection was based on information provided by the desk study, on discussions held with staff members of the CFAs and on a number of criteria developed for the selection of partner organisations. The following factors played a role in making the selection. First, each selected organisation had to be a pure women's organisation, that is, it had to work with and for women (>80% women in senior and middle management and >80% women as beneficiaries). This reduced the number of eligible organisations to 39 (Cordaid 10, Icco 8 and Hivos 21). Secondly, all three CFAs had to be represented in the final group of organisations, and the division of partners among the three CFAs should reflect the total number of women's organisations they support altogether in the three countries. Finally, the domains of intervention of the selected organisations should reflect the domains covered by the total portfolio of women's organisations supported by the CFAs. Other factors that played a role were the need for different levels and geographical areas of intervention, and the need to include organisations that work in

¹⁶ As noted earlier, regional and worldwide organisations were excluded from the field studies.

urban as well as rural areas. It should be noted that the diversity of domains of intervention led to the selection of a larger number of women's organisations to be studied in the field than was initially foreseen in the Terms of Reference.

Some organisations did not qualify for selection for a number of reasons. First, thematic overlap was avoided. Among the organisations that operated in the same sector, those that worked at more levels of intervention were selected. Secondly, some organisations had to be left out because of their distant locations. This was partly due to time constraints, but primarily a consequence of the fact that the majority of the partners have their head offices in and around their country's capital (Nairobi, Harare, or Johannesburg), making it easier to visit them.

The nineteen organisations selected for the field study reflect – as much as possible – the support of the CFAs to women's organisations in the three countries (see Table 2). Cordaid does not support any women's organisations in Zimbabwe,¹⁷ hence the smaller number of Cordaid-supported organisations in the sample.

Table 2 – The number of local/national women's organisations supported in Kenya, Zimbabwe and South Africa

	Total*		Cordaid		Icco		Hivos	
	<i>All</i>	<i>Sample</i>	<i>All</i>	<i>Sample</i>	<i>All</i>	<i>Sample</i>	<i>All</i>	<i>Sample</i>
Kenya	9	5	5	2	3	3	3	1
Zimbabwe	14	6	1	0	2	1	11	5
South Africa	19	8	6	2	5	2	9	5
Total	42	19	12	4	10	6	23	11

* Three organisations are funded by more than one CFA. These are KWFT (Cordaid, Hivos), FIDA (Cordaid, Icco) in Kenya and WHP (Icco, Hivos) in South Africa.

The main characteristics of the selected women's organisations can be found in Annex 5. The domains of the women's organisations' activities are largely similar in all three countries. The sample includes women's organisations in each country that provide legal services, combat violence against women, advocate for women's rights, support community development, and promote micro-finance. In addition, a health programme and a gender training institute in South Africa were chosen; an organisation focusing on HIV/Aids¹⁸ in Kenya was added; and one of the Zimbabwean organisations active in information and publication was included. Together these domains are a rather good reflection of the total of 42 organisations supported by the CFAs in the three countries.

¹⁷ Zimbabwe is no longer a concentration country of Cordaid; most partner relationships have terminated.

¹⁸ Many women's organisations incorporate attention for HIV/Aids in one or more programmes; there are only a few that focus specifically on HIV/Aids.

The women's organisations work at different levels and sometimes combine various levels of intervention. Most of the women's organisations have a national scope or cover a number of provinces or branches in the country. Organisations that render services in particular geographical areas may also operate at the national level for lobbying and advocacy purposes. A rough distinction between the organisations in the sample can be made as follows:

- Focus on service provision: SEF, WDSCU, Labalu
- Focus on capacity building: YWCA, Delta, JPV
- Focus on research, lobbying and advocacy: CALS, WHP, GAP, WLC
- Combination of service provision or capacity-building with lobbying and advocacy: Nisaa, Black Sash, ZWLA, Musasa, ZWW, WIPSU, FIDA, WOFAK, COVAW.

Data collection during the field visits

Field visits were conducted for two or three days per organisation. This is obviously not enough for a thorough evaluation, but that was also not the objective of this study. The study was designed to learn about the work of the women's organisations and to make an assessment of their significance with respect to the broader goals of gender equality and a strong civil society. The visits were arranged in a way that allowed maximum interaction with programme participants and/or beneficiaries. Apart from staff and beneficiaries directly involved in the organisations, we also spoke to resource people outside of the direct realm of the women's movement, to get their views on the role of women's organisations in society (see Annex 7).

The interviews built upon information, obtained through the desk study (on the organisations and their programmes) and the e-mail responses (on the organisations' achievements, cooperation networks and donor relations). Interviews with management focused on the organisations themselves, and interviews with implementing staff and beneficiaries – always organised in separate meetings – focused on the programmes' achievements in terms of gender equality and, specifically, on how these achievements were made. Wherever possible, relevance, effectiveness and influencing factors were discussed. There was not much room to look for quantitative results; the available progress reports were not very systematic in reporting on results and time was not sufficient to collect additional data.

The field study was concluded with workshops conducted with the pre-selected women's organisations based in each country of study. The workshops enabled us to share and validate the findings of the context study and the field study and they provided an opportunity for the participants to deepen the discussion on the role of women's organisations in civil society building and on the quality of the CFAs. Although two persons from each of the pre-selected local or national organisations were invited, attendance at the workshops was – understandably – dominated by the organisations that had been visited. The total number of women's organisations represented at the four concluding workshops was 31, including 29 local/national organisations and 2 regional organisations (see Annex 8).

1.6 Reporting

The results of the evaluation were reported in stages. Working documents were produced for each of the components of the study, including an overview of the CFA policies, file descriptions and e-mail responses of women's organisations, context studies of the three countries and the country reports on Kenya,¹⁹ Zimbabwe²⁰ and South Africa.²¹ The country reports brought together the information obtained from the context study and the field study. The *country reports* are working documents and do not elaborate on any conclusions beyond the country level and the organisations studied.

The *synthesis report* is a compilation of the various components of the programme evaluation, including an analysis of the CFA policies with regard to gender, civil society building and partner support; the desk study and the e-mail questionnaires returned by the partner organisations; and the country studies, including the context and the field evaluation.

The synthesis report is organised as follows: the first chapter describes the design and scope of the study; Chapter 2 analyses the policies and programmes of the CFAs; Chapter 3 gives an overview of the national contexts in which women's organisations operate; Chapter 4 describes the results achieved by the women's organisations with respect to gender equality and civil society building and appraises the relevance and effectiveness of the organisations' work. Chapter 5 reports on the role and the quality of the CFA support; and finally, Chapter 6 provides the conclusions and recommendations of the study.

19 Ria Brouwers and Achola P. Okeyo, 2004. The Role of Women's Organisations in Civil Society Building. Kenya Country Report for CFA Programme Evaluation.

20 Lida Zuidberg, Patricia McFadden and Hope Chigudu, 2004. The Role of Women's Organisations in Civil Society Building. Zimbabwe Country Report for CFA Programme Evaluation.

21 Marianne Nugteren, Mmatshilo Motsei and Shireen Hassim, 2004. The Role of Women's Organisations in Civil Society Building. South Africa Country Report for CFA Programme Evaluation.

2

Policies of Cordaid, Icco and Hivos

2.1 Civil society building policies

The definition of civil society agreed upon by the CFAs for the earlier programme evaluation on civil society building is as follows:¹

‘The totality of organisations and associations, with their linkages and activities, that pursue the defence, legitimisation and advocacy of the collective interests of their members in public fora, both vis-à-vis other civic organisations, and in relation to the government/state and to the market, and that act at local, meso and macro levels’.

In line with this definition, civil society building is interpreted by the CFAs as *‘the strengthening of pluriform and democratic structures and organisations in society in order to achieve just power relations and the active participation of marginalised groups in social, economical and political decision making’*.²

The definitions are meant to include a broad range of organisations in order to cover both formal and informal organisations. They may be development NGOs, but also grassroots organisations, organisations of marginalised groups and emancipatory movements.

Policy framework of the Co-financing Programme

Biekart indicates that the notion and elements of civil society building have been present in the CFP policy frameworks since the 1980s, although they were worded differently, such as ‘implementation and strengthening of human rights’ and ‘active participation and say on the part of the target groups in the political, economic, social and cultural developments of society’.³ In the latest policy framework of 2001 the CFAs laid down their views on the relations between the overall goal of structural poverty alleviation and the three intervention strategies of the CFP (direct poverty reduction, civil society building and influencing of policy). All CFAs have to demonstrate their efforts and contributions with regard to these strategies.⁴

The CFAs differ in the extent to which they make elaborate policies and explicit choices. Hivos and Icco have progressed further in policy formulation than Cordaid. This delay may be explained by the complex transition from Balance and other Catholic partners to Cordaid in 2000 and the implications this has had for the organisation’s

¹ Biekart, 2003: 13-14.

² Beleidskader MFP-breed: 5.

³ Biekart, 2003: 22-25.

⁴ Beleidskader MFP-Breed, 2001: 7.

partner policy, such as the need to drastically reduce the number of partner organisations.⁵

Civil society building objectives of Cordaid, Icco and Hivos

The CFAs' policy development concerning civil society building has been very slow and has remained vague. With the exception of Hivos, the CFAs have not produced any policy papers on civil society building. This was taken up as an objective as of 2002.

The CFA policies prior to 2002 can be summarised as follows. *Cordaid's* approach to civil society building focused on capacity building of target groups to increase self-reliance and to strengthen the relationships between the state, the market, citizens and their organisations.⁶ In doing so, Cordaid provided its partner organisations with the means to seek collaboration with other institutions; it was not directly engaged in supporting networking and lobbying activities beyond the partner organisation. Icco went one step further. It demanded that partner organisations cooperate with third parties and appeal to the social responsibility of other civic institutions (such as churches, trade unions and government institutions).⁷ *Hivos'* policy of civil society building was defined in 1988 as the institutional strengthening of partner organisations to establish a link between citizens and the state.⁸ In the current policy paper '*Civil Voices on a Global Stage*' civil society building is further elaborated as one of the two main policy domains of Hivos that address the three stages in achieving the ultimate goal of justice and sustainable development: access, representation and decision making. Support is provided to initiatives that strive to bring about social and political change.⁹ Hivos' goal of civil society building is '*to reinforce the participation of poor and marginalised women and men in decision-making processes and the effective representation of their interests*'. As Biekart¹⁰ concluded, Hivos differs from Icco and Cordaid in that it emphasised institutional development from the beginning, whereas Cordaid and Icco focused until 2002 on organisational development of the partner organisations themselves.

Since 2002, notably in the process of elaborating the strategic plans for the current CFP contract period (2003–2006) and inspired by the outcome of the Synthesis Study, the CFAs have been elaborating on and concretising their policies and strategies for civil society building. *Hivos* is working to connect the policy domains to the sectoral policies that represent the priority themes for support (which may vary from one country to another).¹¹ *Cordaid* produced an internal discussion paper on civil society building in 2003 that describes its vision and its future role. The document pays particular attention to the policy influence to be achieved not only through organisational support, but also through support for networking between organisations and

5 The number of partner organisations has to decrease from 1548 in 2001 to 860 in 2006, whereby half of the remaining partners will be located in Africa (400 in 2006). Cordaid Strategie 2003–2006: 8.

6 Cordaid Strategie 2003–2006: 5. See also Biekart, 2003: 27.

7 Icco Beleidsplan 2001–2005, (Be)wegen tot gerechtigheid, 2000: 12.

8 Hivos. Volwaardige participatie of de toegang tot macht, 1988: 9.

9 Hivos Policy Paper 2002, *Civil Voices on a Global Stage*, 2002: 21–24.

10 Biekart, 2003: 28.

11 Hivos Policy Paper 2002, *Civil Voices on a Global Stage*, 2002: 27.

policy dialogue.¹² Whereas the discussion paper is mostly philosophical, a toolbox for institutional development and civil society building made by IC-Consult¹³ should help staff to make the policy operational for regional plans. In Icco's new ideas and intentions on civil society building the scope of the partner policy is also becoming broader than before. The new policy paper on civil society building of 2004¹⁴ is built on the same toolkit mentioned above. Lobbying and advocacy for the purpose of policy dialogue will be an essential ingredient for partnership. This is a wider commitment than strengthening the partner organisations' capacity to cooperate and participate in networks. The strategy to support lobbying and advocacy is expected to further diversify the selection of partners.

In conclusion, since 2002 there has clearly been a growing consensus among the three CFAs. They all want to contribute to combating poverty and to a better division of power and prosperity. They are all moving towards a more institutional approach. More and more emphasis is being placed on the quality of partnership on the one hand, and on human rights on the other (in addition to sustainable development). Whereas support for human rights activities has been part of Hivos' policy since the 1980s, it is now becoming more explicit in the policy intentions of Cordaid and Icco as well. Support for human rights activities implies that partner organisations are strengthened and encouraged to take part in civil society building. A shift in the CFA policies towards more engagement in policy influencing has become visible through the support of organisations that are not only willing to cooperate with others, but also to undertake lobbying and advocacy to challenge the state. The difference between the CFAs is that Hivos made this choice long ago, whereas Cordaid and Icco are currently moving in this direction.

Civil society building in themes and strategies

The objectives of achieving a more just and equitable society have been addressed in the policy themes and domains of the three CFAs, although under slightly different names. Achievement of justice is articulated, in particular, in peace and conflict programmes (Cordaid¹⁵); democratisation and peace building (Icco¹⁶) and civil society building (Hivos¹⁷). Hivos has labelled 'human rights' (and Aids) a sector in itself and addresses issues of access and justice in the other sectors for policy implementation.¹⁸ Equal access to resources and benefits of a decent livelihood figures in the policy themes or sectors of all of the CFAs. Basic services (notably for health) remain also important sectors for Cordaid and Icco. For Hivos support to service delivery should be combined with policy influencing.

It can be said that in the period 1998-2003 the guiding principles in partner selection were quite pragmatic and sometimes loosely defined. In selecting – or continuing with

12 Cordaid Framework Policy Document Civil Society Building (4th draft), March 2003: 6.

13 The toolbox Institutionele ontwikkeling en maatschappijopbouw has been composed by Ria van Hoewijk of IC-Consult (2003) for Cordaid and Icco. It is largely based on the toolkit of Civicus.

14 Icco Policy Paper. Towards more just and equitable societies: Icco's support for Institutional Strengthening and Capacity Building, April 2004: 2-4.

15 Cordaid Strategie 2003-2006: 5.

16 Icco Bedrijfsplan 2003-2006: 9; Icco, On the road to justice: 14-16.

17 Hivos. Civil Voices on a Global Stage, 2002: 21.

18 Hivos. Civil Voices on a Global Stage, 2002: 26.

– partners and programmes, the three CFAs referred to sectors or themes and principles of partnership. For *Cordaid*¹⁹ this was worded in terms of its ‘partner-focus’ (as opposed to ‘project-focus’) with respect to civil society organisations. For *Icco*²⁰ the principles guiding selection were based on a combination of its ‘partnership policy’ to build long-term institutional relationships, the ‘gender approach’ to enhance gender sensitivity of its partners and its ‘rights-based approach’ to emphasise strengthening civil society to achieve greater justice. *Hivos*²¹ operationalised its general civil society building objectives in strategies for the sectoral policies in five domains that are at the base of continental, regional and country programmes: economy; arts and culture; gender, women and development; human rights and Aids; and environment and sustainable development.²²

Policy development is a continuous process within the three CFAs, whereas partnership relationships may not change over a number of years. Furthermore, the policies (of partnership or civil society building) have remained general over a long period of time. Therefore, the CFAs’ strategic choices to concretise policies do not always concur with the practices of implementation, for example in partner selection. Consequently, the CFAs monitor their support afterwards. That is, for example, what *Icco* does in monitoring its portfolio of partners.²³ According to current projections, by 2006 at least 80%²⁴ of *Icco*’s partner organisations will have combined their efforts to directly combat poverty with activities aimed at strengthening the role of civil society. In other words, by 2006 (a) 80% of the partner organisations will be part of a network; and (b) 80% of the partners will work at more than one level of development (the baseline in 2002 was 71 and 72% respectively).

2.2 Gender policies

All of the CFAs formulated a gender policy, which states that *gender equality* should receive attention in their main policy themes, as well as in their partner policies and strategies. These policies and strategies are general for all three CFAs; there are no specific regional or national objectives. In this section the CFAs’ gender policies and strategies will be described. In particular, we will look at the role of women’s organisations in each CFA’s gender or partner policy. In the last section we will analyse how gender policies intersect with civil society building policies.

Gender equality objectives

The gender policies of the three CFAs were described in Van Halsema’s desk study in 2001 and they have not changed since then. For all three CFAs the objectives of the

19 Cordaid Strategie 2003–2006: 7.

20 ICCO Partnership Policy, Working Paper June 2003; *Icco Gender in Perspective*, September 2001; *Icco Policy Choices and Implementation for the period 2003–2006*, June 2006: 5–6.

21 Hivos. *Civil Voices on a Global Stage*, 2002: 26–28.

22 Today the sectors ‘economy’ and ‘environment and sustainable development’ are combined in one sector called ‘sustainable economic development’.

23 *Icco Bedrijfsplan 2003–2006*: 16.

24 In *Icco*’s Strategic Plan 2001–2005 this target was set at 60%. *Icco (Be)wegen tot gerechtigheid*, 2000: 10.

gender policy speak of equal access to resources for women and girls and the need to address inequality by increasing women's participation in decision making. Although formulated in different ways, all CFAs agree that working towards more gender equality requires a two-pronged approach: on the one hand focusing specifically on the support of women and on the other hand 'engendering' all the work carried out by the CFAs' partners and their own organisations.²⁵

The three CFAs share the view that gender equality is a crosscutting issue and therefore should be enhanced in all policy themes and programmes. This should be done by strengthening and encouraging the partner organisations to incorporate attention to gender equality in the implementation of their programmes. The CFAs thus focus their support on the capacity and the performance of partner organisations, not on programmes.²⁶ In addition to this 'crosscutting' approach Hivos has defined a specific sector dealing with gender equality.²⁷ Unlike Cordaid and Icco, Hivos addresses inequality and empowerment of women at beneficiary level as a specific field of action.

In emphasising that gender issues should be taken up in all policies and programmes, the CFAs are not very clear about what the priority areas are within their policy themes or sectors. Sectors and types of support (financial, technical) depend on the partners' commitment, opportunities and resources. Cordaid does not identify any priorities within its five overall policy themes.²⁸ Icco's priorities for 2003-2006²⁹ are: access of women and girls to basic services, women's access to trade and markets, women's access to social processes and the rights of women. Hivos elaborated on the gender aspects of all sectoral policies in its gender policy paper of 1996³⁰ as well as in policy papers developed for other sectors.³¹ A similar accentuation is not found in the sectoral objectives defined in Hivos' overall policy paper of 2002. Issues of gender inequality are brought together in the sector 'gender, women and development' without referring to sectoral priorities: 'Objectives of gender equality both transcend and crosscut all other policy domains.'³²

Strategies to promote gender equality in target groups

Strategies to ensure that financial support goes to women

Cordaid and Icco subscribe to the CFP strategy that 50% of the support should go to women. In 2000, this target was met;³³ Cordaid and Icco reported that 57% and 54% of their respective expenditures benefited women. In 2003, this figure was still 54%

25 Van Halsema, 2002: 14.

26 Icco. Gender in Perspectief, 2001: 7; Cordaid Strategie 2003-2006: 19.

27 The current Gender, Women and Development policy of Hivos was written in 1996 and is a revision of its Women in Development policy of 1988; see Hivos Policy Document Gender, Women and Development, 1996:1; 17.

28 Policy themes of Cordaid are urban development, access to markets, health and care, peace and conflict and HIV/Aids (in Africa).

29 Icco policy choices and implementation for the period 2003-2006: 8.

30 Hivos Policy Document on Gender, Women and Development, 1996:11-16.

31 Hivos Policy Document Economy: Greater equality of opportunity on the markets, 1996: 13; Hivos Policy Document Environment: Gaining a foothold, 1999: 15-17; Hivos Human Rights Policy Document, 2002: 21; Hivos Policy Document on AIDS and Development Co-operation, 2001: 14-16; Hivos Arts and Culture Policy Document, 2002: 15.

32 Hivos Policy Paper Civil Voices on a Global Stage, 2002: 26-2

33 Van Halsema, 2002: 14.

for Icco,³⁴ but for Cordaid³⁵ it had gone down to 48%. This figure is based on the assumption that support to mixed organisations benefits men and women alike. Hivos is more careful in concluding whether half of its support reaches women. The target is also reported differently: for example in 2000 20% of the projects were meant to reach women mostly,³⁶ 76% of the projects targeted both women and men and 4% of the projects focused mostly on men.³⁷ It is evident that budget allocations per se do not indicate whether the CFA support benefits women and men equally, let alone whether the support yields eventually greater equality between women and men.

Strategies to support women and women's organisations

Hivos is the only of the three CFAs that has a direct strategy to support women. The support is directed at women's organisations and women's movements in order to 'strengthen the economic, social, political, legal and cultural rights and position of women and their participation in decision-making processes'. The linkage with civil society building is present in the fact that women's organisations and the women's movement are recognised as important actors in civil society and in the emphasis on organisational strengthening and institutional development of women's organisations in order to enhance their effectiveness.³⁸ The wish to cover all sectors is translated into five (interrelated) dimensions of women's empowerment, to which Hivos wants to contribute: material well-being; access to resources and opportunities; self-esteem and equal rights; participation and decision making; and control over resources, benefits and self-determination.

While Hivos supports an increasing number of women's organisations (15% out of all partners in 1998, 20% in 2003), it does not have a definition of a 'women's only organisation' nor a target for the number of women's organisations to be supported. The support to women's organisations is part of the gender, women and development (GW&D) sector and may also come under other sectors, in which case these partners receive a double score (since 2000). The GW&D sector should receive 16% of the budget, which since 2000 has been achieved.³⁹ The recommendation of the self-assessment of the GW&D policy that Hivos should allocate 20% of its financial support to women's organisations by 2005 – notably by increasing the number of GW&D organisations in other sectors – has not been followed up on.⁴⁰ For the period 2003–2006 the target has been reset at 15%.⁴¹

34 Icco Jaarverslag 2003: 94.

35 Cordaid Jaarverslag 2003: 87.

36 Meaning that at least 80% of the beneficiaries of these projects were women.

37 Van Halsema, 2002: 14.

38 Hivos Policy Paper Civil Voices on a Global Stage, 2002: 26.

39 It should be noted that reporting on the percentage of support that goes to GW&D organisations is confusing because a number of organisations are counted double, if they are included in two different sectors. The double score is explained in the Report on Gender Self-Assessment of Hivos GW&D Policy 1997–2000: 25. Double scores lead to lower results reported in annual reports. For example, for 2001 and 2002 the reported proportion of the expenditures on women's organisations in the GW&D sector was 14%, whereas the real expenditure on women's organisations (i.e. after correcting for the double-counting) amounted to 16%. Similarly, the reported proportion of the expenditures on women's organisations for 2003 was 15%, whereas the real expenditure was 17% in that year. See Hivos Jaarverslag 2001, 2002 and 2003.

40 Report on Gender Self-Assessment of Hivos GW&D Policy 1997–2000: 6.

41 Hivos bedrijfsplan 2003–2006: 27.

Whereas Hivos is quite clear about why and how it supports women's organisations, Cordaid and Icco are less clear on this subject. They do not have a specific policy on supporting women's organisations. Nevertheless, the current Cordaid Strategy 2003-2006 states that 15% of all Cordaid partners should be women's organisations, defined by Cordaid as organisations that are run at least 80% by women and for the benefit of women. The targets of 80% and 15% are set arbitrarily. Several departments contest the 80% requirement – 'Why not make it 60%, so that we can meet the 15% target?' The results are far from this target; the number of women's organisations out of the total number of partners has declined from 5% to 3% since 2000.⁴² As a matter of fact, there is no plan for meeting the 15% target; the new partner policy does not address this point.⁴³ Finally, Icco does not have targets for the number of women's organisations in its portfolio. The percentage of women's organisations out of the total number of partners remained more or less constant since 1998, notably around 7-8%. See Table 3.

Table 3 – Number of 'pure' women's organisations as a percentage of all partner organisations supported by Cordaid,⁴⁴ Icco⁴⁵ and Hivos⁴⁶ (1998, 2000 and 2003)

	Cordaid	Icco	Hivos
1998	n.a.	7%	15%
2000	5%	8%	19%
2003	3%	7%	20%
Objective	15%	–	–*

* Hivos sets a target for the proportion of the budget to be spent on the GW&D sector (i.e. 15% for the period 2003-2006).

Thus, the CFAs have different visions on the relevance of supporting women's organisations. While Cordaid's definition of a women's organisation is based on the presence of women in management and membership and it has set a target for the number of women's organisations, it has not developed a strategy of how to reach the target. As for Icco, it suffices for Cordaid to report on the proportion of women's organisations in the partner portfolios. We observed that staff members within Cordaid and Icco do not always agree on the usefulness of setting a target. Some staff members are in favour of it, because they feel that women's organisations provide the opportunity for women to better serve their own interests. Other staff members argue that

42 At the moment, Cordaid is calculating the baseline for the proportion of women's organisations being supported in different sectors. The results will be reflected in a gender thermometer for each department.

43 The draft policy note of March 2003 discusses the desirable mix of partners in terms of Cordaid's main objectives, the criteria for partner selection, and the form of the partner relation. Gender sensitivity or gender composition of the partner organisation is not mentioned. When asked why, a Cordaid representative replied that they 'can't have a list of hundred criteria!'

44 Cordaid Jaarverslag 2000 and 2003.

45 Icco Jaarverslag 1998, 2000 and 2003.

46 Hivos Jaarverslag 1998, 2000 and 2003.

women's interests are not necessarily better served through separate organisations, which in their opinion tend to isolate women instead of helping them.

Strategies for building gender capacity in partner organisations

The approaches to incorporating gender equality in organisational strengthening of partner organisations do not differ essentially among the three CFAs. Experience has shown that 'mainstreaming gender' is easier said than done, even when special funds are allocated to build gender awareness and capacity in the partner organisations. For example, the outcome of the Intensive Gender Integration Process (IGIP) initiated by Hivos for mixed organisations was disappointing in Africa. Capacity building was not systematically taken up by management of the organisations, which remain confronted with male dominance in the decision-making processes of the organisation.⁴⁷

Capacity building in partner organisations is often an outcome of evaluations and organisational assessments. These have, for example, led to a greater focus on strategic planning by the partner organisations of the three CFAs. Another visible road to capacity building is through linking and networking among partner organisations, promoted by Hivos through a number of regional initiatives and networks.⁴⁸ The strategy of linking and networking among women's organisations is reflected in the high number of regional / continental organisations supported by Hivos in Southern and Eastern Africa (see Table 1).

Other forms of capacity building on gender mainstreaming were undertaken in the form of gender training and support organised by the CFAs for their own staff or for partner organisations. The CFAs' efforts in this field, however, depend highly on the input and support of the gender staff. The CFAs acknowledge that building gender awareness within their own organisations and the partner organisations remains a big challenge and should go together with working on criteria and baselines for gender performance of the partners.

For example, Cordaid has learned from three internal evaluations since 1998 that there is a lack in gender knowledge and a gap between policy and practice at the level of partner organisations. Therefore, criteria have been formulated⁴⁹ to assess the gender quality of an organisation. These criteria imply that the partner organisations should have a vision on gender, be able to make a gender analysis and have gender expertise. In addition, the number of women in management positions should be at least 25%, and women from the target group should be involved in the decision-making process of projects and programmes. 80% of Cordaid's partners should meet the gender criteria by 2006.

47 McFadden. Assessment Hivos GW&D Policy with 14 African Partners, 2001: 58-64.

48 Hivos Civil Voices on a Global Stage, 2002: 31.

49 The situation around the gender criteria of Cordaid is somewhat confusing. Bilance used to have four criteria, then there was a gender test, which everyone despised because it contained about 30 questions that had to be filled out in the project appraisal phase. The Latin America desk used a 'gender index', and in 2000 a note was introduced called 'IJkpunt Gender' which gave instructions for assessing the gender quality of an organisation, with points that were slightly different again from the gender criteria. Currently the five criteria of the 2003-2006 Strategy are used.

The gender approach promoted by *Icco*⁵⁰ among the partner organisations is similar. Partner organisations are monitored on their level of gender sensitivity and partners that do not fulfil the minimum requirements of the gender policy will be phased out. To measure progress, a baseline was defined in 2002, for which two gender-related indicators were developed: (a) the partner organisation has made a gender-specific problem analysis, which is reflected in the operational objectives (the proportion of organisations that fulfil this criterion is expected to increase from 60% in 2002 to 75% in 2006); and (b) the partner organisation reports in a gender-specific way on the progress of its activities (expected to increase from 50% in 2002 to 65% in 2006).⁵¹ We observed that *Icco* staff members had difficulty explaining to the partners what was meant with the above gender indicators of *Icco*'s partnership policy and how the partner organisations should fulfil these requirements.

What Cordaid and *Icco* call 'gender quality' or 'gender sensitivity', Hivos calls 'gender performance'. To measure the progress of their partner organisations' gender performance, Hivos recently introduced indicators and a benchmark, to be used for a more rigorous organisational assessment of new partners. Contrary to the indicators used by *Icco* and Cordaid to assess the gender sensitivity of their partner organisations, Hivos' indicators do apply to both the organisation and its programmes. This enables Hivos to monitor any progress towards gender equality at beneficiary level.

Capacity of CFAs for civil society building and gender policies

Responsibility for the elaboration of civil society building and gender policies rests with the Quality and Strategy departments of the CFAs. Implementation is part of everybody's task. Monitoring is the responsibility of the heads of departments and policy officers. *Icco* has a special officer for the policy area of civil society building. Cordaid and Hivos have assigned the task to officers responsible for other areas as well. Until 2003, all CFAs had special gender policy officers, but Cordaid and *Icco* have abolished the post of a central gender policy officer and transferred the responsibility to the Quality and Strategy department. To support the staff within the departments, Cordaid works with gender focal points and *Icco* with a temporary Gender Task Force. The gender capacity has remained stable in Hivos. Both in Cordaid and *Icco*, the situation was said to be inadequate and a revitalisation of the function of gender coordinator has been deemed necessary in order to respond to needs of capacity building of their partner organisations.

⁵⁰ *Icco* Bedrijfsplan 2003-2006: 16.

⁵¹ *Icco*'s gender approach requires that its partners have a vision on improving the position of women; that they make a gender-specific problem analysis and a deliberate choice of target groups (male, female, mixed); that they report on the progress of their activities in a gender-specific way and that they have a gender-sensitive internal organisation to do so. See: *Icco*. Gender in Perspective, 2001: 22.

Box 4 – Gender expertise in Cordaid, Icco and Hivos

Bilance had a gender coordinator until the mid-nineties. At that time, gender issues were considered to be mainstreamed and the post of gender coordinator was initially abolished, but re-established by Cordaid in a 40% function at the department of Quality and Strategy. In August 2003 the function was done away with again. The tasks are now divided between staff of the Quality and Strategy department and staff of other departments. Each department has a gender focal point, whose task is to support the programme staff on gender issues. The focal persons have ten days per year to spend on this task, and they are expected to meet together two times per year. They are primarily junior staff, and there are no clear guidelines or a mandate for them to function as a working group, for example. It is therefore not surprising that the gender focal persons are seldom mentioned by the staff of Cordaid.

Icco had a gender policy officer until 1992. A Task Force on Women and Development existed between 1992 and 1997. Between 1997 and 2001 the gender focal point was formed by two women, for a total of one day a week. Since 1996 formal responsibility for carrying out Icco's gender policies has been with the heads of the departments and the programme officers. Recently gender capacity received renewed attention within Icco. In September 2002 a new Gender Task Force was created for a period of one year to evaluate Icco's policy to enhance the gender sensitivity of partner organisations. A gender analysis has been made of policies and practices as well as of the internal organisation of Icco. Training needs have been identified and gender training was organised for a selected group of people. A limited number of hours is available for this work. Later in 2004, the post of senior gender officer will be restored in Icco (20% function).

The gender expertise in *Hivos* is divided over different programme officers: a gender officer for Hivos in general (a 44% position); and one gender officer for each continent, i.e. Latin America, Africa and Asia (each 44% positions). In addition, there is a gender officer for the Bureau for Communication (also a 44% function). One person combines two functions (as the gender officer for Hivos in general and for Africa). Each Regional Office has a number of programme officers, responsible for one or more countries and a sector. One of them is the focal point for gender.

2.3 Linkages between civil society building and gender policies

In the earlier Synthesis Study on civil society building it was concluded that the CFA policies regarding civil society building and gender are often implicitly linked in the sense that all CFAs strive for greater participation of women in organisations and in society, but this is not worked out any further in the policies.⁵² Today some changes can be observed. First the objectives of the civil society building policy of Hivos contain various entry points for taking gender equality along. In the more recent policy papers of Cordaid and Icco on civil society building these linkages are not yet explicitly present. Second, the gender objectives of all three CFAs refer to enhancing women's participation in decision making at various levels of society. In other words, by addressing the issues of justice and unequal power relations, there is room for

⁵² Biekart, 2003: 27.

Cordaid and Icco to make the linkages more explicit in strategies for civil society building on the one hand, and gender equality on the other.

Generally speaking, the institutional 'partner-based' approach of the three CFAs does concur with the strategy of strengthening their partner organisations to take on board big issues like gender equality, human rights, and HIV/Aids. The CFAs are on the way to adjusting the assessment of their partners in a more coherent way, e.g. by appraising the starting point and the progress of partners on various policy aims. However, the problem with the gender strategies of Cordaid and Icco is that they are not sufficiently spelled out in the major themes and sectors of programmes that are supported. This means that in the policy implementation stage, gender inequality is only an issue at the level of the partner organisation, not in the programmes that are supported. Consequently, the indicators regarding gender analysis and reporting by partner organisations are indirect and superficial; they are not meant to measure change at beneficiary levels.

The views of the CFAs on women's organisations as actors in civil society are not coherent. Hivos holds a more explicit view than Icco and Cordaid on women's organisations as active segments of civil society. All three CFAs recognise that gender relations in terms of access and power are unequal; however, only Hivos has formulated specific objectives to empower women by supporting interventions to strengthen the effectiveness of their organisations. In Cordaid and Icco, the choice to support women's organisations is not based on a real target derived from a policy objective. As they have not made the recognition and analysis of inequality explicit, it is not clear what changes CFAs and partners can make for women's equitable access to a decent livelihood and to women's participation and representation in decision making.

The recognition and analysis of inequality has to be based on the reality of the women and men who are the clients of the partner organisations. What do the women's organisations do? Where do the women's organisations succeed in modifying relations among themselves, with the men, vis-à-vis the wider civil society and the state? The answers to these questions can be useful for the concretisation of strategies within the partner policies (why choose women's organisations and how many?), gender policies (what kind of support is needed for women's organisations to be effective in view of empowerment and equality?) and civil society building policies (what kind and level of support is needed to make a difference for power relations vis-à-vis the state?)

3

National contexts in which women's organisations operate

3.1 Introduction

This chapter focuses on the national contexts in which women's organisations operate. We will look first at the historical background and the evolution of civil society in Kenya, Zimbabwe and South Africa. Then the situation of women, the response of the state and the evolution of women's organisations in the national context will be described for the three countries. The chapter will be concluded with an analysis of the role of these organisations in their societies. However, before doing so, a brief overview is given of the political situation in the three countries and the international environment of their societies.

The histories of civil society in the three countries¹ are related to the time since independence and the performance of the state. All three countries have been troubled by subsequent oppression by white or black rulers. In this sense Kenya has the longest history of independence (1960). The instalment of a multi-party system and more democratic elections are important for the development of civil society and for the human rights situation. This is exemplified by the abolishment of apartheid in South Africa (1994), the take-over of the regime by a democratically elected government in Kenya (2002) and the emergence and struggle of the opposition movement in Zimbabwe (since 1997). These were all turning points for civil society movements. This does not mean that human rights and equality are ensured. All three countries have experienced a setback in human development over the last years, whether the populations were in crisis (Zimbabwe), euphoria (Kenya) or coming into power (South Africa).

The evolution and role of women's organisations in the societies in Kenya, Zimbabwe and South Africa cannot be seen in isolation from international developments. On the one hand, the women and their movements have gained space and visibility through the UN World Conferences on Women and other global summits that have enhanced the debates on gender and development and the countries' engagement to international agreements to promote these rights. On the other hand, the women's movements – as other civil movements – are undergoing a setback in their conquests since the world is faced with international terrorism and increased influence of fundamentalist and conservative movements. Consequently civil society movements – both national and international – still have to safeguard the attained rights. Another backlash is visible when it comes to maintenance of rights. Although women's organisations in many places in the world have been at the forefront of social movements to conquer human

¹ The populations of Kenya, Zimbabwe and South Africa differ considerably in terms of size, composition, growth rate, and health status. See Annex 9 for some statistics.

and civil rights, they are not recognised as full players in defending and enjoying these rights. Last but not least, the civil movements in the south have been losing forces because of the Aids pandemic, particularly in Sub-Saharan Africa.

3.2 Historical background of civil societies in Southern and Eastern Africa

The notion of civil society

Southern and Eastern Africa is much more than a geographical area composed of a number of countries. The geographical boundaries and the contours of the regions' political and economic struggles often overlap and are reshaped all the time by shifts in political alliances within the region and by the regions' responses to external influences.

Concepts of what constitutes civil society in this part of Africa, and what the roles and dimensions of civil society could be, have been shaped profoundly by the context of colonialism and racism. The concept of civil society was formed by the struggle, not only against colonial occupation, but also against the neo-colonial state that was characterised by exploitation and exclusion of the African population. Historically, the state was seen as the sphere of repression; civil society by contrast was the sphere of justice that had to be achieved through political action vis-à-vis the state. The history of struggle has led to a narrow understanding of the meaning of civil society, because relations of power within civil society institutions – both political and apolitical – were masked and remained often obscured. This phenomenon has clearly affected women in Southern and Eastern Africa. Women and their organisations have always been firmly rooted in civil society in the sense that they strove alongside men for democracy, but had to deal with institutions in civil society which treated them unjustly for reasons of culture and tradition. These institutions include, for example, male community leaders who have the power to define the appropriate roles for women, and religious leaders who are in a position to enforce patriarchal norms.

Gender and civil society

Despite its tremendous contributions to building democracy, civil society in Southern and Eastern Africa is still profoundly unequal and full of gender disparities. During colonisation, the white settlers expropriated large tracts of the arable and best suited land, and through the use of coercive legislation (particularly the poll and hut taxes) they forced mainly male black labour into the service of the state and landed white ruling classes. Women of all ethnicities were seen as a reserve pool of both reproductive and economic labour – bearing and rearing future cheap workers for the colonial state and the largely commercialised white agriculture. In all three countries studied, black women were kept within the restrictive cultural and physical boundaries of what were known as the 'Native Reserves'. As patriarchal societies, Kenya, Zimbabwe and South Africa are historically and culturally characterised by the exclusion of women from participation in the major decision-making structures, from ownership of critical productive resources and from employment in the formal labour market. Women, who were systematically excluded by the colonial state, have remained distant from the post-colonial state as well, in spite of the dedication and hard work of their organ-

isations. Consequently, today the women's organisations of the three countries still face basically the same problems of exclusion and marginalisation.² Exclusion and marginalisation pertain not only to ownership of private property and issues of legal and constitutional inclusion, but also to violation or denial of women's fundamental human and personal rights, e.g. of reproductive choice and sexual autonomy and integrity. The situation is reinforced by the maintenance and recreation of patriarchal privileges, which transcend racial, political and socio-cultural differences among white and black men.

Emergence of civil societies in Kenya and Zimbabwe and South Africa

After independence 40 years ago, *Kenya* began with very little in terms of development resources, know-how or established democratic political traditions, given that the British colonial state did not foster any democratic practice with regard to Africans. While successive regimes gave the appearance of institutionalising the rights and protections of all Kenyans, in reality the gap between the rich and the poor has widened exponentially over the four decades since independence. Earlier social welfare programmes in education and health and the development of a productive infrastructure did produce a cadre of highly educated elites; a class which is defined by its ethnic and urban identities, setting it apart from the mass of Kenyans who have remained largely outside the largess of the state.

Over the past ten years, a condition of bad governance, corruption and oppression has disempowered the majority of people. Up till 1998 political participation of the majority was severely curtailed. State institutions were compromised with the result that the state was weakened and was cut off from international donor support. The state was virtually unable to deliver any services and goods to the public. The collective action of citizens and civil society has rescued the state from imminent collapse. With the deposition of the Moi regime in 2002 a coalition government came to power that has vowed to redress many of the imbalances and inequalities that characterised the authoritarian rule of KANU since independence. The Kenyan citizenry is hopeful that the state will assume its responsibility, e.g. by formulating and implementing effective responses to the widespread HIV/Aids infection. However, in Kenyan society there are no signs yet of a renewed discourse which brings the rights of women and girls to the front of policy making and resource allocation.

Throughout the 25 years of independence various groups and classes in *Zimbabwe* have jockeyed for control over the country's abundant land and mineral resources.³ After independence the white settlers continued to control the key sectors of the Zimbabwean economy, seldom investing anything in the social sectors and refusing to relinquish large tracts of land that lay fallow and unused, leaving many Zimbabweans landless, crowded into tribal trust lands or trapped on white farms as the cheapest form of labour.⁴ In the trust lands the growth of a black economic elite was constrained by a poor infrastructure compared to the urban, mining and large-scale commercial farming areas. The relatively few Africans who became entrepreneurs operat-

² Hassim, 2003; McFadden, 1999.

³ Hammar and Raftopoulos, 2003.

⁴ Dede Esi Amanor-Wilks, 1995.

ed in the services sector (passenger transport, shops and bottle stores). During the first years of independence, the state implemented an extensive welfare programme, providing services of education, health, infrastructure and housing. In the 1990s the Zimbabwean government began to withdraw free health and education services by imposing 'cost-sharing' measures.

The Zimbabwean ZANU-PF government found itself faced with unprecedented opposition on numerous fronts as the 20th century came to a close. The opposition was a culminated reaction to a series of state interventions that had taken place since independence. These were related to land issues (deals with white settlers; corrupt first land acquisitions; the occupation of white farms by 'war veterans' and other state-sponsored vigilante groups), violence against the Ndebele communities in the mid-1980s, and the military involvement in the Democratic Republic of the Congo. Increasing costs of living and two severe droughts followed by devastating floods did the rest, making it possible for civil society groups to demand greater accountability of the state and its key institutions. This occurred not without a great deal of pain and frustration, fed by misleading information, lack of free media and insecurity. The oppressive context has burned out several opposition leaders and activists who attempted to challenge the government or the president.

Yet, the role of the civil society through the agency of the Zimbabwe in Crisis Coalition and the Women's Coalition has been critical in maintaining a semblance of accountability and legitimacy in society. They have been feeding the debate – emerging both in the ruling party and the opposition – on the succession of the president. Their successful lobbying in a few matters of national importance has begun to create a shift in the skewed relations of power between the state and the citizens over the past decade.

South Africa is, without doubt, the country where the most elaborate and effective systems of colonial repression and exclusion – in terms of class, gender and race – were implemented and maintained for almost three centuries. These systems extended into the lives of many millions who migrated into the South African economy from Mozambique, Malawi, Tanzania, Zimbabwe, Zambia, Swaziland, Lesotho, Botswana and Namibia. The imposition of linguistic, educational, technical, social and legal barriers and monitoring systems upon the daily lives of the majority of the population culminated in a liberation struggle that ended apartheid in the mid-1990s. Of primary importance since that time has been the ability of the society to contain the tremendous sense of grievance and historical injury among the black people related to the injustices of apartheid, and to foster a notion of nationhood which attempts to draw all South Africans into a space that is equally shared and collectively crafted – *a rainbow nation* – based on the ideals that informed the processes of the Truth and Reconciliation Commission (TRC). Through an innovative process of national political discourse and negotiation, all social and economic groups in the society – represented by their movements and political parties – 'met' at the construction site of a new constitution and crafted one of the most inclusive constitutions in modern society. Together with the granting of explicit sexual and reproductive rights to women and to homosexuals, this constitution also enshrines all known modern rights to its citizens. The constitution includes a range of socio-economic rights which impose a positive obligation on the state to progressively improve citizens' access to basic services such

as water, housing and health care. The new government – which emerged from competitive multi-party elections – has instituted a high degree of public participation and consultation in public decision making, underpinned by the view that civil society has a role to play in the development process. Policies are formulated with the involvement of key ‘stakeholders’ in civil society. Portfolio committees in parliament, responsible for oversight of government departments, hold regular public hearings on particular aspects of administration, and the parliament itself is open to the public.

Through the painful but successful struggle for freedom, South Africa is often assumed to have the capacity to lead the region in economical, political, social and cultural terms, and to be the mediator in regional conflicts as well as to assume a continental identity on behalf of the region or the continent. However, the deep historical cleavages that still mark the society cannot be resolved solely through the creation of a ‘rainbow nation’ with a modern inclusive constitution. Unemployment rates continue to rise and HIV/Aids infection rates seem to be unstoppable in a context characterised by repressive cultural and social practices of black men against women and children. Consequently, levels of violence against the most excluded groups in the society are still on the increase. In this respect South Africa is faced with the same challenges as the other countries in the region.

3.3 The situation of women in Kenya, Zimbabwe and South Africa

Persistent inequality between women and men

The contemporary position of women in Eastern and Southern Africa has been shaped by the particular ways in which colonialism and racism have intersected with patriarchy. The resulting picture has been referred to as a ‘patchwork quilt of patriarchies’⁵ where women’s overall subordinate position in society is tempered by privileges accessible to some women on the basis of class, race and ideological positions. The geographical and racial separation of people has sharpened cultural and social distinctions and has eventually limited the extent to which women have identified with each other across race and class lines. The formalisation of apartheid in South Africa (1948-1994) and the vast economic differences between African and white women undermined any notion of gender commonality and undercut the possibility of joint struggles between women of different races.

Thus looking at the condition of the majority of women in the three countries, gender relations are still very biased in favour of men. Although women have obtained better access to education, legal rights and other critical resources since independence, women are still less educated than men, have less access to salaried work and to technical support in their agricultural work. Consequently, compared to men, the women’s workload is high and their access to basic services is poor. Furthermore, the domestic level has remained repressive and dangerous for girls and women of all ages. The social structures that create inequities between men and women are still intact. In Zimbabwe and South Africa many problems of gender inequality are related to the dualism in the law. Customary law and general law exist side by side and are contin-

5 Bozzoli, 1983.

usually in conflict, particularly in relation to the marriage law. Customary law allows for polygamy, and consequently confusion arises when the man, who is married under both customary law and general law, dies. In Zimbabwe, some traditional practices have been codified into formal customary laws applicable to Africans only, leaving little room for black women to negotiate a fair degree of influence over important family matters, for example in terms of the ownership and disposal of savings and assets and especially the disposal of deceased estates.

In South Africa, the forced recruitment of workers to mines made men migrate to the cities before women, creating urban spaces that were overwhelmingly male (hostels, compounds). The 'engine' of South Africa's economy – mining, energy, and engineering – remains a male-dominated sphere. Partly because of restrictions on urban residence and partly because of sexist practices in employment, women sought income-generation in the informal sector. Women transported 'traditional' skills such as basketry and beer-brewing into the urban economic context.

Control of women's sexuality through the *lobola* system (bride wealth) has persisted to date in Eastern and Southern Africa and gives men power over women's bodies and their reproductive capacities. Men's pleasure has priority and defines when, how and with whom sex takes place. This keeps women in relationships that are likely to lead to HIV/Aids infection even if they are informed about the risk. The spread of the virus in itself provokes more violence, particularly rape and incest because of the belief that sex with a virgin is a cure for Aids. As one woman interviewed said: 'It is better to die in a marriage than to use a condom. Our culture does not condone condoms and the Bible says that a woman must be submissive. If a man does not want to use a condom, a woman should not insist'. The prevalence of domestic violence reported in the newspapers and by women's organisations is simply staggering. Therefore, while women are using their educational skills and resources as stepping stones towards upward social mobility, there are still cultural zones within their living spaces where the penalties for overstepping the boundaries are dire and swift.

Response from the state

As a response to the UN Conferences on Women that took place in 1975 and 1985, the governments established structures to enhance the role of women in development. Both the structures and their implementation followed international trends. The process started with the establishment of a department or a women's bureau in a ministry in charge of community development or social affairs, and activities consisted of welfare and income-generation projects in collaboration with women's organisations. After 1985, as a response to the 'Forward Looking Strategies for the Advancement of Women' adopted at the Third Women's Conference in Nairobi government institutions started to draft policies to draw attention to gender equality in all development sectors. As the host of the Nairobi conference, the *Kenyan government* was keen to have the Forward Looking Strategies adopted by the attending countries, but it has never ratified the Kenyan draft gender policy itself, nor has it done anything to comply with the Beijing Declaration on the Platform for Action from the 1995 Women's Conference, or the Convention to Eliminate Discrimination Against Women (CEDAW). The most recent development is that the new NARC government has declared a new commitment towards women.

The situation is similar in *Zimbabwe*. The CEDAW (though ratified) and the Platform for Action (not ratified) have never received any follow-up from the government. In the early 1980s the Women's Department – and specially the Ministry of Legal and Parliamentary Affairs – facilitated legal reforms that were important for women. The current Gender Department has collaborated with some women's organisations in organising events such as International Women's Day activities. However, the women complained that these activities ended up being too politicised because of bureaucratic oppression and the feeling of being pushed into the corner of party politics. Nevertheless, in 2003 the Gender Department formulated a new gender policy aimed at incorporating gender equality in all policy domains; there was no input from the women's movement.

The situation in *South Africa* has changed since 1994. The national machinery for gender equality promotes the participation of women in the debate on the gender content of policies at early stages of policy formulation. Women's concerns are channelled inside government through the Office on the Status of Women (OSW), and in civil society through the Commission on Gender Equality (CGE). Within the state, representatives of constituencies of women are formally organised in the Parliamentary Women's Group, and through the Joint Standing Committee for Improving the Quality of Life and Status of Women. However, expertise within the state to mainstream gender is thin. As a result, the gains made are in areas where the policies specifically address women (for example, policies related to the termination of pregnancy and maternal health). Policy areas in which the relationships between women and men have to be addressed (for example, customary law and land ownership) have been much harder to reach. The achieved policy frameworks are sound from the gender equality perspective, but implementation remains a major challenge.

3.4 Evolution of women's organisations in the national context

Evolution of the women's organisations in Kenya, Zimbabwe and South Africa

Women's organisations in *Kenya* have been present in society for a long time. After independence, women's organisations already had a wide outreach in rural Kenya (*Maendaleo ya Wanawake*) as well as in urban areas (East African Women's League and the Young Women's Christian Association). In 1965, the National Council of Women of Kenya became the umbrella group for women's organisations. For more than 25 years the women's movement in Kenya went through a series of ups and downs. On the positive side, continued efforts were made to re-energise and maintain unity in the national platforms like *Maendeleo ya Wanawake*; on the down side, ethnic divisions and regulation and infiltration by the ruling political party (the KANU government) limited forward progress. This is why the polarised women's movement could not capitalise on the gains achieved in the 1985 Nairobi conference. Even after the multi-party movement created room for political lobby groups in civil society, the women's political lobby remained divided and collapsed in 1998. Since that time, ethnic and political party allegiances have reinforced the separation of factions. The Kenya Women Political Caucus and the Kenya Women Political Alliance, both formed after 1998, have worked side by side in the constitutional process. In spite of its ups and downs, the activism of women's organisations in Kenya has resulted in gains in polit-

ical participation; in 2002 for the first time in the country's history 18 women entered parliament, while others accessed various important levels of political decision making. The major challenge, however, remains in coordinating and building partnerships amongst women's organisations within civil society itself.

The emergence of the women's movement in *Zimbabwe* has gone through a number of phases. In 1983, the Women's Action Group (WAG) was born as a result of a series of public meetings and a big protest rally in Harare against the outrages perpetrated under the 'women clean up' campaign.⁶ The issues brought up during and after the protest raised the consciousness of the Zimbabwean women. With the birth of WAG, the debate on women's position in society shifted from traditional women's issues to issues of women's rights, violence and freedom of movement. It brought private issues to the public sphere. The demands for gender equality in substantive issues were further broadened by the women's organisations that flourished in the nineties. Women's organisations started examining their relationship with the state and they addressed issues of democracy and human rights in more critical ways. The women's organisations were mostly active in the legal sector and in documentation of the situation of women. Furthermore, individual women's organisations were part of the NGO coalition that fought the state's attempts to control civil society organisations. Today, they are very much involved in the ongoing struggles for political pluralism in the country. The formation of the Women's Coalition in 1999 marked a critical moment in the history of mobilising women in Zimbabwe to become part of a bigger movement. The Women's Coalition was a response to strategic positions taken by women's organisations in the constitutional review process. In the Women's Coalition the women's organisations succeeded in moving together to a larger forum and thereby commanding a level of authority that none of them could have achieved separately. For example, the coalition was instrumental in a national participatory campaign that compiled women's opinions and concerns into a 'Women's Charter', the first of its kind in Zimbabwe. It has to be noted that the women's movement is composed of relatively young organisations (mostly created in the 1990s) that mainly operate in the capital. The current hostile environment in the country towards civil society organisations and the inability of the government to recognise the NGO's contribution to the development of the country are discouraging. Activism is interpreted as party politics and thus anti-government.

In *South Africa* women began to emerge as political agents in the public sphere in the early part of the twentieth century. The most public of their activities revolved around resistance to the extension of passes (documents entitling black people entry into cities) to women and the organisation of women workers. From the early 1950s, the ANC Women's League began to establish a branch structure in the townships and to participate actively in ANC campaigns such as transport and education boycotts. An incipient broad women's movement developed during the 1950s as a result of a range of campaigns against apartheid organised by women. During the 1980s women emerged as a powerful force in community level politics, organising around 'bread and butter' issues such as high rents, lack of services, and corrupt local councils. Several large women's organisations were formed in the early 1980s, which provided new spaces

⁶ In 1983, in the name of cleaning up the city, the police arrested all women who were walking without a male escort and accused them of prostitution.

for women alongside the mainstream of male-dominated union or civic organisations. Women's organisations played a key role in creating a mass base for the United Democratic Front (UDF), formed in 1983 as a national federation of progressive civil society organisations opposed to apartheid. The new women's organisations were important in linking women's interests to the larger canvas of democratic struggles. Because of this linkage strategy women's organisations did not develop autonomously from the male-dominated organisations and attempts to develop a feminist core in the women's movement were undermined. It appeared to be difficult for the women's organisations to raise issues related to sexuality, reproductive rights and bodily integrity within the confines of what was considered by the liberation leadership to be 'political'.⁷ Furthermore, the women's organisations had limited autonomy to define their own priorities and strategies since they got their directions from the imperatives defined by the male leadership.⁸

Towards the end of the 1980s, women began to express their separate gender interests by forming an organisation known as the Rural Women's Movement (RWM) and by re-establishing (in 1990) the ANC Women's League as a national women's organisation. The RWM was one of the few mouthpieces for the special interests and problems faced by women in the rural areas and it played a significant role in ensuring that the powers of traditional leaders were limited in the democratic constitution of 1996. However, the strength of the RWM declined after 1994 as a result of the loss of leadership and funding. The ANC Women's League was the major impetus behind the Women's National Coalition (WNC) established in 1992 as a broad front of women's organisations, including women's sections of political parties. The WNC had the single purpose of drafting a Women's Charter of Equality, gathering together the demands of women at the grassroots level as well as at the level of women's organisations. The WNC functioned very effectively as a lobby during the transitional negotiations, because it was able to both claim a broad constituency across party lines and mobilise women within political parties to exert internal pressure on their party leaderships. The WNC was not backed up by a strong mass movement of women, but it presented a voice for women at national level. The mobilisation of a 'triple alliance'⁹ of activists, academics and women politicians was key to its success. The strength of the WNC has declined since its focus shifted to the establishment of structures within the state. The weakness of the affiliates of the WNC caused by the general absence of a strong, organised women's movement undermined the sustainability of the national structure.¹⁰

A further problem which has persisted for decades in women's organisations in South Africa is the urban focus of their strategies. Despite the high proportion of women living in rural areas and despite their highly disadvantaged position economically and politically, they have remained outside the mainstream of the women's movement.¹¹ With some exceptions, notably the Transvaal Rural Action Committee (TRAC) and the National Land Committee, rural women have been relatively neglected by the NGO

7 Albertyn and Hassim, 2003.

8 Urdang, 1991.

9 This description is Nozizwe Routledge-Madlala's, given in an address to the Conference on Transformation for Gender Justice and Organisational Change, African Gender Institute, 1998.

10 Primo, 1998.

11 Zondo, 1994.

sector.¹² Most significantly, the formation of the above-mentioned Rural Women's Movement with the support of TRAC gave a strong organisational form to rural women's interests.¹³ These interests were reflected, for example, in the Land Reform Programme.

As a result of this historical background, South Africa has an advanced constitution and widespread legal protection of women's rights, but these rights are difficult to translate into practice because of deeply held patriarchal views in civil society. The constitutional protections were essentially a bargain struck at the central level between national women's organisations and the male political leadership. They are not deeply rooted in civil society.

Their role in civil society: different phases, similar engagements and constraints

The women's organisations in Kenya, Zimbabwe and South Africa differ in the way and time in which they emerged, but they became engaged in similar ways with the state and other power-holding institutions in their societies, operating as part of oppositional forces. Before independence, women in the three countries had organised themselves in the form of women's clubs, burial and savings societies, self-help groups and associations of all sorts. For many women, these voluntary networks helped to attenuate the effects of poverty and domestic isolation or to diversify sources of income. For others, church-based activities provided networks of trust and solidarity. These organisations continue to draw the large majority of members. They provide a forum for women to come together and socialise and enable women to acquire skills and mutual help.

During the anti-colonial struggle, women played a critical role both as combatants and couriers, as well as by providing the rear-base for fighters, particularly in terms of food and other necessities. The participation of women in nationalist resistance and their engagement with the independent state helped them to develop a political consciousness, which was later reflected in the creation of organisations. The women's organisations have produced prominent activists, as they have nurtured judges, scholars, professors, lawyers and members of parliament. Through networking and coalition building, women's organisations have been more or less successful in putting their issues on the national agenda and in political party manifestos. By participating in UN conferences and international campaigns for women's rights, multitudes of African women have joined together in global initiatives. On the less optimistic side, the women's organisations and coalitions in all three countries are threatened by political competition and division, a widening gap between them and the majority of marginalised women and the loss of earlier gains through the spread of HIV/Aids, which particularly creates a setback in the struggle for women's sexual autonomy and reproductive rights.

Looking more closely at the position of women's organisations in civil society, three distinct levels can be discerned: national policy advocates, networks and coalitions, and community-based organisations. At the first level, NGOs engage in research and

¹² Meer, 1997.

¹³ Both the Transvaal Rural Action Committee and the Rural Women's Movement have been supported by Hivos at the time.

information that is used for advocacy in policy processes. Their primary role is to ensure the elaboration and implementation of the rights-based democratic framework. At this level, the difficulty for policy advocates is in maintaining 'reality checks' to ensure that what they are advocating is likely to be meaningful to the constituencies they seek to assist. Organisations at this level battle to develop capacity and to maintain expertise. There is insufficient capacity to ensure that information about what is happening at the advocacy level is flowing downwards to constituencies of women. As a result, the gap between the high level of access to information and awareness of women's rights among the urban population and the marginality of poor women is exacerbated.

At the next level, a number of new, issue-based networks have emerged, which, like the advocacy organisations, coalesce around common issues. The networks tend to be urban-based, with a bias towards location in the big cities (Nairobi, Harare, Cape Town and Johannesburg). They are primarily active in campaigns addressing violence against women (for example, the 'White Ribbon Campaign'). The remarkable aspect of these networks is that they are characterised by attention to issues that would in the 1980s have been regarded as 'feminist' and problematic – that is, issues of women's sexual and reproductive autonomy. The challenge for these networks is to hold together organisations that are in some respects competing for similar resources and operating on the same terrain.

Finally, there is a layer of women's organisations at local community level. These organisations receive little external support, as donor priorities have shifted to government-to-government aid or to more policy-oriented work. The organisations are characterised by a large female membership and male leadership. This level of women's organisations has been most distant from the state and even the national women and development institutions. A major part of the work at this level is concerned with women's practical needs, which are attended to in sectors of culture and recreation, community development, credit and non-profit social services. Activities range from welfare work, including caring for the ill, and organising and financing funerals, to mobilising community members against rape and violence. At this level, organisations often do not have the time to address decision-makers. Yet, in terms of building civil society, it is at this level that networks of trust, reciprocity and solidarity are most likely to be found.

These three levels of civil society are not competitive. Rather, in a democratically effective state they would work together – as was the case in South Africa in the liberation movement – to ensure that the poor and vulnerable are an important constituency for politicians, that there is accountability in public spending, that the constitutional values of equality and social justice are upheld and that both the public and private spheres are increasingly governed by democratic norms. In the three countries, the challenge for civil society building is to create the necessary synergies between the different levels – a difficult task when the women's movement is divided and isolated.

3.5 Conclusion

Kenya, Zimbabwe and South Africa find themselves in different stages of democratisation that go hand-in-hand with different roles of civil society movements. However, the structure of the state in these countries has remained fundamentally the same since colonialism. The three societies are in a process of restructuring the notion of inclusiveness so as to enable each citizen to actively participate in the dynamics of her/his society. This process is found not only at the level of the constitution (by facilitating the opportunity for each individual citizen to have direct access to and use of their rights in all circumstances), but also in the practices and policies of the state (e.g. how political, economic and financial institutions are occupied and can be controlled by citizens).

In the three countries, the relationships that women have established with the state and other institutions have been inspired by nationalism. Nationalism was a window through which women – as well as men – could imagine themselves as active subjects, engaged in struggles to free themselves and their communities from colonial oppression and exclusion. However, in the cause of women's freedoms and entitlements, nationalism has fallen short of its promises. When black women began to assume a public presence and to demand representation in policy making and implementation, the state adopted an ambivalent posture towards both women activists and pro-active women's organisations. In response, many women's organisations have accommodated their stances by seeking to complement the functions and rhetoric of the state rather than to contest or confront it. Their focus tends to be on 'improving women's status' through income generation and welfare programmes. The more radical women's organisations – fewer in number – deal with issues of women's rights to identity, property and ownership, and reproduction. However, whether the women's organisations have engaged the state in 'partnership', 'negotiation' or 'confrontation', they do not function in a vacuum. Both the welfare and the rights-oriented women's organisations have entered the public arena by seeking to link their vision or goal with universal values of equality, justice, citizenship, democracy or accountability.

Many women's organisations have noted that they are under scrutiny from male-dominated institutions within civil society itself. Male activists also have difficulty in acknowledging women's organisations as political structures, or recognising the women's movement as a political or ideological movement. This bias also translates into perceptions that women's organisations have about themselves and their 'movement'. In fact, in all three countries, some women claimed that there was no 'women's movement' or that it was in decline. This means that civil society is still largely insensitive to the political value of women's agency as transformational. It also translates into a more cautious activism of women in terms of civil society building.

Women's organisations can be seen as 'energised social spaces'. This reality cannot be contested by the debate around the *raison d'être* and the ownership of women's organisations or the question of whether the interests of men and rural/urban poor women are adequately represented in their programmes. The mere existence of women's organisations as 'social spaces' ensures that issues of accountability, democratisation, inclusiveness, and governance become more widely discussed.

4

Results of Women's organisations

This chapter describes the achievements of the women's organisations in the field of gender equality. The second section of the chapter analyses the extent to which these results have contributed to strengthening civil society in the three countries. In the third section we will look at the relevance and effectiveness of the work of women's organisations. In the fourth section the conclusions for this chapter are summarised.

4.1 What are the results for gender equality?

The women's organisations supported by the CFAs are involved in all domains of gender equality, but they are particularly active in the promotion of women's political participation and legal rights, women's social rights and identity and women's physical integrity. Apart from the provision of credit facilities and some advocacy work on economic rights, the women's organisations studied are hardly represented in the economic sector. The women's organisations are also not very active in sectors aiming at rendering basic social services. This is in line with the general picture of the women's organisations in the three countries.

Women's political participation and legal rights

The women's organisations in the three countries are actively involved in promoting women's political participation. They are particularly successful in enhancing women's *access to the judiciary* and in contributing to *improvements in legislation and law reform*. Joining forces with like-minded organisations in research, documentation, lobbying and advocacy has been a good strategy to achieve results in these domains. Women's organisations – more in Kenya and South Africa than in Zimbabwe – are also effective in advocating women's rights in *decision making* at local level and in stimulating women to take up *leadership positions* in their communities. Some efforts have also been undertaken in South Africa and Zimbabwe to strengthen women's participation and representation in national politics, but the results of these activities are not known.

Efforts and achievements of the women's organisations in the field of political participation have to be seen in the different political contexts of the three countries, that are not very conducive for women's political participation. In Zimbabwe political participation is limited by ongoing political repression. Although the new government in Kenya has created more opportunities for citizenship development, this has not brought NGOs and women's organisations together. In South Africa the absorption of many women leaders into politics and government since the establishment of a democratic

society has created a leadership vacuum in the women's movement and has increased the need for further strengthening of women's leadership capacities.

Access to the judiciary and improved legislation

A number of women's organisations are active in increasing women's access to the judiciary and legislation. Some have set up legal aid clinics, provide legal assistance in court or refer women to the police or judiciary. Provision of legal advice and assistance in court responds to a huge immediate demand of women and children. Access to rights of maintenance, property and inheritance should protect them and guarantee a minimal livelihood after divorce, abuse or death of a partner.

Box 5 – FIDA support to self-representation in court

Training for self-representation starts on a one-by-one basis, but groups of women with similar cases are formed for group training. Women are counseled about their case, about the law and court procedures. They're also trained to ask questions and to keep quiet if they don't understand the question. We spoke with three women who had taken their own divorce case to court, where they face professional lawyers and sometimes also their husband. Before and after each session the FIDA lawyer discusses the case with the client, so as to prepare them step by step. Usually, the judges are very supportive for a woman representing herself. The interviewed women are proud of their performance in court and happy about the support they have received and the new things they have learned.

Other organisations promote indirect access to the judiciary through information and education. They bring test cases to the higher courts on behalf of women seeking legal protection and provide training on legal matters to the public, lawyers, police, health workers, employers, clerks and magistrates. The Zimbabwe Women Lawyers' Association, for instance, has trained all magistrates throughout Zimbabwe, to make them more aware of how the judiciary deals with women.

Improved legislation for women is advocated by professional women's organisations in the legal sphere and in reproductive health and rights. These organisations have played an active role in providing technical assistance in legislation and law reform, in litigation and test cases. They have lobbied in parliament and among political parties and have contributed to the review of the constitution and the CEDAW shadow report. Through their strategic networks they have been instrumental in ensuring that women's rights and interests are included in legislation, law reform and sectoral policies.

Women's leadership and participation in decision making

Various organisations have encouraged women's leadership and participation in decision making at different levels of society. They work with female politicians, both elected and appointed women members of parliament (MPs) and with councillors. As a result MPs have learned to analyse a bill from a gender perspective and their self-esteem and confidence have increased. Other organisations train rural women in group dynamics, leadership skills and democratic governance. After the training many women take up leadership positions in community forums and committees, become community

leaders, or hold office as councillors. They use their newly acquired gender and leadership skills and organisational capacities to exert their influence on matters of equality, justice or governance. Yet their participation in overall decision making (e.g. as a member of the community council or as a chief) is still limited, since traditional leadership is still in the hands of men.

Women's social and cultural status

Almost all of the organisations studied work to enhance women's socio-cultural status in society. By working with individual women, with groups of women, government officers, key actors in civil society and/or the media, these organisations have enhanced women's self-esteem and women's access to information and social services. Through advocacy for a better recognition of women's rights and identity they have also contributed to more positive attitudes towards women and gender images in society.

Changing gender images and promotion of women's identity and rights

The majority of these organisations work actively to help change gender images in society and to promote the recognition of women's identity and rights. This should ultimately result in changes in the attitudes and practices of actors in society like chiefs, police officers and health managers towards women, as well as in a general climate and willingness to consider women as full-fledged citizens. Strategies used to address these issues include research, law reform and litigation, provision of information, social services, training, technical assistance, lobbying and advocacy work. Some organisations assist women in accessing social security grants, or help to improve medical, police and legal services. Others undertake leadership training for individual women or organise the spread of information, for example through a website or an internet café. They try new ways to make information available and build women's capacity in using new information technologies. These strategies have been successful in various ways. They have contributed to an improved social position, to women's identity and visibility, as well as to a better recognition of women's rights and of gender images in society. However, the process is long and slow; much remains to be done.

Women's *social rights*, for instance, are addressed by Black Sash in South Africa. This organisation works on implementing Section 21c of the South African Constitution and helps thousands of women (and an increasing number of men) to access their social security grants. 'Give women a voice' is the powerful vision of the Zimbabwe Women Writers organisation, which creates space for women to write and publish. In the words of the women writers, ZWW addresses *women's identity and visibility*. Writing has helped them overcome grief and loneliness: 'writing is a therapy'. They have discovered that in becoming visible, they become a resource for other women. Women's lives come into the open in story form, for example in 'Women in Resilience' (2000), a collection of stories written by women ex-combatants, and 'A Tragedy of Lives', which documents the lives of women in prison (2003).

Various organisations organise gender awareness training for chiefs, police officers, and people working in health care and education with a view to addressing *women's rights and gender images* in society. Gender awareness training for police officers is

on the agenda of organisations in all three countries. This type of training is a first step *towards change in attitudes and practices*.

In Kenya FIDA is involved in training chiefs on gender roles and disparities, women's rights, inheritance, succession, matters of child custody, divorce and traditional practices. Training of chiefs is important because of their central role in community affairs. In the event of family problems, chiefs may be the first to be consulted for help. They also have a mandate to deal with legal matters, they testify in court on land disputes, mediate between parties, etc.

Box 6 – Chief Mohande's experience with women's rights training

Chief Mohande came to Kisumu to meet the evaluation team. He told us about his experiences with the three-day training that he had received from FIDA in Western Province in 2001, and the follow-up training in 2002. It was a unique occasion, he said, because it brought together 28 chiefs and assistant chiefs from Western Kenya, and they were able to learn about the different cultural practices in their area by sharing with each other. Before attending the seminar, he and his fellow-chiefs had thought of FIDA as a group of women who wanted to take over the government. After the training, he understood that FIDA is actually supporting the government, because they do what the government ought to do, notably teach women about their rights. The training made him aware of things he had not noticed before, because he had taken many practices for granted. Now he knows that some of these so-called cultural practices, are even against the law. 'Participants reached almost a consensus that things should change', he said. After the training the chief discussed what he learned with his assistant chief and the elders of his village. His approach to women who come to him for help is different now. For example, he has taken some cases to the baraza and to women's groups, to raise awareness about the issues in his community. The chief has also instructed the police to register women's complaints and he has told the women that they should come to him if the police fail to listen to them.

Women's physical integrity

Protecting women's physical integrity is also a core issue in the work of most women's organisations in the study. Activities to strengthen women's physical integrity are comparable in the three countries. They often combine curative and preventive work. The organisations use campaigns, outreach, shelters, counselling and training programmes to break the silence on physical abuse and other forms of domestic violence that are generally considered to belong to the private sphere, thus moving these issues into the public debate. They advocate for women's sexual and reproductive rights, their physical integrity and control over health. Some organisations are also successful in encouraging women to negotiate for safer sex and to work towards living positively with HIV/Aids. Prevention of HIV/Aids is a relatively new area for the women's organisations, as most of the attention given to this issue up until now has concentrated on the provision of care and support to people infected with the virus, in combination with other activities.

Violence against women and women's sexual and reproductive rights

Organisations involved in defending women's sexual and reproductive rights usually combine curative services with lobbying and advocacy activities. *Curative services* are mostly provided directly to women and girls who are victims of physical abuse. The organisations provide shelter and counselling to the women who come for help. Women victims of abuse receive protection, safety and privacy, which helps them to recover from the abuse. The counselling work enhances the knowledge and understanding of women and girls of their situation, their rights and the legal system. This has often contributed to increased self-esteem, confidence and skills to better defend their sexual rights, and in some cases improved the women's access to the justice system.

Preventive work includes lobbying and advocacy activities, research and public campaigns that address women's reproductive and sexual rights, and physical abuse of women. The activities aim to enhance public awareness, open up the public debate, promote law reform (abortion, domestic violence) as well as obtain improvements in the health system. In the three countries studied, women's organisations have been instrumental in putting the issue of women's physical integrity on the personal, national and sometimes the international agenda. The preventive work is usually done in cooperation with other organisations. Various organisations in our study participate in the same public campaigns. Campaigns such as the '16 days of activism against domestic violence' and the 'White Ribbon Campaign' stretch over more than one country.

Box 7 – White Ribbon Campaign: an example of successful awareness raising

In March 1997 Nisaa organised its first White Ribbon Campaign in Johannesburg and Gauteng Province. The campaign involved the distribution of 100,000 pamphlets with white ribbons as part of the celebration of International Women's Day. The campaign encouraged people to wear the white ribbon as a symbol of protest against violence, and it disseminated information and solutions to domestic violence through the pamphlet. The campaign was taken up by 35 other organisations, all of whom had agreed to distribute thousands of ribbons and pamphlets about abuse of women, and to hold talks at high schools, church groups or women's groups. Between 1997 and 2000 the campaign expanded and by 2000 all nine provinces of South Africa had been reached. By that time, Nisaa had distributed one million white ribbons and pamphlets to rural and urban women in South Africa. In 2000 and 2001 the White Ribbon Campaign was brought to Swaziland and Zimbabwe, respectively. Nisaa actively cooperated with the Swaziland Action Group Against Abuse and the Musasa Project in Zimbabwe.

Helping people to live with HIV/Aids

Care and prevention related to HIV/Aids is a relatively new field of attention for the women's organisations in the study. Most organisations do not yet have a policy on HIV/Aids. They take up the issue in combination with their core business and undertake activities such as legal advice, shelter and counselling, nutrition, training and creation of awareness on women's rights and HIV/Aids. In Kenya, for instance, Women Fighting against Aids has been successful in helping HIV infected women live positively with HIV/Aids, by making it clear that being infected does not mean that one immediately dies. Increasing women's awareness of their bodies and lifestyles, through

counselling and group therapy, helps them to better cope with the difficulties. The organisation also provides clinical treatment and medicines, primarily for opportunistic infections, such as diarrhoea, herpes zoster and skin diseases. A small group of people who have access to anti-retroviral drugs is being counselled on the use of the medicines.

In general there are few advocacy activities focused on prevention and women's interests and needs in relation to HIV/Aids. Yet, HIV/Aids is on everybody's mind and the reality of the disease affects the programmes of all women's organisations. With the exception of a few Hivos supported organisations, like Musasa and the Women and Aids Support Network in Zimbabwe and Delta and Agenda in South Africa, that work together on the Treatment for Action Campaign, the women's organisations do not deal directly with prevention and awareness raising on HIV/Aids.

Women's economic independence

In all three country studies poverty, HIV/Aids and economic dependence were mentioned as major obstacles for the development of women, their families and society as a whole. Yet only few women's organisations among the CFAs' partners aim at increasing women's economic independence.

Achievements in the economic domain are mainly found at the level of the individual women through access to financial services and information on how to undertake economic activities. Women are empowered to take up work that used to be men's work. The results become visible in the form of increased self-esteem and of investments in children, in food, furniture, property and homestead development at the level of their households and families. Results of lobby and advocacy organisations that promote women's rights of access to critical economic resources of land, housing and employment and that help women to claim these rights, are not very massive, but also important. More apparent are the achievements of the legal organisations in guaranteeing access to basic resources for survival after divorce or death, e.g. to maintenance and deceased estates. However, this is limited to the intervention areas of these legal organisations (in and around urban areas); there is no mechanism that ensures that women living in remoter areas can access information about their economic rights or claim enforcement of these rights.

Access to credit and saving facilities

Most prominent in the field of promoting economic independence of women are the organisations involved in savings and credit programmes. The organisations assist women – individual borrowers or borrowers organised in groups – by providing loans, usually in combination with a savings programme, and by strengthening women's leadership, management and/or technical skills. Women can access credit for the setup or expansion of small businesses, for agricultural production activities and in some cases also for consumer needs. Repayment rates are high (from 75% to over 90%). Women benefiting from credit are primarily rural women who would otherwise not qualify for credit and savings facilities in formal financial institutions. Most of the beneficiaries are women, but some credit organisations also accept a limited percentage of men as members.

The loans have enabled some of the clients to set up small businesses, such as the sale of vegetables, second-hand clothing and furniture, or to expand or diversify their existing businesses. Women's success stories include reports of increased income, improved living standards (school fees, better food) and investments made in property (houses, furniture). Women reported better access to information, increased self-confidence, and greater independence from their husbands (financial, emotional).

Box 8 – The story of Joyce, business client of SEF: Why did I cry for him?

My husband works in Johannesburg, he does not come home often. At first I used to cry for him, begging him to come home. Now I am more independent and I even ask myself: Why did I cry for him? If he chooses not to send money for his children, I can take care of them. My relationship with my children has improved. I feel free to speak to my elder son about HIV/Aids and I make sure that he cleans his room and he does not wait for his sisters to do it for him. After participating in the leadership training, I can also attend some of the meetings in the community and I am not shy to say something anymore. Some people have noticed the change and they even come to me for advice. (Interview during meeting with business clients of SEF in Bothashoek, Limpopo Province, South Africa).

Not all women clients of the credit organisations were able to set up profitable businesses. Some of the women loan takers did not have the business sense or the required skills, whereas others needed the loans for urgent family matters. On the other hand, women who were successful in their businesses encountered new types of problems. Some became more vulnerable to abuse by their husbands, because the men didn't like their wives becoming too independent. Others were affected by crime. Theft or other forms of crime are difficult to handle in rural areas because there are either no police stations or they usually do not function well and are not sensitive to women's problems.

Economic rights

A limited number of women's organisations, working in the legal sector, assist women in claiming their economic rights. They address issues of women's rights and access to economic resources (land, housing, employment), primarily through test cases, advocacy and lobbying work. In South Africa, for example, the Women's Legal Centre (WLC) launched a constitutional challenge to the law that women can only acquire housing properties through a man in the family. As a result of this action, Cape Town City Council passed a directive instructing attorneys, who are transferring properties in housing subsidy schemes, to ensure that such properties are transferred to men and women jointly. WLC was quite successful in helping the women involved in the test cases to obtain their rights. By doing so it contributes to a change in institutional practices.

4.2 How do the achievements contribute to civil society building?

To what extent do the results in the field of gender equality and women's rights brought about by the women's organisations contribute to the building of a stronger civil society? In Kenya, South Africa and Zimbabwe the women's organisations studied are not always in the forefront of the NGO movement and other social movements. However, there is some progress compared to the time when women's organisations dealt only with 'women's welfare'. The examples of the presence of the Women's Coalition in the wider NGO movements in Zimbabwe, the prominence of FIDA and COVAW in Kenya in political issues and the role of the Women's National Coalition during the political transition in South Africa show that women's coalitions have begun to break into the more visibly political issues at the general public level. Dealing with violence and HIV/Aids is also enabling women's organisations to take on positions more in the 'forefront' of civil society.

All dimensions of civil society building – organisational strengthening, networking and forming alliances, lobbying and advocacy for policy influence and citizenship development – can be found in the work of the women's organisations, but not all organisations visited are equally strong in all the fields. There is an explicit concurrence between the results for gender equality and civil society building: organisations that are successful in enhancing women's political participation and in promoting women's socio-cultural status and rights are also strong in contributing to civil society building. This comes as no surprise, as these two dimensions of gender equality overlap with the elements of justice and participation in the notion of civil society building. Apart from this explicit concurrence, there are differences in focus between the women's organisations studied in the three countries. Compared to Zimbabwe and South Africa, women's organisations in Kenya are more active in service delivery at the local level and have begun to actively engage in organisation building. Women's organisations in South Africa and Zimbabwe have more prominent strategies for networking and forming alliances and for lobbying and advocacy than those in Kenya, where the women's organisations are divided along ethnic alliances. As a result, the women's organisations in the three countries contribute in one way or another to the strengthening of citizenship by enhancing social consciousness and political responsibility.

Organisational development

All women's organisations recognise the value of organisational development, but their organisational capacities show different levels of development. Some organisations were found to operate in a professional manner, with enough attention to planning and organisational development, while others had recently introduced new organisational structures and systems or were in the process of changing from a volunteer-based organisation into a professional one. Their strategies include strategic multi-year planning together with staff, putting into place new management systems as well as improving the organisational structures and procedures.

Yet *organisational development* does not figure among the priority areas of most of the women's organisations of the study. In general, capacity building of their own organisations is weak and the women's organisations face many challenges in this

domain, such as discontinuous leadership, insufficient financial resources, a project-based organisational structure and high staff turnover. Such organisational constraints lead to a lack of focus, high workloads, double tasks and stress. Many organisations have problems of leadership due to a change of directors or because directors find it difficult to combine internal and external management of the organisation.

Women's organisations recognise that *accountability* towards their members, beneficiaries or constituencies is another issue that needs attention. At present the organisations are primarily accountable to their board and donor agencies. This holds true for all three levels of society at which the women's organisations operate, but it is more the case for the national policy advocacy organisations than for local service providers. The lobby and advocacy organisations are strategic players rather than representative actors in civil society. However, their relative distance from community-based organisations and poor rural women raises the question of to what extent their advocacy is likely to represent the interests of the women they are designed to assist, and to what extent these constituencies will be kept informed.

In all three countries *strengthening the organisational capacity of women's groups and other women's organisations* is not an explicit aim of the women's organisations. Exceptions can be found, however, among the older membership-based organisations. These organisations are strong at the community level and strengthen the organisational capacity of women's groups through training in group dynamics, leadership and democratic governance. Other organisations that work at the community level either stimulate the creation of groups as an instrument to enhance efficiency in service provision (credit provision; self-help) or focus on individual women, who represent communities and community-based organisations. In these cases the spin-off does not extend beyond the direct beneficiaries, nor does it directly contribute to stronger community organisations.

Networking and alliances

Networking among women's organisations

In the three countries there are strong linkages between like-minded organisations working in the legal sector and more broadly on reforming the constitution. The collaboration consists of mutually referring clients for service delivery, helping each other provide and disseminate information, and jointly lobbying for recognition of domestic violence as a crime, law reform and the protection of women's rights. The networks extend beyond the national level. There are intense contacts between organisations in Zimbabwe and South Africa, focusing on violence against women. In Kenya, FIDA plays an active role in national NGO networks like Bomas to safeguard gains made for women in the constitution.

Linkages within civil society

In spite of the linkages between like-minded women's organisations, most women's organisations tend to work in isolation. Networking with other actors in civil society, such as mixed NGOs, social movements, religious groups and churches, informal community-based organisations and other women's groups is a domain that has not been sufficiently explored both from the side of the women's organisations and the other civic actors.

Compared to South Africa and Zimbabwe, the women's organisations in Kenya have rather strong linkages with formal and informal women's groups at community level, e.g. for the purpose of credit provision and training. In South Africa and Zimbabwe, these linkages were stronger in the past than they are now. Coalitions and structures such as the Rural Women's Movement, the National Network on Violence against Women in South Africa and the Women Action Group in Zimbabwe were instrumental in ensuring that legislation and policies passed were responsive to the needs of women in urban as well as rural areas. They played an important role as a conduit of information in both directions. Unfortunately, coalitions like these that represent the interests of rural women do not exist anymore or have become less functional. The process of transferring information to and from these women is therefore hampered. National organisations active in research, information gathering and advocacy generate crucial information necessary for promoting gender equality, but they lack the vehicle to reach the organisations at local level.

Linkages with the state

Linkages with the state differ per country. In Zimbabwe there are many tensions between the government and the oppositional NGOs, including the Women's Coalition, which make radical demands of the state. The fact that the political stance of the women's organisations is not acceptable to the government leads also to disagreement between the women's organisations and is thus a very sensitive issue in the women's movement.

In Kenya and South Africa civil society – including gender activists – succeeded in overthrowing the previous governments. With the onset of the new governments in these countries, freedom of assembly and speech were expanded, and the role of civil society organisations as stakeholders in the governance transition process was recognised by the state.¹ Women's representation in parliament increased and in South Africa a considerable number of women have since become ministers in sectors that are traditionally perceived to be male terrain such as housing; agriculture and land; mineral and energy affairs; and trade and industry. However, the movement of women into parliament and government left a leadership vacuum within the women's movement in South Africa. It also created a situation for civil society leaders in which their interactions with the state became interactions with old friends. The danger of co-optation became very real. Civil society organisations have been urged to redefine their relationships with the state and to find their niche again. It has also become clear that these women in government have hitherto not been able to really make a difference in the extent to which gender equality issues are taken up in their respective ministries. It is apparent that this is only the beginning of a long way to go.

¹ It is noted that the political changes in Kenya are quite recent and that the space for civil society is not stable yet.

Box 9 – In the words of Pethu Serote, Director of Getnet, South Africa:

From 1994 when our friends and comrades went into government, we suffered a brain-drain. We also suffered an identity crisis. These people were our friends, comrades, we worked with them, fought together and held hands. We had a rosy picture of all these women making gender equality a reality in government. What we did not bargain for is how difficult it would be. First they had to learn about the structure and function of the institutions. By the time they had done so, they were already absorbed into day-to-day constraints and challenges of working within a bureaucracy. It can be disempowering for women to move into institutions such as parliament and the judiciary. Changing the living conditions of women involves far much more than numbers.

Despite the tensions that exist between the women's movement and the state in the three countries (which tensions are stronger at the moment in Zimbabwe than in Kenya and South Africa), a useful collaboration is found in all three countries between a number of women's organisations and some government services. The collaboration focuses on involving the government institutions in implementation of the programmes of the women's organisations and concerns in particular the domain of violence and women's rights.

In South Africa various women's organisations have taken up the challenge of monitoring government's efficiency in the implementation of legislation and gender-sensitive policies with a view to holding the government accountable for its performance. Strategies developed for this purpose include the development of gender budgeting capacities among women's leaders and the development of an African Gender and Development Index. Other examples are training of government officers to make them more aware of women's rights and technical assistance to government programmes to incorporate gender issues in their design and management.

Linkages with the business sector

The women's organisations have very little contact with the private business sector in the three countries. Only three examples of collaboration were found. Women's organisations that provide credit or agricultural extension may work together with institutions for marketing or technology development. In Kenya the Coalition Violence Against Women engaged business companies to help raise funds for their organisation through a golf tournament. In South Africa, companies have been involved in public education campaigns (e.g. in the distribution of pamphlets for the White Ribbon Campaign). In Zimbabwe resource persons stated that the business sector views civil society organisations with suspicion. It is reluctant to support initiatives from civil society organisations because of state retaliation. The current economic situation is forcing the business sector to look more actively for alliances, but this does not yet mean that it will show interest in issues pertaining to women.

Lobbying and advocacy to influence policy

Lobbying is generally understood by the women's organisations as directly influencing decisions ('getting something done or changed'). Advocacy is broader and in-

volves research, documentation, training and campaigns which help to inform decision makers.

The achievements of the women's organisations point indeed to a series of lobbying and advocacy strategies used in their activities. Such strategies include public campaigns and litigation that aims at improving legislation for women, easing access to the judiciary, fair trials, better understanding from police and local government, etc. This also includes lobbying for effective governance. Black Sash, for instance, focuses attention on the Promotion of Administrative Justice Act during workshops for civil servants. This act addresses inefficiency in government departments such as the Department of Home Affairs, which is known for causing delays in processing ID applications (which impacts negatively on people's right of access to social security). Women's organisations also use the media to advocate explicitly for women's rights, or, more generally, for gender equality. In Zimbabwe, for instance, information is spread through the WAG magazine 'Speak Out', through the ZWRCN News Bulletin 'Woman Plus' and through books issued by ZWW.

The outcome of lobbying is visible in the law reforms and the formulation of new legislation. This includes legislation on abortion, sexual offences, domestic violence and customary marriages. The lobbying is also evident in the civil debate on each country's constitution. The women's organisations in Zimbabwe took the lead in the 'no-vote' campaign during the referendum about the proposed constitution in 2000. The inclusion of the equality clause in the constitution in South Africa is one of the greatest achievements of the women's movement in South Africa. It was made possible by strong linkages and networks under the umbrella of the Women's National Coalition, which allowed women to articulate their rights in one voice. It is evident that lobbying and advocacy are stronger when professional organisations form strategic alliances and networks rather than work in isolation.

At a continental or global level, advocacy and lobbying have contributed to the call for implementation of international conventions such as CEDAW and the Beijing Platform for Action. To ensure that gender and development in Africa is incorporated appropriately into UN Human Development reporting and monitoring systems, the Centre for Applied Legal Studies is involved in developing the African Gender and Development Index.

Box 10 – The development of an African Gender and Development Index by the Centre of Applied Legal Studies (CALS) in South Africa

The African Gender and Development Index (AGDI) was invented by the gender division of the UN Economic Commission on Africa, which set out to develop an index that was more appropriate and indigenous for Africa than the existing Gender and Development Index and Gender Empowerment Measure. The AGDI was developed and tested in 14 African countries and the Gender Research Programme of CALS is currently doing the fieldwork in South Africa. The AGDI is divided into a qualitative and a quantitative part and it measures government performance in four domains, i.e. women's rights (CEDAW), and women's political, economic and social power. The index study has been followed with much political interest, because it is generally believed that South Africa scores better in these domains than other African countries. This is, however,

far from certain. Results obtained so far indicate that the South African government has done well in a number of fields and not well in others. It scores positively in domains directly related to women, e.g. violence against women, health and legal issues, but it does not seem to fare as well in areas that require gender mainstreaming, e.g. land rights, education curricula and access to agricultural extension. These experiences show that the task of mainstreaming gender in all areas of life is still huge. The index has thus a huge potential as a lobbying and advocacy tool to keep the pressure on the government.

Not all organisations are active in the field of lobbying and advocacy. The more traditional organisations and organisations working in rural areas are not very active in this field. As was said at the headquarters of the Young Women's Christian Association in Nairobi: 'It is not one of our strongest areas'. For these organisations their role as service provider has priority. Their work is indispensable in the present situation in which the governments are (as yet) incapable of addressing citizens' needs and interests, let alone women's rights issues. However, by focusing on fixing the dykes that have broken, these organisations take on the government's work and have little time left to call the government to action, through lobbying and advocacy work. This may lead to the vicious circle in which NGOs attend to people's immediate needs, which is actually the responsibility of the government, while the NGOs' attendance may well give the government an excuse to look away. This circle, in which the government leaves service provision to civil society, can only be broken through the formation of strategic alliances and lobbying by the NGOs.

Lobbying and advocacy work takes much time and energy, which some organisations can hardly spare. This was the feeling expressed by Women Fighting against Aids in Kenya, which had lobbied successfully to reduce the price of anti-retrovirals, but was also sceptical about opportunities to re-direct government HIV/Aids money towards meaningful programmes. Furthermore, work in the field of lobbying and advocacy can be compromising or confusing when confronted with a situation in which several former colleagues have taken up positions in government. Moreover, it should be noted that expertise in the art of advocacy and lobbying is limited to a handful of activist women who are leading the national women's organisations. It is not coincidental that a great deal of advocacy and lobbying is carried out by organisations based in the countries' capital.

Citizenship development

From the foregoing it will be clear that the women's organisations play a role in strengthening citizenship within an environment that is not always open to their initiatives. They help women claim their rights and foster women's participation in civic matters and governance, as well as men's contributions towards responsible and equal citizenship. By doing so, the women's organisations add new dimensions to the concept of good citizenship. They help to create new norms and values in society and preserve social cohesion in their respective communities.

Women claiming their rights

The numerous legal reforms passed in the 1980s and 1990s in South Africa and Zimbabwe (related to the constitution, marriage, labour, domestic violence and inheri-

tance) laid the legal basis to free women from their traditional subjugation. In addition, the systematic dissemination of information on women's rights has encouraged women to seek their rights in ambiguous situations, where modern and customary law co-exist. Women who are victims of domestic violence or economic abuse have learnt to seek peace orders and maintenance. The increasing number of women seeking legal protection results in individual and mutual empowerment, without which they would never be able to become citizens. Yet, ensuring that the millions of poor women living in remote areas will be informed about their rights constitutes a major challenge for the future.

Women's participation in civic matters and governance

Women in South Africa who have received leadership training are starting to address their chiefs on issues such as the shortage of water in the village. They are participating in community structures such as school governing bodies, local electricity committees, community policing forums, local ANC committees, etc. Some of the trained women have built a strong working relationship with a local police station and have formed a local women's crime prevention network. While doing so, they have encountered opposition from male community leaders who still feel that women must leave such matters to men.

In Zimbabwe the current political and economic chaos does not provide an enabling environment for the people to participate actively in local and national affairs. However, women's organisations have been successful in mobilising women to protest against the violation and 'regulation' of civil rights (restriction of private organisations, prohibition of press) or to speak out (vote against the constitutional amendment). Sometimes this is not without negative consequences. After the march to protest against the new regulation of Voluntary Private Organisations, the chair of the Women's Coalition was arrested and then released after a few days.

As already mentioned, women's organisations add new components to the dimension of good citizenship in our framework. Via their work, women's organisations help to *create new norms in society and to overcome taboos*, e.g. about being HIV-positive, about domestic violence and about traditional practices towards women. Mobile teams of legal counsellors take men along in their counselling on women's and family rights. This supports changes in their perceptions of male-female relations as well as changes in men's attitudes towards women as citizens.

Moreover, women's organisations are engaged in civil society building through what may be called *social maintenance* or *preservation of social cohesion in family and community*. Faced with the needs in society, women help other women resist violent or greedy male family members, provide home-based care to the sick and dying, feed orphans, pay school fees, and find housing. The women's organisations are overwhelmed by the problems of their countries and communities and they try to help wherever they can. It is the sort of work that used to be classified as welfare and perhaps even charity. It is not earth-moving, does not get publicity and often goes unrecognised, like so much of the work in the care economy. It fits in our rubric of civil society building because any other civil society building work would be impossible without this type of work done by women. In South Africa this type of social maintenance work is a spin-off of training activities that foster women's awareness of their

rights and strengthen women's leadership capacities. It is also a common feature among community-based organisations. Research undertaken by one of the Commissioners of the Commission on Gender Equality in fifty municipalities in Gauteng Province found thousands of community-based initiatives, especially in the field of victim support. Women's groups, church groups and strong individuals support women in shelters, provide food to children and support to community members, HIV/Aids orphans, disabled people and others. They also address the men responsible for the abuse or crime. They do so without receiving any support from outside, financial or otherwise. Although men also participate in these activities, women are the backbone of all these support systems. As stated by the Commissioner *'It is there that the vitality of civil society is visible'*.

Involvement of men

Opinions on the need to work with men vary among the women's organisations in the study. Some organisations increasingly involve men, either because they don't want the men to feel left out, or because they consider it important to address the causes of the problem. To ensure that women will keep the lead, these organisations have developed the rule that management should remain in the hands of women, and that men can be members of the groups up to a certain maximum, such as 20%. Other, more feminist, organisations refuse to work with men, because they consider the time not ripe yet. According to their view, women still need the space to make their voices heard and become empowered, which is much more difficult to realise in a setting where men and women are together.

Involving men creates new types of challenges. Should an organisation, for instance, allow men to have access to counselling services, while these drop-in centres are in fact a safe haven for abused women? The Musasa project is still struggling with the question of whether it should change to a strategy of maintaining harmony in the family, while in the past the organisation was known for its outspoken position against male aggression. In another example men became involved as community peer trainers in a sexual rights campaign. Many male trainers felt confronted and dropped out. The Women's Health Programme in South Africa responded to this situation by adapting the training manual to improve the men's understanding and sensitivity with regard to women's health needs and sexual rights, as well as to men's sexuality and masculinity.

4.3 Relevance and effectiveness of the work of women's organisations

The *relevance* of the work of the women's organisations is high. It is appropriate and fitting in light of the present situation of gender equality and civil society building in the three countries, because the organisations deal with issues that cause severe problems for women and that are hardly addressed by the government and other actors in civil society. Working for changes in laws, for sexual and reproductive rights for women, for positive attitudes of chiefs and police officers towards women, for better access for women to credit facilities and for democratic and leadership training will not only enhance changes in gender relations, but will also contribute to civil society at large. It is equally relevant that the women's organisations bring so-called private issues into the public domain, and break taboos which ultimately are not just

harmful to women but to men and families as well, such as the taboos around HIV/Aids. Given the lack of proper care for sick people, widows and orphaned children, it is also relevant that women's organisations step in and help out where they can.

So far the primary relevance of the work of women's organisations both for civil society building and for gender equality lies in the establishment of a framework at the policy level and the examples set for action that is needed. The relevance decreases when it comes to translating this framework into practice. Both in the public and the private sphere, there is still a huge gap between policy and practice. This is not only a problem for women's organisations, but also for other, mixed organisations. Bridging the gap means that policies of other actors in society should be engendered and strategies need to be developed together on how to answer the major needs of poor black women. This of course is related to the overall challenge of how to implement the laws and how to enhance the efficiency and effectiveness of government service delivery.

The *effectiveness* of the work of the women's organisations is measured by the extent to which the women's organisations attain their formal and informal objectives, the scale of the results and the characteristics of the beneficiaries.

All of the organisations have attained (some of their) stated *objectives*. In this sense they are more or less effective. However, most organisations have formulated their objectives in such general terms that it is difficult to assess to what extent the results achieved correspond with the objectives. What can be said, though, is that the organisations have contributed positively to gender equality and civil society building, as explained in the previous sections of this chapter.

Effectiveness in terms of the *scale of the results*, i.e. the number of people reached in the various sectors, varies between the organisations and the type of activities undertaken. The areas in which we have observed contributions to gender equality and civil society building do not cover all domains of life. Little is being done to improve women's economic independence (other than through micro-finance and safeguarding maintenance, property and heritage); the women's organisations are not engaged in the issues of land redistribution; and they are virtually absent in sectors of basic social services. However, they have started to incorporate issues of HIV/Aids in their programmes.

Service organisations provide direct assistance (credit, legal advice, counselling or shelter) to an increasing number of clients. They are confronted with a growing demand and inadequacy of government services in the protection of women's rights. Training programmes usually reach a limited number of people, with the exception of some programmes that have developed a system of peer education (training of trainers). Organisations whose core business includes lobbying, advocacy and information distribution have organised a significant number of campaigns to bring about attitudinal, legal and other changes in society. Most campaigns reach a large audience by using the media, public events and a multitude of distribution centres. The effectiveness of such campaigns is enhanced by using creative tactics and through strategic partnerships and networking with other organisations. Yet, it is hard to tell to what extent the training, lobbying and advocacy campaigns lead to changes in attitudes towards

women, and whether successful legal reforms are put in practice. On the basis of examples given, such as working with chiefs and police officers, we can assume that such activities have spin-off effects that in the long run may contribute to changes in male-female relations and society at large.

Service delivery and working with communities helps people with their immediate problems, but it is not very effective in changing gender relations. A few organisations have developed an effective combination of service delivery and policy influencing. These are women's organisations that have moved from service delivery to influencing policy and have been able to link the real life experiences at community level to policy frameworks and vice versa. However, the combination is not always effective for women's organisations specialised in lobbying and advocacy that have started to diversify their work by providing services as well because of the urgent needs they are faced with (see also below).

Effectiveness of the activities in terms of their *significance for poor people* cannot be quantified, since the organisations rarely collect information on the characteristics of their clientele. On the basis of evaluation reports, an analysis of strategies and the people met during the field visits, we may derive that many of the beneficiaries belong to the poorest segments of society. They are black or coloured women from poor urban areas, townships, and sometimes also from poor rural areas. In some cases participatory wealth ranking has allowed SEF in South Africa to target the most vulnerable women in the intervention area. Beneficiaries of gender and human rights training programmes also include policy makers, professionals, health managers, semi-professionals (e.g. paralegals) and government officers (police, court justices). Increasingly, male beneficiaries can be found in the organisations' programmes, because more and more organisations feel the need to stimulate men to reflect upon their responsibilities with regard to gender inequalities in society.

Positive factors that have enhanced the effectiveness of the organisations include the creation of strategic partnerships with other organisations and the development of the organisation towards a learning organisation. A growing number of organisations now take the time to reflect upon their performance, identity and focus. They are developing themselves into a learning organisation and this is subsequently reflected in strategic planning exercises, improvements in the management systems, and a better focus in the activities.

While discussing with the organisations the *constraints* that hamper the effectiveness of their work, two points kept arising: the rapid diversification of the work, implying that more and more fields of activity are added to the programme, and the high pressure on the resources, not only financial but especially the human resources, due to the sort and amount of work at hand.

The diversification of the work is both a response to the organisation's observation of needs that are unattended and to demands by the target groups. The credit organisations cannot meet all the demands of members for credit. The organisations rendering support to women victims of abuse run into so many women who are no longer safe. On the one hand, it is a logical development in the life of any organisation to diver-

sify its products according to perceived needs, but on the other hand it results in a very thin spreading of resources and in a loss of focus of the organisation.

The pressure on human resources is felt in all the organisations, but particularly in those that deal with women's emotional problems so intensely. Many staff members told about the need for staff counselling, because of regular cases of burn-out. They spoke of being burdened with work beyond their field of expertise. Because of the design and scope of their activities, the organisations' work places a heavy emotional burden on people, especially due to the regular confrontations with violence and the death of colleagues and clients from HIV/Aids. Some of the organisations know quite well that they cannot be stretched any further, but feel pressured by the demands of the environment, which they can barely resist.

4.4 Differences and similarities between Kenya, Zimbabwe and South Africa

Although *Kenya* was the first of the three countries to become independent, it took more than forty years before civil society was taken seriously and was represented in elections and constitutional reform. It took long because the civil organisations not only were under an oppressive regime, but they also were divided along ethnic and political party lines. This also happened to the women's organisations that tried to unite and to link with the NGO movement; in fact they still operate in isolation rather than in unison. The Kenyan women's organisations are very active in service delivery, notably in sectors that are the responsibility of the government because it is unfortunately not capable of looking after its citizens. Even the few organisations that primarily focus on lobbying and advocacy for women's rights are caught up in service delivery to protect women. The compulsory role of providing care uses up a lot of energy and it is usually not recognised by support systems. This issue is becoming an extra constraint in making alliances and networks that can help to draw public attention. The situation seems somewhat contradictory: Kenya has always had many women's organisations at community level; yet they often work in isolation. Whether they work at national or local levels, the women's organisations are confined to the sectors in which they operate. They do not have enough political leadership and credibility to move to platforms at higher levels, where they could create networks and alliances. The big challenge for the women's organisations is to overcome ethnic division and to use the increasing political space to be heard.

The women's organisations in *Zimbabwe* are relatively young; most of them are NGOs that emerged in the 1990s. The traditional membership and faith-based organisations are not as prominent as in Kenya. The women's organisations are mostly based in the capital, where political decision making and government services are highly centralised. Their focus is on lobbying and advocacy of women's rights, combined with legal services. The strong role of women's organisations in civil society building is due to a combination of the competence and activism of a number of organisations working together on women's legal and human rights. They are recognised as leaders within civil society and sister movements in the region. In legal matters they are invited by the government to contribute to legislation. At crucial moments, the women's organisations joined bigger civil coalitions to oppose the government, but they have kept their own alliances. While the gap between the women's organisations and the

wider NGO movement concerned with civil and human rights is thus not as big as in Kenya, the women's organisations in Zimbabwe also suffer from isolation and exclusion. Their networking and policy influencing activities, whether or not combined with services (of information, protection, training), do not reach very far. Moreover, the women's organisations that are engaged in service delivery at the level of communities do not combine this with networking and influencing policy. The paradox is that the women's organisations' efforts to challenge the state are highly relevant (a political must), but they are not carried by the rural masses. This is not only due to the ongoing oppression of civil society organisations, but also to the urban bias and a lack of coordination and vision within the women's movement.

In *South Africa* the women's organisations can look back on a productive contribution to a gender-sensitive and democratic framework. With the new constitution and many pro-women laws in place, the women's organisations are now confronted with the challenge of ensuring that the laws are implemented. However, many women's organisations have lost the focus they had in the past. For a long time they were at the forefront of the civil society movement, which has now gained its space in the government itself. As in Zimbabwe, the women's organisations in South Africa were very active in lobbying and advocacy and in collective action to call public attention to the injustices burdening women. The women's movement – which was so strong before 1994 – has lost momentum because it has had to reposition itself. The women's organisations have come to realise that having democratic structures does not repair the disruptions in civil society. South Africa is one of the most unequal societies in the world. Black women have been disadvantaged in all fields, and constitute today the group of women who are most vulnerable to poverty, violence and HIV/Aids. New skills, a new approach and healing processes are required for the women's movement to find a new joint focus. In this respect the women's organisations are still confronted with the same realities as the women's organisations in Zimbabwe and Kenya. The focus on networking and lobbying and advocacy at national level has not been accompanied by alliances at grassroots level. Here also, there is a lack of leadership and vision. There is a general feeling that women need to sit together and reflect. As some people interviewed said: *'The women's movement is at a cross-roads and needs to be revived. We have been running for the past ten years. If we really want to make a shift, and to achieve new goals, then we must make time to put our acts together and reflect on how we can do this'*. The high level of expertise, commitment and action on the ground shows a huge potential for the future.

4.5 Conclusion

At the individual level, women's organisations impact directly on the lives of women through the provision of space and opportunities for women to acquire new identities as public subjects and as activists. At a wider social level, organisations enable women to enter the public arena and to contribute their ideas and energies to development initiatives and the crafting of democratic and governance values and practices.

The promotion of women's rights, the enhancement of women's participation in governance and in democratic leadership as well as the creation of gender sensitivity and positive attitudes towards women among government agents, politicians and repre-

representatives of civil society organisations can be considered important contributions to civil society building in general and to citizenship development in particular. As a matter of fact, the women's organisations add new components to the dimension of good citizenship, as understood by the CFAs. They help to create new norms and values in society and preserve social cohesion in their respective communities. This is their most important contribution since gender equality and respect for women are not yet deeply rooted in the African societies.

However, there are many factors challenging the effectiveness of the women's organisations. In spite of the positive achievements of the women's organisations, women continue to be considered second-class citizens, and poverty, HIV/Aids and violence against women continue to threaten the lives of many women. The women's organisations studied have no deliberate policies or strategies to promote women's access to productive resources and, although women's organisations take up the issue of HIV/Aids in relation to their core business, they usually have no elaborated HIV/Aids policy.

Furthermore, there is still a huge gap between policy and practice that needs to be addressed. Women's rights are still not seen as an integral part of the development process. The majority of women are not aware of their rights and high levels of illiteracy among, especially rural, women constitute a major stumbling block for their empowerment. Geographical, economic and educational disparities among women are considerable, and racial or ethnic tensions continue to compromise efforts aimed at forging a collective front.

The scale of the results varies between the organisations and the type of activities undertaken. The results were found to be related to the growing demand for services, low capacity for training programmes, effective use of media and strategic partnerships and networking with other organisations. The effectiveness of the women's organisations was particularly strong in the legal sector, where most strategic partnerships were found and where service delivery often is combined with policy influencing. In general however, women's organisations, though working hard in their respective fields, work in isolation and lack strong alliances between themselves and other sections of civil society and the state.

Another factor influencing the effectiveness of women's organisations is the development of their organisations. Although an increasing number of women's organisations are trying to improve their professional performance, they are faced with rapid diversification of the work and the high pressure being placed on financial and (especially) human resources. The diversification may lead to a thin spreading of resources and a loss of focus of the organisation. The pressure on human resources is felt in all the organisations, but particularly in those that deal with women's emotional problems. The overburden of work and confrontation with violence and death from HIV/Aids make it impossible for some of the organisations to stretch any further.

5

Contribution of the CFA support to results of women's organisations

The role of the CFA support was examined in three steps. First, the partner portfolios were analysed to discover the importance of support to women's organisations in general. Second, the views of the women's organisations regarding the quality of CFA support were investigated with the help of the responses to the e-mail questionnaire and the discussions during the workshops in the three countries of study. Third, the role of the women's organisations in civil society building was reviewed in light of the CFA strategies described in Chapter 2.

5.1 The CFA portfolios of women's organisations

The portfolios of Cordaid, Icco and Hivos differ considerably between Kenya, Zimbabwe and South Africa. The proportion of 'pure' women's organisations (more than 80% run by and for women) out of the total number of partners of the CFAs in the three countries varied from 12% to 24% (in 2003). This is higher than the overall portfolios, in which the proportion of women's organisations ranged from 3% to 20% in the same year. The support to these countries is therefore not representative for the overall portfolios of the three CFAs. It means that the CFA support to women's organisations in Southern and Eastern Africa is more intensive than elsewhere, particularly for Cordaid and Icco (see Table 4 below).

The percentage is the lowest – but still higher than average – for all three CFAs in Kenya (varying from 10% for Cordaid to 15% for Hivos and 16% for Icco). The proportion of women's organisations supported by Hivos in Zimbabwe and South Africa is the highest (27% and 28% respectively). The figures for Icco and Cordaid are much lower in these two countries (between 11% and 16%). The high proportion of women's organisations supported by Hivos in Zimbabwe and South Africa is explained by the active role that the regional office has played (for more than ten years) with regard to the Gender, Women and Development strategy oriented at women's organisations in this region.

Table 4 – The local / national women's organisations supported by Cordaid, Hivos and Icco in Kenya, Zimbabwe and South Africa (number and percentage of all partners in 2003)

	Cordaid	Icco	Hivos	Total
Partners with >80% women as beneficiaries	12 (14%)	10 (19%)	23 (27%)	42 (19%)
Partners with >80% women as beneficiaries and with >80% women in management ('pure' women's organisations)	10 (12%)	8 (15%)	21 (24%)	36 (16%)
All partner organisations in Kenya, Zimbabwe and South Africa	85 (100%)	54 (100%)	86 (100%)	222 (100%)
Total number of 'pure' women's organisations and their percentage out of all partner organisations	58 (3%)	60 (7%)	171 (20%)	

Source: Desk study

The portfolios of Cordaid, Icco and Hivos do also differ in terms of the age of the women's organisations they support and the duration of the support. The women's organisations supported by Icco and Cordaid in the three countries are generally older than those supported by Hivos. Two-third of their portfolios has been established before 1990 and have been supported for ten years or more. Hivos' portfolio is dominated by young organisations (39% is younger than five years). This corresponds with a shorter duration of support (see Table 5).

Table 5 – Duration of CFA support compared to the age of the pre-selected local/national women's organisations

Year of establishment and duration of support	Cordaid	Icco	Hivos	All
Established before 1990	8 (67%)	7 (70%)	7 (30%)	20 (48%)
Average number of years	9,8 yrs	10,7 yrs	9,3 yrs	
Established in / after 1990	4 (33%)	3 (30%)	16 (70%)	22 (52%)
Average number of years	6,0 yrs	8,3 yrs	5,2 yrs	
All women's organisations	12 (100%)	10 (100%)	23 (100%)	42 (100%)
Average number of years	8,5 yrs	10,0 yrs	6,4 yrs	

Source: Desk study

In Table 6 below the women's organisations are categorised by their focus and level of activities on the basis of CFA files. This gives a rough indication of why these organisations have been selected by the CFAs. Whereas the portfolios of Cordaid and Icco are engaged primarily in the provision of services and capacity building, Hivos puts relatively more emphasis on policy influencing and less on services and training. Actually, there are two types of organisations that are active in lobbying and advocacy. The first type refers to organisations that are working to stop violence against women and that provide legal services. They have moved beyond service provision and have also taken up lobbying and advocacy work to change public opinions and laws. This type is found among the partners of all CFAs. The second type refers to women's organisations that aim directly at influencing policy through research, information dissemination and other forms of advocacy. The Hivos portfolio is strongest in this regard with 39% of the women's organisations working specifically in these areas. This corresponds with Hivos' more elaborate strategy of supporting professional and activist organisations that specialise in advocacy for women's rights and socio-cultural status through research, information dissemination, media exposure and the publication of relevant literature. Hivos' scope in supporting women's organisations is thus wider than that of Cordaid and Icco. It does not only cover more strategies of civil society building, notably networking and influencing of policy (these often go together), but also more dimensions of gender equality, in particular the dimensions of women's political participation and socio-cultural status.

Table 6 – The women's organisations by major focus of activities in Kenya, Zimbabwe and South Africa (number and percentage of pre-selected women's organisations)

Focus of activities	Level of activities	Cordaid	Icco	Hivos	All
Provision of economic and social services	Individuals and groups	8 (67%)	5 (50%)	9 (39%)	20 (48%)
Provision of training and capacity building	Individuals and groups	4 (33%)	3 (30%)	5 (22%)	12 (29%)
Research, information, lobbying and advocacy	National, regional, international	0 (0%)	2 (20%)	9 (39%)	10 (24%)
Lobbying and advocacy in combination with services or training	Local, national, international	3 (25%)	2 (20%)	6 (26%)	10 (24%)
Total (%)		12 (100%)	10 (100%)	23 (100%)	42 (100%)

Source: Desk study. Totals exceed 100% because organisations may be active in more than one field.

The less clear strategies of Cordaid and Icco result in less deliberate choices of women's organisations that play a role in civil society building. But it is not only the partner selection that determines the role that women's organisations can play in civil socie-

ty building. The CFAs' support can also be indirectly instrumental by enabling the environment that drives the women's organisations to strengthen civil society according to their own visions and circumstances. This will be dealt with in the following section.

5.2 The role and the quality of the CFA support

Cordaid, Icco and Hivos are important donors for most of the women's organisations that have been studied. Most organisations are not now, nor have they ever been, able to carry out their work without external funding, especially the organisations working on advocacy for women's rights. Most organisations have multiple donors, but often for one year only and for specific programmes or resources. For most of the women's organisations the CFA funding represents between 10% and 30% of their annual budgets. It either contributes to the overall goal of the organisation (institutional funding) or to specific programmes or branches including staff salaries and operational costs of these components.

The institutional funding enables the organisation to stabilise the planning and implementation of programmes for a couple of years. Multi-annual contracts are the rule now, and that is convenient for both sides. The provision of core funding makes the CFAs different from most other donors. Particularly in Zimbabwe, the women's organisations rely on Hivos to sustain them and to keep critical programmes operating in a time when many governmental donors are withdrawing from Zimbabwe.

The institutional funding is also used for organisational strengthening, for example staff training, strategic planning sessions and the recruitment of new staff. This is very important since many partners struggle with organisational problems. These include high staff turnover (due to the high workload, better salaries in the government and business sectors and loss of people's lives through Aids), lack of coordination, insufficient focus and coherence, as well as limited reporting, monitoring and evaluation capacities.

The support provided by the CFAs is highly appreciated by the women's organisations. The core funding that all of the CFAs are willing to provide was usually mentioned as the first outstanding characteristic of the Dutch aid. In this respect the CFAs were said to differ from other donors, both from governmental and non-governmental sides. Flexible institutional and programme support have enabled the organisations to bridge periods of shortage of money, to broaden the geographic scope of activities, to initiate new activities or to fund specific extras like publications, sponsoring of training, and conferences. Multi-annual contracts and pooling of donor funds save time for the organisations. The women's organisations were also satisfied with the accessibility of the CFAs and the frequency of communication. In the case of Hivos and Cordaid, this is facilitated by a regional office in Harare and Nairobi respectively. Whereas contacts with the headquarters of Cordaid were not mentioned, those with the headquarters of Hivos and Icco were said to be functional.

The dialogue with the CFAs is often concentrated on financial and administrative matters. In fact, the CFAs have become more demanding with respect to contractual pro-

cedures. Hivos and Icco were said to provide critical feedback on financial and narrative reports and sound advice on financial management and investments. Cordaid was not mentioned in this regard. In South Africa administrative processes and money transfers of the CFAs were said to be slow. The delays were sometimes due to a lack of coordination within the CFAs and slow administrative procedures. During the transfer from Balance to Cordaid and from Interfund to Hivos partners in South Africa encountered communication problems (e.g. reports had to be sent many times) and got lost in the new financial and administrative procedures. In Kenya and Zimbabwe the CFAs were said to be more punctual in providing money and flexible in the event of delayed reporting. The partners suffering from serious delays in reporting were aware of their shortcomings in complying with the administrative and financial procedures. They would appreciate more support from the CFAs.

Except for Hivos, the dialogue with the CFAs on strategic matters was found to be less intensive. Hivos was particularly mentioned with respect to its dialogue with the women's organisations on how to embark on new activities and its incentives for networking and exchanges between women's organisations in the region. Hivos' gender expertise was regularly mentioned as a stimulating factor, in particular by the organisations operating at a more academic level.

All organisations are experiencing strong competition for donor funds that have decreased over the last years. Competition and financial insecurity are also felt among the women's organisations themselves. The present system of funding is not conducive for a coherent and sustainable development of collaboration within civil society. The women's organisations reported at the Zimbabwean workshop that joint consultations between donors and NGOs to identify needs and streamline the apportioning of resources have become less frequent in general. The women's organisations remembered that such consultations offered the opportunity to relate with mixed NGOs and to call for others to support gender equality in their own areas of work instead of leaving that matter to women's organisations.

5.3 How does the CFA support fit to the work of women's organisations?

The organisations supported by Cordaid, Icco and Hivos are non-governmental organisations and a number of them serve as 'intermediaries' between the people and the state. As the previous chapter has shown, the women's organisations receiving CFA support do not represent all levels of the societies in which they are found. Community-based organisations are barely in the picture of CFA support to women's organisations; yet the study has shown that these organisations are crucial in maintaining the most basic functions of civil society.

In spite of the limited scope of the CFA support, it is highly relevant because the CFAs support the core businesses of a number of women's organisations in areas that are not attended to by other organisations. The support is more important for service delivery, lobbying and advocacy for women's rights than for organisation building, collaboration between civil organisations and alliances to address other stakeholders.

The field study showed some differences in the civil society building performance of the partner organisations supported by Cordaid, Icco and Hivos, respectively. Although the differences in performance cannot be attributed to the CFA support in a direct way, it is possible to see some concurrence with the choices of the CFAs of why and how they support women's organisations. This will be explained below.

Organisational development

During the study it appeared that the women's organisations did not address the need for support for organisational strengthening and institutional development. This is remarkable in view of the special emphasis that the CFAs, in particular Hivos and Icco, give to matters of capacity-building in their civil society building and gender policies¹ and partner policies² respectively.

Over the last years, the CFAs, and other donors, have encouraged and supported the partners to embark on more strategic planning. This has resulted in more clarity on the roles of management, staff and board members in the organisation of the partners. Since this is a recent phenomenon, no results were visible, nor any differences between the organisations supported by Cordaid, Icco and Hivos. Actually, the findings show that out of the nineteen women's organisations involved in the field study, only a few (26%) appeared to be well organised and structured to cope with the amount and stress of the work. These organisations stood out in their strong management and attention for staff development.

As described in the previous chapter, the contribution of the women's organisations to the development of other organisations is also modest. The contribution of the organisations working in the area of violence or Aids (30%) is limited to the formation and training of self-help groups in which women learn to look after themselves and each other. Some of these women become volunteers who help in enlarging the coverage of counselling services. These groups do not evolve into real organisations or structures. The same holds true for the organisations engaged in skills training (22%, particularly partners of Cordaid and Icco, since they work more often with community organisations than Hivos). The group formation enables capacity-building and empowerment of individuals. The work of organisations aiming directly at enhancing women's leadership in communities or constituencies (26%, more often partners of Hivos than of Cordaid and Icco) is important for women's representation in local or political bodies.

Networking and alliances

The CFAs provide financial incentives or technical assistance to help partners work together. Institutional support to networks and alliances is found in their contributions to global membership organisations and global or regional networks for lobbying and advocacy. Institutional support to networks and alliances within civil society at national level is rare for Icco and Cordaid. Hivos channels quite some support to

1 Hivos Policy Paper Civil Voices at a Global Stage, 2002: 22 and 26.

2 Icco Bedrijfsplan periode 2003-2006: 6 and 13 and Cordaid Notitie partnersturing, 2000: 3-5.

regional organisations and exchanges between local/national partners to enhance networking.

When looking at the women's organisations studied, three forms of networking have been identified. The first is the membership of the women's organisations in larger worldwide or regional umbrella organisations. An example is the Iccko-funded Young Women's Christian Association in Kenya, which is a member of the global YWCA based in Geneva. The second form is the membership of partners in (inter)national NGO networks, such as the FIDA African Network in Eastern Africa, the National Association of NGOs in Zimbabwe or the National Network on Violence against Women in South Africa. The third form consists of collaboration and exchange between like-minded organisations in the country or the region. This form of networking is prominent among the women's organisations all over Southern and Eastern Africa that combat violence against women. These organisations know each other from exchange visits and international campaigns. In this sector the donors are instrumental in funding these visits or in disseminating the information on each other's activities. The exchange in this sector is particularly strong between partner organisations in South Africa and Zimbabwe supported by Hivos (and Novib).

Networking between complementary organisations enlarges the scope of interventions. Continued collaboration evolves into a strategic alliance in which not only women's organisations participate, but also other actors in the sector. As has been described above, the women's organisations working on violence against women or on women's legal rights have exceeded the level of service delivery by bundling their forces, and they are trying to engage the government services that hold responsibility in the sector. The basis of strategic alliances is strong leadership and vision in the organisations. Donors, including the CFAs, are not directly involved in alliances, although they may encourage women's organisations to coordinate initiatives. This is what Hivos tries to do through partner consultations and support of regional organisations that can facilitate exchange of information between the networks and coalitions.

Lobbying and advocacy

As is the case with strategic alliances, influencing policy through lobbying and advocacy is the outcome of the vision, activism and professionalism of women's organisations. These are the key ingredients for successful efforts to change the public debate and improve legislation on women's rights and on their physical and legal protection. The CFAs have recognised that the women's organisations need space and resources to disseminate information to enhance awareness of women's rights. By targeting their support on prevention and information in addition to legal aid or protection, all three CFAs contribute to influencing the public, including the men, on women's rights. This advocacy is particularly facilitated by supporting organisations that specialise in advocacy, notably through research and the media. Hivos' support was found to be most effective in this respect. It should be emphasised here that providing support to advocacy is only effective if the partner organisations have the vision and professional skills needed. Not all women's organisations active in advocacy are able to reach sufficient coverage and make an impact on people's understanding and attitudes regarding the situation of women.

Development of citizenship

It has been concluded that all women's organisations promote citizenship. The self-esteem, responsibility and representation of citizens are enhanced, both at individual and community level and through legislation. It was also concluded that the effects of civil society building are strongest when women's organisations succeed in working at different levels by linking practice to policy influencing or in working together for that purpose. This holds particularly true for organisations that have moved from service delivery to influencing policy. It is apparent that coverage and impact for citizenship development are wider if CFA support is targeted at multi-level interventions or at strategic partnership for reasons of complementary interventions. The big challenge for the women's organisations is to transform the gains of improved legislation into making the laws work. So far, the civil society building approaches of the CFAs have not been elaborated, for example, with regard to *making the laws work* for the people in the communities. Nor are the CFA strategies clear about how people's *rights of access* to services (economic, social, or legal) are to be ensured and maintained.

6

Conclusions and lessons learnt

6.1 Conclusions

The specific objectives of this programme evaluation were to assess: (a) the significance of women's organisations in strengthening civil society, taking into account their objectives, strategies and activities in promoting gender equality; and (b) the relevance and quality of the support given to women's organisations by the CFAs. The conclusions are arranged following the research questions formulated under these objectives.

Where do women's organisations operate and what do they achieve?

- 1 The domains of the women's organisations' activities supported by the CFAs are largely similar in all three countries. They are involved in a broad range of issues. The issues are related to women's rights of access to resources and of representation and participation in decision making in many sectors. These vary from violence against women and legal services to advocacy for women's rights (whether human rights or social, sexual and reproductive rights), women's access to credit, information, and health and HIV/Aids care, and women's capacity building in political participation and leadership.
- 2 The type of activities depends on the objective of the organisations and the level on which they focus their interventions: provision of services to women at individual and community levels; capacity building and training; research, lobbying and advocacy for influencing national policies; or combinations of these levels. International women's organisations are either membership organisations or network organisations that are active in lobbying and advocacy for women's rights. The latter bring national issues to the international agenda, whereas the former provide information, technical assistance and the like to the national / local women's organisations.
- 3 Women's organisations are particularly active in the promotion of women's legal rights, women's political participation, women's identity and women's physical integrity. The focus of the activities pertains to critical issues that are not only crucial for the survival, integrity and identity of individual women, but also for the participation of women in political matters. The work is relevant, because these issues would otherwise not receive due attention from other institutions in society or government. The mere fact that women take up these issues justifies the *raison d'être* of women's organisations in the above sectors.

- 4 The women's organisations are not equally present in all sectors. Apart from the provision of credit facilities and some advocacy work on economic rights, the women's organisations studied are hardly represented in the economic sector. The women's organisations are also not very active in sectors aiming at rendering basic services of education and health care, but they have started to incorporate HIV/Aids prevention in their core businesses. The women's organisations do not respond to huge needs of women in these sectors.
- 5 Kenya, Zimbabwe and South Africa find themselves in different stages of democratisation that go hand-in-hand with different spaces for civil society movements. Within this space we find women's organisations that engage the state in efforts of 'improving women's status' as well as more radical women's organisations that challenge the state in 'claiming women's rights'. The response from the Kenyan and Zimbabwean state has been limited to lip-service to international conventions that received no follow-up. In South Africa there has been some progress in policy areas addressing women's specific issues. Implementation of achieved policy frameworks aiming at a change of gender relations remains a major challenge.
- 6 Apart from the limited space vis-à-vis the state many women's organisations are under scrutiny from male-dominated institutions within civil society itself. These institutions have difficulty in acknowledging women's organisations as resourceful structures. This bias also translates into an underestimation of the political value of women's organisations, not only by themselves but also by others.

Contributions to promoting gender equality

- 7 Promotion of gender equality was operationalised in four dimensions: economic independence, socio-cultural status, political participation and physical integrity. The major achievements of the women's organisations were found in the fields of political participation, social-cultural status and physical integrity. They are particularly successful in enhancing women's *access to the judiciary* and in contributing to *improvements in legislation and law reform*. Women's organisations – more in Kenya and South Africa than in Zimbabwe – are also active in advocating women's rights in decision making at local level and in stimulating women to take up *leadership positions* in their communities. Some efforts have been noted of strengthening women's participation and representation in national politics, which is a difficult arena that is not very open to women. The entering of women leaders into politics and government, e.g. in South Africa, has created a leadership vacuum in the women's movement that needs to be filled.
- 8 Activities to strengthen women's physical integrity in the three countries often combine curative and preventive work. Through campaigns, counselling and training programmes they *break the silence on physical abuse* and other forms of domestic violence by moving these issues into the public debate. Some organisations are also successful in advocacy for women's *sexual and reproductive rights* and help people to *live with HIV/Aids*. Prevention of HIV/Aids, however, is not high on the agenda of the women's organisations.

- 9 Almost all of the organisations studied work to enhance women's socio-cultural status in society. These organisations have strengthened *women's self-esteem* and *women's access to information and social services*, by working not only with women (individuals, groups), but also with government officers and/or actors in civil society or the media. Women's organisations are faced with increasing demands of men, especially when they are offering outreach services combined with information. This should ultimately result in *changes in the attitudes and practices* of chiefs, police officers and health managers towards women, as well as in a general *climate and willingness to consider women* as full-fledged citizens. The coverage of these activities is not great in view of the problems faced by women living in the patriarchal societies of this part of Africa.
- 10 Achievements in the economic domain are mainly found at the level of individual women through access to financial services and information on how to undertake economic activities. The results become visible in the form of increased *self-confidence* and of *investments at the household and family level*. Results of lobby and advocacy organisations that promote women's rights of access to critical economic resources are more apparent for access to *basic resources for survival*, e.g. to maintenance and deceased estates, than for productive resources of land and employment. Moreover, women living in remote areas cannot access information about their economic rights or claim their enforcement.

Contributions to a stronger civil society

- 11 All dimensions of civil society building – organisational strengthening, networking and forming alliances, lobbying and advocacy for policy influence and citizenship development – can be found in the work of the women's organisations, but not all organisations visited are equally strong in all the fields. The organisations that are successful in enhancing women's political participation and in promoting women's socio-cultural status are also strong in contributing to civil society building. These two dimensions of gender equality overlap with the elements of justice and participation in the notion of civil society building.
- 12 Apart from this explicit concurrence, there are differences in focus between the women's organisations studied in the three countries. These differences are not only related to the different types of women's organisations found in each country, but also to the composition of the sample selected for the field study. Women's organisations in Kenya are more active in *service delivery* and *organisation building* at the local level, whereas organisations in South Africa and Zimbabwe have more prominent strategies for *networking and forming alliances* and for *lobbying and advocacy* to be more effective in service delivery and policy influence. The outcome of the strategies of the women's organisations in all three countries contributes to the *strengthening of citizenship* by enhancing social consciousness and political responsibility, but we cannot conclude that results are widespread. There is a long way to go.
- 13 The relevance of the contribution of women's organisations to civil society building can be summarised under three effects: increased attention for women's rights, strengthening of women's social identity, and increased participation of women

in public life and decision making. As a matter of fact, the women's organisations add new components to the dimension of good citizenship, as understood by the CFAs. They help to create new norms and values in society and preserve social cohesion in their respective communities, where gender equality and respect for women are not yet deeply rooted.

- 14 It was not possible to measure the effectiveness of the work of the women's organisations in quantitative terms. This was due to gaps of information in progress and evaluation reports and there was no time to analyse effectiveness beyond these reports. The available data could tell that the effectiveness of the work of the women's organisations showed considerable variation. Organisations focusing on service delivery mostly meet their stated objectives, whereas training and outreach programmes, however, cover a limited number of people. The organisations that work in lobbying and advocacy reach a considerable audience. The organisations that have developed strategic partnerships appear to be particularly effective for the combination of service delivery with policy influencing. This was the case for women's organisations working on constitutional reform, violence against women and marriage law reform.
- 15 Effectiveness is challenged by an ever-increasing demand for services in a context where the government and other patriarchal institutions do not do enough to prevent the causes creating this demand. Moreover, effectiveness is constrained by a low capacity for training, outreach and information programmes, and the fact that most women's organisations often work in isolation. With the exception of women's organisations working in the legal sector strategic partnerships and networking with other women's organisations are scarce, and alliances with other sections of civil society and the state are not strong.
- 16 In South Africa the creation of strategic alliances and networks is hindered by deeply rooted class barriers and race differences. Women have expressed an urgent need for healing and self-reflection activities that would enable them to come to terms with their individual social and cultural identities and their role and position in society as black, coloured or white women.
- 17 In trying to meet demands many women's organisations are faced with rapid diversification of the work and high pressure being placed on financial and (especially) human resources. A number of women's organisations are trying to improve their professional performance by working on more strategic planning and staff development, but that is not enough to meet demands or to alleviate the pressure, particularly in organisations that deal with violence and the toll of HIV/Aids. Consequently, organisations working under pressure suffer from staff turnover, discontinuity in management and have no time left for reflection and networking.

Policies and strategies of the CFAs underlying the support to women's organisations

- 18 The elaboration of the civil society building policies has remained slow and general until 2002. Hivos has made its early policy intentions more clear in 2002, while Cordaid and Icco are still working on them. While Hivos is quite clear

about why and how it supports women's organisations as active segments of civil society struggling for gender equality, Icco and Cordaid have difficulty in linking the policy intentions in the field of civil society building and gender equality. Furthermore, all CFAs are still elaborating strategies and tools to implement the policy under the various sectors or themes. The absence of an operational policy makes it difficult, if not impossible, to assess partner organisations against the policy objectives. It is noted that the capacity of the CFAs to elaborate the civil society building policy framework is very small.

- 19 All three CFAs recognise that gender relations in terms of access and power are unequal, but they have a different vision of how this could change. They consider the promotion of equality between women and men to be the responsibility of all partner organisations, and that therefore partners should become more gender-sensitive. Cordaid and Icco have no concrete strategies for how partner organisations should articulate this in their programmes. Hivos has formulated specific objectives to empower women by supporting their organisations.
- 20 Hivos' strategy to support women's organisations and their networks is justified by the recognition of their role in civil society. The priorities are indicated in the sectoral strategies, and explicitly so in the gender, women and development strategy. Hivos supports a considerable number of women's organisations (20% out of all partners are women's organisations), but it does not have a definition of a women's organisation or a specific target for the number of women's organisations to be supported. The support to women's organisations falls largely, but not completely, under the Gender, Women & Development sector, for which a number of issues have been prioritised and a financial target of 15% has been set for the volume of the support.
- 21 Although Cordaid does not have a specific strategy on supporting women's organisations, it has a clear definition of a women's organisation and it has decided that – by the year 2006 – 15% of the partners should be women's organisations. The volume of its support to women's organisations (3% of the portfolio) is far from the above objective. Icco has no specific strategy of supporting women's organisations either. The volume of Icco's support to women's organisations has remained constant (around 7% of the partner portfolio).
- 22 The capacity of the CFAs to elaborate and safeguard their gender policies has undergone changes. Until 2003, all CFAs had special gender policy officers, but Cordaid and Icco have abolished the post of a central gender policy officer and transferred the responsibility to the Quality and Strategy department. To support the staff within the departments, Cordaid works with gender focal points and Icco with a temporary Gender Task Force. The gender capacity has remained stable in Hivos. Both in Cordaid and Icco, the situation was found to be inadequate.

Contributions of the CFA support to the effectiveness of women's organisations

- 23 The women's organisations in the three countries receiving CFA support operate at two levels: service delivery to women at individual and community level and influencing policy between local and (inter)national levels. They hardly represent

community-based organisations. Nevertheless, the study has shown that these organisations can be crucial in maintaining the basic functions of civil society.

- 24 The CFA support is more often used for service delivery and policy influencing in the field of women's rights than for organisation building, collaboration between civil organisations and alliances to address other stakeholders. Cordaid and Icco are more focusing on service delivery and Hivos is stronger in supporting policy influencing.
- 25 The CFAs give special emphasis to matters of capacity-building in their policies of civil society building or partnership. The CFA support to strengthen strategic planning has resulted in more clarity on the roles of management, staff and board members in the partner organisations, but results for a more effective output were not (yet) visible. It was apparent that the women's organisations are in need of more support in the area of organisational strengthening and institutional development.
- 26 The contribution of the women's organisations to the development of other organisations is limited to the formation and training of self-help groups, e.g. in which abused women or women living with Aids learn to look after themselves and each other. These groups do not develop a formal organisational structure. The same holds true for the organisations engaged in skills training that enables capacity-building and empowerment of individuals (these organisations are more often supported by Cordaid and Icco than by Hivos). The work of organisations aiming at enhancing women's leadership in communities or constituencies is important for their representation in local or political bodies (more often partners of Hivos than of Cordaid and Icco).
- 27 The CFAs provide financial incentives or technical assistance to help partners work together. Institutional support to networks and alliances within civil society at national level is rare for Icco and Cordaid. Hivos channels quite some support to regional networks and exchanges between women's organisations in the region, notably between organisations that combat violence against women. They know each other from exchange visits and international campaigns.
- 28 Networking between complementary organisations enlarges the scope of interventions. Continued collaboration evolves into a strategic alliance in which not only women's organisations participate, but also other actors in the sector. The women's organisations working on violence against women or on women's legal rights have exceeded the level of service delivery by bundling their forces, and they are trying to engage the government services that hold responsibility in the sector. The basis of strategic alliances is strong leadership and vision in the organisations. Although the CFAs are not directly funding alliances, they may facilitate the exchange of information between the networks and coalitions and encourage women's organisations to coordinate initiatives. Hivos is more active in this respect than Icco and Cordaid.

- 29 The CFAs have recognised that the women's organisations need space and resources to disseminate information to enhance awareness of women's rights. By targeting their support on prevention and information in addition to legal aid or protection, all three CFAs contribute to influencing the public, including the men, on women's rights. Hivos' support was found to be more effective than Cordaid and Icco by supporting organisations that specialise in advocacy, notably through research and the media.
- 30 All of the above strategies of organisational development, networking, collaboration and policy influencing contribute to a greater participation of women in the public. It is apparent that coverage of these strategies is wider, if CFA support is used for combinations between service delivery or training on the one hand and lobbying and advocacy for policy influence on the other. Such combinations were found in women's organisations supported by all three CFAs in the legal sector.

View of the women's organisations of the CFA support

- 31 Cordaid, Icco and Hivos are important donors for most of the women's organisations that have been studied, not only because of the substantial funding, but especially because the support includes funding of the organisation and the programmes over a number of years. The provision of institutional funding makes the CFAs different from most other donors (governmental and non-governmental) and it is critical for the survival of organisations in times when other donors are withdrawing, as has happened in Zimbabwe. The institutional funding is also important for staff development and strategic planning. This is especially important for partners that suffer from high staff turnover (due to the high workload, better salaries in the government and business sectors and loss of people's lives through Aids) and insufficient management skills.
- 32 The CFA support is highly appreciated by the women's organisations. The women's organisations were also satisfied with the accessibility of the CFAs and the frequency of communication. The dialogue with the CFAs is often concentrated on financial and administrative matters. Although the three CFAs have become more demanding with respect to contractual procedures, they are considered more flexible than other donors according to the majority of women's organisations. Except for Hivos, the dialogue with the CFAs on strategic matters was found to be less intensive than for administrative or financial matters. Hivos' gender expertise was praised for its strategic innovativeness and incentives for networking between women's organisations in the region, especially those working in research and information.
- 33 All organisations are experiencing strong competition for donor funds. Competition and financial insecurity are not conducive for development of collaboration between civil society organisations that depend on donor funding. Joint consultations between donors and NGOs to identify priorities and needs have become less frequent nowadays.

6.2 Lessons learnt

Linkage between policies of civil society building and gender equality

- 1 The current elaboration of civil society building strategies creates a new opportunity for the CFAs to pay attention to the situation of women in civil society organisations. The reason is that the key issues of an equitable division of power and justice are central both in civil society building and gender equality policies.
- 2 This study draws attention to three points that deserve attention in the future. First, the recognition of persistent gender inequality at various levels of society should be integrated more consistently in the policy intentions of Cordaid and Icco. Second, attending to overarching issues does not mean that the CFAs can do without specialised professional staff simply 'because every staff member should pay attention to these issues'. In order to bring operationalisation further, the policy departments of the CFAs cannot do without specialists in the area of civil society building and gender equality. Third, the linkages between policy areas only become explicit if they are translated into priorities in the form of themes, programmes and targets enabling operational choices.
- 3 Cordaid is encouraged to make a gender analysis of its major policy themes for regions and countries in order to identify gender disparities and to gain insight into the place of women's organisations in civil society. Cordaid should make a further choice of how it wants to contribute to reduce gender inequality in the five policy areas (urban development; access to markets; health and care; peace and conflict; HIV/Aids in Africa) and incorporate this in the policy framework and toolbox for civil society building.
- 4 Icco's support should not only be based on guidelines for partnership, but also on potential contributions that can be made to its priority themes (fair economic development, access to basic social services, democracy and peace building). Icco's gender policy should be thoroughly incorporated in its new policy paper on civil society building, so that the current gender priorities (women's rights, access of girls and women to basic services, women's access to trade and markets and their participation in social processes) get their rightful place there.
- 5 Hivos can improve its gender and civil society building strategies by analysing and indicating more clearly the place and space of women – within partner organisations and within target groups – in each of its sectors (sustainable economic development, arts and culture; gender, women and development; human rights and Aids).

The notion of women's organisations as civil society organisations

- 6 The CFAs' definitions of a women's organisation need to be clarified and based on a strategy. The (potential) role of women's organisations at different levels of society is determined by five features: the structure; the beneficiaries, the vision, the type and level of activities. The current circumscriptions (e.g. used in reporting) are partial; they either refer to the structure and/or the beneficiaries (Cordaid,

lcco) or to the vision of the organisation (Hivos). We assume that type and level of activity are already reported in the general partner descriptions. Features referring to structure, type of beneficiaries and vision of the organisation should be clarified and used in the appraisal and administration of partners and projects, for example as follows:

- The structure of a women's organisation is defined by female management, i.e. women direct the organisation and occupy most (more than 80%) of senior and middle management positions.
- The beneficiaries include predominantly women, meaning that more than 80% of its members (in the case of a membership organisation) or of the beneficiaries of its programmes are women.
- The vision or goal of the organisation refers to the *raison d'être* of the organisation and to the objectives of its activities: does the organisation aim at ensuring rights of identity, integrity and access to resources and/or does it work on equitable participation and representation in decision making for women?

Priority areas for support

- 7 In the future the CFAs should actively continue to support women's organisations that aim at redressing the inequality between women and men. Sectors in which women's organisations are prominent often deal with women's rights that are not taken up by others. Women's organisations operating in other sectors next to mixed organisations have to be supported as well because they deal with specific problems of unequal rights of access or capacities in these sectors. They require support to find their space in these sectors. Therefore it is recommended that the CFAs *articulate* their support in the field of *women's rights in various sectors*. For Cordaid and lcco this means that they should make a more explicit choice of women's organisations engaged in women's rights. Hivos should maintain and continue its support in the following areas:
 - Gender-based violence and rights of access to justice;
 - Reproductive rights and access to reproductive health care;
 - Prevention of HIV/Aids for women and children (especially girls);
 - Sexual rights and sexual identity;
 - Rights of participation and representation in political decision making;
 - Rights of access to information, education, expression, social and cultural identity;
 - Rights of access to land, employment, capital and services to gain economic independence.
- 8 Special attention is drawn to the linkage between gender-based violence, sexual and reproductive rights and the spread of HIV/Aids. The CFAs should help the women's organisations to break the silence on sexual and other forms of domestic violence and to call for attention to prevention of HIV/Aids. Support to advocacy for women's sexual and reproductive rights and their physical integrity should be combined with support to HIV/Aids prevention.

- 9 The CFAs should start articulating women's rights in the sectors or policy themes that already receive priority from them in the regional plans. It is furthermore recommended that the CFAs collaborate in the determination of strategies regarding the issues of women's rights and the type and level of organisations to be supported in the context of a country or a region. For example, the CFAs working in similar sectors and geographic areas could decide to support organisations at different levels in order to complement each other. This type of collaboration could also extend to other partners in development cooperation (e.g. in bilateral or thematic programmes).

Selection of partners

- 10 In distinguishing women's organisations from mixed organisations, Cordaid should not only look at the structure and composition of organisations, but also take account of their gender equality objectives and civil society building strategies. Furthermore we recommend that Cordaid concretise and justify the support to women's organisations based on their potential contributions to one or more of its prioritised policy themes (urban development; access to markets; health and care; peace and conflict; HIV/Aids in Africa). Finally, it would be helpful for Cordaid to reconsider the current target of 15% women's organisations to be supported such that it applies to each of the above policy themes
- 11 Within Icco's partner policy civil society organisations should be defined based on the features noted under recommendation 6. This will make it possible to select women's organisations more deliberately in the sectors that address Icco's gender priorities in the current policy themes (women's rights, access of girls and women to basic services, women's access to trade and markets and their participation in social processes). It will allow Icco to monitor not only the gender sensitivity of its partner portfolios at country level, but also the contributions being made to gender equality and civil society building. Furthermore, it would be wise to set a (realistic) target for the percentage of women's organisations to be supported in each of the three policy areas of Icco (fair economic development, access to basic social services, democracy and peace building).
- 12 Hivos could clarify its strategies of supporting women in their struggle for more equality and justice. The – renewed – partner administration characterises new partner organisations not only according to their objectives of civil society building, sector and level of operation, but also according to the gender composition of their structures. To avoid confusion the GW&D sector should be renamed so that the issues that are addressed in the sector are indicated, for example 'women's rights'. Furthermore, it would be helpful to maintain the target of at least 15% for this sector and to develop targets for the number of women's organisations supported in the other sectors (sustainable economic development, arts and culture; human rights and Aids).

The quality of the CFA support in general

- 13 Partnership is easier said than done. A need is felt by the women's organisations for more interaction between the women's organisations and the CFAs, not only focused on administrative matters, but also on policy and strategies. The sense of partnership is under pressure by work routine and the required administrative procedures. It is worthwhile to investigate how the role of funding and technical assistance can be best combined and shaped. Women's organisations need more technical advice to improve their capacity to implement programmes (organisational development) and for the dialogue on vision and strategies with regard to civil society building (institutional development). The technical assistance should be defined in mutual understanding and recognition of each other's ownership.

CFA support and civil society building strategies

- 14 The CFAs could play a more active role in reaching the multiple community-based organisations. This could be done among other ways by selecting more partners that have a mission to reach out to rural areas. They could prioritise organisations that combine strategies of organisational development at grass-roots level with other strategies of civil society strengthening. It could also be done by creating opportunities (information, research, training, financial resources) that allow the women's organisations to reflect on how to strengthen existing community-based women's structures, such as church groups. Last but not least, the CFAs could seek mutual complementarities in supporting community-based women's organisations and women's organisations that work in service delivery or policy influence (see also recommendation 9).
- 15 The big challenge for the women's organisations is to transform the gains of improved legislation into making the laws work. The civil society building approaches of the CFAs should be elaborated with regard to making the laws work for the people in the communities and to ensuring and maintaining people's *rights of access* to services (economic, social, or legal).
- 16 Service-oriented women's organisations are faced with increasing demands of men, especially when they are offering outreach services combined with information. In the dialogue about strategies of involving men, two considerations should be kept in mind: rendering services to men should never distract from the organisation's focus on women's rights. This requires that staff should remain predominantly female and in some cases that services to men should be organised separately.
- 17 The redirection of strategies towards building stronger networks and alliances and reshaping the women's movement requires a dialogue on funding approaches. The CFAs should create space to strengthen collaboration between civil society organisations and favour the creation of linkages between organisations that work at different levels of society. Networking and building alliances are often hampered by day-to-day workload and short-term strategies. It is recommended that the CFAs respond to a need expressed by the women's organisations to come together in a more structured way, review the situation and formulate common

goals for the near future. The dialogue about networking and alliances should deal with long-term objectives and with positioning of the women's organisations and other civil organisations. This would allow the women's organisations to develop ideas and strategies on how to re-strengthen the women's movement and how to relate to mixed organisations. The CFA support should leave ownership of building alliances to the women's organisations, but the CFAs could facilitate the participation of representatives of their own women's partner network in seminars and/or in possible follow-up action.

- 18 A special need was expressed by the women's organisations in South Africa for healing and self-reflection activities that would enable them to come to terms with their individual social and cultural identities and their role and position in society as black, coloured or white women. The CFAs could help satisfy this need by supporting the women's organisations in setting up special programmes in this field.
- 19 There is a need for dialogue and reflection with women's organisations on how they can improve their performance through more effective leadership, management and staff development. Many women's organisations reported problems of staff turnover and of combining internal and external management. Organisations that combine service delivery or training with networking and policy influencing could be helped by splitting management for internal and external tasks. This would enhance the presence of those-in-charge and improve accountability of the organisations. Furthermore, the workload and stress encountered in organisations working on demand need to be addressed. Working conditions and career opportunities for staff (not only professional staff, but also their assistants and interns) should receive attention in work plans.

Annexes

Annex 1 – Assessment of the synthesis report: the role of women's organisations in Civil Society Building

MBN Evaluation Reference Group

The Evaluation Reference Group (ERG) has been assigned the task of assessing the 'quality of process and results' of the CFP evaluation studies. The ERG has given comments on the initial Terms of Reference for the evaluation, and was pleased with the way in which the comments were dealt with by the evaluators.

In this assessment report we focus on the results of the evaluation, as reflected in the final synthesis report on the Role of Women's Organisations in Civil Society Building.

The ERG considers the Synthesis report to be a good and balanced assessment of the role women's organisations play in the building of civil society in three African countries: Zimbabwe, South Africa and Kenya. The conclusions of the assessment are well supported by evidence given in the report. The report is moreover well written. The country studies, which have also been reviewed by the ERG, provide excellent contextual information. The report provides important lessons, which can guide partner organisations and CFAs in future policy making. Some selected key findings are:

- The women's organisations studied are hardly present in the economic sectors, nor very active in sectors aiming at rendering basic services of education and health care.
- The outcome of the strategies of women's organisations in all three countries contributes to a strengthening of citizenship, although we cannot speak yet of widespread results. Much remains to be done.
- Lobbying and advocacy organisations reach a considerable audience. Training and outreach programs cover a limited number of people.
- A need is felt by women's organisations for more interaction between the women's organisations and the CFAs, not only focused on administrative matters, but also on policy and strategies.

The Executive summary provides an extensive list of 33 key findings and 19 lessons learnt which can guide the CFAs in strengthening their support for women's organisations in the area of civil society building.

The ERG is overall very positive about the results of this evaluation; it did well what it set out to do. However, the ERG also pointed to the methodological limitations of the study.

- 1 The evaluation is relatively weak in its assessment of effectiveness. There is no overview of the achievement of the programs evaluated in the three countries. In the conclusions on page 90, the evaluators report that it was not possible to measure the effectiveness of the work of the women's organisations in quantitative terms. This was due to the gaps of information in progress and evaluation reports and there was no time to analyse effectiveness beyond these reports (point 14).
- 2 The report doesn't differentiate between effectiveness of the organisations involved in service delivery and those involved in advocacy and lobbying. The ERG is of the opinion that these two types of women's organisations require a different methodology for assessing effectiveness.
- 3 The report does not provide information on the financial scale of the operations: data on the amount and share of CFA funds involved in the evaluated women's organisations are missing, as are data on the amount of CFA funds received by the investigated sample of women's organisations, both in absolute numbers and relative to total budgets of these organisations.
- 4 The report does not deal with issues of attribution. To what extent can the success and failure of the women's organisations be attributed to the support by the CFA's?

Annex 2 – Terms of Reference

1 Introduction

The Dutch Co-financing Agencies (CFAs) have decided¹ on a new round of programme evaluations for the period 2003-2006, which includes seven themes for evaluation. One of the themes is the role of women's organisations in civil society building. Three CFAs – Cordaid, Hivos and Icco – have agreed to be studied on this subject.

The programme evaluation on the 'Role of Women's Organisations in Civil Society Building' is a follow-up of an earlier evaluation of four CFAs with respect to civil society building.² The Synthesis Study of this evaluation was accompanied by a desk study on 'Gender and Civil Society Building' (Van Halsema, October 2001, published in 2002). This desk study analysed the congruence between the achievements of gender equality and civil society building, two areas of high interest for the CFAs.

According to the desk study women's organisations appeared to contribute more effectively to the strengthening of civil society than other partner organisations (in two out of the three countries studied).³ They perform well in several dimensions of civil society building.⁴ Another finding was that there are no gender policies tailored to the area of civil society building.

The above conclusions are based on a secondary analysis; no primary data were collected on the relationship between gender and civil society building policies, nor on the specific role of women's organisations in achieving the policy objectives.

The present evaluation will elaborate on the findings of the desk study by assessing whether, how and why support to women's organisations leads to results in the field of civil society building. The CFAs support women's organisations for reasons of justice (gender equality), reduction of poverty (women are the poorest of society) and

1 As laid down in the policy framework for the Co-financing Programme (Beleidskader MFP-breed) a new round of programme-evaluations will be held. Contrary to the former period, a Steering Committee will not be responsible for the implementation of these Programme Evaluations, but the CFAs themselves (Co-financing Programme (CFP) evaluation 2003-2006).

2 This programme evaluation was commissioned by the Steering Committee for the Evaluation of the Dutch Co-Financing Programme (CFP). The 'Synthesis Study Dutch Co-financing Agencies and Civil Society Building' was carried out by Biekart and published in 2002 (with an English version in 2003).

3 In two of the three countries (India and Nicaragua) women's organisations performed very well in relation to civil society building. The exception was Mali, and the low performance here was attributed to the young civil society and the relatively young women's organisations.

4 Three explanations were offered by Van Halsema (2002, p.27): 1) women's organisations have (the idea of) a joint cause; 2) they belong to a larger international movement that works on establishing international and national gender policy frameworks; and 3) they have a history of struggle that differs per region but that is present almost everywhere.

efficiency (women's contribution to development). Support to women's organisations is part of their gender or partner policy.⁵ Civil society building is one of the three intervention strategies of the CFP (in addition to direct reduction of poverty and influencing of policy).⁶ It aims at 'the strengthening of pluriform and democratic structures and organisations in society in order to achieve just power relations and participation of marginalised groups in social, economical and political decision-making' (translated from Beleidskader MFP-breed, p. 5).

2 Objectives and research questions

Generally speaking, the evaluations of the Co-financing Programme (CFP) aim to contribute to the control and enhancement of the quality of the programmes. They are to serve the double purpose of rendering accountability vis-à-vis the subsidy provider, and providing the opportunity to learn lessons for the future.

The objectives of the present programme evaluation are to assess:

- a the significance of women's organisations in strengthening civil society, taking into account their objectives, strategies and activities in promoting gender equality;
- b the relevance and quality of the support given to women's organisations by the CFAs.

The research questions guiding the first objective are:

- 1 What are the objectives, strategies and results of activities of women's organisations?
- 2 To what extent have their activities contributed to promoting gender equality?
- 3 To what extent have their activities contributed to a stronger civil society?

The research questions guiding the second objective are:

- 4 What are the policies and strategies of the CFAs underlying the support to women's organisations?
- 5 How has the support by Cordaid, Hivos and Icco contributed to the effectiveness of women's organisations in promoting gender equality and in strengthening civil society?
- 6 How do the partners view this support in comparison with support from other (bilateral and multilateral) donors?

⁵ Support to women and to women's organisations is included in targets or achievements of the CFAs (to be) monitored.

⁶ In the new policy framework Co-financing Programme (MFP-Breed, 2001) civil society building has become one of the three intervention strategies to achieve structural reduction of poverty in countries in the South and in the poorest countries in Central and Eastern Europe and to realise internationally agreed human rights.

3 Scope of the programme evaluation

The evaluation will be conducted in three countries in Eastern and Southern Africa: Kenya, Zimbabwe and South Africa. This selection was made after a thorough partner portfolio analysis of Cordaid, Hivos and Icco. It is expected that useful lessons can be learned from the experiences in these three countries, because:

- Cordaid, Hivos and Icco are present in all three countries, which enables a comparison of the three CFAs.
- Issues of gender inequality are similar and women's organisations seem to play an active role in civil society building in the three countries. However, the context in terms of the engagement of women's organisations with the state and/or the market is very different in these countries. It is expected that the differential context is an important determining factor for the strategies and results of women's organisations.

All women's organisations in these three countries supported (directly or indirectly) by Cordaid, Hivos and Icco will be included in the study.

The following definition of a women's organisation has been used. A women's organisation is an organisation with one or more of the following features:

- female membership (over 80% women);
- female management (over 80% women in senior and middle management);
- beneficiaries consist predominantly of women (over 80%);
- organisation aims at gender equality and/or empowerment of women.

The inventory part of the evaluation will include partner organisations which are not classified as women's organisations, but which implement a major programme that fulfils one or more of the criteria mentioned above.

The women's organisations included in the study will be primarily organisations operating on a national or local level. However, the CFAs also support organisations working on a regional or world wide level. These organisations will be examined on their relationship with the women's organisations in Kenya, Zimbabwe and South Africa. They will be included in the e-mail questionnaire, whereas at field level the women's organisations will be asked about their appreciation of the importance and support of and their relationship with these worldwide and regional organisations. Regional or worldwide organisations that are based in one of the three countries concerned may also be made part of the field study. The table below provides an overview of pre-selected partners, by CFA and geographical location.

While all women's organisations supported by the three CFAs in the three countries will be included in the desk study, a selection of some 12 organisations will be made for a field study. Criteria for selection are that the organisations:

- are managed by women and have interventions for women;
- work in different sectors in order to realise a representative coverage of sectors;
- represent a diversity of strategies and/or levels of intervention.

Partner organisations that have been subject to recent programme evaluations will be excluded from the field evaluation. Furthermore, partner organisations in Zimbabwe that are under too much political pressure from the current government will not be included in the field study (to be judged by the CFAs).

It should be noted that the CFAs have not chosen to conduct the study in the same continents or regions as the programme evaluation on civil society building (Asia, Africa, Latin America). Therefore, the outcome of this evaluation will not be comparable with the previous one. Neither will the outcome of the present evaluation give a representative picture of the CFA support to women's organisations in general. Yet, the evaluation of the experiences in Eastern and Southern Africa may help to improve the CFA policies and strategies regarding support to women's organisations and civil society building.

Women's organisations supported by Cordaid, Icco and Hivos pre-selected for the study

Level of organisation	Cordaid	Icco	Hivos	Total number of organisations
<i>Local/national</i>	12	10	23	42
• Kenya	5	3	3	9
• Zimbabwe	1	2	11	14
• South Africa	6	5	9*	19*
<i>Regional or continental</i>	1	2	11	12
• based in Kenya, Zimbabwe or South Africa		1	5*	5*
• based elsewhere in Africa	1	1	4	5
• based in Europe			1	1
• based in North America			1	1
<i>Worldwide</i>	3	9	8	14
• based in Africa		1	1	1
• based in Europe	2	8	4	10
• based in North America	1		2	2
• based in Pacific			1	1
<i>Total number of organisations</i>	16	21	42	68
• funded by one CFA	10	16	35	61
• funded by more than one CFA	6	5	7	7

* Hivos supports one organisation both at national and regional level.

4 Methodology

The evaluation will be conducted at three levels:

- CFA level: policy, operationalisation, partner selection and implementation of the CFAs with respect to support to women's organisations and civil society building.
- Women's organisation level: policy, operationalisation and implementation of women's organisations with respect to gender equality and civil society building.
- Beneficiary level: implementation and results at the level of beneficiaries for a selected number of organisations, and/or changes at the level of their society at large.

The results of the women's organisations will be studied with the help of a gender analysis framework,⁷ which distinguishes four dimensions of gender equality: economic independence, political participation, socio-cultural status and physical integrity. The details of the framework will be worked out during the first step of the evaluation.

The contribution of women's organisations to the process of civil society building will be analysed with the help of the four dimensions identified and used by Biekart c.s. in the Synthesis Study of 2003. These are:

- Strengthening organisational capacities (of both formal and informal organisations) in civil society;
- Building up and strengthening networks of, and alliances between, social organisations (both within and between various sectors);
- Building up and strengthening capacities for (policy) advocacy, with the aim of strengthening vertical, intermediary channels between civil society and the state and/or the market;
- Strengthening citizenship, social consciousness, democratic leadership, and social and political responsibility, with the aim of increasing participation of citizens in the public sphere.

The programme evaluation will be organised in five steps:

- 1 Analysis of policy, operationalisation and implementation of Cordaid, Hivos, and Icco with regard to support to women's organisations and civil society building.
- 2 Inventory of partner organisations, their organisation, their policies and practice with regard to gender equality and civil society building.
- 3 Analysis of the situation of women's organisations in the national context, including their linkages with other civil society organisations, the state and the market, in three countries.
- 4 Field evaluation of ca. twelve organisations (ca. four in each country) concluded with workshops for all stakeholders at the national level for exchange and validation of experiences and findings of the evaluation and the context analysis in three countries
- 5 Report writing.

⁷ The evaluation framework focusing on dimensions of gender equality is derived from the Evaluation of Women and Development policy of the Netherlands development cooperation 1985-1996 (IOB, 1998).

In the table below, the methods of data collection for these components are indicated.

Level of evaluation	Component	Method
1 CFA organisation	Analysis of policy, operationalisation and implementation of Cordaid, Hivos and Icco with regard to support to women's organisations and civil society building	a Desk study of policy documents at headquarters b Interviews with policy department and programme officers at headquarters and country/regional office
2 Partner organisation	Inventory of partner organisations in Kenya, Zimbabwe and South Africa, with regard to their policy, operationalisation and implementation of programmes	a Desk study of files at headquarters of all pre-selected women's organisations b E-mail questionnaire of (perceived) achievements of gender equality and civil society building; perception of cooperation with the CFAs, perception of networking with regional / international women's organisations
3 Partner organisation	Field evaluation of ca. twelve partner organisations (ca. four in each country)	Visits and interviews of ca. four women's organisations in Kenya, Zimbabwe and South Africa respectively, including their beneficiaries, collaborative organisations and other stakeholders
4 Analysis of the context of women's organisations	Analysis of the situation of women's organisations in the national context including their linkages with other civil society organisations, the state and the market in three countries	Secondary analysis of existing literature on women's organisations and civil society (building) in Kenya, Zimbabwe and South Africa
5 Partner organisation	Exchange and validation of experiences and findings of the evaluation and the context analysis in three countries	Workshops with all women's organisations supported by Cordaid, Icco and Hivos in Kenya, Zimbabwe and South Africa

5 Work plan

The time period for the programme evaluation is from August 2003 to April 2004. The data collection will start with the desk study of partner organisations (component 2a) in August and September 2003, followed by an e-mail questionnaire (component 2b) in October 2003. The CFA policies and strategies (component 1) will be studied in October. The country studies will start with the analysis of the context in October 2003 (component 4), continue with the evaluation of a number of women's organisations and conclude with a workshop for all women's organisations in each country (com-

ponents 3 and 5) in November-December 2003. The synthesis will be written in January and February 2004, so that the draft report can be submitted by the end of February 2004, discussed in March 2004 and finalised in April 2004.

The realisation of the work plan depends on the timely approval of the Terms of Reference and the availability of the national consultants for the country studies.

6 Output

The output of the programme evaluation consists of a number of products:

- descriptions of partner organisations and of supported programmes (internal working documents);
- analysis of the situation of women's organisations in the national context of civil society in Kenya, Zimbabwe and South Africa (internal documents);
- country reports of Kenya, Zimbabwe and South Africa, including the evaluation of partner organisations and a summary of the context analysis (internal documents);
- synthesis report (final report).

The synthesis report will be submitted to the Coordination Committee for this PE and to the general PE Reference Group of the CFAs. The country reports will be made available to these committees as background documents. Both the country reports and the synthesis report will count no more than 50 pages (summary and annexes excluded).

The tentative outline of the synthesis report is as follows.

Outline of synthesis report of Programme Evaluation

Chapter	Title
1	Design and scope of the study
2	CFA policies • Support to women's organisations • Civil society building
3	Performance and achievements of women's organisations in Kenya, Zimbabwe and South Africa • Situation of women's organisations in the national context of civil society • Performance and results of women's organisations • Appraisal of achievements and their meaning for civil society
4	Contribution of CFAs to performance and achievements of women's organisations • Differences per country • Differences between CFAs • Quality of CFAs
5	Conclusion

Annex 3 – Terms of Reference for the components of the programme evaluation

1 CFA policies, strategies and support in the field of gender and civil society building

The analysis of Cordaid, Hivos and Icco refers to their policy, operationalisation and implementation with regard to gender equality and civil society building and their support to women's organisations. The sources of information consist of policy documents, available at headquarters, and interviews with policy and programme officers at headquarters and regional offices.

The information to be collected in the analysis of the CFAs

- 1 Policies and strategies in the field of gender and civil society building
 - Long term development goals CFAs
 - Strategies
 - Time frame of goals and strategies
 - Vision on and understanding of gender equality and a strong civil society
 - Ways to measure results in these areas.
- 2 Partner selection and partner relations
 - Partnership policy
 - Partners choice and criteria for selection
 - Attention for organisational and institutional development
 - Strategies of support to partners
 - Exit strategies
 - Communication and dialogue
- 3 CFA gender policy
 - Gender in overall policy of CFA
 - Gender objectives and targets
 - Monitoring indicators and progress
 - Gender strategies vis-à-vis partners
 - Specific strategies vis-à-vis women's organisations or mixed organisations
- 4 Civil Society Building
 - Definition and objectives of civil society building
 - Civil society building in policy framework
 - Targets
 - Monitoring indicators and progress

- 5 Organisational structure in the field of gender and civil society building
 - Gender staff
 - CSB staff
- 6 Overview of number of projects and financial commitments in the three countries (1998-2003)

The schedule for implementation of the CFA analysis is as follows:

CFA	Time period	Consultant
Cordaid	September-October 2003	Ria Brouwers
Hivos	October-November 2003	Lida Zuidberg
Icco	September-October 2003	Marianne Nugteren

2 Study of national context in which women's organisations operate

The objective of the context study is to provide a critical reflection on the environment in which women's organisations operate in order (a) to understand the place and the space of the women's organisations in the country concerned and (b) to enable an analysis of the findings of the evaluation against the background of the local setting. The context study is part of the country study in Kenya, Zimbabwe and South Africa. It precedes the field evaluation of the role of a number of women's organisations which are supported by Cordaid, Hivos and Icco in the three countries.

The information is to be compiled from existing publications and other accessible information. The output is a report of max. 25 pages, including a summary of max. 5 pages.

The context study will be done preferably before the evaluation of the selected women's organisations in the countries. The report will be used in the concluding workshop in the three countries; the summary will serve as a chapter for the country report.

The outline of the analysis of the national context is found below.

Outline of context study

Chapter Subject

1	Introduction • General characterisation of the country in historical perspective (political, legal, economic, social, cultural)
2	Governance and democratisation • Political climate • Participation of citizens (men and women)
3	The role of civil society • Place and space • Manifestation of civil society • Characteristics • Evolution • Relation with the state and the market • Strengthening civil society: who does what? internal or external initiatives?
4	Gender relations • Gender relations and positions of women as compared to men • Major changes in gender relations over the past 10 years • Factors promoting and factors hindering gender equality • National policy and structures in the field of gender equality
5	Women's movement • Characteristics and scope of the women's movement • Relationship with regional, continental and worldwide women's movement • Significance of the women's movement for gender equality • Role and visibility of women's organisations in civil society
6	Summary • for country report

The schedule for implementation of the context study is as follows:

Country	Time period	Consultant
Kenya	October 2003	Achola Okeyo
Zimbabwe	October-November 2003	Hope Chigudu
South Africa	October-November 2003	Shireen Hassim

3 Inventory of partner organisations in Kenya, Zimbabwe and South Africa

The inventory of partner organisations aims at the description of partner organisations pre-selected by Cordaid, Hivos and Icco on the basis of the criteria set in the TOR and to collect information on achievements and experiences of the partner organisations with regard to gender equality, civil society building, cooperation and the support received from the CFA.

There are two categories of organisations: partners that operate in one or more of the three countries included in the study; and partners that operate at regional, continental or worldwide level (see Annex 4).

The inventory is organised in two ways: through a desk study and an email questionnaire.

The desk study will provide:

- Description of the pre-selected women's organisations;
- Description of the programme(s) supported by the CFAs in the three countries.

The desk study is confined to the files of partner organisations that operate in the three countries included in the field study (n=42).

The e-mail questionnaire pertains to:

- Main results of the women's organisations and perceived achievements in gender equality and civil society building;
- Cooperation with other organisations, including level and type of cooperation;
- Perception of cooperation with and support from the CFAs.

The e-mail questionnaire will be distributed among all women's organisations that are pre-selected by the CFAs (n=68), i.e. the women's organisations based in the three countries and those working at regional, continental or worldwide level.

Part of inventory	Sources of information	Time period	Name consultant
Desk study of partner organisations in three countries	Assessment of partner organisation Project appraisals Project descriptions ('kenschets') Annual reports Evaluation reports Correspondence and duty trip reports	August–October 2003	Marjolein Groenewegen
E-mail questionnaire	Staff of all pre-selected partner organisations	October 2003	Lida Zuidberg

4 Field study of selected women's organisations in Kenya, Zimbabwe and South Africa

The study on the role of women's organisations in civil society building refers to the achievements of women's organisations, their effects on gender equality and their significance for civil society building. In addition, information will be gathered on the effectiveness and the appreciation of the support from Cordaid, Hivos and Icco.

In each country five to seven women's organisations will be visited during one to three days. Criteria for selection are that the organisations:

- are managed by women and have interventions for women;
- work in different sectors in order to realise a representative coverage of sectors;
- represent a diversity of strategies and/or levels of intervention.

A list of selected women's organisations in the three countries is attached (Annex 5).

The information to be collected is summarised below under the headings Results, Appraisal and Explanatory factors.

The field study will be concluded with a workshop together with all pre-selected women's organisations based in the country of study. The workshop aims at:

- Sharing and validating findings of the context study and the field study;
- Discussing the role of women's organisations in civil society building.

From each partner organisation two persons will be invited.

Data to be collected in field study of selected women's organisations

Results	Source of data
<i>Results of women's organisation</i>	
Objectives of organisation and their relevance in the national context	Desk study
• Objectives of organisation • Objectives of supported programme	
Results of organisation in general:	E-mail questionnaire
• Main results of organisation • Contribution to gender equality • Contribution to civil society building	Concluding workshop

Contribution to gender equality

Contribution to economic independence:

- Division of labour and workload; (rights of) access to and benefit from economic resources; access to and benefit from education, information and skills; access to and benefit from employment and income
- Successful and unsuccessful activities
- Evolution of activities and results
- Results? For whom?

Interview with staff and beneficiaries with help of response in e-mail questionnaire and overview of four dimensions of gender equality

Matrix of organisations on gender equality and civil society building

Contribution to political participation:

- Participation in decision-making at various levels of society; rights of participation and representation; access to legislation and judiciary; organisational capacity, incl. ownership and accountability
- Successful and unsuccessful activities
- Evolution of activities and results
- Results? For whom?

Contribution to socio-cultural status:

- Social identity of men and women; gender images and self-respect; individual and family rights and obligations, (rights of) access to and benefit from social services, information and media
- Successful and unsuccessful activities
- Evolution of activities and results
- Results? For whom?

Contribution to physical integrity:

- Sexual identity and orientation; sexual and reproductive rights; control over violence, bodily integrity and health; access to and benefit from health care
- Successful and unsuccessful activities
- Evolution of activities and results
- Results? For whom?

Appraisal	Source of data
<i>Contribution to civil society building</i>	
Understanding of concept of civil society building:	E-mail questionnaire
• What is strengthening of civil society in the context of the country? Why is it important? • How do the results of your organisation contribute to CSB? Why is this important (or not)?	Open interview with staff
Contribution to organisation building:	E-mail questionnaire
• Have you worked to strengthen your own organisation? • Have you supported other organisations? • How have you worked? Which elements of organisation are being strengthened: – Policies and strategies – Structures and systems – Resources (human, financial, material) – Management and leadership – Planning, monitoring and evaluation – Culture • Results and benefits: • How successful? • For whom and why?	Interview with staff of own organisation
	Interview with other organisations and with beneficiaries
	Matrix of organisations on gender equality and civil society building
Contribution to strategic alliances and networks:	
• With whom does your organisation cooperate • Type and level of organisations (local, national, international) • Purpose of the cooperation • Which of these relations are of strategic importance? • How have you strengthened alliances and networks • What are the results and benefits? For whom? And why?	
Contribution to lobbying and advocacy:	
• In what way has your organisation been active in lobby and advocacy (purpose, approach, type of activities, with whom?) • What is lobbying and advocacy to you? • Results and benefits? For whom and why?	
Contribution to strengthening citizenship:	
• Does your work contribute to better citizenship in your country? • In what way? e.g. fostering democratic participation and leadership; accountability; human and women's rights; representation and participation of women and men in public and private life, incl. making space and coping with obstacles? • Results and benefits? For whom and why?	

Other:

Relevance of the work of women's organisation

- | | |
|--|--------------------------------------|
| • How relevant is (what is the contribution of) the work of the organisation for changes in gender relations or advancement of women? | Analysis of consultants |
| • How relevant is (what is the contribution of) the work of the organisation for civil society building? For which dimension? | |
| • How relevant is the work of the organisation in view of the CFA policy? How does the work of the organisation fit into the CFA policy (in general, for country, for region)? | Interview with staff of organisation |
| • How relevant is CFA support for the women's organisation? How suitable is CFA support for the women's organisation? | E-mail questionnaire |

Effectiveness of the work of the women's organisation

- | | |
|---|---------------------------------------|
| To what extent does the organisation attain its formally stated objectives? | Interviews with staff of organisation |
| • What does it attain? Why? | |
| • What does it not attain? Why not? | |

Relation with:

- Capacity of women's organisation?
- External factors
- Other reasons?

To what extent does the organisation attain its informal or added-on objectives?

- What does it attain? Why?
- What does it not attain? Why not?

Relation with:

- Capacity of women's organisation?
- External factors
- Other reasons?

What is the scale of the results of the women's organisation?

- How many people are reached?
- How many people benefit?
- Which (how many) institutions are reached?
- What is the concrete benefit for the society at large?

What are the characteristics of the beneficiaries of the women's organisation (sex, class, ethnicity, etcetera)?

Explanatory factors	Source of data
<i>Role of the CFA</i> • Quality of the partner relationship • Quality of CFA as donor • Contribution of CFA to results	E-mail questionnaire Interview on effectiveness of work of women's organisation (explanations of why the organisation attains objectives or not) Concluding workshop
<i>Capacity of partner organisation to design and implement its programme</i> Capacity of the organisation in terms of: • Policies and strategies • Structures and systems • Resources (human, financial, material) • Management and leadership • Planning, monitoring and evaluation • Culture	Interview on effectiveness of work of women's organisation (explanations why the organisation attains objectives or not) Concluding workshop
<i>External factors</i> • Political and cultural environment • (Inter)national debate • Government policy and legislation • Civil society movements, including women's movement • Dynamics of the market • Religion, ethnicity, culture • Conflict and violence • Etcetera	Interview on effectiveness of work of women's organisation (explanations why the organisation attains objectives or not) Concluding workshop

For each country an internal report is written according to the outline presented below.

The role of women's organisations in civil society building in Kenya/Zimbabwe/South Africa

Chapter	Tentative outline
1	<i>Introduction</i>
2	<i>Evaluation methodology</i>
3	<i>National context in which women's organisations operate</i>
4	<i>Policies and programmes of the CFA</i> • Gender and CSB policies • Partner portfolio
5	<i>The contribution of women's organisations to gender equality</i> • Characteristics of CFA partners selected for field study • Results in the four domains of gender equality: women's economic position; women's political participation; women's social and cultural status; women's physical integrity • Conclusions
6	<i>The role of women's organisations in civil society (building)</i> • Civil society building as understood by the women's organisations in the national context • Concurrence between strategies used by women's organisations in their work and the four dimensions of CSB • The relation between the results in the field of gender equality and CSB • Conclusions
7	<i>Appraisal and explanatory factors</i> • Relevance • Effectiveness • Explanatory factors: role of CFA; implementing capacity of the women's organisation; external factors
8	<i>Conclusions</i>
9	<i>Annexes</i> • Terms of Reference • Overview of all women's organisations partners of the CFAs in the country • Overview of women's organisations studied • Resource persons consulted • Documents consulted

The schedule for implementation of the field study is as follows:

Country	Time period			Consultant
	<i>Field study</i>	<i>Workshops</i>	<i>Report</i>	<i>Name</i>
Kenya	October–November 2003	Nairobi: November 24 th	December–January 2003	Ria BROUWERS Achola OKEYO
Zimbabwe	November–December 2003	Harare: December 15 th	January–February 2004	Lida ZUIDBERG Patricia McFADDEN
South Africa	October–November 2003	Gauteng: October 28 th Cape Town: November 11 th	November–December 2003	Marianne NUGTEREN Mmatshilo MOTSEI

5 Synthesis report

The final report is a synthesis of the various components of the programme evaluation. The synthesis is based on:

- an analysis of the CFA policies with regard to gender, civil society building and partner support;
- the inventory of the partner organisations;
- the context study and the field study of the selected women's organisations in the three countries, including the workshops.

The tentative outline of the Synthesis report is as follows.

Tentative outline of Synthesis report of Programme Evaluation

Chapter	Title
1	<i>Design and scope of the study</i>
2	<i>CFA policies</i> • Support to women's organisations • Civil society building
3	<i>Situation of women's organisations in the national context of civil society</i>
4	<i>Performance and achievements of women's organisations in Kenya, Zimbabwe and South Africa</i> • Performance and results of women's organisations • Appraisal of achievements and their meaning for a stronger civil society
5	<i>Contribution of CFA to performance and achievements of women's organisations</i> • Differences per country • Differences between CFAs • Comparison with other channels • Quality of CFA
6	<i>Conclusions</i> • Conclusions of the synthesis study • Lessons that can be learnt

The schedule of implementation is as follows.

Chapter	Time period	Consultant
1, 2, 4, 5, 6	April-July 2004	Lida ZUIDBERG
3	April 2004	Patricia McFADDEN
4	April 2004	Marianne NUGTEREN
Assistance – review	June-July 2004	Ria BROUWERS
Assistance – editing	June-July 2004	Catharina de KAT-REYNEN

Annex 4 – Overview of all women's organisations preselected by Icco, Hivos and Cordaid

CFA	Code CFA	Name partner organisation	Established in	Partner since
KENYA				
Cordaid Icco	130-1550 KE017	Federation of Women's Lawyers (Kenya Chapter), FWL-K (FIDA)	1985	Cordaid 1994 Icco 1995
Cordaid	130-1553	Turkana Women Conference Centre, TWCC	1984	1995
Cordaid	130-8037	Women's Rights Awareness Programme, WRAP	1985	1996
Cordaid Hivos	130-10092 KE030	Kenya Women's Finance Trust, KWFT	1982	Cordaid 2002 Hivos 2002
Cordaid	130-1560C	Lake Basin Land Use programme, LABALU	1981	1983
Hivos	KE020	Coalition Violence Against Women , COVAW	1995	1998
Hivos	KE33	Development through Media, DTM	1996	2003
Icco	KE027	Women Fighting AIDS in Kenya, WOFAK	1993	1997
Icco	KE002	Young Women's Christian Association YWCA	1912	1989
ZIMBABWE				
Cordaid	144/10004	Dialogue on Shelter for the Homeless in Zimbabwe Trust	1997	2001
Hivos	ZI006	Musasa Project	1988	1989
Hivos	ZI007	Zimbabwe Women's Resource Centre and Network, ZWRCN	1990	1990
Hivos	ZI023	Zimbabwe Women Writers, ZWW	1990	1995
Hivos	ZI025	Women and Aids Support Network, WASN	1989	1995

CFA	Code CFA	Name partner organisation	Established in	Partner since
Hivos	ZI034	Zambuko Trust	1992	1996
Hivos	ZI049	Feminist Association of Media Women in Zimbabwe, FAMWZ	1985	1998
Hivos	ZI050	Zimbabwe Women Lawyers Association, ZWLA	1995	1998
Hivos	ZI070	Women's Leadership & Governance Institute, WLGI	1995	2001
Hivos	ZI073	Women in Politics Support Unit, WIPSU	2001	2002
Hivos	ZI065	Women in Development Savings and Credit Union, WDCSU	1997	2000
Hivos	ZI066	Women Action Group, WAG	1983	2000
Icco	ZW015	Jekesa Pfungwa / Vulingqondo, JPV	1950	1996
Icco	ZW010	Zion Christian Church, ZCC	1923	1989

SOUTH AFRICA

Cordaid	151-1509B	Nisaa Institute for Women's Development, NISAA	1994	1996
Cordaid	151-1540	People's Dialogue on Land and Shelter	1990	1996
Cordaid	151-10002	Cape Town Grail	1921	2000
Cordaid	151-1033	Black Sash	1955	1985
Cordaid	151-1512	Social Change Assistance Trust, SCAT	1985	1997
Cordaid	151-1549	Phakamani Bafazi – Emang Basadi	1997	1999
Hivos	SA007	Agenda Empowering Women for Gender Equity	1987	1989
Hivos	SA011	Centre for Applied Legal Studies – African Gender Development Index, CALS-AGDI	1978	1990
Hivos	SA034	Gender Education and Training Network, GETNET	1995	1995
Hivos	SA053	Small Enterprise Foundation, SEF – Image Project	1991	1999
Hivos	SA056	Rape Crisis Centre Port Elizabeth, RCC-PE	1992	1999
Hivos	SA058	Gay and Lesbian Archive South Africa, GALA	1997	1997

CFA	Code CFA	Name partner organisation	Established in	Partner since
Hivos	SA059	Development Education and Leadership Teams in Action, DELTA	1992	2003
Hivos	SA060	Women's Legal Centre, WLC	1998	2003
Icco	ZA054041	Planned Parenthood Association of South Africa, PPASA	1935	1992
Icco	ZA085	Gender Advocacy Programme, GAP	1993	1998
Icco	ZA092	Life Line / Rape Crisis, LL / RC	1986	1995
Icco Hivos	ZA046 SA063	Women's Health Programme, WHP	1991	Icco 1992 Hivos 2003
Icco	ZA078	Rape Crisis Cape Town, RCCT	1976	1997

REGIONAL AND WORLDWIDE ORGANISATIONS

Icco	XA014	African Women's Development and Communication Network, FEMNET	1988	1994
Hivos	RA016	Women and Law in Southern Africa, WLSA	1990	1999
Hivos	RA031	Women in Development Southern Africa Awareness, SARDC-WIDSAA	1992	2002
Hivos	RC025	Gay and Lesbian Archive South Africa, GALA	1997	1997
Hivos	RA028	Gender Links	2001	2002
Hivos	RC023	Association for Progressive Communications Africa Women, APC-NA	1987	1999
Cordaid Hivos	100-1410 RB008	Eastern African Sub-regional Support Initiative for the Advancement of Women, EASSI	1996	Cordaid 1999 Hivos 1999
Hivos	RB009	Akina Mama Wa Africa, AMWA	1985	2003
Hivos Icco	WW072 UG025	ISIS-WICCE Know How conference 2002	1974	Hivos 2001 Icco 2002
Hivos	TA021	Tanzania Gender Network Programme, TGNP	1993	1995
Hivos	RC031	Third World Network- Gender and Economic Reform in Africa, TWN-GERA	1996	2000

CFA	Code CFA	Name partner organisation	Established in	Partner since
Icco	ET021	International Institute for Rural Reconstruction, IIRR	1997	1998
Hivos Icco	WW003 NL012	Women's Global Network for Reproductive Rights, WGNRR	1978	Hivos 1987 Icco 1991
Hivos Cordaid	WW051 600-10053	Mama Cash	1983	Hivos 1999 Cordaid 2002
Hivos	WW069	IdtV-Dits	1987	2001
Hivos Cordaid Icco	WW072 600-10043A XE001	Network Women in Development of Europe, WIDE	1985	Hivos 2002 Cordaid 2002 Icco 2002
Icco	XW020	Wereld Verbond van de Arbeid, WVA	1920	1997
Hivos	RC046	Rainbow / AMANITARE	1999	2003
Icco	CH001	World Council of Churches, WCC	1948	1991
Icco	CH003	Young Women's Christian Association, YWCA	1975	1992
Icco	XW028	Organisation Mondiale Contre la Torture, OMCT	1986	1998
Icco	GB002	World Association for Christian Communication, WACC	1977	1992
Icco	NL075	Internationaal Informatiecentrum en Archief voor de Vrouwenbeweging, IIAV	1988	1998
Hivos	XB021	Association for Women's Rights in Development, AWID	1982	2003
Hivos Cordaid	WW079 600-10067	Urgent Action Fund, UAF	1997	Hivos 2003 Cordaid 2003
Hivos	WW082	International Gender and Trade Network, IGTN-International secretariat	2000	2003
Hivos	WW011	Development Alternatives for New Era, DAWN	1984	1991

Annex 5 – Overview of selected women's organisations for the field study

Country	CFA	Women's organisation	Main focus	Intervention areas
Kenya	Cordaid Icco	Federation of Women's Lawyers (Kenya Chapter), FWL-K, FIDA	Legal services	Nairobi, Kyushu : services Nation-wide: lobby and advocacy
	Cordaid	Lake Basin Land Use programme, LABALU	Savings and credit (agriculture)	Homa Bay district in Nyanza province
	Hivos	Coalition Violence Against Women, COVAW	Combating violence against women	Kisii, Mombasa and Taita Taveta
	Icco	Women Fighting AIDS in Kenya, WOFAK	Support women with HIV/AIDS	Low-income areas in Nairobi, with two drop-in centres in Kayole and Korogocho; branch office in Homa Bay, Nyanza province
	Icco	Young Women's Christian Association YWCA	Training for empowerment of women	Nation-wide with 7 regional branches in Nairobi, Kisumu, Meru, Kisii, Tana River, Mombasa and Siaya
Zimbabwe	Hivos	Musasa Project	Prevention of gender-based violence	Harare; Gweru, Midlands province and Bulawayo, Matebeleland-North province
	Hivos	Zimbabwe Women Writers, ZWW	Publication of women's literature; networking and advocacy	Nation-wide: 56 branches in rural and urban areas
	Hivos	Zimbabwe Women Lawyers Association, ZWLA	Legal services	Offices: Harare, Bulawayo National: lobby and advocacy
	Hivos	Women in Politics Support Unit, WIPSU	Capacity-building for women in political office	Nation-wide: constituencies of women's MPs and Councillors
	Hivos	Women in Development Savings and Credit Union, WDSCU	Enterprise development (savings and credit)	Urban and rural branches: Harare, Bindura, Kadoma, Sanyati, Gokwe and Gweru

Country	CFA	Women's organisation	Main focus	Intervention areas
	Icco	Jekesa Pfungwa / Vuling-qondo, JPV	Training women's clubs	Rural and urban areas in Harare, Bulawayo, Matabeleland, Manicaland, Midlands, Mashonaland and Masvingo
South Africa	Icco	Gender Advocacy Programme, GAP	Policy influencing and governance	Marginalised areas of Cape Town and Western Cape Province
	Icco + Hivos	Women's Health Programme, WHP	Gender and health	Nation-wide
	Cordaid	NISAA Institute for Women's Development, NISAA	Combating violence against women	Townships of Johannesburg, Orange Farm and Soweto (services) National (lobbying and advocacy)
	Cordaid	Black Sash	Human rights and social security	Cape Town and four provinces
	Hivos	Women's Legal centre, WLC	Legal services	Nation-wide
	Hivos	Small Enterprise Foundation, SEF-Image project	Micro-credit	Limpopo Province
	Hivos	Development Education Leadership Teams in Action, DELTA	Capacity building for leadership and community development	Eastern and Western Cape
	Hivos	Centre for Applied Legal Studies – African Gender Development Index, CALS-AGDI	Participation in study for African Gender Development Index	National; regional and sometimes continental

Annex 6 – Email questionnaire programme evaluation

on the role of women's organisations in civil society building in Kenya, Zimbabwe and South Africa

Email questionnaire Partners of Cordaid, Hivos and Icco

This email questionnaire is part of the programme evaluation on the role of women's organisations in civil society building. The programme evaluation aims at the analysis of (a) the contributions of women's organisations to gender equality; (b) the significance of these contributions to a stronger civil society; and (c) the support given to women's organisations by Cordaid, Hivos and Icco (the so-called Co-Financing Agencies or CFAs).

The programme evaluation is conducted by a team of Dutch and African consultants at the request of the above three CFAs in three countries in East and Southern Africa: Kenya, Zimbabwe and South Africa. In these three countries, all women's organisations supported (directly or indirectly) by Cordaid, Hivos and Icco are included in the study. These organisations may operate at local, national, regional, continental as well as world wide levels.

During the programme evaluation the consultants will (a) analyse the policy, operationalisation and implementation of Cordaid, Hivos, and Icco with regard to gender equality and civil society building, (b) conduct a desk study to describe the selected partner organisations and their policy and practice with regard to gender equality and civil society building, (c) collect information by email to obtain a better understanding of the achievements of the partner organisations and (d) conduct a field study in the three countries.

This email questionnaire follows the desk study (of the existing project files) during which an overview is made of all supported women's organisations in South Africa, Kenya and Zimbabwe, their history, objectives and activities. For a more complete picture this questionnaire wants to collect insight into your appreciation of the role of your organisation in civil society building.

More specifically, we would like to learn more about your appreciation of:

- the *achievements* of women's organisations in South Africa, Zimbabwe and Kenya;
- the *effects* of these achievements for the beneficiaries, and in particular for the enhancement of *gender equality*;

- the *significance* of the achievements for *civil society building* in the three countries of study;
- the *relationship* between the partner organisations in the three countries and *other organisations* that operate at local, national, regional and/or worldwide level
- the *relationship* between the partners and *Cordaid, Hivos* and *Icco* and the *support* provided by these CFAs.

We kindly ask you to answer the questions on the following pages and send the response back to info@eosconsult.nl before October 20th 2003. This should prepare us for the field studies in the three countries that are planned between 20 October and 20 December. We would like to thank you in advance for your cooperation.

Lida Zuidberg,
team leader

Questionnaire

RESULTS OF YOUR ORGANISATION

1	Give three most important results that your organisation has attained in the past two years?
	Result 1
	Result 2
	Result 3
2	How have the results of your organisation contributed to more equality between men and women?

3	Give three reasons why your organisation is important for your society.
	Reason 1:
	Reason 2:
	Reason 3:

RELATIONSHIP BETWEEN YOUR ORGANISATION AND OTHER ORGANISATIONS

4	With which other organisations have you cooperated? Please write the name and location of each organisation. Do these organisations operate at local, national, regional, continental or worldwide level? Use the table below.						
	Name of other organisation(s)	Organisation is based in which country	Level of the organisation				
			Local	National (Kenya, Zimbabwe, South Africa)	Regional (East or Southern Africa)	Continental (Africa as a whole)	Worldwide
A							
B							
C							
D							
etc.							

5	In which way have you worked together with each of these organisations? How you have benefited from this cooperation? Describe and explain.		
	Name of other organisation(s)	In which way have you worked together with the other organisation?	How have you benefited from this cooperation?
A			
B			
C			
D			
etc.			

THE ROLE OF CORDAID, HIVOS AND ICCO

6	From which organisation have you received financial support? Can you indicate the approximate period of funding? What other types of support have you received from these organisations? Please specify in the table below.					
	Organisation(s)	Period of financial support				Other types of support received from each of these organisations
		1970-1979	1980-1989	1990-1999	2000-2003	
A	Cordaid					
B	Icco					
C	Hivos					
D	Interfund					
E	Novib					
F	Plan International					
G	Other _____					
H	Other _____					
I	Other _____					
J	Other _____					

7	How do you appreciate the dialogue, the feedback and the technical support received from Cordaid, Icco, Hivos (or Interfund)? Describe and explain.	
	Organisation(s)	Appreciation of the dialogue, the feedback and the technical support
A	Cordaid	
B	Icco	
C	Hivos	
D	Interfund	

8	How does the support received from Cordaid, Icco, Hivos or Interfund compare with the support received from your other donors? Describe and explain.	
	Comparison between support from Cordaid, Icco, Hivos or Interfund and support from other donors:	

9	If you have received support from more than one of the above agencies, have you noticed any differences? Please explain.
	Differences between support received from Cordaid, Icco, Hivos and Interfund:

10	How has the support from Cordaid, Icco, Hivos or Interfund contributed to the results of your organisation?
	Contributed to:

GENERAL OBSERVATIONS

11	Which other remarks would you like to make that might be of importance for the evaluation?

DETAILS OF YOUR ORGANISATION

Name organisation	
Name of contact person regarding questionnaire	
Email address of contact person	
Postal Address of organisation	
Telephone contact person	

THANK YOU!

If your organisation will be selected for the **field study**, you will soon be informed.

If your organisation is based in Kenya, Zimbabwe or South Africa, you will be invited to the **concluding workshop** that will be organised after the field study. You will be informed soon about the date, the location and the programme.

Email questionnaire for the Programme Evaluation of Cordaid, Hivos and Icco on
the Role of Women's Organisations in Civil Society Building
EOS Consult, Netherlands, 23-11-04

SEND YOUR RESPONSE TO

Email: info@eosconsult.nl

BEFORE OCTOBER 20th 2003

Annex 7 – List of persons interviewed

Cordaid

- Astrid Frey, Policy Officer Quality Assurance and Strategy Department
- Lilianne Ploumen, Head Quality Assurance and Strategy Department
- Alba Postma, Programme Assistant South Africa
- Nico Keyzer, Programme Officer South Africa and Zimbabwe
- Martine Benschop, Acting Director Regional Office Nairobi
- Edith Boekraad, Policy Officer East and Southern Africa Department

Icco

- Pim Verhallen, Policy Officer Knowledge Management
- Dienneke de Groot, Policy Officer Evaluation
- Ate Kooistra, Programme Officer South Africa and Madagascar
- Dirk Bakker, Former Programme Officer South Africa
- Corrie Roeper, Policy Officer Communications Department
- Aad van der Meer, Programme Officer Zimbabwe
- Cora Oomen, Head of Department Africa and Middle East

Hivos

- Ireen Dubel, Policy Officer Gender, Women & Development
- Karel Chambille, Head Bureau Africa
- Marijke Mooy, Programme officer Kenya and Uganda
- Corina Straatsma, Director Regional Office Harare
- Chuma Sixpence, Secretariat Regional Office Harare
- Tsitsi Pembere, Programme Officer Regional Office Harare
- Soneni Ncube, Programme Officer Regional Office Harare

Others

- Kees Biekart, Consultant Synthesis Study Civil Society Building

KENYA

FIDA Nairobi

- Jane Kiragu, Executive Director
- Francis Kiarie, Finance Manager
- Asha Hasmy, Assistant Programme Officer human rights
- Alice Maranga, Assistant Programme Officer human rights
- Edith Muthoni, Programme Officer human rights
- Immaculate Muringo, Assistant Programme officer human rights
- Monitors of Kangena, 4 women and 7 men

FIDA Kisumu

- Jane Onyango, Programme Coordinator for Nairobi, Kisumu and Mombasa
- Christine Ochieng, Kisumu Branch Coordinator
- Mohande Stanslaus, Chief Kakamega, Shikumu location
- Monitors: Lucy Otieno, Mary Shimwenyi, Mary Ratemo, Kimutai Kirui
- Clients: Christine Achieng, Felgona Asenath Achieng, Vivienne Wendy Oyier
- Teacher: Nerea Adul

WOFAK Nairobi

- Dorothy Onyango, Executive Director
- Charles Kaduwa, Programme Officer
- Agnes Adala, Administrative Secretary
- Staff at drop-in centres in Kayole and Korogocho
- Orphans

WOFAK Homa Bay

- Betty Achieng, Branch Coordinator
- Caren Opiyo, Outreach Staff
- Anti-retroviral group, 9 women, 2 men
- Outreach group
- Orphans

Labalu Women's Credit Scheme

- Eunita Mujiwa, Programme Co-ordinator
- Lillian Awuor, Programme Secretary
- Cyprian Okidi Okidi, Accountant
- George Otieno Owuor, Credit Officer
- Members in Homa Bay market

YWCA Kisumu

- Hilda Odumbe, Branch Secretary
- Mary Owuor, Chairperson of Management Committee
- Eunice Oyicho Mboya, Branch Programme Chair
- Wilfrida Akoth Otieno Branch Fieldworker
- Emily Ndisi, Night Warden of hostel
- Mary Awuor, Assistant Housekeeper
- Vera Oloo, Office typist
- Jeremiah Okoth, Driver, bookkeeper
- YWCA Youth music group Kisumu
- Members YWCA Women's group Kaluoch
- Members YWCA Women's group Orongo
- Members YWCA Youth group Orongo

YWCA Nairobi

- Mwajuma Alice Abok, National General Secretary
- Caroline Maneno-Oketch, Deputy National General Secretary
- Gladys Kimanzi, National Accounter
- Thomas Okoth, Acting National Programme Secretary

- Dorothy Makembu, National Training Secretary
- Evelyn Mandela, Acting Youth Coordinator
- Angela Oweggi, Assistant Hostel Manager

COVAW

- Anne Gathumbi, Coordinator
- Jane Thuo, Programme Coordinator
- Pauline Makwaka, Volunteer at Bahati
- Members of Support Group Bahati

DTM

- Anne Kanyi, Programme Officer
- Donald Odhiambo, Programme Officer

WRAP

- Anne M. K. Ngugi, Chairperson

Others

- Steven Menge, Kenya News Agency, Homa Bay
- Philip Osewe, Journalist, Standard Newspaper, Homa Bay
- Philip Kajwang, Development Coordinator Catholic Diocese of Homa Bay
- Marjolein Dubbers, Oyugis Integrated Project, Oyugis
- Asenath Odaga, Kisumu Gender and Development Center
- Jos Hoenen, Netherlands Embassy First Secretary Governance and Gender
- Irungu Houghton, Oxfam, Pan-Africa Policy Advisor

ZIMBABWE

ZWRCN

- Thembile Phute, Programme Officer Information
- Lucy Mazingi, Programme Officer Economy and Governance
- Nomthandazo Jones, Programme Officer Advocacy and Community Action
- Susie Baird, Programme Officer Advocacy and Community Action
- Ruth Shato, Finance and Administration Manager

ZWLA Harare

- Emilia Muchawa, Director
- Esther Mutama, Programme Officer Children's desk
- Joyce Siveregi, Manager Advocacy Department
- Ana Rueben, Manager Legal Aid department
- Sithokozile Thabete, Legal Officer Legal Aid Department
- Linda Kalenga, Programme Administrator, Acting Manager Legal Education Department
- Marko Mavhurume, Legal Assistant
- 14 outreach clients
- 6 peer educators

ZWLA Bulawayo

- Rose Banda, Manager regional office
- Nokthula Ncube, Legal Assistant
- Officer Children's desk

WIPSU

- Janah Ncube, Director and Programme Officer Personal Empowerment Programme
- Tsitsi Matekaire, Programme Officer Technical Capacity Building Programme
- Pamela Nape, Assistant Programme Officer Constituency Effectiveness Programme
- Priscilla Misihairabwi, Member of Parliament MDC
- 5 Women from 2 constituencies

Musasa project Harare

- Ester Mlambo, Deputy Director Administration
- Martha Masawi, Counsellor
- Lynette Njambi, Counsellor
- 10 Clients for counselling
- 2 Women survivors of violence in the shelter

Musasa project Gweru

- Linda Masiyiwa, Senior Programme Officer
- Lorraine Tsure and Sikonzapi Harugumi, members support group

ZWW

- Virginia Phiri, Treasurer Board
- Taona Muchiya, Board Member
- Mary Tandon, Acting Chairperson Board
- Memory Chirere, Board Member
- Chiedza Musengezi, Director
- Keresia Chateuka, Programme Officer
- Sukoluhle Ncube, Accounts Clerk
- Paidamoyo Magaya, Intern English Student from Midlands University
- Tendai Makura, Shumirai Makasi, Keresia Chateuka, Lynn Hansen, Alsworth Benhura, Belinda Ndlovu, Malou Manyemwe, women writers

JPV Harare

- Bertha Jambaya, Director
- Grace Kunengwa, Programme Officer
- Field Officer
- Women and men group members, participating in various projects

JPV Bulawayo

- Mabel Moyo, Deputy Director
- Lawrence Tshuma, Programme Officer
- Juliet Moyo, Vice Chair National committee JPV
- Janet Mazila, Member of Provincial committee
- 4 Field officers, individual beneficiaries and members of mixed group for AIDS home-based care

WDSCU Harare

- Sylvia Nyakunengwa, Director
- Spiwe Gudza, Finance Officer
- Edmond Muruve, Internal Controller, former Operations Manager
- Owner/manager of take-away/saloon/key-cutting service; also member of Harare WDSCU Committee

WDSCU Gweru

- Patricia Rosario, Loan officer
- Lynette, Loan officer
- 4 Clients

Others

- Rutendo Hadebe, Zimbabwe in Crisis Coalition
- Netsai Mshonga, Women's Coalition
- Thomas Deve, Mwengo
- Researcher, Human Rights Forum
- Greenfield Chilongo, Director Zimcopy

SOUTH AFRICA**CALS**

- Cathy Albertyn, Director
- Likhapa Mbatha, Acting Head Gender Research Programme

WHP

- Khin Sant Tint, Programme Specialist
- Kona Makhoere, Director
- Sam Mwaura, Programme Manager PAHA
- Group or clients / beneficiaries PAHA

NISAA

- Zubeda Dangor, Director

SEF-Image Project

- Julia Kim, Head of the project intervention team
- Gail Neke, photographer
- Clients of SEF, trained by the project

Black Sash

- Marcella Naidoo, National Director
- Leonie Caroline, Regional Director Cape Town Advice Office
- Two women clients

DELTA

- Mizana Matiwana, Director of Delta
- Group of women, ex-trainees of Delta leadership course

GAP

- Pumla Mncayi, Director

WLC

- Michelle O'Sullivan, Director
- Nikki Naylor, Sibongile Ndashe, Hayley Galgut, attorneys
- Andiswa Makasi, legal advisor

Others

- Penny Plowman, Resource person and presently Coordinator of Donor Network on Women
- Sheila Meintjies, Commissioner of the Commission on Gender Equality
- Kamogelo Lekubu, Coordinator National Network on Violence Against Women
- Anu Pillay, Chairperson of Masimanyane, Stellenbosch

Annex 8 – List of women's organisations that participated in the workshops

Kenya

- Coalition on Violence against Women, COVAW
- Federation of Women's Lawyers, FIDA
- Lake Basin Land Use Programme Women's Credit Scheme, LABALU
- Women Fighting Aids in Kenya, WOFAK
- Young Women's Christian Association, YWCA
- Women's Rights Awareness Programme, WRAP
- Development Trough Media, DTM

Zimbabwe

- Musasa Project
- Zimbabwe Women's Resource Centre and Network, ZWRCN
- Zimbabwe Women Writers, ZWW
- Women and Aids Support Network, WASN
- Feminist Association of Media Women in Zimbabwe, FAMWZ
- Zimbabwe Women Lawyers Association, ZWLA
- Women's Leadership & Governance Institute, WLGI
- Women in Politics Support Unit, WIPSU
- Women in Development Savings and Credit Union, WDSCU
- Women Action Group, WAG
- Jekesa Pfungwa / Vulingqondo, JPV
- Women and Law in Southern Africa, WLSA

South Africa

- Nisaa Institute for Women's Development, NISAA
- Life Line / Rape Crisis Pietermaritzburg, LL/RC
- Gay and Lesbian Archive South Africa, GALA
- Agenda Empowering Women for Gender Equity
- Women's Health Programme, WHP
- Cape Town Grail
- Rape Crisis Cape Town, RCCT
- Women's Legal Centre, WLC
- Gender Education and Training Network, GETNET
- Rape Crisis Centre Port Elizabeth, RCC-PE
- Development Education and Leadership Teams in Action, DELTA
- Association for Progressive Communications Africa Women, APC-NA

Annex 9 – Overview of Kenya, Zimbabwe and South Africa

	Kenya	Zimbabwe	South Africa
Population 2000	30.7 million	12.6 million	43.3 million
Annual growth 1975-2000	3.3%	2.9%	2.1%
Urban population 2000	33%	35%	57%
Population < 15 yrs 2000	44%	45%	34%
Total fertility rate 1995-2000	4.6 children	5.0 children	3.1 children
Life expectancy 2000	50.8 years	42.9 years	52.1 years
• women	• 51.5	• 42.5	• 53.9
• men	• 50.0	• 43.2	• 50.2
Infant mortality rate 2000 (per 1000 births)	77	73	55
Maternal mortality rate 1985-1999	590	700	?
People with HIV/Aids 2001			
• % adults	15%	34%	20%
Adult literacy 2000	82.4%	88.7%	85.3%
• women	• 76.0%	• 84.7%	• 84.6%
• men	• 88.9%	• 92.8%	• 86.0%
GDP 2000 (PPP in US\$)	1,022	2,635	9,401
• women	• 975	• 1,946	• 5,888
• men	• 1,069	• 3,324	• 13,024
Human development index			
• 1995 (index+ rank)	0.463 (no. 137)	0.507 (no. 130)	0.717 (no. 89)
• 2001 (index+ rank)	0.489 (no. 146)	0.496 (no. 145)	0.684 (no.111)
Gender related development index			
• 1995	0.459 (no.122)	0.497 (no.118)	0.680 (no.74)
• 2001	0.488 (nr.115)	0.489 (no. 113)	0.678 (no. 90)
Seats in parliament for women			
• 2002	3.6%	10.0%	29.8%
• 2003	7.6%	10.0%	30.0 %

Source: Human Development Reports 1998, 2002 and 2003

Annex 10 – Responsibilities, costs and time line of research process

General

In 2001 the Dutch co-financing organisations (CFAs) decided to conduct a new round of programme evaluations for the period 2003–2006, on several themes. One of these themes was the role of women's organisations in civil society building. Three CFAs (Cordaid, Hivos and Icco) agreed to be studied on this subject.

In the current period (2003–2006) the CFAs themselves are responsible for the implementation of joint programme evaluations, contrary to the former period during which a Steering Committee directed the evaluation programme.

In the Plan of Approach of the CFP evaluations 2003–2006 the CFA's organised their cooperation and division of tasks and responsibilities and formulated quality criteria for these evaluations. It includes the description of the role and responsibilities of the Coordination Group and the External Reference Group.

Division of responsibilities

a *The Coordination Group*

The Coordination Group, consisting of policy officers and theme experts of Cordaid, Hivos and Icco, was in charge of this evaluation. Cordaid chaired the Coordination Group. The members were:

Cordaid:	Lilianne Ploumen, Director of International Programmes Astrid Frey/Lucia Helsloot, Policy Officers
Icco:	Dieneke de Groot, Policy Officer Research and Evaluation
Hivos:	Ireen Dubel, Senior Policy Officer Gender, Women and Development
MBN-secretariat:	Mark Rietveld (until 31/12/2003), Marian Wiersinga (from 1/1/2004)

b *The Executing Agency*

The executing agency was EOS Consult. The team leader was Lida Zuidberg. Researchers and writers for the different reports were:

Country report Kenya: Ria Brouwers and Achola O. Pala

Country report South Africa: Marianne Nugteren, Mmatshilo Motsei, Shireen Hassim

Country report Zimbabwe: Lida Zuidberg, Hope Chigdu, Patricia McFadden

Synthesis report: Lida Zuidberg with Marianne Nugteren and Patricia McFadden

c *The External Reference Group*

The External Reference Group has been assigned to give their independent assessment of process and results of the evaluation. Their assessment of the synthesis report can be found in annex 1. The members are:

- Dr. P. (Paul) Engel (chair), Director, European Centre for Development Policy Management (ECDPM)
- Dr. A.G. (Geske) Dijkstra, Senior Lecturer Economics, Faculty of Social Sciences, Erasmus University of Rotterdam
- Prof. Dr Ir. G.E. (Georg) Frerks, Professor of Disaster Studies, Wageningen University and Research Centre, Head of the Conflict Research Unit, Netherlands Institute of International Relations 'Clingendael', Professor of Conflict Prevention and Conflict Management, University of Utrecht
- Prof. Dr A.P. (Anita) Hardon, Professor of Care and Healthcare, Faculty of Social and Behavioural Sciences, University of Amsterdam and Dean, Amsterdam School for Social Science Research (ASSR)
- Prof. Dr A.H.J. (Bert) Helmsing, Professor of Local & Regional Development, Institute of Social Studies (ISS), Professor of Local & Regional Planning, University of Utrecht
- Dr. R. (Rekha) Wazir, Co-director International Child Development Initiatives (ICDI)

Selection criteria consultants

- quality criteria of evaluators mentioned in plan of approach
- knowledge of Dutch Co-Financing-Programme
- knowledge of non-governmental organisations
- knowledge of women's movement in developing countries
- knowledge of and experience with evaluations

Financial data

Financial contribution of Cordaid, Hivos and Icco to the organisations, which are evaluated in this study:

	1998	1999	2000	2001	2002	2003
Hivos*	641.100	881.600	1.062.000	931.500	1.200.400	1.128.600
Cordaid	491.800	903.600	769.200	1.166.600	300.000	525.500
Icco	794.800	118.100	692.100	1.066.300	610.400	120.000
TOTAAL	1.927.700	1.903.300	2.523.300	3.164.400	2.110.800	1.774.100

* During the period 1999-2002 Hivos support to AGENDA, CALS, GETNET, RCC-PE, and GALA (partner organisations in South Africa) was channelled via INTERFUND. The exact amount of Hivos contribution during those years might differ from the amounts mentioned in this table.

Costs of this evaluation

- Total costs of this evaluation: € 276.210
- Financed by: Cordaid, Icco and Hivos

Time line

The study was conducted in Kenya, Zimbabwe and South Africa and concerned the years 1998-2003.

First meeting Coordination Group:	11-03-2003
Implementation research:	July 2003 - July 2004
Final version Synthesis Report by EOS Consult:	23-09-2004
Receipt of Assessment by Evaluation Reference Group:	01-10-2004

Annex 11 – List of documents consulted

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