

NOTES

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Mainstreaming Gender in the Irrigation Development Support Programme — Case Study Zambia

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This case study¹ describes the integration of women producers into agricultural investment programs in Zambia as well as how women's right to land influences women as it relates to the Irrigation Development Support Programme (IDSP) in Zambia. It is comprised of two interlinked studies, the first funded by the Trust Fund for Economically and Socially Sustainable Development (TFESSD) and the second through the Nordic Trust Fund (NTF) for Human Rights. The process, findings and recommendations of the first study are described in the internal paper "Integrating Women Producers and Their Organizations into Agricultural Investment Programmes in Zambia (and Mali)." Agricultural and Environmental Services (AES) then commenced a follow-up study in close collaboration with NIRAS Zambia Consultants entitled "Women's Land Ownership and Compensation Study in Zambia." This study emerged as a necessity to know how the different land ownership practices and women's right to land influence women's position and achieving the IDSP objectives.²

1. Project background

The Government of Zambia is implementing the IDSP to contribute to the country's overall economic growth, through increased and diversified agricultural production, enhanced delivery of extension services and improved investments to develop irrigation infrastructure. The Department of Agriculture of the Ministry of Agriculture and Livestock (MAL) is in charge of implementing the IDSP with the assistance of the World Bank. The core concept of IDSP is the re-allocation of land and water resources for irrigated agriculture under a partnership arrangement between the government, private operators, and communities. To achieve this, the project has taken the Public Private Participation (PPP) model, whereby farmers organized in different three-tier systems are expected to benefit. Tier 1 consists of smallholder farmers (about 0.375 ha/farmer), Tier 2 of small and medium commercial farmers (about 1–5 ha/farmer) and Tier 3 of jointly owned private-community company or FarmCo (at least about

60 ha/company). The aim is to pave the way for future spontaneous private sector investment in self-financing, self-sustaining small-scale irrigation. The project will further engage a private operator (the Concessionaire), contracted to construct and operate the bulk water supply and associated infrastructure with the bulk water assets to be owned by an established public utility company (UtilityCo) to act as an interface between MAL and the Concessionaire. The approach taken by IDSP presents itself as a significant departure from previous agricultural development programs in the country which have been driven by funding institutions and the Government with hardly any involvement from the private sector.

Projects sometimes have the tendency to benefit those who are better off, such as the proposed Tier 2 and Tier 3. As such, the risk of further marginalizing vulnerable groups, and particularly poor women farmers, is substantial. To mitigate this risk on the one hand and to apply the skills and productivity of women farmers on the other, the IDSP has emphasized mainstreaming gender and affirmative action for women in the identification, design, and implementation of the project. To redress gender gaps and ensure that the project will benefit women and men equally, IDSP received incremental support from the TFESSD and the Gender Specialist from AES of the World Bank during the project preparation and early stages of implementation.²

2. Project objective and approach

The IDSP aims at promoting gender equality by mainstreaming gender and providing affirmative action for women in the different stages of the project cycle. This includes mobilizing communities and building capacity, investing especially in women producers to help them and their families respond to the food price crisis and to ensure food security through diversifying their production to high-value commodities and thereby also address (dietary) nutritional issues. The IDSP, with support of TFESSD, used the "Transparent Participatory Approach" (TPA) to make communities aware of the importance of



participation of both women and men in the IDSP project. This approach enables agricultural communities to make informed decisions to support socially, economically, and environmentally sustainable investments congruent with the country's policy and institutional framework for irrigation development. It also enables women to articulate their skills as well as their constraints and alert men and the project staff to those points. The TPA fosters the dialogue between project staff and local farmers, which facilitates a deeper understanding of the importance of a two-way feedback mechanism between the project and beneficiaries.

The IDSP focused the gender mainstreaming activities in Tiers 1 and 2. The project aims to develop 10,000 hectares of irrigated agricultural land managed by smallholders, including emergent farmers (those in Tier 2), and will make sufficient water available to support large-scale commercial operations. In Group One, three sites (inclusive of a number of villages) from various provinces have been identified: Lusitu (Southern Province), Mwomboshi (Central Province), and Musakashi (Copperbelt Province). These sites are socio-economically and ethnically diverse. Lusitu and Mwomboshi are structured along customary land ownership systems. Leadership resides with the chief and the headmen. The chief is responsible for allocating land to his constituents. Polygamous marriage is practiced in both sites. In Musakashi, an urban influence is notable. People are organized according to Government structures rather than traditional chiefdoms and are residing on Government land. In comparison to the other two sites, educational attainment in Musakashi is high, with some residents having secondary and tertiary education. Polygamy is not practiced here, and land allocation is handled by the Government.

The program has built-in mechanisms to address gender concerns and make possible an equitable distribution of resources and benefits that will accrue from the project. The IDSP is also in the process of establishing an Investment Support Fund (ISF) in the form of a "Matching Grant (MG) facility" that will be accessible to both women and men. Specifically, there are six subproject grant windows that support on-farm irrigation equipment, agricultural inputs, post-harvest, value-adding and marketing equipment and assets; as well as seed working capital for small and micro enterprises development. The most important component of ISF is a "specialized window for women, youth and other vulnerable groups," especially women-headed households, women farmers, and women micro enterprises within the irrigation schemes. This special window is intended to provide additional access to funds for women and encourage access and participation of women who constitute a special subset of the target beneficiaries. Objectives addressed through this component pertain to women's economic empowerment and control over resources and benefits.

3. Innovative activities

The project has introduced an innovative strategy to create partnerships between the Government, the private sector, and host communities with an emphasis on gender inclusiveness. The main activities were undertaken in three missions: 1) the inception mission to prepare the gender-responsive Project Appraisal Document (PAD); 2) the follow-up mission to identify binding constraints; and 3) the mission for feedback and validation, which included a high-level meeting to report on the findings and recommendations from the TFESSD project technical assistance. Each mission was coordinated with project authorities, who also participated in the field activities. The TFESSD project staff used the modules of the *Gender in Agriculture Sourcebook*³ as a guide to prepare the different questions and other participatory methods to be used in these missions.

The identification of gender differentiated constraints and the gender-sensitive activities across sites, during the early stage of the IDSP, were central for the preparation of the gender-responsive Project Appraisal Document (PAD).

3.1. The inception mission — technical preparation

The activities of TFESSD for community sensitization on gender during the identification stage strengthened the participation of women in the IDSP. It also built capacity among staff members, most of whom had not previously received similar training. An innovative aspect during the technical preparation was use of a participatory approach through informal women's focus group discussions led by the TFESSD project team during the visits to the sites. Women were able to openly discuss their expectations of the project, their concerns, and factors that would constrain their participation. This allowed women to overcome their uneasiness with speaking in public in larger village meetings which improved their readiness for entry and participation in the IDSP. A checklist with questions was prepared for the discussion and adapted for use in successive missions. The dialogues resulted in women gaining confidence as well as men and project staff becoming sensitized to gender issues. At this stage mixed-study tour groups visited other project sites with the objective of "learning by seeing" and exposure.

3.2. The mission to identify binding constraints to women's participation

Following the initial dialogues and the study tour, the TFESSD project further supported gender-focused community sensitization and consultation by deepening the dialogue on gender issues. Women and men started to openly express their concerns on how the IDSP may benefit them. Issues such as participatory



infrastructure development, resettlement, and access to common property resources (grazing land, firewood-collection places, etc.), access to irrigated and rain-fed land, land consolidation procedures, and land allocation in case of polygamous households emerged as concerns. Some women expressed fears of intimidation by men. Women who participated in the study tour group felt empowered and encouraged other women from their community to register as members of the Water Users Association (WUA) and join the cooperative.

Module 7 of the *Gender in Agriculture Sourcebook* provided the framework for preparing the checklist questions to identify the binding constraints to women's participation in the irrigation project. The TFESSD also prepared a training module, using as a reference Module 7 on Capacity Building and Training of the IDSP's Project Implementation Manual. The TFESSD-supported consultant and the AES Gender Specialist participated in World Bank missions, that provided an opportunity to include gender-specific recommendations in the mission Aide Memoires discussed between the World Bank and the Government (MAL) at the end of the mission. Aide Memoires include agreed upon actions, which have proven to be an effective tool in mainstreaming gender actions in the project plans. Successful collaboration with the World Bank's task team leader and the IDSP coordinator facilitated the mainstreaming of TFESSD activities into the IDSP and enabled the TFESSD project to influence the project's design and aspects of its implementation. A community mobilization team, with experience in addressing gender issues, was organized to facilitate participation.

The PAD effectively integrated suggestions to facilitate women's access to support for finance and farm equipment, to facilitate women's participation in the Water User Association (WUA), to promote a gender-sensitive project planning process, and to improve women's access to services that would help them evaluate irrigation and livelihood options and make informed decisions.

3.3. The mission for feedback and validation

The findings and practical suggestions of the two former missions were presented at the Multilateral and Bilateral Cooperating Partners' Meeting in Lusaka. At the field level, women's binding constraints were presented and discussed in both female and male focus group discussions, as well as in mixed groups. The participation of the World Bank, Ministry of Agriculture, Livestock staff, and the authorities in these community meetings also contributed to establishing and improving the link between the IDSP and the women at project sites. As the project gained women's trust, a foundation was created to fully integrate women as participants and decision makers in the IDSP.

Because the water user associations (WUA) were not yet established when the TFESSD project started its activities, efforts for capacity building were focused in the community sensitization activities through separate focus group discussions for women and men. This innovative feature was effective in giving women their own space and voice for open discussions associated with the project implementation.

3.4. The country strategy and analysis on women's land ownership

The women's constraints and concerns documented by the TFESSD project led to the implementation of the study: "Women's Land Ownership and Compensation" supported by the NTF. The purpose of the study was to provide recommendations for practical action, particularly related to resettlement, land consolidation, and allocation in polygamous households and agro-business development of women farmers within the IDSP. The study focused on international, regional and national policies and statutory and customary laws and practices related to gender equity and access to and control over land. The study methodology included a literature review, focus groups discussions, and key informant interviews. The primary data generated was triangulated in informal and formal platforms (such as group consultations). Written interviews were complemented with oral interviews. The innovative aspect of the study, as in the preceding one, was the participatory approach. In-depth dialogue between the IDSP team, consultancy companies implementing IDSP components, the World Bank and the study team increased acceptance and full inclusion of the final recommendations in the mission Aide Memoires and project plans.

The main finding of the study was that while the Government of Zambia has signed most international and regional conventions and protocols toward gender equity, the incorporation into national legislation to address the rural women's land and water rights is pending. Even though the 1991 Constitution of Zambia guarantees gender equality before the law (Article no. 23), it does not explicitly provide for gender equality with regard to property ownership. It seems that the Land Act of 1995 offers an opportunity to both women and men to be entitled to land, but this is applicable only to state land, which represents 6 percent of the total land and is vested in the President. Most of the land (90 percent) is governed under customary law that is recognized by the Constitution. Customary norms prevent women from owning land, leaving them in a disadvantaged position not only to secure food, but also to participate as social actors in decision making and representation. Under this system, Chiefs and headmen act as custodians of the land while women only have access to land through their husbands, fathers, brothers, or eldest sons. In most



cases (single, widow, or divorced) women cannot inherit land because women are themselves regarded as property. There are few cases in which a Chief can consider allocating a plot to a single woman if she has children.

3.5. Successful additional funding for women's empowerment

The TFESSD and the "Women's Land Ownership and Compensation" studies broached issues which had not been previously discussed. As a result, incremental resources have been successfully fund raised to address some of the critical IDSP related gender issues raised in the studies. For example, an action-oriented study "Support for Women's Agro-enterprises using ICT as a Tool" funded by the Agriculture and Environmental Services (AES) Department of the World Bank through the Bank-Netherlands Partnership Program Grant (BNPP), is ongoing. The study will identify and support potential economic and entrepreneurial opportunities for women farmers including the employment of information and communication technology (ICT). In particular, it assesses the impact of the use of ICT in agricultural extension and dissemination of market information and collective action, specifically targeting women small holders.

Another action-oriented study, "Incentivizing the market—Linking Women and the Private Sector: A Human Rights Approach" has also recently started and is financed by the Nordic Trust Fund (NTF). This study will contribute to the on-going dialogue on the overall framework for private sector participation in agriculture, and particularly on how to achieve mutually beneficial changes for the private sector and the community. It specifically targets women (contract) farmers and off-farm employees in the sector, in areas such as processing. The study is human-rights based and is expected to have a positive impact on the rights of women to decent work, increased social choice, voice, and improved livelihoods through in-depth analyses of selected private sector incentives in Zambia.

4. Benefits and impact

Though the mainstreaming and social dimension in the IDSP is in its early stage of implementation, the community participation and capacity building activities developed during the identification and design process are already generating change at different levels and with different actors involved:

- IDSP and World Bank staffs, including MAL authorities, are more open to approaching and listening to women. They collaborated in bringing both women and men to the community sensitization meetings, and helped as translators.
- The PAD effectively integrated suggestions to facilitate support to women with access to finance and farm equipment, to WUA, and to improve women's access to services that will help them with irrigation and livelihood

opportunities. It also included activities to promote gender sensitive planning, and put into place a strong community mobilization team with experience in addressing participatory and gender issues.

- The early community sensitization on gender issues helped to establish and improve the link between IDSP and the women at project sites and the number of women participants in subsequent site meetings increased. As the project gained women's trust a foundation was created to fully integrate women as participants and decision makers in the IDSP.
- Directly supporting women to help facilitate processes not only enabled them to voice their opinions but helped to ensure that the project paid attention to those issues. Consequently women had realistic expectations about the outcomes.
- The findings of the TFESSD study triggered a subsequent study of the "Women's Land Ownership and Compensation," which yielded important insights into land policies and institutions. It also allowed gender affirmative actions for the implementation, monitoring, and evaluation of the project. During this study it appeared that men expressed their willingness to change their attitude and behavior to begin considering their wives more as equal partners to household resources.

5. Limitations and Constraints

Though the implementation of irrigation projects such as IDSP offers possibilities to change customary landownership to statutory landownership through land consolidation activities and, in some cases, through resettlement and compensation, it still represents a significant challenge. The studies and dialogues developed during the identification and design of the IDSP indicate that traditional leaders across the sites are apprehensive to start the land consolidation process. Concerns included the following:

- Fear on the part of traditional leaders in losing their authority to control the land and related decisions;
- Uncertainties over how land will be allocated among farmers and fear of receiving a smaller area of land than what they are currently cultivating (in the case of both men and women farmers);
- In cases of polygamous households, it is not clear whether the land will be allocated to the head of the household or to each wife resulting in a fear that polygamous households will be fragmented after resettlement; and
- Concern on the part of women about losing their actual access to individual plots and collective customary land.

The issue of resettlement is one of the major concerns of people involved in part because of past negative experiences,



as happened in Lusitu after the construction of the Kariba Dam. The communities of this site will confront a second process of resettlement through the IDSP. Women are concerned not only about the access to communal property resources, but also about housing conditions and access to livelihoods and public services. They expect that the new resettlement will mean a disproportionate workload for women as it did in the previous resettlement because they have to cultivate both the collective household plot, which is managed by the husband, and their individual plot. In this arrangement the men's fields are prioritized above women's own fields in terms of labor, water, and inputs. Apart from working both plots, women also have to fulfill additional responsibilities within the home.

A concern shared by women and project staff is how to find ways and mechanisms to foster women's participation and voice not only in their groups and clubs, but importantly, in larger level organizations, such as the Water User Association (WUA). Some binding concerns need to be confronted including women's low self-esteem, unequal access to information, workload, lack of facilities to market access, opposition of husbands, and complex intra-household relations in polygamous households. Organizing women in farmer's associations is a challenge due to the small size of women's land and the dearth of associations that have taken up women's land rights as a specific advocacy agenda.

The implementation of the ISF is already starting. Currently it is still unclear how women and vulnerable groups can be eligible to W5 because only legally registered entities can apply ISF funds. Official registration requires information, assessment and money. Presently there is already pressure to distribute the ISF budget and the tendency is that proposals submitted by formally established farmer's organizations of the Tier 3–4 will have preferences. This outcome is possible, in part, because the Training Guidelines (eligibility criteria) related to W5 in Tier 1–2 are largely absent.

The Gender Focal Person (GFP) nominated within the MAL has not been integrally involved in the gender work, because of heavy work load and unclear role in the IDSP. Since several activities are on-going in the field, there is a need for a full time GFP for coordinating day-to-day operationalization of the W5, as well as to develop guides for monitoring and evaluation.

6. Lessons learned

During the first assessment—preparation and implementation of the first surveys—it is important to adapt the modules of 'gender mainstreaming in agriculture' to the local context. It is essential that the staff must be aware and open to incorporate new emerging issues to understand the gendered social, cultural and economic local reality. A starting point, for instance, is demystifying households as a farming unit. At this stage it is essential to develop participatory dialogue with people. Women used the dialogue

as an important way of expressing their concerns, opinions and suggestions while learning from new ideas of the project's staff. Capacity building activities during the early stage of project identification, before irrigation facilities are established, are helpful to involve women and men in the project design. Additionally, in this stage, a study tour group alone is not sufficient. Addressing local concerns entails actively involving women and men in project planning and activities.

In project design it is crucial to incorporate gender-responsive actions, such as developing specific projects for women and vulnerable groups. The gender-focused dialogues are more helpful to this end than the community-wide meetings. The design must consider alternative methods not only to support women's group and cooperatives, but also to encourage their participation at community and WUA level. Since membership in the WUA is heavily linked to land ownership, it is advisable to persuade local people in such a way that they must consider (or revise) the membership criteria not only as linked to water for irrigation, but especially to multi-use of water. This approach offers possibilities to women and landless men to become members of the WUA, and is congruent with the expectations of women, who see the IDSP as a project that will improve water for domestic use, for irrigation, for livestock, and for other socio-cultural necessities.

Mainstreaming gender only as equal numbers of women and men is not enough to reach gender equity and women's empowerment. The establishment of quotas, for example (50:50) participation in community meetings or in WUA membership does not necessarily result in equal project benefits and voice or control over resources. Additional measures need to be taken to ensure that decision-making functions are divided equally. In this sense, building capacity to integrate women as producers, food processors or as small entrepreneurs must not be seen as an end, but also a means to empower women and sensitize men to change gender relations. Although it is strategic to work with women's group to empower women, it is also necessary to build actions that encourage both men and women to cross gender boundaries and overcome barriers which prevent their participation in decision making at community or WUA level. It is essential to gain the support of traditional and young male leaders, who must participate in developing mechanisms to recognize the rights of women to productive resources, as well as to participate in decision making.

7. Guidelines and recommendations for monitoring and wider applicability

7.1. Policy Recommendations

- Government:
 - Domesticating all international and regional treaties to which Zambia is a signatory. Additionally, it is crucial

that all provisions' context is relevant especially to rural women.

- Prioritize and incorporate clear provisions for guaranteeing women's land rights in the on-going review of the National Gender Policy. This should include the harmonization of the customary and statutory systems of land tenure; concrete mechanisms for strengthening land administration; and enforcement of gender-sensitive land laws through provision of financial and other resources in the national budget and from donors
- Sensitize and train officials at national, provincial and district level on gender-sensitive land administration. It is essential that sensitization trainings include officials of the traditional land courts who arbitrate land matters and interpret inheritance laws as part of the target audience. Avoid assigning this task to only the gender expert or female staff. However having a gender expert involved is an effective means toward helping mainstream gender meaningfully throughout the project cycle.
- Articulate women's land rights within the traditional land tenure system. The re-aligned House of Chiefs should provide robust guidelines on land administration and conflict resolution that clearly address women's land rights.
- World Bank:
 - Integrate women's land rights in the planned analytical work (ESW/CPS). This should address land issues as a separate thematic rights issue, including enforcement, inheritance issues and operating under customary land tenure (WB/GRZ).
 - Promote women's land rights through National Gender Policy Preparation. The new policy preparation presents an opportunity to promote women's land rights (GRZ; WB ESW).
 - Involve women's land specialists (NGOs) in the planned analytical work (WB) and irrigation policy development (WB; IDSP).
 - Involve the House of Chiefs in planning and implementation. House of Chiefs involvement should be used as an opportunity for influencing change under the customary land tenure (WB ESW).
 - Integrate women's land rights in the on-going irrigation policy development from the outset (within IDSP mandate).
- Ensure that women's land rights are promoted at all stages of implementation. The number and size of plots "owned" and cultivated by women should not decrease as a results of land delineation and consolidation. Steps include a) establish baseline of women's current land ownership/access rights (size of plots they are cultivating) (cadastral survey), b) ensuring women's representation in land surveying and allocation of land, and c) considering allocation of land for female-headed households on equal basis with men.
- Adopt joint titling regarding land ownership for both monogamous and polygamous households. Land will be changed from customary to state land which gives an opportunity to address women's land rights. Monogamous households should also have an option for individual titles for husband and wife. Both joint titling and individual titles guarantee legally recognized ownership of land.
- Ensure that women's land rights are well incorporated in the Resettlement Action Plans (RAPs) and compensation fund and include the following: a) special provisions for women's land rights such as allocating land to women before men, b) clear guidelines outlining who qualifies for land; e.g. the landless, c) engagement of social scientists to aid in assisting older female-headed households and ensuring household members are present during property valuation.
- Enforce statutory legal target of 30 percent of land allocation to women (IDSP).
- Develop by-laws that guarantee women's land ownership/ access rights. The project site committees should facilitate the registration of not only the co-ownership of land but also other productive assets (livestock, ploughs/ machinery, houses, income) owned by husbands and wives. As a safeguard, agreements/by-laws should be formulated where in the event of death or divorce; claim to land will include the transfer rights of parent's land to children (especially female children).
- Sensitize and raise awareness on gender legislation, policies and gender provisions in The Land Act. It must be targeted to a) the community members including women, men and traditional leaders (Chiefs) in the three community sites; and b) Traditional and formal courts responsible for the site areas on women's rights.
- Investment Support Fund-Women's Economic Empowerment
 - Use ISF/matching grant window for women to promote on- and off-farm enterprise development for women

7.2. Project specific Recommendations

- Land Ownership Delineation, Consolidation and Resettlement



in a holistic manner. Agro-business development increases potential for women farmers and entrepreneurs in production, processing, and marketing. Some recommended approaches include the following:

- a) consider simple labor saving devices for women as a business start-up;
- b) introduce simple food processing technologies (sun-drying etc.) based on value chain analysis (even short ones) and business principles, with linkages to markets;
- c) engage a consultancy to develop a holistic mini agri-business-program for women within the IDSP.

- Monitor a number of female beneficiaries of the window for women as well as other windows. No quota will be applied in advance for other windows for female beneficiaries in the application forms (despite the 20 percent target) but in the full proposal the number of female beneficiaries will be asked, and will be used as one selection criteria. If it seems that the number of female beneficiaries is alarmingly low, the quota can be applied at later stages.
- Templates particularly for full proposals should reflect and adequately address how women will benefit (solicitor, partners, and beneficiaries).
- Clarify ISF budget allocations, particularly for small enterprise development for women and clearly indicate the budget for it.
- Clearly establish eligibility of groups who can apply for ISF funds with special consideration for women's groups and vulnerable populations.
- Incorporate sensitization awareness for women on how to access financial and other resources. Information on the ISF/window for women needs to be widely accessible to women in the project sites. The screening procedures and eligibility criteria should be mutually agreed upon in a participatory and transparent manner. Application procedures for accessing the funds should be simple, clear, and translated into local languages (e.g., flyer). Learning from successful women farmers and entrepreneurs and study tours/experience exchange should be applied in capacity development.
- Resettlement should be avoided as much as possible. Where it is not feasible to avoid resettlement, this must be conceived and executed in a sustainable way, providing the necessary investment to enable the displaced people to share in the benefits of the project. They should be meaningfully consulted and participate in planning and implementing resettlement. Furthermore, they must be assisted in their effort to improve their livelihood; or at least to restore them to pre-displacement levels.

- Monitoring and Evaluation

- The emphasis on what to monitor should be determined in the design phase, making explicit the gender-sensitive performance indicators in the log frame. When these indicators have been identified with the participation of local people, it will enable the community to measure their own progress against indicators that they have identified themselves, unlike predetermined indicators that are imposed upon them.
 - The Monitoring and Evaluation system should be modified to further integrate gender indicators and additional gender aspects. The six National Development Plan mandates reporting on gender issues and provides an opportunity to the IDSP to contribute to its set targets. Of particular note are the following:
 - a. Establish baseline indicators for women's access to and ownership of land (using cadastral survey) to allow for monitoring of the changes of areas cultivated by men and women, productions patterns, etc. as a result of joint titling.
 - b. Incorporate an additional stand-alone chapter in reports, in addition to mainstreaming gender throughout, to adequately report on progress.
 - c. Carry out specific studies on two important built-in IDSP aspects: Women's land rights and ISF/special window for women's economic empowerment.
 - d. Ensure budget allocation specifically for gender monitoring and evaluation (M&E).
- Gender capacity development, gender focal person and quotas for women:
 - Capacity building must focus on activities which can build the confidence of both women and men to dialogue, interchange concerns and expectations, and importantly, encourage them to fully participate in project planning, implementation and monitoring. These activities must consider the socio-cultural context of each site.
 - Ensure that a Gender Focal Person (GFP) is playing a central role in the project. It is of utmost importance to develop gender guidelines to direct the work of different teams, monitor gender aspects of their work, and assist in incorporating the recommendations of the previous gender work carried out in all aspects of the project.
 - Build-in gender-related capacity development as part of all the other sensitization and capacity development activities.
 - Community Participation & Capacity Building Consultant should consider sensitizing site communities and

traditional leaders including both female and male youths on the advantages of monogamous marriage arrangements.

- Sustainability of land consolidation is warranted when participating farming communities and disadvantaged people, define the boundaries of the schemes and identify different landholder categories⁴ that will be affected and entitled to compensation and other resettlement assistance. This must be preceded by a series of comprehensive consultations with households on the consolidation, delineation, resettlement and compensation procedures. It should be ensured that women participate in the land demarcation process and that they are represented in all decision-making structures (e.g., WUA, FarmCo).
- Establish a 30 percent target for women's representation in the site and other committees.
- Female farmer extension agents should be utilized to have meaningful dialogue with women farmers. Assessing whether and to what extent farm associations that address women's issues currently exist can also strengthen the existing local associations and/or facilitate the formation of new socially inclusive women's land association.

7.3. Other recommendations

- To achieve the sustainability of IDSP, it is central that both women and men, landless and young people fully participate in the design, construction and maintenance of the irrigation system. This participation is a transformative action, because it develops people's sense of ownership over the project. It constitutes the base to create or claim rights to water and communal land (grazing land and areas for firewood collection). It is also central to work with local leaders to institutionalize the approach of multiple use of water, which opens possibilities for women, youth and landless people to participate in the WUA. This also can assure that the bylaws of the WUA are inclusive, pro-women and pro-poor.
- Locally initiated actions toward gender equity and women empowerment, such as those developed by IDSP, run the risk of being trapped on the process stage when there are no national legal mechanisms that can support them. For instance, women's expectations to get secure access to land and water will not materialize in the absence of a legal recourse. Politicians need to take affirmative actions to enforce legal provisions in the legislation and sectorial

policies. The incorporation and operationalization of legal concerns about women's access to land and water is particularly important in countries such as Zambia, where 90 percent of land is governed under customary law, it cannot be assumed that the conversion of customary law in a statutory system will guarantee women's access to and control over individual land ownership. Women still need the consent and collaboration of the husband or male relatives, who need to recognize women with the same rights as men. Sometimes collectively owned land offer better possibilities for women to access this and other related resources such as water, forest, and pasture.

- Finally, the exercise of the WB for documenting best practices on gender mainstreaming in irrigation development intervention is in itself an affirmative action toward gender equity in water management. This kind of initiative must be available to the wider public to inform them in their attempts to contribute to sustainable development with equity and social justice.
- Women farmers in Zambia produce the major share of food, which are efforts, especially in times of food crises, which need to be recognized. For women to be able to produce the food crops needed in the country their need for land and irrigation is obvious but not fulfilled. The project discussed in this case study shows how increased effort for mainstreaming gender will ultimately end in increased food security.

Endnotes

1. The Gender and Water Alliance (GWA) contributed to the development of this case study.
2. Internal Paper: "Integrating Women Producers and their Organizations into Agricultural Investment Programs in Zambia and Mali," World Bank and ARD (2012). Final Draft Report: "Women's Land Ownership and Compensation Study in Zambia," Niras and IDSP. World Bank and AES (2013).
3. Additional incremental support during identification and early preparation to ensure gender mainstreaming was also provided by Gender Trust Fund (GENTF) project [Sustainable Intensification of Agricultural Production and Marketing: The Role of Gender in Irrigation Development-TF096931] and Public Private Infrastructure Advisory Facility (PPIAF) Technical assistance and capacity building for the identification of public-private partnerships options and establishment of an action plan for the irrigation infrastructure development and management in Zambia project.
4. The overall Development Objective of the BNPP Grant support is to develop best practices, effective and evidence-based strategies and modalities for mainstreaming women's economic empowerment and entrepreneurship in large scale agricultural projects, using ICT as a tool. It will pilot test a set of ICT-based interventions to strengthen participation of women in agricultural growth initiatives, focusing on women's effective engagement in agro-enterprises (on- and off-farm) through private sector partnership.
5. In general, a) those who have formal rights to land (both customary and statutory), b) those who do not have formal rights to land at the time that the census begun, but have a claim to such land or assets under customary tenure arrangement, and, c) those who have no recognizable legal rights to the land they are occupying.

