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UNITED NATIONS DEVELOPMENT PROGRAMME
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WOMEN IN UNDP-SUPPORTED PROJECTS

A Review of How UNDP Project Evaluations
Deal with Gender Issues

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EXECUTIVE SUMMARY

Introduction

i. The present study responds to the plan of action proposed by the Administrator in document DP/1986/14 with a view to strengthening the capacity of the Programme to deal with issues of women in development (WID). Its purpose is to examine how best project evaluation could serve as an instrument to foster progress toward WID objectives.

ii. To this end, the study examines a purposively selected sample of 50 evaluations of UNDP-supported general-development projects undertaken during the years 1985 and 1986.

iii. The term "general-development project" denotes developmental efforts targetted on a particular group of people and/or designed to achieve local-level impact. The investigation thus excludes projects specifically intended to benefit women. It should be noted that UNDP resources allocated to the latter type of projects increased seven-fold between the first (1972 - 1977) and the third (1982 - 1986) programming cycles.

Findings

iv. The main finding of the study is that a significant number of UNDP project evaluations, namely 40 percent of all the cases examined, make mention of WID issues in their report. (paragraph 12)

v. As regards the other 60 per cent of the sample (30 cases) which do not refer to women, there are only two evaluations which seem to have had well-justified reasons to do so. They concern resettlement and disaster-relief operations, that is, projects for which the general beneficiary issue may have been of overriding concern. (paragraph 13).

vi. The examination of WID issues in evaluations differs according to economic sector and/or politico-administrative level of intervention. Women's concerns typically remain excluded from evaluations pertaining to projects which assist national-level planning efforts. (paragraph 15)

vii. About half of all the evaluations pertaining to either income-generating (agriculture, industry, commerce) or social-service projects include references to women. (paragraph 21-26)

viii. The evaluations which raise WID issues usually relate to projects operating in what could be called the traditional domains of women's life. For example, women tend to be mentioned in connection with projects supporting agricultural extension efforts or community-based forestry development. Similarly, evaluations of industrial projects are more likely to consider WID concerns when they look at handicraft and simple-technology type of activities. If they deal with more modern industrial development projects, they tend if at all, to refer to beneficiaries without gender specification. (paragraph 22-25)

ix. Yet, even in the traditional domains of women's life and work, if the project deals with policy or planning matters, i.e. activities not directly aimed at the local level, gender-specific issues seem to vanish from the evaluation reports. (paragraph 22)

x. While in some cases it may be a correct step to begin where a beginning is possible, that is, with improving women's traditional position and roles, such a step would need to be explained in evaluation reports and placed within the context of a longer-term perspective on WID. (paragraph 5)

xi. Evaluations which mention women normally do so in a very scanty way. However, it needs to be emphasized that beneficiary issues in general are not being dealt with in a very systematic fashion. One of the reasons for this is that the existing guidelines on monitoring and evaluation and the programming instructions on WID have so far stopped short at the level of appeal. (paragraph 36)

xii. In a way, evaluations have thus performed as well as the guidelines encouraged them to do. (paragraph 37)

xiii. Given the observed lack of systematic analysis and detail, only very few evaluations have to date served as a corrective instrument and led to significant recommendations on WID-oriented revisions of project designs and documents. (paragraph 38)

xiv. Wherever terms of reference (TORs) had requested that the evaluation team examine questions of women's participation in the project, this request received appropriate follow-up in the evaluation report. Hence, TORs are apparently an effective means of drawing the attention of evaluation missions to certain priority concerns and issues of development. (paragraph 41)

xv. So far, however, TORs have only seldom been utilized for this purpose. Only three out of the 50 evaluations reviewed had received TORs which mention women. The reason is that the existing guidelines on how to prepare TORs are of a purely formalistic nature, making no reference to substantive priority concerns of the international community, whether it be women, the environment, or technical co-operation among developing countries. (paragraph 40)

xvi. Similarly, the current instructions on the composition of evaluation missions suggest that the team members particulars be mentioned in the evaluation report. Yet, there are no complementary substantive guidelines on when it might be useful or necessary to consider explicitly the gender composition of an evaluation team. (paragraph 42)

xvii. It would be desirable to correct this situation in particular because the available data suggest that the presence of a female evaluator may, indeed, have a bearing on the mission's perspective on the project and increase the likelihood that WID issues are being raised. (paragraph 44)

Conclusion and Recommendations

xviii. The overall conclusion drawn from the foregoing findings is that many evaluation teams seem to be aware of, and indeed prepared to, examine WID issues. What appears to be required now is to sharpen and/or complement the existing evaluation tools so as to turn them into more appropriate and more effective WID instruments. (paragraph 49)

xix. Accordingly, the recommendations set forth in this study have a twofold thrust. One, they are aimed at assisting programme managers and evaluators in approaching WID issues in a more systematic fashion. It is hoped that this would lead to a more detailed examination of women's questions and more concrete proposals for requisite action at the project level and would make the data collected by individual project evaluations more comparable. This could then provide a data basis for UNDP to draw lessons of wider applicability on how to enhance its WID-related policies on a programme-wide basis. The second objective pursued by the recommendations is to ensure that over time, WID issues are being raised in an increasing number of evaluations, thus losing their "special" character and becoming a regular, routine perspective on development. (paragraph 50 - 51)

xx. More specifically, the study recommends:

- ° a check of all planned evaluations to ascertain whether or not it would be important for them to raise WID issues, with four questions to be answered for this purpose;
- ° the preparation of WID country profiles which would provide a frame of reference not only for project evaluation but also for project identification, formulation and appraisal.
- ° the establishment of WID indicators which could help measure project performance and also serve as project appraisal criteria;
- ° the involvement of national institutions, if possible and feasible, into the process of programme and project monitoring and evaluation from a WID perspective; and
- ° the labelling of projects of priority interest to women as "WID" in the country programme management plan so as to help programme managers to recognise these projects more easily when organising evaluation missions or taking other programme management actions.

xxi. Hence, the present investigation can, in several ways, serve as a baseline study. It describes the current status quo of project evaluation from a WID perspective; it suggests where to go from here; and it constitutes a benchmark against which to measure future progress in utilizing evaluation as an instrument to facilitate the attainment of WID objectives.

INTRODUCTION

A Background

1. At its thirty-third session in 1986, the Governing Council of the United Nations Development Programme (UNDP) adopted decision 86/19 entitled "Women in development". The decision took note of the proposals for future action set forth in the report of the Administrator (DP/1986/14) on follow-up to the 1985 Nairobi World Conference on Women. The Administrator's proposals were designed to strengthen the capacity of the Programme to deal with issues of women's involvement in development (WID). To this end, the report suggested inter alia, that the Programme would undertake efforts to ensure that in the future all "evaluations (project, country and sector) will specifically address the issue of women's participation in development". (Paragraph 20, point 6)

2. The present study responds to this recommendation. Its main objective is to see how project evaluations address WID issues and based on the lessons to be learned therefrom, examine what could be done in order to enhance the effectiveness of evaluation as a means to foster women's concerns. The study thus constitutes a baseline survey. It assesses the current status quo of project evaluation from a WID perspective; it submits proposals on where to go from here; and its findings can serve as a benchmark against which to measure future progress in terms of involving women in UNDP-supported project activities.

B Study Design

3. UNDP has, since long, accorded special attention to WID objectives. This is, among other things, obvious from the increasing number of projects specifically designed to benefit women. The number of such women specific projects has increased sixfold over the first three programming cycles (i.e., 1972-76; 1977-81; and 1982-86). Their figure has risen from 38 in the first cycle to 201 in the second cycle, including all projects supported from funds under the Administrator's authority. Concomitantly, the resources allocated to women-specific projects have, during the same period, risen by more than seven times, namely from US\$90 million to US\$67.9 million. The more significant increases occurred between the first and second programming cycles. This coincides with the start of the United Nations Decade for Women in 1975.

4. However, the present study does not deal with women-specific projects. Rather, it focuses on what could be called general development projects. These are projects which are intended to help improve the developmental opportunities and living conditions of all the people, both men and women. Ideally, this definition of purpose should apply to all development projects. Yet, some projects make a more direct contribution toward this goal than others. The interest of the present study is in the former group of projects, i.e. those which are expected to achieve during their life-time outputs and results of immediate noticeable relevance to certain target areas and/or groups.

5. One reason for focusing on the thus defined group of general development projects is that they constitute by far the majority of UNDP-supported operational activities. The main consideration, however, is a strategical one. Past experience has shown that women's full participation in development requires that WID concerns constitute an integral part of overall development strategies, policies and plans. This does not mean that there is no need for women - specific projects. On the contrary, most societies have witnessed the involvement of cultural and social norms which assign different roles and functions to men and women, leading to gender-specific patterns of behaviour both within and outside the home. The positions ascribed to women are typically those carrying less status and offering fewer developmental opportunities. Hence, women-specific projects are often necessary in order to launch requisite corrective measures designed to allow women "to catch up".

6. At the same time, however, care has to be taken that today's developmental efforts do not replicate and perpetuate past trends of gender inequality. Any new projects launched should make provisions as and if necessary, to ensure that the developmental opportunities they seek to create are accessible to both men and women. Bearing in mind that in many countries WID objectives are still far from being achieved, this can, of course, not be taken for granted. Hence, evaluations could be an important means of reviewing whether, to what extent, and how well projects incorporate relevant WID concerns and, should they be found to ignore women's issues, to recommend possible steps for future action. The importance of project evaluation as a means to foster progress toward WID objectives becomes evident when taking into account that annually, UNDP conducts some 250 evaluations pertaining to general development projects. Thus, 250 times a year there is an opportunity to intervene as and if necessary, and to revise project documents so as to reflect more adequately relevant WID concerns. The question is whether and/or how well is this actually being done.

7. In order to answer this question, a sample of 50 evaluations was selected from among all the evaluations of general development projects undertaken in 1985 and 1986. The sample selection was confined to this total because UNDP's monitoring and evaluation procedures had been revised in 1984, with the new guidelines placing stronger emphasis than previously, on the assessment of project results, including beneficiary issues.

8. The sampling process followed a two-tier procedure. In the first step, the objective was to identify all qualifying evaluations from among the total number of evaluations conducted during the two-year period of interest here. The assumption was that women's issues could meaningfully be expected to be raised in evaluations pertaining to three major categories of general development projects. The first category comprises projects intended to support national and sectoral development planning efforts, including statistical data collection and analysis. These projects are typically linked to processes of crucial importance to decision making on development, viz. setting of developmental priorities, plan formulation and resource allocation. Women's concerns should receive adequate attention during this stage, i.e. the planning stage of development, if they are to be acted upon subsequently, that is, in the plan, programme and/or project implementation stage.

9. The second and third categories of selected/ projects were defined to be those which could be expected to have a bearing on women's role as respectively agents and beneficiaries of development. Hence, a second group of projects includes, for example, all those which are aimed at enhancing labour productivity, employment opportunities and access to means of production, such as credit. For reasons of brevity, this category will, in the following, be labelled "income-generating". The third category of relevant projects supports developmental efforts linked to social-service sectors such as education, health, housing, water and sanitation. They will, in the following, be called "social-service" projects.

10. All 1985 and 1986 evaluations pertaining to one or several of the above-mentioned three categories of projects were, in a second step, sampled again so as to ensure adequate coverage of the different regions (Africa, Arab States, Asia and the Pacific, Latin American and the Caribbean) and the different economic sectors (especially agriculture and industry as regards the income-generating projects).

11. The 50 projects included in the final sample, are listed in the annex, grouped according to project category and region.

Chapter I AWARENESS OF GENDER ISSUES

A. General Overview

12. When looking at the sample as a whole, 40 per cent of all the evaluations reviewed do mention women. However, all of these pertain either to income-generating or social-service projects. None of the evaluations looking at planning projects or related efforts, raises WID issues.

13. Examining all the evaluations which remain silent about WID concerns, one finds that among the total number of 30 such cases there are only two evaluations which may have had well-justified reasons to do so. These relate to projects ETH/82/012 and YEM/83/002, dealing respectively with resettlement and disaster-relief operations. It appears that for these two projects and their evaluations issues of how to reach the intended target group as a whole was an overriding concern.

14. In all other instances, however, a greater involvement of women would often have been desirable and not only for reasons of equality. As the following discussion will illustrate, it could also have helped enhance project effectiveness. Frequently, WID is not only a question of social norms and values. It may have economic implications. The neglect of women can mean wastage of human resources and loss of results which many developing countries can ill afford, given the pressing nature of their developmental problems.

B. Evaluations of Projects Supporting Planning and Related Efforts

15. The immediate objectives of the projects in this group generally concern such problems as plan preparation, formulation, monitoring and evaluation. In addition, several projects are aimed at the creation and/or strengthening of institutional mechanisms required for planning. It is thus evident that these projects form part of broader processes which often determine the overall direction of development at the country level. For example, project MLI/82/002- Assistance à la planification assists inter alia, the Government in formulating and implementing a comprehensive food strategy, placing major emphasis on decentralized development and people's participation. Women who traditionally form an active part of the local labour force in Mali, will, no doubt, have an important role to play if the Strategy is to succeed. Yet, the evaluation report does not reveal whether the project has taken this fact into account and launched efforts which could help women to maximize their contribution to the stated objectives of food security.

16. This is not to say that it would be necessary for the project in question to undertake gender-specific activities or for the evaluation to highlight special women's concern. Rather, the point to be made is that the evaluation should seek to explain explicitly why it is not necessary to examine WID issues. Such an explanation would help assure the reader that women's concerns have not been simply ignored, either by the project or the evaluation.

17. The latter argument also applies to the evaluation of project AFG/83/002 - Strengthening of Planning Capabilities. The evaluation does not even once mention WID concerns although the UNDP country programme includes another project, attached to the same recipient Government entity, namely the State Planning Committee, which is entitled "Strengthening of the Focal Point for Women's Development" (AFG/84/016). The latter project specifically deals with the incorporation of women's concerns into the country's mid-term and annual development plans as well as with the collection of planning data on women. Hence, while there was good reason for the evaluation of project AFG/83/002 not to enter into too much detail on gender-specific planning, an appropriate cross-reference to the women-specific project would, no doubt, have been in place.

18. To mention a third example, the evaluation of project JOR/84/002 - Strengthening of Development Capabilities notes that the Jordanian economy is essentially a service economy composed of a myriad of small business enterprises which are typically family-owned and -run. It can be assumed that women participate in these family enterprises and that the economy as a whole would probably benefit if the project included activities to upgrade women's entrepreneurial skills. To this end, the evaluation could, for example, have recommended to train the country's planners in identifying appropriate ways of reaching female entrepreneurs and meeting their training needs. One recommendation could have been to recruit a female planner for this purpose. Such a recommendation would probably have stood a good chance to receive a favourable response, considering that at the time of the evaluation, the Chief of Personnel in the Ministry of Planning was a woman.

19. Looking at the statistical projects included in the sample, it could be argued that the availability of properly disaggregated and gender-specific data is important for policy makers and planners to identify existing development problems and to take well informed decisions on future courses of action. This is, today, being realised in most countries, and therefore, it is also most likely that the recipient Government institutions of the projects in question, viz. DJI/81/003, INS/28/025 and MLW/81/003, do collect relevant statistical data on a gender-specific basis. The evaluations on these three projects say nothing about this aspect, leaving the reader wondering what data are actually being collected and whether or not it would have been useful for the projects to place in the future stronger emphasis on the generation of statistics which could help focus political attention more on women's concerns.

20. What emerges from the foregoing is that planning and statistics projects could make a significant contribution to the formulation of an overall policy and planning framework conducive to the advancement of women. Evaluations which were to take this into account could, in turn, perform an important corrective and/or promotional function should they find that the project under examination has as yet not fully exploited all the possibilities in this respect. Unfortunately, none of the evaluations included in the present sample has grasped this opportunity.

C. Evaluations of Income-generating Projects

21. The evaluations relating to income-generating projects seem to be more aware of WID issues than those discussed in the foregoing section. As mentioned, about half of all the evaluation reports in this category mention women.

22. Examining first those which relate to rural development and problems of agricultural production, fisheries and livestock, women are mentioned in connection with agricultural extension efforts, community-oriented forestry development, dairy production, and integrated rural development activities. In other words, women typically appear in reports concerning projects operating directly at the local level. In evaluations which are concerned with policy formulation efforts for local-level production and development and which are more removed from the real life, women vanish again. A case in point would, for example, be project GHA/81/003 - Technical Assistance to the Ghana Cocoa Marketing Board. This project is, inter alia, concerned with the improvement of storage facilities throughout the cocoa-growing areas, the distribution of production inputs, and the buying, collecting and transportation of the produce. Another example would be project PDY/81/018 - Management Support to the National Corporation for Fish Marketing. Again, the objectives of the project relate to the improvement of fish production, storage and marketing. The evaluation mentions beneficiaries in general but does not indicate to what extent women are involved in fish production and to what extent their needs would be different from those of their male co-operators.

23. The finding that women are being noticed especially when a project deals with local-level action and direct interventions in rural areas could also be explained as being indicative of the fact that evaluators recognize the existence of women in particular where women function in their traditional roles and spheres of life. Or, put differently, evaluations to the extent that they deal with women, are at best concerned with the preservation of the status quo. No deliberate attempts are being made by evaluation missions to open up new avenues of life for women. Evaluators think of women primarily as promoters of fuel-wood saving stoves, as collectors of berries, and other forestry products, or agricultural family labourers.

24. This situation is not much different when examining evaluations pertaining to industrial projects. For example, project PAK/79/022 deals with the establishment of a centre to manufacture leather products in order to increase the value added and enhance export opportunities. The main body of the evaluation report does not mention women. It is only in the conclusions that one reads:

"The glove industry in Sialkot intends to produce fancy gloves using exclusively female labour, and, therefore, now needs a nucleus of female supervisors to be trained by the sub-centre, who, in turn, will train the production staff."

The recommendations then propose that a two-month course be conducted on the design and manufacture of such fancy gloves for twenty female participants. Although it is a positive step that women are being considered at all, what is being offered to them as a developmental opportunity is just more of the same - a petrification of the traditional distribution of labour.

25. Again, it could be that under the socio-cultural conditions prevalent in Sialkot it is a correct step to improve the situation of women within the existing patterns of behaviour, social norms and expectations. Yet, this should not be an automatic action. The evaluation should have explained why the project cannot go beyond what exists already. The same holds true for the various evaluation reports relating to small-scale industries and handicrafts development. For example, the evaluation of project EGY/81/040 proposes activities to promote cottage-industry activities, including assistance to help women establish small enterprises for knitted garments. Yet, when it comes to training in operation and maintenance of agricultural machinery, beneficiaries become genderless. This is a phenomenon which occurs in many evaluation reports concerning industry and other non-traditional sectors. They tend to refer to beneficiaries in a general way, e.g. to "families", "artisans" or "local entrepreneurs". There is no gender-specific discussion on project activities, outputs and effects.

D Evaluations Concerning Social-Service Projects

26. The examination of evaluations falling into this group reconfirms much of what has been borne out by the discussion in the preceding two sections. In about half of all the cases the reader is at a loss, not knowing whether the services which the projects help provide, are being distributed equitably and to what extent they do meet women's needs and interests. The beneficiaries to which some of these evaluations refer, have no gender.

27. Women if they are mentioned at all, find a place only in remarks at the side. For example, project NIR/82/006 deals with education planning and the assessment of educational projects. The terms of reference (TOR) for the evaluation explicitly request that the mission examine the impact of the project on women at all levels of the Government. In response to this, the evaluation report remarks in a laconic fashion that:

"Very few (2 out of 64 participants) in the various training courses have been women. In other respects, the project's impact on women is difficult to ascertain."

The follow-up recommendation to this is: "Efforts are needed to increase the project's impact on women in educational planning." Although this evaluation report does mention women the reference is minimal, and whereas the TOR sought to highlight the issue, the evaluation gave it just passing notice.

28. Another problem to be noticed is that even when the design gives reason for the evaluation to raise WID-specific issues, mission teams sometimes forget to do so. A case in point is the evaluation of project ECU/79/006. Its major objective has been the development of the suburban areas of Guayaquil. Women are mentioned in the project design in the sense that there is a proposal for a nursery school and a skill training facility. The intended beneficiaries were children, young people and women, in particular mothers. None of this was implemented; and the non-implementation has not been recorded in the evaluation report.

29. More such examples could be mentioned and more evaluation reports could be described. Yet, the discussion would risk to become repetitive because the same finding emerges again and again. Although it is typically the woman who stays in the house to cater to the family's needs, who carries water, rears children and teaches them cleanliness and worries about their health, evaluations of housing, water, health and sanitation projects have as yet not much to say about women and seldom turn to women to obtain information on the project's relevance and effectiveness.

30. When comparing evaluations of social-service projects with those pertaining to income-generating projects, it seems that women as producers and agents of development find greater interest than women as beneficiaries of development. In general, evaluation reports are more elaborate on the former than on the latter aspect of the role of women.

Chapter II EFFECTIVENESS OF EXISTING EVALUATION TOOLS IN TERMS OF GUIDING THE EXAMINATION OF GENDER ISSUES

31. The findings set forth in chapter I are, no doubt, to be adduced to a large number of variables which can hardly all be identified within the framework of this study. Nevertheless, an effort will be made in the following to isolate the influence which two sets of factors may have had on the way in which evaluations have so far dealt with WID issues. These are: (a) the instructions provided in the UNDP Policy and Procedures Manual (PPM) on the assessment of project results, effects and impact; and (b) the current PPM guidelines on the management of project evaluations, in particular the preparation of TORs and the composition of evaluation missions.

A Guidelines on the Assessment of Project Results

32. The PPM guidelines on monitoring and evaluation which were in force in 1985 and 1986, i.e. the period during which the evaluations included in the present sample, were conducted, continue to exist with only some minor modifications. ^{1/} They stipulate that a project evaluation may, inter alia, be used to carry out an "assessment of the effectiveness, impact and relevance of the project or the programme of which it is a part" (Section V, para. 2.1.C). They also suggest that the "analysis should focus on the effects of the project on its intended end users/beneficiaries (individuals, groups or institutions)" (p. 25) and that effectiveness should be measured in terms of what the project outputs have "contributed or will contribute, to the achievement of the immediate objective(s) of the project". (ibid.)

33. Given this concept of effectiveness, i.e. the comparison of project results with the stated project objectives, there is a risk that concerns which are not incorporated into the project design but have emerged during the course of project implementation, are being overlooked in evaluations. This may explain at least in part, why so many evaluations which could have brought about significant re-orientations, failed to recognize the possible linkages between the project's objectives and WID concerns.

34. Bearing in mind that flexibility is an established principle of UNDP programming so as to ensure full responsiveness to changing developmental priority needs and concerns, the assessment of project results and effectiveness would best be perceived as a two-track process. It should include: (a) the said comparison between original design and actual project implementation and design, but also and most importantly (b) an assessment of the projects effectiveness and relevance in terms of today's concerns which may well be different from the ones which were dominant during the time of the project formulation.

35. The current concept of project effectiveness in UNDP may, furthermore, explain why evaluation missions often overlook women even though the project document clearly lists them as a "special consideration". Since the comparison is between the projects outputs/results, on the one hand, and its objectives as stated in sections II.A and B of the document, on the other hand, "special considerations" which are typically listed in section C, fall outside of the proposed scope of analysis. Hence, as can, among other things,

be seen from the evaluations of projects BGD/79/033 and ZAM/82/018, to be "special" can mean to be separated from the mainstream of development. This has not only been found in regard to WID issues. Other special concerns such as "environment" or "technical co-operation among developing countries" experience a similar fate. 2/.

36. It would probably suffice for the PPM to suggest that project evaluations should, inter alia, address beneficiary issues, if there were complementary programming instructions on how to do this. Such instructions do not exist at present. Consequently, one finds that in general beneficiary issues are not being dealt with in a very systematic fashion. 3/ This is, in turn, linked to the fact that empirically-founded pre-project analyses, including baseline surveys, have as yet to be introduced as a more regular step into UNDP's project identification and formulation process.

37. In the absence of "how to do" guidelines on planning and design of target group-oriented development efforts, the programming circulars on WID issued to date have not been able to meet with a very active response. 4/ They themselves have typically not gone much beyond the level of appeal. Hence, it could be argued that the evaluation missions have performed as well as the currently available tools encouraged them to do. They have raised WID issues but stayed at the fringe of the problem.

38. As a result, only very few of them have come up with any recommendations for significant WID-oriented changes in project designs. An interesting case in this connexion is project YEM/84/002 - Tihama Integrated Agricultural Extension Services. One of the immediate objectives of the project is "to establish a functional agricultural extension service adapted to the needs of the farmers and rural women, and providing assistance for overall farm development". As regards past project performance the evaluation report comments on the inadequacy of village level workers. However, it goes on to state that: "----the extension agents, although few in number, displayed a high degree of motivation, competence and achievement of an exceptionally high order." In addition one reads that only few of the women trained for the job could actually be employed as extension agents. No explanation is given for this amazing finding. The mission did not venture to draw the conclusion that a fuller involvement may help enhance project effectiveness.

39. Given the scanty and impressionistic way in which evaluations tend to examine WID issues, it is often difficult to determine what precisely they have found as regards the project's effects and impact on women and what would be the lessons to be learned from past experience. When this finding is seen together with the earlier-observed fact that evaluations seldom lead to precise, action-oriented recommendations concerning women, it is obvious that judging from a WID perspective, project evaluations do not meet their stated purposes very satisfactorily. So far, they are neither an effective corrective measure nor do they function well as a learning instrument.

B Guidelines on the Management of Project Evaluations

40. Several evaluations of evaluations carried out by CEO have shown that the quality of an evaluation depends in large measure on well-formulated and focused TORs. TORs are thus an important instrument of managing evaluations and ensuring among other things, that missions address all questions of interest and relevance. Accordingly, the PPM chapter on monitoring and evaluation provides detailed advice on the type of topics to be covered in TORs. Yet, this description also reflects the earlier discussed conceptual problems of assessing project effectiveness. The standard format of TORs presented in the PPM (page 28 of the chapter on monitoring and evaluation) refers only to beneficiaries in general. It does not suggest possible groups of beneficiaries, such as women, whose advancement constitutes a shared international concern.

41. Accordingly, it is not surprising to find that only three out of the 50 evaluations reviewed received TORs which explicitly requested the respective missions to examine WID issues. In each of these cases (viz. projects NEP/80/030, YEM/84/002 and NIR/82/006) there is appropriate follow-up in the evaluation report. This reconfirms once again the usefulness of TORs as a means of directing the attention of missions to issues of priority concern. Hence, it might be useful in the future to complement the current standard TORs by more substantive programming notes drawing the attention of programme managers and drafters of TORs to cross-sectoral policy issues which are likely to remain a priority concern of the international community in the medium and longer-term. Besides WID issues, emphasis could, for example, be placed on problems of the environment and TCDC or put differently, on all those issues which typically find mention in UNDP project documents under the heading of special considerations.

42. TORs are, according to existing instructions, also expected to provide details on the composition of the evaluation team, e.g. on the names, functional titles and affiliation of its members. (See page 28 of the PPM chapter on monitoring and evaluation). Again, the instructions contend themselves with this type of formalistic advice, without entering into the question of when and where it might eventually be useful to consider explicitly gender-specific aspects of the mission's composition. For example, in countries where the current social norms insist on the segregation of the sexes, it would be indispensable for an evaluation of a rural development project to include a female team member.

43. Among the 50 evaluations reviewed, there were eight cases of mission teams including one or several female members. Whether the inclusion of female members just so happened or was the result of a deliberate decision is not immediately obvious from the project files.

44. In three out of these eight cases (concerning projects in the areas of statistics, human settlements and health) the presence of female evaluators had evidently no effect on the mission's perspective. The respective evaluation reports remain silent about WID issues. However, in the other five cases (concerning projects in the fields of forestry, dairy, small-scale industry, education and housing) there was consistently a reference to women's issues in the mission's findings and recommendation. This happened even when women were not part of the original project design and TORs did not request the examination of WID issues. Project URT/81/015 which deals with dairy development in Tanzania is a case in point. The evaluation report states:

"The mission recognised the vital role played by women in the husbandry of dairy cattle and recommends that their importance be taken into account when formulating extension and development plans in the future. Failure to do so adequately would place these plans in jeopardy."

It further emphasizes the need for "more appropriate extension programmes aimed at both male and female members of the rural community. The attention drawn to women in this report could be a reflection of the composition of the evaluation mission: two men and one woman.

45. Another example would be project SWA/78/014 concerned with marketing problems in the rural areas of Swaziland. Here again, the initial project design did not include women. The evaluation report notes:

"Although the project activities have, until recently, not been aimed specifically at women, the market advisory unit in so far as it provides a useful service to small formers, provides such a service to women. The project has attempted to stimulate interest in a small project to promote women's activities in agricultural and food marketing and has been requested to assist in the marketing of handicrafts by the Community Development Department of the Ministry of Agriculture and Co-operatives. It stands ready to do more in this field if so requested".

Following up on this, the mission recommended that the market advisory project continue to support the participation of rural women in agricultural and general marketing through this and related projects. The evaluation team consisted of two women and one man.

46. It might thus be useful in the future not only to provide guidelines on when and how to reflect in the TORs of evaluations WID concerns but also to offer to programme managers examples of, and advice on, how to determine whether the project environment calls for the presence of a female evaluator or evaluators in order to ensure that the evaluation team can find access to all potential beneficiaries.

47. However, WID issues should not become the "speciality" of female evaluators. Relevant questions should be raised wherever the project ought to involve women, irrespective of the mission's composition. As can be seen from project NIR/82/006 also all-male missions can effectively address WID issues if only the TORs provide requisite guidance.

48. What remains to be explained is the fact that only three evaluations received TORs which mention women and only eight teams included female evaluators but 20 evaluation reports refer to women. Apparently, the consciousness-raising efforts launched at the international, regional and national levels especially since the beginning of the United Nations Women's Decade in 1975 start bearing fruit. There is, no doubt, a broad-based awareness of gender issues and more importantly, a preparedness among evaluators actually to address WID issues. If guided properly, this interest in WID could, no doubt, become more focused. It constitutes an important potential source of future change and progress towards WID objectives.

Chapter III CONCLUSION AND RECOMMENDATIONS FOR POSSIBLE FUTURE ACTION

49. The overall conclusion to be drawn from chapters I and II is that there is obviously a need for the UNDP programming instructions and guidelines on monitoring and evaluation to advance and to be more specific on WID issues so as to be able to harness the momentum generated and to help evaluators to translate agreed upon WID policy objectives into concrete action.

50. To this end, two sets of measures seem to be required. First, as noted the treatment of WID issues in evaluation reports is generally of a rather superficial nature. Hence, measures are needed to assist evaluators in a more systematic examination of women's questions.

51. Second, steps would have to be taken in order to ensure that programme managers, drafters of TORs and evaluators are able to determine where and when to raise WID issues.

52. More specifically, the recommendations are:

Recommendation 1:

The UNDP guidelines on monitoring and evaluation should suggest that in preparing an evaluation mission drafters of TORs should check whether or not there is a need for the mission to examine certain WID aspects.

Recommendation 2:

In order to be able to take a decision on this point, drafters of TORs would require a country profile, describing the situation of women, the Governments overall policies and the priority accorded to WID objectives, especially as an objective to be promoted through technical co-operation efforts. Such profiles have already been prepared for a selected number of countries. In the future, they should constitute a regular element of, and input to, UNDP country programming.

Recommendation 3:

The process of checking the need for an evaluation to address WID issues would consist of answering four questions based on the information provided in the above-mentioned country-profile. These questions are:

- (i) Do the host country's prevalent socio-cultural norms call for a strict gender-specific differentiation of roles and functions?
- (ii) If yes, is this likely to affect women's participation in the project's activities and/or their access to the developmental benefits to be derived therefrom?

- (iii) Would it be in line with the Government's declared policy on WID for the mission to examine the adoption of possible corrective steps and/or measures to foster a more innovative approach to WID?
- (iv) If the Government's own policy objectives do at present not call for such action, should the mission be requested to advocate a strengthened link between global and national WID policy concerns?

Recommendation 4:

Based on the examination of the above-mentioned questions, a decision should be taken, indicating:

- (i) why there is no need for the TOR to raise WID issues; or alternatively,
- (ii) that the TOR should specifically request the mission to:
- help clarify women's involvement in the project; and/or
 - examine the project's past performance from the viewpoint of how relevant it is to the Government's own WID objectives and how effectively it has helped foster progress toward those; or
 - discuss with the concerned Government authorities the possibility of including a WID component into the project.

Recommendation 5:

The PPM should stipulate that the above-mentioned questions form part of a checklist to be completed in connection with the preparation of TORs. A copy of this checklist together with the decision reached, should be made available to the evaluation mission in order for the team to comment thereon, if necessary.

Recommendation 6:

In order to assist evaluation missions in carrying out a systematic review of a project's WID-related aspects, UNDP should prepare a compilation of existing studies on WID indicators undertaken both within and outside the United Nations system. This compilation should be brief and easy to use so as to serve evaluation teams as a practical guide.

Recommendation 7:

It is obvious that country profiles would need to be updated periodically so as to ensure that timely and relevant data are available whenever an evaluation mission asks for information. Hence, national institutions (governmental or non-governmental research institutes or university departments) should be involved, as and if possible and feasible, in the monitoring and evaluation of the UNDP country programme and its component projects from a WID perspective.

Recommendation 8:

This would also facilitate the implementation once or twice per programming cycle of a cluster evaluation on WID which programme managers should be encouraged to undertake, e.g., in connection with the mid-term review or final assessment of the country programme. The PPM guidelines on cluster evaluations should reflect this point, with appropriate cross-reference to the relevant paragraphs on programme monitoring, assessment and evaluation.

Recommendation 9:

In the same context, an expanded concept of project effectiveness should be introduced, emphasizing the assessment of the project's results not only in terms of its stated objectives but also and more importantly, in terms of the current, most up-to-date policy objectives of the Government. This would be important for project evaluations to keep pace with the growing awareness of WID issues and provide a better conceptual framework for introducing new or additional WID concerns into projects which may, in the past, not have paid the fullest possible attention to women.

Recommendation 10:

Since the quality of project evaluations depends in large measure on the quality of the project design, urgent action should be taken to improve the consideration of WID issues during the stages of project identification, formulation and appraisal, as also recommended in the 1986 report of the Administrator on WID (DP/1986/14).

Recommendation 11:

Projects which mention women in their design should be recorded so as to allow programme managers to retrieve this information quickly and easily, e.g. for purposes of preparing an evaluation mission. One way of ensuring visibility of a project's WID concerns would be to label it in the special remarks column of the country-programme management plan (CPM) as "WID".

Recommendation 12:

As evaluations become available which treat WID issues in a more systematic and informative way than is currently the case, UNDP should, in consultation with the specialized agencies concerned, try to draw overall and/or sectoral policy and programming lessons and reflect those in revisions of, or addenda to, existing Programme Advisory Notes (PANs).

Recommendation 13:

The existing PPM guidelines on monitoring and evaluation should furthermore be revised so as to request programme managers and drafters of TOR carefully to consider the need for an eventual inclusion of a female member in the evaluation team in order to permit the team to function effectively even under conditions of gender segregation.

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FOOTNOTES

1. All the relevant quotations presented in this paper are taken from the March 1987 version of the UNDP Policy and Procedures Manual Chapter on Monitoring, Evaluation and Reporting.

2. See, for example, the report by Michael Painter (with the assistance of Diane Schwartz) on environmental Protection and Eco-Development in UNDP Projects: A Thematic Desk Review New York. UNDP/CEO, May 1987; and the TCDC country case study on China prepared by Fernando Salazar-Paredes, Dieter Wilke and Inge Kaul. New York, UNDP/CEO, May 1987.

3. See, for example, section C. of document DP/1986/20 presenting an assessment of evaluation conducted by UNDP.

4. See, in this connection, circulars PROG/FIELD/47, 54, and 59 and 120 together with Addenda 1 and 2.

CATEGORY A: DEVELOPMENT PLANNING AND RELATED PROJECTS

Project Number and Title	TORS mention Women	Mission Members		Project Design*				Evaluation Report Mentions Women In		
		M	F	Special Consi- deration	Immediate Objectives	Input	Activities	Output	Findings	Recommendations
(a) <u>Development Planning</u>										
1. AFG/83/002 - Development of Planning Capability	n.a.	2	0	-	-	-	-	-	-	-
2. JOR/84/002 - Strengthening development planning capacities	n.a.	1	0	-	-	-	-	-	-	-
3. MLI/82/002 - Assistance à la Planification	n.a.	3	0	-	-	-	-	-	-	-
4. SRL/83/005 - Development Planning	-	3	0	-	-	-	-	-	-	-
5. SUD/83/004 - Planning assistance and training, Phase III	-	2	0	-	-	-	-	-	-	-
(b) <u>Management/Statistical Systems</u>										
6. DJI/81/003 - Assistance technique à la planification et à la statistique	n.a.	5	0	-	-	-	-	-	-	-
7. INS/78/025 - Indonesian Manpower Management Information System	-	3	0	-	-	-	-	-	-	-
8. MLW/81/003 - Strengthening of the national statistical system	-	1	1	-	-	-	-	-	-	-

* as reported in the evaluation report
n.a.: not available in evaluation report

CATEGORY B: INCOME-GENERATING PROJECTS

Project Number and Title	TORS mention Women	Mission Members		Project Design*					Evaluation Report		
		M	F	Special Consi- deration	Immediate Objectives	Input	Activities	Output	Findings	Women In Recommendations	
(a) <u>Agriculture, Forestry and Related Trade Activities</u>											
9. BKF/80/002 - Renforcement des actions de developpement rural et d'amelioration de la production agricole dans l'ORD du Sahel	-	4	0	-	+	-	+	-	+	+	
10. BGD/79/033 - Cooperative Dairy Organization and Extension - Phase II	-	3	0	+	-	-	-	+	-	-	
11. BGD/79/034 - Strengthening Agricultural Extension Services	-	n.a.	n.a.	-	+	+	+	+	+	+	
12. COS/79/001 - Apoyo a la ejecucion de los programas forestales prioritarios	-	2	0	-	-	-	-	-	-	-	
13. EGY/81/040 - Improved farming systems for the Nile Valley (Phase II)	-	2	-	-	+	-	+	-	+	-	
14. GHA/81/003 - Technical assistance to Ghana Cocoa Marketing Board	n.a.	n.a.	n.a.	-	-	-	-	-	-	-	
15. HAI/83/004 - Assistance aux producteurs de café	-	4	0	-	-	-	-	-	-	-	
16. HON/82/008 - Ordenacion y produccion forestal y desarrollo de la industria primaria, Phase III	-	3	0	-	-	-	-	-	-	-	

* as reported in the evaluation report
n.a.: not available in evaluation report

Project Number and Title	TORS mention Women	Mission Members		Project Design*					Evaluation Report Mentions Women In		
		M	F	Special Consi- deration	Immediate Objectives	Input	Activities	Output	Findings	Recommendations	
(b) <u>Industry</u>											
27. BUR/78/015 - Small-scale Industries	-	3	0	-	-	-	-	-	-	-	-
28. LIR/80/007 - Extension services to small-scale industries	-	3	0	-	-	-	-	-	-	-	-
29. NAM/78/008 - Assistance to establish a pilot vocational training centre	-	6	2	-	-	-	+	-	-	-	-
NAM/84/008 - Assistance to the UN vocational training centre											
30. NER/83/004 - Extension de l'assistance a l'office de promotion de l'entreprise Nigerienne	-	3	0	-	-	-	-	-	-	-	-
31. PAK/79/022 - Leather Products Development Centre	-	2	0	-	-	-	+	-	+	+	+
32. RAB/83/020 - Establishment of the Arab Regional Packaging Centre	-	2	0	-	-	-	-	-	-	-	-
33. SEN/82/007 - Appui technique et technologique à la direction de l'artisanat et aux chambres de metiers	-	2	0	-	-	-	-	-	-	-	+
34. URT/78/018 - Assistance to the Textile Industry	-	2	0	-	-	-	-	-	-	-	-
ZAM/80/005 - Assistance to small-scale industry	-	1	1	+	-	-	-	-	+	-	-
35. ZAM/82/018 - Assistance to the small-scale industry development organization	-			-	+	+	+	+	+	+	+

* as reported in the evaluation report
n.a.: not available in evaluation report

Project Number and Title	TORS mention Women	Mission Members		Project Design*					Evaluation Report Mentions Women In	
		M	F	Special Consi- deration	Immediate Objectives	Input	Activities	Output	Findings	Recommendations
17. KEN/82/003 - Technical Assistance to the Crop Protection Branch of the Ministry of Agriculture	-	4	0	-	-	-	-	-	-	-
18. NEP/80/019 - Hill Food Production	-			-	-	-	+	+	+	+
19. NEP/80/030 - Community Forestry Development	+	4	1	+	-	-	-	-	+	+
20. PDY/81/018 - Management support to the National Corporation for Fish Marketing	n.a.	2	-	-	-	-	-	-	-	-
21. SWA/78/014 - Assistance in marketing for rural development in the Kingdom of Swaziland	-	1	2	-	-	-	-	-	+	+
22. URT/81/016 - Dairy Development Services Phase II	-	2	1	-	-	-	-	-	+	+
23. VIE/80/014 - Post Harvest Protection of Agricultural Food Products	-	3	0	-	-	-	-	-	-	-
24. VIE/82/009 - Strengthening plant protection services VIE/79/001	-	3	0	-	-	-	-	-	-	-
25. YEM/84/002 - Tihama Integrated agricultural extension services	+	3	0	-	+	+	+	+	+	+
26. ZAM/79/002 - Zambia Coffee Production	-	3	0	-	-	-	-	-	-	-

* as reported in the evaluation report
n.a.: not available in evaluation report

CATEGORY C: SOCIAL SERVICE PROJECTS

Project Number and Title	TORS mention Women	Mission Members		Project Design*					Evaluation Report Mentions Women In	
		M	F	Special Consi- deration	Immediate Objectives	Input	Activities	Output	Findings	Recommendations
(a) Education										
36. CPR/81/039 - Technical Education		2	1	-	-	-	-	+	-	-
37. NIR/82/006 - Planning and Evaluation of Education	+	3	0	-	-	-	-	-	+	+
(b) Housing/resettlement										
38. ECU/79/006 - Development of sub-urban areas	-	3	0	-	+	+	+	-	-	-
39. ETH/82/012 - UNDP/FAO Land Settlement projects in Ethiopia (covers seven projects)	-	3	0	-	-	-	-	-	-	+
40. MAG/79/009 - Developpement des programmes d'habitat MAG/82/001 - Programme de developpement urbain du Grand Antananarivo	-	3	1	-	-	-	-	-	-	-
41. YEM/83/002 - Post earthquake Rural Housing Reconstruction YEM/84/C01 - Dhawran Post Earthquake Rural Housing Reconstruction	-	2	0	-	-	-	-	-	-	-
42. ZIM/81/004 - Low-Income housing	-	3	1	-	-	-	-	-	+	-
(c) Energy/water										
43. ETH/81/003 - Assistance to soil and water conservation	-	4	0	-	-	-	-	-	-	-

* as reported in the evaluation report
n.a.: not available in evaluation report

CATEGORY C: SOCIAL SERVICE PROJECTS

Project Number and Title	TORS mention Women	Mission Members		Project Design*					Evaluation Report Mentions Women In	
		M	F	Special Consi- deration	Immediate Objectives	Input	Activities	Output	Findings	Recommendations
44. GUA/81/002 - Planificación de Energía Integrada y Compatibilizada con el Desarrollo Económico y Social	-	2	0	-	-	-	-	-	-	-
45. LAO/82/004 - Drinking Water and Sanitation Project	-	3	0	+	-	-	-	-	-	+
46. PAK/78/036 - Watershed Management	-	3	0	-	-	-	-	-	-	-
47. RLA/82/023 - Water resources assessment development and management in the small Caribbean Islands	-	2	0	-	-	-	-	-	-	-
(d) <u>Health</u>										
48. PAN/81/006 - Pobreza Critica	-	n.a.	n.a.	-	-	-	-	-	-	-
49. RAS/81/015 - Development of Primary Health Care in the South Pacific	-			-	-	-	-	+	+	-
50. RLA/74/054 - Commonwealth Caribbean regional project for the education and training of allied health personnel (1975 - 1985)	-	2	1	-	-	-	-	-	-	-

* as reported in the evaluation report
n.a.: not available in evaluation report

Distribution of the Projects Included in the Study Sample by Region

	<u>No. of Projects</u>
Africa	21
Arab States	7
Asia and the Pacific	14
Latin America and the Carribean	8
Total	<hr/> 50 <hr/>