GENDER EVALUATION

FINAL REPORT

PAN ASIA NETWORKING PROGRAM

INTERNATIONAL DEVELOPMENT RESEARCH CENTRE

Kartini International

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APPENDICES - ATTACHMENTS

List of Acronyms

AI	Appreciative Inquiry
ALF	Alternative Law Forum (India)
APC	Association for Progressive Communication
APC WNSP	APC Women's Networking Support Program (Philippines)
CAF	Corporate Assessment Framework
CIDA	Canadian International Development Agency
CS+PF	Corporate Strategy and Program Framework
DFID	UK Department for International Development
FMA	Foundation for Media Alternatives (Philippines)
GDD Pakistan	Gender Digital Divide in Rural Pakistan
GE	Gender equity/equality
GEM	Gender Evaluation Methodology (an evaluation approach)
GEM II	Gender Evaluation Methodology Phase II (an approach and a PAN project)
ICT	Information and Communication Technologies
ICT4D	Information and Communications Technologies for Development
IDRC	International Development and Research Centre
iREACH	Informatics for Rural Empowerment and Community Health (Cambodia)
ISS	Information Society for the South (India)
TL	Team Leader
ONI-Asia	OpenNet Initiative – Asia: Digital Censorship and Surveillance in Asia (Regional)
PA	Program Area
PAD	Project Approval Document
PAN	Pan Asia Networking program initiative
PANACeA	PAN Asian Collaboration for Evidence-based e-Health Adoption and Application (Regional)
PANdora	Distance and Open Resource Access (Regional)
PANl10n	PAN Localization (Regional)
PCR	Project Completion Report
PO	Program Officer
rPCR	Rolling Project Completion Report
TBDOTS	Tuberculosis Directly Observed Treatment, Short-course
UNICEF	United Nations International Children's Emergency Fund

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Neena Sachdeva

Kartini International

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Definitions of Select Gender Terminology [1]

Gender: the roles, responsibilities, rights, relationships and identities of men and women that are defined or ascribed to them within a given society and context, and how these influence male and female behaviour, rights, decisions and conditions in life. Gender roles can vary significantly from country to country.

Gender considerations or perspectives: the view of problems, constraints, needs and interests from the standpoint of both women and men.

Gender equality: requires equal enjoyment by women and men of socially and economically valued goods, opportunities, resources and rewards. Achieving gender equality requires changes in the institutional practices and social relations which reinforce and sustain disparities. It means an equal visibility, empowerment and participation of both sexes in all spheres of public/private life.

Gender equity: the process of being fair to women and men and boys and girls that sometimes requires different approaches and solutions for each group. It takes into account the different conditions and priority needs of each sex, as also factors like, age, ethnicity, socio—economic group and rural-urban location.

Gender inputs: any kind of resource, technical assessment or analysis, or activity included in the planning or implementation of development or emergency programming to help achieve increased gender equality.

Gender analysis: the systematic assessment of policy and practice on women and men, respectively, and of the social and economic relationships between the two. The application of a gender perspective to each development issue addressed requires a variety of quantitative and qualitative data: an analysis of the gender division of labor; the identification of the needs and priorities of women and men; the identification of existing opportunities and constraints to the achievement of development objectives; and the choice of an explicit intervention strategy to address these.

Gender integration and/or mainstreaming: a globally accepted strategy that situates gender equity/equality issues at the centre of broad *policy decisions, institutional structures and resource allocations.* It includes both men's and women's views and priorities *with regard to decision-making* about development goals and processes. Gender integration is not an end in itself, but rather a strategy and approach used to achieve the ultimate goal of gender equality. (Agreed conclusions of the UN Economic and Social Council 1997/2).

Gender champions: institutional leaders from government, civil society and donor organizations who persuade those in positions of power and authority to take gender equality and women's empowerment seriously. They may undertake this responsibility as part of their designated role, or purely on the basis of their own motivation and choice.

Gender audit: an assessment tool and process which recognizes the central role of the organizational structure and culture in the design and delivery of gender-sensitive programs and projects. Gender audits identify personal and institutional biases in the culture of organizations, that prevent gender equality objectives from being taken forward, as well as the related institutional strengths and opportunities. Gender audits place importance on an examination of both the institution's financial investment in gender equality and of its systems and processes from a gender perspective. (Moser, 2005)[2]

[1] The definitions represent a composite taken from different sources.
[2] Moser, Caroline, An Introduction to Gender Audit Methodology: Its design and implementation into DFID Malawi, May 2005, http://www.brookings.edu/views/papers/200505moser.pdf

Gender neutral policies are said not to be specifically aimed at either men or women and are assumed to affect both sexes equally. They are in effect, gender blind.(IDRC)[3]

Gender Evaporation occurs when good policy intentions fail to be followed through in practice. Evaporation starts when gender analysis is not incorporated into specific gender objectives and virtually becomes invisible when monitoring and evaluation procedures fail to document what is ~~-o~~ccurring on the ground". (Moser, 2005)

Gender-disaggregated data: This focuses on issues of particular relevance to women and men, girls and boys, and their different roles and positions in society. Statistics on household distance from water or fuel, for example, have different implications for women and men since it is usually the former who spend time collecting these necessities when they are not readily available.

Additional Clarification of Definitions:

*1. Two general misunderstandings exist in the concept of **gender** and these were noted in the PAN projects reviewed. The first one that gender is equivalent to **sex**. The second is that gender is equivalent to **women**. While "sex" refers to the biological difference between women and men, gender refers to the social significance attributed to these biological differences, commonly called "masculinity" and "femininity". Gender differences are fundamentally expressed in the division of power and labour which exists between women and men.*

2. Gender does not refer solely to women because it is a relational concept. Gender looks not at women or men, but at the unequal relations between the two, with respect to the distribution of power and resources. Feminist research sometimes does not stress the relational aspect as much as it should, sometimes alienating researchers with a focus on "women" exclusively. While there is a historical and abiding basis to the discrimination against women, there are other forms of discrimination such as, ability, caste, class, ethnicity, geographical, infrastructure. Within "equity/equality in developing countries framework", there needs to be a realization that neither women nor men are homogenous groups, nor is socio-economic class a reliable marker of discrimination as all "poor" women and men not equally disadvantaged.

[3] IDRC, Glossary IDRC, http://reseau.crdi.ca/en/ev-42971-201-1-DO_TOPIC.html

EXECUTIVE SUMMARY

The aim of the utilization-focused formative gender evaluation of the PAN program at IDRC was to examine the extent to which PAN has pursued a systematic and appropriate approach to gender integration (or mainstreaming) and enhanced the level and quality of gender analysis into the research and applied research projects funded through PAN. The evaluation and subsequent training was carried out by a team of two evaluators from Kartini International from January to November 2009.

The study examined the integration project-level gender integration within a selection of PAN projects, as well as the level of gender capacity and integration among the PAN team on a program-wide level. The evaluation used a utilization-focused participatory approach which involved all five core members of the PAN team in survey questionnaires, interviews and project review feedback. Each phase of the study was planned to engage the primary intended users and to inform the subsequent phases and analyses. The methodology included a combination of the Appreciative Inquiry methodology, and to some extent, the IDRC-funded Gender Evaluation Methodology (GEM) specifically created for ICT projects. The evaluators reviewed a selection of 10 projects from a gender perspective. This included five networks, one multi-regional and four country programs. A two-day gender training workshop was developed based on the findings to build in-house capacity of the PAN team. The projects chosen by the PAN evaluation steering team[4] included a mix of research areas, gender issues, geographic spread and project structure. They covered all the issues that had been listed as areas of concern for gender equality and women's empowerment in ICTs in the GEM.

Within the PAN Prospectus 2006-2011, a gender strategy supported a two-fold goal in that no project was to be considered gender neutral and that research in ICTs in Asia for gender transformative outcomes was to be supported. The PAN team worked with a Gender Monitoring Tool which is used to map the progress of gender integration in projects at three points in the project research cycle – start, mid-point and finish.

At the program level, the evaluation found that PAN had pursued a systematic and appropriate approach to gender integration, supported by a team leader who is a gender champion and two[5] PAN staff members who possess a high level of understanding and expertise in gender and ICTs. Furthermore, while the gender strategy was concise and provided the PAN team with enough direction, the main challenge was that the underlying rationale supporting the gender strategy was not consistently understood by the different team members. A need for greater guidance than that offered in the prospectus through a comprehensive gender analysis of development issues and issues within the ICT4D sector in Asia and individual project based gender guidance was identified.

Secondly, although the gender monitoring tool was innovative, not all of the project team was systematically using it to monitor the level of gender integration in projects. There was a need for the categorizations in gender monitoring tool to be understood and then customized to the needs of the PAN team. The reformulation of the tool was discussed at the gender training workshop where a new categorization system was developed.

[4] Kathleen Flynn-Dapaah, Senior Program and Chaitali Sinha, Program Specialist, PAN.
[5] Kathleen Flynn-Dapaah left PAN in October 2009.

At the project level, nine of the ten projects reviewed showed varying degrees of commitments to examining gender concerns at the proposal stage. They included a gender strategy (iREACH, PAN Localisation), a gender analysis (ISS, Rural Pakistan, ICTs in Urban Microenterprises), a gender parity policy (PANACeA), social and gender perspectives (ONI-Asia,), and a list of gender related questions to be addressed by the research (LIRNEasia II, PANdora). The proposals sometimes included gender objectives or sub-objectives with activities such as training (PAN Localisation, iREACH) and many times identified gender resources with budgets. These were often but not always summarized in the PAD (PANdora). One project had no mention of gender perspectives but an ethnographic survey is expected to highlight some gender concerns if relevant (Détente in Media Piracy). The quality and level of the gender commitments in the proposals was, in most cases, high. This finding confirms the PAN team‘s assessment that the best place to influence, negotiate and convince partners to address gender considerations is at the proposal stage.

This early engagement was found to be a necessary, but not a sufficient condition to ensuring ongoing attention to gender analysis within a project – i.e. to avoid gender fade – especially if the gender perspectives were provided by a gender expert without meaningful partner participation. The distributive nature of the network projects resulted in disproportionate attention and follow through with regards to gender integration. For instance in PANACeA, the TB DOTS sub-project‘s gender analysis was one of the best reviewed overall, while the other e-Health sub-projects within the network was either women specific (maternal health care) or gender blind, including one on primary health care.

The evaluation found that at implementation stage, some projects partially fulfilled their gender commitments and experienced some level of gender fade, especially the sub-projects within the network projects (PANdora, PANCeA, iREACH). Also the two projects conceived to be gender transformative at the proposal stage (Information Society for the South (ISS) and the Gender Digital Divide in Rural Pakistan), moved down to being gender integrated and women-specific, respectively at the mid-point. The lesson here points to the need for continued and close monitoring of gender within projects – even among those that set out to undertake gender transformative research.

The varying levels of understanding among staff of the rationale underlying the gender strategy, the pragmatism of the approach, gender concepts, gender analytical capacities and gender integration in the projects among team members also intersects but are not necessarily perfectly aligned with the monitoring and follow-up of gender commitments in the projects. For example, some projects suffered from extenuating circumstances leading to a reduced focus on the quality of gender such as staffing problems (iREACH) and national security issues (Gender Digital Divide in Rural Pakistan).

The use of the Appreciative Inquiry methodology provided input on good practices and lessons learnt on the part of the Program Officers to strengthen gender integration within the projects: good and supportive communication between PAN staff in order to negotiate the inclusion of gender perspectives with partners (LIRNEAsia, ICTs and Urban Enterprises); introduction of feminist organizations as sub-project network partners at the planning process level (ONI-Asia); the cross fertilization of projects (PAN Localisation, GEM II); development of gender capacity of key personnel in the networks to support and monitor sub-projects (PAN Localization); support of intra-household

surveys (LIRNEasia) and introduction of national gender experts to partners to provide technical assistance (ICTs and Urban Enterprises).

The overall outcome was that through a concerted and substantial effort, PAN has been able to support and build in its wide variety of partners a higher but widely varying level of awareness to address gender concerns, as well as capacity to conduct gender related research.

From the detailed project reviews the following gender based outcomes and results are highlighted: through separate surveys based on a gender analysis, sex-disaggregated data collection of ICTs use in urban microenterprises (ICTs and Urban Enterprises); the development of sex-disaggregated an Outcome Mapping Gender Framework tool (PAN Localization) which has users outside the sub-project partners; development of the gender research framework for censorship and surveillance (ONI-Asia)[6]; through data based evidence results showing that access to mobile phones did not support the gender digital divide (LIRNEasia); the need for long distance education opportunities for women and remote communities due to restricted mobility (PANdora); participation of (both men and) women in local community ICT hub committee leadership positions and the production of education communication material (iREACH); applying e-Health solutions to reduce TB DOTs and maternal health risks (PANACeA); and participation in networks for international and national conferences to engender ICT policies (the two gender transformative projects). Specific outcomes and lessons from the different projects are captured in the report and summarized in a table format (Pg 39-47).

In order to provide an in-depth rationale underlying the gender strategy for both staff and partners, the evaluation identified a need to provide a comprehensive gender analysis, based on available resources and development indicators to highlight specific gender concerns for research in ICT4D projects. Establishing the gender development context before inserting ICTs is important.[7] As recommended by PAN staff, gender differences in ICTs access and control between various countries in the region need to be explored and supported with case studies to apply theory to practice. In addition, there needs to be more guidance to partners and staff for the collection and analysis of sex disaggregated data (both quantitative and qualitative) in order to provide visibility to gender differentiated gender outcomes and gender results. PAN could consider targeting specific development sectors, issues or sub-projects for gender support in order for greatest impact.

Greater resource allocations to gender projects are recommended including a Gender and ICTs Fund (already implemented) which will support the work of gender and ICTs specialists in the region and provide a wider pool of gender experts. A network of gender focused projects could be supported for research support in the future. Project budgets for the integration of gender into sub-project network projects need to be specifically targeted and increased for capacity development, as well as monitoring support. PAN staff would also benefit by actively communicating and participating with

[6] Expected results for ONI-Asia include understanding censorship and surveillance issues e.g. how they impact women and men differently, gender discrimination of gay men on the internet, women's social networks to counter religious intolerance, anti-pornography.

[7] At a recent gender training, PANACeA partners were asked to think about gender in health, then ICTs, then eHealth and then within their projects … and how this series of activities uncovered different forms of gender analyses that the researchers were not even aware of

the gender experts on specific projects in increasing their gender analysis and monitoring skills. Within the mix of network sub-projects, it is recommended that some be identified as being gender-focused projects and if necessary, their gender capacity targeted for development.

PAN staff also understood the need to encourage their partners to examine gender perspectives in depth early in the project planning stage and include a detailed gender analysis with activities (in addition to training) in the proposal. In order to bring a greater focus to this process, partners should include knowledge translation activities. PAN needs to institutionalize best practices such as including a number of research organizations with gender capacity in the networks so that gender sensitive research questions can be explored through subprojects. It also needs to improve reporting on gender perspectives in various reports including trip reports, (r)PCRs, and progress reports.

It would be useful to provide to partners and staff with web-based resources on Gender and ICTs such as published papers, a list of gender specialists and organizations which work on ICTs and gender issues and specific gender analysis tools included in this report.

Although a number of case studies are included in the appendices on health, education, livelihoods and governance, there is a dearth of case studies available from other research organizations on issues which are supported by innovative and complex PAN research grants. As PAN is soon coming to an end soon, an independent meta gender analysis for a three targeted networks is recommended, to assess the gender outcomes and results at the end of the projects and to disseminate results, for example, PAN Localization, ONI-Asia, and PANACeA. **Many of the emerging gender issues in the ICT4D sector are invisible in traditional "development type" work such as censorship and surveillance, e-Health linkages and local language internet content development.** At the same time, there are strong links with many traditional development sectors such as health and ICTs. Both would be useful to document from a gender perspective before the program closes. A paper to document the gender outcomes of the ICTS in Urban Microenterprises program is already in progress by PAN and partners.

...All great technological transformations have a shining side – the one turned towards its agonists - and a dark one, facing the peoples that are left behind by changes, in which they see a reflection of their own dependence & backwardness, which cause an aggravation of social inequalities and poverty.[8]

Until the ICT policy arena is itself engendered, it will be difficult to improve access for women and girls to the revolutionary tools of information and communication technology.[9]

1. INTRODUCTION

This final report presents a summary of the findings and recommendations of a formative gender evaluation of the PAN Asia Networking (PAN) program. Using a participatory approach which involved the five members of the PAN team, the gender evaluation was conducted by a two consultants from Kartini International. The evaluation and subsequent gender training took place between January and November 2009.

1.1 Background

Pan Asia Networking (PAN) is a program initiative in the Information and Communication Technologies for Development (ICT4D) Program Initiative (PI) of the International Development Research Centre (IDRC). From the year 2004 onwards, the PAN has an accumulated budget of $31,569,597.

IDRC's Corporate Strategy 2005-2010 treats gender as one component of social equity along with age, ethnicity, rural/urban residence, socio-economic class, religion, caste[10] but it does not directly address gender equality in its Performance Framework. However, IDRC's Corporate Assessment Framework (CAF) supports gender analysis in project design and appraisal processes so that gender-blind research does not inadvertently reinforce gender inequality. It also encourages gender-transformative research and the support of gender specific projects which aim to transform existing gender relations in a more egalitarian direction.[11] Each IDRC program initiative has a responsibility to gender integration within its program area although IDRC has no institutional requirement for program managers to report on progress. PAN has allocated $2,420,532 or 7.6% of its overall budget so far, to supporting a number of women focused or specific projects, in addition to resources for gender integration into projects.

The PAN program's mission is to empower communities to address their key development challenges through effective access to information and communication technologies.[12] Whilst working with a number of communication and networking technologies[13], PAN's central programming focus is its impact on people and it operates on the principle that everyone in Asia should be given an opportunity to harness ICTs to better their lives. The PAN program seeks to understand the positive and negative

[8] Several authors. Uruguay hacia el 2000. Desafíos y opciones. Editorial Nueva Sociedad 1991. p.107. (Uruguay circa 2000. Challenges and Options) 1st Edition.
[9] Engendering ICT Policy: Guidelines for Action (1999)
[10] IDRC, Corporate Strategy for 2005-2010, p. 3-1 (55)
[11] IDRC, Development of the Corporate Assessment Framework, p.23
[12] PAN Prospectus, 2006-2011, p. 5
[13] Including Wireless Fidelity (Wi-Fi), WiMax, Code Division Multiple Access (CDMA), and information processing tools for the Internet and handheld devices such as Personal Digital Assistants (PDAs) and cell phones.

impacts of Information and Communication Technologies (ICTs) on people, culture, the economy and society so as to strengthen ICT uses that promote sustainable development on the Asian continent.

PAN's vision is supported by targeted research support in three key themes: building evidence and promoting dialogue to inform policies; applied research and application of technologies for development; and research and build capacity for understanding the socio-economic effects of ICTs on Asian communities. PAN adapts its programming to the socio-economic needs and the technological shifting contexts of developing countries in Asia, ensuring that its research partners remain at the leading edge of technological improvements and development approaches.

This formative gender evaluation builds on the findings and recommendations of a 2004 external review of the PAN. The external review identified several good examples of integrating gender considerations into the program, especially towards the end of the programming period, but it suggested a more systematic approach to gender mainstreaming in new projects. In light of the external review's recommendations, the PAN Prospectus 2006-2011 incorporated a gender strategy and the use of a gender monitoring tool to help track gender integration across a spectrum of new projects. This evaluation examines the extent to which PAN has pursued a systematic and appropriate approach to gender mainstreaming and integration in its program.

1.2 Goal, Purpose and Objectives

The overall **goal** of the gender evaluation is to enhance the level and quality of gender analysis into the research and applied research projects funded through PAN. The **purpose** of the evaluation was to take stock of gender integration in a selection of 10 projects which included five networks, one multi-regional and four country programs, and to build in-house capacity of the PAN team and identify, promote and document gender integration into PAN supported projects. Two levels of inquiry were undertaken in this evaluation: at PAN program level and within projects with PAN partners.

The **objectives** of the evaluation include to:

1. Assess the level and efficacy of the implementation of the PAN gender strategy and gender monitoring tool.
2. Facilitate a PAN team analysis of evaluation findings and their implications for the PAN gender strategy.
3. Provide recommendations to improve the practices or activities to support the PAN gender strategy implementation.
4. Develop a training program for PAN staff so they can develop the capacity of partners.
5. Make recommendations to strengthen gender analysis capacity within the PAN program, based on the results, gaps and challenges identified.

The main evaluation **questions** to be addressed are:

1. What has been the level and quality of integration and documentation of gender analysis in PAN supported projects?
2. What are the gaps in gender analytical capacities and gender integration amongst the PAN program team?
3. What are the good practices/behaviors within the PAN team and within the broader ICT4D community in terms of gender integration in ICT4D projects?

1.3 Intended Users and Uses

This evaluation followed a utilization-focused evaluation approach that places the notion of utility at its core.[14] Thus, the identification of the primary intended users and their primary intended uses represents the touchstone of this study. These users and uses guide every step of the evaluation – from the design to the analysis. The primary intended users of this evaluation are the PAN team consisting of Laurent Elder (Program Leader-Ottawa), Maria Ng (Senior Program Specialist-Singapore), Phet Sayo (Senior Program Officer-New Delhi), Kathleen Flynn-Dapaah (former Senior Program Officer-Ottawa – who left the PAN program in October 2009), Chaitali Sinha (Program Officer-Ottawa) and Ahmed Rashid (Research Officer-Ottawa).

Additional users included PAN partners, IDRC's Evaluation unit, and other IDRC programs looking to improve gender integration in their respective programming strategies. The primary intended use of the evaluation is to:

1. Better understand the PAN team's strengths and weaknesses in terms of implementing and monitoring the PAN gender strategy.
2. Build PAN team's members capacities in terms of gender terminology, strategies and practices for deepening gender integration in PAN-supported projects.
3. Strengthen the PAN gender strategy and enhance the quality and use of the PAN gender mainstreaming tool by all team members.

1.4 Gender Evaluation Team

Kartini International's gender evaluation team consists of two evaluators:

1. Neena Sachdeva, Associate, as the Team Leader and Senior Gender Evaluation Specialist, based in Ottawa; and
2. Dana Peebles, Director, as the Senior Gender Analyst/Strategist, based in Toronto.*(Profiles of Kartini International's team available in Appendix A)*

1.5 Structure *of Report*

This report is structured as follows:

- **section two**, details the approach and methodology used for this gender evaluation;
- **section three**, outlines gender integration into PAN policy such as the gender strategy and the development and use of the gender monitoring tool;
- **section four,** recommends strategies and resources for strengthening the PAN policy framework for gender integration;
- **section five,** focuses on the findings of the PAN projects reviewed as well as resources allocated for gender, staff and partner capacity, lessons learnt and good practices, gender outcomes, as well as gaps in reporting;
- **section six,** recommends various strategies for improving gender integration into projects; and finally,
- **section seven,** summarises lessons learnt and good practices and provides an overview of all the recommendations.

[14] Michael Quinn Patton, Utility-Focused Evaluations, 2008

2. APPROACH and METHODOLOGY

The evaluation used a combination of approaches and methodologies which are summarized below. *(Refer to Appendix B for further details*)

2.1 Utilization Focused and Participatory Evaluation Methodology

The evaluation team aimed to build consensus among the primary intended users on the evaluation methodology through a highly participatory approach. The network evaluation was used as a model to structure for the gender evaluation. The reflections shared in this study point to the level of investment required to carry out a truly utilization focused and participatory evaluation. Based on this lesson, this study designed a phased approach that provided the primary intended users the necessary time to engage with, respond to, and reflect on the different stages.

There were four phases of the evaluation. These are discussed on the following pages. The results of each phase were used to inform the design and implementation of the ones that followed. First, an initial questionnaire was designed as a needs assessment which helped to determine the current capacity/knowledge of PAN Asia's program staff in gender equality in a research and development programming context. As well, the questionnaire asked for specific challenges encountered in implementing the gender strategy and gender monitoring tool. Second, the questionnaire was followed by interviews with individual team members. Third, the evaluator team presented a synthesis of responses from the team to highlight areas of concern at a team meeting in February 2009. *(Refer to Appendix B for Consolidated Responses and Powerpoint Presentation)*

2.2 Appreciative Inquiry

The Appreciative Inquiry (AI) methodology was also introduced to the team at the February 2009 team meeting. The AI approach is a form of evaluation methodology which is based on the premise that people learn best from what they have achieved. It builds on the strengths of a particular program and seeks the common elements that have contributed to making it successful. The Appreciative Inquiry methodology is used to:

- Evaluate a situation, project, policy or program
- Support a strategic planning process
- Document a critical incident
- Document good practices
- Identify changes required in the future

PAN team members were asked to conduct an Appreciative Inquiry (AI) on a project of their choice and share experiences in gender integration with other team members at the gender training. Three team members conducted an Appreciative Inquiry on their own projects and presented them at the gender training workshop: Urban ICTs in India project (Chaitali Sinha); ONI-Asia (Kathleen Flynn-Dapaah)[15]; and LIRNEAsia (Laurent Elder). *(For further details on the Appreciative Inquiry methodology see Appendix C.1)*

[15] The ONI-Asia appreciative inquiry was conducted by Kathleen Flynn-Dapaah and presented at the gender training by evaluator, Neena Sachdeva.

2.3 Gender Evaluation Methodology

The evaluation team considered it important to use a gender evaluation methodology which had been developed through IDRC's support. **The Gender Evaluation Methodology (GEM)**[16] has therefore, been used to do a meta analysis of the projects gender reviewed. The GEM is a learning tool specifically developed to analyze gender issues, perspectives and lessons in ICT projects and initiatives. It measures change and empowerment in ICT projects using a gender perspective with the intention of influencing policy proposals. Developed with PAN funding, the GEM was tested by a variety of women's groups in developing countries in Asia, Central and Eastern Europe, Africa and Latin America. The GEM Phase II is a subsequent phase to the GEM I, supported by PAN, which further refines the methodology with the aim that non-gender ICT4D people can understand the terminology and concepts better.

The evaluation team assessed how PAN supported projects fitted in with the following main areas of gender concerns in ICTs identified by the GEM:

1. Access and control
2. Education, development and training of skills
3. Industry and labour
4. Content and language
5. Power and decision-making
6. Privacy and security
7. Trafficking of women, pornography and censorship

In addition, three broad perspectives[17] premised on the nature of the ~~"d~~igital divide" form a part of the methodology:

- *The Information Technology Access Gap:* This is the gap that represents the divide between those who have physical access to the computer (at home, school, the work place or cyber cafes).
- *The Information Technology Application Gap:* This divide separates those who know how to apply existing information technology to create wealth and those who do not.
- *The Information Technology Creation Gap:* This divide has three levels, and it represents the divide between those who conduct fundamental research and development in information technology; those who use and create IT products and services with existing technology; and those who are only consumers of the IT products and services.

The evaluation looked at how these three perspectives are incorporated into PAN supported research projects. While retaining the essential elements of GEM, the evaluation team utilized a slight variation to the methodology proposed to reflect the

[16] The GEM was developed by the Association for Progressive Communication (APC) and the Association for Progressive Communications Women's Networking Support Program (APC WNSP) based in South Africa. This international network of individual women and women's organizations promote gender equality in the design, implementation access and use of ICTs and in policy decisions and frameworks that regulate them. In addition to DFID and UNIFEM, it received funding from IDRC.

[17] Economic and Social Commission for Asia and the Pacific, Discussion Paper Series No.19, *Gender Assessment of Selected E-Business and Strategies: The Case Studies of Malaysia, the Philippines, The Republic of Korea and Thailand*.
http://www.unescap.org/esid/GAD/Publication/DiscussionPapers/19/DiscussionPaper19.pdf

specific needs of the PAN evaluation. This methodological framework outlined in Phase III *(Refer to Appendix C.3)* above lays out the criteria used to assess the level and integration of gender perspectives in the documentation available in the various parts of the project cycle:

2.4 Four Phases of Evaluation

There were four phases to the methodology for the PAN gender evaluation summarized below. *(Refer to Appendix C.2 for further details)*

Phase I – Methodology Development (September to December, 2008)

a. Consulted and developed methodology with evaluation steering committee, Kathleen Flynn - Dapaah and Chaitali Sinha) which selected 10 projects and network sub-projects for review.
b. Methodology presented and discussed with PAN team at the Hyderabad Workshop in India by Kathleen Flynn - Dapaah on November 28, 2008.
c. Reviewed PAN's network evaluation and institutional frameworks - prospectus and the gender monitoring tool. The Gender Evaluation Methodology (GEM) outlined below, forms a part of this assessment.
d. Researched best practices in gender and ICT4D projects of other organizations.
e. Consulted PAN team through a survey questionnaire to help determine the current capacity/knowledge of PAN Asia's program staff in gender.
f. Developed in-depth evaluation methodology and prepared Preliminary Report on Methodology Development, January 31, 2009.

Phase II – PAN Team led assessment February 9, 2009

a. Synthesized results of five questionnaires.
b. Conducted 1st set of individual staff interviews with Phet Sayo and Maria Ng to discuss preliminary findings of questionnaire and project reviews.
c. Presented and discussed synthesized results of questionnaire to PAN team-led assessment in Ottawa February 9, 2009.
d. Discussed the efficacy of PAN's current gender strategy and the gender monitoring tool.
e. Requested team to provide feedback on the evaluation's project review criteria.
f. Reviewed the Appreciative Inquiry methodology of individually chosen projects with the team. *(Refer to Appendix C.1 for details)*
g. Discussed the PAN team's gender training needs

Phase III – Project Documentation Gender Review (January to September 2009)

A total of 10 PAN projects were reviewed including: five networks (3 to 4 pre-selected sub-projects), one international program and four country programs for staff assessment and feedback. The assessment analyzed the documentation within the various phases of PAN programming cycle: proposals and appraisals; trip reports; rPCRs/PCRs; technical reports; team meetings/ chats/ communication; interactions with research partners and/or other donors; interactions with IDRC colleagues; and monitoring and evaluation research. Within each network, two to four projects were chosen for a detailed review in addition to the proposal and PAD.

In addition to the Gender Evaluation Methodology which provided a meta analysis of the PAN program and the specific projects reviewed, the criteria used to assess the level and integration of gender perspectives in the documentation available in the various

parts of the project cycle:
1. Identifying gender and ICT issues in the proposal and PAD.
2. The policy guiding the project in the proposal and PAD.
3. The implementation strategies of the research project in the proposal and PAD.
4. Monitoring the implementation strategies in project reports, PPRs and rPPRs.
5. Communication strategies in brochures and other written material.

(Refer to Appendix C.3 for detailed questions.)

Staff interviews continued to discuss findings of project review and obtain feedback and further background information from staff which is not in the reports. The project review and capacity development phases blend into each other as the interviews were an interview means of building staff capacity on a one on one basis.

Phase IV - Capacity Development (February to November, 2009)

a. Facilitated the documentation of good practices through the Appreciative Inquiry methodology with three PAN team members.
b. Developed gender training workshop based on: the team assessment meeting in February; capacity building needs identified in the survey; through staff interviews; identified in the project gender reviews; and the appreciative inquiry projects.
c. Delivered gender training workshop, November 3-5, 2009 where three PAN team members presented analysis based on the Appreciative Inquiry methodology[18].
d. Prepared final Evaluation Report February 2010 on the input and experiences of the feedback and data collected during the previous steps.

Timelines for PAN Gender Evaluation		
Phase 1	Methodology Development	Sept – Dec, 2008
	First meeting of evaluators with PAN evaluation steering committee	Sept 10, 2008
	Presentation of methodology to PAN team by Katheen Flynn Dapaah	Nov 28, 2008
	Preliminary evaluation report - Methodology Development	Jan 31, 2009
Phase II	PAN Team Led Assessment	Feb 9, 2009
Phase III	Project Documentation Gender Review	Jan to Sept 2009
	Interviews with individual staff to discuss preliminary findings of project reviews	Feb to May, 2009
	Written feedback on project reviews plus additional reports, emails and information on projects received from staff	May to Sept, 2009
	2nd and 3rd interviews to discuss additional comments	May to Sept, 2009
	Project reviews finalized including additional feedback from staff	Sept, 2009
Phase IV	Capacity Development	Feb to Nov 2009
	Interviews	
	Gender Training Workshop	Nov 4 - 6 , 2009
	Draft Report	Jan to Feb 2010
	Final Report	Mar 2010

[18] Kathleen Flynn-Dapaah's appreciative inquiry on ONI-Asia was presented by evaluator, Neena Sachdeva.

2.5 List of Projects for Gender Review

The following projects were chosen for gender review by the PAN evaluation team steering ream:

	Project Name	Sector	Geographi -cal Focus	Respon -sible Officer
1	PAN Localisation (PAN110n) www.pan110n.net	Local language computing and access	Regional Network	Maria Ng
2	iREACH www.ireach.org.kh/	Develop public policy	Country – Cambodia	Maria Ng
3	PAN Asian Collaboration for Evidence-based e-Health Adoption and Application (PANACeA) www.aku.edu/chs/panacea/about.shtml	e-Health	Regional Network	Chaitali Sinha (Formerly Kathleen Flynn-Dapaah)
4	OpenNet Initiative – Asia Digital Censorship and Surveillance in Asia (Regional) (ONI-Asia) www.opennet.net/about/regional/asia	Digital censorship and surveillance	Regional Network	Phet Sayo (Formerly Kathleen Flynn-Dapaah)
5	ICTs and Urban Micro-enterprises: Identifying and Maximizing Opportunities for Economic Development	Role of ICTs in economic growth and poverty reduction	Country-India	Chaitali Sinha
6	LIRNEasia www.lirneasia.net	Institutional constraints to public policy	Regional Network	Laurent Elder
7	Toward Détente in Media Piracy	Public policy on media piracy	Multi-country	Phet Sayo
8	Information Society for the South (ISS) www.itforchange.net	Transformative potential of ICTs	Country-India	Chaitali Sinha (Formerly Kathleen Flynn-Dapaah)
9	The Gender Digital Divide in Rural Pakistan – To Measure and to Bridge It (GDD Pakistan)	Gendered Rural Access	Country - Pakistan	Chaitali Sinha
10	Distance and Open Resource Access (PANdora)	Distance Learning	Regional Network	Maria Ng

2.6 Gender Training - Staff Feedback

The responses to the survey questionnaire, staff interviews and the project reviews jointly determined the needs and a plan for gender training for the PAN Asia team in November, 2009. As a final part of the methodology, team members are asked to provide their feedback on the draft final report for the gender evaluation. Partners will also be asked to provide their feedback on the gender evaluation of their projects.

Table included for the PAN team to reflect on the process and findings of the report.

Process-Related Questions
1. Overall, how would you assess the investments you made in relation to the benefits accrued through the participatory nature of this formative evaluation study?
2. What aspects would you add, keep, or change if a participatory formative evaluation study were to be conducted in the future?
3. Are there other reflections you would like to share about the process of this study?
Findings-Related Questions
4. How do you expect the findings to influence (if at all) how you approach network project development within PAN?
5. In your opinion, do you think the network leaders will utilize the findings? If so, why? If not, why not?
6. In your opinion, are there specific elements, questions, or issues presented in this report that merit further investigation and reflection? If so, please explain.
7. Are there other reflections you would like to share about the findings of this report?

2.7 Limitations of the Evaluation

The main limitations of the evaluation were:

1. The projects were in progress while the gender evaluation was in progress and therefore, before the final reports for the projects has been received. Hence, while it was possible to assess the processes and mechanisms which had been put into place to implement the gender strategy, without the final reports there was limited opportunity to assess gender outcomes and results.

2. The identification of results and outcomes was also limited by the gender review of the regional networks that include multiple countries and projects. Three to four sub-projects were chosen by the evaluation steering committee from each network for the gender review and findings are therefore, limited to a few projects in each network.

3. The evaluators were limited from definitively establishing whether capacity for gender integration was achieved by program partners especially those in the regional networks. Already present partner capacity for gender perspectives or capacity development for gender integration was found to be easier, however, to assess for specific individual country partners and some sub-projects. An assessment of the level of capacity developed in PAN partners for gender sensitive research requires a somewhat different conceptualization of the methodology for the project reviews including feedback from partners to self-assess capacity development, as well as feedback from the gender experts engaged by some of the projects to develop capacity for gender. This limitation affects the assessment of the main outcome which is related to capacity building for gender perspectives and analysis.

3. GENDER INTEGRATION INTO PAN POLICY

Kartini's evaluation team found that a formal commitment to gender integration is institutionalized in the PAN program through the inclusion of a gender strategy in its Prospectus 2006-2011. The gender strategy forms the basis on which gender integration into projects has been assessed in this evaluation. The gender strategy makes a commitment to develop a gender monitoring tool to monitor and guide the PAN Program Officers (POs) towards improving the level of gender mainstreaming into projects. This tool was developed and utilized by some of the POs. Discussed below is an assessment of gender considerations in PAN's Prospectus, its alignment to IDRC's corporate commitments and some of the challenges, gaps and recommendations made by the PAN team, as well as the evaluation team.

3.1 PAN Prospectus

Prior to the development of PAN's new prospectus, an external review of the program confirmed that while PAN had many strengthens including ~~a~~ctively ensuring that research on gender issues is a part of its digital inclusion projects…. a more systematic approach for gender mainstreaming needed to be explored and implemented into the program".[19] A consultation with regional stakeholders affirmed PAN's niche as a leader in its focus on communities.

Reference to the importance of gender considerations is made throughout the PAN Prospectus 2006-2011 including alignment to gender equality in Canada's International Policy Statement and CIDA's priorities which include ~~E~~nsuring Gender Equality", as well as in the evaluation plan for the program. PAN also plans to program in countries that are identified as CIDA priority countries (Bangladesh, Cambodia, Indonesia, Pakistan, Sri Lanka, Vietnam).

Kartini's evaluation team found that a formal commitment to gender integration is institutionalized in the PAN program through the inclusion of a gender strategy in its Prospectus 2006-2011. Of particular importance is the gender strategy's emphasis that no project can be gender neutral which clearly indicates that all projects must include a gender analysis and integration plan into the research methodology. IDRC's Corporate Strategy 2005-2010 treats gender as one component of social equity along with age, ethnicity, rural/urban residence, socio-economic class, religion, caste[20]. As well, a commitment to funding gender transformative research projects is explicitly made in the gender strategy. PAN's prospectus is aligned with IDRC's 2000-2005 Corporate Assessment Framework (CAF), the following *Definition of Good Performance for the Consideration of Gender*:

> In order to contribute to the achievement of gender equality in developing countries, IDRC ensures that its funded research projects, including those that do not focus specifically on gender inequality, include gender analysis in project design and appraisal processes so as to avoid gender-blind research that can inadvertently reinforce gender inequality. Further, good performance is evidenced by program funds going to support gender-transformative research that is not only cognizant of gender-specific needs and constraints but also aims to transform existing gender relations in a more egalitarian

[19] PAN Prospectus 2006-2011, Pg 5
[20] IDRC, Corporate Strategy for 2005-2010, p. 3-1 (55)

> direction. IDRC also recognizes the importance of gender equality as a goal of the development process by supporting a specific program of research on gender issues.[21]
> IDRC, Development of the Corporate Assessment Framework, p.23

To this effect, PAN constructs a two-fold goal to:

a. Ensure that PAN-supported projects do not create additional development problems by neglecting the social/gender implications of a research issue; and
b. Support research on ICTs in Asia for gender transformative outcomes.

3.2 Gender Strategy - Three Thematic Areas of Focus

The Gender Strategy emphasizes that research project partners ~~"r~~ecognize and engage with the social and gender relations of power that cross boundaries of household, community, and state"[22] in all three of PAN's thematic areas:

1. **Building evidence and promoting dialogue to inform policies that enable knowledge societies in Asia**. The gender strategy assumes that there are no gender neutral policies. Policies coached in gender neutral language are often gender discriminatory and gender blind.

2. **Applied research and piloting of innovative ICT applications for development.** Technology designed and used for social development purposes is used by communities made up of women and men, girls and boys with different needs, as well as access and control over these limited resources. PAN projects need to define whose needs are being met, do they have access to relevant technologies which meet their needs and do they have control over the use of technologies.

3. **Research and build capacity for understanding the socio-economic effects of ICTs on Asian communities.** Through the support of researchers with strong social science skills, new knowledge on gender transformative aspects of ICTs on Asian communities can be generated. In addition, these researchers can support a stronger analysis of social and gender research in the other two thematic areas. Gender and social analysis on the political economy aspects of the knowledge revolution will bring new understanding to the positive and negative implications of ICTs on socially differentiated groups, and economically differentiated communities and states in Asia.

The evaluators **found the gender strategy to be concise and well developed. As well, the lack of gender terminology jargon in the gender strategy by the PAN team is especially commendable** as it eases communication and understanding among partners. PAN has used a two pronged gender strategy which integrates both women's and men's concerns in all policies and projects, as well as specific activities aimed at empowering women. This is a frequently used strategy by a variety of development and research organizations.

[21] IDRC. 2004. Development of the Corporate Assessment Framework (CAF). Report to IDRC's Board of Governors. Evaluation Unit (March 2004).p. 23.
[22] PAN Prospectus 2006-2011, Pg 28

3.2.1 Staff Feedback on the Gender Strategy

The majority of the PAN team confirmed that the gender strategy provided clear guidance that no project was gender neutral. However, they found negotiating this requirement with partners challenging: PAN supports partners in addressing their own research questions and staff felt that partners do not necessarily view gender considerations a priority or a perceived need. The evaluators found that the gender strategy had not been thoroughly discussed with all team members, one of whom joined the team after the prospectus was developed, and another pointing to challenges in understanding the rationale behind the gender strategy.

Staff identified that more clarity was needed on the two gender goals identified in the prospectus:

1. risk management i.e. not to be a part of the problem and be mindful of the social/gender implications of PAN support; and
2. look to support work in ICTs in Asia for gender transformative outcomes.

As well, there was a lack of understanding about reference in the gender strategy to ~~t~~the common relations of power across the region" and which areas of gender inequity or injustice needed to be addressed e.g. did this apply to all countries in the region.

A thoughtful and valid concern by one of PAN's staff related to gender integration was that:

> The systematic integration of gender often leads to great margins of 'error' due to some major and questionable ideological importing (from donor to grantee that is so diluted when it reaches the ground that it is almost meaningless and counter productive for the very beneficiaries we hope to reach, in some cases). The concern is to reduce the risk and distortion or perhaps not create a frame of reporting that creates this distortion.

Other constraints identified by PAN's five core teams members in implementing the gender strategy were: partners lack of capacity and understanding of gender considerations in their specific area of research; lack of available GE resources and analysis on specific themes; heavy work loads and travel schedules; lack of capacity to understand the concept and application of gender analysis in ICT4D research projects, specifically or generally; and a lack of gender results in the outcome framework.

To assist partners with the needed process of capacity development, the evaluation found that PAN has provided various projects with resources for gender training, monitoring and mentoring. Although some of these trainings and workshops have been very successful (in projects such as ONI-Asia, ICTs in Micro-enterprises in Urban India), others have not always been so well received (LIRNEasia I, first training for PAN Localisation).

Whilst providing some shortfalls of the technological determinism affecting this field of research including gender imbalances, the evaluators observed that the main body of the thematic areas of the PAN prospectus could better support an understanding of both the social and gender perspectives of ICT4D projects. This understanding is crucial and underpins staff capacity for gender integration and monitoring.

A discussion on the gender strategy took place at the gender training workshop and recommendations arising from these discussions are outlined in section 3.5 below.

3.3 Gender Monitoring Tool

PAN's Gender Strategy includes the development of a simple Gender Monitoring Tool (GMT) to ensure that gender is adequately and appropriately integrated into PAN-supported projects. The gender monitoring tool[23] includes five categories of analysis and criteria to measure the level of gender inequality/inequity in research work: gender transformative, gender-focused, women inclusive, women specific and women incidental. PAN developed a monitoring chart that documented and classified the projects according to these categories. One of the objectives for the listing of projects on the gender monitoring tool was to advance projects improving their gender integration, e.g., moving from women –specific research to gender focused research, within the current project or in subsequent phases of the project.

The five categories are:[24]

***Gender-transformative research**:* Project contributes to a deeper understanding of gender inequality. It has the potential to improve the lives of large numbers of women, and relations between women and men, through policy influence; significant policy influence potential nationally, regionally or globally.

Gender-focused research: Project includes a gender analysis or outlines a process for conducting a gender analysis including an examination of: socially constructed relations between different categories of women and men, relations of power, differential access to and control over resources and benefits, etc. within the context of the project's overall research questions.

Women-specific research: Project focuses on ‗women' but does not show evidence of a detailed analysis of gender relations, including power relations, between different categories of women and men. Women are designated as the focus (participants, beneficiaries, target group) of the project.

Women-inclusive research: Women are included as one of the target groups (beneficiaries or participants in the project).

Women-incidental research project**:** Women are incidental to the project. Women may be mentioned in passing but there is no analysis of women as a target group.

3.3.1 Staff Feedback on the Gender Monitoring Tool

The PAN team recognized that the GMT is innovative: this is the first time that the GMT had been used by an IDRC program initiative to monitor the level of gender perspectives into each project. One team member was not aware of the tool which is a gap in briefing new staff at IDRC. Various challenges and constraints in using this tool were outlined in the initial survey questionnaire including how to summarize the project information. The evaluation team noted the extent of the difficulty particularly in the network projects e.g. PANACeA had moved from a gender integrated project at the start - to a mixed category at mid-point as the sub-projects were at varying levels of gender integration. The PAN

[23] Singh, Navsharan. March 1999. Thinking Gender in Development Research: A Review of IDRC Funded Projects 1996-1997 from a Gender Perspective http://idrinfo.idrc.ca/archive/corpdocs/112826/112826.pdf
[24] Ibid.

team came to the same conclusion after the categorization exercise during the gender training workshop.

The evaluation also noted that some of the projects had not been entered on the GMT (PANdora, iREACH). Although these projects may have been conceived before the gender strategy, they needed to be added to the GMT and monitored. Both PANdora and iREACH had strong commitments to gender integration in the proposal but both experienced challenges at implementation. In addition, some projects had fallen to a lower level of gender integration e.g.:

1. iREACH from gender focused to women inclusive;
2. Information Society for the South (ISS) from gender transformative to gender-integrated;
3. Gender Digital Divide in Rural Pakistan from gender-transformative to women-specific; and
4. LIRNEasia from gender focused to women-inclusive.

Feedback received from the PAN team regarding the gender monitoring tool included partners suffering from staffing challenges: iREACH's project manager left abruptly due to illness and the baseline gender indicators were lost; ISS had trouble finding researchers; and PANdora's gender strategy was written by PAN's Kathleen Dapaah but there was no budget to hire a gender specialist at implementation and the strategy was partially implemented by 3-4 sub-projects.

The evaluation team agreed with the majority of the classifications of the projects in the GMT. The table below (Pg 15-16) identifies the projects reviewed by sector and the issue of concern in GEM, as well as the Gender Monitoring Tool classifications.

The evaluation team reviewed the gender monitoring tool with the PAN team during the gender training workshop. One of the challenges identified was that team members often did not remember to fill in the tool and monitor it. There was a discussion on how this could be done and several suggestions were made including adding a discussion of the status of the GMT at team meetings, as well as a remainder to staff that the tool be used while monitoring the projects – PCRs and rPCRs. The discussion promoted a better understanding of the various categories in the tool and the need with a clearer homegrown understanding and revamping of categories. The PAN team's and evaluators recommendations for a revised GMT are outlined in 3.5 below.

3.4 Commitment to Evaluation

The PAN's prospectus integrates an evaluation plan of certain cross-IDRC program contextual and evidence-based thinking on certain key issues including gender mainstreaming, capacity building, influencing policy. This gender evaluation forms a part of that plan to strengthen gender mainstreaming and integration.

3.5	TABLE of PAN PROJECTS, SECTORAL FOCUS and GENDER MONITORING TOOL CATEGORIZATION				
	Project Name	**Respon -sible Officer**	**Geogra -phical Focus**	**Sector GE/WE concern identified by GEM**	**Gender Monitoring Tool Categorization**
1	PAN Localisation (PAN110n) www.pan110n.net	Maria Ng	Regional Network	Access in local language GEM: Content and Language	**Start:** Gender Focused/Integrated
2	Informatics for Rural Empowerment and Community Health –Cambodia (iREACH) www.ireach.org.kh/	Maria Ng	Country-Cambodia	Develop public policy GEM: Access and Control	**Start:** Gender Focused/Integrated **Mid-Point:** Gender Inclusive (gaps in reporting to be corrected by end of project)
3	PAN Asian Collaboration for Evidence-based e-Health Adoption and Application (PANACeA) www.aku.edu/chs/panacea/about.shtml	Chaitali Sinha (formerly Kathleen F. Dapaah)	Regional Network	e-Health Development – Technologies: Health	**Start:** Gender Focused/Integrated **Mid – Point:** Mixed **Sub-projects:** Gender Blind - Disabilities, Primary Health Care Women Specific - Safe Motherhood Program, Mobile Phone and Pregnant women, Remote Consultation for Rural Mothers Gender Focused/Integrated - TB/DOTS
4	OpenNet Initiative – Asia (ONI) www.opennet.net/about/regional/asia	Chaitali Sinha (formerly Kathleen F. Dapaah to Chaitali)	Regional Network	Digital censorship and surveillance GEM: Censorship; Privacy and Security	**Start:** Gender Integrated **Mid-Point:** Mixed sub-projects
5	ICTs and Urban Micro-enterprises: Identifying and Maximizing Opportunities for Economic Development	Chaitali Sinha	Country-India	Role of ICTs in poverty reduction Development-Technologies: income generation	**Start and Mid-Point:** Gender Integrated
6	LIRNEasia www.lirneasia.net	Laurent Elder	Regional Network	Institutional constraints to public policy GEM: Access and control/policy	**Start and Mid-Point:** Gender Integrated
7	Toward Détente in Media Piracy	Phet Sayo	Multi-Country	US international economic policy	**Start:** Gender Incidental

3.5	TABLE of PAN PROJECTS, SECTORAL FOCUS and GENDER MONITORING TOOL CATEGORIZATION				
	Project Name	**Respon -sible Officer**	**Geogra -phical Focus**	**Sector GE/WE concern identified by GEM**	**Gender Monitoring Tool Categorization**
8	Information Society for the South www.itforchange.net	Phet Sayo (formerly Kathleen F. Dapaah)	Country-India	Transformative potential of ICTs GEM: Access and Control/Policy	**Start:** Gender Transformative **Mid-Point:** Gender focused/integrated
9	The Gender Digital Divide in Rural Pakistan – To Measure and to Bridge It	Chaitali Sinha	Country – Pakistan	Rural access – public policy GEM: Access and control/policy	**Start:** Gender Transformative
10	Distance and Open Resource Access (PANdora)	Maria Ng	Regional Network	Distance Learning Technologies GEM: Education, Training and Development of Skills	**Start:** Gender Focused/Integrated **Mid-point:** – Gender Inclusive Three projects – some gender analysis (weak)

4. RECOMMENDATIONS FOR STRENTHENING PAN POLICY

The detailed recommendations below represent a combination of suggestions from the PAN team and the evaluation team identified through the documentation review, individual staff interviews and as a result of discussions at the gender training. The aim is to help to build greater understanding of the gender dimensions of among the team and program partners for gender integration and strengthening. They are further summarized in the last section (5) of the report.

4.1 Gender Sensitizing PAN's Suggested Themes, Objectives and Approach

The following table adopted from the PAN prospectus[25] illustrates how the three proposed PAN objectives (*Policies,Technologies,* and *Effects*), will be researched, what types of activities will be supported, and the types of partners we will engage in the process.

Although there is a commitment to gender mainstreaming and social development in the PAN program, it is not explicitly incorporated into the objectives, research activities, expected outcomes or research partners. It would also be useful to think of including specific gender outcome statements on examining and reducing the gendered digital divide in the three themes in the prospectus.[26]

The evaluation team has often found that the inclusion of these process indicators, sends a clear message not only to new staff who may not involved in the development of the prospectus, for example, but to research partners that social and gender integration within the research design was not negotiable. The process for gender integration into the program is an integral part of the design of the program initiative.

Themes	Policies	Technologies	Effects
Objectives	Understanding which policies are most appropriate for creating knowledge societies in Asia that will benefit both women and men	Learning from technology pilots to improve connectivity and develop appropriate gender-sensitive development applications that meet the priority needs of both men and women	Building research capacity in Asia To better understand the socio-economic effects of the information society on different user communities, including men and women.
Research Activities	Regional research networks, policy dialogues that supports building evidence for influencing and informing policy on access to networks and knowledge, including access for different	Action research pilots and technological R&D in the areas of health, education, governance, and livelihoods through either small grants programs or country pilots	Developing appropriate methodologies for understanding the positive and negative impacts of ICTs on women and men Training in appropriate methodologies Undertaking socio-economic

[25] PAN Prospectus 2006-2011, Pg 7
[26] For an example, refer to CIDA's gender equality results framework. http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUImages/GenderEquality3/$file/GE-framework.pdf

	groups of men and women		impact studies
Expected Outcomes	A body of evidence, increased dialogue and awareness that serves to instigate change within the telecommunication policy and intellectual property policy spheres that benefits both men and women equitably	A body of evidence that serves to better understand which technological innovations are best suited to solve development problems in the areas of health, education, governance and livelihoods for both women and men Development of innovative ICT applications that help solve development challenges for both men and women	A better understanding of the most appropriate, gender-sensitive research methodologies for understanding the interaction between ICTs and development Increased capacity of Asian researchers and ICT practioners in the area of ICT for development research, including capacity related to gender-sensitive research methodology Enhanced knowledge of the positive and negative effects ICTs are having on Asian communities, including from both a male and female perspective

4.2 Strengthening Gender Analysis at the Program Level

In order to clarify the foundation of the gender strategy to staff, the prospectus needs to be strengthened with a specific situational gender analysis outlining: the differential situation of men and women (using available development indicators and analysis), as well as in the ICTs sector in the specific countries where PAN's partners are supported in Asia. Since the prospectus is institutionally structured to be a short paper, the gender situational analysis may be attached as an addendum or/and posted onto the website for easy access to both staff and partners. The present gender strategy needs to be reassessed to reflect specific issues that arise out of the situational gender analysis and perhaps, focus its efforts on some of the gender gaps and concerns identified in particular areas of ICT4D research for targeted outcomes and development results.

This recommendation is based on feedback from the PAN team's need for clarity on gender concepts and the utility of the gender strategy, both for themselves and program partners. Since PAN is committed not to mandate partners to include gender perspectives in their research but allow them to undergo an organic process of realization/awareness to address gender concerns (adding a significant social dimension to the research), the situational gender analysis would also provide partners with a rationale and an example of a good gender analysis.

Based on the findings of the project reviews, the gender training workshop for PAN clarified the following gender concepts for staff:

1. Two general misunderstandings exist in the concept of **gender** and these were noted in the PAN projects reviewed. The first one that gender is equivalent to **sex**. The second is that gender is equivalent to **women**. While ~~-sex~~" refers to the biological difference between women and men,

gender refers to the social significance attributed to these biological differences, commonly called ~~"m~~masculinity" and ~~"f~~femininity". Gender differences are fundamentally expressed in the division of power and labour which exists between women and men.

2. Gender does not refer solely to women because it is a relational concept. Gender looks not at women or men, but at the unequal relations between the two, with respect to the distribution of power and resources. Feminist research sometimes does not stress the relational aspect as much as it should, sometimes alienating researchers with a focus on ~~"w~~women" exclusively. While there is a historical basis to the discrimination against women, there are other forms of discrimination such as class, ethnicity, caste, geographical, infrastructure. Within an equity framework, there needs to be a realization that neither ~~"w~~women" nor ~~"m~~men" are homogenous groups, nor is socio-economic class a reliable marker as all ~~"p~~poor" women and men not equally disadvantaged.

The situational gender analysis should identify positive outcomes, as well as gender concerns/gaps in each sector (e.g. mobile phones, radio, internet) which inform the digital divide in Asia (e.g. the nature of and examples of culturally and gender sensitive content). In addition, it needs to demonstrate where possible, how this research analysis has been or could be applied i.e. knowledge translation into various contexts. Considering the rapid pace of ICT development and access to ICTs in various parts of Asia, this will be challenging in a constantly changing scenario, and a good incentive to keep the data updated so as to identify groups marginalized from the ICTs development process.

The social and gender analysis would outline the underlying rationale and development factors behind PAN program's commitment to gender considerations in its gender strategy, as well as how attention to these issues can strengthen approaches to ICT research and application in plain language[27]. In addition to the obvious barriers (time poverty, social norms that favour men, financial constraints) the analysis would also need to outline some of the less obvious social-gender gaps and challenges (for example in the creation of content for specific groups). Ideally, this rationale should be mainstreamed throughout the prospectus.

The gender analysis within the prospectus needs to be based on:

1. Available quantitative and qualitative sex disaggregated data for technology use and users.
2. Available research on specific gender concerns affecting the ICT4D sector as identified in the GEM, as well as other development discourses and resources.
3. Case studies and best practices of gender integration in applied research.

The lack of sex disaggregated data provides a huge challenge to incorporating gender perspectives into ICT4D policies at the international and national levels. **Without sex-disaggregated statistics there is no visibility of gender (and social) differences and no concept of differentiated power relations, and therefore, no priority setting mechanism with which to inform national policy and to set national or international policy goals or programs.**[28] Sex-disaggregated statistics on technology

[27] In order to address a concern of staff regarding those implementing the project at community level being able to understand gender concerns and implement gender activities.

[28] Hafkin, N. (2003) *Some thoughts on gender and telecommunications/ICT statistics and indicators.* ITU World Telecommunication/ICT Indicators Meeting Geneva, Switzerland. 15-17 January 2003 http://www.itu.int/ITU-D/pdf/5196-007-en.pdf

use are rarely available since the private companies that provide technology services do not make their data public or there is a persistent lack of interest of some data sources in ICT statistics. Many governments do not routinely collect national statistics on technology and organizations still need to be convinced to collect ICT and telecommunication statistics by sex. Yet, it is not data that is very difficult to collect.

Nevertheless, the existing fact base paints a consistent picture. Generally, the gender divide in digital technology is larger in low- and middle-income countries, though it exists in both developed and developing countries.[29] In most developing countries, women lag behind men in using the Internet, mobile phones, and radios.[30] For example, women are estimated to be just 25 percent or less of Internet users in Africa,[31] 22 percent in Asia, 38 percent in Latin America, and a mere 6 percent in the Middle East.[32] However, these figures need to be updated and further analyzed e.g. differential mobile access for women and men.

The main characteristic of ICT usage in the Asia-Pacific region is the diversity and disparity in access, infrastructure, policies, and programs. Whereas countries like South Korea and Malaysia have well-resourced government programs and well-developed policies that include gender equality in ICTs in their stated objectives, their experiences differ markedly from countries like Nepal and Laos, where ICT problems circle mainly around basic telephone connectivity for all citizens, and are accentuated for women.[33] The lack of agreed standards and methodology to ensure consistent and regular treatment of data collection is linked and reflected in public policy on ICTs.

By providing a solid rationale and clearly outlining the *problematiqu*e, the prospectus would lay a solid foundation for both partners and the PAN team on a systematic integration of social/gender considerations for the overall success of ICT access, etc., and not because women are considered to be a special interest group. A nuanced gender analysis would include differences between urban and rural areas, as well as class, education and age structures. However, it needs to include specific social interest groups would benefit greatly from ICT4D projects such as disabled people.

Attention to gender concerns and perspectives are often viewed as an imposition by western donors and feminists, marginal to the larger issues of poverty and more importantly, marginal to the cultural and social norms and mores of the people in developing countries. A good gender analysis would provide a ~~"s~~cientific rationale" for why including gender and other social indicators is ~~"g~~ood science". However, it is up to the partners to take this rationale and disseminate it to their colleagues in the sub-projects and further down the ladder. The aim is not to try to create a sea of social change through one project but to be able to impress on a few influential people that gender differentiated perspectives are important and need to be taken into account,

[29] Hafkin, N.J. (2006). Women, gender, and ICT statistics and indicators. In Hafkin, N.J. and Huyer, S. (Eds.), *Cinderella or Cyberella? Empowering women in the knowledge society.* Bloomfield, CT: Kumarian Press.
[30] Appropriate IT. (2007, November). *Statistics on the gender digital divide*. http://www.appropriateit.org/2007/11/gender-digital-divide/
[31] Hafkin, N.J. (2006).
[32] Hafkin, N., & Taggart, N. (2001). *Gender, information technology, and developing countries: An analytic study.* Washington, DC: Academy for Educational Development.
[33] Primo, Natasha (2003) *Gender Issues in the Information Society*, http://portal.unesco.org/ci/en/file_download.php/250561f24133814c18284feedc30bb5egender_issues.pdf

thereby creating a body of knowledge which has the potential to advance resolution of a particular aspect of the gender digital divide. In social development sectors such as health, agriculture and rural development, projects that include gender analyses rarely fail. Yet gender analysis rarely extends to technology and information projects. A study of hundreds of development projects with substantial ICT components showed that more then 33 percent had a high awareness of gender issues, but that the gender sensitivity carried over to the ICT components in only about 10 percent of them.[34]

At the gender training, the team discussed reversing the way in which partners are approached to include gender perspectives when they haven't been raised in the proposal – e.g. **the possible consequences of not including a social and gender analysis in the research by including a few examples in the prospectus of the risks involved in not doing so.** Some of negative effects associated with the ICTs revolution on gender relations provide one point of departure (pornography, chat rooms, etc.). Apart from the internal barriers felt by many women (fear of technology, lack of self-confidence, etc.) that restrict their use of ICTs, gender-specific structural barriers reinforce women's lower usage of ICTs compared to men.

These barriers include inequalities between men and women at decision-making levels that constrain women's participation in shaping the role of ICTs as a development tool. Women's marginalization from ICTs may also mean that they will benefit less from the educational and employment opportunities that will become available through ICTs, or be ghettoized in lower paying jobs. More poor men, for example, may also be marginalized in access to health systems and other social services, thus perpetuating and deepening existing gender inequalities. Various research projects could be supported to examine these oversights/barriers and more specifically, where have they been overcome and how – the strategies and their impact on gender equality.

4.3 Case Studies

The PAN team recommended that the addition of specific examples or case studies of gender integration and gender transformative projects in the prospectus (or as an additional document) would be useful. The case studies would provide an effective use of theoretical concepts into more applied settings. It was deemed to be a very useful way for relating gender to social science research for those that are not used familiar with it, as well as those that are. There was a dearth of case studies available but the evaluation extracted a number of case studies in ~~d~~evelopment" sectors such as economic and social empowerment, health, education and political empowerment. However, these case studies represent applied research or knowledge that has been translated in ICTs to promote development. PAN projects need to strive for similar goals in order to evolve from a focus on ICTs research to a focus on ICT4D research. *(Refer to Appendix J for analysis of strategies used in the case studies and J1 - J5 for case studies*.)

4.4 New Preliminary Classification for the GMT

It is recommended that all members of the team use the gender monitoring tool (GMT) as a means of monitoring the gender perspectives in their projects and share strategies,

[34] Hafkin, N (2002) *Gender issues in ICT Policy in Developing Countries: An Overview. Paper* delivered at the UN DAW Expert Group Meeting on Gender and ICTs, Seoul, November 2002, p. 4.

successes and challenges at team meetings (as well as through the commonly accessible GMT). As a result of discussions at the gender workshop, the PAN team agreed to be more diligent in updating the tool on a regular basis to coincide with project monitoring trips, as well as have a short discussion of the GMT at team meetings once or twice a year.

In terms of the information recorded in the GMT, the evaluators recommend that the commitments to gender outcomes made by the partners on a gender integration plan should be recorded in the GMT for follow up action. For regional networks, the sub-projects which have specifically committed to gender perspectives could be monitored rather than all the projects in the network – with regular input from the partners. The staff should also monitor the gender aspects of the projects in collaboration with the gender expert playing a larger role in monitoring sub-projects (as staff are not expected to become gender experts). The focus of the monitoring should be gender outcomes of the project and sub-projects and corresponding activities to achieve them. Any deviations from the gender commitments such as staffing problems should also be recorded so that a solution can be found and to avoid the project moving towards gender fade. Gender incidental projects should also be recorded in the GMT, outlining reasons or that gender considerations will be addressed in the next phase.

The five categories of analysis in the gender monitoring tool were revamped by the PAN team with the assistance of the evaluators at the gender training to four preliminary levels in order to simplify the process.

1. *Women-incidental research:* Women are incidental to the project. Women may be mentioned in passing but there is no analysis of women as a target group. A gender neutral project, generally where neither men or women are referred to explicitly.

2. *Women-focused research:* Women are included as one of the target groups but the research does not show evidence of a detailed analysis of gender relations including power relations, between different categories of women and men. Is either a women specific project or women are one of the target groups.

3. *Gender-integrated research:*[35] Project includes a gender analysis or outlines a process for conducting a gender analysis including an examination of: socially constructed relations between different categories of women and men, relations of power, differential access to and control over resources and benefits, etc. within the context of the project's overall research questions.

4. *Gender-transformative research:* Project contributes to a deeper understanding of gender inequality. It has the potential to improve the lives of large numbers of women, and relations between women and men, through policy influence potentially at the national, regional and/or global level.

The four categories were to be further discussed by the PAN team before they were finalized. Although the evaluation team agrees with the definitions of the categories above, we recommend that instead of women focused research, women specific

[35] In keeping with the standard and consistent terminology used by most organizations, the evaluation team recommended gender integrated research as opposed to gender focused research. This is because gender and women are often confused and inter-changeably used.

research category be substituted in order to use consistent and commonly used terminology for research which is specific to women and girls. Alternatively, a gender specific research category could also be considered as PAN's partners wish to pursue research on men/boys or transgendered people in relation to ICT4D.

4.5 Gender Transformative Projects

Gender transformative projects lead to meaningful social change in gender relations and progress towards gender equality which is a development goal. This is a long term process.

In response to the PAN team's request for examples of issues which could potentially result in gender transformative research projects, research that addresses the following general questions are suggested:

1. What impact have **feminist ICT networks** in Asia had in overcoming gender based discrimination including meeting gender needs?
2. What impact have **gender-sensitive ICT government policies** in countries such as South Korea and Malaysia had in addressing gender needs, differentiating socio-economic class? What sort of research and strategies brought about these changes?
3. What are some **appropriately sensitive to local context strategies in ICTs** which have successfully addressed gender needs in different development sectors such as e.g. in education, health, employment?

The PAN team had also requested some clarification regarding the relationship between social change and gender transformation. There are various models of social change e.g. the Holistic Model of Change in the diagram on the next page is adapted from the work of Ken Wilber[36] by Aruna Rao and David Kelleher. It is an effort to show the casual relationship between four interrelated clusters which determine the institutional basis of gender relations and where change is required: individual and systematic change, as well as change within formal and informal structures (including culture).

Gender transformative strategies[37] are about change and transformation of existing inequalities as opposed to gender-neutral or gender-specific policies that target one gender over another to achieve gender goals, and in doing so, leave the gender division of labour and resources intact. For example, providing women with the enabling resources which will allow them to take greater control of ICTs; to determine what kinds of ICTs they would need; and to devise the policies to help them reach their goals. The development and implementation of ICT policies could be evaluated by asking the following questions:

- Do these policies address gender needs?
- Will they lead to the transformation of gender relations and gender roles?

If women are to benefit from ICT interventions, mainstreaming the perspectives and concerns of women is one of the important tasks to be undertaken. Two types of strategies are offered to support this task: top-down and bottom-up. Top-down strategies aim to change the ICT institutions and agencies to promote women's equality and empowerment in ICTs. Examples of top-down strategies might include:

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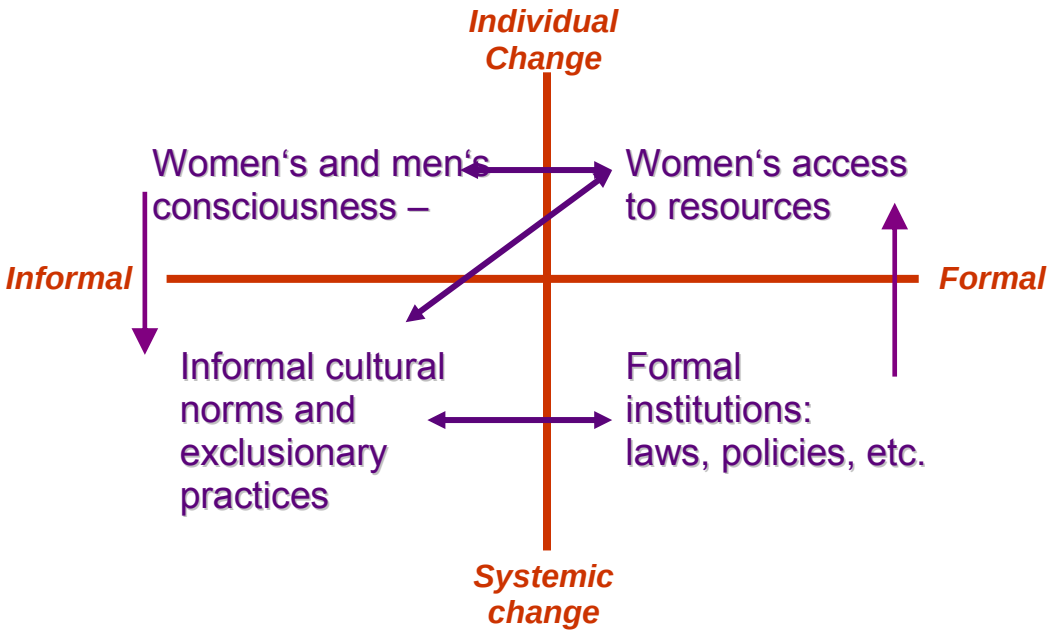
[36] Ken Wilber, *A Theory of Everything,* Boston: Shambala, 2000

[37] http://www.apcwomen.org/gem/en/understanding_gem/genderanalysis.htm#jump63

- Using political pressure at international conferences and consultations to demonstrate the importance of gender-sound policies and interventions;
- Serving as a ‗watchdog' that monitors ICT impacts on women;
- Conducting researches and gathering data on gender concerns as central to ICTs for more effective lobby work;
- Promoting the use of gender analysis tools such as frameworks, guidelines, checklists and rosters of women, and ICT and gender experts; and
- Working within structures to effect change through gender training, financial allocations, staff appointments, and obtaining internal legal mandates.

What are we trying to change?



The arrows represent potential relationships between arenas of change

Bottom-up strategies are aimed directly at women, supporting their entry into the mainstream of ICT. They include:

- Removing legal or social barriers that limit women's access to ICTs;
- Enabling women to take initiatives in their involvement in ICT planning and policies; and
- Extending financial or technical assistance to women to facilitate access to and control of ICTs by providing credit, training and education.

Out of the list of 10 PAN projects which were reviewed by the evaluators, two were originally devised to be gender transformative: the Information Society for the South (ISS - based in India); and the Gender Digital Divide in Rural Pakistan. Both these projects examine both top down and bottom up strategies aimed at supporting women in their entry into the mainstream of ICT. These will be discussed in further detail in the next section (5.4.1) of the report.

.5. GENDER INTEGRATION IN PAN PROJECTs

A summary of findings from the evaluation's individual project reviews are presented below. (*A detailed analysis of each project is available in Appendix I #1-10.*)

5.1 Mix of Projects Chosen for the Gender Review

PAN's gender evaluation steering committee selected an excellent mix of projects for the evaluators to review for gender integration. The 10 projects represented:

- Five regional networks consisting of PAN Localisation, PANACeA, ONI Asia, PANdora, LIRNEasia;
- four country programs focused on Cambodia - iREACH, India (2 projects) – Urban Microenterprises and Information Society for the South (ISS), and Gender Digital Divide (GDD) in Rural Pakistan; and
- one multi-regional project – India, South Asia, South Africa, and Brazil - Towards Détente in Media Piracy.

(Refer to Table on previous page for further details)

The selected PAN projects addressed almost all the issues that had been listed as areas of concern for gender equality and women's empowerment in ICTs in the Gender Evaluation Methodology (GEM), including:

- Content and language (the largest of PAN's programs, PAN Localisation);
- Access and control (iREACH, ISS, GDD Pakistan and LIRNEasia);
- Censorship, privacy and security (ONI-Asia); and
- Education and training (PANdora).

The projects research goals examined all three of the information technology gaps related to access, application and creation. A number of projects covered a variety of technological innovations to meet specific development problems which had the potential to increase gender equity in areas such as:

- Health (PANACeA),
- Income generation (ICTs in Urban Enterprises in India); and
- Education (PANdora).

The chosen projects also examined an important aspect of ICT4D projects, the rural-urban digital divide, through projects such as, the ICTs in Urban Enterprises in India and the Gender Digital Divide in Rural Pakistan.

Within the networks, PANACeA had the highest number of women specific sub-projects related to reproductive health but at the same time it had one of the best gender integrated project on Tuberculosis Directly Observed Treatment, Short-course (TB Dots) and online TB diagnostic committees. Both the Information Society for the South in India and the Gender Digital Divide in Pakistan were also women specific and had the potential to be gender transformative in the long term since they both focused on public policy change. The majority of the projects were assessed as being gender focused/integrated at the proposal stage but especially within the networks, a high number of sub-projects experienced gender fade with PANdora having the highest number of gender neutral projects. Networks such as ONI-Asia included few sub-projects with organizations which had good capacity for gender integration.

Although the mix of projects chosen was very good overall, the Détente in Media Piracy project which was classified as gender-incidental could have been eliminated since its research subject has little potential to provide any significant gender insights or concerns in ICT4Ds. Instead, it would have been useful for the gender evaluation to have reviewed the GEM II to get an understanding of the new revised gender evaluation framework.

5.2 Resources Spent on Gender Projects and Gender Integration into Projects

Starting from the year 2004-2005, PAN's portfolio of projects supported totaled $ 31,569,597. Of this amount, PAN has allocated $2,420,532 or 7.6% so far to supporting women specific projects, as well as resources for gender integration into projects. This amount includes the total amount of projects such as the Information Society for the South (ISS) and the Gender Digital Divide (GDD) in Rural Pakistan Project which were devised as gender transformative projects with the aim to provide gender sensitive input for public policy on ICTs.

Some of PAN's funds are specifically earmarked to providing program partners with technical support for developing gender integration. PAN staff point out a lack of a sufficient number of gender specialists in ICTs in the region as a deterrent to building partner capacity. At present the APC WNSP in the Philippines is the most well known gender and ICTs research organization in Asia and its gender expertise is often utilized in PAN projects, either as a partner organization in a network (ONI-Asia), as a lead organization in a gender focused project (Gender Evaluation Methodology II- GEM II) or as gender experts providing training and mentoring assistance (iREACH, PANLocalisation). Another of PAN's partners, the ISS was also very successfully introduced by PAN and utilized as a gender resource by the ICTs in Urban Microenterprises in India project.[38]

The evaluators argue that a lack of sufficient gender specialists in this region is a result of a combination of the private sector's lead in the IT sector, partnered with minimum government intervention. Since the private sector's main concern is with profit taking, social concerns such as gender equality take a back seat and there are little resources for this form of analysis. However, the evaluation is not eliminating the possible interest of the private sector in exploring issues of corporate social responsibility. The gap signals a need to develop the capacity of social and gender ICT development specialists in the region who can push forward a social equity research agenda.

5.3 Capacity of Project Officers and Project Partners

The evaluation team noted that the PAN team had vastly different levels of gender awareness, capacity and expertise in assessing and integrating gender perspectives in the projects with partners. In terms of capacity and expertise, PAN had a unique advantage to have on its team two program officers with a high level of gender expertise in research in ICTs supported by a program leader who has a keen interest in promoting gender equity/equality in the program. **The combination of a gender champion, as well as two high capacity program officers (currently reduced to one) in a position to provide feedback to the other PAN team members in terms of gender gaps in the proposals and availability of gender resources in the region, has been a very**

[38] Information Society for the South (ISS) now coordinates the Gender and ICTs Fund for Asia.

positive impetus to promoting gender perspectives and integration in the PAN program. However, it places an unfair burden on team members with gender expertise.

One of the former POs, Kathleen Flynn Dapaah, provided additional gender expertise to some of the projects she managed :

1. By writing the gender strategy for the PANdora but as the project partners had low capacity for gender integration and a budget for gender expertise on the project was not included as the project was conceived before the gender strategy, implementation of the strategy was weak; and
2. Co-authoring a paper with Research Officer, Ahmed Rashid, based on a desk analysis of a selection of IDRC supported eHealth projects (PANACeA) which has been submitted for a special issue on Gender of the Journal of Development Informatics.

A lack of capacity for gender integration was defined as the major challenge by the PAN team and the gender training workshop was an effort to bridge this gap. At the gender training workshop, the understanding of gender related terms and perspectives such as gender equity and gender equality were revised and reviewed with the PAN team. The evaluators pointed out that the meaning of the term –gender" is fairly complex and not easily translatable to other languages or cultures. Secondly, the difficulty in promoting –equality" which is a concept based on equal human rights in developing country societies which are fundamentally class based and by their very nature, unequal. Although a theoretical awareness and understanding of these fundamental issues are central in building staff capacity, the individual's own beliefs and experience play an even more fundamental role in commitment to the principles of gender equity and equality in addition to a solid scientific rationale.

An important question was whether PAN staff needed to become gender experts or whether their job was to provide the gender resources for partners to build their own capacity in gender. Without the relevant gender knowledge, PAN staff are/will not able to assess the quality of the gender research outcomes produced by the partners. However, there was a consensus that with the provision of adequate gender resources (financial, human, research) in the projects, and other supports, the POs could be supported in this process and build their own gender capacity at the same time.

The evaluation found that PAN's partners also had varying levels of capacity focused challenges as those experienced by PAN staff. Some partners and sub-projects already possessed high capacity. The PAN team referred to the many competing areas for partners' capacity development as a major concern. Building capacity to conduct gender analysis was not high on the list of priorities especially if partners were resistant or had low capacity to conduct the gender analysis. It was not PAN's policy to force partners to pay attention to gender concerns but to convince them that it was necessary and good science.

For example, one of PAN's project partners, LIRNEasia has a low level of interest in exploring gender power relations in terms of the digital divide in mobile access. This network's research is based on analyzing quantitative data. It is aware that gender is not a part of their analysis and quite dismissive of the gender theories and gender experts who came to their workshops. Some of the PAN's other project partners on the other hand, are quite open to exploring gender differences related to their projects such as the ICTs in Urban Microenterprises in India project. The major issue was how to introduce

researchers in ICTs to social science methodologies and impress on them the importance of this. PAN decided to do this by funding a complementary project to LIRNEasia, the Gender Digital Divide in Rural Pakistan project. This project's aim is to examine the gender digital divide in rural Pakistan (and presumably), explore if this matches the gender results captured by LIRNEasia – mainly that the evidence did not support the common perception that mobile phone access is an aspect of the gender digital divide.

5.4 Level and Quality of Gender Integration in the Projects

The evaluation team found that the vast majority of the projects reviewed had a substantial commitment to examining gender concerns and including them in their research methodologies in the proposals. Of the ten projects reviewed, only one project (Détente in Media Piracy) lacked any specific commitments to examining gender perspectives. This finding confirms the PAN team's assessment that the best place to influence, negotiate and convince partners to address gender considerations is at the proposal stage. **The proposals often made commitments to gender parity or including both women and men in the research team, sometimes included gender objectives with activities, and almost always identified gender resources with accompanying budgets.**

All the other nine projects included a gender strategy (iREACH, PAN Localisation), gender analysis (ISS, Rural Pakistan, ICTs in Urban Microenterprises) gender parity policy (PANACeA), a social and gender perspectives (ONI-Asia,), a list of gender related questions to be addressed by the research (LIRNEasia II, PANdora) in the proposal and these were summarized in the PAD. Only in one case were the commitments to social and gender analysis not transferred to the PAD (PANdora). Some projects had specific gender objectives or sub-objectives (PAN Localization, iREACH). The quality of the gender commitments in the proposals was, in most cases, of high quality. In some projects, the lack of or minimal reference to gender in any reports after the proposal indicates that a gender expert/specialist had been engaged to write or provide input into the proposal as opposed to the researchers themselves (e.g. iREACH, PANdora). However, in the case of the iREACH, the PAN team is aware of the understandable lack of general capacity in Cambodia (in the aftermath of the Khmer Rouge regime) and there were staff issuing resulting in sex-disaggregated baseline data being lost.

Many of the projects had allocations for resources to enable them to build capacity for gender integration. An exception is the PANdora which was developed before the gender strategy was inserted into PAN's prospectus and therefore, the project did not have a budget to hire gender resources. Both the ISS and the GDD in Rural Pakistan have in-house capacity for gender and hence, no specific gender resources were allocated for these projects. In some of the projects, the gender resource allocations were difficult to distinguish such as LIRNEasia although 20% of the T@BOP survey has been allocated to gender on PAN's resources spreadsheet. The gender resources included the services of a gender expert, funding for specific training workshops which are planned for strengthening gender analysis, as well as mentoring for gender inputs as the projects progressed.

Although almost every proposal and PAD included gender considerations, the interim progress reports illustrate that commitments were implemented at vastly varying degrees between the various projects and also within the sub-projects of

the regional networks. Most of the PCRs/rPCRs and trip reports did not include monitoring of gender perspectives although commitments were sometimes reaffirmed with no concrete strategies on how to proceed.

The main gap in the proposals identified by the evaluators was the lack (in most cases) of a social and gender analysis based on available sex disaggregated data. This analysis may have been compiled from already available research. A social and gender analysis would have signaled that the partners had already started to think about gender concerns within the project's conceptualization and not as an add-on afterwards. An example of a good practice in gender integration is the ONI-Asia project, a regional project where the first pre-proposal workshop included organizations which had the capacity, as well as the interest in researching the gender dimensions of censorship and surveillance. This thinking, inclusion of gender concerns and feminist/gender focused research organizations at the pre-proposal planning stage is crucial to the regional network projects as they are generally multi-disciplinary and multi-country. The gender strategy would then be based partially on that research (to prove or disapprove available data) and any additional gender gaps the researchers could identify through household surveys and time use studies.

The presence of gender commitments in the proposal as an indicator of capacity building related to gender-sensitive research methodology leads to an expectation that at implementation, the surveys and research methodologies will also include gender considerations. This expectation is best met in those projects and sub-projects where capacity for gender integration already existed. However, some level of capacity building is observed in all the other projects.

Summary of findings on quality and level of gender integration:

1. Two projects, the **Information Society for the South** (ISS - based in India) and the **Gender Digital Divide (GDD) in Rural Pakistan**, devised as gender transformative projects already a good capacity and level of gender integration although their feminist leanings need to take into better account the differentiated needs of poor men and boys, as well as women and girls.

2. Capacity for gender integration was built in various projects and there are various good practices and lessons learnt in these projects such as: **LIRNEAsia** conducted a household study which produced some (unexpected) results on the digital gender divide which may be disputed by the GDD in Pakistan project; a number of high capacity organizations working on ICTs and gender were included in the **ONI-Asia** network which produced some women/men specific, as well as gender research issues; **ICTs in Urban Microenterprises** explored differences between men and women entrepreneurs through separate survey questions resulting in the collection of sex differentiated data and differentiated gender results; **PAN Localization** project, outcome mapping and gender (OMg) integration was built into the processes of data collection through the OMg tool but specific gender results are as yet unverified to establish quality;

3. While the **iREACH** had a high level and quality of gender integration in the proposal, it experienced a level of gender fade at implementation except for a few gender results which were documented and a few which have yet to be formally documented.

4. There was no reference to gender in the **Détente in Media Piracy** project and the reasons for this not reported .

5. Some gender specific results related to maternal health are expected of some sub-projects of the **PANACeA** network with at least one high quality gender research sub-project.

6. Some limited and commonly known gender results were produced by the **PANdora** network.

These projects are discussed below in greater detail. As well, the projects are summarized in the table in section 5.6 below.

5.4.1 Gender Transformative Projects

Out of the list of 10 PAN projects which were reviewed by the evaluators, two were originally devised to be gender transformative: the Information Society for the South (ISS - based in India); and the Gender Digital Divide in Rural Pakistan. Both these projects examine both top down and bottom up strategies aimed at supporting women in their entry into the mainstream of ICT.

The Information Society for the South (ISS) project supported and organized a Strategy Planning Workshop of the Feminist Network on Gender, Development and Information Society Policies GDISP) in Bangalore, India, in October 2007 co-organized by IT for Change, the Association for Progressive Communications (APC), the International Women‘s Tribune Centre (IWTC) and ISIS International – Manila. The workshop served as the inaugural meeting of the network, which had come together in 2006 as a Community of Expertise under the United Nations Global Alliance on ICTs for Development (UNGAID), with the aim of studying the intersecting themes of Gender, Development and Information Society Policies, and channeling the emerging understanding into policy processes at local, national and global levels. The GDISP network is comprised of organizations engaged in advocacy on gender, development and rights – with some specifically engaged in information society policy issues. The strategy planning workshop was convened with the hope of building this network into a meaningful platform and developing its fundamental character, mandate and mechanisms.

In addition to exploring gender sensitive ICT policy at the international level, the ISS intends to examine the impact of ICTs on rural communities in developing countries – locating gender in this social transformation. At the national level, it intends to analyze existing gender and ICT policy frameworks and recommendations for alternative policies based on citizenship (democracy) and rights-based (human rights) approaches, as well as women‘s empowerment (gender equality). The evaluation‘s main concern was that the analysis presented displays an overarching feminist activist perspective, without arguments and analysis based on evidence. Although it purports to present a third world gender perspective, it is not clear how it will be different from a western perspective as there is no mention of class/caste analysis or global stratification of class structures.

The far less ambitious Gender Digital Divide in Pakistan project aims to look at the gender digital divide in rural Pakistan through the study of gender specific ICT access and use, raise awareness of concerns and challenges and draw lessons for appropriate

technology and governance conducive to improved access to ICTs by women and girls. The project uses both a bottom up approach, examining rural communities as well as top down, pushing of gender sensitive ICT policy. The project demonstrates the difficulty in conceptualizing a project to be gender transformative, as in the short term, this particular project could be more appropriately categorized as being women specific. As well, the gender analysis in the project is not adequately nuanced as it fails to look at some of the existing research already available on ICTs in Pakistan and its cultural context. The project has suffered from both staffing issues and security problems hence, progress reports were unavailable for review. However, it was designed to complement and check the results of the LIRNEasia project which is a good practice.

5.4.2 Highlighting Good Practices and Lessons Learnt

The PAN team identified good practices and lessons learnt in capacity development in three projects (LIRNEasia, ONI-Asia, ICTs in Urban Microenterprises) and the evaluators added one more project (PAN Localization). The three projects were presented through the Appreciative Inquiry Methodology at the gender training and the main learning captured as follows:

a) LIRNEasia

LIRNEasia is an example of a network research project implemented in two phases: the first phase was assessed by the evaluators to be fairly gender blind while the second phase, showed an improved attention to gender concerns through the persistence of the PAN's Team Leader, Laurent Elder. In the first phase, despite an overall objective of focusing on the poor and women, the seminal research on the access to and use of telecom services by the poor was successful but the gender dimensions were not mentioned. This project included the rare monitoring of gender perspectives in the PCRs and trip reports.

In the second phase, the gender dimensions were quantitatively analyzed:

1. Although the partner was initially not committed to gender analysis, at the request of the team leader (TL), an intra-household survey was developed which collected and analyzed sex- disaggregated data.
2. The analysis found that contrary to common perceptions that there was a gender digital divide in respect of access to mobile use, the data did not support this.
3. The perception is also that while men use their mobiles more frequently for information, women use it for relationship building. This was also disapproved by the project's findings and it was found that men and women used the mobile phone for both.
4. Challenges included that there was a disconnect between the level and quality of work on gender that LIRNEasia thought it was doing and what PAN considered to be adequate. The project was, in fact, doing far more on gender perspectives but not reporting it to PAN. Reporting was a challenge.

Lessons learnt: *Good communication between the PAN's TL and LIREasia's TL played an important role in negotiating the inclusion of gender perspectives after initial resistance in Phase I of the project. There was willingness to test existing hypothesizes/perceptions related to gender by the partner but only to a degree it felt it needed to. Solid data refutes common perceptions related to gender and mobile phone*

usage and provides evidence-based analysis to support ICT policy recommendations and development.

Good practice: *The intra-household survey should be encouraged to gather information for gender analysis.*

Challenge: *How to get LIRNEasia to include more reporting of gender perspectives into its reporting.*

b) ONI-Asia

The PO, Kathleen Flynn Dapaah (the network is now managed by Phet Sayo) outlined the following regarding this network:

1. The project was designed in two phases. The first phase project director's values meshed well with IDRC values and he understood and appreciated the importance of integrating gender issues in the project.
2. On a scoping mission to Asia, the PO offered to introduce him to a number of feminist partners he could meet on his tour. The PO facilitated introductions to APC WNSP, Isis International Manila, Alternative Law Forum (ALF), as well as Foundation for Media Alternatives (FMA) in the Philippines.
3. At the project planning meeting, a lively discussion was led by APC WNSP on various aspects of gender and sexuality including issues of identity politics and anti-pornography discourse. The gender specialists participating in the meeting were supported by other participants active in human rights issues and the leaders of the Open Net Initiative recognized that this was an area of inquiry that had been missing up to this point in the ONI.
4. When a call for proposals was issued, proposals in several projects (notably FMA and the Pakistan Policy Monitor) committed to doing gender analysis on broader issues of censorship and surveillance; a cross-network project on integrating gender analysis into studies of censorship and surveillance (APC WNSP); and studies on gender and sexuality (including APC WNSP and ALF).
5. APC WNSP developed and discussed a gender research framework for the sub-projects which had eight components with sub-questions.

Lessons learnt:

1. *The initiative of the PO to introduce a number of feminist organizations which were interested in working on gender issues in the information society to the ONI team leader is a good practice.*
2. *An initial workshop where the discussion of a number of gender-relevant research questions led to project activities proposed.*
3. *Development and submission of sub-project proposals after at an initial workshop.*
4. *Development of APC WNSP's gender research framework providing a comprehensive gender strategy, after extensive discussion with the team. Whether the framework is implemented by the other sub-project partners needs verification.*
5. *A lesson learnt (by the PO) was that a gender objective should have been a priority.*

Good Practice: *The evaluators agreed with the POs assessment that this project is one of the strongest out of the 10 assessed in respect to the integration of gender issues and gender and social analysis because stronger feminist partners (ALF, FMA, APC*

WNSP) and gender advocates were brought into the project as equal members from the outset.

Progress reports had not been received from this project at the time of review vut the evaluators are expecting some strong gender outcomes understanding censorship and surveillance issues e.g. how they impact women and men differently, gender discrimination of gay men on the internet, women's social networks to counter religious intolerance, anti-pornography. Although the feminist partners are strong, there were specific analytical gaps in the research questions identified by the evaluation, some of the which are listed in the table under section 5.6. A more detailed analysis is available in *Appendix I - #4.*

c) ICTs in Urban Microenterprises in India

The PO, Chaitali Sinha outlined the following as a result of an appreciative inquiry of this project:

Lessons learnt:

1. *Plant the seeds of gender sensitivity early in the proposal stage.*
2. *Show partners how to incorporate gender analysis in a responsible and feasible way.*
3. ⊣saw my role as one of showing them how to incorporate gender analysis in a responsible and feasible way so that it strengthens their research hypothesis and lends itself to generating interesting findings with regards to how gender roles across different urban micro-enterprise owners and employees influence, among other things, profitability, social networks and self confidence." (Chaitali Sinha)
4. *Introduce gender experts and see if this matches the needs of partners.*
5. *Other lessons learnt: make a gender objective dedicated to examining the gendered components of the research questions a strong priority..*

Good practice: *A separate survey for women owners of urban micro-enterprises (41% of the sample) was developed with gender sensitive questions and analyzed separately.*

The evaluation had recommended a list of additional questions for the surveys based on the findings of similar projects. As the results of the surveys had not come at the time of the project reviews for this evaluation, the analysis of the gender outcomes of the surveys could not be assessed.

d) PAN Localisation

The evaluation found that a significant effort has been made to integrate gender considerations into this network project which covers 10 countries. The scope of the project and methodology outlined strong commitments to gender perspectives as did the evaluation methodology. Localization has been identified as a key focus area, as well as a case study for the Gender Evaluation Methodology Phase II (GEM II) project, a separately funded PAN project led by APC WNSP. PAN Localization pinpointed two gender related objectives. Women have taken on key roles in the network and several country teams are led by women in technical areas: Cambodia, Pakistan, Bangladesh, Laos, and Mongolia. The project budget included resources for significant gender inputs by APC WNSP. Two sets of gender training were conducted for some localization partners in Bhutan and then a more successful one in Laos.

An evaluation officer within the team, Sana Shamas was trained more intensely to lead the other network partners. An Outcome Mapping Gender Framework (OMg) has been the main gender output for the project, where the user can plan to create a project vision with a gender perspective. The OMg provides a prompt for the planners, at each stage of the project so that they do not forget about gender concerns while planning. According to the PO, Maria Ng, the success of the PANLocalization Project will lie in defining gender differentiation in the three synthetic accounts being produced for Technology, Content and Training aspects of Localization at the end of the project. These research syntheses will be based on its fieldwork in the network countries.

1. Technology – it is compiling its experiences on gender-differentiated strategies for capacity building of teams on software localization.
2. Content – It is addressing gender differentiation in content requirements and content generation;
3. Training – It is addressing gender differentiation in user group selection and differentiated training methodologies for males and females.

A paper was published on OMg that was entered into an OM Resource Competition organized by the global outcome mapping community. Their paper won the first prize of pounds 500. Currently, 73 user groups (not including team members) across the globe who are using the tool for various purposes. One of the project staff is maintaining, enhancing and supporting the OMg tool, and being responsive to the global community of users.

Lessons Learnt: *Two PAN projects collaborated - the GEM II used the PAN Localization project as a case study to include gender perspectives and provide capacity through gender training. Specifically, a gender focal point, Sana Shamas, an evaluation and ICTs expert on the team, was trained and mentored. She and the project team leader Sarmad, developed and disseminated the OMg tool to the other network partners as an output of the project.*

Challenge: *The main challenge will be to see if the team's capacity was built in integrating gender perspectives through the OMg tool experience, the analysis produced by the OMg tool and what lessons the team learnt in terms of the differentiated needs of women and men in terms of local language content and access.*

5.4.3 Challenges in Reporting

The evaluation team notes specific challenges in reporting on gender perspectives in three specific projects: LIRNEasia; iREACH; and Détente in Media Piracy. The challenge is twofold: the work is already being done but not analyzed or reported; or that the gender perspectives are not important in this phase or for a particular issue.

a) LIRNEasia

LIRNEasia's challenge in reporting on gender has already been mentioned above. LIRNEasia's reports only capture a portion of what they do and much of the information has to be obtained from other sources such as blogs and their website. Hence, while PAN was of the opinion they weren't doing enough gender analysis, LIRNEasia thought they were doing a lot. It was just not being reported. The challenge for the PL is how to both acknowledge the work LIRNEasia is doing in gender already and to find ways to get them to include more detailed reporting in this area in their reports.

b) iREACH

The iREACH project demonstrates the difficulties of the evaluation in assessing the level and quality of the gender perspectives in the project because it changes immensely from proposal to implementation stage, but not necessarily because there are no gender outcomes.

The project proposal begins with a good gender analysis and commitment for mainstreaming gender considerations into the entire project. One of the highlights related to gender considerations was to include the Ministry of Women's Affairs in the project so as to provide research data for a gender sensitive ICT policy to be developed by the government of Cambodia. This is reflected in the project PAD. A gender specialist in ICTs is identified and a budget for APC WNSP's services are included.

At implementation, the project experienced gender fade in the project and the project reports do not reflect the sophisticated level of gender commitments made in the proposal and PAD. Gender perspectives are only minimally included in the reporting e.g. women are represented on the local management committees (MC) at a ratio of 3:1. The report also includes a list of video clips produced and broadcast: home sanitation, school enrollment, domestic violence, *ireach* belongs to community, antenatal care, safe delivery, reproductive health care, etc. The women on the MC encouraged other women to participate but the level of participation and the impact of the videos is unknown. One gender workshop was conducted but according to the gender specialist, the level of decision-making of women on the MC was low at the beginning of the project. However, that seems to have changed and the project officer confirmed that women were in decision making positions of power.

Referring to the photos with the reports, it is obvious to the evaluators that a number of activities in the project involve women as active participants. According to the PO: many management committee women and female volunteers have been trained on content development and video production; the video clips were role-played by the female MC members themselves and aimed to improve women's knowledge, encourage and empower them; and the project continues to give special attention to helping women who visit the hubs on technology use. Though the videos are listed, this information is not included in the reports:

The gender specialist is only utilized minimally as the partners professed to possess internal capacity to include gender perspectives. Baseline data collected such as empowerment indicators are lost due to the departure of the project research leader due to illness. The evaluation found that budgeting for a gender specialist but then not using the services is problematic especially since the reporting was showing gender fade. The partners felt they had in house gender capacity and did not need any outside resources. In addition, the gender specialist mentions in her report that at the beginning of the project, the project's staff found it difficult to integrate outcome mapping, with more specific quantitative and qualitative gender indicators. Capacity development of the partners (or the report writer) was needed to capture changes in gender relations at the reporting level – as this is where weak capacity is demonstrated – not necessarily at the level of the project as indicated below.

An article by a doctoral candidate from Australia*, "iReaching the unreached*" on the social and gender empowerment analysis of iREACH communes is the first of a longitudinal study, scheduled to occur on an annual basis over the next two years. However, results of this analysis has not been included in the reports to PAN. The analysis includes some sex–disaggregated data but empowerment indicators are lacking. The photographs in the report, show that women were active in the computer hubs, there is little narrative reporting to illustrate that there was any change in power relations between men and women and good practices that could be institutionalized into policy.

Since the objective of the project was to provide research for possible input into Cambodia's national ICT policy, it is important that this transfer of information related to gender be reported in the reports to PAN, so that knowledge transfer can occur if needed. The objective of this project is to support collaboration to design a new approach to implementing and mainstreaming universal access to ICTs between key actors from government, NGOs, academia and business in Cambodia. Cambodia's national ICT policy framework is in a formative stage, receptive to policy research and strategy development for the digital inclusion of poor, rural areas.

c) Detente in Media Piracy

The main gap identified by the evaluation in the Detente in Media Piracy project was that there was no reference in the proposal, PAD or reports to any discussion with partners on gender perspectives and the decision not to include them in the project. There was no reference to gender considerations. Since PAN's gender strategy specifically states that "no project is gender neutral" – the consultation with partners, as well as (the possibility of) gender considerations being addressed through India's ethnographic surveys, need to be an explicit part of the proposal and the PAD.

The broad focus of the research teams was to: 1) map out the local, national and regional circuits of production and distribution of piracy production circuits and any connections to organized crime; and 2) examining the US Special 301 reports with respect to their country's status (and implications) and the methods of assessing IPR violations that move to and from the US Trade office. The evaluators could not find any gender related analysis on this issue – and at least in the 301 Reports that are gender-neutral - it would make taking gender into consideration irrelevant.

In order to address the concerns raised by the PAN staff mentioned, it may be useful for PAN to consider limiting the sectors to those where the greatest ~~d~~development" benefit can be derived from gender integration so that gender training and mentoring can be extended all the way to the smaller researchers who do not attend the generally centralized gender training. As well, greater number of locally based gender experts in ICTs need to be identified and/or nurtured in the countries PAN supports research.

5.4.4 Additional capacity support - PANACeA

The PANACeA (PAN Asian Collaboration for Evidence-based e-Health Adoption and Application) is an initiative to generate evidence in the field of e-health within the Asian context, by forming a network of researchers from developing Asian countries. One of the key features of this network was creating gender sensitivity among e-health program planners. The project proposal included an excellent gender analysis overall, as well as

gender objectives. There is a commitment to collect data and analyze it and gender considerations are both included in output and outcome statements. However, in the sub-projects, the gender analysis was uneven and for the most part weak. One of the four sub-projects reviewed, the TB Dots sub-project which looks at online TB diagnostic committees provided an excellent gender analysis of the differential impact of TB on women and the reasons why women seek diagnosis later than men. This is identified as a good practice in gender analysis.

The evaluation noted a gender fade of social and gender commitments made from the proposal to the implementation stage within the sub-projects. eHealth, particularly programs using mobile devices, often engage clients in highly gendered/socially differentiated spaces such as the households and the communities. The success and sustainability of some eHealth programs may depend on adequate consideration of the gender and social dynamics influencing who uses the services and how. Generally, if the sub-projects were working on reproductive health, the importance of including men more integrally into the research design was ignored. One of the challenges mentioned earlier is that partners equate gender with women, ignoring the important social factors which underline the issue. Some sub-projects need to be identified as being women specific projects and if necessary, their gender capacity targeted for development.

While this evaluation was in progress, the Advisory and Mentoring Team for the PANACeA decided to add a PCTA (PANACeA Cross-cutting Thematic Area) on Gender Integration. The PCTA was co-authored by the PO, Kathleen Flynn Dapaah with a new member of the team, Dr. Sylvie Karpagam who is the co-mentor for the Safe Motherhood and Maternal Health projects.

In addition, the former PO co-authored a paper with Ahmed Rashid (PAN Research Officer) which has been submitted for a special issue on gender of the Journal of Development Informatics. The paper was based on a desk analysis of a selection of IDRC-supported eHealth projects although the findings from sub-project partners were unsubstantive. It looked at the PANACeA Safe Motherhood project and noted similar critiques – in particular the importance of including men more integrally into the research design. These suggestions were discussed with the Project Leader at a PANACeA meeting in Penang in June 2008.

The evaluation has not reviewed the final reports for this project so the outcome of the additional capacity development work could not be assessed.

In the project review of the PANACeA (*Appendix I - #3*), the evaluators had suggested compiling a situational analysis including a social and gender analysis (gender, age, urban-rural, ability, economic status, class, race) of the current inequities in the provision of healthcare services in Asia would have been useful. The situational analysis could have been organized in a thematic format e.g. TB, primary health care, etc. All themes in healthcare need not have been covered, but a few in terms of reference for the partners could have been included. Various studies are easily accessible for comparative health indicators, such as from WHO[39]. This area is significant for emerging and applied technologies in health care provided through eHealth and it has great potential to correct gender imbalances in health systems, special attention needs to be paid to it and

[39] WHO press release, "WHO highlights inequity in health care in South-East Asia" October 28, 2008, New Delhi. http://www.searo.who.int/en/Section316/Section503/Section2463_14641.htm

outcomes reported. With this contextual information in the form of a situational analysis, the project could have targeted a study of, for e.g., the reason for Thailand's success in providing health care in South East Asia and its possible connection to telehealth services. This would have provided a string social and gender analysis links to various projects such as primary health care, maternal health and TB.

A gender session was held with the PANACeA team with the new PAN PO for the project, Chaitli Sinha. The facilitators got the partners to think about gender in health as a development sector, followed by gender, health and ICTs, then gender and eHealth, and then eHealth within their projects. This series of activities uncovered different forms of gender analyses that the researchers were not even aware of. This illustrates the evaluation's focus on a situational analysis which is ~~d~~evelopment" focused as the social analysis will lead researchers to identify gender gaps which could be addressed through ICTs.

5.5 Tracking PAN Program Outcomes

I thought the tracking of project outcomes would have related back to theGMT. The table below is useful for all projects, but more useful at the program-level.

The PAN program's main aim was to develop or increase capacity (related to gender-sensitive research methodology) within the partners in Asia to better understand the socio-economic effects of the information society on different user communities, (including men and women). Using the revised expected outcomes, the following outcomes can be mapped in the 10 projects reviewed – detailed outcomes per sub-project were not tracked:

Expected Outcomes	A body of evidence, increased dialogue and awareness that serves to instigate change within the telecommunication policy and intellectual property policy spheres that benefits both men and women equitably	A body of evidence that serves to better understand which technological innovations are best suited to solve development problems in the areas of health, education, governance and livelihoods for both women and men Development of innovative ICT applications that help solve development challenges for both men and women	A better understanding of the most appropriate, gender-sensitive research methodologies for understanding the interaction between ICTs and development Increased capacity of Asian researchers and ICT practioners in the area of ICT for development research, including capacity related to gender-sensitive research methodology Enhanced knowledge of the positive and negative effects ICTs are having on Asian communities, including from both a male and female perspective

PAN Projects reviewed for Gender Integration At Program level	- **Info Society for the South (India)** (research to instigate policy change - from ICTs growth controlled by private sector to more social and gender equitable public policies in ICT) - **The Gender Digital Divide in Rural Pakistan – To Measure and to Bridge It** (public policies for gender equitable ICT policy in Pakistan focused primarily on rural women identified as currently left out) No outcomes as yet on these projects as they are very long-term transformative projects	- **iREACH** health: health information sharing for both men and women; outcome- governance: women in decision making positions in ICTs management committees and active in video production, radio, etc) - **Urban Microenterprises and ICTs** (livelihood - capacity development of gender sensitive research methodologies through separate surveys for men and women – final report for outcomes not reviewed) - **PANdora** (education - long distance learning priority for women and remote communities) -**PANCeA** (e-based health promotion and solutions)	- **PAN Localisation** (capacity development of gender sensitive research methodologies - creation of the Outcome Mapping gender tool - OMg tool) - **LIRNEasia** (capacity development for gender sensitive research methodologies – household surveys - equitable mobile access for women and men) - **ONI-Asia** (enhanced knowledge of the positive and negative effects ICTs – ALF and APC sub-projects)

5.6 Tracking Individual Project Gender Integration and Interim Results/Outcomes

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
1. PAN Localisation (PAN110n) www.pan110n.net (REGIONAL NETWORK)	Proposal – Excellent gender strategy - Gender analysis included - GE objectives included from planning to M&E; - Gender included in project scope/ methodology; - Commitment to gender parity and collecting sex dis. data; - OM and GEM II strategies to be used together.	- Gender expert through APC WNSP - Gender training provided to targeted partners x2 - Built in-house capacity of M&E/IT specialist Sana Shamas (nee Gul) and project leader, Sarmad - Gender Budget included	Good Practice - significant input to strengthen GE by PAN POs 1) PAN's substantial effort and provision of resources to build capacity of one targeted person and select partners for GE. 2) development of OMg tool – adaptation and localisation of OMg tool by Nepal, Bangladesh and Pakistan. 3) OMg used by 73 user groups globally.	Good – interest, access to TA, intent to follow through. Capacity has been developed over the course of the project through targeted PAN support to create a tool OM +GE = OMg tool	Due to the lack of final reports, the evaluation could not establish the results of the OMg e.g. 1) number of partners who effectively used the tool, 2) identification of partner capacity development for GE data collection and analysis in localization, 3) identification of GE issues through quantitative and qualitative GE analysis as a result of the data collected	1) Conduct gender analysis and report GE results outcomes i.e. GE issues related to the adaptation and localization, especially found in the 3 countries which focused on gender in the network 2) mini-research on results of OMg by other users
2. iREACH www.ireach.org.kh/ (COUNTRY - CAMBODIA)	Proposal – Excellent gender strategy - Gender analysis included	- Gender expert provided through APC WNSP - Budget for gender inputs	1) Women participation in local management committees (LMC) 3:1 2) Women and gender related	Low–assessed by PAN. e.g. Reporting by external consultants due to lack of English writing	1) Gender expert only utilized in the beginning of the project because the coordinators felt they had internal capacity already. 2) Gender expert assumed to have written the gender	1) Gender expert and budget needs to be utilized as committed in the proposal. 2) Various GE findings/outcomes pointed out by PO and

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
	-Gender specific objectives - Ministry for Women to lead to gender inclusive ICT policy - Collection o baseline sex dis. data		modules audio productions Gender outcomes not in reports: Various outcomes pointed out by PO needs to be reported E.g. – women in leadership positions as head of MC in Kep, half of active participants in Kep and KMC are women, iREACH's effort to promote women participation in Kep has been developed as a radio program, many audio and video clips have been produced to encourage/empower women.	skills.	strategy in the proposal not reflecting the capacity of the partner. 3) Project manager left due to ill-health without hand-over of baseline study which included gender data. 4) Obvious participation of F/M but partially reported e.g. participation of LCMs in audio productions, level of participation of MCMs. 5) External study ~~-i~~Reaching the unreached" provides social and gender empowerment analysis of iREACH communes. Lacks baseline and indicators.	the external paper needs to be reported in iREACH reports as an outcome of the project.
3. PANACeA PAN Asian Collaboration for Evidence-based e-Health Adoption and Application	Proposal – Fair - gender parity Commitments to examine gender and socio-cultural considerations	PAN PO providing some gender TA and mentoring PANACeA Cross-cutting Thematic Area on Gender	e-Health Good Practice - TB DOTS sub-project project proposal – finding to confirm outcomes as follows: 1) Systems to improve aspects of	Varied but good for women specific issues	1) Gender analysis lacking in each sub-project (without considering ICTs application). 2) No gender related research activities identified in most sub-projects. 3) Gender commitment in proposal understood to mean	Specific suggestions for 4 sub-projects identified in project review. 1) Gender analysis of health field without ICTs 2) Specific activities so that gender fade does not

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
www.aku.edu/chs/panacea/about.shtml (REGIONAL NETWORK)	– and conduct a gender analysis	Integration paper produced in collaboration with with PAN staff	socio-cultural context of TB services, including gender-fairness, in place. 2) Policy to implement systems to improve aspects of socio-cultural context of TB services, including gender-fairness, discussed and articulated. Other very useful women specific e-Health outcomes expected from: a) Community-based e-Health Promotion for Safe Motherhood: Linking Community Maternal Health Needs with Health Services System in Philippines. b) Remote Consultation to Improve Health Services for Rural Mothers: a Pilot Program in Mongolia and the Philippines		women focus. Specific challenges identified for 4 sub-projects identified in project review. Specific projects gender blind e.g. Primary Health Care - Primary health care is central to providing healthcare services for sexual and reproductive health, as well as immunization, and in some countries, nutrition and care targeted to under five and/or under one. PHC is the current focus for reducing infant and maternal death rates and improving the health of under 5s – all a part of the MDGs.	occur. 3) Gender expert in health recommended to assist project partners and to map expected useful outcomes.

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
4. ONI-Asia OpenNet Initiative – Asia www.opennet.net/about/regional/asia (REGIONAL NETWORK)	Proposal – Excellent gender - extensive social and gender analysis and gender framing the question and gender strategy	- APC WNSP provided TA. - APC WNSP also provided gender workshops to rest of network to discuss gender issues at project planning stage - Developed a gender research framework with the input of the partners.	Good practice – significant input to strengthen GE by PAN PO 1) High capacity research orgs introduced by PO and participatory gender inputs included in proposal at the beginning. 2) 3 good capacity gender orgs included in network (ALF, APC WNSP, FMA). Progress reports outstanding - results expected on censorship and surveillance: 1) how internet censorship, content filtering and surveillance practices impact differently on men and women; 2) research on social networking for human/women's rights and a	Good in at least three partners have vey good capacity for gender. An additional ICTs Policy Monitors Network in Pakistan expected to build capacity with APC WNSP support	1) Gender budget needed to be higher for network projects in order to provide follow up and mentoring. 2) No gender objective identified. 3) Generally, if the gender framework was adopted and implemented by rest of the network partners i.e. was capacity built in partners not already strong in researching gender or women specific concerns. 4) Specific gender analysis gaps detailed in project review: Pink Chaddi (ALF) Campaign E.g. will the documentary look at the involvement of men in the demonstrations? Did all women generally support it? Will the views of various individuals (both men and women) in the religious party, Sri Ram Sena who supported these attacks in Mangalore be included? What of the views of other fundamentalist parties, such as the powerful, RSS, with its national reach.	1) Need to document findings/outcomes of the research – reports reviewed outlined what was going to be done E.g. FMA - What are particular gendered or gender-related aspects of mobile telephone censorship and surveillance in the country? E.g ICTs Policy Monitor in Pakistan - This research will study the connection between content regulation, gender, sexuality, and the discourse around culture and religion. (See project review for details of outstanding work on 4 sub-projects.) 2) If 2nd phase, identify gender objective

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
			documentary film on state security and gender and sexuality; 3) gay rights; 4) anti-pornography.		It had been implicated in the attacks, but had, in fact, criticized the Mangalore attack and favoured a ban on Sri Ram Sena.	
5. ICTs and Urban Micro-enterprises: Identifying and Maximizing Opportunities for Economic Development (COUNTRY – INDIA)	Proposal – Good - Gender analysis included	- Local gender expert introduced (Anita G of ISS) - Gender budget	Good practice - significant input to strengthen GE by PAN PO - Separate survey of women and men micro-enterprise owners developed which produced sex differentiated results	Good - Interested, Access to TA, Intent to follow through, Examine under the surface Good coverage of women ent.– 41% of total surveyed	1) Limited resources for full – fledged GE surveys, according to partner. 2) Already available academic research on the role of ICTs and women's microenterprises not utilized to guide gender gaps. 3) Final report produced after end of evaluation, therefore GE outcomes could not be verified.	1) List of additional questions provided. 2) Compare outcomes to findings of other similar research projects in other countries. 3) Tie in with ISS and other gender policy related projects.
6. LIRNEasia www.lirneasia.net (REGIONAL NETWORK)	Proposal – specific gender related questions to be addressed in the research	Gender expertise in this area not readily available Gender input provided by PAN.	Good practice - significant input to strengthen GE by PAN PO See results below	High overall but limited capacity/ interest in GE – surface analysis	1) Partner has/had little interest in GE. 2) All analysis based on quantitative analysis and no interested in qualitative analysis. 3) Partner doing more work on GE than reported in LIRNEasia reports. 4) Partner feels GE adequate, PAN not.	1) Include some sub-project partners in next phase willing to conduct specific GE related quantitative and qualitative analysis. 2) As there is a lack of interest but the network partner is considered to be high capacity, allow GE not to be considered.
LIRNEasia Results 1) The **first** focused on the Gender Divide on the supply side and on mobile phone ownership. The data showed that there was fairly equal access for men and women, except in places such as Pakistan, for cultural reasons. They concluded therefore, that their data refuted the idea of a gender divide in this area.						

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
2) Survey data indicated that mobile phone use is fairly equal for men and women for social connections or other information purposes and for relationship maintenance. Refuting common perceptions in this area. 3) Data showing that the government should focus on developing programs and policies that will enable private mobile phone access since in many countries women cannot readily access public spaces.						
7. Toward Détente in Media Piracy (MULTI-REGIONAL)	Proposal and PAD – No mention of GE	None	None	High Capacity according to PO.	1) Gender neutral project not aligned with GE PAN strategy. 2) No mention of discussion of GE with partners and decision not to address it in this phase. 3) High capacity of partner and trust in partner expected to show some GE issues in ethnographic study in India. 4) Team member is a GE specialist not consulted for possible GE aspects of project. 5) Evaluation could find no gender related issues related to this research topic.	1) Discussion with partner needed and should be reflected in PAD. 2) If GE not a consideration – explicitly mention it in PAD. Add if it will possibly be addressed in Phase II of the project. 3) Use GE experts on project to provide GE inputs and possible focal group discussion.
8. ISS Information Society for the South www.itforchange.net (COUNTRY – INDIA)	Proposal – Excellent – Gender transformative - GE analysis	None required	Strategic policy planning workshop at global level in October 2007 in order to set up Community of Expertise under UN Global Alliance on ICTs for	Excellent	1) Analysis strongly reflects feminist activist arguments. 2) Evidence base needs to be stronger to illustrate definite gender bias and discrimination present	1) Focus on evidence based research using a gender as well as feminist analysis so that it is less alienating to those who do not identify as feminists and avoid feminist backlash. 2) Clearly present

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
			Development (UNGAID), with the aim of studying the intersecting themes of Gender, Development and Information Society Policies, and channeling the emerging understanding into policy processes at local, national and global levels.			developing context gender analysis (verses western feminist arguments) 3) Tone down feminist activism to allow evidence based issues to emerge.
9. GDD Pakistan The Gender Digital Divide in Rural Pakistan – To Measure and to Bridge It (COUNTRY – PAKISTAN)	Proposal – Good - GE analysis	None required	Conferences and seminar for input into policy debates on digital gender divide with outputs: 1) awareness raising 2) lessons for improved access of women and girls to ICTs 3) list of discriminations and assumptions that hinder engendering of ICT policies in Pakistan 4) information shared on the ICT-human	Good	1) GE analysis needed to be stronger and more nuanced – available evidence base of employment data and research, private sector ICTs projects and current policy debates not mentioned. 2) Partner experiencing problems with research due to staffing problems. 3) Districts with lowest UNDP HDI very challenging – a mix of districts would have provided a better comparison of access to F/M to mobile phones.	1) Balance social and development needs in analysis within current security and cultural context. 2) Investigate both inter and intra household issues related to M/F. 3) Examine some of the projects targeted at bridging the digital divide and identify gaps. 4) Include empowerment indicators from mobile use. 5) A comparative rural-urban analysis of the potential for replication of

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**
			development nexus. Evaluators research found that there is already an awareness of the gender digital divide in the policy debate but missing was the strategies to address this gap.			targeted strategies which have been successful especially in peri-urban areas in Pakistan, would be useful. As well, these women could act as role models and peer support for rural women. 6) Examine other marginalized groups in GE analysis.
10. PANdora Distance and Open Resource Access (REGIONAL NETWORK)	Proposal – Good - Gender related questions to be addressed in the research - 1st objective includes gender as cross-cutting issue; - Reference to previous findings form basis of gender related research questions; - No GE in PAD	None	Educational opportunity to fill gao esp. females who have less mobility and people who live in remote communities; best time for females in the afternoon for SMS based modules; Both F/M identified three priority training areas namely: appropriate media technologies, development of distance education materials, and development of public awareness.	Fair – 3 partners. Some research questions answered and other partially e.g. access to disabled and low income not addressed.	1) Project developed before gender strategy in prospectus. 2) No GE technical assistance budget. 3) Gender questions developed without participation of network partners. 4) Reference to previous findings of similar research not utilized. 5) No GE in PAD although excellent in proposal	1) Include into the network one or two partners which will specifically examine gender aspects of localization. 2) Allocate gender budget (TA) for gender specialist to work with partners interested in GE and possess an intent to follow through with GE. 3) TA to develop gender training and surveys with targeted partners for gender sensitive surveys.

Summary Table of Project Findings Related to GE inputs and outcomes						
Project Name	**Approach to GE in Proposal**	**Technical Assistance (TA)**	**Interim outcomes**	**Capacity of partner/**	**Challenges**	**Suggestions**

6. RECOMMENDATIONS for GENDER INTEGRATION in PAN PROJECTS

Based on evaluation's findings and discussions with the PAN team at the gender training workshop, and at subsequent meetings, the evaluation makes the following recommendations:

1. Allocate greater resources to Gender Integration

Keeping in mind that Asia has one of the highest rates of poverty, with women disproportionately affected, as well as statistics that show that only 22% of women are internet users in Asia, the evaluation team finds that PAN's allocation for gender integration needs to be increased to at least 15% support a greater capacity for gender integrated research in ICT4D.

(In the draft report, the evaluation recommended PAN set up a Gender and ICT4D Research Fund for Asia where projects related to closing the digital gender gap and gender transformative research are supported. Negotiations for this fund were underway before the evaluation and the fund has been put into place in 2010. In the future, this fund will be managed by the Women's Rights and Citizenship program.)

2. Gender Analysis and Gender Partners in the Proposal

Persuade partners to include a social and gender analysis within the proposal so that partners start thinking about gender considerations and development inequities/inequalities at the project planning stage and not as an add-on after the project has been approved.

All the sub-projects should have a similar requirement. The gender analysis should be based on available sex-disaggregated data and research. As far as possible, the partners need to identify how the knowledge could possibly be translated for input into national policy and programs, i.e. explore the utility of the research on gender perspectives within the project as a means of developing the proposal. The evaluators also suggest including more gender focused sub-projects or partners with a high capacity for gender integrated projects into the regional networks.

A list of criteria for social and gender analysis needs to be developed by the PAN team on what constitutes gender considerations (depending on the topic under research) for e.g. both process orientated (gender analysis, objective, social inclusion strategy, gender parity on teams and research participants, gender advisor, budget for gender advisor included) and result oriented indicators (sex-disaggregated data and also quantitative and qualitative data analysis). This should be made available to potential partners. (Appendix G includes a Gender Analysis Grid for ICT projects for PAN staff to enable them to assess the elements and the quality of gender analysis in the projects so that they are able to discuss this with partners.)

The ONI–Asia project provides a good practice on how network projects could be strengthened for a higher level of gender integration: partners with strong social and gender analysis frameworks were introduced to the project leader before the proposal was drafted; gender relevant research questions were discussed at an initial project

planning workshop which included a list of gender related activities; specific sub-projects were developed which addressed gender concerns in digital censorship and surveillance of, for example, gay men, pornography and social networking. The main outcome (process indicator) was the development of partner capacity through Gender Research Framework on Censorship and Surveillance Practices.

3. Gender Resources in Project Budgets

Allocate larger budgets for gender resources for network projects and a few sub-projects can be targeted for intense gender support when there is partner interest in doing so.

4. Reporting on Gender Considerations

1. Convince partners to include a gender objective in the projects so that these activities can be better monitored.
2. Transfer gender considerations from the proposal onto the PAD even though the proposal is attached as the PAD is the official IDRC document.
3. Explicitly state that gender considerations are not important for the research concern or that the gender analysis will be done in a second phase.
4. Obtain feedback from partners on a regular basis on the implementation of their gender strategies and include them in their trip reports, as well as PCRs.
5. Monitor allocations for gender expertise in project budgets is being adequately utilized and suggest alternative strategies if the partnership is not working out.

5. Good practices and Lessons Learnt

Institutionalize the following good practices identified by PAN staff into the program:
1. Introduce good capacity gender organizations to project partners as possible research partners in a network project. (ONI-Asia).
2. Introduce local gender resource experts to partners who lack the expertise but are interested in pursuing gender considerations. (ICTs and Urban Micro-enterprises).
3. Encourage partners to use of gender analysis research tools such as intra-household Study (LIRNEasia) and time use studies.
4. Encourage the cross fertilization of projects (PAN Localization and GEM II) so that the development of innovative tools such as Outcome Mapping Gender (OMg) is facilitated.

6. Meta Analysis
PAN should consider allocating a budget for a targeted meta analysis of gender results for specific networks such as the PANCeA, PAN Localisation and ONI-Asia for possible publication of results.

PAN may want to consider concentrating its efforts to build capacity for gender integration into specific issues and sub-projects as opposed to all projects and sub-projects.

7. Gender Training for Staff
PAN staff are encouraged to continue to participate in gender training as gender is a crosscutting issue within many development sectors. As ICTs is a fairly new sector, it requires multiple levels of awareness and analysis and a one time training is inadequate. Although the provision of adequate gender resources (financial, human, research) in the

projects will support the POs, training or discussions with the technical gender experts on individual projects will allow for a fair more targeted gender capacity development.

8. Some Recommended Gender Resources

In order to guide PAN partners and staff, the evaluation team has recommended a list of checklists and guidelines which can be used at every stage of the project cycle. These resources should be made available to PAN partners through an accessible site. The list of resources has been adopted from IDRC's Acacia Program and the World Bank's Site on Gender and ICTs. *(Refer to Appendices E-H for the resources). Appendix G* includes a Gender Analysis Grid for ICT projects for PAN staff to enable them to assess the elements and the quality of gender analysis in the projects so that they are able to discuss this with partners.

At the PAN team's request, a list of gender resources are listed below. The evaluation team recommends that a summer student or intern be hired to gather resources and update PAN's internet site with a range of resources.

1. GenderIT is a web portal with extensive resources on gender equality and ICTs in various sectors including health, education, cultural diversity and language, strategic rights and use. http://www.genderit.org/en/index.shtml?w=r&amp%3Bx=91637

2. Web portals also exist for certain countries in the local language: Khmer in Cambodia - The Women's Web Portal, http://women.open.org.kh , hosted by the Open Institute. There are more than 2000 articles available on the portal which covers a wide ranges of gender and development related issues. One of its aims is to promote synergies among organizations working with women, and Information and Communication Technologies - ICT - as a skill that empowers women. It provides links to sex-disaggregated data, information on the national ICT policy, and women's organizations.

3. An article entitled, *Thinking BIG to Accelerate Gender Equality and Transformation in the ICTs Arena,* by Gillian M. Marcelle http://gtd.sagepub.com/cgi/content/abstract/8/1/31 aims to develop effective strategies to fill the gap between the concept and practice of gender equality in ICTs.

4. Nancy Hafkin, a well known gender and ICT specialist, presented a case study on South Korea at ITU Geneva in 2003 as a part of her talk on *Gender and telecommunications/ ICT statistics and indicators*. *(Refer to case study in Appendix D)* In her paper, statistics from other countries in Asia are listed together with sources of data.

5. Asian Pacific Women's Information Network Center (APWINC) of The Sookmyung Women's University, the leader in this work, http://www.women.or.kr/ehtml/eindex.html, organized a workshop entitled "Survey of Women's Informatization in Asia and the Pacific," in an effort to develop indicators for a survey on women's involvement in computerization to be conducted throughout the Asian region.[40] In cooperation with the Korean National Commission for UNESCO,

[40] Survey on Women's Informatization in Asia and the Pacific. 2002. http://www.apolc.org/news/con_index.html?con_no=40.

APWINC has been carrying out a survey on the situation of women's informatization in seven countries: China, Indonesia, Japan, Korea, Nepal, Philippines and Sri Lanka from March-October 2002. http://unification.women.or.kr/ehome/work3.html

6. International Centre for Research on Women entitled, *Bridging the Gender Digital Divide – How Technology can Advance Women Economically* http://www.icrw.org/docs/2010/Bridging-the-Gender-Divide-How-Technology-Can-Advance-Women-Economically.pdf. This recent article (2010) examines why technology is essential to women's economic advancement and clarifies how it puts the process in motion by showcasing technologies that have helped women in developing countries to increase their productivity, create new entrepreneurial ventures, or otherwise access new income-generating pursuits. From good practices of other organizations identified by this evaluation, this appears to be the most highly researched area in ICTs.

7. Research study by Meridith Anderson and Wesley Shrum in *Circumvention and Social Change: ICTs and the Discourse of Empowerment* (n.d) where they studied women scientists in India over a course of 10 years. They argue that western technological development programs may be capable of positive interventions in the quality of women's lives when they are appropriately sensitive to local context. They illustrate how women professionals use the internet to circumvent social codes that govern behaviours, particularly those that limit access to social capital. The researchers provide some interesting suggestions for measuring the possible impact of ICTs on women's empowerment in future research including important age and gender interactions, e.g whether new cohorts of women exposed to ICTs continue to circumvent restrictions on mobility or move beyond this practice to directly challenge patrifocality.[41]

[41] Anderson & Shrum - Patrifocality means a combination of: subordination of individual interests to the welfare of the family; family control of marriage arrangements; patrilineal descent, inheritance, and succession; patrifocal residence, with daughters shifting allegiance to husband's family after marriage; and an ideology of ‗appropriate' female behaviour that emphasizes chastity, obedience, and modesty.

7. LESSONS LEARNT and GOOD PRACTICES and SUMMARY OF RECOMMENDATIONS

7.1 Summary of Lessons Learnt and Good Practices

Based on findings and discussions with the PAN team at the gender training workshop, the following lessons learnt and good practices were identified:

1. Good communication between the PAN staff and the partners plays a crucial role in negotiating the inclusion and the level of gender perspectives in the proposals.

2. The most important point of entry for gender perspectives is the proposal development stage as PAN staff has most room to negotiate here.

3. Indentify and introduce project sub-project partners with capacity for gender research and analysis to prospective network projects early in the proposal building stage so that gender perspectives are included.

4. Encourage the cross fertilization of projects (PAN Localization and GEM II) so that the development of innovative tools such as Outcome Mapping Gender (OMg) is facilitated

5. Persuade partners to conduct a gender analysis from available research not only for the network proposals but for all the sub-projects at the proposal development stage.

6. Develop the gender capacity of key personnel in the networks to support and monitor sub-projects.

7. Introduce national and local gender resources to partners for technical assistance and training early in the project to help design survey questions.

8. Include an adequate and appropriate budget for gender expertise especially for network partners.

9. Encourage partners to use the budget for the gender specialist appropriately.

10. Develop the expertise of a wider range of gender experts in ICT4D in Asia.

11. Support partners to design and use a wide variety of research tools for data collection and gender analysis such as: baseline indicators especially for country and sub- projects; time use studies; intra and inter household surveys; and separate gender surveys for women and men.

12. Encourage partners to include a gender objective so that gender inputs and outcomes can be monitored effectively and consistently.

13. Document reasons why gender considerations are not addressed in the project, with a reference to future plans.

14. Persuade partners to summarize and report findings of collaborative gender sensitive research even if it with external researchers.

15. Use the gender monitoring tool to categorize project and as a reminder for improving its quality and level of gender integration.

16. Engage the gender expert on the project for an overview (or short workshop) of the gender perspectives of the project as an avenue to build PAN PO's capacity and skills so that they can monitor the project effectively. Good communication and confidence in the gender expert is also crucial.

These lessons learnt and good practices should be institutionalized by IDRC. They should be compared and consolidated with the results of other gender evaluations of programs at IDRC.

A summary of the evaluation team's recommendations for strengthening gender perspectives into the PAN program and projects after consultation with the PAN team[42] are highlighted below. Not all recommendations are repeated from section 4 and 6 of the report.

7.2 Consolidated Program and Project Level Recommendations

1. Gender Sensitizing PAN's Suggested Themes, Objectives and Approach

Incorporate gender mainstreaming and social development into the PAN Prospectus objectives, research activities, expected outcomes and research partners. For example, under research partners, identify and encourage research institutions interested in examining specific gender related concerns. Specific gender outcome statements on examining and reducing the gendered digital divide in the three themes in the prospectus could also be considered[43]. (*See 3.5.1 for explicit details*)

2. Strengthening Gender Analysis at the Program and Project Level

Develop a social and gender situational social and gender analysis in ICTs in Asia as an addition to the PAN Prospectus. The situational analysis needs to provide a comprehensive understanding of the differential status of men and women in Asia, as well as their differentiated access and control over various ICTs (mobile, internet, radio, etc) use in Asia. Support the analysis with sex disaggregated quantitative and qualitative data where possible and identify gaps in data collection. It should provide an underlying rationale and a solid base for understanding PAN's commitment to gender integration within its gender strategy to staff and partners.

The situational analysis needs to include a section on the vast differences within Asia of gender differentiated access and control over ICTS (e.g. South Korea, Malaysia are said to be ahead in social gender equity) and the reasons why. Links between research and knowledge translation into the context of national policy and programs and their connection to improved social and gender development indicators would be very useful for partners to consider the usefulness of the extra attention, time and resources

[42] The recommendations were discussed with the PAN team at the gender training n November 2009.
[43] For example, CIDA has a Framework for Assessing Gender Equality Results in three wide areas: decision-making; rights and development resources. This provides both CIDA program officers and potential partners with a guide on what they could potentially be assessing in their projects. http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUImages/GenderEquality3/$file/GE-framework.pdf

devoted to analyzing gender differences. PAN's gender strategy may be revisited and refocused once this analysis is completed. (*See 3.5.2 for details*)

At the project level, partners should be encouraged to provide a full gender analysis based on available resources. In network projects, all network projects should also provide a gender analysis with a methodology and activities for addressing some of the gender based concerns identified.

3. Allocate greater resources to gender integration

The evaluation recommends a higher allocation of resources to be allocated to gender integration especially in network projects with a wide geographical reach.

Allocate a budget for a targeted meta analysis of gender results for specific networks such as the PANCeA, PAN Localization and ONI-Asia for possible publication of results.

4. Web-based Resources on Gender and ICTs

a) **Published Papers:** Compile and update the list of published resources available on gender on PAN's website. (See section 6-8 of this report for a list of resources and footnotes in this report, as well as the project reviews.) A sectoral listing would be useful in addition to a general one and this can be accomplished through hiring for a summer internship.

b) **Gender Analysis Tools:** Post the tools for gender analysis included in this evaluation on the website. In order to guide PAN partners and staff, the evaluation team has recommended a list of checklists and guidelines which can be used at every stage of the project cycle. These resources should be made available to PAN partners through an accessible site. The list of resources has been adopted from IDRC's Acacia Program and the World Bank's Site on Gender and ICTs. *(Refer to Appendices E-H for resources).*

c) List of Gender Specialists: Identify and compile a list of individuals and organizations which work with gender and ICTS in various sectors, beyond the usual suspects and the mainstream research institutions to provide gender analysis support e.g. the evaluation found an organization in Pakistan, the Responsible Business Initiative (*See Appendix I - # 9*).

d) Case Studies: Include case studies on the inclusion of gender perspectives into ICTs for an effective use of theoretical concepts into more applied settings. While case studies of technological innovation and adaptation are more easily available of particular ~~"d~~evelopment" concerns such as health, livelihoods and governance, there is a dearth of studies related to some of the more complex and innovative projects which PAN supports. Further research is needed to identify particular case studies. (*See 4.3 for details and Appendices J #1-4)*)

As PAN is soon coming to an end soon, an independent meta gender analysis for a three targeted networks is recommended, to assess the gender outcomes and results at the end of the projects and to disseminate results, for example, PAN Localization, ONI-Asia, and PANACeA. Many of the emerging gender issues in the ICT4D sector are invisible in traditional ~~"d~~evelopment type" work such as censorship

and surveillance, e-Health linkages and local language internet content development. At the same time, there are strong links with many traditional development sectors such as health and ICTs. Both would be useful to document from a gender perspective before the program closes. A paper to document the gender outcomes of the ICTS in Urban Microenterprises program is already in progress by PAN and partners.

5. New Classification for the Gender Monitoring Tool

Finalize the redefinition of the categorizations in the gender monitoring tool. All staff need to start using the tool in order to monitor gender in their projects. Discuss the gender status of the projects in the GMT at team meetings.

6. Good practices and Lessons Learnt

These lessons learnt and good practices should be institutionalized by IDRC. They should be compared and consolidated with the results of other gender evaluations of programs at IDRC and be disseminated to partners and staff.

7. Feedback from Staff on the process and findings of the report

Table included for the PAN team to reflect on the process and findings of the report.

Process-Related Questions
1. Overall, how would you assess the investments you made in relation to the benefits accrued through the participatory nature of this formative evaluation study?
2. What aspects would you add, keep, or change if a participatory formative evaluation study were to be conducted in the future?
3. Are there other reflections you would like to share about the process of this study?

Findings-Related Questions
4. How do you expect the findings to influence (if at all) how you approach network project development within PAN?
5. In your opinion, do you think the network leaders will utilize the findings? If so, why? If not, why not?
6. In your opinion, are there specific elements, questions, or issues presented in this report that merit further investigation and reflection? If so, please explain.
7. Are there other reflections you would like to share about the findings of this report?