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EVALUATION OF THE INTERNATIONAL
CENTER FOR RESEARCH ON WOMEN
COOPERATIVE AGREEMENT PROGRAM
WITH AID PPC/WID

Final Report

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GLOSSARY

AFR	Africa Bureau
AID	Agency for International Development
AID/W	AID/Washington
CDSSs	Country Development Strategy Statement
ESF	Economic Support Funds
ICRW	International Center for Research on Women
IFZ	Industrial Free Zone
LAC	Bureau for Latin America and the Caribbean
MIDAS	MicroIndustries Development Assistance Society
NGOs	Non Governmental Organization
NPA	Non-Project Assistance
OPGs	Operational Program Grants
PD and S	Project Design and Support
PIDs	Project Identification Documents
PPs	Project Papers
PPC/WID	Office of Women in Development, Bureau for Program and Policy Coordination
PVOs	Private Voluntary Organizations
SDF	Special Development Fund
SOW	Scope of Work
S&T	Science and Technology Bureau
TA	Technical Assistance
TADP	Tribal Areas Development Project
WEDP	Women's Entrepreneurship Development Project
WID	Women in Development
WSPP	Women's Socioeconomic Participation Project

EXECUTIVE SUMMARY

The AID "Women in Development" policy adopted in 1982 mandates the integration of women's concerns within AID's programs. Overall responsibility for implementation of this policy rests with all of AID's offices and bureaus, but the Women in Development Office of the PPC Bureau (PPC/WID) serves as a focal point for institution-wide efforts.

In April 1985, PPC/WID entered into a two-year Cooperative Agreement with the International Center for Research on Women (ICRW), the purpose of which was to improve the productivity, income and economic opportunities of women through project-specific technical assistance to AID Missions. In September 1985, the agreement was broadened to include provision of technical assistance to AID Washington Bureaus and Offices. The Cooperative Agreement has been one of the the primary means through which PPC/WID has provided technical assistance to AID Missions on women in development issues and on the integration of gender concerns into the Agency's policy and project documents. In April 1987, an amendment extended the life of the agreement through November 1988.

In September 1987, PPC/WID contracted for an evaluation of the impact of ICRW's technical services under the Cooperative Agreement. The purpose of the evaluation was to provide information and recommendations which would assist PPC/WID manage the current Cooperative Agreement and plan the nature of future relationships with ICRW and/or other WID service providers. The evaluation is based on a review of information available at AID/Washington and ICRW, interviews with their staff involved with the Cooperative Agreement, and visits to six countries in which ICRW has done relatively extensive work under the Cooperative Agreement.

The evaluation concludes:

Quality and Impact of ICRW Services

- The field-based and Washington services provided by ICRW under the Cooperative Agreement were well executed and well received.
- ICRW is well respected by professionals concerned with WID issues within and outside of AID.
- ICRW has undertaken important institutional strengthening efforts to effectively manage the challenges of a growing organization.

- ICRW has the following particular strengths of use to PPC/WID and AID Missions: defining gender issues; elaborating sex-desegregated data; and contributing design suggestions on the basis of primary and secondary data analysis.
- The only concerns raised about ICRW were related to its small staff size which at times contributed to scheduling difficulties, limiting ICRW availability.
- For reasons not clear but acceptable to AID and ICRW, ICRW did not implement country needs assessments, workplans and follow-on educational/informational components originally proposed in the Cooperative Agreement.
- ICRW's short-term, project-specific interventions have impacted on specific projects but have had minimal impact on the institutionalization of WID activities within AID.
- Technical assistance to Missions in the form of portfolio reviews and training has had a wider impact, particularly on heightening awareness, but have fallen short of integrating WID concerns in Mission systems or procedures.
- Insufficient dissemination of the materials produced and lessons learned both in AID/W and the Missions has limited the impact of the technical assistance provided under the Cooperative Agreement.

Appropriateness of the Cooperative Agreement Mechanism

- As it has been used, the Cooperative Agreement mechanism was not the appropriate contracting mechanism for providing technical assistance in response to ad-hoc Mission requests or to institutionalizing AID's WID policy. Given the services provided, a contract mechanism would have been more appropriate.
- Central funding and the ease of accessing services under the Cooperative Agreement have encouraged Missions to seek WID related technical assistance. Missions would not have used ICRW's services nearly as much if it had not been centrally funded. Nevertheless, Missions seek more direct control over the services provided.

Institutionalization of WID within AID

- AID's WID policy is not being implemented fully or vigorously, and there is little enthusiasm and few incentives for doing so. Without meaningful Agency-wide acceptance of responsibility for implementation of this policy, the efforts of PPC/WID and its agents in support of the policy will be marginally useful at best.
- Given the lack of systems and procedures, the initiative and interest of individuals is the most significant factor influencing the institutionalization of WID in AID.
- Support from Mission leadership (particularly the Mission Director) significantly strengthens commitment to and follow-through of WID initiatives in the field.

- Follow-through by Mission personnel is critical to obtaining any impact on WID related issues.
- Regional and Mission WID Officers form an existing network for extending WID which is currently underutilized.
- Regional and Mission WID Officers receive no training, guidance, materials or orientation to their roles. There is no clear understanding of their objectives and responsibilities regarding WID advocacy, project design, implementation, evaluation, or support for technical officers.
- Missions and regional bureaus seek more support and resources from PPC/WID. They are particularly interested in "hands-on," practical guidance with respect to analyzing and using gender disaggregated data.
- Four critical variables affecting the institutionalization of WID in Missions are: the extent of leadership commitment, effectiveness of the WID officer, the focus (project vs policy) of the portfolio, and the general level of awareness of Mission personnel. Missions can be categorized in terms of these variables, and different types of Missions require different approaches to integrating women's concerns in their programs and projects.

Recommendations:

The evaluation's conclusions lead to several recommendations which pertain to implementing the final year of the Cooperative Agreement and pursuing the goal of institutionalizing WID within AID. The major recommendations are that PPC/WID should:

1. Emphasize technical assistance which has broad spillover effects, such as Mission-wide portfolio reviews and training in the use of gender-specific data. All interventions, and particularly project-specific interventions, would be more effective if paired with greater dissemination of materials produced and lessons learned.
2. Renew efforts to generate Agency commitment and follow-through at the Mission level, recognizing that different Missions and different levels of authority in those Missions will require different approaches. Future initiatives should emphasize Mission systems, procedures and building staff capabilities to undertake WID activities that can contribute to overall AID program impact in a developing country.
3. Better utilize existing lines of authority and the network of Bureau WID Officers and Mission WID Officers through clearer definition of WID objectives; further specification of WID officer roles and responsibilities; improved communication and support of Agency WID activities.
4. Continue to provide technical services, such as those provided by ICRW, but through a Mission buy-in contract partially financed with central funds.

CHAPTER 1

STUDY BACKGROUND, PURPOSE AND METHODOLOGY

A. Background

In April 1985, PPC/WID entered into a two-year Cooperative Agreement (No. DPE-0300-A-00-5013-01) with the International Center for Research on Women (ICRW). The purpose of the agreement is to improve the productivity, income and economic opportunities of women through project-specific technical assistance. In September 1985, an amendment to the agreement broadened the purpose to include provision of technical assistance to AID/Washington Bureaus and Offices. The Cooperative Agreement has been one of the primary means through which the Women in Development Office of the Bureau for Policy and Program Coordination (PPC/WID) has provided technical assistance to AID Missions on women in development issues and on the integration of gender concerns into the Agency's policy and project documents. In May 1987, an amendment extended the life of the agreement through November 1988.

B. Study Purpose

In September 1987, PPC/WID contracted with Development Associates, Inc. to evaluate the impact of technical services provided by ICRW under the Cooperative Agreement. The evaluation was to recommend to PPC/WID changes, if any, to improve ICRW's ability to support and backstop its technical assistance, research and training efforts. Also, the evaluation was to advise PPC/WID on how it could use ICRW services most effectively in its efforts to institutionalize women in development activities throughout AID's Washington and overseas operations.

Specifically, the evaluation was to assess the extent to which the objectives of the Cooperative Agreement were achieved, and in the process, to review the nature and content of the agreement, the agreement's basic assumptions, and

AID's operating procedures with respect to ICRW. The evaluation was to focus on both ICRW's Washington and overseas activities and also to assess ICRW's institutional capability with respect to implementation of AID's women in development policy. The overarching purpose of the evaluation was to provide information and recommendations which would assist PPC/WID manage the current Cooperative Agreement and plan the nature of future relationships with ICRW and/or other WID service providers.

In this regard, it is important to note that the evaluation included an assessment of the Cooperative Agreement's contribution to the institutionalization of AID's women in development policy because this topic is, and has been, a major concern of PPC/WID. Institutionalization was not, however, an explicit goal of the Cooperative Agreement, and the impact of ICRW's technical assistance should be viewed with that understanding in mind.

C. Study Method and Procedures

The study began with a review of background information available at AID/Washington and ICRW. ICRW staff involved with the Cooperative Agreement were interviewed and related documents reviewed. Similarly, staff at PPC/WID and the Regional Bureaus working with ICRW were interviewed and written materials perused. In late October and early November 1987, visits were made by two person teams to six countries in which ICRW had done relatively extensive work under the Cooperative Agreement. A team of two persons visited Bangladesh, Pakistan and Zaire; another team of two visited the Dominican Republic, Ecuador and Guatemala. In total, interviews were completed with 60 AID Mission personnel and 19 representatives of Non-governmental Organizations (NGOs) and host governments in the six countries. Upon completion of the field work, additional information was obtained through interviews and document reviews at ICRW and AID/Washington and the evaluation report prepared. Country reports and a detailed ICRW institutional assessment are presented as separate volumes.

CHAPTER 2

OVERALL ASSESSMENT OF THE COOPERATIVE AGREEMENT

A. Origins of the Agreement

In June 1984, ICRW presented a proposal to PPC/WID called "Improving the Productivity, Incomes and Economic Opportunities of Women through Project-Specific Technical Assistance." In December 1984, a revised proposal was submitted and accepted by PPC/WID. The proposed program drew upon ICRW's four year experience with the Women's Socioeconomic Participation Project (WSPP) funded by the Science and Technology Bureau, Office of Rural Development. In this earlier contract, ICRW provided one or two short term ad hoc technical assistance consultancies to 17 AID Missions. On the basis of this experience and consistent with the recommendations from an outside evaluation of that work(*), ICRW proposed a methodology which was intended to enhance the impact of project specific technical assistance. In designing this new methodology, ICRW argued that "timely and well informed technical assistance with project design, evaluation and implementation is the most effective mechanism for overcoming barriers to women's productivity." Furthermore, they contended, "experience suggests that assistance aimed specifically at projects provide a more potent vehicle [than WID strategies] for addressing the economic needs of poor women and cultivating the Agency's interest in and understanding of WID. It has become clear that this project focus should be central to assistance aimed at the integration of women into the development process."

B. Original Cooperative Agreement

Cooperative Agreement No. DPE-0300-A-00-5013-00, signed on April 1, 1985, established the financial and contracting means to implement the proposed program. The Statement of Work and Milestones outlined in the original Cooperative Agreement closely parallel the methodology for

*"Integrating Women: An Evaluation of the Women's Socioeconomic Participation Project," Development Alternatives, Inc., September 1984.

project-specific technical assistance presented in the ICRW proposal. An overview of the work to be performed through the Cooperative Agreement and the amendments subsequently made thereto is presented in Table 2.1.

Under the terms of the original Cooperative Agreement, ICRW was commissioned to provide:

- Technical Assistance by:
 - Undertaking in-field assessments and identification of potential Mission needs for technical assistance ... for existing and developing projects;
 - Working out one to two year Implementation plans with individual Missions; and
 - Providing in-field technical assistance with the design, implementation and evaluation of projects involving credit and extension for small enterprises, low-income housing, agriculture and rural off-farm employment.

- "Project-Related Education and Information" by:
 - Organizing seminars in those Missions for which a series of technical assistance activities was developed to familiarize Mission staff with WID concerns and the approaches to enhancing women's economic participation; and
 - Presenting seminars in Washington to address project level concerns relevant to integrating women into the development process.

To implement that program, the original Cooperative Agreement obligated \$217,269 of a planned life-of-program total of \$417,977. Of the planned total, \$372,977 was to be supplied through AID/Washington funds, \$35,000 was projected as Mission buy-ins and a \$10,000 contribution was scheduled to be provided by ICRW. (See Table 2.2)

C. Amendments to the Cooperative Agreement

On September 30, 1985, the Cooperative Agreement was amended to substantially increase project funds and to expand the Objectives and the Statement of Work. Specifically, on the basis of the first amendment, ICRW was now also commissioned to provide:

TABLE 2.1
ICEW COOPERATIVE AGREEMENT
STATEMENT OF WORK

ORIGINAL AGREEMENT (4/15/1985)	AMENDMENT I (9/30/1985)	AMENDMENTS II/III/IV (3/31/1986) (11/10/1986) (2/11/1987)	AMENDMENT V (4/27/1987) Addendum to Scope of Work
<p>A. <u>Technical Assistance</u></p> <ol style="list-style-type: none"> 1. Project Planning/ Needs Assessment 2. Project Identification/ Design 3. Project Implementation/ Evaluation <p>B. <u>Project Related Education and Information</u></p> <ol style="list-style-type: none"> 1. Seminars in Missions with followup TA 2. Two or three Washington based seminars 	<p>A. <u>Technical Assistance</u></p> <ol style="list-style-type: none"> 1. Project Planning/ Needs Assessment 2. Project Identification/ Design 3. Project Implementation/ Evaluation <p>B. <u>Project Related Education and Information</u></p> <ol style="list-style-type: none"> 1. Seminars in Missions with followup TA 2. Two or three Washington based seminars <p>C. <u>WID Program Technical Assistance</u></p> <ol style="list-style-type: none"> 1. Technical Reviews of PIDs, PPs and OFCs 2. Sector Papers ("How-to Guidance Manuals") 	<p>No Changes In Statement of Work</p>	<p>A. <u>Technical Assistance to Missions</u></p> <ol style="list-style-type: none"> 1. Needs Assessment/Identification of Potential Interventions 2. Developing WID policy strategies and/or workplans for project design, implementation and evaluation <p>Focus countries are: Bangladesh, Pakistan, Zaire, Ecuador plus 5 other Missions</p> <p>B. <u>Dissemination of Information</u></p> <ol style="list-style-type: none"> 1. Training workshops in 3-5 LAC Missions 2. Washington based technical seminars 3. Reformat 2-3 Sector Papers ("How-to Guidance Manuals") 4. Computerized Mailing List <p>C. <u>Technical Support to AID/Washington</u></p> <ol style="list-style-type: none"> 1. Technical Reviews of PIDs, PPs, CDSs and evaluations 2. Informal briefings with AID/Washington

Source: Cooperative Agreement and its Amendments

TABLE 2.2
ICRW COOPERATIVE AGREEMENT
FINANCING PLAN

	PLANNED LIFE OF PROGRAM COST				ACTUAL OBLIGATIONS			
	AID/W	MISSION BUY-IN	ICRW SHARING	TOTAL	AID/W	MISSION BUY-IN	ICRW SHARING	TOTAL
ORIGINAL AGREEMENT (4/15/1985)	372,977	35,000	10,000	417,977	217,269	--	--	217,269
AMENDMENT I (9/30/1985)	633,335	35,000	8,858	677,193	633,335	--	--	633,335
AMENDMENT II (3/31/1986)	Negotiated Indirect Cost Rate Agreement (NICRA) - Contracts office reserves an amendment to facilitate future overhead adjustments.							
AMENDMENT III (11/10/1986)	533,335	130,000	8,858	772,193	633,335	70,706 ⁽¹⁾	--	704,041
AMENDMENT IV (2/11/1987)	Negotiated Indirect Cost Rate Agreement (NICRA) - Contracts office reserves an amendment to facilitate future overhead adjustments.							
AMENDMENT V (4/27/1987)	1,053,335	245,000	8,858	1,307,193	1,053,335	102,706 ⁽²⁾	--	1,156,041

(1) USAID/Zaire: 46,594 (March 1986)
USAID/Bangladesh: 16,612 (March 1986)
USAID/Costa Rica: 7,500 (December 1985)

Total: 70,706

(2) USAID/Pakistan: 32,000 (November 1986)
Total: 102,706

Source: Cooperative Agreement and its Amendments

● Technical Assistance to the WID Program by:

- Responding to requests for technical assistance on gender issues from AID regional Bureaus and Missions, through desk reviews of Project Identification Documents (PIDs), Project Papers (PPs) and Operational Program Grants (OPGs); and
- Summarizing existing technical documents and project evaluations to identify major findings and lessons and present "how/to" guidelines.

The first amendment also increased the number of person weeks of services ICRW was expected to perform when conducting needs assessments and technical assistance from 72 to 86 person weeks. Planned life-of-program funding was increased to \$677,193, with \$633,335 from AID/Washington, \$35,000 from Mission buy-ins and \$8,858 from ICRW's own resources.

Amendments 2, 3, and 4 to the Cooperative Agreement did not affect the Objectives and Program Description of the Project. Amendment 2 (3/31/86) and Amendment 4 (2/11/87) have been reserved by the Contracts Office in order to accommodate future adjustments in the Negotiated Indirect Cost Rate Agreement (NICRA). Amendment 3, finalized on November 10, 1986, obligated \$70,706 in Mission funding, raising the amount obligated for the Cooperative Agreement to \$704,041. It also increased the estimated Mission buy-in level to \$130,000 and and the total planned life-of-program costs to \$772,193 (see Table 2.2).

Amendment 5, finalized on April 27, 1987, extended the effective date of the Cooperative Agreement from April 5, 1987, to November 30, 1988, and added another \$32,000 in Mission funding to the obligated total. Furthermore, the planned total Cooperative Agreement costs were increased to \$1,307,193 including \$1,053,335 from AID/Washington, \$245,000 to be derived from Mission buy-ins and \$8,858 from ICRW's own resources. Amendment 5 did not formally amend Objectives and Program Description of the Cooperative Agreement. However, on May 18, 1987 the PDC/WID Office forwarded an "Addendum to the Scope of Work" to ICRW. For all practical purposes, this addendum was intended to guide program activities from April 1987 through the remaining life of the agreement.

The "Addendum to the Scope of Work", while not altering the basic framework of the Cooperative Agreement, introduced a number of significant changes to the project activities. According to this addendum, ICRW was now commissioned to:

- Provide Technical Assistance to Missions by:
 - Continuing to assess Mission needs and identify potential interventions;
 - Focusing on the development of long-term relationships with a limited number of Missions through WID strategies and policies which impact on a Mission's entire portfolio;
 - Working with Missions to develop either WID policy strategies and/or workplans to achieve an institutionalization of gender analysis in project design, implementation and evaluation; and
 - Continuing direct assistance in the four countries where ICRW has worked most closely in the last two years (Pakistan, Zaire, Bangladesh and Ecuador) and in five additional Missions to be identified by PPC/WID.
- Provide Technical Support to AID/Washington by:
 - Intensifying outreach to Regional and Central Bureaus through more direct contact with PPC/WID technical staff and WID Officers in those Bureaus through regularly scheduled meetings and seminars;
 - Providing PPC/WID with technical support in reviewing and assessing the incorporation of WID concerns and gender analysis in Mission documents; and
 - Undertaking informal briefings on ICRW field work for country desk officers and WID Bureau contacts.
- Disseminate WID Information by:
 - Organizing workshops in 3-5 Latin America & Caribbean (LAC) Missions to train Mission personnel, local Non-Governmental Organizations (NGOs) and Private Volunteer Organizations (PVOs) in the use of the LAC WID guidance manual;
 - Conducting a technical seminar in Washington for AID/W staff, other government Agency staff, contractors and representatives from PVOs and NGOs;
 - Reformatting 2-3 existing sector papers to conform with the format of the LAC WID Gender Manual; and
 - Developing a computerized mailing list for strategic distribution of WID guidance manuals.

The "Addendum to the Scope of Work" does not specify the level of effort to be allocated to these various tasks.

D. Project Funding and Expenditures

An overview of the Cooperative Agreement's financing plan is presented in Table 2.2 and a summary of planned budget and expenditures data are presented in Table 2.3. As the tables show, it is now expected that by the time of completion, the Cooperative Agreement will be slightly more than three times larger than originally planned. It is expected that the buy-ins from the Missions will be seven times more than originally planned (by November 1986 Mission buy-ins were already almost three times more), and the centrally funded AID/Washington contribution will have grown by a factor of 2.8.

Unlike other forms of contracting mechanisms, with the Cooperative Agreement it is not possible to disaggregate expenditure data by source. Thus, the expenditure data in Table 2.3 cannot relate Mission buy-ins or the very small ICRW contribution (0.7 percent)^{*} to line-item categories, nor can expenditures be related to particular overseas activities. At the end of the first year of what was expected to be a two-year Cooperative Agreement, total expenditures were about 31 percent of the planned budget; at the end of the second year, expenditures were about 78 percent of the funds then planned. As might be expected, the rate at which ICRW expended funds increased substantially during Year 2 of the agreement.

As of September 30, 1987 the balance of obligated funds available was \$388,852. Additionally, Mission buy-ins valued at \$75,000 are projected for this year, providing a planned total of \$463,852 funds for the project. Estimated

*No records are available indicating that any of the ICRW contribution had been expended through December 1, 1987, and ICRW indicated verbally that this expenditure had not been made to date.

TABLE 2.3

SUMMARY OF ICRW COOPERATIVE AGREEMENT PLANNED BUDGET AND ACTUAL EXPENDITURES
April 1, 1985 - September 30, 1987

	Salaries/Wages Fringe Consultants	Travel/ Per Diem	Other Direct Costs	Documen- tation	Total Costs (including Overhead)
<u>Project Initiation (April 1, 1985)</u>					
Planned Budget	217,274	72,320	10,000	4,500	417,977
<u>End of Year 1 (March 31, 1986)</u>					
Planned Budget	372,068	95,066	13,600	7,650	677,193
Expenditures	118,471	28,034	5,259	602	207,904
% Expended	31.8%	29.5%	38.7%	7.9%	30.7%
<u>End of Year 2 (March 31, 1987)</u>					
Planned Budget	441,463	94,730	24,000 ¹	---	772,193
Expenditures	260,521	53,910	18,515	---	604,017
% Expended	81.7%	57.0%	77.2%		78.0%
<u>Beginning of Evaluation (September 30, 1987)</u>					
Planned Budget	774,405	127,900	17,275	-	1,307,193
Expenditures	457,967	79,508	22,295	-	767,189
% Expended	59.0%	62.0%	129.0%		59.0%

Questions:

¹After September 1986 Budget figures include Documentation as part of other Direct Costs.

Source: Cooperative Agreement and Amendments; ICRW Financial Statements.

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expenditures for the remaining period of the Cooperative Agreement are currently projected to be \$392,759. Thus, assuming that Mission funding is forthcoming, ICRW should have sufficient funds available to complete the proposed project activities.

E. Expectations and Performance

The Cooperative Agreement and its amendments define a framework for tracking performance, and each year an annual work plan was prepared by ICRW which outlined in more detail the anticipated technical assistance to AID Missions and the other scheduled activities. Tables 2.4 and 2.5 compare the outputs planned in the original and extended Cooperative Agreement and workplans with the outputs achieved. Judgments about outputs are based on periodic progress reports submitted by ICRW to PPC/WID summarizing the services provided, other documents available through AID and ICRW, and interviews conducted in Washington and overseas.

Findings with respect to the three major categories of performance are presented briefly below.

1. Field Technical Assistance

The original Cooperative Agreement anticipated that field assistance would be provided in three sequential stages. Phase I: WID Needs Assessment and Project Planning entails three specific activities:

- A review of AID Country Programs including CDSS, ABS, and PPs;
- Discussion with PPC/WID to identify AID Missions and projects for potential WID technical assistance (TA); and
- Field visits to selected Missions in two regions to explore project opportunities and define scopes of future TA.

The original purpose of Phase I was to identify where ICRW assistance could be most effective. ICRW Workplans and Progress Reports do not fully discuss the activities accomplished under Phase I. No specific reference is made to the review of documents or discussions with PPC/WID to identify projects for

TABLE 2.4
SUMMARY OF ICRW PERFORMANCE UNDER COOPERATIVE AGREEMENT
FIRST TWO YEARS
April 15, 1985 - April 27, 1987

COOPERATIVE AGREEMENT (1)	WORKPLAN (2)	PERFORMANCE (3)																																		
<p>A. PROJECT PLANNING/FIELD TECHNICAL ASSISTANCE</p> <p><u>Phase I: WID NEEDS ASSESSMENT AND PROJECT PLANNING</u></p> <ol style="list-style-type: none"> Review of AIF Country Programs and WID including CHSS, ABS and PPs Discussion with PPC/WID to identify AID Missions and projects for potential WID TA Needs Assessment field trips <p><u>Phase II: PROJECT IDENTIFICATION AND DESIGN</u> Provide project-focused TA to selected Missions including background review, field assistance and follow-up support. Assistance will focus on the identification and design of projects or project components and organizational assessment/upgrading activities.</p> <p><u>Phase III: PROJECT IMPLEMENTATION AND EVALUATION</u></p> <ol style="list-style-type: none"> Provide project-focused TA on implementation and evaluation of activities started in Phase II Brief PPC/WID on all field work. 	<p>1. No reference to activities planned</p> <p>2. No reference to activities planned</p> <p>3. No reference to activities planned</p> <p style="text-align: center;">Jan. *86 Amended</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 33%;"><u>April 85-86</u></td> <td style="width: 33%;"><u>April 85-86</u></td> <td style="width: 33%;"><u>April 86-87</u></td> </tr> <tr> <td>Guatemala</td> <td>Costa Rica</td> <td>Bangladesh</td> </tr> <tr> <td>Jamaica</td> <td>Guatemala</td> <td>Bolivia</td> </tr> <tr> <td>Pakistan</td> <td>Ecuador</td> <td>D.R.</td> </tr> <tr> <td>Zaire</td> <td>Pakistan</td> <td>Pakistan</td> </tr> <tr> <td></td> <td>Zaire</td> <td></td> </tr> </table> <p><u>Possibilities</u></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%;">Mauritania</td> <td style="width: 50%;"><u>Possibilities</u></td> </tr> <tr> <td>Rwanda</td> <td>Bolivia</td> </tr> <tr> <td>Somalia</td> <td>D.R.</td> </tr> <tr> <td></td> <td>Jamaica</td> </tr> <tr> <td></td> <td>Rwanda</td> </tr> </table> <p><u>April 85-86</u></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%;">Bangladesh</td> <td style="width: 50%;"><u>April 86-87</u></td> </tr> <tr> <td>Jordan</td> <td>Zaire</td> </tr> <tr> <td></td> <td>Ecuador</td> </tr> </table>	<u>April 85-86</u>	<u>April 85-86</u>	<u>April 86-87</u>	Guatemala	Costa Rica	Bangladesh	Jamaica	Guatemala	Bolivia	Pakistan	Ecuador	D.R.	Zaire	Pakistan	Pakistan		Zaire		Mauritania	<u>Possibilities</u>	Rwanda	Bolivia	Somalia	D.R.		Jamaica		Rwanda	Bangladesh	<u>April 86-87</u>	Jordan	Zaire		Ecuador	<p>1. No evidence of accomplishments</p> <p>2. No evidence of accomplishments</p> <p>3. Bangladesh - May 1985 Ecuador - November 1985 Zaire - July 1985</p> <p><u>April 1985-86</u></p> <p>Costa Rica - Portfolio Review, 12/85, 1/86 Ecuador - Project Design, 2-3/86 Guatemala - Agriculture Sector Review 10/85 Jamaica - None Pakistan - Portfolio Review, 3/86 Zaire - Project Design, 3/86</p> <p><u>April 1986-87</u></p> <p>Bangladesh - Implementation Plan, 3/87 Bolivia - Project Design, 7/86 D.R. - IFZ Sector Review, 8/86 Pakistan - Project Designs (2), 11-12/86</p> <p><u>April 1985-86</u></p> <p>Bangladesh - Project Evaluation, 3/86 Jordan - Project Evaluation, 10/85</p> <p><u>April 1986-87</u></p> <p>Zaire - Project Implementation, 4/87 Ecuador - None</p>
<u>April 85-86</u>	<u>April 85-86</u>	<u>April 86-87</u>																																		
Guatemala	Costa Rica	Bangladesh																																		
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Bangladesh	<u>April 86-87</u>																																			
Jordan	Zaire																																			
	Ecuador																																			
<p>B. PROJECT RELATED EDUCATION AND INFORMATION</p> <ol style="list-style-type: none"> Seminars in Missions with follow-up TA. One or two Washington based seminars based on ICRW field TA activities to address project level concerns relevant to WID. 	<ol style="list-style-type: none"> Seminars planned for follow-up TA trip during FY1986. One or two Washington seminars based on field TA activities in FY 1986. 	<ol style="list-style-type: none"> No record of accomplishments. Brown bag lunch on the Women's Entrepreneurship Development project in Bangladesh - 9/85. <p>Roundtable discussion on Women's Access to Agricultural Extension - 7/86</p>																																		

Continued...

TABLE 2.4 (Continued)

COOPERATIVE AGREEMENT ⁽¹⁾	WORKPLAN ⁽²⁾	PERFORMANCE ⁽³⁾
<p>C. WID PROGRAM TECHNICAL ASSISTANCE</p> <p>1. Technical Reviews of PIDs, PPs and OPCs.</p> <p>2. Two or three Sector Papers ("How-to Guidance Manuals") to give AID central bureaus and missions and host country institutions practical information and suggestions for project design, implementation and evaluation.</p>	<p>1. Responses will be made to AID/W ad-hoc requests. Number and type of reviews unknown in advance.</p> <p>2. Two-three Sector Papers in the areas of: Women and Agribusiness and Export Promotion Women and Natural Resources Women and Water</p>	<p>1. April 85-86: 4 Miscellaneous Research Papers, 15 PIDs, 2 PPs, 2 CDSSs, 3 Action Plans</p> <p>April 86-87: 3 Miscellaneous Research Papers, 17 PIDs, 9 PPs, 1 CDSS, 12 Action Plans</p> <p>2. Women and Agribusiness, 10/86 Women and Water, 12/86 Women in Export Manufacturing, 7/87</p>

Sources: (1) Cooperative Agreement and Amendments 1-4.
 (2) ICRW Annual Workplans Year 1-2.
 (3) ICRW Progress Reports Year 1-2
 Sub-Project Reports, Technical Reviews, Sector Papers.

TABLE 2.5
SUMMARY OF ICRW PERFORMANCE TO DATE
UNDER EXTENDED COOPERATIVE AGREEMENT
April 27, 1987 - November 30, 1988

COOPERATIVE AGREEMENT ⁽¹⁾	ORIGINAL WORKPLAN	AMENDED WORKPLAN (12/87)	PERFORMANCE (as of 12/87)
<p>A. Technical Assistance to Missions</p> <p>1. Needs Assessment and Identification of Potential Interventions</p> <p>2. Developing WID policy strategies and/or workplans for project design, implementation and evaluation to institutionalize gender analysis</p> <p>Long-term relationships will be developed with Bangladesh, Pakistan, Zaire, Ecuador and 5 other Missions.</p> <p>B. Dissemination of Information</p> <p>1. Training Workshops in 3-5 LAC Missions on how to use the LAC WID Guidance Manual</p> <p>2. Washington based technical seminars on gender issues</p> <p>3. Two-three Sector, "How-to," Papers in LAC WID Guidebook style</p> <p>4. Develop a computerized mailing list for strategic distribution of WID manuals and materials</p> <p>C. Technical Support to AID/W</p> <p>1. Technical Review of PIDs, PPs, CDSSs and evaluations to assess incorporation of WID concerns and gender analyses</p> <p>2. Informal Briefings with Country Desks and WID Regional and Central Bureaus regarding ICRW's fieldwork</p>	<p>Ecuador: 9/87; 11/87 Zaire: 9/87; 4/88 Dominican Republic: 10/87 Pakistan: 11/87 Bangladesh: 2/88</p> <p>1. Country I: 10/87 Country II: 10-11/87</p> <p>2. Begin discussion re: audience topics and framework - 4/88</p> <p>3. Paper I: 2/88 Paper II: 6/88</p> <p>4. Develop Computer program to do an 800 entry mailing list for PPC/WID - 9/87</p> <p>1. Responses to ad hoc PPC/WID requests, number and type unknown beforehand</p> <p>2. Ecuador: 9/87; 11/87; 1/88 Zaire: 9/87; 11/87; 4/88; 6/88 Dominican Republic: 9/87; 11/87 Pakistan: 11/87; 1/88 Bangladesh: 2/88; 4/88 LAC Bureau: 6/87 Bolivia: 9/87 Guatemala: 9-10/87</p>	<p>Ecuador: 1/88 Zaire: 9/87 Guatemala: 11/87; 2/88 Rwanda: 11/87 Yemen: 2-3/88 Mali: 1-2/88</p> <p>1. Country I: Bolivia, 10/87 Country II: Guatemala, 10-11/87 Country III: Dominican Republic 2/88</p> <p>2. Begin discussion re: audience topics and framework - 4/88</p> <p>3. Paper I: Housing - 6/88 Paper II: Topic undecided - 8/88</p> <p>4. Develop Computer program to do an 800 mailing list for PPC/WID - 9/87</p> <p>1. Responses to ad hoc PPC/WID requests, number and type unknown beforehand</p> <p>2. Ecuador: 1/88, 2/88 Zaire: 9/87 Guatemala: 10/87, 2/88, 3/88 Rwanda: 11/87 Yemen: 2/88, 4/88 Mali: 1-2/88, 3/88 Bolivia: 9/87 Dominican Republic: 12/87</p>	<p>Zaire: 7/87 Guatemala: 11/87 Rwanda: 11/87</p> <p>1. Bolivia: 10/87 Guatemala: 11/87</p> <p>4. Computerized Mailing List completed - 9/87</p> <p>1. Total of 9 Technical Reviews 3 PIDs, 1 Action Plan, 1 PP, 2 OPGs, 1 CDSS, 1 Technical Paper</p> <p>2. Zaire: Completed Rwanda: Completed Bolivia: Completed Guatemala: Completed</p>

Source: Original and Amended Workplans for Cooperative Agreement Year III.
(1) Addendum to the Scope of Work Cooperative Agreement, Amendment 5, April 27, 1987.

potential TA. The fact that Missions were indeed selected suggests that some process was followed, but there is no written evidence indicating that Phase I proceeded as planned. Furthermore, there is no reference in the Workplans to field needs assessments and the Progress Reports do not specify if such assessments were conducted. In three of the six countries visited by the evaluation team (Bangladesh, Ecuador and Zaire), ICRW did undertake visits at the time of or slightly before the first technical assistance intervention. Those discussions, however, were aimed at clarifying expectations and scopes of work for specific activities rather than at "determining the existing and developing projects in which ICRW's technical assistance will be most appropriate and effectively utilized," as called for in the Cooperative Agreement.

Phase II entails project-focused TA for the Identification and Design of projects or project components. Workplans proposed Phase II services for: Costa Rica, Guatemala, Ecuador, Pakistan, Zaire, Bangladesh, Bolivia, Rwanda and the Dominican Republic. Other countries identified as possible recipients of services included Mauritania, Somalia, and Jamaica. ICRW Progress Reports indicate that project identification and design services, including portfolio reviews, were conducted in nine countries (see Chapter 3 for a more complete discussion).

Phase III technical services for Project Implementation and Evaluation were proposed for Bangladesh, Jordan, Zaire, and Ecuador. According to the Progress Reports submitted, technical services were provided to Missions in three of the four countries. Project evaluations were conducted in Bangladesh (3/86), and Jordan (10/85). Assistance in project implementation was provided in Zaire (4&7/87). Implementation assistance originally scheduled for Ecuador was not completed due to project delays beyond ICRW control.

Altogether under the Cooperative Agreement, ICRW has provided technical services to 10 countries involving 17 interventions, not including pre-TA trips. Two countries (Pakistan and Zaire) had three interventions, three countries had two interventions (Bangladesh, Bolivia, and Guatemala) and four countries had one field visit (Ecuador, Costa Rica, Dominican Republic,

and Rwanda. Approximately 69 person weeks of services were provided. Fourteen field trips entailed the identification and design of projects while three field trips resulted in support of project implementation and evaluation.

2. Project Related Education and Information

The Cooperative Agreement anticipated that ICRW would provide seminars in Missions when they were providing follow-up TA. The purpose of these seminars was to present to Mission personnel key factors influencing women's economic activities in those countries and discuss problems related to their access to productive resources. These in-Mission seminars were briefly mentioned in the Year I workplan but not in Year II's. Nevertheless, no specific Mission training was implemented during the first two years of the project. In the third year of the Cooperative Agreement (April 1987-April 1988) the workplan presents a plan for Mission seminars. Indeed, seminars were recently conducted in Bolivia (10/87) and Guatemala (11/87), and an additional seminar is scheduled for the Dominican Republic in 1988.

The Cooperative Agreement also called for two or three Washington-based seminars based on field technical assistance activities. The workplans proposed one seminar for each year. During the first year, in September 1985, ICRW held a Brown Bag Lunch to review the evaluation of the Bangladesh Women's Entrepreneurship Development Project. During the second year, in July 1986, a Roundtable Seminar on Women's Access to Agricultural Extension was held.

Under Amendment 5 (April 1987) of the Cooperative Agreement, the educational and dissemination activities were expanded to include the development of a program for a computerized mailing list. ICRW has successfully complied with this requirement.

3. WID Program Technical Assistance

In the first amendment to the Cooperative Agreement, ICRW was requested to conduct technical reviews of PIDs, PPs and OPGs. ICRW has performed these

technical reviews in response to specific requests from PPC/WID. Technical reviews have also included Action Plans, and Country Development Strategy Statements in addition to the originally listed project documents. As described more fully in Chapter 4, ICRW has conducted a total of 77 technical reviews.

In accordance with requirements in the first amendment, ICRW has prepared three sector papers which serve as "how-to guidance manuals" for use by Missions. In year two of the agreement, ICRW prepared sector papers on "Women and Water" and "Women and Agribusiness". In year three, ICRW prepared a paper on Women and Export Manufacturing. In year three, ICRW has also been commissioned to revise three sector papers and adopt the format employed by the LAC Gender Manual. These revisions are in-process, the first being on "Women and Housing."

Finally, in the fifth amendment to the agreement, ICRW was requested to increase their communications with AID/Washington and to conduct more frequent and informal briefings with AID/Washington personnel including Country Desk Officers and Bureau WID Officers. On the basis of interviews, the evaluation team found that these informal briefings have occurred on an occasional basis.

In summary, in most instances, ICRW has fulfilled the expectations of the Cooperative Agreement. However, there are two areas where PPC/WID and ICRW chose not to fully implement the project methodology as originally planned. First, on the basis of the methodology outlined in the ICRW proposal and presented in the original Cooperative Agreement, ICRW had planned "field visits to selected Missions in two regions to explore with Missions project opportunities and to define the scope of future technical assistance." Pre-technical assistance Mission visits to Bangladesh, Zaire, and Ecuador did not appear to be part of the originally intended comprehensive project planning process with the potential for identifying the most effective and appropriate focus for the field activities of this project.

Second, ICRW also did not "organize seminars for Mission staff (in conjunction with the TA) presenting key factors of women's economic activities and problems with their access to productive resources." While the First Year Workplan

briefly referred to Mission interest in this area, there was no follow through. Mission seminars held and those scheduled for the third year are unrelated to the previous technical assistance.

F. Analysis and Discussion

There have been significant increases in budget and shifts in project methodology and procedures during the two and one half years of the Cooperative Agreement. Amendment 1 increased the Cooperative Agreement budget by 52 percent. While the second and fourth amendments did not affect the budgets, the third amendment increased the Mission buy-in ceiling, resulting in a 14 percent budget increase, and Amendment 5 raised the programmed costs a further 69 percent. Altogether, amendments to the Cooperative Agreement increased the project size by more than 300 percent in two years.

Regarding project methodology, Amendment 1 shifted project attention by incorporating WID Program Technical Assistance, thereby, altering the volume and type of Washington based activity. Amendments 2, 3 and 4 did not bring any changes in project methodology. However, the "Addendum to the Scope of Work," attached to the fifth amendment, introduced further significant changes in the project activities. The emphasis on project-specific technical assistance was shifted to "Mission-specific WID strategies and policies which impact on a Mission's entire portfolio, in order to achieve an institutionalization of gender analysis in project design, implementation and evaluation." ICRW was requested to increase substantially their outreach and contact with AID/Washington officials. Additionally, ICRW was asked to move forward with Mission training, which originally had been called for but heretofore not implemented.

The initial proposal from ICRW and the original Cooperative Agreement defined a field based methodology for project-specific technical assistance. However, in response to requirements of the PPC/WID Office, during the first year the project was substantially modified to include Washington based activities. These activities, in effect, caused ICRW personnel to perform several functions traditionally conducted by the staff of PPC/WID. The 77 technical reviews,

prepared on the basis of desk reviews of Mission project and planning documents, represented a significant share of ICRW project activities, particularly in the first two years of the Cooperative Agreement when 68 reviews were conducted.

While not typically a function of a Cooperative Agreement, there is nothing inherently wrong with the Cooperative Agreement serving as the vehicle which enabled PPC/WID to meet its in-house project review requirements. If anything, it demonstrated the flexibility of the Cooperative Agreement mechanism and underscores the responsiveness that ICRW displayed to meet the requirements of PPC/WID. It should be recognized, however, that along with a substantial share of Cooperative Agreement resources going toward these Washington-based activities, the project-specific technical assistance focus of the Cooperative Agreement was also expanded significantly.

A second significant shift in the conceptual underpinnings of the Cooperative Agreement was the move away from project-specific technical assistance to broader technical assistance interventions intended to influence the whole Mission portfolio. This shift is most clearly reflected in the difference in language between the original Cooperative Agreement and the "Addendum to the Scope of Work" adopted in May 1987. The change in practice, however, was less dramatic than the shift in language might suggest. Even when ICRW was officially focussing on project-specific technical assistance, portfolio reviews were conducted in Costa Rica, Pakistan, and Bangladesh. Initial technical assistance in Guatemala provided recommendations for gender data collection among four existing and pending projects within a given sector. Field assistance conducted in the third year continues to demonstrate a mix of project-specific and general Mission assistance. In year three, for example, services in Zaire remained project-specific while assistance in Bolivia and Guatemala entailed Mission-wide planning processes. Given the track record of services provided, it would be incorrect to characterize this Cooperative Agreement as either project-specific or focussed on WID policy strategies. In effect, the mix of technical services may reflect the diverse requirements of the Missions and the flexibility of the Cooperative Agreement.

Another significant feature of the Cooperative Agreement's planned methodology which has not been fully borne out in practice has been the "establishment of one-to-two year Implementation plans" which were intended to outline the basis for the long-term relationship between the Missions and ICRW. Both the Cooperative Agreement and the fifth amendment stress this collaborative planning process engaging the Mission and ICRW. In fact, this planning has occurred rarely if ever. Both PPC/WID and ICRW have come to accept that in most instances, Missions may have difficulty defining multi-year technical assistance plans. ICRW came closest to the original planning approach in Zaire. On the basis of a pre-technical assistance field visit, ICRW established a general agreement to provide technical assistance to one project over a two year period. Despite the absence of Mission Implementation plans, in two-thirds of the ten countries receiving technical services under the agreement, a longer term relationship has informally evolved. In fact, ICRW had worked in five of the countries prior to the Cooperative Agreement. For example, in Pakistan, the assistance to specific projects was identified following the first broader portfolio review. In Zaire and Ecuador, the on-going relationships established in support of a single project have been significantly effected by project delays beyond the control of ICRW.

The Informational and Educational activities of the Cooperative Agreement are the least developed aspects of the project. In retrospect this can be interpreted as a significant loss. For example, it is not clear whether the absence of Mission staff training was due primarily to the Missions or to ICRW. However, had it been conducted in tandem with project-specific technical assistance, ICRW might have been able to obtain broader Mission impacts and create some form of "spill-over" effect. Washington based efforts to disseminate project-level concerns related to integrating women into the development process were meager at best. One "brown-bag" lunch and one morning roundtable are not sufficient to communicate to the AID/Washington community the lessons derived from ICRW's project-specific technical assistance interventions.

Working relationships between PPC/WID and ICRW have also evolved over the life of the agreement. These shifts, in part, reflect change in personnel within the PPC/WID office. During the initial year and three-quarters, the

Cooperative Agreement was administered first by Nadine Horenstein (April-August 1985) and then by Rebecca Masters as Deputy Director of the Office. During that period ICRW enjoyed a close working relationship with PPC/WID which lent itself to a lack of written records. Six months into the first year the PPC/WID office had a serious reduction in force. It was as a result of these staff shortages that ICRW assumed several functions which had until then been performed in-house by PPC/WID.

In January 1987, Joan Wolfe replaced Rebecca Masters as Deputy Director of the office and assumed the administration of the Cooperative Agreement. Along with this change in the Deputy Director position, the PPC/WID office staff was increased. According to ICRW, Joan Wolfe has adopted a more formal style of administration. Communications with Missions are now more centrally controlled through PPC/WID and more explicit outputs are sought from ICRW in the implementation of the project.

As part of the planning and reporting requirements of the Cooperative Agreement, ICRW has prepared annual workplans and progress reports. These documents, in general, adequately have conveyed ICRW's field technical assistance activities under the Cooperative Agreement. The other facets of the project, such as the educational and informational activities or the technical assistance activities to PPC/WID, however, are not fully described.

Typically, workplans and progress reports provide the opportunity for the implementing organization to highlight shifts in program focus, overall progress in reaching objectives or difficulties encountered when implementing the project. For example, difficulties associated with developing one-to-two year implementation plans in the Missions or the rationale for not implementing Mission training prior to the third year of the project would have typically been elaborated within these planning and reporting documents. The evaluation team can only assume that, due to the close working relationship between PPC/WID and ICRW during the first two years of the project, ICRW did not consider it necessary to address these shifts in focus or activities within the written documents.

The nature of the initial working relationship between PPC/WID and ICRW is consistent with the nature of the cooperative agreement mechanism. A cooperative agreement is most appropriate when the funding and implementing organizations share common objectives (e.g., the institutionalization of WID concerns within AID). In instances where the funding organizations objectives differ from those of the implementing institution, some form of contract is usually more appropriate, thereby providing the funding agent with clear authority for oversight and control. In the case of the institutional goals of PPC/WID and ICRW, there seem to be important areas of overlap, but also substantial areas of difference. The primary responsibility of PPC/WID is to foster the implementation of AID's Women in Development Policy within the Agency. ICRW, on the other hand, is primarily a research and technical services organization focused on enhancing the productive role of women in developing countries. While the purposes and objectives of the two organizations are compatible, they are not the same. Thus, while the two share the common objective of providing Missions project specific assistance, the underlying long-term purposes differ, and over time, the implications of these differences have become more clear. That is, although ICRW has made serious efforts to be responsive to the project specific needs of Missions and PPC/WID, it has never considered its charge under the Cooperative Agreement to include being a proactive instrument for the institutionalization of WID.

Summary of Findings

- The Cooperative Agreement has evolved as a flexible mechanism to undertake WID activities in AID. The flexibility has been significant in: a) broadening the agreement's focus from project-specific technical assistance to a mix of project-specific technical assistance and Mission-wide program assistance; and b) expanding total program funding to include Washington-based WID activities and increased technical assistance to the Missions.
- The planned methodology of the Cooperative Agreement has not been fully borne out in practice in accomplishing comprehensive project planning to draw up one-to-two year WID implementation plans for Missions requesting ICRW Technical Assistance. PPC/WID, through this experience, now recognizes that it is difficult for Missions to establish multi-year technical assistance plans.
- In most respects, ICRW has fulfilled the expectations of the Cooperative Agreement and performed well.

- The informational and educational activities of the Cooperative Agreement have been the least developed aspects.
- Due to close working relationship between PPC/WID and ICRW, workplans and progress reports did not address shifts in program focus, progress in reaching objectives or difficulties encountered in field technical assistance.
- Although ICRW has made serious efforts to be responsive to the project specific needs of Missions and PPC/WID, it has never considered its charge under the Cooperative Agreement to include being a proactive instrument for the institutionalization of WID.

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CHAPTER 3

OVERSEAS ACTIVITIES

Through November 15, 1987, under this Cooperative Agreement, ICRW has provided approximately 69 person weeks of technical assistance services to ten AID Missions on 17 separate interventions. This chapter discusses the origins of those assignments, how they were carried out by ICRW and the impact of ICRW's work upon Mission projects, personnel, and systems. ICRW's overseas activities are summarized in Table 3.1. Detailed country reports are provided as a separate volume to this evaluation.

A. Origins of Country Involvement

On June 18, 1985, approximately two months after the Cooperative Agreement was signed, PPC/WID sent a cable to AID's 72 Missions worldwide, advising them of the objectives of the "Improving the Productivity, Incomes and Economic Opportunity of Women" program and seeking responses from Missions interested in receiving technical assistance under the Cooperative Agreement. An earlier cable had been sent in November 1984 asking Mission comments on the then proposed Cooperative Agreement.

A review of ICRW files shows that twenty-two responses to the June 1985 cable were received of which nine were considered positive and three questionable. Ten declined the offer. Of those countries responding positively, only Mauritania had not received ICRW assistance prior to the evaluation.

TABLE 3.1

ICRW OVERSEAS ACTIVITIES TO DATE UNDER COOPERATIVE AGREEMENT

<u>Country</u>	<u>Date:</u>	<u>Task(s) Performed</u>
1. <u>Bangladesh</u>	a. May/June 1985 (Not funded under Cooperative Agreement but specifically requested to be evaluated)	Assessment of Women's Entrepreneurship Development Project.
	b. March/April 1986	MIDAS Evaluation with Appendix "MIDAS, Female" Entrepreneurs and Female Employment.
	c. April/May 1987	WID Implementation Plan.
2. <u>Bolivia</u>	a. July 1986	Evaluated & recommended design modifications for small scale enterprise program for women.
	b. October 1987	USAID training workshop on more effectively incorporating women into USAID projects.
3. <u>Costa Rica</u>	a. December 1985 January 1986	Portfolio review/strategy for integrating women into USAID's agricultural, agribusiness, training, housing and employment projects.
4. <u>Dominican Republic</u>	August 1986	Investigate socio-economic status of women employed in free trade zones.
5. <u>Ecuador</u>	Feb./March 1986	Design Recommendations "Women's Issues in the Small Enterprise Development" Project.
6. <u>Guatemala</u>	a. September 1985	"Women in Agriculture in the Western Highlands of Guatemala: Suggestions for Data Collection."
	b. November 1987	USAID training workshop on more effectively incorporating women into USAID Projects.
	c. November 1987	WID strategy and parameters for sex-disaggregated data base.
7. <u>Jordan</u>	November 1985	Evaluation of an income-generation project for low-income women.

TABLE 3.1 (Continued)

ICRW OVERSEAS ACTIVITIES UNDER COOPERATIVE AGREEMENT

8. <u>Pakistan</u>	a. Feb./March 1986	"Focusing on Women: A Review of the USAID/Pakistan Portfolio."
	b. November 1986	"Developing a WID Income-Generation Component Under the Tribal Areas Development Project."
	c. Nov./December 1986	"An Assessment of NGOs and Potential Women in Development Projects for Funding Under the Special Development Fund."
9. <u>Rwanda</u>	November, 1987	Assist Mission to design and incorporate gender concerns into the Natural Resources Management Project.
10. <u>Zaire</u>	a. March 1986	A review of issues related to women's access to agricultural extension and training in the Area Food Production and Marketing Project.
	b. April 1987	Interim visit. Development of work plan to help local organization carry out extension program responsive to women farmers
	c. July/August 1987	"Women in Agriculture: Pilot Research & Training Plan for the Agricultural Center at Lusekele"

Note: Other activities are currently underway or pending in two new countries: Mali and Yemen.

Source: ICRW Documents.

B. Criteria

The June 1985 cable to the Missions stated: "PPC/WID will give first priority to those Missions which foresee an on-going need for technical assistance in project design and implementation." The commitment to long-term relationships has been restated in various Cooperative Agreement documents. However, a review of the six country experiences focused on in this evaluation reveals that the criteria for choosing which AID Mission would receive ICRW technical assistance was never spelled out in written documents. In some countries, Missions satisfied four reasonable, though unstated criteria. They: a) showed strong interest; b) had specific activities in mind for ICRW assistance; c) anticipated a long-term relationship; and d) indicated a willingness to "buy-in" to the Cooperative Agreement. In other cases, including several not part of this evaluation's on-site review, assistance was provided to fulfill requirements of single or unrelated projects with little commitment to either a long-term relationship to ICRW or to funding a portion of the costs of those services. Still others satisfied all or most of those criteria when assistance was originally requested, but did not meet one or more of them when assistance was provided.

Understandably, both PPC/WID and ICRW appear to have opted for flexibly applied criteria for several reasons. First, it is frequently difficult for Missions to know and commit to their specific technical assistance requirements far in advance. Second, the momentum and sensitization provided by some interventions such as a portfolio review or a training workshop, may be sufficient to allow the Missions to do the follow-up without substantial assistance from ICRW. Third, both the limited demand for ICRW services and PPC/WID's desire to be as responsive as possible to Mission efforts on WID, have discouraged rejecting requests for assistance. To have rigidly adhered to selection criteria or to have limited the number of participating countries would have meant that far less technical assistance would have been provided under the Cooperative Agreement and that legitimate opportunities to assist Missions would have been bypassed.

C. Areas of Intervention

Services provided under the Cooperative Agreement are consistent with the areas of concentration specified in the Cooperative Agreement and of importance to both AID and ICRW: agriculture, small enterprise development and rural off-farm employment. Six of the 17 interventions (three portfolio reviews, two workshops and development of the Special Development Fund Project in Pakistan) have been general in nature and have covered more than one of these sectors. Though it was anticipated as follow-up assistance in Costa Rica, to date, ICRW has undertaken no TA directly related to low-income housing, the other sector specifically mentioned in the Cooperative Agreement. No record was found of a request for assistance outside the agreed upon areas.

While the interventions are consistent with the technical areas specified in the Cooperative Agreement, it is hard to acknowledge how all the separate interventions fit together and contribute toward the broader purpose of institutionalizing WID concerns within AID. The unrelated nature of these interventions makes it appear that ICRW has not had institutionalization as part of its agenda under this Cooperative Agreement. According to ICRW personnel interviewed, ICRW has interpreted its mandate under the Cooperative Agreement, as being reactive/responsive to separate Mission agendas rather than proactive. Though task specific scopes of work have usually been flexible and developed together with ICRW, control over what ICRW does, where and how seems to be more in the hands of the Missions and PPC/WID than of ICRW. ICRW, nevertheless, has had veto power over technical assistance requests in areas that deviated from the purpose of the Cooperative Agreement.

D. ICRW Performance

ICRW's performance of technical assistance to AID Missions has been consistent and positive. USAIDs give high marks to the ICRW staff provided as well as to the work produced.

1. Quality of Personnel

The people provided under the Cooperative Agreement, both ICRW direct hire and consultants, received high praise for their technical skills (as economists, small business or credit experts, etc.) as well as for command of their WID specialties. It was continually reinforced, in fact, that the combination of technical and WID specialties was critical and effective. In addition the personnel generally have had good language and interpersonal skills, acceptable familiarity with the country of assignment, and have been well prepared and professionally persuasive. However, two criticisms have been raised more than once. First, ICRW personnel may have limited practical project implementation experience and, therefore, less than total sensitivity to the difficulty of carrying out recommendations. Second, ICRW's limited size has meant that staff were not always available at times most convenient/effective from the Mission's point of view.

2. Service Delivery/Products

Missions were generally pleased with the way services were performed and with the products provided. In most cases, ICRW's scopes of work have been written flexibly and collaboratively with the Missions. This allows ICRW to be effective and responsive to changing Mission needs. Likewise, the SOWs have generally been performed satisfactorily and with no need for extraordinary Mission guidance or support. Most field visits concluded with debriefings which have been well prepared and presented. The Missions have generally found the ICRW reports well written and timely.

There appears to be some difference of opinion between and within Missions regarding the usefulness and practicability of ICRW's recommendations. Most requesting officers who had worked closely with the ICRW representative(s) were satisfied. In only a couple of cases, project officers interviewed believed that some of the recommendations either echoed what was already being done on a project or were not adequately sensitive to management/personnel constraints or to budgetary limitations. A couple of

other project officers agreed with the recommendations but believed that the reports should have provided more detailed guidance about how to implement them.

The evaluation team found that due to "flexible" scopes of work some Mission officers adopted unrealistic expectations about the level of specificity and extent of ICRW recommendations. In most cases where this was an issue, ICRW had been requested to generate ideas rather than develop them in detail or implement them. Nevertheless, since personnel and financial constraints are very real, ICRW might have been more aware and provided more suggestions about how to implement the proposed recommendations within those constraints.

Of ICRW's work in the six Missions which the Development Associates team visited, only three problems bear notice. In Bangladesh, the Mission believes that the value of a well done project evaluation and set of recommendations was largely nullified by a premature and somewhat insensitive presentation to the host country implementing agency. Also, in Bangladesh, some USAID officials were unhappy that the ICRW team developing the Implementation Plan was able to stay for only three weeks rather than the four originally agreed upon. They felt that the team had inadequate time to work with the various project officers. In the Dominican Republic, the Mission perceives that the final report was excellent but that the one year delay between the field research and completion of the final report was unreasonable. They perceived that the delay caused the enthusiasm and momentum generated during the field work to evaporate. Despite these problems, the USAIDs reasserted their overall satisfaction with the services and products provided.

The common element running through all three of these cases of dissatisfaction was the USAIDs' perception that because services were provided under the Cooperative Agreement rather than under a contract, they did not have adequate control over the process. This perception is particularly worth noting since ICRW's services were being provided basically in response to Mission needs.

3. ICRW's Impact in the Field

- a. On Projects: While it is too early to assess the long-term impact on projects, in most cases reviewed, project-specific interventions had some discernable and positive impact upon that particular project. As examples, in the Dominican Republic, more gender specific data is now available to be used in the design of projects in the Industrial Free Zones. In Bangladesh, ICRW's recommendations on the Women's Entrepreneurship Development Project and the MIDAS project have been accepted by USAID and adopted by the local implementing agencies. In Zaire, ICRW has helped maintain some momentum on the Area Food Production and Marketing Development Project. In Ecuador, ICRW's project design recommendations have been incorporated into the Small Enterprise Development Project.

On the other hand, ICRW's work on Women in Agriculture in the Western Highlands of Guatemala was simply put in a drawer and forgotten. More importantly, there is little evidence that ICRW's work on one project has had any spill over effect on other projects within the Mission or on similar projects in other countries.

The evaluation of the nonproject-specific portfolio reviews conducted in Bangladesh, Pakistan and Costa Rica revealed a few projects where changes could be directly traceable to ICRW's efforts. In Pakistan, current efforts to more effectively incorporate women's concerns into the Tribal Areas Development Project and the Forestry Planning and Development Project are largely attributable to ICRW's earlier portfolio review. But a similar cause-effect relationship was not found in other projects included in the review. In Bangladesh, it was too early to assess the impact of the WID Implementation Plan. Many project officers had not seen ICRW's final report, so no impact on their respective projects could be anticipated. Others had read the report and found the recommendations reasonable, but were concerned about implementing them in the face of competing priorities and management and budgetary limitations. The USAID/Bangladesh WID Officer hoped to follow-up on the report with individual project officers in November 1987.

Project officers in both Pakistan and Bangladesh mentioned that there were some unquantifiable benefits to projects as a result of being forced to think about how to better incorporate WID concerns into their projects. On the basis of a brief phone conversation with Mission personnel in Costa Rica, the Development Associates evaluation team found the portfolio review conducted by ICRW in 1985 was a helpful background piece and helped sensitize Mission personnel. It has also encouraged USAID more carefully incorporate gender specific data into program/project designs and evaluations. However, because the ICRW work was only one of twelve studies done in 1985, its overall impact tended to be diluted. In addition, the Mission's evolution away from project assistance towards ESF funded programmatic and budgetary support has reduced opportunities to incorporate WID concerns.

The evaluation showed that project-specific ICRW interventions had some impact on those projects but limited spillover on other projects. There is little evidence of a direct cause-effect relationship between other ICRW interventions and impact on projects. ICRW has little control over how its work and reports are used. More than the quality of ICRW's work, project impact seems to be influenced by other factors including the interest and follow-through of the project officers and their ability to integrate WID recommendations into competing project and work-load priorities, and Mission systems to monitor progress in these areas.

1. On Mission Personnel: Similarly, of those Missions visited, changes in the attitudes or behavior of Mission personnel have been only marginally effected by ICRW activities. Such changes are slow to bring about and hard to enforce.

In Bangladesh, Pakistan and Costa Rica where portfolio reviews were conducted, ICRW is generally credited with heightening awareness in the Missions, focusing attention, provoking discussion and stimulating passions on WID issues. In the other countries, where ICRW has performed project-specific TA, the evaluation team could discern either no change in Mission personnel or heightened awareness only in those people who had

worked directly with ICRW. Most other officers in those Missions, in fact, had never heard of ICRW.

Again, even where there is greater awareness or sensitivity to WID concerns, factors at least as influential as ICRW's work, have been the commitment of Mission senior management and the energy of the WID officer.

c. Impact on Mission Systems

Very few changes in Mission procedures, systems or organization can be attributed to ICRW interventions. In most Missions, interviews suggest that since ICRW's work there have been very few changes in:

- 1) time allocated to WID concerns;
- 2) project review processes;
- 3) incorporation of gender specific concerns and data into Mission documents and long-term planning;
- 4) development or implementation of a WID strategy;
- 5) raising WID concerns during periodic project reviews; or
- 6) bringing up WID issues during policy dialogue with the host country.

In some Missions, there are encouraging organizational or procedural changes taking place. But those changes are not attributable to ICRW. In USAID/Bangladesh and USAID/Dominican Republic, for example, greater participation by women seems to be becoming a legitimate and increasingly integrated element of project design, implementation and evaluation. A WID strategy does exist. A WID committee is being organized and USAID is exploring ways to integrate monitoring of progress on WID activities into periodic project reviews. In other Missions, e.g., Pakistan and Guatemala, Mission procedures lag behind general sensitivity and awareness about WID concerns.

None of the Missions has an operational monitoring and evaluation system that includes gender disaggregated data. While many ICRW recommendations have included the need to collect more gender-specific data, institutionalized results of those recommendations have been minimal.

Recommending changes in Mission procedures or systems is not an explicit mandate under the Cooperative Agreement and no USAIDs have explicitly requested assistance in this area. Nevertheless, this evaluation team believes that such changes may be the most effective way to institutionalize WID within Missions and that consideration should be given to greater emphasis on it in the future.

- d. Impact on Host Country: Most ICRW interventions have been aimed at the Missions themselves rather than at host country officials or organizations. Therefore, ICRW contact with and impact upon the host country has been limited. The evaluation team believes that ICRW might be utilized more in pursuing WID concerns with the host country.

Summary of Findings

- USAID Missions in most cases were pleased with the people, services and products provided to them by ICRW.
- The ICRW small staff size at times contributed to scheduling difficulties, limiting ICRW availability.
- ICRW's project-specific interventions seem to have had some limited impact on those projects but little spillover effect to other projects or to other Mission personnel.
- Broader interventions (portfolio reviews and training) seem to have been more effective in sensitizing Mission staff and generating ideas on how to better incorporate WID into projects.
- All interventions had little impact on Mission procedures, systems or organization and no significant impact on the host country.
- Expecting a long-term, sustainable impact may be inconsistent with the short-term nature of ICRW interventions. ICRW has very little control over the longevity and sustainability of its efforts because longevity and sustainability are primarily functions of Mission management, the WID Officer and individual project officers.

CHAPTER 4

ASSESSMENT OF ICRW'S WASHINGTON-BASED ACTIVITIES

ICRW's Washington-based activities fall into two broad categories. The first, WID Program Technical Assistance was introduced into the Cooperative Agreement through the first amendment in September, 1985. This entailed desk reviews of AID Regional Bureau and Mission documents in order to identify and define gender issues. Desk reviews formed the basis of Issues Papers which were contributed to the AID/Washington technical review of Mission generated PIDs, PPs, CDSSs and Action Plans. Additionally, on the basis of Amendment No. 5 adopted in May, 1987, ICRW was commissioned to provide informal briefings for various country, Bureau and PPC/WID contacts regarding ICRW's field assignments.

Second, ICRW has conducted Informational and Educational Activities. In this capacity ICRW has developed Sector Papers which provide gender-related guidance to AID Project Managers in the identification, design, management and evaluation of projects. ICRW has also coordinated seminars/roundtables for AID/Washington officers and representatives from other donor agencies. The purpose of these meetings has been to disseminate the learning derived from individual ICRW project interventions. Finally, to facilitate the dissemination of AID's Women in Development experience, ICRW has assisted PPC/WID to develop a computerized mailing list for the strategic distribution of WID guidance and informational materials. This list includes AID/W offices, Mission personnel, WID advocacy groups, research and teaching institutions, and other international donors.

Presented below is a review of ICRW's performance of Washington-based activities.

A. Technical Support to AID/Washington

1. Issues Papers

ICRW prepared 65 Issues Papers on Project Papers, Project Identification Documents, Country Development Strategy Statements and miscellaneous research papers submitted to AID/W for review. This document review task was

added to the Cooperative Agreement at a time when PPC/WID was greatly understaffed. In effect, ICRW was largely able to satisfy the document review requirements of the PPC/WID Office. To handle this work, ICRW added the equivalent of approximately two people to its staff.

To coordinate the document review, a standard transmittal memo was employed which tracked the task order number, the request, the time the document was sent to ICRW and the time the response was requested and received. To facilitate the efficient handling of the desk reviews within ICRW, the Project Coordinator was responsible for receiving the requests from PPC/WID, routing them to the appropriate ICRW staff member, and then returning the completed review in a timely manner. The ICRW Project Coordinator established a set of procedures for responding to requests for Issues Papers from PPC/WID and a standard format to be used for all issue papers.

The Development Associates evaluation team reviewed a sample of 25 Issues Papers (approximately one third the total). Before discussing an assessment of the quality of the Issues Papers, it should be noted that ICRW was expected to review the documents and to develop Issues Papers on very short notice. Background research on the country or technical area could not be conducted within such a tight time horizon. Due to the time constraints, the quality of the assessment was significantly better in countries for which ICRW had prior work experience.

- a. Timeliness: ICRW should receive high marks for the timely and efficient desk review of the documents. In many instances ICRW had only one work day to review the document and prepare the issue paper. According to the transmittal memos, documents were prepared and delivered to PPC/WID within the timeframe requested.
- b. Format: In most cases ICRW adhered to their standard format which had been approved by PPC/WID. However, in about one quarter of the documents reviewed, the background section included extensive detailed information about the country setting or about the project itself. This emphasis on

background information was more prevalent in the review of Mission Action Plans. Given the purpose of the Issues Papers (which are subsequently returned to the individuals in the Missions which prepared the documents initially), detailed background information was not appropriate.

- c. Technical Soundness of Recommendations: In 85 percent of the Issues Papers examined by the evaluation team the technical soundness of the recommendations were rated satisfactory or better, though they were seldom probing or deeply analytical. In those cases where the technical soundness was not considered satisfactory, this may be traced to the limited ICRW background on the country and the short time frame given to ICRW to prepare the Issue Paper. For example, the Indonesian Policy Support Program Issues Paper was particularly well executed and sufficient time was allotted to ICRW to undertake a thorough job. Others, such as the Cameroon African Economic Policy Report, Fertilizer Sub-Sector Reform Project, however, presented excessively broad and general recommendations. The evaluation team believes that some of these documents probably were not appropriate for WID reviews and should never have been sent to ICRW. In most cases, ICRW identified a number of specific Issues which enabled them to develop discrete and valid recommendations. However, in most instances ICRW gave no consideration to prioritizing the list of recommendations.
- d. Usefulness of Recommendations: The Development Associates evaluation team also assessed the Issues Papers in terms of their probable usefulness or degree to which the recommendations were operational. For example, a recommendation could be technically sound, but not operationally explicit enough to be well utilized by the Mission. The vast majority of recommendations were predictable and highlighted the need for sex disaggregated data. In some cases the recommendations were more fully developed indicating the kinds of data and the methods for data collection. In other cases the recommendations were excessively general, calling for "more detailed studies concerning the socio-cultural feasibility of a project." Of the 25 Issues Papers reviewed, 20 percent were rated as presenting very useful recommendations, 40 percent were rated as satisfactorily operational nature, and 40% were rated as not sufficiently explicit or operational.

- e. Prior WID/ICRW Experience: The evaluation team also reviewed the Issues Papers to ascertain the extent that prior WID experience and specific ICRW assistance was incorporated as a basis for project recommendations. In brief, one third of the papers were very effective at drawing upon past experience, one third did not draw upon or refer to past experiences at all, and in one third of the cases the reviewer partially referred to past experience.

In summary, ICRW performed the review of technical documents and the preparation of Issues Papers satisfactorily. A broader question, however, is whether or not this task contributed to ICRW's stated goal of promoting the productivity, incomes and economic opportunities of women. First of all while most PIDs are still coming to AID/W for review and approval, very few PPs are now reviewed in AID/W. Second, the AID review process tends to greatly dilute ICRW's potential impact. ICRW's comments are massaged and revised first by PPC/WID, then by PPC/PDPR, then by the project committee then the Regional Bureau Review Committee. Given the relative weight given WID issues during project reviews, those portions of the ICRW comments left after this process are usually passed on as WID concerns rather than as project-stopping directives. Finally, there is little control over or monitoring of what happens with those comments in the field. For example, in the evaluation team's tracking of ICRW comments on both the PID and PP for Central Shaba Project in Zaire, they found that the project officer did not recollect receiving WID related comments on the documents and that none of the recommendations was incorporated into the final PP. It should be noted, however, that in at least one case, the Agriculture Research II Supplement in Bangladesh, ICRW's technical review did contribute towards AID/W taking a strong stance with the Mission on WID concerns in the PP.

Due to recent additions to the staff of PPC/WID, ICRW no longer performs the desk review of technical documents on behalf of PPC/WID. Given ICRW's research and technical assistance focus and the limited impact of the reviews, the Development Associates evaluation team does not consider this task to be an optimal use of ICRW's services under the Cooperative Agreement.

2. Informal Briefings

On the basis of the May, 1987 "Addendum to the Scope of Work", ICRW is now requested to provide informal briefings to AID/Washington officials. In a few occasions ICRW has held such briefings with Bureau personnel to discuss field technical assistance. The WID Officers for the Latin American and Asia/Near East Bureaus both commented that these occasional briefings were an effective means of communicating the lessons learned from the field. They suggested that briefings be conducted more frequently. The WID officer for Africa knows little of ICRW but welcomed more interaction. PPC/WID is responsible for coordinating such briefings and inviting the appropriate AID/Washington Officers. Since ICRW has noted that they would like more contact with AID/Washington personnel, PPC/WID might consider arranging, or allowing ICRW to arrange, informal briefings on a more regular basis. The Workplan for Year Three proposes that briefings be conducted both before and after field technical assistance interventions.

Informational and Educational Activities

1. Sector Papers

ICRW has prepared three Sector Papers which examine the role of women and provide recommendations for addressing gender related issues for project design, implementation and evaluation. These papers are:

Women and Agribusiness: A Review of AID Projects, Horenstein, Nadine R. ICRW, October, 1986.

Women and Water: A Guide to Integrating Women Into Water Supply and Sanitation Projects, Terry, Jane L. Barber, ICRW, December, 1986.

Women and Export Manufacturing: A Review of the Issues and AID Policies, Joekes, Susan, ICRW, 1987.

- a. Format: In all three instances ICRW has presented their papers in formats which are concise and which easily communicate to the intended audience of Project Officers. Different formats have been used in each case. The Women in Agribusiness Paper incorporates insert boxes interspersed within the body of the report. The experiences highlighted

in boxes are intended to convey key lessons related to the women in agribusiness topic. The Women and Water paper utilizes tables to summarize project variables, suggests mechanisms to increase women's participation and presents the rationale for including women. The tables synthesize the principal points presented in the body of the report, making the lessons more readily available to the reader. The Women and Export Promotion paper discusses background policies and issues and, therefore, does not employ the same formats found in the other more "how-to" oriented papers.

The Development Associates evaluation team considers that the most effective format for how-to materials would draw upon both the box inserts and summary tables. The well received Latin American Gender Manual incorporates both formats and demonstrates how they can be effectively utilized within the same document. PPC/VID has already requested that ICRW modify the sector papers to parallel the format of the Gender Manual. The evaluation team concurs with this recommendation.

- b. Content: The types of materials covered in the sector papers also vary. For example, the Women in Agribusiness Paper reviews USAID's experience to date with Agribusiness Projects and highlights how such projects can more effectively involve women. Design and implementation issues are examined in a general sense and then summary recommendations are provided. The Women and Export Manufacturing Paper goes even further to introduce a broad description and analysis of the policy and program implications of women's participation in this sector. A brief discussion of possible program interventions is also included. The Women and Water Paper examines closely six different components within any water project. On a component by component basis, the report discusses their impact on women and describes how women have critical roles influencing the success of each component. Organizing the information around project components provides Project Officers with explicit and easily accessible information.

In the Women and Water Paper and the Women and Export Manufacturing paper the documents are able to make abundantly clear that project success in that sector was inextricably tied to women's participation. For example, since women are the prime collectors and users of water, their views on site location, selection of technology, operation and maintenance, etc. are of critical importance to project success. In the export manufacturing firms, the majority of all employees are women. Labor is a principal production factor contributing to business success. The means through which women influence project success in these two sectors are abundantly clear.

The Women and Agribusiness Paper, however, presents a somewhat different case and raises a number of subtle issues related to WID activities in AID Programs. In this instance, the paper examines the increase of agribusiness as a significant theme within export-led development strategies. Given the importance of agribusiness and its growth in the developing world, agribusinesses are having a significant influence on the rural population and economy. The Sector Paper examines how agribusiness may affect women, not necessarily how women's participation is integral to project success. In fact, the paper points to several AID project examples which are considered successful projects, even though they have had a negative impact on women. The differences in the contents and purposes of the Women and Agribusiness Sector Paper needs to be clarified and treated in an explicit manner.

- c. Impact: To date the Sector Papers have had little impact. These papers have not been circulated widely. From the Development Associates evaluation team six country visits, not a single Mission was aware that these papers had been developed and were available. In the May, 1987 Addendum to the Scope of Work, PPC/WID has requested that three sector papers be revised to more closely approximate the format adopted in the Gender Manual Series. Papers to be revised will be drawn from ICRW's earlier work. For example, PPC/WID has recently given approval to revise an earlier Women and Low-Income Housing Sector Paper.

In the meantime, to the extent that funding permits, PPC/WID should circulate the documents which are already prepared in an appropriate format. These could provide valuable information to AID Project Officers. Since there are often delays associated with final publications, PPC/WID may also choose to circulate to a limited audience, the documents which are being reformatted at this time.

2. Seminars/Roundtable Discussions

ICRW has conducted two Roundtable discussions intended to impart the lessons learned through field technical assistance among a broader audience. The first session, a "Brown Bag Luncheon," held in September 1985, focused on the "Women's Entrepreneurship Development Project in Rural Bangladesh." As there are no documents pertaining to this session which list participants or summarize discussion points, it is not possible to comment upon this first initiative to disseminate project experiences.

The second Roundtable was held in July 1986 and discussed Innovative Approaches to the Delivery of Agricultural Extension: Reaching Women Farmers. This Roundtable was conducted on a more formal basis, and was attended by participants from a variety of agencies. Specifically, six different offices of AID were represented, four different offices of the World Bank, three congressional staff, two other U.S. Government agencies, two foundations, three consulting firms, two U.S. PVOs, and one university. The morning-long program included four panelists, each drawing from different project experiences to suggest ways to improve the delivery of extension services to women. From the review of a written discussion summary, the Roundtable appears to have sparked lively discussion and to have communicated specific, practical recommendations for improving extension delivery systems.

The Development Associates evaluation team believes that the Roundtable, as opposed to the Brown-Bag lunch format, is a more appropriate means to accomplish the educational and information goals of the Cooperative Agreement. Thus, ICRW should be encouraged to hold additional Roundtables in the future in order to more widely disseminate the experiences gleaned

from individual technical assistance assignments, to stimulate greater visibility for WID activities and a freer exchange of innovative approaches amongst professionals in this field.

3. Computerized Mailing List

ICRW developed a computerized mailing list from names provided by PPC/WID including individuals from within AID/Washington and Missions, universities and research institutions, multi-lateral donors, private voluntary organizations, and other selected individuals and organization with a particular interest in the women in development field.

ICRW began developing the data base program for their own mailing list. Because of this in-house capacity, PPC/WID requested that assistance with the computerized mailing list be incorporated within the most recent Cooperative Agreement amendment. ICRW has successfully completed this task and has provided PPC/WID with a mailing list including over 800 names.

Summary of Findings

- ICRW performed the review of technical documents and the preparation of Issues Papers satisfactorily and in a timely manner. However, the evaluation team doubts whether the preparation of Issues Paper is an appropriate or effective use of ICRW talents and resources.
- Sector Papers on Women and Agribusiness, Women and Water, and Women and Export Manufacturing were well designed and presented useful insights to gender issues for the design, implementation and evaluation of projects. The impact of these Sector Papers, however, has been minimal due to their limited circulation.
- One brown-bag lunch and one seminar were conducted to disseminate the project-specific learnings derived through field experience. Additional seminars could be held to more broadly disseminate the lessons derived through field assistance conducted under the Cooperative Agreement.

CHAPTER 5

ICRW INSTITUTIONAL CAPABILITY

In order to appraise ICRW's institutional capability, the Development Associates evaluation team conducted an institutional assessment. This assessment entailed interviews with ICRW Board, management and technical personnel. Additionally, internal files and documents were reviewed. The institutional assessment went beyond a narrow definition of ICRW's technical capability to implement the Cooperative Agreement and considered broader organizational issues which directly or indirectly contribute to ICRW's capacity to provide services to AID's Women in Development Office.

A. Institutional Mission and Governance

1. Mission

Established in 1976, the ICRW charter is based on the belief that policy oriented research on the economic condition of women could help influence development policy on behalf of Third World women. To promote this goal, ICRW engages in three types of activities: Research, Technical Services and Public Education. Over ICRW's ten years of operations, the goal and type of activities of the organization have remained constant even though there have been significant shifts in the share of resources budgeted for any one of these three activities. For example, technical services comprised 15 percent of ICRW's budget in 1978, increased to 72 percent in 1982 and then decreased to 63 percent in 1986.

Even with these swings, members from ICRW's Board and management have stated that, in their view, the basic mission of the organization remains unchanged. ICRW's focuses on women's economic contributions to development and aims to more effectively incorporate women within the mainstream of development programs. This approach is congruent with the focus currently held by the AID Women in Development Office.

2. Board Relations

In 1983 ICRW received an institutional strengthening grant from the Ford Foundation. One outcome from this institutional strengthening effort has been the enhanced operation of the Board of Directors. Over the last seven years, a conscientious effort was made by the Board leadership to introduce a more professional tone to its functions. Sharon Camp, Chairperson of ICRW's Board for six years, worked with many other Board members in these efforts.

Camp and Mayra Buvinic, the Director, originally sought to develop the Board's capacity to provide rigorous technical oversight for research thereby enhancing the institution's credibility as a research and technical assistance center. Substantive academic leadership and professional recognition were originally sought among board members. However, according to Camp, in 1987 the importance of the Board's fundraising functions became more evident. The organization's tenth Anniversary marked one of the first occasions that Board members were asked to contribute financially to the organization. The Board's role in fundraising, particularly to raise unrestricted funds, needs to be developed further.

Finally, it should be noted that within the last year two key Board officer positions have rotated. Sarah Tinsley is now serving as Chairperson and the Treasurer position has rotated from Tom Merrick to Robin Henry. ICRW's capacity to rotate leadership and to maintain institutional momentum is a positive indicator of its general institutional health.

3. Leadership and Programmatic Direction

Principal programming directions for ICRW are clearly laid out in what are defined as Forward Looking Strategies outlined in the 1985 Report to the Board of Directors. The programming themes fall into two categories:

- The economic roles of women in the Third World, including employment and access to formal and informal labor markets, credit and other productive resources and training; and,
- The interface of women's productive and reproductive roles with the subtopics of child nutrition, intra-household dynamics and survival strategies of poor women heads of households.

This second category is a relatively recent one for ICRW and has defined a broad and relatively unexplored area for future research in the Women in Development field.

Specific programming themes form a framework for ICRW's activities with different donors financing specific technical assistance or research projects on each theme. Principal themes include:

- The effects of the global recession and stabilization policies on women;
- Women's work in the informal sector and their access to credit;
- Access of women farmers to agricultural extension and training;
- Intra-household dynamics;
- Women's work and child welfare; and,
- Maternal nutrition and health care.

In addition to the programming themes defined in advance by ICRW, one perceives that the organization aims to be responsive to major development strategies adopted by AID. For example, recent sectoral papers on Women in the Export Promotion Sector and Women in Agribusiness and the Women's Nutrition and Health Care Project reflect AID's programming priorities of export promotion, private sector promotion, and child survival. While defining their own agenda, ICRW appears able to respond to key themes of priority to AID as a whole.

ICRW continues to be viewed as a leader in the women in development field, particularly as this pertains to women's economic roles. Ford Foundation representatives commented that they perceived ICRW's research to be well executed and that the quality of their research established a standard for other organizations. The World Bank's Women in Development Office also rates ICRW research as being innovative. The United Nations agency, INSTRAW, while not directly familiar with ICRW, is familiar with individual

researchers employed by ICRW and is currently pursuing many of the same research topics identified by ICRW as critical to the status of women in the Third World.

Leadership (both management and Board) expressed their views about how they propose to pursue the above programming themes. First, they reiterated their support for a combined approach including both technical assistance and research, stressing the mutually reinforcing qualities to these two kinds of activities. Looking to the future, they would hope to maintain the same balance of research to TA activities as currently exists (i.e., 63 percent TA to 27 percent Research). Second, ICRW anticipates more collaborative projects jointly undertaken with local indigenous organizations. The Science and Technology Bureau supported project, where ICRW is to coordinate a multi-country research effort undertaken by local research organizations, is an excellent example of how ICRW can do so effectively. Third, ICRW seeks to increase their work with other multi-lateral agencies, thereby diminishing their current dependence on AID.

B. Management

1. Strategic and Operational Planning

ICRW has instituted a fairly regular strategic and operational planning process. A report to the Board of Directors, prepared at the close of each fiscal year, lays forth a fairly comprehensive review of progress accomplished in the preceding year and programming directions for the up-coming year, in addition to the standard financial statements. On the basis of the acceptance of this report by the Board, ICRW's entire staff participate in a two-day retreat. The purpose of this retreat is to translate the policies and directions approved by the board into operational terms. A mid-year review is then conducted to assess how closely ICRW activities corresponded to initial plans and to adjust activities accordingly. This overall planning process is complemented by a staffing time-allocation plan which is updated every two to three months.

2. Decision-making and Organizational Structure

All major decisions appear to be made with the input of both the Director and the Deputy Director. The Director takes the lead in the research and public policy area while the Deputy Director leads in the technical assistance services. Yet, according to ICRW leadership, the complementary nature of the research and technical assistance makes this distinction difficult. Both appear to participate in administrative decisions, while the Director appears to place greater attention on fundraising.

ICRW management recognizes that with the dramatic growth of the organization, it is essential to upgrade the existing management and organizational systems. To address this, ICRW recently contracted with a management consulting firm to review their existing systems and to make recommendations for improved management practices. In response to one of the recommendations derived from this management audit, ICRW has hired an Executive Manager. This individual will not travel, thereby being available to address on-going administrative matters. She will report to the Director on personnel and administrative matters and to the Deputy Director on financial management. In the future, the Director will place greater emphasis on the fundraising functions of the organization.

3. Office Administration

ICRW's office administration is reasonably well conducted. A filing system is in place. A new phone system has recently been installed and additional secretaries are being hired to meet the increased level of operation. ICRW offices, housed in the Overseas Development Council, are well located and provide an appropriate work space. Personnel administration is an area in need of further attention. In accordance with the recommendations from the management consulting team, ICRW is about to develop job descriptions. Consultant contracts are handled in a routine and satisfactory manner with a standard consultant contract complemented with a task-specific scope of work.

4. Financial Administration

Until the present, the financial administration of ICRW has been conducted by the Office Manager and with an outside accountant revising statements on a monthly basis. Budget management and financial planning was conducted by a Staff Associate. Last year the bookkeeper position was upgraded to that of a full accountant. In accordance with the management recommendations, the new Executive Manager will take on the primary financial administration and planning functions as well as budget management. The financial accounting is computerized and management receives timely financial reports.

C. Personnel

1. Professional Staff

There are currently nine full time professional staff at ICRW in addition to a visiting fellow, one librarian and research assistants. Five professionals have been principally responsible for conducting the activities of the WID Cooperative Agreement. Table 5.1 presents an overview of their qualifications and experience. All professional staff have come to ICRW with prior research experience. Mayra Buvinic, the Director, holds a PhD, and three other staff members are currently PhD candidates. Most professional staff had five years or less professional experience prior to joining ICRW staff. Horenstein and Joekes who joined the organization in 1985 had more. Horenstein is the only staff member with prior AID experience. None of the staff has long-term field implementation experience.

By and large, the professional staff conducting overseas technical assistance activities are relatively young with their principal technical assistance experience gained while at ICRW. When asked, staff members commented that they had developed their technical assistance abilities while conducting activities under the Cooperative Agreement or earlier AID financed technical assistance activities.

TABLE 5.1

OVERVIEW OF ICRW PROFESSIONAL STAFF WORKING ON THE
WID COOPERATIVE AGREEMENT: 1986-87

Name	Years at ICRW (Year Began)	Educational Level	Experience Prior to ICRW
Mavra Ruvinic	11 (1976)	PhD Soc. Psych. U. of Wisconsin (1975)	1970-75: University study with research and teaching assistantships; 1975-78: Director of a project on WID issues for AAAs and part-time teaching and consulting.
Margaret Lycette	6 (1981)	MA Economics (1979); PhD candidate in Economics Johns Hopkins Univ.	1976-79: University study and teaching assistant; 1977-80: Researcher in urban projects department of World Bank; 1980-81: International economist for U.S. Treasury Department.
Marguerite Berger	4 (1983)	BA (1978); PhD candidate in Economics American Univ.	1979-82: University study and research assistant; 1982-85: Economic analyst, U.S. Small Business Admin.; 1983-85: Dissertation research and work with ILDIS in Quito, Ecuador.
Susan Toekes	2 (1985)	MA in Development Economics (1971); PhD candidate in Economics Univ. of Sussex	1970-76: Study and research assistantships at various British universities; 1977-78: Assistant economic affairs officer at UNCTAD/Geneva; 1972-85: Staff researcher at ICRW, University of Sussex.
Madine Horenstein	2 (1985)	MA International Relations/Econ Johns Hopkins Univ. (1977)	1976-79: Asst. to Director of Public Education, ODC; 1979-80: Econ. consultant to Africa Bureau/AID; 1980-83: USDA Econ. Research Service (Africa and MidEast Branch) RASSA to AID; 1983-85: Economist for WID/AID.

USAID personnel in the six countries visited in conjunction with this evaluation were all quite complimentary with respect to the technical competence, professionalism and cultural sensitivity of the ICRW staff.

2. Allocation of Tasks

In most cases, ICRW personnel are assigned to a given task in accordance with several criteria:

- Geographic and language expertise;
- Sectoral expertise;
- Availability; and
- Response to AID Mission request for specific individuals on the basis of prior experience.

3. Consultants

ICRW commented that they prefer to couple consultants with permanent staff members on any given assignment. This allows ICRW to exercise quality control over field activities. Where appropriate, ICRW has sought consultants who complement the technical expertise of the core staff.

As ICRW expands its activities, particularly to include more short-term consultancies with other multi-lateral donors, they may need to draw upon consultants with greater frequency. It is possible for ICRW to identify and maintain a small pool of consultants who regularly perform work for ICRW. To successfully employ such a consultant pool, ICRW would have to invest time in orienting consultants and establish systematic protocols for their deployment. Given the institutional growth strategies outlined later in this report, an increased use of consultants may be an appropriate strategy for ICRW.

D. Donor Relations

1. AID

ICRW's relationship with AID goes back to its initial years. ICRW's seminal work on women-headed households, published in 1978, was undertaken

with AID support from the Women in Development Office. Since that time, ICRW has benefited from numerous contracts (including purchase orders), grants and Cooperative Agreements from that office. In 1980, the WID Office jointly funded a contract with the Science & Technology Bureau (S&T). Significantly, this two year contract established a longer term donor relationship and initiated ICRW technical assistance services to AID Missions.

The relationship with the Women in Development Office appears to have been a symbiotic one. When the WID Office experienced staff shortages, ICRW performed some functions (e.g., preparation of Issues Papers) typically conducted by in-house personnel. On the other hand, the WID Office's promotion and continued support has been essential for ICRW's growth and well being. In 1987, ICRW had three contractual agreements with the AID WID Office including the Cooperative Agreement under evaluation, a grant for Women and Credit activities in Ecuador and a sub-contract with the Gender Resource Awareness in National Development (GRAND) Project.

ICRW has also had significant contracts with the Science and Technology Bureau as well. In 1980, ICRW received a contract from the Office of Rural Development, Science and Technology Bureau to provide technical assistance to AID Missions related to Women's Socioeconomic Participation. Most recently, in 1987 ICRW has signed an agreement with the Science and Technology Bureau to undertake a major research program examining the relationship between women's work and child care as part of AID's emphasis on child survival programs.

ICRW has also performed numerous other contracts and grants funded by other parts of AID. The Latin America and Caribbean Bureau financed the development of a Gender Source Book and specific Missions have funded ICRW to collaborate with local implementing organizations.

Over the last three years, AID Cooperative Agreements, grants and contracts have made up 68 percent of ICRW's total revenues. More than 55 percent of all funding to ICRW over this three year period was received from the Women

in Development Office. The FY 1988 S&T Bureau Cooperative Agreement will substantially reduce the share of funding from the AID WID office to 27 percent. Overall, total reliance on AID remains very high with a projected 86 percent funding being derived from AID. (See Table 5.2.)

2. Foundations

Foundation support accounted for 26 percent of funding over the last three years. These funds have been significant in allowing ICRW greater financial flexibility. In particular, in 1983 ICRW received a two year institutional support grant from the Ford Foundation for \$150,000 which in 1985 was amended to include three more years of support. The grant supports the key programming themes presented earlier in this report. Grant funds are disbursed in one tranche and ICRW may accrue interest on grant funds generating a modest pool of totally unrestricted resources. Both Board and management point to this core institutional support as providing needed financial resources for basic institution building.

The Ford Foundation core grant required a matching counterpart contribution. ICRW has successfully attracted private foundation support for this match requirement. Funds from other donors have been targeted for specific research or technical assistance activities. The number of foundations providing support to ICRW has increased in recent years. Although the core institutional grant is projected to close in 1988, the Ford Foundation is now funding the planning phase for a study on the impact of the economic recession on women. According to ICRW, it is likely that Ford will also support the implementation of this research project.

3. Multilateral Agencies

ICRW would like to increase their services to multi-lateral agencies and they feel multi-lateral agencies provide a significant market for their services. By working with multi-lateral agencies, ICRW may further their goals of influencing development policy affecting women while diversifying their clients and reducing general dependence on AID. To date, ICRW has

TABLE 5.2
Summary of ICRW Financial Support: 1985-1988

	1985		1986		1987		Projected 1988a (1)		Projected 1988b (1)	
	\$	(2)	\$	(2)	\$	(2)	\$	(2)	\$	(2)
AID										
Coop. Agreement/WID	\$ 40,534	.08	\$406,790	.58	\$334,611	.40	\$ 390,878	.32	\$ 390,878	.21
Other WID	135,668	.27	104,423	.15	113,534	.14	104,418	.09	104,418	.06
Other AID	92,695	.18	72,416	.10	85,781	.10	440,819	.37	1,090,819	.59
Total AID	268,897	.53	583,629	.83	533,926	.64	936,115	.78	1,586,115	.86
Foundations										
Ford	124,798	.25	32,128	.05	133,494	.16	203,307	.17	203,307	.11
Other Foundations	92,641	.18	55,878	.08	91,969	.11	29,434	.02	29,434	.02
Total Foundations	217,439	.43	88,006	.13	225,463	.27	232,741	.19	232,741	.13
Multilaterals										
World Bank	4,600	.01	12,030	.02	35,492	.04	3,000	.003	3,000	.0016
Other					28,199	.03	0		0	
Total Multilaterals	4,600	.01	12,030	.02	63,691	.07	3,000	.003	3,000	.0016
Other²	10,889	.02	14,894	.02	9,726	.01	17,800	.014	17,800	.009
T O T A L	\$501,825		\$698,569		\$832,806		\$1,189,656		\$1,839,656	

Source: Report to the Board of Directors 1985, 1986, and 1987.

Notes: (1) 1988a does not include \$650,000 pass through for S&T Bureau sub-grants and 1988b includes these subgrant funds.
(2) Includes ICRW revenue and interest earnings.

performed technical services valued at \$80,321 under contracts to multi-lateral agencies. While, the volume of activity increased significantly in 1987 when ICRW performed six different assignments for the World Bank and one for the Inter-American Development Bank, revenues derived from multi-lateral agencies remain a very small portion of ICRW's total income.

E. Financial Viability

From the review of financial statements for 1985-1987, the 1988 projected financial statement, and interviews with ICRW management about their future plans, two major issues emerge which will influence the financial viability of ICRW in the future.

1. Reducing Dependence on AID and Diversifying Multi-year Funding

Without question, ICRW is highly dependent upon financial support from AID. In 1986, when the AID/WID office sought additional services from ICRW, AID/WID financial support for ICRW climbed to 78 percent of total revenues to the organization.

ICRW recognizes how valuable the core institutional support from the AID/WID office has been in the past. They also acknowledge, however, that they need to adopt measures in order to reduce established institutional dependencies. To better prepare for the future, ICRW is attempting to diversify their financial support within AID and to diversify donor/clients.

Paradoxically, by diversifying support within AID and securing substantial S&T Bureau financing, ICRW has increased their overall dependence on AID. In 1988, ICRW is projected to receive 86 percent of their total revenue from AID, moving in a direction which is contrary to part of their diversification strategy. As long as ICRW continues to receive support from S&T, PPC/WID, and any other AID office, this pattern will continue unless they diversify donor/clients.

To successfully attract different donors, ICRW will need to establish multi-year programs with other foundations or multi-lateral agencies. The creation of such longer term relationships can provide ICRW with a steady and secure financial base. They would also permit ICRW to develop an adequate staff and plan their time more effectively than can be done with short term work. Given the lead time associated with securing funding from multi-lateral agencies and foundations, it is critical that ICRW develop a strategy to overcome the current dependency as soon as possible.

2. Unrestricted Funds

It is also vital that ICRW diversify its ability to raise unrestricted funds. The current projected fund balance of \$17,947 for 1987 over total revenues of \$361,833 is too slim.* Raising unrestricted funds remains a big challenge for organizations which are technical in focus and do not have the kind of constituency or alumni support that is available to academic institutions or other kinds of non-profit organizations.

The ICRW board appears aware of the need to raise unrestricted funds and mentioned this as a priority for the institution. In 1986, a consultant was hired to help develop private funding channels. Subsequently, a staff member was assigned to fundraising full time. While this person has been ill much of 1987, two other staff persons have assumed many of her fundraising responsibilities. A fundraising strategy plan has been completed.

Summary of Findings

ICRW is on the road to becoming a mature organization. Typically, in a young organization all attention is placed on the productive aspects and administrative elements are insufficiently developed. In a mature organization, administrative and technical capacity are balanced. By

*Figures drawn from final audited annual statements reflect adjustments to figures presented in the 1987 Report to the Board of Directors.

establishing improved administrative systems, ICRW is laying the groundwork for their future growth. ICRW appears to be turning the corner and setting a positive trend in a number of critical areas. While there still remains much to be done, ICRW is increasingly gaining the recognition, reputation and legitimacy it will need to move forward and overcome its initial limitations.

The principal findings of the Evaluation Team with respect to ICRW as an institution follow.

- ICRW has undertaken important institutional strengthening efforts over the past five years, particularly with regard to their Board of Directors, financial management and administrative systems. Recent growth presents new management and organizational challenges. ICRW leaders express awareness of current difficulties and are taking steps to address institutional needs. ICRW is on the road toward achieving its institutional goals, but has not yet arrived at a 'mature' organizational stage.
- From the perspective of ICRW leadership (Board and Management) the mission or goal of the organization has remained the same: ICRW conducts policy oriented research in order to influence development policy on behalf of Third World women. The relative shifts in the share of resources directed to research, technical assistance and/or public education are viewed as practical responses to opportunities or programming priorities.
- To address the management challenges brought about through the organization's growth, ICRW is further developing administrative functions. An Executive Manager will directly supervise the financial management and administration areas. This individual, who will not travel for extended periods like other key management personnel, will be available to ensure regular attention to administrative matters.
- Financial administrative systems are now computerized. ICRW needs to expand their capacity to attract unrestricted funds and general institutional support. The current and projected fund balance is relatively slim for an organization of this size. Developing this fundraising capacity for ICRW is vital.
- ICRW staff includes nine professionals and seven persons in administrative or research support positions, and a visiting fellow. The five professional personnel working on the AID/WID Cooperative Agreement all had prior research experience. Of these five, Mayra Buvinic holds a PhD and three staff members are currently PhD candidates. Three of the five staff members had little technical assistance experience prior to joining ICRW. To more adequately meet ad hoc technical assistance needs ICRW could draw upon consultants.

- AID is by far ICRW's principal donor. Over the last three years, AID contracts, Cooperative Agreements and grants have made up 68 percent of ICRW's total revenues. Fifty-five percent of all funds have come from the AID Women In Development Office. When considering projections for 1988, a new Cooperative Agreement with the Science and Technology Bureau will result in reducing the portion of the AID/WID revenues to 27 percent of total revenue to ICRW.
- The continual support of the Ford Foundation, the increased number of foundations supporting ICRW and the volume of multi-lateral technical services contracts could be interpreted as a positive sign indicating general recognition and positive assessment of ICRW's work. An institutional strengthening grant from the Ford Foundation provided critical core support over a five year period. ICRW continues to receive a modest level of project-specific foundation grants. ICRW would like to expand their technical services to multi-lateral agencies. Six contracts were performed for the World Bank in 1987.

CHAPTER 6

OBSERVATIONS REGARDING INSTITUTIONALIZATION OF WID IN AID MISSIONS

While not explicitly required under the scope of work for this evaluation, during the course of its extensive field interviews, the Development Associates evaluation team observed a number of commonalities regarding AID's efforts to institutionalize Women in Development activities in Missions and potential requirements and opportunities for future WID related assistance. This chapter constitutes a summary of those observations.

A. Mission Awareness and Sensitivity

All six of the Missions visited perceived themselves to be performing satisfactorily under the WID mandate and, generally speaking, most Mission personnel interviewed are sensitized to WID issues. In two of the Missions, Dominican Republic and Pakistan, knowledge and awareness of WID concerns was widely pervasive. In Guatemala and Bangladesh, there appears to be a solid core of sensitized personnel and a growing interest in and awareness of WID concerns. In Zaire and Ecuador, the team found pockets of support for and interest in better integrating women in development activities.

All of the Missions endorsed the strategy of fully integrating women into projects as opposed to promoting WID objectives through separate WID activities or WID components in larger projects. Most "success stories," however, fell into the two latter categories. The notable exceptions were the Small Enterprise Development and the Low-Income Housing projects in Ecuador where women are fully integrated beneficiaries and participants.

Nobody denied the absolute value of WID, but there is substantial disagreement regarding the value of WID relative to other development priorities and regarding "how to do WID" most effectively and efficiently. As a result, concrete actions, systems and procedures lag behind awareness and sensitivity.

B. Mission Systems and Procedures

There are few examples of systems to institutionalize WID within the Missions, and those that exist are not followed consistently. All Missions have WID officers, though their approaches range from very knowledgeable, committed and energetic to passive and reactive only to AID/W reporting requirements. Several of the Missions maintained a fair sized collection of WID-related material in their libraries, though there was little evidence that such material was being used widely. Three of the Missions visited have WID committees but none of them functioned formally, regularly or with clear objectives or agendas. In some Missions, sex-disaggregated data has been collected on a few projects as a result of individual project officer initiative. In no Mission, however, is it being regularly or systematically collected or used to inform project decisions. Many of the CDSSs, Action Plans and PPs reviewed during this evaluation revealed only superficial or boilerplate incorporation of WID concerns.

In the Dominican Republic, Pakistan and Bangladesh, WID related concerns are at least usually, though not always, addressed during the project design, approval and evaluation processes. In those Missions there have also been suggestions that questions regarding progress on WID may be systematically incorporated into future periodic project reviews. Such systems are not yet in place.

Though there is reason to be optimistic regarding the "institutionalization" of WID in selected Missions, there is little reason to expect a wholesale initiation of systems unless Mission Directors and their staffs are well supported and held accountable on those efforts. Until such time as better systems and procedures are in place, people and personalities will be the critical variables affecting WID related performance.

C. Factors Influencing Mission WID Programs

Several factors common to the Missions visited, were heavily influenced how WID is or is not incorporated into USAID projects and procedures. These factors are described below.

1. Mission Director and Senior Management Commitment to WID. The Mission Director sets the tone and significantly affects how the WID officer and others approach the issue. In both Guatemala and Pakistan, the evaluation team found that new Mission Directors very quickly changed the Missions from operations not particularly supportive of WID concerns to Missions engaged in activities endeavoring to promote women's participation in Mission programs and projects. The new Director in Pakistan has explicitly stated his support for WID in writing. In both Missions, personnel are pursuing WID objectives, admittedly as much to please the boss as to achieve more substantive development objectives. There is room for optimism that systems will be developed to better institutionalize WID in both Missions.

To a lesser degree, supportive senior management officers with portfolio-wide responsibilities, such as the Program or Project Development Officers, can have substantial influence even without exceptionally strong or explicit support from the Mission Director. That situation was found in Bangladesh.

On the negative side, just as changes to supportive Directors or senior Mission personnel can have a positive influence on Mission WID programs, new, less supportive senior officers could result in an explicit or de facto deemphasis on WID. Such a personnel shift could also lead to staff officers giving WID a lower priority than they otherwise would.

2. The Commitment and Energy of the WID Officer. All Missions have WID Officers, but they approach their jobs with various degrees of knowledge, commitment, energy and work loads. As examples, the prior WID Officer in Bangladesh as well as the current WID Officer in the Dominican Republic approached their tasks with zeal and perseverance despite heavy work responsibilities in other areas. Those officers were largely responsible for heightening awareness in Mission personnel and assuring that WID issues were addressed during project design, reviews and evaluations. They also promoted ICRW's involvement in the Missions and ensured effective follow-through. While the WID officers have very different operating styles, both have been effective.

By contrast, the evaluation team noted two examples where opportunities to positively influence WID concerns in the Mission were overlooked due to unenthusiastic WID Officers. In both those Missions, the WID Officer was not a WID advocate, provided no support or guidance on WID issues, served no monitoring or oversight function and did not circulate WID related information. They did respond to AID/W requests for information on WID issues. Most Mission staff did not even know who served as WID Officer in the two Missions.

3. Undefined Roles for WID Officers and Committees. All Missions are required to have WID Officers but they are given virtually free rein regarding WID Officer selection and responsibilities. Technically, there were WID committees in three of the countries visited but they were not meeting regularly and had no formal responsibilities. Other Missions had no committees and they are not required to by AID. New WID Officers receive no training, guidance, materials or orientation to their roles. There is no clear understanding of the objectives and responsibilities of WID Officers regarding WID advocacy, project design, implementation and evaluation, support on WID for technical offices, project approvals, and reviews.

In those Missions where senior management has indicated that a WID Officer should not serve a "watchdog function," WID issues are not being regularly addressed. On the basis of this evaluation it appears that a functional and effective WID Officer must at least: a) have cross sectoral/program wide responsibilities; b) assure that PIDs, PPs and broader Mission planning documents adequately address WID concerns; c) serve as a resource base for other Mission technical offices; and d) be active and an advocate rather than passive and only responsive. The evaluation team encountered WID Officers who were interested, knowledgeable, influential and well placed. Others were well qualified but had little role in decision making. Still others had clout but competing responsibilities overwhelmed their WID roles.

4. Workloads and Competing Priorities. This factor was an issue in every Mission. It seemed to effect WID activities in only one direction, negatively. Missions consistently note that they are being forced to do

more with less. This increasingly leads Missions towards a management by crisis style. In such an environment, WID concerns seem unable to compete favorably with other priorities. Even among officers who are supportive of WID efforts, WID issues are relegated to the "I'll get to it as quickly as I can" pile and overrun by design obligations and contractual deadlines. Because WID issues seldom stop the programming and project process, Missions are allowed considerable discretion about whether or how they are addressed.

5. Changing Mission Portfolios. In an effort to comply with management and political requirements and emphasize the need for macro economic policy reforms, many Missions are moving towards fewer and larger projects, add-ons to existing activities, sectoral and Non-Project Assistance (NPA) programs. It is more difficult to incorporate WID concerns into on-going activities and multimillion dollar sector support, CIP and construction projects. These frequently do not have a human scale and provide few obvious targets for WID. Such trends appear to be reducing the traditional opportunities for incorporating WID into new projects. At the same time, if AID can develop new and imaginative responses, this trend may open up new opportunities for addressing WID in non-traditional ways through greater use of policy dialogue and progress benchmarks.
6. Accountability on WID Performance. There are few incentives promoting or sanctions enforcing satisfactory individual or overall Mission performance on WID. Despite PPC/WID's ten year effort to institutionalize WID in Missions, in most instances WID is still on the periphery. In a few of the Missions visited, individuals deemphasized the fact that they had WID related responsibilities because they perceived the WID assignment as adversely affecting their careers. In no Mission was performance on WID concerns perceived as an important element of the Performance Evaluation Report.

AID is a hierarchical organization which responds better to directives through established lines of authority rather than to substantive arguments of a policy office. A few Missions explicitly noted that they are under no

pressure to perform on WID so long as WID responsibilities are limited to the purview of the PPC Bureau. AID might enhance WID performance at the Mission level by further exploring ways to build in accountability along the traditional lines of authority within Regional Bureaus.

7. Use of Gender-Disaggregated Data. Virtually all officers interviewed agreed that better information on women's roles and responsibilities is a necessary pre-condition to women's increased economic participation. Yet, with few project-specific exceptions, the evaluation team found that gender-disaggregated data is not being collected for Mission background studies (such as CDSs), project designs or project monitoring and evaluations. Gender disaggregated data is perceived as something that would be nice to have but, there is a general lack of understanding about what it is, its value, how it can be efficiently collected and how it should be used.

Most Missions mentioned an interest in learning more about collecting such data and willingness to participate in workshops and training on its use. Two officers who had attended the recent Gender Resources Workshop in Nairobi were disappointed that they did not learn more of the practical implications of gender-disaggregated data. Though consultants can be used to provide guidance, recommendations on collection or use of gender disaggregated data will continue to be ineffective in the absence of greater knowledge on these issues in AID.

8. Funding for WID Related Studies and Technical Assistance. Just as staff resources are limited in most Missions, so too are financial resources. Just as WID has a hard time competing against crisis activities, it has a hard time competing with other demands for Project Design & Support (PD&S) funding. Several WID Officers at both the Mission and regional levels noted that they are handicapped in addressing WID because they lack resources to fund studies, travel, collect data, disseminate documents, etc. In many cases, partial central funding of WID related activities has been critical to those activities being undertaken at all. Ways might be explored to provide additional funding directly to Regional Bureaus or Missions for WID related work.

Interestingly, from the Development Associates evaluation team's experience, having or not having a specific WID strategy does not seem to be an important variable influencing Mission performance. A strategy seems to be more a manifestation of the interest and commitment that contributes towards progress on WID activities rather than a direct cause of that progress. Similarly, a "successful" WID project does not necessarily translate into demand to expand upon that success. In Ecuador, ICRW has had two successful interventions in Small Enterprise and Low-Income Housing (financed outside the Cooperative Agreement) which have had no discernable spillover effect. In Bangladesh on the other hand, positive experiences on the Female Scholarship and Women's Enterprise Development Projects have encouraged the Mission to pursue and expand those activities and more effectively incorporate women into other projects.

D. AID/W Regional Bureaus and PPC/WID

There have been several recent developments in AID/W that bode well for future WID activities. As a result of recent personnel changes, the AID Administrator and all Regional Assistant Administrators are reportedly WID supporters. Each bureau has a WID officer appropriately placed for that bureau. In the Latin America Bureau, the Gender Handbook has been prepared, widely distributed and well received. Training of Mission personnel, using the Manual as a guide, is proceeding on schedule. Communications between the LAC Regional WID Officer and the LAC Missions is the best of the Missions visited.

The Asia and Near East Bureau has recently formed a WID Task Force composed of high level office representatives to develop a strategy for improving the implementation of AID's WID Policy in the region. Two to four countries will soon be targeted to improve Mission awareness and capability for dealing with WID issues in program planning and project design and evaluation efforts. These actions are being closely coordinated with the AA/ANE and with PPC/WID.

The Africa Bureau has recently approved and communicated, to all Missions in Africa, its WID Action Plan "to improve the integration of WID concerns into its programs". The Plan focuses on: sensitization and staff training; program development; research, monitoring and evaluation and new program initiatives. It incorporates such specific actions as:

- a. mandating that references to WID concerns are included in all CDSS and Action Plan guidance;
- b. better dissemination of WID literature;
- c. establishing a Working Group; and,
- d. implementation of a WID related research agenda.

The naming of an AFR Office Director as Regional WID Officer, and the holding of a Gender Resources workshop in September 1987 are further evidence of increased Africa Bureau commitment to WID.

A common theme echoed by every Mission visited is that PPC/WID might more effectively promote women's concerns by playing a more operational and visible role. All Missions believe that communications between them and PPC/WID should be greatly strengthened. The WID officers in Missions visited in Asia and Africa did not know who their PPC/WID backstop officer was and they did not feel that PPC/WID understands the environment within which the Missions operate. None of the people interviewed remembered a PPC/WID officer ever visiting the Mission. The prevailing perception is that PPC/WID contacts the USAIDs only to request reporting information. (The Development Associates evaluation team is aware of recent cables summarizing services available to the Missions through PPC/WID, but that is not the Missions' perception).

While the Missions will continue to take their directives from the Regional Bureaus, they do believe that PPC/WID can perform a necessary and useful function. Generally, the USAIDs would like PPC/WID to be more helpful and supportive. The requests for support included: more information on positive (and negative) WID activities, the range of WID related resources available to the Missions, a list of other WID officers in the region to facilitate communication with them; more practical tools and guidance about "how to do WID"; and continued financial support for WID related training and technical assistance.

E. Follow-on WID Activities

Most of the Missions visited will have a modest ongoing need for WID related technical services. Except for a few specific examples, however, such as the

training workshop in the Dominican Republic, none of the Missions expressed a commitment to or urgency for such services and the list below should be considered as illustrative only.

TABLE 3.2

POTENTIAL DEMAND FOR FUTURE WID-RELATED TECHNICAL SERVICES

<u>Country</u>	<u>Type of Technical Assistance</u>
1. Bangladesh	<ul style="list-style-type: none"> - Information/document dissemination - Implementation plan reviews - Local NGO training/workshops - USAID workshops - Research on host country policies inhibiting women's employment - Design of expanded female education - Project interventions specifically related to WEDP or MIDAS - Training on use of gender data
2. Dominican Republic	<ul style="list-style-type: none"> - Information/document dissemination - WID experience in other countries - USAID training workshop
3. Ecuador	<ul style="list-style-type: none"> - Information/document dissemination - USAID training workshop - Background studies for new CDSS
4. Guatemala	<ul style="list-style-type: none"> - Information document dissemination - WID experience in other countries - Development of gender data base
5. Pakistan	<ul style="list-style-type: none"> - Local NGO training workshops - Gender data training - Research/survey methodologies - Follow-on assistance for SDF and/or TADP - Enhancement of female education activities
6. Zaire	<ul style="list-style-type: none"> - USAID training workshop - Development of women's extension component in Central Shaba Project - Background studies for new CDSS or for Private Sector Support/Small Projects Umbrella/Agricultural Research, Outreach and Extension. - Follow-on Assistance for Area Food Production and Marketing Development Project

Note: Other activities are pending in two low countries: Mali and Yemen.

A few things are worth noting regarding the above list. First of all, in every case where Mission training was discussed, the Missions stressed how little time the staff has and that any such training would have to be well prepared and sensitive to their specific country's context and Mission development priorities.

Second ICRW was discussed as only one source of such services. Some Missions had effectively used alternative sources of assistance. In Bangladesh, the ex-Ambassador's wife prepared a background document which raised the legitimacy and visibility of WID concerns in the Mission. An individual contractor developed the WID strategy for the Dominican Republic and many Missions are making a concerted effort to make better use of local expertise. Missions generally want to know more about the capabilities and experience of the range of WID-related services available to them. Most did mention, however, that the responsive contracting mechanism and financial assistance available under the Cooperative Agreement were very influential in a) seeking WID related services at all and b) utilizing ICRW.

Until such time as more Missions are either sensitized to WID or mandated to better address WID concerns, no more than a modest demand for WID related services can be expected. From the Missions' perspective, neither ICRW nor PPC/WID is doing an effective job either of advising the Missions of the services available to them or of marketing those services. The evaluation team believes that both ICRW and PPC/WID could do a better job of utilizing the experience gained under this Cooperative Agreement, and from other sources, and applying that experience to more widely disseminated material which could, at the same time, serve "how-to," advocacy and promotional functions.

Summary of Findings

- How WID concerns are addressed is a function of several variables including the commitment of the Mission Director and Senior Management, the commitment of the WID Officer, definition of WID related roles and responsibilities; workloads, changing portfolios, accountability, use of gender-disaggregated data and funding.

- While there is a general awareness and sensitivity to WID issues and concerns, the degree of commitment to WID varies tremendously from Mission to Mission and among individuals within Missions.
- Virtually no systems are in place in Missions to reasonably assure that women's concerns are addressed on a sustainable basis and independent of individuals' commitment to address them. Until such systems are in place and operationally independent, PPC/WID, the Regional Bureaus and service providers such as ICRW will be critical to providing the information, networking and technical support Missions will need.
- More direct support and involvement of Regional Bureaus is needed and some increase in that support and involvement seems to be taking place.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

The AID "Women in Development" policy adopted in October 1982, establishes a mandate to integrate women's concerns within AID's programs. The policy emphasizes that "overall responsibility for implementation of this policy rests with all of AID's offices and bureaus, in all AID programs and projects." Nevertheless, the Women in Development Office of the PPC Bureau (PPC/WID) serves as a focal point to promote and support institution-wide efforts. Through a Cooperative Agreement, signed in April 1985, ICRW has been an important partner to PPC/WID in recent years in implementing the agency-wide policy.

In September 1987, PPC/WID contracted for an evaluation of the ICRW Cooperative Agreement with Development Associates. The evaluation conducted through Washington-based interviews, document reviews and field visits to six AID Missions focused on the performance of ICRW, the impact of ICRW services on achieving the broader goal of institutionalizing WID concerns within AID, and on elements within the overall AID system which can contribute to or inhibit achieving this broader goal. In order to affect sustainable integration of women in development concerns within AID programs and projects or to institutionalize WID within AID, the evaluation team believes that three levels must be influenced:

- People, within AID must demonstrate sensitivity to women's concerns and awareness of how women's integration can contribute to development goals;
- Projects must effectively integrate women in their design, implementation and evaluation; and
- Procedures must be in place to ensure the regular consideration of women's concerns within the overall systems and processes used by AID to promote development.

Conclusions and recommendations derived through this evaluation are presented below. The first set of conclusions pertain to the performance of ICRW and the Cooperative Agreement. These are followed by conclusions and recommendations

pertaining to PPC/WID's broader goal of institutionalizing WID within AID.

It should be noted that the goal of institutionalizing WID concerns within the Agency is a responsibility of PPC/WID and was not explicitly cited in the ICRW Cooperative Agreement. Thus, while a central and appropriate aspect of the evaluation, ICRW believes with justification that responsibilities in this regard are beyond their terms of reference as set forth in the Cooperative Agreement.

A. Conclusions Regarding ICRW Performance and the Cooperative Agreement

Presented below are seven major conclusions regarding ICRW as an institution, the performance of the first two years of the Cooperative Agreement with PPC/WID, and recommendations regarding the Cooperative Agreement's final year. It was decided not to include a number of detailed recommendations flowing from previous chapters because the evaluation team believes there should be a shift away from the provision of project specific training and technical assistance and that the Cooperative Agreement should not continue beyond its planned termination date of November 1988. Recommendations regarding that shift in focus are included in the second section of this chapter.

1. ICRW is a small, well managed technical service provider, with particular strengths in defining gender issues, elaborating sex-disaggregated data, and contributing design suggestions on the basis of primary and secondary data analysis.

Over the last five years, ICRW has taken important steps to strengthen their Board of Directors, financial management and administrative systems. A recently contracted management consultant team has provided ICRW with solid recommendations for improved management systems, some of which have already been implemented. ICRW has also recognized the need to expand the size of their staff and to increase the use of consultants. Once addressed, this will enable them to overcome staffing constraints and to more flexibly respond to the increased demand for services. By bolstering these key aspects of institutional capacity, ICRW is laying the groundwork for their future growth. Principal challenges facing the organization include the need to diversify funding sources and to raise unrestricted funds.

ICRW is well respected by the international donor community, private foundations and by other Women In Development organizations. AID Missions, AID/Washington Bureaus and other donors have praised ICRW's technical capacity in defining gender issues, elaborating sex-disaggregated data and in contributing design recommendations on the basis of primary and secondary data collection and analysis.

2. ICRW's field services and Washington-based activities, in almost all instances, were well executed.

ICRW received particularly favorable reviews from AID Missions for their field-based technical assistance. Mission assessments were, in most cases, very positive with respect to the ICRW personnel's qualifications, professionalism, and cross-cultural skills and their ability to complete their assignments in a timely manner. The only concerns expressed pertain to timeliness of services which in turn may be explained by the competing demands on a limited number of staff. Reports were assessed as well written and recommendations generally were considered to be sound and implementable. Since field-based technical assistance was the principle means used by ICRW to accomplish the goals of the Cooperative Agreement, the positive assessment of their field assistance is no small accomplishment.

ICRW's performance of Washington-based activities (e.g., preparation of issues papers, sectoral papers, seminars) was assessed as satisfactory to well implemented. ICRW conducted desk reviews of Mission planning and project documents and developed "issues papers" for the AID review process. The issues papers were prepared on a timely basis, usually in one to three days, and were rated as generally sound technically, though rarely innovative or profound given the short turn around time. Since AID's internal review process diluted the effect of ICRW's work, the evaluation team doubts the usefulness of ICRW's participation in desk reviews.

3. For reasons not clear but acceptable to both AID and ICRW, ICRW did not implement the methodology for project-specific technical assistance as set forth in the Cooperative Agreement or their original proposal to AID.

Even though the services provided were well executed, ICRW did not implement the methodology for project-specific technical assistance outlined in their Cooperative Agreement Proposal and reflected in the Cooperative Agreement as signed. While pieces of this methodology were employed, this was not utilized in a coherent and consistent manner. Needs assessments were not uniformly conducted, country workplans were rarely defined, Mission training and sensitization did not parallel the technical assistance interventions, and the same projects which received design assistance tended not to be the ones to benefit from on-going implementation and evaluation assistance. PPC/WID provided little feedback to ICRW, and written Action Plans and Progress Reports included little reference to this lack of follow-through. PPC/WID recognizes that this methodology was not fully employed but believes that the services as provided were effective at meeting Mission needs. Reasons why this coherent methodology was not adopted can be attributed to a range of factors including: unrealistic assumptions about Mission planning methods, short timetables for project design and implementation, lower than anticipated demand for the services offered, and project management preferences of PPC/WID and of ICRW.

Conclusions and recommendations from an earlier ICRW evaluation had pointed to the minimal impact of short-term technical assistance as it was then provided. Those recommendations may have influenced the methodology presented by ICRW in their proposal for the current Cooperative Agreement. In retrospect, however, the nature and services provided by ICRW under the existing Cooperative Agreement were not significantly different than those performed under their earlier contract with the Science and Technology Bureau nor was the impact significantly different from earlier efforts.

4. The impact of ICRW's short-term project-specific technical assistance on the institutionalization of WID activities within AID was minimal due to the lack of follow-through by Missions and the failure to achieve 'spill-over' effects on broader Mission policies and procedures.

On the basis of visits to six of the ten countries which received assistance under this Agreement, the impact of short-term project-specific technical

assistance on the institutionalization of WID activities within AID was minimal. In a number of instances, specific projects and individuals have been influenced by the ICRW interventions. However, there is little evidence to link the short term (1-4 weeks) interventions with the broader goals of institutionalization. Short term technical services aimed at Mission-wide portfolio reviews or WID strategy development had a broader impact, particularly on heightening awareness of WID issues in the Missions, but fell short of institutionalizing new Mission systems or procedures. The evaluation team concludes that short-term technical assistance can be an effective intervention, but only when steps are taken to ensure effective institutionalization and follow-through with recommendations.

Project-specific TA, however, even when conducted successfully and in the context of long-term relationships, will have little spill-over effects unless specific efforts are made to discuss and disseminate that experience with the rest of the Mission. Such TA may have a very important impact on specific projects. However, given the limited resources available, in the absence of broader efforts toward institutionalization, the nature of project-specific TA suggests that it may not be the most cost effective means of influencing the institutionalization of women's concerns in AID's 72 Missions around the world.

5. There have been insufficient efforts to disseminate project-specific experience gained through the ICRW Cooperative Agreement.

Though the provisions of the Cooperative Agreement with respect to educational and informational activities were technically satisfied and the products (e.g., sectoral papers, seminars, briefings) adequately prepared, full value has not been obtained for the work performed. This is because sector papers have not been widely disseminated, only one seminar and a 'brown bag' lunch have been conducted, and briefings have been scheduled rarely. To enhance the dissemination of valuable lessons derived through project-specific technical assistance, increased educational and informational activities are necessary. PPC/WID and ICRW should have sought greater 'spill-over' effects from individual project-specific technical assistance throughout Missions and AID/Washington in addition to the broader international donor community.

6. A Cooperative Agreement was not the optimal mechanism for the provision of the type of technical assistance provided by ICRW.

The Cooperative Agreement became a mechanism for accomplishing apparently ad-hoc technical assistance to AID Missions, rather than the methodology originally proposed. On the one hand, ICRW has made every effort to be responsive to the requests of PPC/WID and the AID Missions in providing services. On the other hand, the use of a Cooperative Agreement contracting instrument would have normally implied a more discrete programmatic agenda promoted by ICRW with the 'substantive involvement' of PPC/WID. An examination of Cooperative Agreement activities suggests that ICRW's emphasis on 'responsiveness' may have hindered their ability to plan and implement the program as originally intended.

The responsiveness which was more appropriate for a contract than a Cooperative Agreement, reflected the mutual interpretation of the Agreement by PPC/WID and ICRW. In the day-to-day implementation of the Cooperative Agreement, PPC/WID frequently served as the gatekeeper to communications between ICRW and the Missions and AID/W. PPC/WID, as part of its efforts to be responsive to the requirements of AID/Washington and the USAIDs around the world, has called upon ICRW to respond to apparently ad-hoc requests for technical support.

7. The ICRW Cooperative Agreement during its final year is appropriately focused on interventions influencing Mission portfolios and enhancing the capabilities of Mission and AID/W personnel, in addition to continuing project specific TA.

The 1987 modifications to the Cooperative Agreement reoriented activities toward field technical assistance which influence the entire Mission portfolio, and placed greater emphasis on information dissemination and training activities. These modifications are consistent with the evaluation findings regarding areas of potentially greatest impact, while recognizing the need to continue providing some project-level technical assistance, both to honor existing commitments and to be responsive to legitimate Mission needs.

RECOMMENDATION: During Year III of the existing ICRW Cooperative Agreement priority should be given to:

- Technical assistance which impacts on a Mission's entire portfolio, such as:
 - portfolio reviews;
 - Mission planning documents such as CDSS, Action Plans and sector strategies;
 - the provision of hands-on training which prepares Project Officers to collect and utilize gender-specific data;
- Wide-spread and active dissemination of project-specific lessons-learned including the distribution of:
 - sectoral papers prepared in conjunction with this Cooperative Agreement;
 - other "how-to" and resource materials documenting the success and failure of projects elsewhere;
 - information provided in a timely manner to officers developing Action Plans or Sector Strategies for their incorporation; and
- Carefully selected project-specific TA coupled with specific efforts to discuss and disseminate experience.

• Conclusions Regarding Institutionalization of WID Activities Within AID

In addition to assessing the implementation of the Cooperative Agreement, the evaluation team was asked to consider the context in which the agreement exists and then to offer insights or suggestions which pertain to institutionalizing WID within the Agency. Thus, the conclusions and recommendations which follow extend beyond ICRW and its current relationships with PPC/WID. The first such conclusion is rather global in scope, but it is critical to institutionalization of the Agency's WID Policy and to setting reasonable expectations for PPC/WID and its agent organizations in the future. Those which follow address more specifically actions which PPC/WID should consider taking.

1. AID's Women In Development Policy is not being implemented fully or vigorously, and there is little enthusiasm and few incentives for doing so. Without meaningful Agency-wide acceptance of responsibility for implementation of this policy, the efforts of PPC/WID and its agents in support of the policy will be marginally useful at best.

With several notable exceptions, the attitude of personnel within AID's Bureaus and Missions with respect to WID issues is one of tolerant

indifference. Lip-service is given to the importance of women's roles in development, but the prevailing view is that the WID Policy reflects the Agency's reaction to special interest politics, not a serious concern for development or the fostering of U.S. interests overseas. Clearly, some key individuals within the Agency's Bureaus and Missions include WID among their priority concerns, and their doing so makes a discernible difference. However, there are no effective institutional pressures or incentives supporting WID policy implementation, and the commitment of even the most supportive administrators and managers is constantly being eroded by more pressing demands.

RECOMMENDATION: The Agency should reiterate its commitment to implementation of the Agency's WID Policy and direct resources toward developing and installing straightforward and efficient mechanisms to ensure the policy is carried out. One such mechanism might be to give PPC/WID authority to require adequate application of gender related data and the meaningful integration of WID concerns in the preparation of CDSSs, PIDs and PPs.

2. Given the lack of regularized systems and procedures, the initiative and interest of individuals has been the most significant variable influencing the degree to which WID concerns are incorporated within AID programs and projects.

Nearly all persons interviewed commented on their awareness of the AID Women In Development Policy Paper and perceived that they were attempting to apply the policy within their programs and projects. However, closer examination revealed that the extent of Mission leadership support for the policy varied and that there were few regular processes and systems in-place to ensure the follow-through of the policy. In the absence of such systems, the effective implementation of policy rests on the initiative and interest of individuals. In the six countries visited, people and personalities proved to be the most significant variable influencing the extent and seriousness with which WID concerns were dealt. It was also clear in those Missions that, for the most part, advocates of WID concerns received little encouragement and support and that they were appreciative of recognition and reinforcement from others within the Mission and AID/W.

RECOMMENDATION: Steps should be taken to identify and reinforce individuals within AID Missions who demonstrate interest and initiative regarding WID concerns.

More specifically, PPC/WID should:

- Identify individuals who have demonstrated interest or have already taken steps to incorporate WID concerns within their projects and programs by establishing an informal network across Missions;
- Circulate up-to-date literature on WID successes and failures; and
- Send interested officers advance, or even draft copies of training materials or sectoral papers prior to their finalization in order to keep Missions thoroughly informed.

3. Mission leadership support significantly bolsters commitment to WID initiatives.

In three of the six Missions visited, Mission leaders were exceptionally supportive of WID endeavors. Mission leadership, while ultimately resting in the position of Mission Director, also included the Deputy Mission Director, Program Officer and Chief of the Projects Office. Mission leadership reflected priorities they perceived to emanate from the Administrator's and Assistant Administrator's (AAs) Offices. Currently, all three Bureaus are headed by Assistant Administrators who have expressed their support for the active involvement of women within AID programs and projects. This top level support is vital to engender the commitment and support for the institutionalization of WID.

In those Missions, where Mission leadership promoted WID concerns, the priorities and emphases on WID were better recognized. The desire of staff to be acknowledged by Mission leadership for their efforts to support WID proved to be a powerful incentive. Where Mission leaders' interest in WID efforts was minimal, there appeared to be less active promotion of WID concerns.

RECOMMENDATION: In tandem with Agency-wide efforts, PPC/WID should actively elicit the interest and support of Mission leadership, thereby promoting Mission-level commitment to the AID Women in Development Policy.

PPC/WID should:

- Work with the Assistant Administrators' offices to develop an explicit statement in support of the WID policy, including guidelines on how Missions could best exercise this policy;
 - Target information and educational materials specifically for the Mission leadership level. Examples include preparation of briefing materials for Mission leadership and conducting executive sessions that would concentrate on policy level and broader purpose-level issues, as distinct from "how to" training targeted to Project Officers; and
 - Schedule WID discussions during Mission Director conferences to encourage 'peer exchanges' on how WID activities can contribute toward overall AID program impact in a developing country.
4. Follow-through on WID related issues by Missions is a principal constraint on the impact of WID interventions. Missions and AID/W seek more leadership and resources from PPC/WID in this regard.

Top level Mission commitment must be coupled with specific, concrete means to foster follow-through of WID objectives at the operational levels. Mission personnel supportive of WID concerns indicated repeatedly that they felt they needed assistance in integrating WID concerns in Mission projects and systems following ICRW's recommendations.

Ultimately, once the Agency had adopted a firm commitment to its Women in Development Policy, it is PPC/WID's role to provide leadership to the Agency's implementation of the institutionalization of WID. Neither ICRW nor other outside service providers can assume the leadership within AID needed to bring about institutional change. Outside organizations can provide valuable resources and assist PPC/WID to better accomplish AID's broader goals. However, ICRW's role has been limited, as should be the role of any outside service provider.

RECOMMENDATION: To foster follow-through of WID Objectives, PPC/WID should work with appropriate Offices and Bureaus to introduce specific measures to:

- Introduce clear, simple and specific requirements within Handbook 3, thereby influencing the standard procedures for project design, review and evaluation;
- Provide hands-on training in the use of gender-specific data;
- Provide additional information and documentation on projects which successfully incorporate women;

- Actively solicit the recommendations and requirements of Project Officers so that tools provided meet the needs of those expected to carry-out the AID policy;
 - Review Mission planning documents with an eye for specific proposed activities which could benefit from the experience of others;
 - Make available centrally funded assistance; and
 - Provide additional funding directly to Regional Bureaus or Missions for WID related work.
5. The network of WID Officers based in the Bureaus and the AID Missions is a valuable resource which is currently underutilized.

The WID Policy establishes a network of support throughout the AID system that PPC/WID could call upon to promote the institutionalization of WID. Given existing lines of authority, Bureau WID Officers are responsible for coordinating efforts in tandem with Bureau priorities. They can seek the support of Bureau leadership needed for effective commitment and follow-through in Washington and in the field. Yet, communication and coordination channels between PPC/WID and the Regional Bureau WID Officers have not been fully utilized. Communication among the different Bureau WID Officers is sparse, and the Bureau WID Officers are not fully informed of what each other is doing to support the WID Policy. In effect, Mission and Bureau WID officers form a potentially important network within the existing AID system. Yet, currently, they do not have a common set of objectives or receive any regular guidance which would enable them to do their jobs more effectively.

RECOMMENDATION: In cooperation with the Regional Bureaus, PPC/WID should seek means to better capitalize on existing lines of authority and the network of Bureau WID Officers and Mission WID Officers for achieving WID objectives. Specifically, PPC/WID should:

- Suggest a list of expected functions and objectives for WID officers.
- Prepare and disseminate a packet of training and orientation materials for newly appointed WID officers;
- Circulate the names of WID officers, highlighting key projects and initiatives adopted by individual WID officers; and
- Call upon WID Officers to facilitate the follow-through of WID initiatives in AID/Washington and in the Mission.

5. A Cooperative Agreement is not the appropriate mechanism for the provision of technical services designed to institutionalize AID's WID policy.

In 1984, a cooperative agreement was selected by AID as the appropriate mechanism for the provision of WID-related project-specific training and technical assistance. In retrospect, this was a reasonable decision, and from a narrow perspective the results have been consistent with what was expected and desired. However, it is also clear that the results have not contributed very much to achieving the long-term purpose of institutionalizing AID's Women in Development Policy throughout the Agency.

Although PPC/WID and ICRW share a common goal and many objectives, their institutional missions and contexts are quite different. The primary responsibility of PPC/WID is to foster the implementation of AID's Women in Development Policy within the Agency. ICRW, on the other hand, is primarily a research and technical services organization focused on enhancing the productive roles of women in developing countries. While the purposes and objectives of the two organizations are compatible, they are not the same. Thus, while the two shared the common objective of providing AID Missions project-specific assistance, the underlying purposes were different, and over time, the implications of these differences have become clearer. Although ICRW has made serious efforts to be responsive to the project specific needs of AID Missions and PPC/WID, it has never considered its charge under the Cooperative Agreement to include being a proactive instrument of the institutionalization of WID. While it is appropriate for PPC/WID to seek outside assistance in its efforts to institutionalize the WID policy, such assistance should be provided through precisely defined and monitored contracts rather than the more loosely structured cooperative agreement mechanism.

RECOMMENDATION: PPC/WID should seek outside assistance through precisely defined and monitored contracts in its efforts to institutionalize AID's WID policy.

7. Subsidized assistance coupled with ease of administrative access significantly contributes to Mission willingness to utilize a WID technical services provider. Nevertheless, Missions seek more direct control over service providers.

AID Missions visited by the evaluation team uniformly commented that the availability of centrally funded services coupled with the administrative ease of accessing the Cooperative Agreement contributed significantly to their willingness to utilize the services of ICRW. There is reason to doubt that if these services required full Mission financing that the Missions would be willing to use the services of an organization focused on WID concerns. Even though the original methodology involving greater emphasis on educational activity was not fully developed, the Cooperative Agreement mechanism appeared to stimulate modest Mission interest and use of WID specific technical services. Typically, services provided under the ICRW Cooperative Agreement paralleled those provided under contracts such as Indefinite Quantity Contracts. On the other hand, Missions reported that their lack of full control over the technical assistance provider and the shared accountability of the provider with AID/Washington was less than fully desirable.

On the basis of discussion with the Contracts Office, AID Missions and PPC/WID, the evaluation team concludes that there may be several alternative contracting arrangements which could appropriately meet PPC/WID's needs. One option to consider may be the relatively new contracting mechanism, commonly referred to as a "Mission Buy-in" contract. In this contract form, core funding would be provided by PPC/WID to finance research, education, promotion, and dissemination activities while partially offsetting the cost of field services. The bulk of field activities, however, would be financed through Mission buy-ins.

A contract, such as a Mission buy-in format, or other formats to be identified, could provide PPC/WID with the technical services they would require to meet the diverse needs of a project similar to the existing Cooperative Agreement. This would allow PPC/WID more direct control over

the activities conducted through core funding. Core funding could provide the source of subsidy which may be essential to encourage Mission participation. Ultimately, however, Mission buy-ins would allow the Missions to delineate more explicit scopes of work and to outline the expected outcomes and deliverables from field technical assistance.

RECOMMENDATION: PPC/WID should develop a contract mechanism which will provide certain centrally funded technical services to Missions. Centrally funded services should include:

- Assistance to Missions in developing background documents supporting CDSSs, sector strategies, and other Mission program planning documents;
- Training and hands-on assistance in the collection and use of gender specific data; and
- Portfolio reviews and selected project specific technical assistance coupled with a program of dissemination and education based on lessons learned.

A mechanism should also be developed (if possible the same mechanism) to provide Mission's easy access to WID related services they define and fund.

Finally, it must be recognized that there exists a tension between the objectives and mode of operation of PPC/WID with those of AID Missions. As a single issue office, PPC/WID aims to promote the AID Women in Development Policy. The Missions, on the other hand, encounter competing priorities for their staff time and resources. This tension is manifested in the Mission's ambivalent attitudes toward centrally funded, supply-driven projects such as this Cooperative Agreement, as opposed to activities they generate, fund and control.

A number of Agency wide trends have further exacerbated these traditional tensions. Decreasing staff size, tight budgets, and moves toward a focus on programs and policy rather than projects have worked counter to AID's efforts to directly involve women. Within this environment of scarce resources, Missions must balance priorities among special interests (e.g., WID, human rights, etc.) while satisfactorily meeting program and project performance targets. Daily crises must be resolved at the same time that long-term initiatives are pursued. Thus, an effective strategy to enhance the institutionalization of WID within AID must fully acknowledge and address the inherent tensions within the AID system.

It is also important to recognize that AID Missions demonstrate different levels of receptivity to integrating women's concerns within their programs and projects. Efforts to promote the institutionalization of WID activities within AID have tended to discuss strategies which assume homogeneity among the AID Missions and assume that one methodology would be appropriate for all. However, there are significantly different levels of receptivity to WID concerns among AID Missions. The Development Associates evaluation team believes that among the factors which influence the institutionalization of WID within a Mission, four may be considered critical:

- The extent of Mission leadership commitment;
- The effectiveness of the WID officer;
- The project or policy focus of the portfolio; and
- The general level of awareness of Mission personnel toward WID concerns.

Missions which are rated favorably in terms of these indicators would have the greatest likelihood of receptivity to introducing WID activities. Some Missions would likely be considered moderately receptive, and others less so.

Thus, when developing its strategy on how to best promote the institutionalization of WID activities within AID, PPC/WID should not only consider inherent tensions within the AID system but also differentiate among Missions on the basis of levels of receptivity to WID in order to effectively guide the efforts of WID assistance in a targeted and focussed manner. Ultimately, however, PPC/WID's strategy can only attain its intended impact within a context in which the Agency's Offices and Bureaus have fully accepted their responsibility to implement the Agency's Women in Development Policy.

Summary of Findings

Conclusions and recommendations are summarized in the following Tables 7.1 and 7.2.

TABLE 7.1

CONCLUSIONS ON ICRW COOPERATIVE AGREEMENT YEAR I-II
RECOMMENDATIONS FOR COOPERATIVE AGREEMENT YEAR III

<u>CONCLUSIONS ON ICRW CA</u> <u>YEAR I-II</u>	<u>RECOMMENDATIONS FOR ICRW CA</u> <u>YEAR III</u>
<ol style="list-style-type: none">1. ICRW is a small, well managed technical service provider. ICRW's strengths lie in defining gender issues, elaborating sex disaggregated data and utilizing these in incorporating WID concerns in project design, implementation and evaluations.2. ICRW's field services and Washington-based activities in almost all instances were well executed.3. For reasons not clear but acceptable to AID and ICRW, ICRW did not implement the methodology for project-specific TA as set forth in the Cooperative Agreement or their original proposal to AID.4. The impact of ICRW's short term project-specific TA on the institutionalization of WID activities within AID was minimal due to lack of follow through by Missions and the failure to achieve 'spill-over effects' on broader Mission policies and procedures.5. There have been insufficient efforts to disseminate project-specific experience gained through the ICRW Cooperative Agreement.6. A Cooperative Agreement was not the appropriate mechanism for the provision of the type of TA provided by ICRW.7. The ICRW Cooperative Agreement during its final year is appropriately focused on interventions influencing Mission portfolios and enhancing the capabilities of Mission and AID/W personnel, in addition to continuing project specific TA.	<p>During Year III of the existing ICRW Cooperative Agreement priority should be given to:</p> <ul style="list-style-type: none">• Technical assistance which impacts on a Mission's entire portfolio such as portfolio reviews and provision of hands-on training which is expected to provide project officers with the essential information and skills needed to collect and utilize gender-specific data.• Wide-spread and active dissemination of project-specific lessons learned and sectoral papers prepared in conjunction with this Cooperative Agreement.• Carefully selected project-specific TA coupled with dissemination of field experiences.

TABLE 7.2

CONCLUSIONS AND RECOMMENDATIONS ON THE
INSTITUTIONALIZATION OF WID ACTIVITIES WITHIN AID

CONCLUSIONS	RECOMMENDATIONS
1. AID's WID policy is not being implemented fully and there is little enthusiasm and few incentives for doing so. Without Agency-wide acceptance of responsibility for implementation of this policy, the efforts of PPC/WID and its agents will be marginally useful at best.	<ul style="list-style-type: none"> ● AID should reiterate its commitment and direct resources toward developing and installing straightforward and efficient mechanisms to insure the Agency's WID policy is carried out.
2. The initiative and interest of individuals has been the most significant variable influencing the integration of WID concerns in AID programs and projects.	<ul style="list-style-type: none"> ● Establish an inter-Mission network of individuals with WID interest and initiatives. ● Disseminate information on WID successes and failures in AID and other agencies and send copies of training materials and "how to" sector papers to keep Missions thoroughly informed on progress of WID issues.
3. Mission leadership support significantly bolsters commitment to WID initiatives.	<ul style="list-style-type: none"> ● Work with Assistant Administrators offices to develop guidelines on how Missions can best exercise AID/WID policy. ● Target information, educational materials, executive sessions, and conferences at the Mission leadership level to concentrate on WID policy issues as distinct from WID training efforts targeted to Project Officers.
4. Follow-through by Missions is a principal constraint on the impact of WID interventions. Missions and AID/W seek more leadership and resources from PPC/WID.	<ul style="list-style-type: none"> ● Introduce WID requirements in AID's standard procedures for project design, implementation and evaluation. ● Provide hands-on training in the use of gender-specific data. ● Review Mission planning documents and recommend specific lessons learned from other WID activities. ● Provide central funds to Regional Bureaus and Missions for WID-related work.
5. The network of WID Officers based in the Bureau and AID Missions is a valuable resource that is currently underutilized.	<ul style="list-style-type: none"> ● Prepare an orientation packet for WID officers including clear objectives, expected functions and useful training and/or reference materials. ● Maintain an up-to-date network of WID Officers disseminating key projects and initiatives across Missions. ● Call upon WID officers to facilitate the follow through of WID initiatives in AID/Washington and in the Missions.
6. A Cooperative Agreement is not an appropriate mechanism for the provision of technical services designed to institutionalize AID's WID policy.	<ul style="list-style-type: none"> ● PPC/WID should seek outside assistance through precisely defined and monitored contracts in its efforts to institutionalize AID's WID policy.
7. Specialized assistance coupled with ease of administrative access was the attraction of the Cooperative Agreement and WID technical assistance requested by the Missions reflected services typically provided through contracts.	<ul style="list-style-type: none"> ● Future technical assistance services can best be performed through a centrally funded contract mechanism. Suggested services include assistance in: <ol style="list-style-type: none"> a) Developing CDS, sector strategies and Mission planning documents. b) Hands-on training in the use of gender-specific data. c) Portfolio reviews and project-specific IA coupled with dissemination of field experiences.

APPENDIX:
LIST OF CONTACTS

BT

LIST OF CONTACTS
(In Alphabetical Order)

I. WASHINGTON-BASED CONTACTS

A. AID/Washington

Joan Atherton
PPC/PDPR/SP

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Jack Francis
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PPC/WID

Anna Maria Long
ANE/TR/HP
ANE WID Officer

Carol Peasley
AFR/PD
AFR WID Officer

Helen Soos
AFR/PRE

Gloria Steele
AFR/TR/ARD

Joan Wolfe
Deputy Director
PPC/WID

B. International Center for Research on Women

Marguerite Berger, Staff Economist
Mayra Buvinic, Director
Sharon Camp, ICRW Board Member
Rita Gibbons, Administrative Officer
Nadine Horowitz, Staff Economist
Cecilia Jaramilla, Executive Manager
Susan Joekes, Staff Economist
Margaret Lycette, Deputy Director
Michael Profusso, Staff Anthropologist
Sarah Tinley, ICRW Board Chairperson

C. Others

Jo Albert
West Africa Projects Division
The World Bank

Arvonne Fraser
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Michele Heisler
The Ford Foundation

Katrine Saito
East Africa, WID
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II. COUNTRY VISIT CONTACTS

A. BANGLADESH

USAID/Bangladesh

- Priscilla M. Boughton
Mission Director
- Kay Calavan
Monitoring and Evaluation Officer
- Michael M. Calavan
Deputy Director
Office of Project Development and Engineering
- Colette Chabbott
Assistant Program Officer
- H. Robert Kramer
Program Officer and Acting Deputy Mission Director
- Donald W. Muncy
Deputy Program Officer
WID Officer
- Mary L. McIntyre
Project Officer
Population and Health Office
- Robert Navin
Project Officer
Food and Agriculture Office
- B. Donald Reese
Director
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- Kevin Rushing
Project Officer
Food and Agriculture Office
- Gary Vanderhoof
Private Enterprise Officer
Project Development and Engineering Office

Host Country

- Taheerah Haq
Deputy Director, MIDAS (Micro Industries Development Assistance Society)
- Rasheeda Khanan
WEDP Project Director
Bangladesh Small and Cottage Industry Council
- Raka Rashid
Project Director/Consultant
Feasibility Study: Women's Participation in Local Markets in Bangladesh

B. PAKISTAN

USAID/Pakistan

- Tahira Abdullah
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- Paul Gaudet
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- Andra L. Herriott
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Human Resources and Training Office
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- Alvin P. Newman
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Agriculture and Rural Development Office
- Asma Soufi
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Human Resources and Training Office
- Stephen J. Spielman
Chief, Regional Legal Affairs Office
Project Director, Special Development Fund

C. ZAIRE

USAID/Zaire

- William Anderson
Chief, Project Development Office
- Donald Brown
Chief, Agriculture and Rural Development Office (ARD)
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Area Food Production and Marketing Development Project
- John Wiebler
Deputy Chief, Program Office

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D. DOMINICAN REPUBLIC

USAID/DR

- Anne Beasly
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- Jack Eyer
Deputy Mission Director
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Deputy Projects Officer
- James Philpott
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- Toni Christiensen Wagner .
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ADEMI
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E. ECUADOR

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Mission Economist
- William Goldman
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Health Office
- Charles Van Hosen
Chief
Housing Office
- Bruce Kernan
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Agriculture and Rural Development Office
- Jioconda Lopez
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- Patricio Maldonado
WID Officer
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- Susan Moroz
Food for Peace Office
- David Nelson
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- Scott Smith
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Host Country

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INSOTEC

- Rodrigo Lopez
ACCION/AITEC
- Luis Alexander, John Mosher, Doug Clark
CARE
- Elsa de Teran
Fundacion Mariana de Jesus
- Santiago Escobar
ILDIS
- Blasio Vermillo
UNEPROM

F. GUATEMALA

USAID/Guatemala

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Engineer
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CAPS Training Officer
- Richard Steelman
Deputy Project Development Officer
- Harold Wing
Chief
Agricultural and Rural Development Office
- Paul White
Deputy Mission Director

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