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**THE UNITED STATES  
ASSESSMENT OF GENDER CONSIDERATIONS  
IN A.I.D. EVALUATIONS  
IN SUPPORT OF PHASE I  
OF THE  
DAC WID EVALUATION  
THEME III:**

**WID AS A CROSS-CUTTING ISSUE  
IN DEVELOPMENT AID EVALUATION**

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*Submitted to:*

Lois Godiksen, CDIE



**MANAGEMENT SYSTEMS INTERNATIONAL**

600 Water Street S.W., NBU 7-7  
Washington, D.C. 20024

telephone: (202) 484-7170  
telex: 4990821MANSY fax: (202) 488-0754

## PREFACE

The analysis of U.S. evaluations to determine the degree to which they focused on gender issues which is discussed in this report was carried out by a Management Systems International (MSI) team which consisted of Molly Hageboeck, who served as Project Director, Monteze Snyder, the Project Manger, Roslyn Dauber, Joseph Gagnier, Sandra Amis, Karen Lippold, Joanne Snair, John Bunn, David Crooks, George Flint, Ute Krappen, Ramiro Inguanzo and Frank Varona.

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## EXECUTIVE SUMMARY

This study presents an analysis of information on the degree to which project and program evaluations carried out by the U.S. Agency for International Development (A.I.D.) between January 1989 and March 1992 examined and discussed gender issues. The study represents Phase I of a two part effort that is being carried out by A.I.D. in collaboration with other donor organizations that are members of the Organization for Economic Cooperation and Development's (OECD) Development Assistance Committee (DAC).

The broad DAC study of which this analysis is a part is itself comprised of three separate themes, or substudies, one of which focuses on the integration of gender concerns into the work of the DAC. The remaining two substudies, of which this is one, focus on efforts made by DAC Members to incorporate gender guidance into their programs and on the degree to which such efforts yield projects and programs that, as viewed by their evaluations, appear to seriously address gender concerns as they seek development results.

While the results of this study are preliminary, and will be followed up in June 1993 with a Phase II report that adds in evaluations carried out between April 1992 and March 1993 and looks more reflectively at the implications of the U.S. findings for A.I.D., several important relationships have been identified that warrant further examination, some portion of which can be carried out as Phase II of this effort is undertaken. The first of these findings is methodological:

- A number of relationships which can be documented at the level of the 442 U.S. evaluations cannot be substantiated at the sector level because of the small number of evaluations examined at that level, using sample cases that were known to have included information pertinent to an examination of gender issues.

Findings of a more substantive nature include information which suggests that:

- The proportion of A.I.D. evaluations that gather data on a gender disaggregated basis remains low at 22%. The proportion of evaluations that discuss gender issues, either partially or fully, is a good bit higher, nearly 50%.
- The inclusion of a discussion of gender issues in evaluation scopes of work increases the likelihood that evaluations will include women team members, gather gender disaggregated data and discuss gender issues, as had been suggested in earlier donor analyses.
- In addition, it appears that the explicit inclusion of women in the beneficiary target group for projects has the same effects on the coverage of gender issues in evaluations. Taken together, these facts suggest there are multiple, and possibly serial causes that influence the quality of evaluations from a gender perspective.
- Data from the limited number of evaluations examined in this study's in-depth sample, on a sectoral basis, indicate that some development projects are yielding positive results for women. However, generalizations from the few cases identified in the study sample to A.I.D. as a whole is not possible.

## SECTION ONE OBJECTIVES, SCOPE AND METHODOLOGY

### A. BACKGROUND AND OBJECTIVES

Since 1973, when the Percy Amendment to the United States Foreign Assistance Act first required that bi-lateral aid programs and projects "*give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort,*" the Agency for International Development (A.I.D.) has used a variety of approaches for monitoring the degree to which its programs and projects incorporate gender considerations.

In addition to undertaking in-house reviews of its experience, such as its study of Women in Development: A.I.D.'s Experience, 1973-1985<sup>1</sup> and its examination of gender issues in bi-annual reviews of Agency evaluations, A.I.D. has encouraged the examination of gender as an important variable in development programs on a multilateral basis. It has encourage multilateral donors, including the World Bank, to consider gender issues as projects and programs are designed and implemented and it has worked collaboratively on this issue with other major bi-lateral donors through the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD).

As a result of work undertaken through the DAC, the OECD incorporated gender considerations into its framework of guidance to donors in 1983.<sup>2</sup> With the tenth anniversary of these guidelines at hand, and plans underway for a United Nations Conference on Women in 1995, two subcommittees of the DAC, namely its Women in Development (WID) Expert Group and its Evaluation Expert Group, jointly initiated an assessment of DAC Members' WID Policies and Programs. This assessment which was designed to determine whether "gender-related policies, actions, and instruments are in place and are being operationalized<sup>3</sup>," is comprised of three separate themes, or sub-studies:

- **Theme I: Integration of Gender Concerns in the Work of the DAC**, which will assess the "*extent to which gender concerns have been integrated into the work of the DAC;*"
- **Theme II: WID Efforts of DAC Member Donor Organizations**, which will assess "*donors' implementation of the WID Guiding Principles through their policies and programs,*" and
- **Theme III: WID as a Cross-Cutting Issue in Development Aid Evaluation**, which "*focuses on the experience of DAC members' WID activities in the field as seen through evaluation studies.*"

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1 A.I.D. Program Evaluation Report No. 18. Washington, D.C.: A.I.D., 1987.

2 Guiding Principles to Aid Agencies for Supporting the Role of Women in Development. Paris: OECD, 1983.

3 "Assessment of DAC Members' WID Policies and Programs: Framework of the Overall Study" prepared for the DAC Evaluation and WID Expert Groups. Ottawa, Canada: The Canadian International Development Agency (CIDA), 1992.

While these sub-studies are being carried out independently, it is the intention of the DAC, as reflected in the framework paper for this exercise, to eventually consolidate the three theme reports into a single synthesis report that will be submitted to the DAC High Committee and, subsequently, to the United Nations Womens' Conference in June, 1995.<sup>4</sup>

This report addresses Theme III, which itself is divided into two phases. The scope of Phase I of the Theme III study is discussed below, as is an overview of Phase II, which will be completed later this year.

## **B. SCOPE OF THE THEME III STUDY**

The Theme III sub-study builds upon previous donor efforts to utilize evaluations as a window on agency programming processes. In 1987, the United States and other major donors carried out reviews of the degree to which they were incorporating gender issues into programs and projects, using evaluations as the primary source of such information. In its framework paper, CIDA explicitly links the Theme III study to these earlier studies, calling the Theme III effort an opportunity to expand and update an existing data base in this area.

The scope of work for Theme III, as developed by CIDA, is reproduced in Annex A of this report.<sup>5</sup> As the scope indicates, the Theme III study is divided into two phases:

- Phase I examines interim, final and ex-post evaluations of programs and projects that were completed in 1989, 1990, 1991 and the first quarter of 1992 and which address direct and indirect effects on beneficiaries. Evaluation syntheses, as well as multilateral evaluations are excluded from this data set. Phase I parallels the 1987 studies carried out by individual donors in that it focuses on updated versions of questions and issues examined in these earlier studies.<sup>6</sup>
- Phase II will examine a second subset of interim, final and ex-post evaluations that address direct and indirect effects on beneficiaries. This subset will include evaluations completed between April 1992 and March 1993. With respect to the Phase II evaluations, the CIDA framework paper called on DAC member countries to ensure that the questions and issues on which the Phase I report was to be based would be incorporated into the scopes of work for all evaluations carried out during the study's Phase II time frame.<sup>7</sup>

## **C. METHODOLOGY**

The methodology employed by the United States in preparing its Theme III, Phase I report involved four stages:

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4 Ibid.

5 The contractor scope of work which A.I.D. developed to guide the work of its implementation contractor for this study, Management Systems International (MSI), differed only slightly from the CIDA scope of work. Specifically, it formulated a second way of examining sustainability. This A.I.D. version of the scope of work, which served as the basis for a task order that initiated the U.S. Theme III effort on October 28, 1992, is provided in Annex B.

6 These questions and issues are highlighted in Annex A in two places: (1) Data sheets A&B which include 14 questions that are to be answered for all evaluations examined and (2) "Annex 3" which includes 7 additional questions, organized in terms of the outline which DAC members are to use to produce sector level reports on the findings of evaluation reviews.

7 The A.I.D. cable to missions incorporating these instructions is provided as Annex C to this report.

- **The Identification of Appropriate Evaluations.** During this first stage of the effort, the U.S. team worked with A.I.D.'s Center for Development Information and Evaluation (CDIE) to identify evaluations which met the Phase I study criteria. During this stage of the work, over 700 evaluative documents were examined and a number of project completion reports and audits were eliminated from further consideration. Further review eventually narrowed the set of appropriate evaluations down to 422 cases.<sup>8</sup>
- **Coding the Full Set of A.I.D. Evaluations on Basic Theme III Questions.** In parallel to the process described above for narrowing A.I.D.'s listings of evaluations to an appropriate set for the Theme III study, the U.S. team coded each evaluation included in the U.S. set using Data Sheets A & B, which, as noted in Footnote 6, were provided as part of the CIDA framework paper. Table 1-1 summarizes the data elements collected for each evaluation using these forms.

**Table 1-1. Basic Data on Gender and Evaluations**

<ul style="list-style-type: none"> <li>■ Donor country;</li> <li>■ Evaluation date;</li> <li>■ Type of evaluation — interim, final or ex-post;</li> <li>■ Evaluation budget level;</li> <li>■ Discussion of gender issues in the evaluation scope of work;</li> <li>■ Discussion of gender issues in the evaluation report;</li> <li>■ The collection of gender disaggregated data by the evaluation team;</li> <li>■ Presence of women on the evaluation team;</li> <li>■ Presence of a WID or gender specialist on the evaluation team;</li> <li>■ Geographic region of the project/program examined;</li> <li>■ Project/program sector;</li> <li>■ Explicit inclusion of women in the project/program target group<sup>9</sup>;</li> <li>■ Allocation of some portion of the project/program budget to WID activities, and</li> <li>■ The size of the total project/program budget.</li> </ul>
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- 8 The U.S. team faced several difficulties in its efforts reduce an initial set of A.I.D. documents down to a set of 422 evaluations which clearly met the Theme III study definitions. The first group of problems were associated with A.I.D.'s document cataloguing methods. As was the case for A.I.D.'s FY 1987-88 and FY 1989-90 evaluation reviews, the set of "evaluations" MSI received from A.I.D. included several categories of documents that had to be rejected, including (a) contractor reports or "self-evaluations", (b) evaluations in foreign languages (which could not be processed efficiently) and (c) Program Evaluation Summaries (PESs) which were not attached to evaluation reports, seemingly as a function of the fact that A.I.D. treats these documents, from a cataloguing perspective, as being different from the evaluations they summarize, giving them entirely different numbers and uncoupling them from the larger document of which they are an integral part. The second problem in identifying an appropriate set of evaluations stemmed from the lack of an operational definition in CIDA's framework for sorting between evaluations which did or did not "assess direct and indirect effects on beneficiaries." Telephone follow-up with CIDA on this issue also failed to produce a clear rule. As a result, no evaluations were removed from the A.I.D. set based on this criteria.
- 9 It should be noted, in regard to this and other data elements discussed in this study, that when data is taken from evaluations concerning design and implementation factors it is possible to falsely conclude that designs overlooked gender considerations. The truth is, we simply cannot be certain what silence on a topic in an evaluation report means. It could mean that gender issues were ignored in a project or program design, or it could mean that the evaluation, rather than the design document, has omitted something that is of interest to a study that is using evaluations as a window on a longer and more complex process.

- **Selecting and Coding a Sample of Evaluations for In-Depth Analysis.** Early in its work on Phase I of the Theme III study, the U.S. team pointed out to A.I.D. the fact that the sector report outline included in the CIDA framework paper contained questions which were not included on the A & B data sheets which were to be completed for all evaluations. What this finding implied was that additional data needed to be gathered on evaluations, beyond what was called for on the A & B data sheets.

Given the probable size of the U.S. set of Phase I evaluations, a simple reading of evaluations would not suffice to ensure that the data needed, by sector, to prepare the Phase I report would be available when it came time to write up the study findings. What was needed was a supplementary data sheet which paralleled the questions, and sub-questions, that CIDA had posed in its sector report outline but had not included in the A & B data sheets. To fill this gap, the U.S. team developed a supplementary coding sheet which is included as Annex D to this report.<sup>10</sup>

Early in the Theme III effort, A.I.D. had considered using its full set of evaluations to prepare all aspects of its Phase I report. The actual size of the U.S. data base, together with the level of effort involved in fully coding all evaluations using its supplementary coding sheet as well as CIDA's A & B sheets, led to a decision to scale back on this effort by selecting a sample of evaluations which would be examined in greater depth, pursuant to the preparation of the sector reports called for in the Theme III framework paper.<sup>11</sup>

The U.S. sample of evaluations for in-depth analysis was selected from among those that received a high score on a composite gender variable that the U.S. team developed using information from CIDA's A & B coding sheets.<sup>12</sup> Of the 422 evaluations the U.S. team scored using the A & B data sheets, a total of 152 (34%) received a score of "high" on this composite gender relevance variable.<sup>13</sup> The set of 152 evaluations which qualified for in-depth analysis, using these criteria, was further reduced through a process of proportional random sampling.

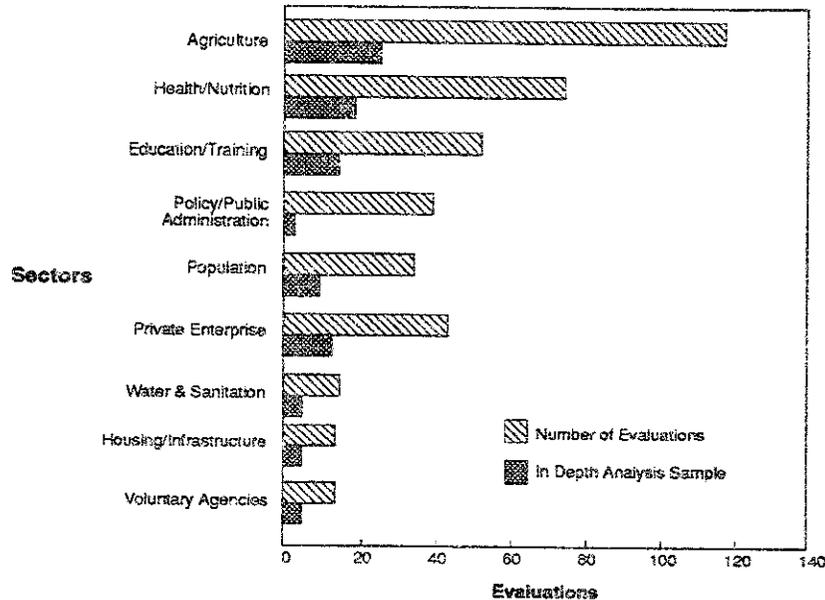
- 10 The U.S. team's reading of Theme III, Phase I reports prepared by other DAC Members indicates that the U.S. was not alone in identifying the need for, and creating, a supplementary coding sheet to capture the information required for sector reports.
- 11 The list of sectors used by the U.S. for the Theme III differs slightly from that provided in CIDA's framework paper in that several sectors are consolidated. In each case, A.I.D. programs do not make unambiguous distinctions between sectors that are suggested by CIDA's list. More specifically, the U.S. report uses three such sector clusters: (a) Education (100) and HRD/Training (112) are combined into a single sector; (b) Public Administration (150) and Policy Reform & Planning (160) are consolidated, and (c) Housing (171) and other Social Infrastructure (170) are combined into a single sector.
- 12 This composite gender variable scored as "high" those evaluations which reported that women were members of program/project target groups (A & B data sheet Question 11) and gender issues were discussed in the evaluation report (A & B data sheet Questions 6) or gender disaggregated data was collected by the evaluation team (A & B data sheet Question 13). In other words, evaluations were scored "high" on gender issues if two out of three conditions pertained, one of which, i.e., the inclusion of women in the project/program target group, was required. Evaluations were scored as having some gender relevance if any one of the three conditions described above were met, or if both Question 6 and 13 were positive, but Question 11 was negative. Evaluations which did not meet any of these conditions were scored as not being pertinent for any further gender analysis.
- 13 While the definition used in this study to identify evaluations that include a sufficient discussion of gender issues to warrant a detailed review differs somewhat from definitions used in A.I.D.'s bi-annual evaluation reviews, the rough percentage of evaluations that appears to examine gender issues in some detail remains relatively constant. A.I.D.'s FY1987-88 evaluation review indicated that 33% of A.I.D.'s evaluations discussed gender issues and its FY1989-90 evaluation review placed 26% of A.I.D.'s evaluations in this category, as compared to the 34% reported for this study.)

The U.S. team's sampling procedure first eliminated from further consideration those sectors on which less than 3% of the A.I.D. evaluations were focused. With only a few evaluations per sector, it was felt that the findings for these subsets might not be representative and their elimination was thus a prudent, as well as an economical move. Based on level of effort discussions with A.I.D., the U.S. team then set about the task of drawing a sample equal to approximately 20% of the full set of U.S. evaluations. The process that was used involved the proportional allocation of evaluations to the remaining nine major sectors. As this step was taken, it became apparent that in two sectors the number of evaluations which were eligible for inclusion in the in-depth analysis was fewer than would have been allocated to these sectors on a strictly proportional basis. In these cases, i.e., agriculture and policy/public administration, all eligible cases were thus accepted into the in-depth sample. Against the nominal ceiling of 20% of all U.S. evaluations, the remaining cases were then allocated to the seven major sectors on a basis that was proportional to their representation in the full set of U.S. evaluations. Once these seven sectors were allocated a specific number of evaluations, a random selection process was used to pick which eligible evaluations would be included in the in-depth analysis sample. Table 1-2 summarizes the steps in this process, and indicates the number of evaluations, by sector, included in the in-depth sample. Figure 1-1 supplements this table by graphically illustrating, on a sectoral basis, the proportional relationship that exists between evaluations in the in-depth sample and the larger set of sectoral evaluations from which they are drawn.

**Table 1-2. Creation of The In-Depth Analysis Sample**

Sector	Total Number of Evaluations	Scored High on WID Focus	Proportional and Random Sample
Agriculture	112 (25%)	26	26
Health/Nutrition	75 (17%)	41	18
Education/Training	52 (12%)	25	13
Private Enterprise	42 (10%)	18	10
Policy/Public Administration	38 (9%)	3	3
Population	32 (7%)	20	8
Water/Sanitation	16 (4%)	5	4
Housing/Social Infrastructure	15 (3%)	4	4
PVOs	15 (3%)	4	4
Trade/Banking	10 (2%)	1	None
Communications	10 (2%)	1	None
Multi-sector	8 (2%)	3	None
Transport/Navigation	6 (1%)	0	None
Energy	4 (1%)	0	None
Food Aid	4 (1%)	0	None
Cash Transfers	1 (.5%)	0	None
Unclassified	2 (.5%)	0	None
<b>TOTAL</b>	<b>442 (100%)</b>	<b>152</b>	<b>90</b>

**Figure 1-1. The Sample of A.I.D. Evaluation for In-Depth Analysis was Proportional to the Representation of Evaluations by Sector in the Full Data Set**



Once this sample of A.I.D. evaluations was drawn, the U.S. team proceeded to code each of these evaluations on the supplementary coding sheet it had developed for this purpose. Table 1-3 summarizes the data collected using this supplementary coding sheet.

**Table 1-3. Supplementary Data on Gender and Evaluation**

<ul style="list-style-type: none"> <li>■ The ways in which the role of women<sup>14</sup> was taken into account at different stages of a project/program's life<sup>15</sup>;</li> <li>■ Ways in which women participated in such projects/programs;</li> <li>■ The effects of such projects/programs on women;</li> <li>■ Ways in which the interests and role of women were taken into account by evaluations;</li> <li>■ The availability of gender disaggregated data at different stages of a project/program's life; and</li> <li>■ With respect to women beneficiaries, the sustainability of project/program results.</li> </ul>
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14 With respect to this and other questions addressed in the supplementary coding sheet, the U.S. team included questions about men's as well as women's roles. The insertion of questions about men's roles in the CIDA framework for the Theme III study reflects a recent interest in the development community in broadening its concern with "women in development" issues to embrace a more comprehensive approach to dealing with gender considerations. This concern is not, however, currently an element of the A.I.D. or the OECD guidance on gender. The guidance which evaluations in the Theme III, Phase I study reflect is guidance that focuses almost exclusively on "women in development" issues.

15 See Footnote 9 with respect to problems that arise with questions that ask about multiple stages of a project/program's life.

12

- **Analysis of Theme III, Phase I Data.** Given the large number of evaluations included in the U.S. data set, automated data processing proved to be mandatory. Data from CIDA's A & B data sheets as well as from the supplementary coding sheet developed by the U.S. team were analyzed using software for the Statistical Program for the Social Sciences (SPSS), a well known basic statistics program suitable to the type of data set developed for the Theme III, Phase I study. In addition to frequency distributions and cross-tabulations, which are used to display interactions between pairs of variables, the U.S. team used a test, called the chi-square test, to determine whether pairs of categorical variables<sup>16</sup> were independent or not. In the findings section of this report, statements occasionally appear indicating that two such variables were found to be related.<sup>17</sup>

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16 Categorical variables include variables for which answers such as "yes" and "no" can be given.

17 The significance level on all such relationships is .001, at minimum.

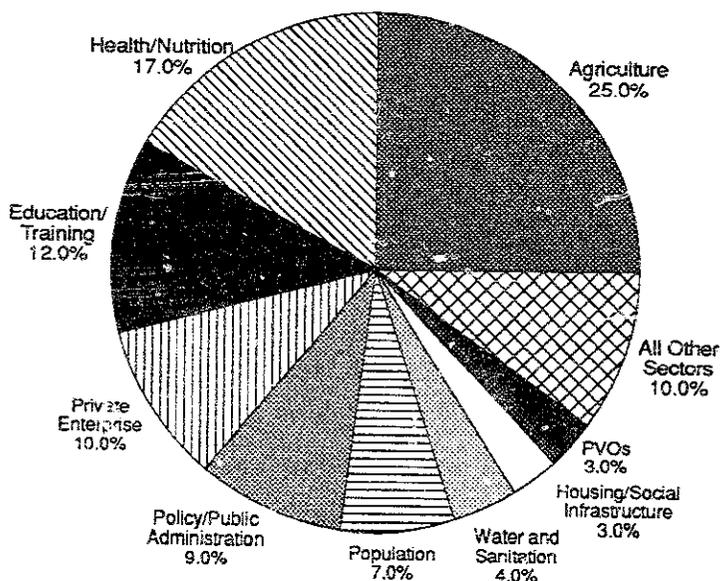
## SECTION TWO GENDER CONSIDERATIONS AND THE FULL SET OF A.I.D. EVALUATIONS

This section of the U.S. report examines findings from the full set of 422 A.I.D. evaluations on questions included in CIDA's A & B data sheets. Basic characteristics of projects and programs along with key evaluation characteristics are presented. Relationships among these characteristics are also examined.

### A. BASIC CHARACTERISTICS OF THE PROJECTS AND PROGRAMS A.I.D. EVALUATED BETWEEN JANUARY 1989 AND MARCH 1992

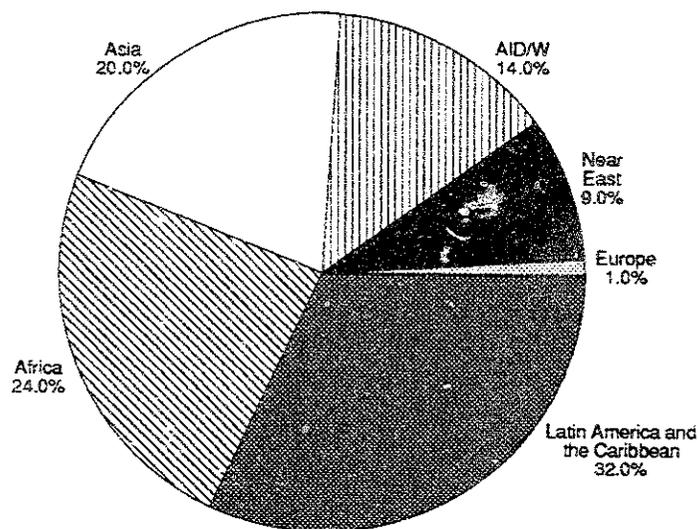
The activities examined by evaluations completed during the Theme III, Phase I period appear to represent A.I.D.'s portfolio reasonably well. The balance between projects and programs in this data set heavily favors projects, with budget data indicating that 347 (79%) of the evaluations focused on projects while only 21 (5%) focused on programs; the remainder could not be classified in this manner. With respect to the sectoral distribution of the projects and programs examined by evaluations, agriculture was the most heavily represented sector, accounting for 112 (25%) of the evaluations. The consolidated health/nutrition sector was the second largest sectoral cluster, representing 75 (17%) of the cases. Figure 2-1 displays the distribution of evaluations in the U.S. data set by sector.

Figure 2-1. Evaluation Reports by Primary Sector of Intervention (N=442)



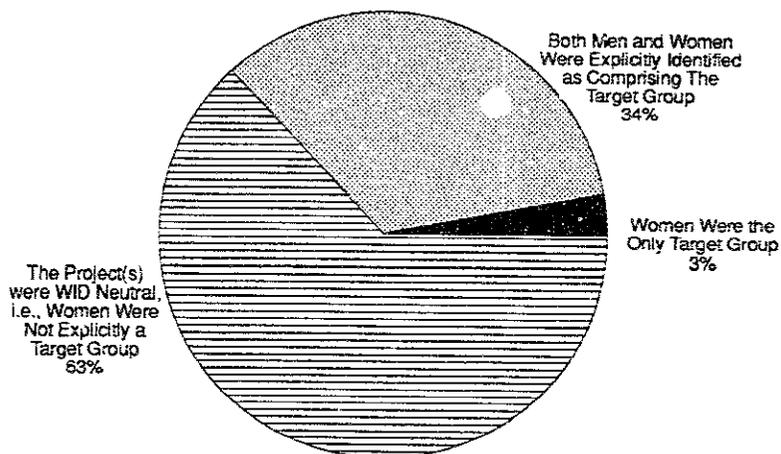
On a regional basis, projects and programs from Latin America and the Caribbean and from Africa were found to dominate the data set. Figure 2-2 displays the regional distribution of U.S. evaluations.

**Figure 2-2. Evaluation Reports by Region (N=442)**



Of the projects and programs examined through evaluations in this data base, the majority appeared to be neutral with respect to the identification of women as members of the project or program's beneficiary target group. While the absence of information, in evaluations, on the gender characteristics of project and program beneficiaries does not prove conclusively that design documents concerning these activities failed to consider gender issues, it does suggest that gender considerations did not play a prominent role in the effort. Figure 2-3 shows the distribution of evaluations in the U.S. data set with respect to their beneficiary target group focus.

**Figure 2-3. Frequency with Which Projects Discussed in the Evaluations Were WID Neutral Versus Focused Explicitly on Women, Either Exclusively or Jointly With Men (N=442)**



15

Information on the degree to which project and program budgets contained, or set aside funds for "women in development" activities suggest that this targeting device was used in only 36% of the projects and programs that, according to evaluations, explicitly included women in their beneficiary target group.<sup>18</sup> Of the 59 projects and programs that set aside budgetary resources for "women in development" activities, 8 (14%) allocated the entire project or program budget to these activities, while the remaining 51 (86%) linked set aside "women in development" funds with one or more specific project or program components.

As to the overall value of the projects and programs examined through evaluations in the U.S. set, the data indicates that the budget categories established in the A & B data sheets for Theme III did not fully express the diversity of A.I.D.'s project and program budget levels. On the project side, the vast majority, 337 evaluations, or 97% of all projects included in the U.S. data set, were categorized as costing more than \$500,000. Only 10 projects fell below this level. Of these 6 were reported to cost between \$100,000 and \$500,000; one was reported to cost between \$25,000 and \$99,999 and three cost less than \$25,000. On the program side, all 21 cases were reported to cost more than \$1 million. Budget data were missing for 74 cases, representing 17% of the cases covered by the U.S. data set.

## **B. CHARACTERISTICS OF EVALUATIONS IN THE U.S. DATA SET FOR THE THEME III, PHASE I STUDY**

Evaluations in the Theme III, Phase I data set cover a period of slightly more than three years. Figure 2-4 shows the way in which the evaluations in this data set are clustered with respect to the year in which they were completed.<sup>19</sup>

With respect to the kinds of evaluations carried out during this period, data from the U.S. evaluation set indicates that the balance between interim and final or ex-post evaluations is about 60% of the former to 40% of the latter, as Figure 2-5 indicates.<sup>20</sup>

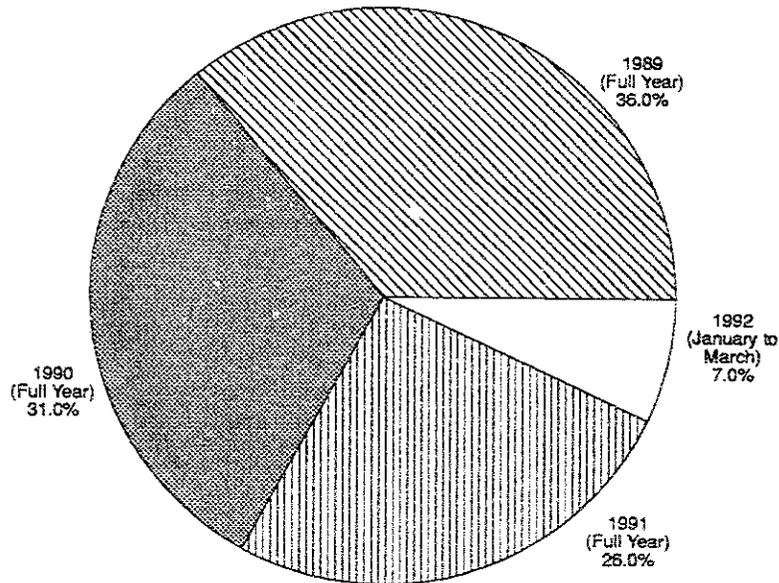
Evaluation costs are not discussed in A.I.D. evaluation reports. However, they are often indicated on the Program Evaluation Summaries (PESs) A.I.D. prepares after an evaluation is completed, as a means of recording its intentions with respect to acting upon an evaluation's conclusions and recommendations. As indicated in Footnote 8, PESs are not always attached to the evaluations they summarize. As a result, the data on evaluation budgets for evaluations included in the U.S. set are weak. For 251 evaluations, or 57% of the U.S. data set, there is no information on evaluation budgets. Figure 2-6 displays the distribution of evaluations by the budget categories established in the A & B data sheets for this study. The large number of evaluations for which no data on evaluation budgets were found are also displayed in this figure.

18 In its analysis the U.S. used Question 11 on target beneficiaries more than it used Question 12 on set aside budgets, since the latter appears to be a subset of the former. In this regard the U.S. analysis differs from the approach taken in CIDA's draft Synthesis Report on Phase I of the Theme III study.

19 For the U.S. evaluations included in this study, the term "completed" is defined as the date shown on an evaluation report, rather than the date shown on a PES which, if it is available, is likely to display a date several months later than that shown on an evaluation report.

20 This distribution is reasonably consistent with the findings of previous A.I.D. evaluation reviews, as are findings concerning the regional and sectoral distribution of projects and programs A.I.D. evaluates.

**Figure 2-4. Distribution of Evaluations in the Phase I Data Set By Year  
(N=442)**



**Figure 2-5. Evaluation Reports by Type of Evaluation (N=442)**

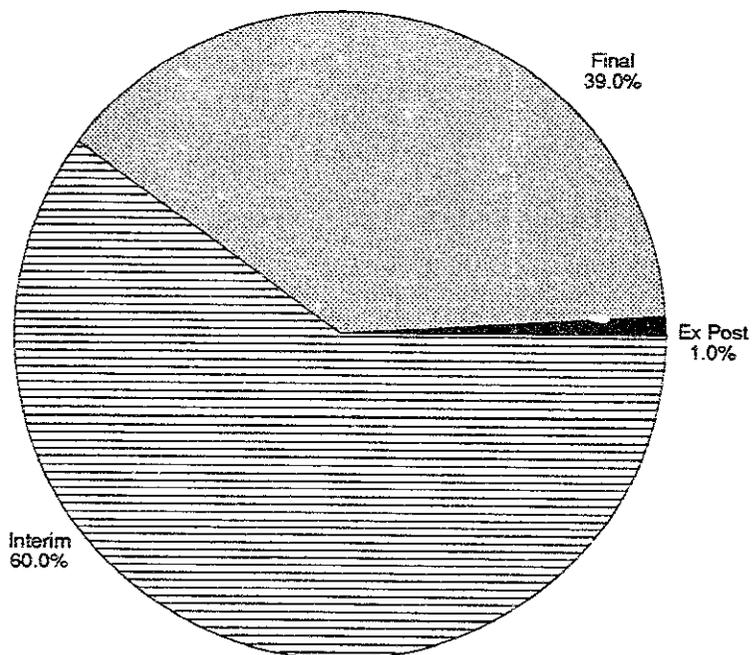
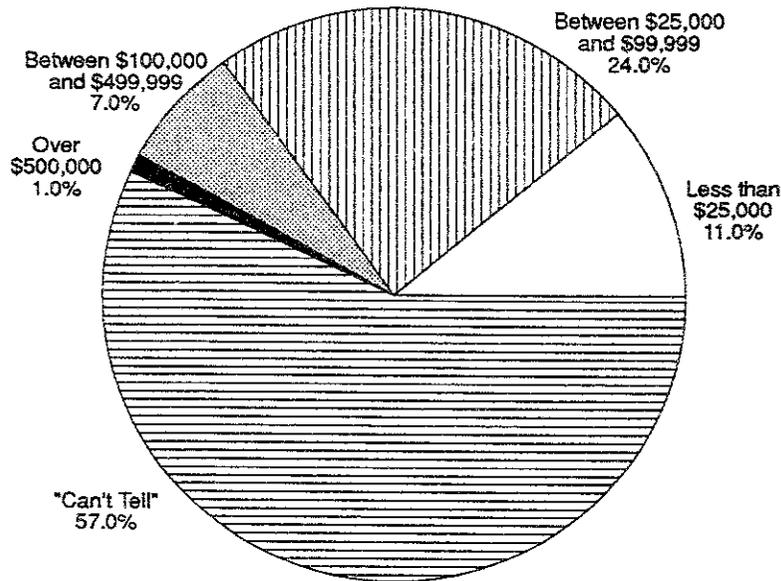


Figure 2-6. Evaluation Budget Levels (N=442)



From a gender perspective, the first important piece of information about an evaluation is whether its scope of work includes a discussion of gender issues. As the CIDA framework paper for the Theme III study points out, findings from earlier studies suggest that *“gender issues are likelier to be addressed if this concern is clearly stipulated in the Terms of Reference for evaluations.”*<sup>21</sup>

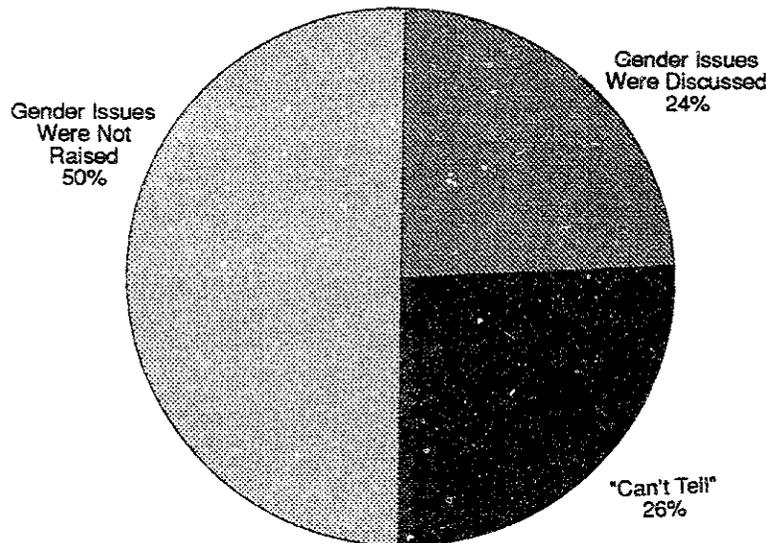
Given the perceived importance of an evaluation scope of work in creating a demand and setting the tone for the coverage of gender issues in evaluations, this document would appear to offer donor agencies a point of leverage on a whole range of gender analysis and reporting issues. With the potentially pivotal role of this document in mind, the frequency with which the U.S. team found gender issues discussed in evaluation scopes of work seemed to be low. For 104 (24%) of the evaluations was there clear evidence that gender issues had been discussed in the evaluation scope of work. Gender issues were not raised in evaluation scopes of work for 221 (50%) of the U.S. evaluations, and for another 117 (26%) of the evaluations it was not possible to reach a conclusion regarding this question. Figure 2-7 displays these findings.

With respect to the inclusion of women on evaluation teams, women were found to be involved in some capacity on the team for 186 (42%) of the evaluations, as Figure 2-8 indicates. As to their specific roles on such teams, women served as team leaders for 48 (11%) of the evaluations included in the Phase I study. They served as advisors to 4 (1%) of the evaluations. For the most part, however, their role in evaluations was as team members.

On the A & B data sheets supplied by CIDA there was also a question about the participation of a WID or gender specialist on evaluation teams. The data on this characteristic of evaluation teams is not only scant, it is not viewed by the U.S. team as not

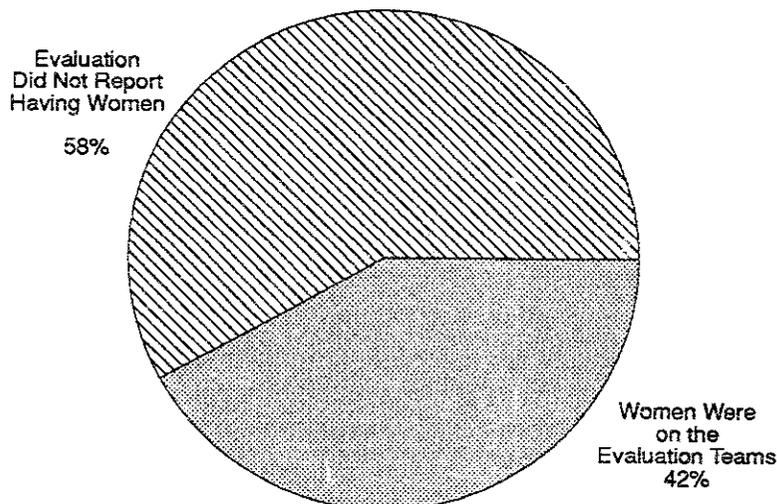
21 Op. cit.

**Figure 2-7. Frequency with Which Gender Issues Were Discussed in Evaluation Scopes of Work**



being completely reliable. The data shows is that 21 (5%) of the evaluation teams included a WID or gender specialist. What is problematic here is that the failure of an evaluation report to specify that some one on the team had a special responsibility with respect to gender issues does not mean that such an assignment had not been given.<sup>22</sup>

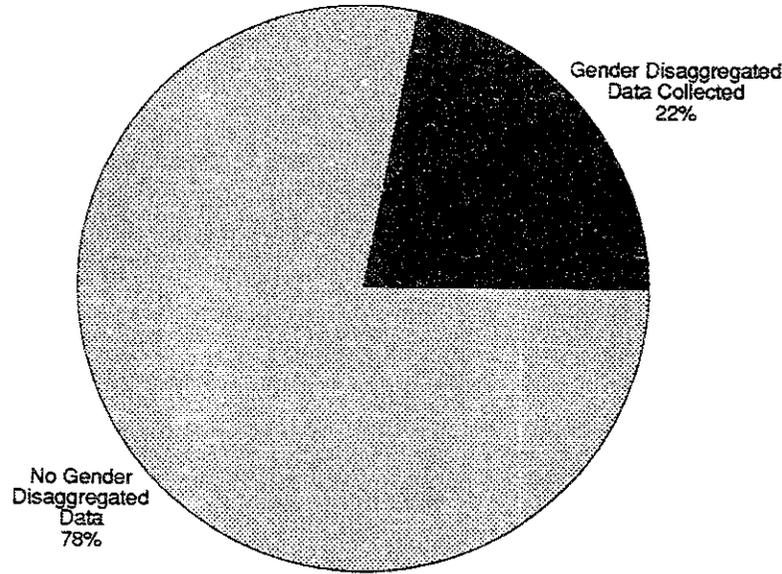
**Figure 2-8. Involvement of Women on Evaluation Teams as Leaders, Members, Advisors or In Any Other Capacity (N=442)**



<sup>22</sup> This Phase I study finding is consistent with A.I.D.'s finding about the inclusion of gender specialists on evaluation teams in its FY89-90 evaluation review, as is the finding that roughly 45% of all evaluation teams have at least one women team member. Weak and inconclusive findings with respect to the presence of a WID or gender specialist on evaluation teams led the U.S. team to rely more heavily on other A & B data sheet questions in its analysis. In this regard, the U.S. team's report is not consistent with the points of emphasis used in developing CIDA's draft Synthesis Report on Phase I of the Theme III study.

From a substantive gender perspective, two of the interesting evaluation characteristics included on CIDA's A & B data sheets are the ones that track the collection of gender disaggregated data by evaluation teams and the discussion of gender issues in evaluation reports. With respect to the first of these characteristics, 97 (22%) of the U.S. evaluations were found to have collected gender disaggregated data, as Figure 2-9 shows.<sup>23</sup>

**Figure 2-9. Evaluations That Collected Gender Disaggregated Data (N=442)**



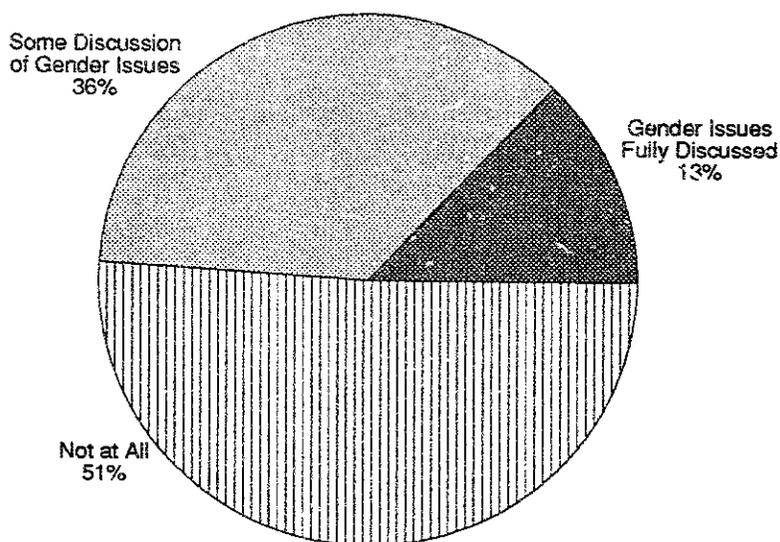
As to the discussion of gender issues in evaluation reports, a somewhat larger number offered positive results. Overall, 219 (49%) of the evaluations discussed gender issues at some level. Of these, 58 (13%) provided a full discussion while the other 161 (36%) included only a cursory discussion of such issues. Figure 2-10 shows the distribution of evaluations along this dimension.

### **C. RELATIONSHIPS AMONG CHARACTERISTICS OF PROJECTS, PROGRAMS AND THEIR EVALUATIONS IN THE FULL U.S. DATA SET**

As noted above, previous studies have suggested that an evaluation scope of work plays a pivotal role in ensuring that gender issues are examined in evaluations. Before looking into evaluation characteristics which may stem from the inclusion of a discussion

<sup>23</sup> This percentage is higher than was reported for A.I.D. evaluations during the FY89-90 evaluation review, which suggested that 11% of A.I.D.'s evaluation teams collected gender disaggregated data. Breaking the Phase I data down by year, the U.S. team found that for both FY89 and FY90 18% of the evaluations in the Phase I set were coded as having included gender disaggregated data. The difference between the percentages recorded for these two studies could be a function of either (a) the inclusion of new evaluations in the FY89 and FY90 set which were not scored during A.I.D.'s FY89-90 review or (b) the use of a different team of evaluation raters. This difference, while noticeable, is less impressive than the difference which was found between evaluations completed during the FY89-90 period and those completed during FY91 and in the first quarter of FY 92, when the data suggest that roughly 30% of all evaluations included gender disaggregated data. This increase is impressive, and it will be worth A.I.D.'s effort to verify during its next bi-annual evaluation review.

**Figure 2-10. Frequency with which Evaluation Discussed Gender Issues (N=442)**



of gender issues in an evaluation scope of work, the U.S. team considered it worthwhile to look backward at the project and program characteristics described in (A) above to see if any of these characteristics seemed to increase the probability that an evaluation scope of work would discuss gender issues. Of the project and program characteristics for which data was obtained using the A & B sheets, only the presence of women in a project or program target group, or through a designated budget element, proved to be related to the inclusion of gender issues in an evaluation scope of work. Neither the sector in which a project or program was carried out, nor the geographic region, was found to be linked to the presence of a discussion of gender issues in an evaluation scope of work.

Table 2-1 displays the relationship between the explicit identification of women as members of a project or program target group and the discussion of gender in an evaluation scope of work. As the table suggests, gender issues are more likely to be raised in an evaluation's scope of work when women are identified as members of the beneficiary target group than when they are not identified in this manner.

**Table 2-1. Relationship Between the Explicit Identification of Women as Members of a Project's Target Group and the Inclusion of Gender Issues in an Evaluation Scope of Work**

Treatment in Evaluation Scope of Work	Women Were Explicitly Identified as Members of the Project's Target Group		The Project Did Not Explicitly Identify Women as Members of the Target Group		Total by Row	
	Count	Percentage	Count	Percentage	Count	Percentage
Gender Issues Were Raised	83	(80%)	21	(20%)	104	(100%)
Gender Issues Were Not Raised	39	(18%)	182	(82%)	221	(100%)
"Can't Tell"	40	(34%)	77	(66%)	117	(100%)
<b>TOTAL</b>	<b>162</b>	<b>(37%)</b>	<b>280</b>	<b>(63%)</b>	<b>442</b>	<b>(100%)</b>

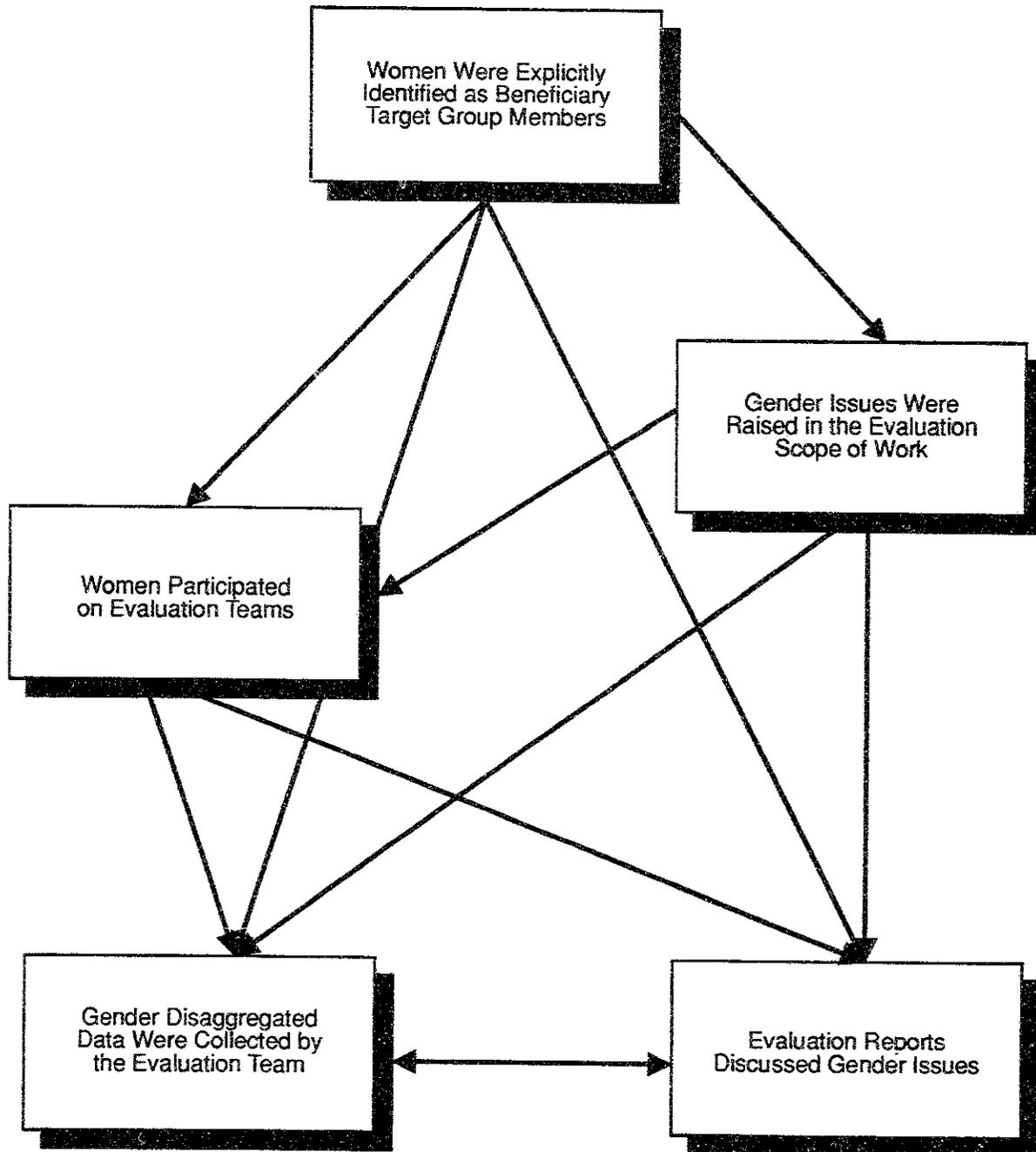
Looking beyond the evaluation's scope of work to other evaluation characteristics that suggest a sensitivity to gender issues, the U.S. team found that it is not as easy to identify potentially causal linkages as might be imagined. Not only were strong relationships found between the discussion of gender issues in evaluation scopes of work and such next level results as the inclusion of women on evaluations teams, the collection of gender disaggregated data and the inclusion in evaluation reports of a discussion of gender issues, equally strong relationships exist between these outcomes and other program project and evaluation characteristics. Thus, for example, linkages were found to exist between the presence of women on evaluation teams and the collection of gender disaggregated data and the discussion of gender issues in evaluation reports. In addition, the collection of gender disaggregated data by evaluation teams and discussion of gender issues in evaluation reports were found to be interdependent. What is at work here appears to be a multiple, or sequential, causality chain in which the effects of decisions, at different points in a sequence, about the inclusion of gender as a consideration are compounded. Figure 2-11 offers a graphic representation of the kind of serial causality model that is implied by an analysis of the A & B data sheet variables for the U.S. data set.

While the U.S. database suggests that a model of this sort may be at work, statistical analysis carried out to date has not yet confirmed this sequential model, nor has it yet served to identify which of the relationships shown in the model are stronger than others. Further analysis of the U.S. data, once information from the second phase of the Theme III study is available, may provide the answer to such questions. Alternatively, further analysis of this data may provide different answers for projects, programs and evaluations in different sectors.

### **1. Patterns in the Full Data Set**

With respect to the likelihood that inclusion of gender issues in an evaluation scope of work will result in the inclusion of women on evaluation teams, the collection of gender disaggregated data and the discussion of gender issues in evaluation reports, Tables 2-2, 2-3 and 2-4 present the relevant data. As Table 2-2 illustrates, women participated on evaluation teams where gender issues were raised in the scope of work about twice as often as they did when gender issues were not included in evaluation work scopes. The collection of gender disaggregated data was also much more likely when gender issues were raised in evaluation scopes of work as Table 2-3 indicates. The inclusion of gender issues in evaluation scopes of work also make it a good deal more likely that gender issues would be discussed in evaluation reports, on either a full or partial basis, as Table 2-4 illustrates.

**Figure 2-11 Statistical Analysis of Variables in the U.S. Database Confirms the Existence of Multiple Interdependencies Among Gender Relevant Characteristics of Projects, Programs and Their Evaluations**



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**Table 2-2. Relationship Between the Presence of Women on Evaluation Teams and the Discussion of Gender Issues in Evaluation Scopes of Work**

Treatment in Evaluation Scope of Work	Women Participated on the Evaluation Team	Women Were Not Reported to Have Participated on Evaluation Teams	Total by Row
Gender Issues Were Fully Discussed	64 (61%)	40 (39%)	104 (100%)
Gender Issues Were Not Partially Discussed	81 (37%)	140 (63%)	221 (100%)
Gender Issues Were Not Discussed	41 (35%)	76 (65%)	117 (100%)
<b>TOTAL</b>	<b>186 (42%)</b>	<b>256 (58%)</b>	<b>442 (100%)</b>

**Table 2-3. Relationship Between the Inclusion of Gender Issues in Evaluation Scopes of Work and the Collection of Gender Disaggregated Data by Evaluation Teams**

Treatment in Evaluation Scope of Work	Gender Disaggregated Data Were Collected	Gender Disaggregated Data Were Not Collected	Total by Row
Gender Issues Were Raised	58 (56%)	46 (44%)	104 (100%)
Gender Issues Were Not Raised	15 (7%)	206 (93%)	221 (100%)
"Can't Tell"	24 (20%)	93 (80%)	117 (100%)
<b>TOTAL</b>	<b>97 (22%)</b>	<b>345 (78%)</b>	<b>442 (100%)</b>

**Table 2-4. Relationship Between Inclusion of Gender Issues in an Evaluation Scope of Work and the Discussion of Gender Concerns in Evaluation Reports**

Treatment in Evaluation Scope of Work	Gender Issues Were Fully Discussed	Gender Issues Were Partially Discussed	Gender Issues Were Not Discussed	Total by Row
Gender Issues Were Raised	39 (38%)	57 (55%)	8 (7%)	104 (100%)
Gender Issues Were Not Raised	4 (2%)	55 (25%)	162 (73%)	221 (100%)
"Can't Tell"	15 (13%)	49 (42%)	53 (45%)	117 (100%)
<b>TOTAL</b>	<b>58 (13%)</b>	<b>161 (36%)</b>	<b>223 (51%)</b>	<b>442 (100%)</b>

In a parallel manner, Tables 2-5 and 2-6 illustrate the linkage between the presence of women on evaluation teams and the collection of gender disaggregated data and the discussion of gender issues in evaluation reports. As Table 2-5 suggests the U.S. data set for Phase I indicates that it is about twice as likely that gender disaggregated data will be collected if a woman participates on the evaluation team. Similarly, the presence of women

on evaluation teams was linked, in a statistical sense, to the discussion of gender issues in evaluation reports, as Table 2-6 suggests.

Not only does the inclusion of gender issues in a scope of work and the presence of women on evaluation teams appear to be causally linked to the discussion of gender issues in evaluation reports, such discussions are also related to efforts that produce gender disaggregated data, although primarily as outputs of a common process. Table 2-7 presents the data on this relationship. Absent further analysis, the U.S. team views these two characteristics of evaluations as having a tendency to appear together in evaluation reports, rather than as if one causes the other.

**Table 2-5. Relationship Between the Presence of Women on Evaluation Teams and the Collection of Gender Disaggregated Data by Those Teams**

Collection of Gender Disaggregated Data by Evaluation Teams	Women Participated on Evaluation Teams	Women Were Not Reported to Have Participated on Evaluation Teams	Total by Row
Gender Disaggregated Data Was Collected	62 (64%)	35 (36%)	97 (100%)
Gender Disaggregated Data Was Not Collected	124 (36%)	221 (64%)	345 (100%)
<b>TOTAL</b>	186 (42%)	256 (58%)	442 (100%)

**Table 2-6. Relationship Between the Presence of Women on Evaluation Teams and The Discussion of Gender Issues in Evaluation Reports**

Discussion of Gender Issues in Evaluation Reports	Women Participated on Evaluation Teams	Women Were Not Reported to Have Participated on Evaluation Teams	Total by Row
Gender Issues Were	44 (76%)	14 (24%)	58 (100%)
Gender Issues Were Partially Discussed	77 (48%)	84 (52%)	161 (100%)
Gender Issues Were Not Fully Discussed	65 (29%)	158 (71%)	223 (100%)
<b>TOTAL</b>	186 (42%)	256 (58%)	442 (100%)

25

**Table 2-7. Relationship Between the Collection of Gender Disaggregated Data by Evaluation Teams and the Discussion of Gender Issues in Evaluation Reports**

Discussion of Gender Issues in Evaluation Reports	Gender Disaggregated Data Were Collected by Evaluation Teams	Gender Disaggregated Data Were Not Collected by Evaluation Teams	Total by Row
Gender Issues Were Fully Discussed	35 (60%)	23 (40%)	58 (100%)
Gender Issues Were Partially Discussed	57 (35%)	104 (65%)	161 (100%)
Gender Issues Were Not Fully Discussed	5 (2%)	218 (98%)	223 (100%)
<b>TOTAL</b>	97 (22%)	345 (78%)	442 (100%)

Finally, bringing the discussion full circle, back to the top of Figure 2-11, the U.S. team notes that data from the Phase I study indicates that, irrespective of all of the intermediate steps shown in this logic diagram, there is a linkage between the explicit inclusion of women in project and program beneficiary target groups, either solely or together with men, and the inclusion of women on evaluation teams, the collection of gender disaggregated data and the discussion of gender issues in evaluation reports. Tables 2-8, 2-9 and 2-10 documents these linkages and, implicitly, suggest the need for a more in-depth systematic analysis of the range of potentially causal relationships identified in Figure 2-11. Without such an analysis the strongest points of leverage in this logical chain may remain undetected.

**Table 2-8. Relationship Between the Explicit Identification of Women as Members of Project Target Groups and Women's Participation on Evaluation Teams**

Women in Project Target Groups	Women Participated on Evaluation Teams	Women Were Not Reported to Have Participated on Evaluation Teams	Total by Row
Women Were Explicitly Identified as Members of The Project's Target Group	105 (65%)	57 (35%)	162 (100%)
The Project Did Not Explicitly Identify Women as Members of the Target Group	81 (29%)	199 (71%)	280 (100%)
<b>TOTAL</b>	186 (42%)	256 (58%)	442 (100%)

26

**Table 2-9. Relationship Between the Explicit Identification of Women as Members of Project Target Groups and the Collection of Gender Disaggregated Data by Evaluation Teams**

The Collection of Gender Disaggregated Data by Evaluation Teams	Women Were Explicitly Identified as Members of the Project's Target Group	Projects Did Not Explicitly Identify Women as Members of Their Target Groups	Total by Row
Gender Disaggregated Data Were Collected	87 (90%)	10 (10%)	97 (100%)
Gender Disaggregated Data Were Not Collected	75 (22%)	270 (78%)	345 (100%)
<b>TOTAL</b>	162 (37%)	280 (63%)	442 (100%)

**Table 2-10. Relationship Between the Explicit Inclusion of Women as Members of Project Target Groups and the Discussion of Gender Issues in Evaluation Reports**

Discussion of Gender Issues in Evaluation Reports	Women Were Explicitly Identified as Members of the Project's Target Group	The Project Did Not Explicitly Identify Women as Members of The Target Group	Total by Row
Gender Issues Were Raised	58 (100%)	0	58 (100%)
Gender Issues Were Not Raised	92 (57%)	69 (43%)	161 (100%)
"Can't Tell"	12 (5%)	211 (95%)	223 (100%)
<b>TOTAL</b>	162 (37%)	280 (63%)	442 (100%)

## 2. Patterns on a Sectoral Basis

As the preceding section indicates, an analysis of the full set of A.I.D. evaluations tends to provide support for a number of hypotheses concerning relationships between the explicit inclusion of women in project and program beneficiary target groups and such factors as the inclusion of gender issues in scopes of work, the presence of women on evaluation teams, the collection of gender disaggregated data and the discussion of gender issues in evaluation reports. At the sectoral level, however, it is clear that such patterns are stronger in some sectors than in others.

Table 2-11 summarizes the data on each of the key project, program and evaluation characteristics included in the model presented in Figure 2-11 for nine major sectors.<sup>24</sup> As

<sup>24</sup> Table 2-11 presents data only for those sectors addressed by at least 3% of the evaluations in the U.S. data set. The patterns which are visible in Table 2-11 as well as the statistical significance of such patterns tends to be obscured when sectors with only one or two evaluations are included in an analysis. The 397 evaluations covered by Table 2-11 represent 90% of all of the evaluations in the U.S. database and as such they provide more than an adequate basis for the findings discussed in this section.

Table 2-11. Patterns of Gender Coverage in Evaluations for Major Sectors (N=397)

Sector	Number of Evaluations	Projects/Programs Explicitly Included Women in The Beneficiary Target Group		Evaluation Scope of Work Discussed Gender Issues		Evaluation Team Included Women		Evaluation Team Collected Gender Disaggregated Data		Evaluation Reports Discussed Gender Issues			
										Partially		Fully	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture	112	29	26%	26	23%	28	25%	9	8%	35	31%	11	10%
Health/Nutrition	75	44	59%	27	36%	51	68%	26	35%	31	41%	17	23%
Education/HRD/Training	52	25	48%	15	29%	22	42%	18	35%	25	48%	8	15%
Private Enterprise	42	18	43%	8	19%	18	43%	17	41%	19	45%	7	17%
Policy/Public Administration	38	4	11%	2	5%	14	37%	4	11%	11	29%	0	—
Population	32	21	66%	14	44%	20	63%	14	44%	17	53%	6	19%
Water & Sanitation	16	7	44%	3	19%	6	38%	1	6%	6	38%	1	6%
Housing/Social Infrastructure	15	4	27%	1	7%	6	40%	2	13%	1	7%	3	20%
Private Voluntary Organizations (PVOs)	15	4	27%	3	20%	6	40%	1	7%	5	33%	2	13%

2-15

the table suggests, there are a number of patterns which, taken one at a time, were found to be significant on a sectoral basis. Thus, for example:

- As might be expected, it is significantly more likely for projects in the health/nutrition and population fields to target women as beneficiaries than is the case for policy/public administration projects.
- It is also significantly more likely for evaluation teams that examine health/nutrition and population projects to include women. Conversely, women's participation on evaluation teams that examine agricultural projects is relatively unlikely.
- In a persistent fashion that points out the differences that exist at the sectoral level, it is also much more likely that health/nutrition and population evaluations will collect gender disaggregated data than is the case for evaluations of agricultural projects and projects in several other sectors.
- Health/nutrition evaluations are also more likely to fully discuss gender issues in an evaluation report than is the case for evaluations in most other sectors.

In addition to the relationships between sectoral and gender-related variables discussed above, one final pattern appears in the data in Table 2-11. This pattern is, however, weaker than the others that have been identified and it is not significant in a statistical sense. Nevertheless, it may be worth noting:

- Scopes of work for evaluations of health and population projects have a slight tendency to discuss gender issues more frequently than do evaluation scopes of work in other sectors.

As all of this sector specific data suggests, further efforts to model general patterns and to test their validity at the sectoral level appear to be warranted<sup>25</sup>. Submerged in these as yet unexplained patterns lie the mechanisms or levers which A.I.D. and other donors can eventually use to improve the manner in which gender considerations are incorporated into development projects, programs and their evaluation.

### 3. Findings on a Regional Basis

While no relationships were found to be significant on a geographic basis, the fact that A.I.D. manages its program through regional bureaus makes findings displayed in this manner useful from a management perspective. With this in mind Table 2-12 presents key evaluation characteristics by region.

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25 From the point of view of A.I.D.'s women in Development office the focus of such research might productively be one of the reasons why the gender focus of evaluations in agriculture and private enterprise is weak relative to health, nutrition and population, given the investments this office has made in raising the level of A.I.D. staff awareness of gender issues in agriculture and private enterprise projects and programs.

**Table 2-12. Distribution of Evaluations for Which Evaluation Scopes of Work Raised Gender Issues, Teams Collected Gender Disaggregated Data and Evaluations Discussed Gender Issues by A.I.D. Regions**

Region	Total Number and Percent of Evaluations	Women Participated on Evaluation Teams	Gender Issues Were Raised In The Evaluation Scope of Work	Gender Disaggregated Data Was Collected by The Evaluation Team	Gender Issues Were Discussed (Fully or Partially) In The Evaluation Reports	
					Partially	Fully
Asia	87 (20%)	24 (13%)	24 (23%)	19 (20%)	32 (20%)	14 (24%)
Near East	42 (9.5)	19 (10%)	12 (12%)	10 (10%)	14 (10%)	7 (12%)
Europe	2 (.5%)	1 (50%)	0	0	0	0
Latin America and the Caribbean	142 (32%)	61 (33%)	30 (29%)	30 (31%)	51 (31%)	17 (29%)
Africa	105 (24%)	45 (24%)	25 (24%)	30 (31%)	41 (31%)	12 (21%)
AID/W	64 (14%)	36 (19%)	13 (12%)	8 (8%)	23 (14%)	8 (14%)
<b>TOTAL</b>	<b>442 (100%)</b>	<b>186 (100%)</b>	<b>104 (100%)</b>	<b>97 (100%)</b>	<b>161 (100%)</b>	<b>58 (100%)</b>

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### SECTION THREE PARALLELS BETWEEN THE IN-DEPTH ANALYSIS SAMPLE AND THE FULL SET OF U.S. EVALUATIONS

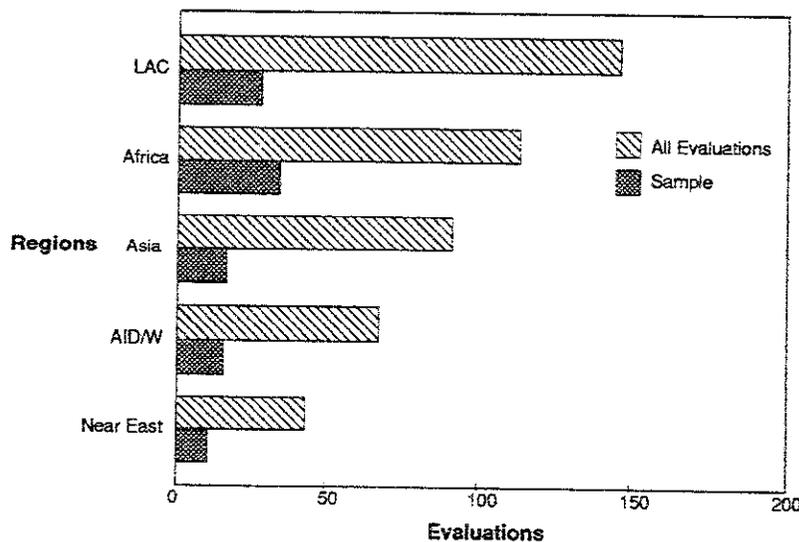
As indicated in Section One, the in-depth analysis sample for the Phase I study was developed in such a way as to ensure that each of the major sectors to be covered in the Phase I report was represented in the sample in rough proportion to its frequency in the full set of U.S. evaluations. Once proportionality was established, as described in Table 1-1 and Figure 1-1, actual cases were randomly selected in all but two sectors. In agriculture and in the sector cluster for policy/public administration so few cases were eligible for inclusion in the in-depth sample, on the basis of their coverage of gender issues, that all eligible cases from these two sectors had to be included in order to approach proportional representation in these areas.

The purpose of this section of the report is to further elaborate upon the relationship between the in-depth sample and the larger set of evaluations from which it was drawn. The section highlights similarities between the sample and the full set of evaluations. It also identifies several limitations of the in-depth sample.

#### A. CHARACTERISTICS OF PROJECTS AND PROGRAMS IN THE IN-DEPTH SAMPLE

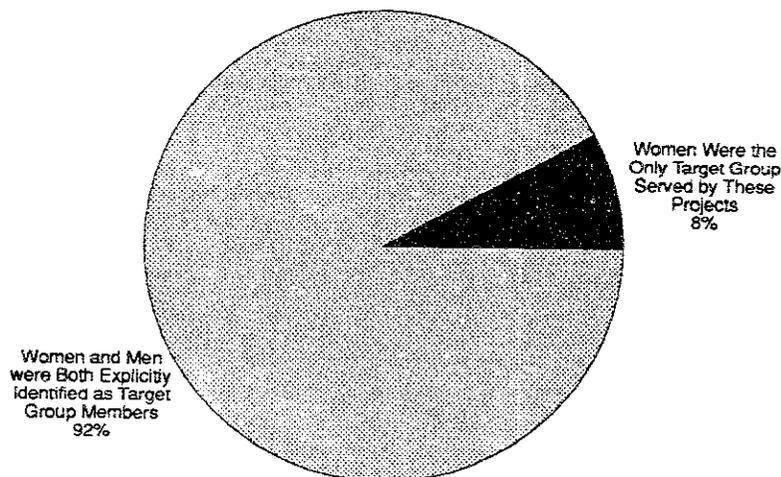
In addition to purposefully paralleling the distribution of evaluations by sector, evaluations included in the in-depth analysis sample turned out to be reasonably proportional to the full set of evaluations with respect to regional distribution. Figure 3-1 shows this distribution. Relative to the full set of evaluations, the sample includes somewhat more Africa evaluations and somewhat fewer Latin America and Caribbean evaluations than does the full set of evaluations.

Figure 3-1. Evaluation Reports in the In-Depth Sample by Region, Compared to the Full Data Set



As was noted in Section One, one eligibility requirement for inclusion in the in-depth analysis sample was the explicit identification of women as members of a project or program's beneficiary target group. With respect to the distribution of projects and programs examined in the in-depth analysis sample, Figure 3-2 indicates that the vast majority of projects and programs included in this sample, 92%, targeted both men and women. A much smaller share, 8%, focused solely on women. Figure 3-3 provides a comparison of the frequency with which projects and programs that targeted only women were included in the in-depth analysis sample and the full set of U.S. evaluations. The share of "women only" projects and programs represented in the sample is high relative to the share of projects that targeted both men and women.

**Figure 3-2. Women Only Versus Mixed Target Groups in Projects In the In-Depth Analysis Sample (N=90)**



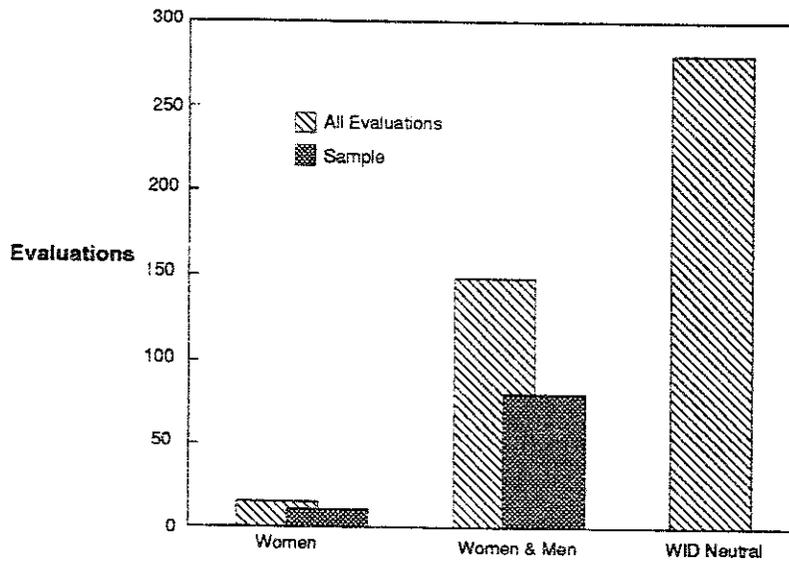
**B. CHARACTERISTICS OF EVALUATIONS IN THE IN-DEPTH ANALYSIS SAMPLE**

Whereas the full set of U.S. evaluations was characterized by a 60% to 40% split between interim and final or ex-post evaluations, these two clusters of evaluation types were more evenly represented in the in-depth analysis sample. Figure 3-4 shows the difference in these proportions.

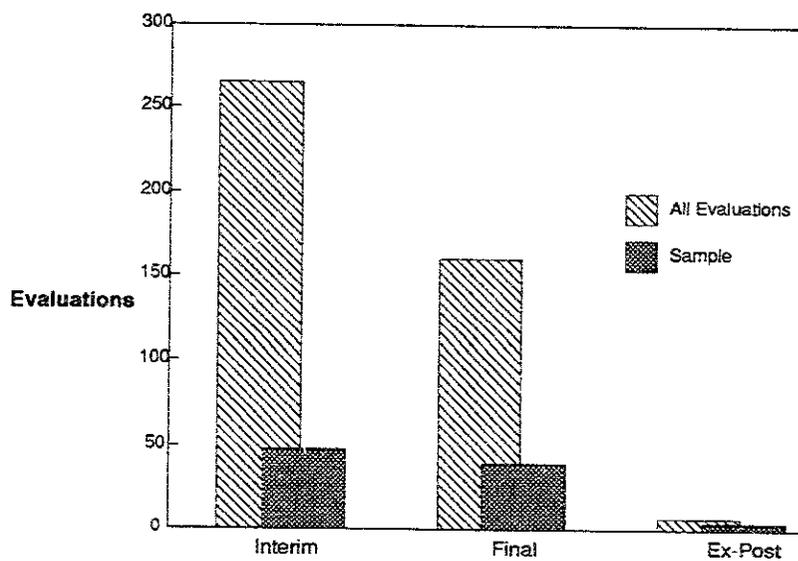
Data on the gender coverage in the evaluation scopes of work for evaluations in the in-depth analysis sample indicate that 54% of these evaluations had scopes of work that raised gender issues, as Figure 3-5 indicates. On a proportional basis, evaluations in the in-depth sample more frequently include a discussion of gender issues than did their counterparts in the full set of U.S. evaluations. Figure 3-6 makes this comparison.

With respect to the participation of women on evaluations teams, evaluations in the in-depth sample engaged women in this manner 64% of the time, as Figure 3-7 illustrates, as compared to 42% in the full set of U.S. evaluations. Figure 3-8 provides a comparison

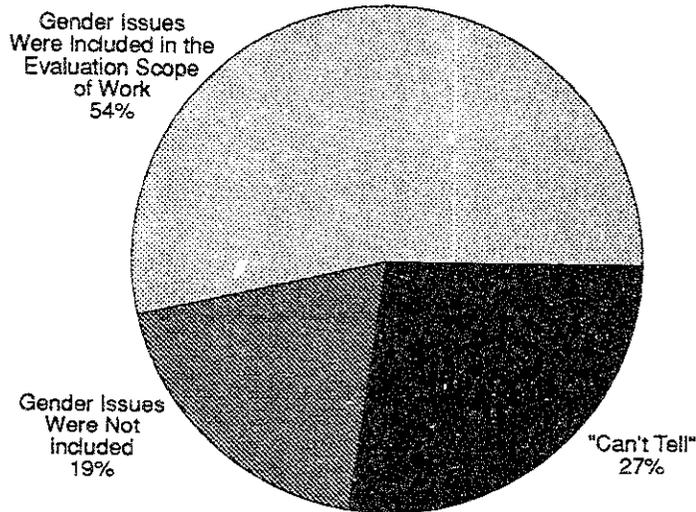
**Figure 3-3. Degree to Which Women Were Explicitly Identified as Target Group Members in the In-Depth Analysis Sample as Compared to the Full Data Set**



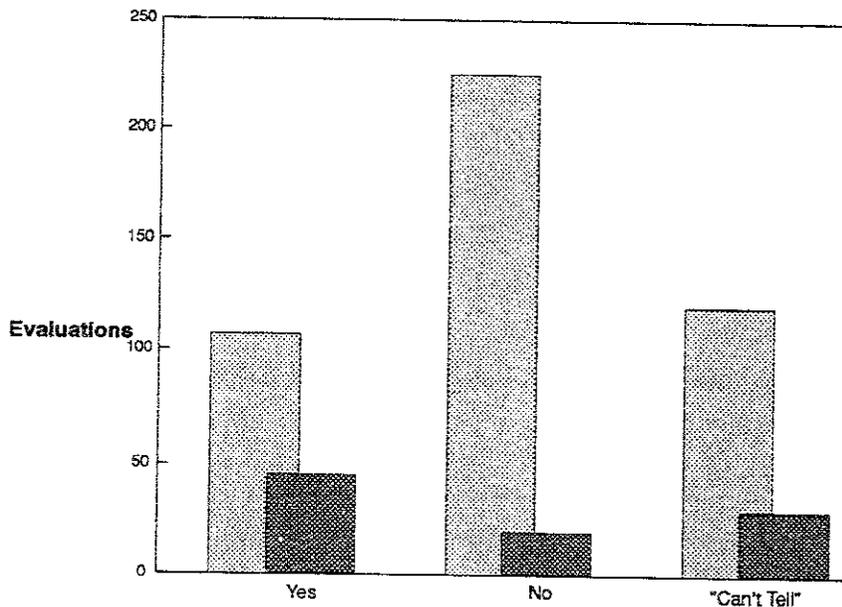
**Figure 3-4. Frequency with Which Evaluations Were Interim, Final, or Ex-Post In the Full Data Set and in the In-Depth Analysis Sample**



**Figure 3-5. Frequency with Which Gender Issues Were Discussed in Evaluation Scopes for Evaluations in the In-Depth Analysis Sample (N=90)**



**Figure 3-6. Comparison of the Degree to Which Gender Issues Were Discussed in Scopes of Work for Evaluations in the In-Depth Analysis Sample Versus the Full Set of Evaluations**

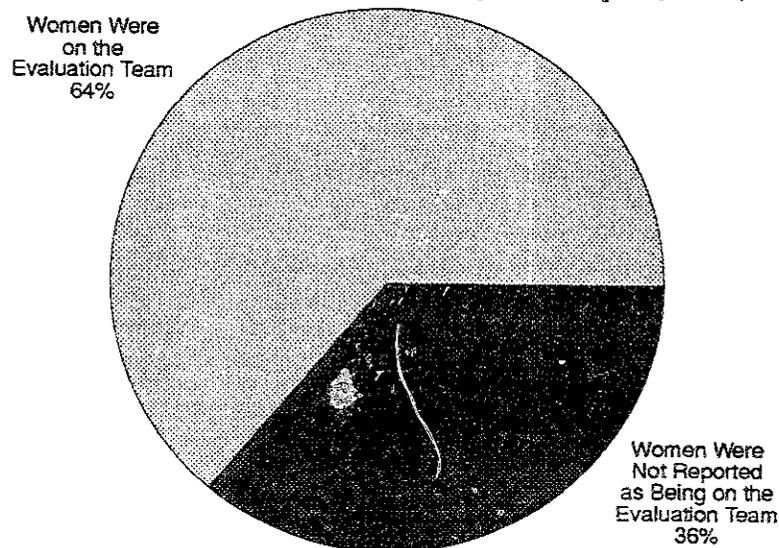


of the representation of women on evaluation teams in the in-depth analysis sample to their representation on teams in the full set of evaluations. As the figure suggests, women are more frequently members of evaluations teams for cases in the in-depth sample than is the case for the full set of U.S. evaluations.

In the in-depth analysis sample, 50% of the evaluations collected gender disaggregated data. This proportion is a good deal higher than was the case for the full set of evaluations, which is in part attributable to the fact that the collection of gender disaggregated data was one of the optional conditions that, together with the inclusion of women in a project or program's target group, qualified an evaluation for inclusion in the in-depth analysis sample. Figure 3-9 makes this comparison and shows again how infrequently gender disaggregated data was collected in the full set of U.S. evaluations.

Like gender disaggregated data collection, the discussion of gender issues was one of the optional conditions that qualified evaluations for inclusion in the in-depth analysis

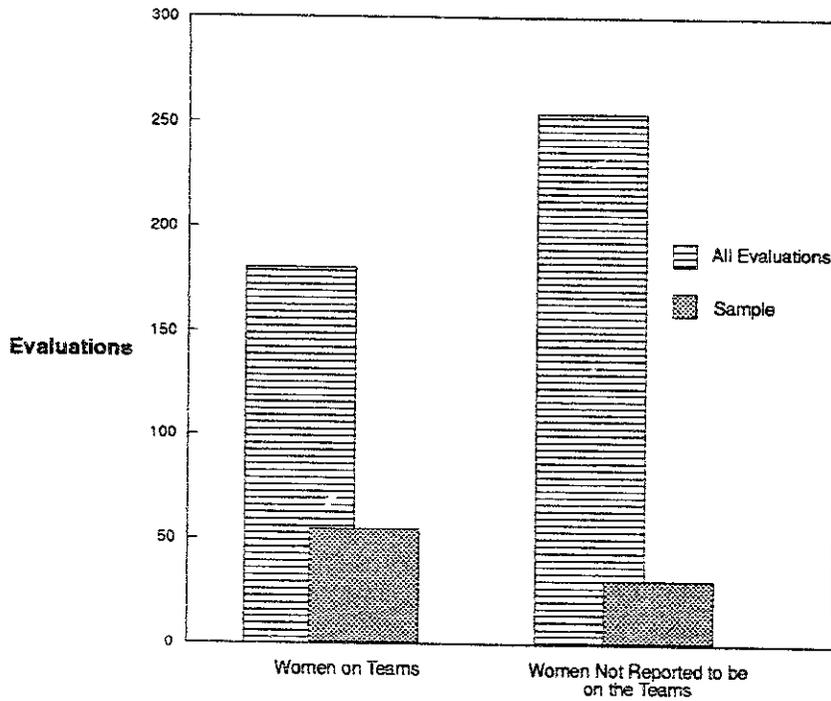
**Figure 3-7. Women's Involvement on Teams, in Some Capacity, in Evaluation in the In-Depth Analysis Sample (N=90)**



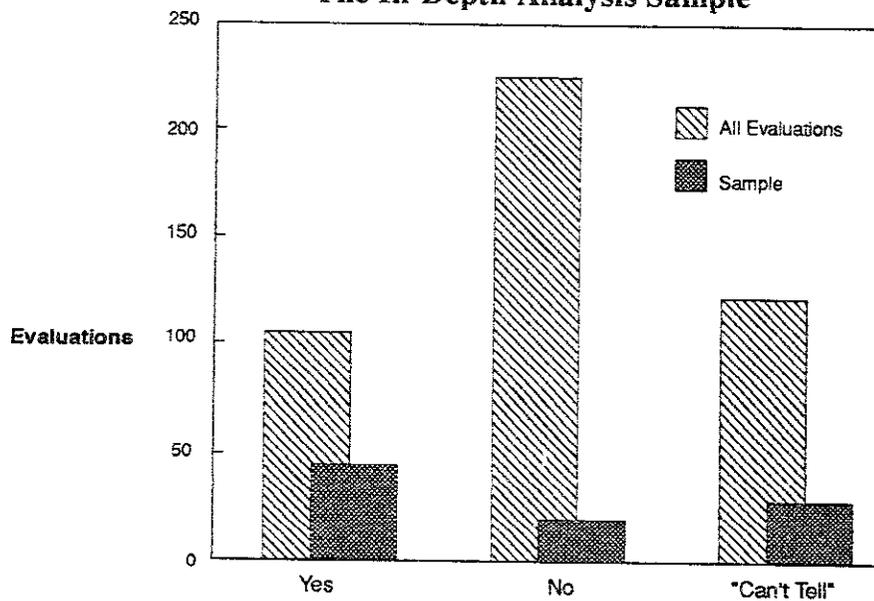
sample. As a result the proportion of evaluations in the in-depth analysis sample that discuss gender in their reports is a good deal higher than is the case for the full set of U.S. evaluations, as Figure 3-10 makes clear.

As indicated at the beginning of this section, none of the comparisons included here affect the way in which conclusions were reached either for the full sample or for the in-depth sample, which is subdivided by sector and discussed in the next several chapters. The purpose of the figures presented in this section is to provide the reader with a bridge that facilitates movement between the full data set and the sample, and enhances understanding of the analysis that is undertaken on each side.

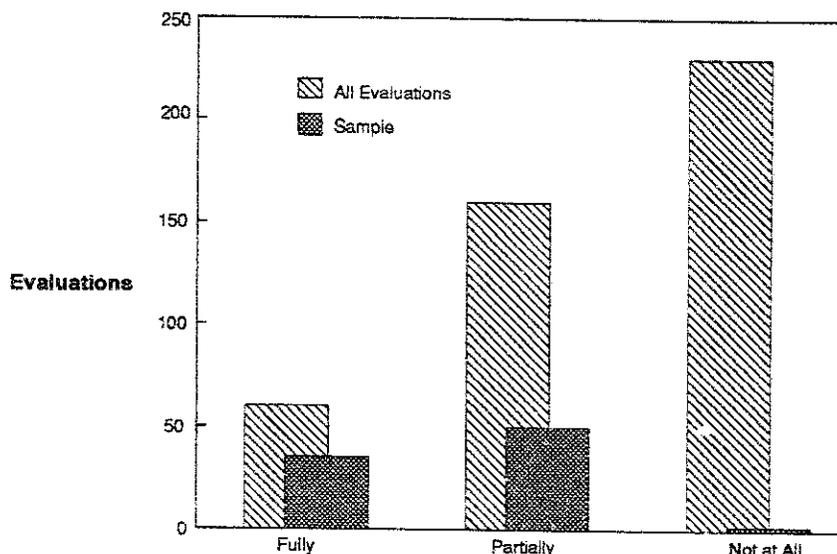
**Figure 3-8. Comparison of Women's Presence, in any capacity, on Evaluation Teams in Full Data Set and the In-depth Analysis Sample**



**Figure 3-9. Comparison of the Frequency with Which Gender Disaggregated Data was Reported or Used in the Full Data Set and The In-Depth Analysis Sample**



**Figure 3-10. Comparison of the Degree to Which Evaluations in the In-Depth Sample and Evaluations in the Full Data Set Discussed Gender Issues**



**C. CAVEATS CONCERNING THE INTERPRETATION OF DATA FROM THE IN-DEPTH ANALYSIS SAMPLE**

Two limitations of the in-depth analysis sample described above and used in the preparation of sector reports, in the following sections, must be taken into account as findings derived from this sample are presented and interpreted. The two important limitations of this sample are:

- The skewed nature of the sample, and
- Differences in findings that emerge at the sector level as a function of small sample sizes.

**1. The Skewed Nature of the In-Depth Sample**

As indicated in Section One, the process used to select cases for the in-depth sample started with an effort to sort those evaluations that addressed gender issues in some ways from those that did not. This sorting was done with the intention of including only evaluations that discussed gender issues in some way in the in-depth sample, as there would be little point in using a detailed document review instrument to examine evaluations which contained no pertinent information. The process of creating a subset of 152 evaluations that discussed gender issues from which a sample was to be drawn for the in-depth analysis automatically ensured that a sample from this subset would be skewed relative to the full set of U.S. evaluations. That is, the sample would, deliberately favor:

- Evaluations of projects that had women as beneficiaries;
- Evaluations that contained gender-disaggregated data, and
- Evaluations that discussed gender characteristics.

While some of the evaluations in the subset from which the in-depth analysis sample was drawn had only two of these characteristics, the subset as a whole looks different from the full set of U.S. evaluations.

Thus, while the in-depth sample of 90 cases which was eventually selected accurately represents the subset of 152 evaluations from which it was drawn, it does not accurately represent the full set of 442 U.S. evaluations in the Phase I set. For this reason, data from the 90 cases, as a group, are not presented in comparison to the 442 evaluations in the full set. Such comparisons would misrepresent the study's findings.

In reviewing the sector reports in the following sections, readers are cautioned to remember that direct comparisons between the full set of evaluations and the in-depth analysis sample are not valid. Whenever the sample is discussed, readers need to remember that the sample is a sample of cases which are known to have focused on gender issues.

## 2. Sample Size and Data Analysis

At the sector level, many of the samples are very small. While there are 26 cases examined in the agricultural sector, there are only 4 cases discussed for the housing and social services sector. With small samples such as these, many statistical tests that help to identify relationships, such as the chi-square test for categorical variables, cannot be used. Thus, in the sector reports it is rare to find evidence of relationships of the kind that are documented in Section Two of this report for the full set of 442 U.S. evaluations. With the full set of evaluations, it was possible to establish significant relationships between such characteristics as the presence of women on evaluation teams and the discussion of gender issues in evaluation reports.

At the sector level, with only a few cases, statistical tests are not able to validate these relationships. For this reason, some of the relationships that are found to be significant for the full set of evaluations are reported as not being significant at the sector level. What such statements actually tell us is that there are too few cases at the sector level to reach reliable conclusions. Were there 100 or 200 cases included in each of the sector level analyses, the relationships that are shown to be significant in Section Two would, in all probability, prove to be significant at the sector level as well.

## SECTION FOUR GENDER PATTERNS IN EVALUATIONS OF AGRICULTURAL SECTOR PROGRAMS AND PROJECTS

This is the first of nine sections that present sectoral level findings from the Theme III, Phase I study. Each of these sectoral sections follows a common outline established in the framework paper for the Theme III study.<sup>25</sup>

### A. DESCRIPTION OF THE IN-DEPTH SAMPLE OF AGRICULTURAL PROJECT EVALUATIONS

There were more projects in the agriculture sector than in any other sector. The 112 projects constituted 28.2% of the USA.I.D. evaluation activity during this period. These evaluations were concentrated in Asia (27.7%), LAC (25%), and Africa (26.8%) with the remainder similarly divided between Near East (9.8%) and A.I.D. Washington central offices (10.7%).

There were 26 agriculture evaluation reports which scored "high" on the composite gender variable described in Section One. All of these reports were selected for in-depth review of gender issues. The geographic location of projects discussed in evaluations in this sample was similar to that of the full set, evenly distributed among Asia (23.1%), Latin America (26.9%) and Africa (23.1%); 19.2% were from central A.I.D. bureaus and 7.7% were in Near East.

The projects included social forestry, agricultural research and extension, agricultural marketing and agricultural policy reform implementation, irrigation, agricultural production, credit, and input delivery, and environmental management and biodiversity support. Some projects were primarily concerned with institutional development. At some level, the private sector was involved in implementation of 73.1% of these projects.

### B. DESIGN, APPRAISAL AND IMPLEMENTATION

In the full set of 112 agriculture sector evaluations, women are specified as being included in the target group 25% of the time. There were no projects in which women were the project's sole intended beneficiaries. Gender of the beneficiaries was not specified in 74.1% of the projects covered by evaluations in the agricultural sector.

With respect to the sample of 26 agricultural evaluations included in the in-depth analysis, women were designated as beneficiaries in all cases, as this was a criteria for inclusion in the sample. For example, in an agricultural production project in Ghana, a separate women's extension division provided services to women as part of a larger project. Women were always included among intended beneficiaries for at least part of the project. In the majority (83.3%) of the projects that provided direct benefits, women could be identified as intended or actual beneficiaries in a component but not the entire project.

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<sup>25</sup> See Annex A.

Women were specified as beneficiaries in the entire project in 16.7% of the cases included in the in-depth analysis sample.

In half of the evaluations included in this sample, there is no indication of objectives being specified on a gender disaggregated basis, or of strategic plans for reaching women being included. In this half of the cases, there was no evidence of women being consulted or involved in the design process. With respect to the other half of the cases in the sample, 26.9% of the reports indicated that design stage objectives included women and 42.3% indicated that a strategic plan for involving women had been developed. These evaluations indicate that women were consulted or involved in the design of two of the projects in agriculture, or 7.7%. In both cases, this appears as a brief mention with no details.

With respect to a specific example, in Malawi, the design of a project specified inclusion of women among the beneficiaries in three components of the Agricultural Research and Extension effort. Increased participation in extension programs and services, increased income through income generating activities, and improved farm and home management skills were indicated in the design. In addition, a specialized unit for women was established within the extension and training unit of the Ministry of Agriculture, and these project components were considered effective in serving women.

In contrast, two projects demonstrate that specification of women as intended beneficiaries in the design process does not guarantee their successful inclusion in project benefits. In one case, one of the purposes of the Institute of Forestry Project in Nepal was to meet that nation's needs for trained forester's and research managers, specifying that at least 15% of the Institute's students would be female. The report indicates that 13% were female. It also suggested that there was a need for lodging for women to increase female enrollments, and that women graduates were experiencing more difficulty in finding employment than male graduates, suggesting a need for active support in job placement for them. In a second case, an agricultural and rural development project in Sri Lanka, where women constituted over half of the agricultural labor force, equitable distribution of benefits were specified in the project goal. However, the evaluators indicate that there was insufficient monitoring data to determine if this had occurred in spite of previous efforts to identify gender disaggregated data needs. Nonetheless, the data obtained from interviews with implementing agency staff and women suggested that women are minority participants in the farmer's organizations developed under the project and have insufficient access to extension. Moreover, they lost jobs in commercial farming due to mechanization. Credit data was unavailable. However, girls constituted the majority in project-related self-employment activities.

Two other reports reflected the difficulty of reaching women as beneficiaries when their designs failed to recognize the centrality of women and gender issues to improvements in the sector. A.I.D.'s centrally funded Environmental Planning and Management Project evaluation notes the importance of women in natural resources planning and management in Africa and documents areas where the project's implementing entity and A.I.D had failed to incorporate this knowledge: "*This inattention ... is surprising in light of the [implementing entity's] own commitment to illumination of issues of equity and empowerment as furthering developmental and environmental balance.*" As the issue became more salient in 1992, gender activities were expected to be reflected in the annual

work plan. The Zimbabwe Agricultural Support Project also reflects the difficulty of adequately addressing gender issues which have not been identified during the design stage. This project is discussed below in the section on project effects.

In some instances, the importance of gender issues emerged during implementation, when efforts to reach women were initiated. For example, in a community development component of the Northern Zone Consolidation Project in Costa Rica, 30 women's organizations that were included in community development training activities though the project did not facilitate their formation and their involvement in the project did not universally meet with approval. In the Senegalese Irrigation and Water Management Project, the project intended to increase food production and farmer's incomes through the development of irrigated perimeters using the village as the organizational unit. During implementation, it became clear that groups were not based on the village but rather subsets according to gender, age, and other characteristics.

Attention to women as beneficiaries during implementation was progressing more positively in two other projects. In Egypt's Agricultural Production and Credit project, concern for women as employees and clients of the agricultural credit component emerged mid-course, and committees were established to develop and monitor activities for women. In the Zimbabwe Agricultural Sector Assistance Project, funds were earmarked during implementation for new lodging for women at the agricultural colleges which permitted women to attend these institutions and to obtain agricultural degrees for the first time in that nation's history.

Distinguishing between the active participation of women in projects, and their role as passive beneficiaries, the role of women, in a subset of 24 agriculture projects that provided direct benefits, was active. In 87.5% of these projects there was indication of active involvement of male and female beneficiaries in the provision of the project's goods or services. Evaluators refer to participation of women as founders and members of cooperatives, irrigation production groups, and women's organizations for local development activities or agricultural production activities. They are also referred to as trainees in institutional development efforts, or as trainees or leaders in workshops. While women participate in these aspects of projects, several projects noted that fewer women were involved than men. For example, women participated in coffee cooperatives in Honduras but constituted 9.7% of the members. In other cases, it is difficult to determine the degree to which women actually participated. In 37.5% of the projects in the in-depth sample female beneficiaries were involved in decision making, sometimes in a limited way. For example, as leaders of irrigation work groups, Senegalese Tukolor women are consulted by male committee members but are not permitted to attend the committee meetings and must get their information from men after the meeting.

Evaluation reports for the in-depth analysis sample indicated that women were on the staff of the implementing agency in 66 % of the direct service projects. Frequently the presence of women was determined by an analysis of the list of individuals interviewed because no other information on this issue was provided in the reports. The status of and exact data on women in the work force of implementing agencies is sometimes difficult for evaluators to determine. Implementing agencies did not normally keep staff information on a gender disaggregated basis. In some cases where information on work force participation

during implementation is available, women were noted as belonging to units that were limited to women.

### C. DATA AVAILABILITY

Of the 112 agriculture projects in the full set of U.S. evaluations, 26 (23.2%) included women in the target group and contained at least some mention of gender issues or gender disaggregated data; 55.4% contained no mention of women either as beneficiaries, in the data they presented or in the issues they discussed. As noted in Section Two, the inclusion of gender issues in an evaluation scope of work is related to gender specificity of evaluation reports. In the agricultural sector, 57.7% of the evaluations which had gender included in an evaluation scope of work scored "high" on the U.S. study's composite gender variable and 30.8% of the reports with gender issues mentioned in the terms of reference for the study included at least some brief mention of women in the project. There was no mention of gender in the evaluation scope of work in 61 (54.5%) of the agricultural sector evaluation reports; in these cases, the evaluation reports were less likely to contain any gender information; 44 of the 61 contained none.

Gender disaggregated data was provided in 8% of the agriculture evaluation reports. In agriculture, there is no relationship between inclusion of gender in an evaluation scope of work and gender disaggregated data in the reports. Where gender was mentioned in an evaluation scope of work, 76.9% of the reports provided no data. Similarly, there is no relationship between women on the team and the reporting of such data. Women were on 25% of the evaluation teams, but only 17.9% of the reports generated by those teams contained some indication of gender disaggregated data; teams without women rarely provided gender disaggregated data (88.9%).

For projects in the agricultural sector, there is a significant relationship between inclusion of women in the target group and presence of gender disaggregated data in the reports. Where women are specified in the target group, project evaluations are more likely to contain data on gender. Gender neutral projects are less likely to report gender disaggregated data; 98.8% of the evaluations in which gender is not specified contained no gender disaggregated data.

There was no discussion of gender issues at all in 58.9 % of the agriculture project evaluations. Partial discussion appeared in 31.3% and fuller discussion appeared in 9.8%. Gender issues were discussed in all projects where women are specified as beneficiaries; gender neutral projects contained no gender discussion in 74.7% of the cases.

When the evaluation scope of work called for attention to gender issues, 30% of the teams produced reports with fuller discussion of gender issues, and 57.7% addressed the issues in a partial or token manner. In no case were these issues completely neglected. Due to low frequencies, however, it not clear that there is a statistically significant relationship between discussion of gender issues and a gender requirement in the evaluation scope of work in the agriculture sector.

In the agriculture sector, there is a relationship between presence of women on the team and discussion of gender issues. Of the 28 teams, representing 25% of all agriculture

evaluation team, on which women served, 32.1% of the teams produced reports with no discussion of gender issues, and teams without women omitted any discussion in 67.9 % of the cases.

In the agriculture projects which score "high" on the U.S. team's composite gender variable, 61.5% contained gender disaggregated data; 3.8% reported some data on women but did not provide a comparison with men, and 34.6% provided no data specifying gender.

Some of these reports indicate that the issue of gender disaggregated data had been raised previously, but there was still no information available. As the evaluators of an agricultural research and extension project in the Caribbean noted, gender disaggregated data had been kept on few elements of the project. In a Social Forestry Project in India, the mid-term evaluation had recommend that gender disaggregated data along with other distributional types of information be gathered, but the final evaluation team found none. The evaluation team for the agricultural and rural development project in Sri Lanka indicated that earlier efforts to obtain gender disaggregated data may have been more effective if the indicators were part of the set of data needed for monitoring in general.

In the agriculture sector, 38% of the evaluations in the sample included training components these and data was frequently reported with regard to participation of women in training components. For example, in the Nepal Institute of Forestry project, admission of females to the certificate and undergraduate degree programs increased from 9% in 1988-1989 to 13% in 1990-1991. In the training and research components of the Food and Security Project in five African countries, 23% of those who received in-country on-the-job training were women. In India, 20% of those trained in the Social Forestry Project were women, but no clear information was available on the type or extent of training provided for women.

Reports also contained information on women as a percentage of the total beneficiaries for particular project components. Sometimes this data appears to have been obtained from project monitoring systems, but a number of the reports obtained information on beneficiary involvement directly from female beneficiaries, usually through site visits and interviews but occasionally through surveys. For instance, in the Farmer Livestock Improvement project in Honduras, women constituted 13.49% of the beneficiaries for loans. In site visits to livestock operations, no women were found to be participating in the cooperatives.

Similarly, the evaluation team for the Social Forestry Project in India reported that they met few women in the course of their field visits, although they reported that 80%-90% of the laborers were women. In Honduras, surveys indicated that women constituted 9.7% of the coffee cooperative participants and approximately 7% of all borrowers, but evaluators found no women in extension of credit agencies serving them. In the Secondary Food Crops Development Project in Indonesia, gender disaggregated data is available in only one of the three components which included women and none is noted for the gender neutral components. In the credit programs, women constituted 23% to 29% of the borrowers. Women received 36% of the project loans in Egypt's Agricultural Production and Credit Program.

The U.S. team also explored the degree to which the reports provided "soft data" on women, i.e., there were no specific qualitative measures but the evaluators used qualitative terms, and 80.8% of the evaluations in the in-depth analysis sample did contain such mentions. As an example of the use of soft data, evaluators noted that "many women" in the area covered by a project in Zimbabwe were organized into production groups, but that the credit implementing agency does not lend to groups.

#### D. EFFECTS AND IMPACTS

No data is available on the effects and impacts for the total set of 112 agriculture project evaluations. However, the U.S. team explored this issue in the 26 reports included in the in-depth analysis sample. Within this sample, 73.1% percent of the agriculture projects with components serving women were reported as effective, while 3.8% of the evaluations provided no indication that women actually benefited from the project. In this context, it is worth noting that even those projects which identify women among the beneficiaries often contained gender neutral components; 57.7% of the evaluations of projects with gender neutral components were considered effective.

Among agriculture project evaluations, 42.3% noted a change in women's roles in the community, their access to credit or their income generating capacity. In Guatemala, the effect of a cooperative improvement component in the Agribusiness Development Project was positive for women. In this project, the level of wage income was increased by creating new jobs, and half of these were obtained by women. In the Malawi Agricultural research and Extension Project, women's access to improved technologies and practices was increased, their credit worthiness was enhanced, and productivity and income increased, which, in turn, results in increased control over discretionary spending. Additional information on these sorts of outputs or effects for women has been described in the discussion of data on beneficiaries above.

In other evaluations, the effects on production and income are less clear. In Ghana, some of the activities of women's extension units have had benefits for women, but evaluators recommend that others be reviewed for economic benefit. In general, extension kept poor records on adoption or impact, so effectiveness could not be determined. The income generating component did result in income generation from activities such as beekeeping and fish farming. In the Social Forestry Project in India, women's participation in most components was minimal although it was considered crucial; however, women working in the nursery earned income and could reinvest in more seeds.

Other projects present a less positive picture for women as actual beneficiaries. The Honduran Small Farmer Livestock Development Project has had a positive impact on the income of participants, but no gender is specified, and where gender information is provided, indications are that employment and income generation benefits were minimal. In the Mozambique Private Sector Support Program which was to facilitate divestiture of state farms, it is too early to determine the effect of the project on women; however, the evaluators note that in secure areas, female labor is already used to full capacity so increases in production and income will have to come from underemployed men. In the Afghanistan Agriculture Rural Rehabilitation Project, there is little information on the effects of the few sub-grant activities which specifically addressed women. In Indonesia,

access to credit was identified as a problem for women, but the issue was not addressed in implementation of the Food Crops Development Project.

Findings on effects may also be mixed in a given project. In the reports with more thorough analysis of gender issues, a more complete picture of the effects of the project on women as compared to men can be obtained, and the picture is mixed. In Zimbabwe, an agricultural sector project had been designed to support small holder production; although women are described as the backbone of this subsector, the design had given no specific attention to women as beneficiaries. However, there is evidence that women did obtain some benefits from the project. Storage and marketing components benefited men and women, and redirection of research to consider women among the beneficiaries led to benefits for women; however, women have less access to means of transport. The emphasis on research requiring high inputs was less useful for women due to the dominant orientation of extension and credit towards men. While women had begun to receive more training than men under the Master farming extension program, the advanced materials are inappropriate for the majority of rural women who are illiterate. While women have been hired in the extension service since Independence, the work force remains 82%-92% male, and there are social constraints on individual women meeting with male agents. Moreover, only 6% of the women have marketing board accounts which permit them to receive income directly for their crops. Similar constraints in receiving cash for their labor from the dairy marketing board were reported, reducing their effective utilization of the dairy transport improvements supported by the project. Changes in income were noted for women in the successful fishing cooperatives where they constituted 12% of the membership. Changes in social roles, such as women in management or technical staff occupations where they are a minority, creation of organizations for women or increased responsiveness of implementing agencies to women as clients, were noted in 65.4% of the evaluations. Data on women as beneficiaries has been previously reviewed above.

Findings on the status of women on the staffs of implementing agencies are reviewed here. As previously noted, evaluators identified women on the staff of implementing agencies in 66% of the direct service projects. In the agricultural research project in Bangladesh, women constitute 5% of the B.S. level staff in Bangladesh in the DAE. At CARDI, one of the implementing agencies in the Caribbean agricultural research project, 22% of the staff were women. While it may be difficult to define the role of a projects in increasing the number of women in these positions, the International Potato Center Project in four African countries is credited with recruitment of women researchers. In the Sri Lanka agricultural and rural development project with equitable distribution of benefits for women as a goal, women were estimated as 9% of the implementing agency staff and were limited to roles as community organizers or clerical positions.

Effects were more positive in the Food and Security Project in five African countries; women were trained as researchers, which was not considered a traditional occupation for women. While some women (13% of total) were being trained as natural resource officers in Nepal, they were having difficulties finding jobs. The Zimbabwe Agricultural sector Assistance program is notable in its analysis of the relationship between female staff of the extension agency and the role of women in agriculture; here, women contribute 80% of the agricultural labor and constitute 70% of the farmers. It is difficult for

women farmers to meet individually with male agents; the extension agency estimated that no more than 8-18% of the extension staff are women.

## E. SUSTAINABILITY

No data is available on sustainability for the full set of agriculture sector evaluations, as the A & B data sheets did not raise this question. Review of the issue of sustainability and the relationships between effective performance and gender of beneficiaries was undertaken for the in-depth analysis sample of 26 agriculture project evaluations.

The majority (92.32%) of these projects contained some discussion of sustainability. Definitions vary from survival of the implementing agency or beneficiary organization to the availability of financial resources for the continuation of benefits after A.I.D. support ceases.

Using the continuation of benefits to intended beneficiaries as a definition of sustainability, the U.S. team explored the relationship between the evaluators' assessment of sustainability and the type of beneficiaries. In 38.6% of the reports, evaluations expect there to be continuation of benefits from the project to beneficiaries which include women and/or men or children; continuation of benefits was uncertain for 19.2% of the projects, and the issue was not discussed in 38.5% of the reports.

The U.S. team also explored the relationship between effectiveness of project components which included women and sustainability. Of the 19 agricultural projects considered to be effective, 42.1% are expected by evaluators to provide sustainable benefits to women and men; 38.8% of the reports did not consider continuation of benefits, and continuation of benefits was uncertain for 15.8% of this subset of effective projects serving men and women.

**SECTION FIVE**  
**GENDER PATTERNS IN EVALUATIONS OF HEALTH AND NUTRITION**  
**PROGRAMS AND PROJECTS**

**A. DESCRIPTION OF THE IN-DEPTH SAMPLE OF HEALTH AND NUTRITION SECTOR EVALUATIONS**

There were 75 evaluation reports in the U.S. data set that focused primarily on health and nutrition projects. This set included a higher percentage of AID/Washington centrally funded projects (28%) than most of the other sectors. The remainder were distributed across four regional bureaus: Asia 21.3%, Latin America 26.7%, Africa 17.3%; Near East had 6.7%.

Of these 75 evaluations, a proportional sample of 18 of 41 health/nutrition sector cases that had been scored "high" on the U.S. team's composite gender variable were randomly selected for inclusion in an in-depth analysis. The sample cases were distributed across the regions and A.I.D. Washington. The projects included in this sample focused on support to non-government organizations (NGOs) for health care delivery, including family planning and nutrition; support to CARE for health services activities in several countries; child survival projects in Haiti, Morocco, Sudan, Senegal, Dominican Republic, Philippines, and Guatemala; family health services in Swaziland; rural health in Mauritania and in Zaire; breast feeding promotion in Panama; and support for research and development activities in health and family planning. These projects frequently include nutrition and family planning as well as preventive health measures. There was indication that the private sector was involved in 38.9% of these projects.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

In the full set of 75 health and nutrition evaluations in the U.S. set, women are identified as being included in the target group of 58.3% of projects. Of those projects which targeted women, women were designated as the sole intended beneficiaries of 15% of the cases. Gender of the beneficiaries is not specified in 41.3% of these cases.

With respect to the sample of 18 evaluations selected for in-depth analysis, women were always designated as project beneficiaries, as this was a criteria for selection as a sample case. Of these cases, 22% identified women as the only target beneficiary group. In 88% of the evaluations that indicated that direct benefits were provided, women were specified as beneficiaries in all components of the project. In projects which included women as direct beneficiaries, 84% also included children. Men were indicated as intended or actual beneficiaries in one third of these projects. Because this sample was selected for inclusion of women and not men, we would expect that the specification of men is under-reported for this sample.

For cases in the in-depth sample in which women were included as beneficiaries, the U.S. team examined the degree to which evaluation reports provide gender information regarding the project's design or implementation processes. In 38.9% of the evaluations, there is no indication of gender disaggregated objectives in designs nor are strategic plans

for reaching women discussed, nor is there any indication of women being consulted or involved in the design process. In one third of the evaluations, design stage objectives were found to identify women and to include a strategic plan, usually involving women in their role as mothers of children. None of the evaluations provided information on the design process which indicated that women had been consulted in that phase of the project cycle.

With respect to the active participation of women in the projects, as opposed to their more passive role as beneficiaries, in 88.9% of the cases in the in-depth sample there was no discussion of the active involvement of beneficiaries in provision of the project's goods or services. Nor was there any indication of beneficiary involvement in decision making for these projects. However, in 27% of the projects that provided direct benefits, evaluations indicated that women were on the staff of the implementing agency. In Guatemala, men were employed as the health promoters, and this proved to be ineffective for reaching women clients. Where women were identified, they were not at top levels of agencies or in substantial numbers. In Sudan, one woman was reported on the staff of the local implementing PVO office. Midwives were identified in other projects. Due to the nature of the services and the involvement of women as paraprofessionals if not professionals in the health care in many of these countries, it is likely that women are on the staffs in the NGOs and other implementing agencies, but the reports provide limited gender disaggregated data in general, and it is difficult to identify them.

### C. DATA AVAILABILITY

Of the 75 health and nutrition projects in the U.S. data set, 54% included women in the target group and contained at least some mention of gender issues or gender disaggregated data; 32% contained no mention of women either as beneficiaries, in data presented in the reports or in issues discussed therein. In the health and nutrition sector, the inclusion of gender issues in an evaluation scope of work appears to be related to the gender specificity of evaluation reports. Almost all of the health and nutrition sector evaluation reports which had gender included in the evaluation scope of work were scored "high" on the U.S. team's composite gender variable. Where there was no mention of gender in the evaluation scope of work, 64.5% of the reports contained no mention of gender in the evaluation.

Gender disaggregated data was provided in 34.7% of the evaluation reports in the health and nutrition sector. Inclusion of gender in the evaluation scope of work for the evaluation was found to be related to the reporting of such data, and 63% of the reports contained gender disaggregated data where the evaluation scope of work called for attention to gender issues. In this sector there appears to be no relationship between women on the team and the reporting of such data; in one third of the cases in which women were on the team, there was gender disaggregated data, and when there were no women on the team, about a third of the cases did report gender disaggregated data.

There is however a significant relationship between the identification of women in the target group for health and nutrition projects and presence of gender disaggregated data in evaluation reports. Where women are specified in the target group, project evaluations are more likely to contain gender-related data. Gender neutral projects are less likely to report gender disaggregated data.

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In the 18 health and nutrition projects included in the in-depth analysis sample, one third contained gender disaggregated data; 11.1 % reported some data on women, usually as mothers of children, but did not provide a comparison with men, and 55.6% provided no data on women. Two thirds of the evaluations in this sample did contain soft data on women, again usually as mothers.

#### **D. EFFECTS AND IMPACTS**

No data is available on the effects and impacts for the total of 75 projects. However, the U.S. team explored this issue for the 18 included in the in-depth analysis sample. Half of the health and nutrition projects in this sample which had components serving women were reported as effective; 16.7% of the evaluations provided no indication that women actually benefited from the project. In that regard, it is worth noting that even projects which identify women among the beneficiaries often contained gender neutral components; 27.8% of the evaluations of projects with gender neutral components were considered effective.

Effects in projects that provided direct services tended to be reported in terms of vaccination rates for children, contraceptive rates for adults and improved health status indicators for the population. Half of the gender specific projects in the health sector contained a training component for beneficiaries or for personnel. For example, in Afghanistan where health services were developed to serve men during the war, women and children are underserved, despite the fact that the project planned to provide training for 40 rural health officers, including 15 women (37%). In Zaire, 15% of those trained were women, but following training they were rarely appointed to positions of responsibility. Such positions were routinely given to men upon completion of training.

Health project evaluators provided no indication of changes in work load or in the roles of women in the household or community. However, social roles were influenced in three (16.7%) of the projects.

#### **E. SUSTAINABILITY**

No data is available on sustainability for the full set of health and nutrition evaluations. In-depth review of the issue of sustainability and the relationships between effective performance and gender of beneficiaries was undertaken for the sample of 18 evaluations included in the in-depth analysis. The majority (77.8%) of these health and nutrition evaluation reports contained some discussion of sustainability.

Using the continuation of benefits to intended beneficiaries as a definition of sustainability, the U.S. team explored the relationship between the evaluators's assessment of sustainability and the type of beneficiaries. In 33.4% of the reports, evaluations expect there to be a continuation of benefits from the project to beneficiaries which include women and/or men or children; continuation of benefits was uncertain for a third of the projects, and the issue was not discussed in 27.8% of the reports. Nine projects in the sample, which were rated as being effective by evaluators, included women among the beneficiaries. One (11.1%) is expected to provide continuing benefits to women and children while one third will provide benefits to women and men; in two cases (22.2%), continuation of benefits was not considered, and continuing benefits are uncertain for two others.

**SECTION SIX**  
**GENDER PATTERNS IN EVALUATIONS OF EDUCATION, HUMAN RESOURCE**  
**AND TRAINING PROGRAMS AND PROJECTS**

**A. DESCRIPTION OF THE IN-DEPTH SAMPLE OF EVALUATIONS OF EDUCATION, HUMAN RESOURCES AND TRAINING PROGRAMS AND PROJECTS**

There were 52 evaluation reports in the U.S. data set which were primarily education and training projects. These projects were concentrated in Latin America and the Caribbean (40%) and Africa (30.8%); 11.5% were in Asia and also in Near East while 5.8% were centrally funded A.I.D. activities.

A sample of 13 education and training evaluations were selected on a proportional and random basis, from among 25 reports, for inclusion in the Theme III, Phase I in-depth analysis. These sample cases were concentrated in Africa (61.5%) with none from Asia; 15.4% were in Asia or A.I.D. Washington central offices.

Projects covered by evaluations in the in-depth analysis sample were found to be providing training and higher education for adults, usually as a human resources development effort. One project also provided non-formal training as well, and another provided English language training, apparently to support other long-term training efforts. An evaluation in Mali included a review of three human resource development projects in that country. A majority of the sample (61.5%) involved the private sector in some way.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

In the 52 education and training program evaluations in the full U.S. data set, women were included as beneficiaries in 48.1% of the education and training projects; no projects were limited to women only. In the sample of 13 evaluation reports included in the in-depth analysis women were identified as beneficiaries in all cases, as this was one of the criteria for sample selection. Among the cases in the sample, women were usually included as beneficiaries of an entire project (84.6%), rather than simply of one project component.

With respect to a focus on women at the design stage of projects in the education and training sample, there is no indication of gender disaggregated objectives at the design, strategic plans for reaching women, or of women being consulted or involved in the design process in 38.5% of the evaluations. However, in 23.1% of the evaluation reports design objectives were set to include women, and 30.8% indicated that a strategic plan for involving women had been developed. For example, in the undergraduate academic training project in Guatemala, a target was set in the design: women were to constitute 40% of the trainees. This target was exceeded. In Mali, three projects were to take special steps to increase the number of female trainees, and one objective of the Malawi Human Resources Development project was to increase number of women employed in non-traditional professional, technical, administrative and managerial occupations where they had constituted an estimated 6% of the work force. In Egypt, the target for women's participation was that no less than 35% of scholarships would go to women. None of the

evaluations indicate that women were consulted or involved in the design of the projects in education and training.

As to the active participation of women in projects, women have been somewhat actively involved in production of education services. Beneficiaries including women were involved in provision of seven of the thirteen projects (53%) providing direct benefits.

Women participated in the projects as students. However, there was no indication of beneficiary involvement in decision making for 92.3% the projects. The exception was in Mali where women were on a steering committee for the project, which had a stated objective of increasing women's enrollments under the projects. The reports indicated that women were on the staff of the implementing agency in 15.4% of the direct service projects.

### C. DATA AVAILABILITY

Among education and training projects in the full U.S. data set, 48.1% included women in the target group and contained at least some mention of gender issues or gender disaggregated data; 34.6% contained no mention of women either in designation of beneficiaries, in data presented or in issues discussed.

For this sector, the inclusion of gender issues in the evaluation scope of work appears to be related to gender specificity of evaluation reports; of the 28.8% of the reports which had gender included in the evaluation scope of work, 86.7% of those reports scored "high" on the U.S. team's composite gender variable. Where there was no mention of gender in the evaluation scope of work, only 15% of the reports were scored "high" on this variable.

Gender disaggregated data was provided in 34.6% of the evaluation reports. Inclusion of gender in the evaluation scope of work for the evaluation is related to the reporting of such data in the education and training sector; 73.3% of the reports contained gender disaggregated data where the evaluation scope of work called for attention to gender issues.

As in most other sectors, there appears to be no relationship between women on the team and the reporting of such data. Women were on 42.3% of the teams, and 54.4% of the reports produced by these teams contained gender disaggregated data.

As in other sectors there is a significant relationship between identification of women in the target group and presence of gender disaggregated data in the evaluation reports. Women are specified in the target group in 48.1% of the projects, and, 68% of those project evaluations contained gender disaggregated data while 96.3% of the gender neutral projects contained no gender disaggregated data.

With respect to the coverage of evaluation issues in evaluation reports, there was no discussion of gender issues at all in 36.5% of the project evaluations. Partial discussion appeared in 48.1% and fuller discussion appeared in 15.4%. Inclusion of these issues occurred more often in projects where women are specified as beneficiaries; gender neutral projects contained no gender discussion in 70.4% of the cases. When the evaluation scope of work called for attention to gender issues 30% of the teams produced reports with fuller

discussion of gender issues; 60% provided partial or token discussion, and 6.7% neglected the issues; the remainder gave at least token or partial mention.

In this sector, there is no significant relationship between presence of women on the team and discussion of gender issues; of the 22 (42.3% of total) teams on which women served, 31% percent of the teams produced reports with no discussion of gender issues, and teams without women omitted any discussion in 40% of the cases.

All of the education projects which score "high" on the composite gender variable contained some gender disaggregated data, usually regarding numbers of trainees. "Soft" data is less often cited in these reports; only 15% noted soft data.

#### **D. EFFECTS AND IMPACTS**

No data is available on the effects and impacts for the total of 52 projects. In the 13 sample cases, 61.5% of the projects with components serving women were reported as being effective; 7.7% of the evaluations provided no indication that women actually benefited from the project. In this regard, the U.S. team noted that even projects which identify women among the beneficiaries often contained gender neutral components; 46.2% of the evaluations of projects with gender neutral components were considered effective.

The evaluation reports provided information on the nature of the participation of women in education and training components. Information on impacts of inclusion of women is not generally reported. Job placement rates, rates of return to the organizations from which they came, contributions to improved organizational capacity, or advancement of their own careers are rarely noted. However, in the Zimbabwe Manpower Development Project, it was noted that five women faculty members had obtained graduate degrees under the Manpower Development Project which increased, at least incrementally, the representativeness of the faculty, particularly the non-white female faculty, in the University of Zimbabwe.

Involvement of women was variable in the Middle East and North Africa. In the Peace Fellowship Program in Egypt where project specified that no less than 35% of the participants would be women, only 19% of the participants were actually women. In the English language training program in Yemen, which put no emphasis on women in the project objectives, women constituted 3% of the currently enrolled student body and 5% of the graduates. In a higher education project in Tunisia, 25% of the trainees were women. In the A.I.D.'s AMIDEAST human resource development programs in the West Bank and Gaza, women's participation varied by sector and level of education. In the education sector program, they constituted 20% of the trainees in college programs, 59% of those from education non-governmental organizations, and none were enrolled in technical schools. In the business sector, there were no women beneficiaries. In the health sector, 30% of hospital and 11% of health NGO trainees were women. Women constituted 25% of the municipal trainees.

The Sub-Saharan African education and training projects generally provided a greater proportion of benefits to women and more often had set targets for women's participation. Half of those selected for post secondary and non-degree training were

women in the Malawi Human Resources and Institutional Development Project, which expressed intentions to increase the number of women in professional and technical fields. In the Malian projects, which also included participation by women as an intentional part of the project designs, participation of women was as follows: 14% in Sahel Human Resources Development II, 39% of training in the U.S. under that project, 15% of in-country training programs under Sahel Human Resources Development III, 19% of Sahel Manpower Development Program, and 15% of the Development Leadership Training Project. In the Swaziland Manpower Development Project, 35% of those trained overseas were women and a total of 4,982 women received some form of training under the project.

In the Zambia Human and Institutional Resources Development Project, which apparently did not have gender specific targets, women received 30% of the post graduate training in critical skills shortage areas such as statistics, nutrition, and business. In the Zimbabwe where girls are 42% of the secondary school population, women received 4% of the short term training and 17% of the post graduate training, or a total of 8% for both components under the Manpower Development Project. In the Basic Education and Skills Training Sector Assistance Project also in Zimbabwe, women's participation remained low in traditionally male dominated fields (i.e., 2.9% in automotive engineering, 6.4% in construction engineering, and 14.7% in electrical engineering), and evaluators noted the lack of a strategy for addressing this issue. In teacher education and technical education, women constituted 43% and 34% respectively of the participants in those programs. Women constituted 15% of those receiving short term third country training and 35% of those receiving in country training. Two projects in Latin America present contrasting pictures of involvement of women. Under the Wilson Popenoe Private Foundation in Ecuador, 5% of those receiving grants were women while almost half of the trainees were women in the undergraduate academic training, follow-on activities, short term and long term technical training programs under the Guatemala CLASP project, which did specify women as one of four target groups in the design.

## E. SUSTAINABILITY

No data is available on sustainability for the full set of U.S. education and training evaluations. In the in-depth analysis sample, 61.5% of the reports addressed sustainability in some manner.

In 30.8% of these reports, evaluators expect there to be continuation of benefits from the project to beneficiaries which include women and/or men or children; continuation of benefits was uncertain for 15.4% of the projects, and the issue was not discussed in 38.5% of the reports. Projects which served women with effective components were considered sustainable in 37.5% (n=3) of the cases; continuation of benefits was not addressed for three cases which were considered effective, and sustainability was uncertain for two cases.

**SECTION SEVEN**  
**GENDER PATTERNS IN EVALUATIONS OF PRIVATE ENTERPRISE PROGRAMS**  
**AND PROJECTS**

**A. DESCRIPTION OF THE IN-DEPTH ANALYSIS SAMPLE OF PRIVATE ENTERPRISE EVALUATIONS**

There are 42 evaluations on the Private Enterprise sector in the U.S. data set for Phase I of the Theme III study. The Private Enterprise sector represents 10.6% of the entire A.I.D. evaluation effort for the Phase I period. One third, or 33.3%, of these projects were in the LAC region. 26.6% of the projects are in Africa, 16.7% in Asia, 11.9% in the centrally funded A.I.D. Washington area, and 9.5% in the Near East. There were no projects in Europe.

In the private enterprise sector, 18 of the 42 evaluation reports, or 42.9%, scored "high" on the U.S. team's composite gender variable. Of these, 10 were selected, on a random basis, for examination as part of the in-depth analysis of U.S. cases. By region, 50% of the cases in this sample were in the LAC, 30% in Africa, 10% in Asia and the Near East respectively. None were AID/Washington projects. All projects in this group involved the private sector during implementation.

Projects in this sectoral sample focus mostly on microbusiness promotion, development, and technical assistance. There were two evaluations of microenterprise projects. One of these evaluated a credit program for rural women project in Bangladesh in which women were the only target group.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

Among the full set of private enterprise evaluations, 57.1% did not discuss the gender of the project's beneficiaries. In 35.7% , both men and women were direct beneficiaries, and in a single case women were the sole intended beneficiaries.

With respect to the in-depth sample, 80% of the projects stated that men and women are both in the target group, while 20% of the projects targeted women as sole beneficiaries. The same 20% of the projects have women as the direct beneficiaries in all components of the project. There are no children targeted in these projects, and no instances in which men are specifically targeted alone.

Half of the projects in the in-depth analysis sample focused on women during the design phase. Half indicated that the project objectives were disaggregated according to gender, while 40% said that women were included in a strategic plan and 10% involved women as participants in the design process.

Of the Private Enterprise projects, 70% had no active involvement of its beneficiaries; 20% of the projects had women actively involved as beneficiaries, and 10% had men and women as active beneficiaries producing goods or services. In 20% of the projects women were actively involved in decision-making. In 80% there was no active

involvement in decision-making. In 22% of the projects women were on staff in the implementing agency in a professional or paraprofessional role.

One evaluation report indicated that an Egyptian small and microenterprise development project paper made no mention of special attempts to reach women entrepreneurs. Yet it went on to note that "*throughout implementation there has been continual discussion of the need to increase women's participation in the project.*" Because women tend to run small manufacturing businesses out of their home, they did not benefit from much of the project, as only registered companies with shops could qualify for loans.

### C. DATA AVAILABILITY

Of the full set of 42 projects in the Private Enterprise sector, 42.9% include women in the target group and contain some mention of gender issues or provide disaggregated data, while 35.7% make no mention of any of the three criteria and 21.4% meet some but not all of the criteria.

In this sector, 52.4% of the reports do not have any reference to gender in their evaluation scopes of work. Of those, 73.8% also have no mention of gender in the evaluation. In the 19% of the cases in this sector where gender is mentioned in the evaluation scope of work, all cases scored "high" on the U.S. team's composite gender variable. In this sector, there is a significant relationship between the discussion of gender issues in a scope of work and mention of gender in the evaluation in this sector.

Among the full set of private enterprise evaluations, 40.5% have gender disaggregated data, 59.5% do not have gender disaggregated data. Of those that do not have gender disaggregated data, 68% do not mention gender in the evaluation scope of work. For the 28% of private enterprise cases scored "don't know" with respect to the presence of gender disaggregated data, gender was mentioned in the evaluation scope of work. In this sector, 42.9% of the projects had women on the evaluation team, and 75% of the reports which had no gender disaggregated data also had no women on the evaluation teams. At the same time, it was noted that 82.4% of the reports that have gender disaggregated data also have women noted as part of the target group.

In the private enterprise sector there is no statistical relationship between women on the evaluation team and gender issues discussed in the evaluation report. In this sector, 71% of the reports that discuss gender issues fully in the evaluation report, also have gender issues raised in the evaluation scope of work. In the three cases where women were defined as the sole target group, gender is discussed fully or partially in all evaluation reports. Where gender is fully discussed in the evaluation reports, 71.4% have men and women as target groups. Gender neutral reports never render a full discussion of gender in the evaluation reports, and 62.5% of the evaluations in this sector never discuss gender issues at all.

In the in-depth analysis sample for this sector, 60% of the 10 reports have gender disaggregated data, while 30% of the reports have "soft" gender disaggregated data. On a case basis, the evaluation of a Business Management Extension Program Swaziland offered the following "soft" data: "*a majority of men and women entering the labor force will*

depend on the informal and the traditional agricultural sectors for income and employment." "Soft" data from a Small Business Project in Honduras indicated that about 49.7% of the jobs generated and 49.5% of those sustained are occupied by women. In contrast, a Microbusiness Promotion Project Guatemala had specific data based on surveys. e.g.. 24% of the loans were to women, as against a target of 50%.

#### D. EFFECTS AND IMPACTS

There is no data available to discuss effects and impacts at the sector level for the U.S. data set, as the A & B data sheets for the Theme III study did not address this issue. Of the 10 projects in the private enterprise sample, three (30%) evaluations rated the components which included women as actual beneficiaries as being effective, three (30%) were rated "somewhat effective", and three (30%) reports did not indicate whether women actually benefited although they were included as intended beneficiaries. One evaluation report had no conclusion on the effectiveness of components including women.

Of the components which do not identify women among the actual beneficiaries three (30%) evaluations rated them effective, four (40%) rated them somewhat effective, two (20%) had no component parts non-gender specific and one (10%) had no conclusion on effectiveness.

With the in-depth sample, nine out of ten projects had training components. This educational component played a significant role in transferring entrepreneurial skills. Under one project, the National Council of Negro Women *"provides technical assistance and training services in Africa, and development education in the U.S."* In the Evaluation of the Business Management Extension Program Swaziland two types of training were provided: a six week intensive course in small enterprise planning and management and one and two day seminars on special topics. The small business program in Honduras which was implementing the PYME's training program met its goals for numbers of beneficiaries. The agency had given 676 courses with 10,769 participants out of which 56% were women. The actual number of microentrepreneurs who benefited from the training was 3,339. The vendor's training program provided three management related courses: accounting, costs and marketing. In Ecuador, women's training programs provide assistance in sewing, arts and crafts and food preparation. The sector's one "women only" project in Bangladesh trained women in management and technical skills.

As to the impact of projects on the role of women in the household, four out of ten of the projects changed women's roles, mostly by enhancing women's opportunities to generate cash. Improved management and technical skills provided though some of these projects applied directly to domestic management with the intent that family welfare is increased and the status of women improved. The "women only" Bangladesh project evaluation makes the point that *"increased women's participation in family decision making through increased cash income contributions to family income"* makes them self-reliant by providing them with discretionary income. As to the role of women in the community, four out of ten of the projects also seemed to have an impact in this regard. Increased income reportedly improved women's status. In terms of the impact of these changes on women's workload, none of the evaluations reported on effects women's workload although a Guatemalan evaluation did note that *"the incorporation of women into the program has*

*been low because women are still expected to remain at home, taking care of children, basic agriculture and the preparation of food."* At the other end of the spectrum, it was noted in the small and microenterprise program in Egypt, that *"women have benefited from increased employment opportunities."*

In addition, half of the projects in the private sector sample reportedly affected the existing roles of women in organizations, as members or clients, while the other half did not. The focus of the business management program in Swaziland was on the manufacturing sector, emphasizing individual women's involvement in sewing. As sewing business got organized, women went from being piece workers to seamstresses, giving them visibility as independent income generating businesswomen. In Honduras, women's access to credit through village banks, successfully gave women an opportunity to have the cash needed to start their microenterprises. The only "women only" project in the sector, the Credit for Rural Women in Bangladesh, got high marks from A.I.D.'s WID office. WEDP, the implementing agency, has reportedly been able to establish a positive role model for women entrepreneurs. In addition to the impact on women noted for these projects, two evaluations noted that men's ability to generate income had been enhanced.

#### **E. SUSTAINABILITY**

No data on sustainability is available for the full set of private sector evaluations. In the in-depth analysis sample, sustainability is addressed in eight projects out of ten. The issue of sustainability and the relationship between effective performance when projects do not identify women as beneficiaries is as follows: two were rated effective (25%), three somewhat effective (37.5%), two were not gender specific (25%) and one had no conclusions in this regard.

In 10% of these reports, the continuation of benefits from the project to beneficiaries is expected. The continuation of benefits was uncertain for 50% of the projects and the issue was not discussed in the rest of the reports. In three of the reports in this sample, project components were rated as being effective, but the continuation of benefits is uncertain in each case. Beneficiaries were not gender disaggregated in these three cases.

**SECTION EIGHT**  
**GENDER PATTERNS IN EVALUATIONS OF POLICY REFORM, POLICY**  
**PLANNING AND PUBLIC ADMINISTRATION PROGRAMS AND PROJECTS**

**A. DESCRIPTION OF THE IN-DEPTH SAMPLE OF POLICY REFORM, POLICY PLANNING AND PUBLIC ADMINISTRATION EVALUATIONS**

There are 38 reports in the Public Administration and Policy Planning sector. This sector represents 9.6% of the entire group of A.I.D. evaluation reports. Of the projects examined by these evaluation reports, 44.7% took place in LAC; 31.6% in Africa; 13.2% in Asia; 7.9% in the Near East; and 2.6% in Europe.

In this sector, a very small sample of cases was included in the in-depth analysis. Only three cases in this sector scored "high" on the U.S. team's composite gender variable, thus only three cases were eligible for inclusion in the sample. All of these cases were included and reviewed. By region, this sample has one project each in Asia, LAC, and Africa. There were no projects in the Near East or A.I.D. Washington central.

The Public Administration and Policy Planning sample's of three projects deal with the administration of justice and; human resource development. Two out of the three were public sector projects and one involves the private sector.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

With respect to the full set of Public Administration and Policy Planning projects, this sector does not specify the gender of its beneficiaries in 89.5% of its 38 projects; 10.5% of the projects included women in the target group. No projects designated women as their sole beneficiaries.

All of the cases in the in-depth analysis sample included women as project beneficiaries, as this was a required characteristic for inclusion in the sample. While none of the projects in this sampler had women as the sole beneficiaries, women were identified as direct beneficiaries of the entire project in all the cases in this sample. Children were never specifically indicated as beneficiaries. Men, on the other hand, were, like women, always included as beneficiaries.

In the sample, two of the projects did not involve women in the design process, while the other one did. In addition, one project included a strategic plan for reaching women beneficiaries. None consulted women during the project design process, but one set objectives disaggregated on the basis of gender. In two of the evaluations "can't tell" was the response for whether or not objectives were disaggregated on the basis of gender. In two of the projects in this small sample, women were actively involved in providing project goods or services.

In the Strengthening Democratic Institutions Project, women were implementors only if they were judges in the legal system. The evaluators noted that there should be modifications in the project to support women as beneficiaries, as men were the specific

target group. In the Human Resources Development Assistance project in Guinea, women were part of the strategic plan for reaching the community. In the Development Studies Program Phase II women participated only incidentally. One had a long-term contract, one a short-term contract.

### **C. DATA AVAILABILITY**

Of the 38 reports in the Public Administration and Policy Planning sector, 65.8% make no mention of women in the target group, mention gender issues, or gender disaggregated data. Only 7.9% included women in the target group and some reference to gender issues or gender disaggregated data.

In the full set of evaluations for this sector, 55.3% of the reports do not mention gender in their evaluation scope of work. Of those, 66.7% of the reports also have no mention of gender in the evaluations. In addition, 89.5% of the reports in this sector had no gender disaggregated data. In three out of the four cases that do have gender disaggregated data (10.5%), women were on the team also. The 89.5% of the reports that had no gender disaggregated data also did not mention women as target groups alone or with men 94.1% of the time.

Statistical analysis suggests that there is no relation between women on the evaluation team and gender discussion in the evaluation reports in this sector. There is no relation between gender being raised in the evaluation scope of work and gender discussion in the evaluation. There is no significant relation between women mentioned as target groups and gender discussion in the evaluation reports in this sector.

In the in-depth analysis sample for this sector, all three of the reports have gender disaggregated data, although for two of these the data should be considered "soft." In the Strengthening Democratic Institutions Project gender was disaggregated according to justices of the peace and magistrates. Men are by far the majority in this legal system. There is no data on beneficiaries. The Development Studies Program Phase III had gender disaggregated data, although there were only two female contractors identified in the report.

### **D. EFFECTS AND IMPACTS**

As for other sectors, there is no data on effects for the full set of 38 evaluations in this sector. In the in-depth sample of three cases, one report indicated that when women were included as actual beneficiaries in components, these components were effective. One report had no conclusions on the effects on women beneficiaries in components and one gave no indication that women actually benefited, although they were included as beneficiaries. In all three reports, the components that do not identify women as beneficiaries are rated effective.

All three of the reports in the sample show that training was part of their projects. In the Guinean training program four women and 16 men completed a training program.

Evaluation reports for the sample in this sector show that the role of women in the household was not changed as a result of the projects. Two reports also show that the role of women in the community was not affected by the project, while the final report cannot be assessed in this regard. None of the projects in this sample affected women's workload and none were reported to have affected women's existing roles in organizations

#### **E. SUSTAINABILITY**

Not data is available on sustainability for the full set of evaluations in this sector. Within the sample, none of the reports addressed this issue.

**SECTION NINE  
GENDER PATTERNS IN EVALUATIONS OF POPULATION PROGRAMS AND  
PROJECTS**

**A. DESCRIPTIONS OF THE IN-DEPTH SAMPLE OF POPULATION PROGRAM AND PROJECT EVALUATIONS**

There are 32 reports in the Population sector. The population sector comprises 8.1% of the entire set of evaluation reports in the U.S. data set. Of these evaluations, 43.8% were AID/Washington centrally funded projects. By region, Asia represents 21.9% of the projects, LAC 18.8% of the projects, Africa 12.5%, and the Near East 3.1% of the projects.

Of these evaluations, 20 scored "high" on the U.S. team's composite gender variable, and from this subset of 20 a sample of eight evaluations was drawn randomly to proportionally represent this sector in the in-depth analysis. By region, three projects examined through evaluations in this sample came from the LAC bureau, three from Africa, and two in AID/Washington. There were no projects represented in the sample in Asia or the Near East. These eight population projects are geared toward providing choices in family planning and birth control, specifically by making services available to those at high risk. In Burkina Faso this meant expanding the demand for family planning services. Globally this means improving the quality and quantity of services provided through public and private health care and family planning programs.

In one instance a project in this sample assisted existing family planning associations; another focused on making contraceptive devices available throughout the country; one was primarily dedicated to training and information services. Two projects were policy oriented in that they provided logistics management, survey work and encouragement for countries to adopt national policy statements favorable to reduced fertility rates. Half of the population sample worked with the private sector, and half worked with the public sector.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

Women are included in the target group in 62.5% of the full set of population sector evaluations. Only one of the projects in this sector designated women as its sole intended beneficiary. Gender is not specified in 34.4% of the 32 project evaluation reports in this sector.

In the in-depth analysis sample, all projects included women as explicit beneficiaries, as this was a criteria for sample selection. None of the projects in this sampler had women as the sole beneficiary. In all projects in this sample, women were beneficiaries of all aspects of the projects, not just components. Given the nature of the service, it is not surprising that children were not target groups in any of the projects in the sample. Men were included as direct beneficiaries in 83.3% of the entire projects, but not in 16.7%.

Half of the evaluations in the sample show that gender was considered in the design of the project through either consulting women in the design of the project; having a strategic plan for ensuring women benefit from the project; or setting gender disaggregated objectives. Of the evaluation in the sample, 12.5% reported that projects did set objectives that were gender disaggregated. None of the evaluation noted the inclusion of a strategic plan for ensuring women would benefit from the project. Women were never reported to have been consulted on the design of the project.

Within the sample, 83.3% of the evaluations recorded no active involvement of the intended beneficiaries. In one project (16.7%) of the women were actively involved as beneficiaries in producing the project goods or services. Nevertheless, 83% of the projects have women on staff in implementing agencies in professional or paraprofessional roles. In the Family Planning Private Sector project in Kenya one woman was on staff in the host country agency, women were on staff in the family planning association of Kenya, and other women were involved locally. But none were involved in a decision making capacity. In the one project that mentions women as actively involved as beneficiaries in producing the service, women participated in the implementation process by community selection. Those selected received training in primary health care, reproductive anatomy, and birth spacing.

In the Improvement Of Family Planning Services project in El Salvador the strategic plan includes women in the design. The implementing agency had female members in professional roles as nurses and educators. The Chief of the Costa Rican Institute for Social Security Adolescent Programs is a woman. Host country implementation teams include women, but no numbers are given in their Family Planning Self-Reliance Project. There was one "women only" project in this sample. In that project, women were part of the strategic plan, but were not consulted in the design stage.

### C. DATA AVAILABILITY

Of the 32 reports in the Population Sector, 62.5% include women in the target group contained at least some mention of gender issues or gender disaggregated data. There was, however, no mention of gender in the evaluation scope of work in 25% of the reports. Of the 62.5 % of the reports that refer to gender in the evaluation scope of work, 92.9 % scored "high" on the U.S. team's composite gender variable. In the population sector, there is a significant and positive relationship between mention of gender in the scope of work for an evaluation and gender references in the evaluation report.

In addition, 43.8% of the reports in this sector had gender disaggregated data, while 56.3% did not. Further, 78.6% of the reports which have gender disaggregated data also mention gender in the evaluation scope of work. This is a significant relationship. There is also a significant relationship between women in the target group and the presence of gender disaggregated data in the reports in the Population sector. Virtually all, 92.9%, of the reports that had gender disaggregated data had women noted as direct beneficiaries.

There is no significant relationship between women on the evaluation team and gender discussion in the evaluation reports. But of the six reports that discussed gender fully, women were on the evaluation team. The evaluation report for the El Salvador

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Improvement of Family Planning Services project noted that 'having a woman on the evaluation team studying female reproductive health practices provides appropriate sensitivities and inputs'.

In the reports that mention gender in the evaluation scope of work, 83.3% discuss gender issues fully in the evaluation report. The reports that do not mention gender in the evaluation scope of work, do not discuss gender issues in the evaluation report 100% of the time. Where women are part of the target groups, 82.4% of the time gender issues are partially discussed in the evaluation reports and fully discussed 100% of the time.

At the level of the in-depth analysis sample, 75% of the eight reports in the Population Sample had no gender disaggregated data, while 87.5% did have 'soft' gender data, or references to qualitative discussions of information. For example, the El Salvador evaluation noted that population growth was declining, and that rural uneducated unemployed women were the least aware of contraceptives and the least likely to use them. It also stated that rural people were more likely to resort to the public sector for health care. A Costa Rica evaluation noted that women are the principal purchasers of contraceptives including condoms. A survey showed that 40% of the last pregnancies were unwanted. One third of Costa Rican women work outside the home. Finally, an evaluation of the FPPS Project in Kenya notes that half the married women did not want any more children. In addition, 86% of the women who know a contraceptive method live within 60 minutes of a family planning service delivery point.

#### **D. EFFECTS AND IMPACTS**

There was no data available on effects and impacts for the full set of population evaluations, as this issue was not addressed in the A & B data sheets. In the Population sector sample of eight cases, four reports (50%) were rated as being effective projects that had components in which women were included as beneficiaries. One project was rated somewhat effect and two reports had no conclusions on components which included women as actual beneficiaries. One report had no indication that women actually benefited although they were included as intended beneficiaries in components. Another report rated the components which do not identify women among the beneficiaries as being "somewhat effective." One project was rated effective when women were not identified as beneficiaries at all.

In an El Salvador women's health was improved through providing contraceptive methods, pregnancy testing, cervical cancer screening, gynecological diagnosis and sterilization. The Burkina Faso IEC Project used social marketing to attain good results changing women's health conditions. Women's use of contraceptives increased from 8% to 14%, the proportion of women requesting family planning services more than doubled from 6.1% to 12.9%.

Six of the projects in the population sample involved training programs for beneficiaries or staff of implementing agencies. The clinical training course for medical professionals and paraprofessionals held through Kenya's Family Planning Private Sector project was nine weeks long. The refresher course was two weeks long. Training was also provided to the project coordinator and field educators. All reported high effectiveness.

The Costa Rica project provides three days of in-service training in family planning for doctors, nurses and family planners. In Salvador training is on sex education reproductive health, and family planning. In Zaire, the Family Services Project trained 844 people in three regional training centers. Their purpose is to train people to provide primary health care in rural areas. A total of 148 people were trained overseas.

None of the evaluation reports for the population sample indicated that the project affected women's role in the household, nor did they report that projects led to changes in women's workload. Similarly, none of the evaluations indicated that the projects changed women's role in the community or their existing social roles as member or clients of formal organizations.

## **E. SUSTAINABILITY**

No data is available on sustainability for the full set of population projects. In the in-depth analysis sample, sustainability was addressed in four of the eight reports. In 25% of these reports evaluators expect there to be a continuation of benefits from the project. The continuation of benefits was uncertain for one of the projects and the issue was not discussed in the rest of the cases.

Four evaluations in the sample were considered to be effective. One of these was expected to provide sustainable benefits to women and men; two did not expect continuation of benefits and continuation of benefits was uncertain for the last project in this group. By way of example, in the Evaluation of Matching Grant II to International Planned Parenthood Federation/Western Hemisphere Region, continuation of benefits after donor support ceases was uncertain and dependent on partial or complete local cost recovery.

With respect to project effectiveness and the continuation of benefits, the evaluation of Zaire's Family Services Project recommended that modifications be made to support women. Linkages with women's organizations and nursing organizations were seen as being likely to improve services.

**SECTION TEN**  
**GENDER PATTERNS IN EVALUATIONS OF WATER AND SANITATION**  
**PROGRAMS AND PROJECTS**

**A. DESCRIPTION OF THE IN-DEPTH SAMPLE OF EVALUATIONS OF WATER AND SANITATION PROGRAMS AND PROJECTS**

There are 16 evaluation reports that focus on water and sanitation projects. These evaluations represent 4% of the full U.S. data set. This sector has a high percentage of projects in Latin America (37.5%); followed by 25% in the Near East and Africa, respectively, while 12.5% of the projects were centrally funded by AID/Washington.

In this sector, a sample of four evaluation reports were randomly selected from among five which were scored "high" on the U.S. team's composite gender variable. In this sample, there was one project each from the Near East, LAC, Africa, and AID/Washington. There were no projects in Asia represented in the sample.

The four reports review rural water systems and environmental health and/or sanitation projects in Peru, Tunisia and Swaziland. One report is a worldwide synthesis of all A.I.D.'s Water and Sanitation Projects for Health. Two evaluations were of long-term projects running through the 1980's corresponding to the U.N. International Drinking Water Supply & Sanitation Decade. Country projects focus on site selection, access to pole water for the rural underserved and an institutional approach to rural water operation. None of the projects in this sector involved the private sector.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

In Water and Sanitation projects examined through the full set of U.S. evaluations in this sector, women were never the sole beneficiary target group. Women were included in the target group in 43.8% of the cases. Beneficiary gender was not specified in 56.3% of these 16 projects.

Using a proportional random sampling method described in Section One, a sample of four projects, all of which had scored "high" on the U.S. team's composite gender variable, were selected for in-depth analysis. Since the inclusion of women in the project target group was an element of the composite gender variable, all cases in this sample targeted women as beneficiaries, although none of the cases focused only on women.

In three of the four evaluation reports in the sample, there was no indication that women were involved in the project's design phase. More than half the time, questions in this areas were scored "can't tell", because the evaluations did not examine such issues. In this same vein, none of the evaluations noted the existence of a strategic plan reaching or involving women. In no cases were women reported to have been consulted concerning the design of the project.

A.I.D.'s worldwide Water and Sanitation for Health III Project (WASH III) evaluation received high marks from the A.I.D.'s Women in Development Office because

the project design set objectives that were disaggregated on the basis of gender, through the use of "women only" projects. The design phase of this project included plans for the involvement of community organizations which are often led by women.

In the Peru evaluation report it was noted that the tradition of communal labor means women and men both work on construction' which makes both genders active participants in well construction for rural villeges. The evaluation was critical of the DISABAR agency for not targeting women's organizations during the design phase or for decision making.

In two out of four sample projects, men and women were involved as beneficiaries in active provision of the project's goods or services. The third report specified men as the active beneficiaries. In one report men were specified as being involved in decision-making; in one evaluation both men and women were involved; and one reported no such active involvement. Two-thirds of the overseas projects in this group have women on the staff of implementing agencies in professional or paraprofessional roles.

### C. DATA AVAILABILITY

Of the full set of 16 Water and Sanitation evaluations, 31.3% included women in the target group and contained at least some mention of gender issues or gender data, while 43.8% contained no gender disaggregated data or mention of gender issues. Where there was no mention of gender in the evaluation scope of work, 85.5% of the reports contained no mention of gender in the project evaluation either.

Overall, 93.8% of the reports in this sector had no gender disaggregated data. Of the 6.3% of the reports that had gender disaggregated data, gender was also mentioned in the evaluation scope of work. In the one case where there was gender disaggregated data, women were on the evaluation team. In the 93.8% of the reports that had no gender disaggregated data, no women were present on the evaluation team either. It may also be worth noting that in the 6.3% of the reports that had gender disaggregated data, women were specified as part of the target group.

For the full set of evaluations in this sector, there is not a significant relationship between having women on the project team and gender issues being discussed in the evaluation report. In the one report that discussed gender issues fully there was a woman on the evaluation team. In the one report that has gender in the evaluation scope of work, gender is also discussed fully in the evaluation report. In the one report that earmarks women in the target group, gender issues are discussed fully in the evaluation report.

Of the evaluations in the in-depth sample, three out of the four reports had no specific gender disaggregated data. But three of them did have some reference to "soft" gender disaggregated data. e.g., in the Peru evaluation they discuss women as half the target population. In the Tunisia evaluation they found that two pump operators were women. In Swaziland they refer to "most mothers" in an area.

## D. EFFECTS AND IMPACTS

As was the case for other sectors, there is no data on the full set of Water and Sanitation evaluations that addresses questions in this area. In the in-depth analysis sample of four cases, one project that was reported to be effective, one was reported to be somewhat effective and two reached no conclusions in this regard.

Each of the four evaluations reported that training for beneficiaries or the staff of the implementing agency was part of the project, e.g., in Tunisia hygiene sanitation training was taught in rural areas by female community health workers who had been taught by agency staff.

Three of the four evaluations indicate that the role of women in the household was changed by the interventions of the project. Their role was changed because of time made available when water systems were introduced. Reports of changes in women's workload provided examples such as the following. In Peru the women were saved several four kilometer trips a day for fetching water. The Tunisia evaluation reported that the piped water was a timesaver, but mention no estimates of time or distance. In Swaziland, the women had to walk as much as five kilometers to a water source before the piped system was installed.

As to the role of women in the community, two reports indicated that the role of women was changed by the projects, and two evaluations said that projects did not effect women's role in the community. The women who had been trained as health workers had in Tunisia had their status enhanced by the expertise they acquired, and their status as teachers for others in the community. In Swaziland healers were recruited to disseminated health messages, complementing but updating their traditional role. In addition, two reports indicated that projects changed the existing role of women as member or clients of formal organizations.

As regards the health effects of these projects, the WASH III evaluation, the Peruvian study and the Swaziland evaluation all noted that children were healthier with the clean water supplies, and diarrhea as a health problem decreased.

## E. SUSTAINABILITY

There is no data on sustainability for the full set of Water and Sanitation evaluations. In the in-depth sample all four reports address sustainability. In regards to the relation between effective performance in components and gender of the beneficiaries: on project that addresses sustainability where women were not identified as beneficiaries was rated effective. Two projects were rated somewhat effective, and one had no conclusion as to effectiveness.

Of the four sample evaluations, sex was either not specified in the discussion of the continuation of benefits or there continuation was uncertain. For two of the four projects there was no discussion of the continuation of benefits. In Swaziland, the evaluation noted "*sustainability is enhanced when women's groups are involved.*" They also note that when the role of the technical advisor is much broader than that of their counterpart, sustainability is diminished.

**SECTION ELEVEN  
GENDER PATTERNS IN EVALUATIONS OF HOUSING AND SOCIAL  
INFRASTRUCTURE PROGRAMS AND PROJECTS**

**A. DESCRIPTION OF THE IN-DEPTH SAMPLE OF EVALUATIONS OF  
HOUSING AND SOCIAL INFRASTRUCTURE PROJECTS AND PROGRAMS**

There are 15 evaluation reports in the Housing and Social Infrastructure sector. This sector is constitutes 3.8% of the entire set of A.I.D. evaluations. Sixty percent of the projects examined by evaluations in this cluster were in LAC; Africa and the Near East each had 13.3%, and Asia and Europe each had 6.7%.

Four reports are included in-depth analysis sample, having been selected on a proportional and random basis from among those evaluations in the sector that scored "high" on the U.S. team's composite gender variable. By region, there were two projects in the Near East, one in Asia and one in LAC. There were no projects represented in this sample from Africa or AID/Washington. Projects in this sample include a housing loan guarantee program in India; two mother's home care intervention projects in the Gaza Strip; and a project to support independent unions in Nicaragua. Three out of the four projects are in the public sector and one is in the private sector.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

In the Housing and Social Infrastructure Sector 73.3% of all projects failed to specify the gender of the beneficiaries, while 26.7% identified women as beneficiaries. None of these projects designated women as the project's sole intended beneficiaries.

For this sector, as for other sectors an in-depth sample of evaluations was selected for examination on a proportional and random basis from among those evaluations that scored "high" on the U.S. team's composite gender variable. All projects in this group, by definition, explicitly included women as project beneficiaries. Four evaluations in this sector were selected for further examination using this approach

With respect to the participation of women in the design process for these sample projects, one report out of four indicates that women were involved. That report identified a strategic plan for reaching women beneficiaries. In this sector sample, there were no cases where women were consulted at the design stage of the project.

Two out of four of the projects had men and women actively involved as beneficiaries producing project goods and services. One project specifies women as active beneficiaries and one states no active involvement of any beneficiaries. Two out of the four projects specified women on staff in the implementing agency in professional or paraprofessional roles.

In the independent union project in Nicaragua women were reported to have high positions in labor, but they still were not involved in decision-making. In both Gaza strip projects, women were part of the strategic plan. Women were intentionally selected to be

teachers to ably reach women and children in the target group. Men and women were involved in decision-making at the home level. In the Indian project, home level loans were given to 'heads of household' which could, but did not necessarily, mean women.

### C. DATA AVAILABILITY

Of the 15 reports in the Housing and Other Infrastructure sector, 73.3 % did not specifically include women in the target group or mention gender issues or gender disaggregated data, and 53.3% of the reports in this sector do not mention gender in the evaluation scope of work. Of the 6.7% that do mention gender in the evaluation scope of work, all were scored "high" on the U.S. team's composite gender variable.

In this sector, 86.7% of the reports in the sector have no gender disaggregated data, and 61.5% of these reports had no mention gender in the evaluation scope of work. The remaining 38.5% were scored "don't know" with respect to mentioning gender in the evaluation scope of work. For evaluations in this sector there is no clear between women in the target group and the presence of gender disaggregated data.

In addition, there is no significant relation between women on the evaluation team and gender issues being discussed in the evaluation reports in this sector. In the eight reports that do not mention gender in the scope of work, none of the evaluation reports discuss gender issues. There is however a positive relation between women being included in the target group and a full discussion of gender in the evaluation report. Women are mentioned in the target group 26.7% of the time and in all those evaluation reports discuss gender issues fully.

In the in-depth analysis sample 75% of the four reports have gender disaggregated data, and all of these evaluations report on "soft" gender disaggregated data. For example, in the union project, 3,035 women were trained out of a total of 9,947. Of the 224 trained in the U.S., 69 were women. "Soft data" indicated that women were under represented in positions of real executive power, although there are a large number of members in the teachers' health workers and industrial plants union. The loan program in India specified that 7% of their loans went to female headed households. In India 10% to 30% of the households are headed by women; 15% of housing borrowers are women without husbands; and 10% of all households in India are woman headed.

### D. EFFECTS AND IMPACTS

While there is no data on effects and impacts for the full set of evaluations in this sector, all four of the sample evaluations reported that project components which focused on women beneficiaries had been rated as being effective, and 75% of those projects which did not link women to specific components were also rated as being effective. Remaining reports in this subset were rated as being somewhat effective. All four of the projects in the in-depth sample included training.

With respect to changes in women's roles in households, two evaluations reported that women's role in the household was changed, and two reported that it was not. The two that reported change were the home centered services for women with handicapped children

or children at risk in Gaza Strip. The union project in Nicaragua indicates that "*women's existing role as homemakers limits the amount of time they have to spend in union activities.*" At the same time, three of the four evaluations reported that projects affected women's roles in their communities. Two of these were the Gaza Strip projects, where women who trained to be educators enhanced their status. Some became supervisors which increases their status even more. In addition, three of the reports indicated that women's workload was changed by the intervention of the projects. In the Gaza Strip projects women reported that the intervention helped them organize their work and obtain assistance with child care, freeing them for other tasks. Three of the four report also indicate that the existing social roles of women as members or clients of organizations were changed during the course of the project. In the Gaza projects "*social roles were changed by the development of cooperative relationships that developed between the teachers and parents in which they share information and tailor interventions to meet the child's needs.*"

#### **E. SUSTAINABILITY**

While there is no information on sustainability for the full set of evaluations in this sector, all four cases in the sample addressed this issue. All four reports rated project components as being effective. Gender was not addressed. Continuation of benefits was expected in each case. Thus for example, the American Institute of Free Labor Development assures that its beneficiary organization in Nicaragua will continue. They provide the funding for continued activities.

**SECTION TWELVE  
GENDER PATTERNS IN EVALUATIONS OF  
PROGRAMS AND PROJECTS INVOLVING  
PRIVATE VOLUNTARY ORGANIZATIONS (PVOS)**

**A. DESCRIPTION OF THE IN-DEPTH SAMPLE OF EVALUATIONS OF PROGRAMS AND PROJECTS INVOLVING PVOS**

There were 15 projects involving support to private voluntary organizations as the dominant activity in the U.S. data base. This group accounted for 3.8% of the evaluations carried out during Phase I of the Theme III study period. These projects were concentrated in Asia (40%); there were 26.7% in LAC, 20% in Africa, and 13.2% managed by A.I.D. Washington.

In this sector, four evaluations which scored "high" on the U.S. team's composite gender variable were selected on a proportional and random basis for inclusion in an in-depth analysis focused at the sector level. Projects examined through these four evaluations were located in Asia, Latin America, and Africa. Half of them involved the private sector.

**B. DESIGN, APPRAISAL AND IMPLEMENTATION**

In the full set of 15 evaluations in this sector, women are specified as being included in the target group of 20% of the PVO projects; one project was solely for women (6.7%) and the remainder included both men and women. Gender of the beneficiaries is not specified in 73.3% of the projects. In the in-depth sample, women were always specified as beneficiaries, as this was one criteria for sample selection.

In half of the PVO project evaluations in the in-depth sample, there is no indication of gender disaggregated objectives having been established at the project's design stage nor were there strategic plans for reaching women, or evidence women being consulted or involved in the design process. In half of these evaluations, however, design objectives were set to include women and involved a strategic plan. The private Rural Initiatives Project in Bangladesh specifically identified the "rural poor, especially women" in the project goal. The Urban Volunteer Program, also in Bangladesh, limited beneficiaries in its service component to women. None of the evaluations provided information on the design process which indicated that women had been consulted in that phase of the project cycle.

In general, the role of women in sample projects providing direct benefits is active. In 75% of these projects there was active involvement of beneficiaries in provision of the project's goods or services; for example, volunteers provided education and referral services in four primary care interventions in the Bangladesh Urban Volunteer Project. There was an indication of beneficiary involvement in decision making in half of the projects, and evaluation reports indicated that women were on the staff of the implementing agency in half of the direct service projects. In the PVO-NGO/Natural Resources Management Project in four African countries, two of the four country coordinators were

women, and women actively participated in working groups. Women were in supervisory and leadership positions in the Bangladesh Urban Volunteers Project.

### C. DATA AVAILABILITY

In the full set of PVO projects, 26.7% included women in the target group and contained at least some mention of gender issues or gender disaggregated data; 53.3% contained no mention of women either in designation of beneficiaries, in data presented or in issues discussed. Inclusion of gender issues in the evaluation scope of work does not appear to be related to the indicator of gender specificity in the PVO reports; 20% of the reports included gender in the evaluation scope of work; one third of those met the gender specific criteria. Where there was no mention of gender in the evaluation scope of work, 71.4% of the reports contained no mention of gender in the evaluation.

Gender disaggregated data was provided in 6.7% of the evaluation reports. As few studies included gender in the evaluation scope of work or provided data, it is difficult to determine the relationship between these two variables in the PVO sector. Women were on the team in 40% of the PVO evaluations, but again their presence has no clear relationship to the presence of gender disaggregated data at the sectoral level.

As in several other sectors, there is a significant relationship between inclusion of women in the target group and presence of gender disaggregated data in the reports. Where women are specified in the target group, project evaluations are more likely to contain gender-specific data, whereas gender neutral projects are less likely to report gender disaggregated data. In this sector, 73.3% of the projects did not specify gender of beneficiaries, and none of those reports contained gender disaggregated data.

There was no discussion of gender issues at all in 53.3% of the project evaluations. Partial discussion appeared in one third and fuller discussion appeared in 13.3%. The relationship between presence of women in the target group and discussion of gender issues is difficult to determine with this sample due to the relatively low rate of identification of women in the target group and discussion of gender issues.

There is no significant relationship between discussion of gender issues and a gender requirement in the evaluation scope of work in this sector. Only 20% of the reports called for gender issues to be addressed by the evaluation team. However, when the evaluation scope of work called for attention to gender issues 48.1% of the teams produced reports with fuller discussion of gender issues, and 48.1 also gave token or partial mention. In no case was the issue completely ignored.

Women were on the teams in 40% of the cases, but there is no relationship between presence of women on the team and discussion of gender issues; of the teams on which women served, one third of the teams produced reports with no discussion of gender issues, and teams without women omitted any discussion in two thirds of the cases.

None of the PVO projects which met the gender specific criteria contained gender disaggregated data; the project for women only reported data for that group. "Soft" data was reported in 25% of the projects.

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#### D. EFFECTS AND IMPACTS

No data is available on the effects and impacts for the complete set of PVO projects. In the four evaluations in the in-depth sample which noted women in the target group and provided some gender data or discussion of gender issues, three (75%) of the projects with components serving women were reported as effective; one (25%) indicated that the components serving women were not effective. Three of these projects contained gender neutral components which were considered effective.

PVO project evaluators provided no indication of changes in work load or in the roles of women in the household. One of the four evaluations noted that there was a change in roles in the community and two noted a change in social roles. For instance, in the Bangladesh urban volunteer project, some of the volunteers have become leaders and role models in their communities. In addition, activities to empower volunteers have established local groups to provide skill development, literacy training and income generation opportunities have been undertaken. While one handicraft project failed to generate sufficient income, a second activity has resulted in handicrafts production which generates income for the women. In the Natural Resources PVO project, women have been country coordinators in two of the four countries, serving as liaison with external groups and managing and coordinating project activities in her country.

#### E. SUSTAINABILITY

No data is available on sustainability for the full set of evaluations in this sector. Sustainability was addressed in all of the PVO gender specific project evaluations. Among the gender specific reports, there was one project (25%) with components serving women which was considered by evaluators to be sustainable. Sustainability was presented as uncertain in two reports (50%), and the issue was not addressed in one report.

Five (27.8%) projects were considered to be effective, and three (60%) of those are expected to provide continuing benefits to men and women. Continuation is uncertain in one case, and the gender of beneficiaries is unclear for another.