AN ANALYSIS AND SYNTHESIS OF MEASUREMENT METHODS FOR DEVELOPMENT RESOURCES DEVOTED TO WOMEN IN DEVELOPMENT

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I. INTRODUCTION

For nearly two decades it has been recognized that the economic position of women in many developing countries is disproportionately poor compared to the population as a whole. Although there is still active debate as to the best method of easing this disadvantage, it is generally recognized that economic development resources that do not at least specifically recognize gender differences do not have a significant impact in correcting the disproportionality.

As a first step in the process of correcting the disproportionality, measurement efforts are being undertaken to estimate the level of commitment of development assistance programs that recognize and address this gender difference in resource position. In the long term, the fundamental objective of this measurement effort is to measure the commitment of development assistance programs to the reduction of this disproportionality. This study is a brief effort to evaluate and synthesize some of these measurement efforts into a process that could be implemented by USAID. The objectives of this study are to develop a process that is logically consistent with the long term measurement of the reduction of the gender disproportionality, accurate in its measurement of resource commitments, applicable in a consistent and repeatable manner, and involves the least increases in administrative procedures while satisfying these technical objectives.

The conduct of the study and the structure of this report is in three basic sections. The first area of study and the next section after this introduction is an analysis of what, specifically, is to be measured. This discussion includes an evaluation of some of the present measurement alternatives and a synthesis and development of a new measurement.

The second portion of the study was devoted to the practical aspects of where in the system these measurements are best taken. This analysis deals with the mundane but critical aspects of who actually has to fill in which blank on what form and at what time in the planning cycle. It also contains a discussion of who is in the best position to take the data once they are collected, enter them into some form of database, maintain this database, and periodically generate the reports that will be required. Also included in this section is a brief and gross analysis of the administrative effort that will be required to implement this system. This analysis is performed in person/level-of-effort units rather than in monetary terms. The conversion to monetary values can be performed easily by USAID.

The final section is a series of case studies illustrating the application of the study recommendations. These case studies are a mix of real-world and constructed situations that demonstrate the ease with which the recommendations can be applied.

II. ANALYSIS and SYNTHESIS of MEASUREMENT METHODS

The first stage of the measurement review was to identify differences in typology among the various proposals. Three basic methodologies were considered in this evaluation. The first methodology under consideration was that being considered by the DAC committee (the DAC method). The second was the one used by the ICRW in their desktop analysis of WID projects for USAID (the ICRW method). The third was the one used by USAID in their annual reports to congress (the AID method).

The DAC method approaches the problem directly from the assistance-measurement perspective. Assistance is either classified as "Women-oriented Development Assistance" or it is not. To be "Women-oriented Development Assistance" this assistance must be "partly or entirely devoted to improving the living and working conditions of women".

The other two methods approach the measurement problem through a two stage process involving, first, classification and then measurement. Two of these methods share roughly the same classification typology though not necessarily the same definitions for type classification for two of their project classes. The ICRW method classifies projects as women-specific, women-component, and mainstream. The AID method classifies projects as women-specific, women-component, and a third classification known unofficially as social welfare programs or simply Type III.

As is true in any classification system, the definitions associated with the classes are more important than the class names themselves. Both the ICRW and the AID methods share the same basic idea for those projects that are to be classified as Type I (Women Specific). Basically, these projects are those in which the sole, direct beneficiaries of the entire development effort are females. Type II or women-component projects vary somewhat in their definitions but again are in basic conceptual agreement. Philosophically, projects to be included in the Type II classification are those that include specific development resources that will directly benefit women.

The differences in the third classification are more fundamental than semantic. In the ICRW method the third project class is mainstream projects. Mainstream projects are those that are planned with no specific gender recognition. Any benefits received by females are strictly those that come to them through their normal level of participation in the activities affected by the project (women use roads and therefor can be said to benefit from a highway improvement project, for example). Because of the existing economic structure within most developing countries, this means that females receive little or no direct benefit from such projects.

In the AID classification system, those projects that AID considers Type III are a subset of the Type II projects in the ICRW classification system. AID Type III projects are formally defined as:

Projects in health, nutrition, and population that train women or enhance their income generating capacities in ways that extend beyond women's traditional beneficiary roles in these projects.

The impetus for this classification is that the objective of development projects is to improve the economic participation of women in the developing world. Although projects directed at improving female health or family planning or education services may improve women's economic status, they do so only indirectly. This classification is designed to exclude those projects that benefit women through health or family planning services but do not directly improve their participation in their national economies.

The DAC method skips the project classification step and goes directly to the measurement of benefits. The Norwegian delegation developed a measurement methodology comprised of two indexes of types of project benefit to women. One benefit is a measure of women's activities while the other is a measure of women's participation. These two indexes are summed into an overall WOA index through the application of a weighting scheme.

The specific WID (or WOA) credit given to a project is based on a division of the project activities into allocable and non-allocable portions. The WOA index is applied to both the allocable and non-allocable portions under the assumption that the two portions of the project will follow similar benefit patterns.

The ICRW method does not explicitly define the limits of their Type I, Type II and Type III projects so it is only their classification system that can be used for direction.

The AID method provides definition for the project types but no indication of how resource credit is specifically determined.

Analysis

It is not possible to perform an analysis on the pros and cons of a particular classification scheme from a neutral perspective. To do an analysis of this type it is, instead, necessary to take a position and then determine if the classification system in question supports or rejects the position. The position may well change as the evaluation proceeds but each portion of the analysis is conducted from a particular perspective.

The perspective we have taken in the bulk of the evaluation for this project is first that, while it is desirable to measure the actual impacts of projects on their participants, this will not be possible as the projects being analyzed are still in the planning phase. From this it follows that if direct measurement of impact will not be possible, the measures used should come as close to measuring impact as possible. It is our supposition that resource commitments are most directly related to impact and that therefore where these resource measurements exist, they should be used. In those cases where resource measurements are not available then some measurement of proportional participation by females is the next best surrogate. to the improvement of the economic participation of women should be counted.

The DAC method as expanded by the Norwegian delegation contains some excellent concepts. The index system and the composite WOA process contains two flaws which make it either unworkable or unsatisfactory as it stands. The primary

difficulty in its application is the complexity of the method itself. The division of the project into activities and participants, the separate measurement of benefits in each category, the weighting of the respective categories and the assembly of the indices into a composite index, while not mathematically complex, are sufficiently disconnected from direct benefit measurement as to be confusing and therefore easily misapplied. The further application of this index to both allocable and non-allocable portions of the project seems to violate the integrity of the work that went into the development of the index from the allocable portion. A further difficulty with the method is the fact that the WOA index ignores the possibility of direct resource commitment measurement. Measurement of only participants and activities may bypass the easy and direct measure provided by resource commitments.

The structure of the ICRW method is appealing because it divides the projects into distinct classes and therefor restricts the most complicated estimation procedures to only a restricted subset (Type II). Type I projects are automatically given full credit while Type III projects are given none.

The AID Type III classification has certain merit in the forced distinguishing between classic health and family planning projects from those which are directed specifically at increasing economic participation. At this stage of first-step measurement it seems unnecessary to make this distinction on a world-wide basis. If the ICRW's classification scheme were used these projects would simply be treated as Type 2 projects.

Recommendation

The method that we recommend is a synthesis of the measurement concepts of the DAC method, the structure of the ICRW and AID methods and specific definitions that derive from our work with PPC/WID and the DAC Expert Group on Women.

Our first recommendation is that a classification scheme be used to divide the projects into WID specific, WID component and mainstream. The following four criteria should be used to identify a WID specific project:

1. Women must have been consulted in the design of the project.

2. Women must be involved in the implementation of the project.

3. Women must be explicitly called out as the direct and ~~sole~~ beneficiaries of the project's outputs.

4. Barriers to female participation in the project must be recognized in the project description and specific features must be included that adapt the project to remove these barriers.

Any project that satisfies all four of these criteria is classified as a WID specific project. The entire resource commitment of these projects should be credited to the WID account.

Type III projects are those projects which contain no specific component that satisfies the above criteria. No WID credit is given for Type III projects.

Type II projects are projects that contain at least <u>one specific component</u> that satisfies the following four criteria.

1. Women must have been consulted in the design of the component.

2. Women must be involved in the implementation of the component.

3. Women must be explicitly called out as the direct beneficiaries of the component's outputs.

4. Barriers to female participation in the component must be recognized in the component description and specific features must be included that adapt the component to remove these barriers.

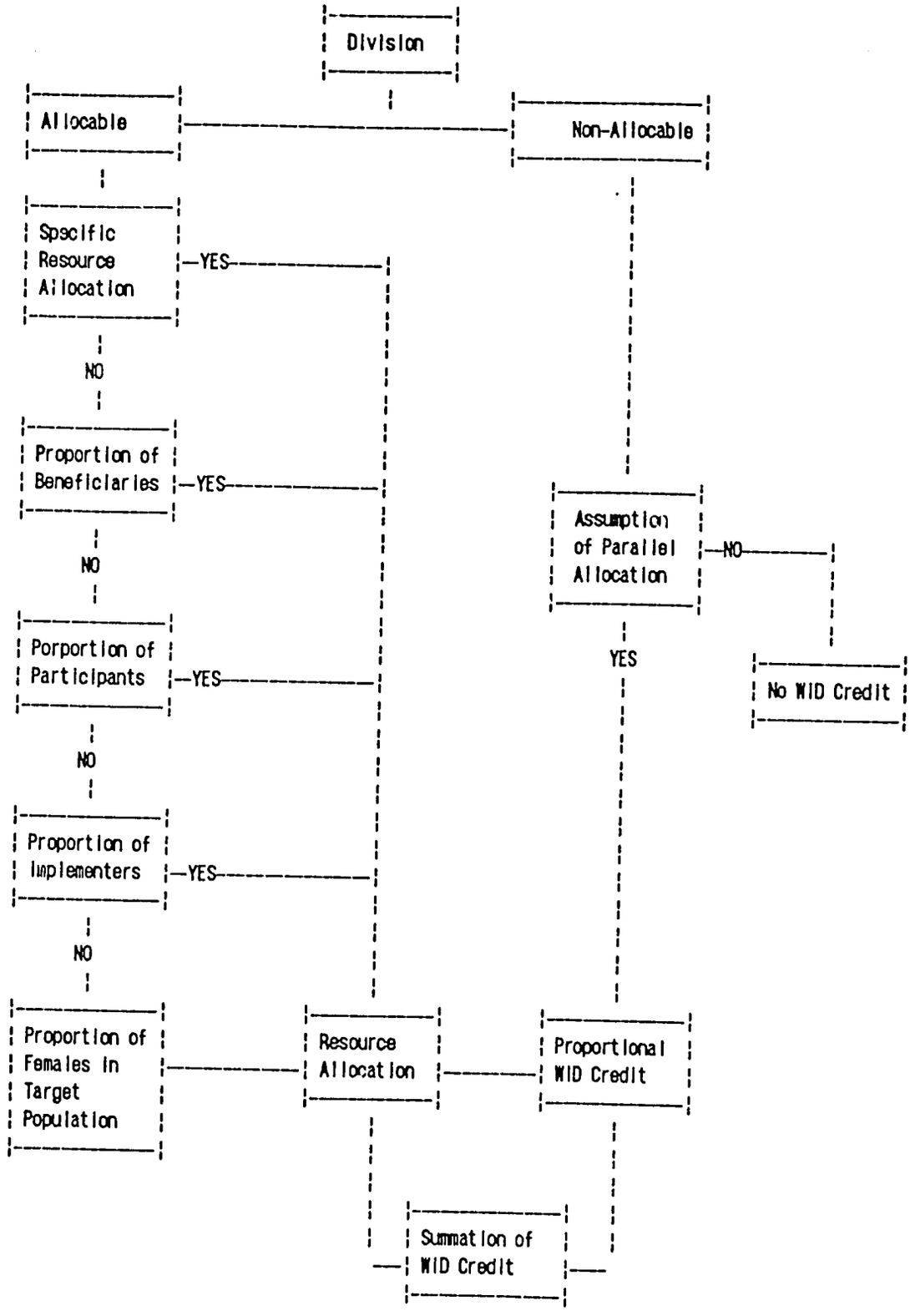
These criteria are identical to the criteria for Type I projects with one small exception. Reading carefully shows that there has been a slight modification to criterion 3. For a project to qualify as a Type II project, it is not necessary that a component benefit solely women as long as it benefits women directly.

Type II projects are the projects requiring the most effort to determine WID credit. The classification and measurement of Type II projects is detailed below and laid out schematically on the next page.

First, the project is divided into allocable and non-allocable portions. Allocable portions are those components that satisfy the four criteria.

For each of the allocable portions an examination of the specific resource commitments is made. Resources that are committed directly to the benefit of women should be credited to the WID account. If the specific resource commitments are not clear from the project description then a proportional commitment will have to be assumed. The proportion to be used should be

Type II Project Measurement Scheme



based on first, the proportion of female beneficiaries; second, the proportion of female participants; third, the proportion of female implementers or finally, the proportion of females in the specific target population. These factors are mutually exclusive and listed in order of preference. In other words, the number of female implementers is only used as the proportion if the proportion of female beneficiaries and the proportion of female participants are not available.

When the commitments for the allocable portions of the project have been measured, the non-allocable portions are examined. The first examination of the non-allocable portions is to verify the assumption of parallel resource allocation. This is the assumption that the resource commitments for the non-allocable portion are somehow parallel to the resource commitments of one or more of the allocable portions. If it is found that there is a reason for this assumption to be true then the proportional distribution of resources found for the allocable component should be applied to the non-allocable component.

If the assumption of parallel resource allocation cannot be reasonably held to be true then the non-allocable portion of the project is given no WID account credit.

III. MEASUREMENT SYSTEM ANALYSIS

One of the principal problems of designing a system for measuring AID resources devoted to Women in Development is the decision of what the appropriate point or points in the system are to make such a measurement. The characteristics of the desired measurement point are that quantitative, complete and timely data be easily available. It is generally the case that not all of these data can be maximally satisfied at any one measurement point. Places in the system that are easy to measure frequently suffer incomplete or nonquantitative data while places with quantitative data are frequently incomplete or impossible to access in a timely fashion.

These characteristics are true within the AID resource measurement system as they are within other systems. Basically two parallel tracking systems are in place within AID. Although this terminology is not used within the AID system, it is useful to think of these two systems as a budgetary system and a technical system.

The budgetary system is centered around the Annual Budget Submission and the annual congressional appropriation. Although the Annual Budget Submission is primarily a budgetary mechanism, some text that is descriptive of the technical content of the project is provided at the same time.

The technical tracking system consists of the project planning documents known as the PID (Project Identification Document) and the PP (Project Paper). Although these documents

are primarily technical in nature they do contain relatively detailed budgetary information. Discussions of the advantages, disadvantages, and use of each of these systems as the measurement point are provided in the following material.

The Budgetary System

Within AID, resource expenditures are planned with a significant lead time necessitated by the number of organizations involved in the approval process. The Annual Budget Submission (ABS) originates in the field offices in the spring of each year for the fiscal year two years in the future (the spring of 1987 will be spent preparing the ABS for fiscal 1989). The ABS is a quantitative accounting of AID projected resource expenditures at the time of the submission. It is complete in the sense that it will include project information for all planned mission activities. Budget approval is at least theoretically possible at the line item level, so individual project efforts can be specifically included or deleted during the process of getting the submission through the various approvals required.

The ABS has three characteristics that make it desirable for use as the measurement point for WID resources. First, it is quantitative. Second, it is complete in that it will include budgets and possibly descriptive material for each activity planned at the time of the submission. Third, it is easily accessed since all ABS materials flow into a single office in AID/W for record keeping.

It has a further advantage in that the framework for such an accounting system has already been established. The ABS consists of a series of Tables some of which are required and some of which are optional. Of particular interest is Table IV - Project Budget Data and its associated Attachments. Examples of Table IV and a typical Attachment are shown on the following two pages. Table IV is a required table providing information disaggregated by project. Within the table is a column marked SPECIAL CODES. The special codes referred to are a set of codes defined on a systematic basis by AID to track Areas of Special Concern. The Special Concerns are maintained in separate databases by the Budget Office within AID. Each of these databases is separate from but linked to the main project budget database. The data on Areas of Special Concern are used to track certain specific areas that are of current interest to AID. Currently, four areas of Special Concern are tracked by AID; Forestry, Integrated Resource Management, Biological Diversity, and Child Survival Activities.

For each of the areas of Special Concern, the ABS includes a Table IV Attachment. Instructions are provided for submitting each of these attachments within the ABS instruction materials.

WID has, in the past, been listed among the areas of Special Concern. It is not currently listed as a Special Concern nor has it been for the past 3 or 4 years. For perhaps 2 years after it was dropped, the database for the WID Special Concern Area was maintained to the extent that data came in. For the past two years this database has not been maintained.

SAMPLE

FY 1989 ANNUAL BUDGET SUBMISSION
TABLE IV - PROJECT BUDGET DATA

SAMPLE

600 - GONDWANA

PROJECT NUMBER AND TITLE	G L	OBLIG DATE INIT	OBLIG DATE FIN	-TOTAL COST- AUTH	-TOTAL COST- PLAN	OBLIG THRU FY 86	FY 86 PIPE-LINE	ESTIMATED U.S. DOLLAR COST ($000) ----FY 1987--- OBLIG-ATIONS	----FY 1987--- EXPEND-ITURES	MORTGAGE END OF FY 87	----FY 1988--- OBLIG-ATIONS	----FY 1988--- EXPEND-ITURES	FY 89 AAPL	SPECIAL CODES	ITEM NO
AGRICULTURE, RURAL DEV. AND NUTRITION															
6000012 REGIONAL FINANCE/PLANNING								SUBCAT: FNPA	PACD: 9/30/88	PVO: 88% ___	89% ___				
	G	79	85	2000	2000	2000	1072	---	820	0	---	108	---		11862
6000018 YAMBIO INTEGRATED AG DEVELOPMENT								SUBCAT: FNIL	PACD: 11/30/87	PVO: 88% IC	89% ___				
	G	78	87	12032	14537	12032	2547	2505	1600	0	---	2183	---	MSC, EI, FC	11864
6000035 YAMBIO AGRICULTURAL RESEARCH - OPG								SUBCAT: FNDS	PACD: 8/31/87	PVO: 88% ___	89% ___				
	G	79	80	1066	1066	1066	99	---	99	0	---	---	---		11897
6000043 SOUTHERN REGION ROAD MAINT. & REHAB.								SUBCAT: FNRR	PACD: 6/30/92	PVO: 88% ___	89% ___				
	G	83	87	36475	36475	18238	18238	18237	5000	0	---	5000	---	AID	9875
6000046 SOUTHERN AG DEVELOPMENT PHASE I								SUBCAT: FNDS	PACD: 7/31/91	PVO: 88% ___	89% ___				
	G	82	~~87~~ 91	12660	12660	9820	9706	~~2840~~ 2840	~~600~~ 600	0	---	1000	280	FC, PC, WA	11868
6000047 AGRICULTURAL PLANNING/STATISTICS								SUBCAT: FNPA	PACD: 9/9/90	PVO: 88% ___	89% ___				
	G	81	~~85~~ 87	9700	~~10700~~ 7100	7300	6313	~~1400~~ 2400	~~1400~~ 400	1000	---	1800	---		11869
6000054 W GOND AGRICULTURE SECTOR GRANT								SUBCAT: FNHS	PACD:	PVO: 85% C	89% IC				
6000060 RIVER TRANSPORT AGRIC MARKET	G	87	90	—	8120	—	—	—	—	—	—	—	3120	FC	
6000067 W GOND AGRK MARKETING ROAD	G	88	90	—	16000	—	—	—	—	—	2300	500	3700	FC	
	G	88	95	—	48100	—	—	—	—	—	13300	1500	17995	FC	
APPROPRIATION TOTAL				73933	~~77438~~ 197258	50456	37975	25982	~~4319~~ 6319	1000	15400	~~10091~~ 12311	22655		
APPROPRIATION GRANT				73933	~~77438~~ 197258	50456	37975	25982	~~4319~~ 6319	1000	15400	~~10091~~ 12311	22655		
APPROPRIATION LOAN				---	---	---	---	---	---	---	---	---	---		
COUNTRY TOTAL TOTAL				73933	~~77438~~ 197258	50456	37975	25982	~~4319~~ 6319	1000	15400	~~10091~~ 12311	22655		
COUNTRY TOTAL GRANT				73933	~~77438~~ 197258	50456	37975	25982	~~4319~~ 6319	1000	15400	~~10091~~ 12311	22655		
COUNTRY TOTAL LOAN				---	---	---	---	---	---	---	---	---	---		

SAMPLE FY 1989 ANNUAL BUDGET SUBMISSION SAMPLE

TABLE IV ATTACHMENT 1

FORESTRY

600 - Gondwana .

APPROPRIATION ACCOUNT / PROJECT NO.	TITLE	L/G	LIFE OF PROJECT	FY 87 ESTIMATE	FY 88 ESTIMATE	FY 89 AAPL
Agriculture, Rural Dev. and Nutrition						
6000018	Yambio Integrated AG Dev.	G	1,100	750	--	--
6000046	Southern AG Development Phase I	G	2,300	1,200	--	100
6000054	W. GOND AG Sector Grant	G	1,500	--	--	1,100
	Appropriation Total		4,900	1,950	--	1,200
	Country Total		4,900	1,950	--	1,200

The primary disadvantage to using the ABS as the measurement system is that, while it is complete in its accounting of planned projects, it is not complete for actual projects undertaken. This is partially due to the length of the planning cycle and partially due to the level of required documentation for the projects. Because of the length of the planning cycle, it frequently occurs that projects change after the ABS cycle is complete for a particular Fiscal Year. These changes are accommodated through the submission of Congressional Notifications. On the order of 1,000 CNs are filed each year with perhaps 2 or 3 project changes in each. These changes are generally not reflected in the Special Concerns databases. The level of project documentation provided with the ABS can be quite extensive. It is not required, however, that it be thus. The submission of documentation is optional in the ABS and therefore specific compliance with a set of definitions or criteria by those making the submission can not necessarily be verified.

The technical System

The technical portion of the project planning system focuses primarily around the Project Paper (PP) and the Project Identification Document (PID). The PID is a forward-looking document drawn up on the order of two years prior to commitment to a project. It generally includes some budgetary information. Because the PID is an early step in the project design process, the project will generally undergo substantial changes between the PID and the actual design when implemented. The PP is

closer to the commitment stage for a project and generally is quite close to a reflection of the final design for a project. The level of detail is generally quite high.

The difficulty in the use of PIDS or PPs as the measurement point is that, because of the decentralization evidenced within AID there is no central point through which all PPs or PIDs are guaranteed to pass. Projects with funding levels less than $10,000,000 can be funded directly by the missions and therefore their planning documents may not pass through any central location at all. The rate of coverage of projects over this cutoff is not exactly known but is probably fairly high. PPC and, specifically, PPC/WID is included in the review process for these documents as it presently stands.

There is no assurance of closure between the projects as described within the ABS and those described by PPs and PIDs. In the late 1970s a system (the PBAR system) to accomplish this was attempted but it is not currently maintained. The cover sheet for this system is still in use, however, and its structure lends itself to the measurement task at hand.

On this cover sheet there is a block for listing the Areas of Special Concern to which the project applies. The instructions for providing this information are included in AID Handbook 3. These instructions have not been updated in a number of years and are now somewhat dated. The PBAR database has not been maintained since the early 1980s.

Measurement System Summary

As a practical matter, the basic problem of measurement comes down to "Who will actually do the counting?" The mission personnel designing the project are in the best position in terms of their familiarity with the project. They are the most directly involved and could make the most accurate estimates of numbers of participants and project expenditures. However, they are also generally the most removed from the Special Concern Area, the most likely to feel that any extra work is a severe imposition, and the least likely to be able to properly and consistently apply the criteria.

A hypothetical person at some central location (such as PPC/WID) would be in the best position in terms of attachment to the Concern area and ability to consistently apply the criteria but would be in a weak position in terms of project knowledge.

Recommended Procedure

As is frequently the case, the recommended procedure is a compromise and a blend. Specific recommendations deal with the budgetary and technical cycles separately.

1. WID should be reactivated as an Area of Special Concern for the FY 1990 ABS. An attachment to Table IV and an appropriate set of instructions should be provided with the ABS instruction materials.

2. A person should be provided to verify, code, and enter the data into the database for the WID Special Concern Area.

This person will be required beginning in June, 1988 but will probably be able to complete this task for FY 1990 in 3 or 4 months. It would be desirable to fill in the database for the years it has not been maintained (FY 1986, 1987, 1988, and 1989). This task will require a disproportionate effort because of the lack of appropriate documentation for the years under study. Two person-years to complete this effort is probably not an unreasonable amount.

3. WID should be reactivated as an Area of Special Concern to be included on the cover sheets of PIDs and PPs. Either a modification to Handbook 3 or an instructional cable should be sent to provide the new definitions of WID activities to the missions to assist them in filling out the information properly.

4. An additional FTE should be provided to PPC/WID to enable them to verify, code, and track the WID efforts as reported in the PPs and PIDs.

5. To the greatest extent possible, the databases generated from the ABS and that generated from the PPs and PIDs should be used to verify each other.

Level-of-Effort Analysis

The level-of-effort required to implement these recommendations is modest considering the importance of the information that will result from the effort. The level-of effort is divided into two parts; that required for the initial

set up and that required for continuing maintenance of the system.

Set up:

Produce the required attachment to ABS Table IV and the appropriate instructions - approximately 1 person-month.

Modify Handbook 3 or provide an instructional cable. The actual effort for the WID instructions would be 1 person-month or less. If a modification of Handbook 3 is required the effort will increase considerably due to the approval process and the printing and distribution requirements. If a modification of Handbook 3 is planned then the WID changes should be included. However, the WID instructions themselves do not justify a revision of handbook 3.

Reactivate the WID Area of Special Concern in the budgetary database - 1 person-month or less.

Update the budgetary database for the years that WID has been idle - 2 person-years

Create a technical database for the WID Special Concern Area - 2 person-months

The total set-up effort required is therefore slightly less than 2 1/2 person-years.

Continuing level-of-effort (per year):

Review, verify and code ABS for WID Area of Special Concern - 4 person-months.

Review, verify and code PPs and PIDs for WID are of Special Concern - 1 person-year.

Compare data from two above systems - included in time estimate for technical function.

Code information onto cover sheets (this task performed by project designers) - For someone familiar with the project design already the allocation of resources to WID and the coding of the information on the cover sheet should require no more than a maximum of two hours. With approximately 300 new projects per year from the field and another 100 from AID/W the total effort is around 800 person-hours. 1/2 person-year is a conservative ball park estimate.

The total maintenance effort is therefore slightly less than 2 person-years per year and requires the creation of one new position.

IV. CASE STUDIES

As is frequently the case, it may be useful to demonstrate the application of the recommendations made in this study through the technique of case studies. This section consists of summaries of analysis we performed on some cases for this purpose precisely. Three of these cases are actual projects and were done from actual program documents (either a PID or PP) submitted by USAID missions as part of the Program Planning process. Although these cases are good examples of the type of documentation provided by the program planners they do not well demonstrate the various discriminatory functions of the definitions and measurements recommended by this study. This is not surprising since the documents were written without these definitions in mind.

In order to better demonstrate the application of the specific application of the definitions and measurements proposed here, a series of constructed cases are also presented. These five cases all take the form of a brief description of a project for a non-existent country. The project is always the same but the level of detail and information provided in the description varies from case to case. These cases may eventually serve as model formats to encourage proper formulation and description of the WID-relevant portions of a project.

Case Study 1: Burma Quality Child Care for Child Survival Project

The Burma Child Survival project is a proposed four-year grant-funded $12 million project to reduce morbidity and mortality among infants, young children and pregnant women in Burma by assisting the expansion and improvement of the Community Health Care system, the Expanded Program for Immunization, and the Vector-Borne Disease Control Program. The project includes six components; CHC expansion, in-service training, improved management support, a mass media and intervention campaign for immunization and ORT, expanded coverage of effective immunization services and Malaria control. Three of these; CHC expansion, in-service training and improved management support might have a positive impact on women's economic position if they were designed in a manner which supported this goal.

In the case study evaluation of this case, however, no credit could be given to this project for women's economic development for the following reasons:

The CHC expansion component will spend nearly $3 million on the training of approximately 13,000 local health care workers. These workers, who include Auxiliary Midwives, Community Health Workers, and Traditional Birth Attendants, will probably include a high proportion of females. However, the description of the program does not include the information required to satisfy any of the WID criteria except for, "Will directly impact women." In fact, the project budgets do not seem to include any specific resources for training. Most importantly, there is no recognition of any differences in the training program required

because of the high proportion of women participants. Even a specific statement that no differences in the training program would be required despite the high level of female participation would show that the designers had at least considered the impact that this high level of female participation might have on the program and decided that this impact was negligible. This might not be a realistic conclusion but would at least verify a good thought process. No statement to this effect was found.

The in-service training component will spend slightly less than $2 million on training and other assistance to improve mid-level management capabilities in the Ministry of Health. Although it would be desirable to ensure the participation of females within this group there is no indication in the project description that this is an objective or has been specifically included.

In the improved management support section of the project about $600,000 will be spent on efforts to improve the management abilities of the health system through the provision of microcomputers, technical assistance, and management analysis. No specific female participation in this management improvement is defined, nor is there any mention of program design features that would encourage the participation of women.

Because none of the designs of the components include women in their resource distribution plans or specific target population, no WID credit can be given for this project.

Case 2: Kenya Agricultural research and Management project

This project is a $16.5 million effort over four years to improve the research and management capability of the Kenyan agricultural system. The project consists of four components; planning and management improvements, commodity research, human resource development, and general research. Two of these components; planning and management and human resource development might impact on women's economic position if their design included this objective.

The planning and management component will spend approximately $4.4 million to improve the efficiency and effectiveness of Kenya's Agricultural Research System. Women are not specified as being among the target audience for this component nor is this component designed in any way to address the particular needs of participating female managers.

The human resource development component will spend slightly over $4 million to train scientists and managers. This training will be a combination of O.J.T., study tours, and degree programs. Even though women are major participants in the agricultural sector, they are not called out as specific participants in the training programs nor are specific features included to direct training efforts to females.

Because none of the designs of the components include women in their resource distribution plans or specific target population, no WID credit can be given for this project.

Case 3: Egypt Agricultural Credit Project

This is a $120 million project designed to accomplish a relatively major structural reorganization of the Egyptian Agricultural sector. Agriculture in Egypt has become increasingly government controlled over the past two decades and as this has occurred the distortions apparent when comparing this market to free market structures have increased dramatically. One of the results has been increasing dependence on imported agricultural products and a decrease in the growth of crops in which Egypt has a comparative advantage. This project is intended to bring about substantial sector realignment through policy change, improved access to credit for small farmers, improved financial services for small and medium-sized agri-business in the private sector, and technology transfer. The great bulk of funding ($100 out of $120 million) for this project is to be used for potential trade balance offsets. The remaining $20 million is to be spent primarily on technical assistance, training, and commodities.

Even though women are significant participants in Egypt's agricultural sector (particularly in animal husbandry) and this fact is recognized within the PID, no specific direction of resources or features of the project address the particular needs of female farmers. Of particular interest is the fact that the financial services component, which is directed specifically at small farmers, recognizes a high proportion of these farmers to be female but makes no provision for the satisfaction of their specific requirements.

Because none of the designs of the project components include women in their resource distribution plans or specific target population, no WID credit can be given for this project.

The remaining case studies are constructed project descriptions designed to illustrate the nuances of the measurement procedures and definitions recommended within this study. Because of this, specific text is provided for each Case. These example texts are in no way intended to represent a complete project description such as that which would typically be found in a PID or PP. Instead, the text represents certain key phrases that might be found within these planning documents to satisfy the WID measurement requirements.

Case 4: Extension Agent Training in Hypothia; Version 1

Text:

This project will train 100 agricultural extension agents in Hypothia. It is our intention to maximize the participation of women among the trainees in order to help alleviate the shortage of female extension agents in the rural north. To do this, 50 of the 100 students will be females recruited from the northern provinces.

In our discussions with women's associations in the rural areas it has become clear that the strict gender segregation in Hypothia will require that several special features be designed into the project to ensure the participation of female trainees:

First, female recruiters will visit the secondary schools in the northern provinces to explain the opportunities of the program to potential candidates.

Second, these recruiters will be available to meet with the parents of young girls that show an interest in the program to assure them of the girls' safety, proper care and treatment.

Third, a separate dormitory and classroom facility will be built solely for the use of the female participants.

Fourth, females will conduct the training of the female participants throughout the program.

Because we have had 150 applicants (all male) in each of the last 5 academic years we do not expect to change the program in any way to specifically ensure the participation of males.

The total budget for this project is $10 million. It is estimated that 50 percent of the total project budget will be devoted to the construction of the new female dormitories and classrooms. An estimated 60 percent of the remaining funds will be used for female recruiting and training while 40 percent will be used for male training.

Analysis:

The first stage of the analysis required by the recommendations in this study are the satisfaction of the definitions to classify the project.

It is clear that women are not the sole beneficiaries of this project so the project cannot be classified as Type one; WID specific.

To determine if the project qualifies as a Type two; WID component project a series of questions must be asked and

answered in the affirmative.

First: Were women consulted in the design of this project? Yes. There is a specific statement that women's groups were contacted during the design of this project.

Second: Are women included among the individuals directly implementing this project? Yes. There is a specific statement in the project description that women trainers and recruiters will be included in the project.

Third: Are women among the direct beneficiaries of the project outputs? Yes. It is stated in the project description that at least some portion of this project will directly benefit women.

Fourth: Have specific design features been included in the project in response to the specific requirements of female participants? Yes. The recruiting procedures, the facilities, and the trainers have all been designed specifically to address the special requirements of the female participants.

Since the project has passed these four definitional criteria it qualifies as a Type two (women integrated) project and the analysis may proceed to the next stage. The next stage of the analysis is to determine the actual portion of the project that should be credited to WID.

The recommendations of this study are that WID credit be given for specific resource commitments if these commitments are explicitly called out in the description. In the Version 1 description specific resource commitments are, in fact, called

out. In the last paragraph of the text it is stated that 50% of the total budget will go to construction of the facilities for the housing and instruction of the female participants. This amount, $5 million, should be credited entirely as WID resources.

In addition, it is stated that 60 percent of the remaining budget (60 percent of $5 million, or $3 million) will be required for the female participant training. This amount should also be counted directly to the WID resource account.

These two credits provide a total of $8 million to the WID resource account for this project. It is worthy of note that the combination of precise project definitions and specific resource commitments was necessary to give credit for 80 percent of this project to the WID account. This point will be contrasted in the cases that follow.

Case 5: Extension Agent Training in Hypothia; Version 2

Text:

This project will train 100 agricultural extension agents in Hypothia. It is our intention to maximize the participation of women among the trainees in order to help alleviate the shortage of female extension agents in the rural north. To do this, 50 of the 100 students will be females recruited from the northern provinces.

In our discussions with women's associations in the rural areas it has become clear that the strict gender segregation in Hypothia will require that several special features be designed

into the project to ensure the participation of female trainees:

First, female recruiters will visit the secondary schools in the northern provinces to explain the opportunities of the program to potential candidates.

Second, these recruiters will be available to meet with the parents of young girls that show an interest in the program to assure them of the girls' safety, proper care and treatment.

Third, a separate dormitory and classroom facility will be built solely for the use of the female participants.

Fourth, females will conduct the training of the female participants throughout the program.

Because we have had 150 applicants (all male) in each of the last 5 academic years we do not expect to change the program in any way to specifically ensure the participation of males.

The total budget for this project is expected to be $10 million.

Analysis:

The version 2 project description is identical to version 1 with the exception of the last paragraph detailing the resource allocation. Because the project descriptions are unchanged, the project still qualifies as a Type two project.

The actual WID resource credit has not been explicitly called out so another method of determining the appropriate credit will have to be followed. In the recommendations of the study the use of logical proportions is encouraged. Here, we have a case where 50 percent of the participants are expected to be women and this expectation seems reasonable in view of the project design features. For this reason it seems logical to

give credit for 50 percent of the resource expenditure or $5 million to the WID account. It is important to note that $3 million in WID resources was lost due to the lack of explicit commitment in version 2 compared to version 1. It pays to be explicit in the resource commitments as well as the project design features.

Case 6: Extension Agent Training in Hypothia; Version 3

Text:

This project will train 100 agricultural extension agents in Hypothia. It is our intention to maximize the participation of women among the trainees in order to help alleviate the shortage of female extension agents in the rural north. To do this, 50 of the 100 students will be females recruited from the northern provinces.

In our discussions with women's associations in the rural areas it has become clear that the strict gender segregation in Hypothia will require that special features will have to be designed into the project to ensure the participation of female trainees.

Because we have had 150 applicants (all male) in each of the last 5 academic years we do not expect to change the program in any way to specifically ensure the participation of males.

The total budget for this project is $10 million. It is estimated that 50 percent of the total project budget will be devoted to the construction of new female dormitories and classrooms. An estimated 60 percent of the remaining funds will

be used for female recruiting and training while 40 percent will be used for male training.

Analysis:

Version 3 of the text has been changed from version 1 in that the specific design features to ensure the participation of female trainees are no longer detailed. This project description fails to pass the test provided by the four criteria required to be classified as a Type two project. Some discretion might be used because the project resource commitments make it clear that specific design features have been included and budgeted but not explicitly detailed. It would be desirable to contact the mission in Hypothia and have them add the appropriate feature descriptions to the project paper rather than lose WID credit for an otherwise admirable effort.

As the description now stands, a rigid interpretation of the definitions would require that no WID credit be given for this project.

Case 7: Extension Agent Training in Hypothia; Version 4

Text:

This project will train 100 agricultural extension agents in Hypothia. It is our intention to maximize the participation of women among the trainees in order to help alleviate the shortage of female extension agents in the rural north. To do this, 50 of the 100 students will be females recruited from the northern provinces.

In our discussions with women's associations in the rural areas it has become clear that the strict gender segregation in Hypothia will require that special features will have to be designed into the project to ensure the participation of female trainees.

Because we have had 150 applicants (all male) in each of the last 5 academic years we do not expect to change the program in any way to specifically ensure the participation of males.

The total budget for this project is $10 million.

Analysis:

Version 4 of the project description is identical to version 3 with the exception that the resource commitment details have also been removed. In this case there is an indication that the project designers have not given sufficient thought to the special needs of the female participants. The project fails to meet the definition of a Type two project. No WID credit will be given for this project.

Case 8: Extension Agent Training in Hypothia; Version 5

Text:

This project will train 100 agricultural extension agents in Hypothia. It is our intention to maximize the participation of women among the trainees in order to help alleviate the shortage of female extension agents in the rural north. To do this, 50 of the 100 students will be females recruited from the northern

provinces.

It is clear that the strict gender segregation in Hypothia will require that special features will have be designed into the project to ensure the participation of female trainees.

First, female recruiters will visit the secondary schools in the northern provinces to explain the opportunities of the program to potential candidates.

Second, these recruiters will be available to meet with the parents of young girls that show an interest in the program to assure them of the girls' safety, proper care and treatment.

Third, a separate dormitory and classroom facility will be built solely for the use of the female participants.

Fourth, females will conduct the training of the female participants throughout the program.

Because we have had 150 applicants (all male) in each of the last 5 academic years we do not expect to change the program in any way to specifically ensure the participation of males.

The total budget for this project is $10 million. It is estimated that 50 percent of the total project budget will be devoted to the construction of new female dormitories and classrooms. An estimated 60 percent of the remaining funds will be used for female recruiting and training while 40 percent will be used for male training.

Analysis:

Version 5 of the text has been changed from version 1 in that the specific consultation with women in the project design phase has been omitted. However, the specific features that might result from such a consultation and which generally show an

understanding of the requirements of emphasized female participation are included. This project description technically fails to pass the test provided by the four criteria required to be classified as a Type two project. Considerable discretion should be used because the project resource commitments make it clear that specific design features have been included.

The omission of a mention of female consultation is probably just that and could be corrected by contact with the mission. It would be desirable to contact the mission in Hypothia and have them add the appropriate text to the project paper rather than lose WID credit for an otherwise admirable effort.

As the description now stands, a rigid interpretation of the definitions would require that no WID credit be given for this project.

In summary it should be noted that the overall objective of the measurement effort is to include proper credit for projects where credit is due. Application of the criteria should not be so rigid as to exclude properly designed projects with simple textual omissions. That said, it must be remembered that the text is the written evidence of the thought and effort put into a project's design. If the text is incomplete and poorly thought out it is probably an indication that the project is as well.