

IFIC INTERNATIONAL SEMINAR ON WOMEN IN DEVELOPMENT

— WID strategies and practices
of DAC member countries —

August 7, 1991, TOKYO JAPAN

INSTITUTE FOR INTERNATIONAL COOPERATION
JAPAN INTERNATIONAL COOPERATION AGENCY



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IFIC INTERNATIONAL SEMINAR ON WOMEN IN DEVELOPMENT

AUGUST 7, 1991



LECTURERS



DISCUSSION WITH PARTICIPANTS

©1991 Japan International Cooperation Agency (JICA)
Institute for International Cooperation
International Cooperation Centre Bldg.
10-5, Ichigaya, Honmura-cho,
Shinjuku-ku, Tokyo 162 Japan
TEL. 03 (3269) 3374
FAX. 03 (3269) 2185

FOREWORD

The issue of women in development (WID) has gained increasing international recognition since the International Year for Women (1975) and has emerged as one of the new priorities in development assistance for 1990s.

JICA is now incorporating WID into its activities. As part of this effort, JICA formed the Study Group on Development Assistance for Women in Development in 1990 to compile a report and recommendations for future action. The Environment, WID and Global Issue Division in the Planning Department was established as a WID unit, based on these recommendations in 1991. Examples of our new initiatives include; the Seminar on Women's Issues in National Machineries under its participants training scheme with cooperation of the Prime Minister's Office, and a planned training course for Japanese WID experts.

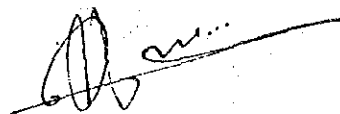
In Japan, however, awareness of the issue of women in development is not widespread. It is therefore necessary to deepen our understanding and to institutionalize our concerns about women in development issues from this point forward.

This report presents the content of the IFIC (Institute for International Cooperation) International Development Seminar on Women in Development, held on August 7, 1991. The lectures of the Seminar were presented by four members of the WID Expert Group of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD). The lectures, which present how the DAC members are integrating women into activities in their development assistance, provides us with insights and valuable suggestions for our future tasks.

I hope this report will prove useful for the staff of aid agencies, volunteers, consultants, researchers, and others who involve themselves in development assistance.

I am thankful to the Ministry of Foreign Affairs and Overseas Economic Cooperation Fund (OECF) for their cooperation in holding this seminar. I would also like to express my deep gratitude to the lecturers and participants of the seminar for sharing their valuable experiences and opinions at this occasion.

October 1991

A handwritten signature in black ink, consisting of a series of loops and a long horizontal stroke extending to the right.

Akira Kasai
Managing Director,
Institute for International
Cooperation,
JICA

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ON THE DAC WID EXPERT GROUP

BAILE:

I would like to give you just a few words on OECD and the DAC, so that you understand better the role of the expert group on women in development. The OECD is the organization for economic cooperation and development, it is based in Paris, France, and was created in 1960. It consists of twenty-four member governments, and what these governments have in common is to be industrialized countries, to have democracy and market economy. Those countries are mostly situated in western Europe, North America, and in the Pacific, with Japan, Australia and New Zealand. The OECD essentially is a forum for discussion and harmonization of major policies in the wide range of areas, like a national governments are divided into ministries, in the same way, the OECD is divided up into committees that look at specific areas—we have committees working on industry, agriculture, transport, environment, social affairs and many others like you have ministries in the government.

One of these committee is the DAC, the Development Assistance Committee, and that particular committee looks after the issues of development cooperation. The DAC has 19 members and 2 observers, the World Bank and IMF. The way it works is that it has meetings during the year, and at those meetings. Your governments have permanent delegations sitting in Paris, who represent your authorities in the DAC, but whenever the DAC discusses some more specialized issues on sectors, for instance, headquarters will send specialists and officials from their countries to represent the views of your government. On the side of the DAC, where you have representatives of the governments, you have an international secretariat, of which I am a member, which serves those governments and the Development Assistance Committee and prepare the papers, the analysis, and draws the general statistics.

We will see that in the role of the DAC, one will be to discuss not only the policies in development cooperation, but also to prepare, accumulate, and aggregate a number of statistics that are comparable across all the governments. We keep statistics on the volume of aid, on the financial aspects of aid, for instance, whether they are grants or credits. Also we have statistics on the geographical distribution

of aid, on the conditions of aid, whether you offer credit in which terms, and whether the aid is tied or untied. So there are a lot of work to be done on quantitative aspects as well the DAC tried to monitor the qualitative aspects of aid through a number of meetings on sectors, for instance, last year and this year we had meetings on areas like urban development, education, population, and environment.

And one way that DAC has strengthened endeavor to give high quality standards to development policies of its members was by designing a set of guidelines and good practices in a numbers of areas by consensus the government representatives agree on a number of good practices for instance in project appraisal, what are the good ways to appraise projects, and on the basis of those guidelines each member will try to follow them through. We have guidelines on aid evaluation, on project appraisal, and we are continuing work right now on programme assistance guidelines as well as on technical cooperation.

Another important role of the DAC is to review the development cooperation policies of its members. Every two year, members' policies in development are reviewed by the rest of committee, like Japan was reviewed in June this year, whereby the other members ask questions on the development cooperation programme of the member that is reviewed, and ensure that the guidelines are put into practice. Now the DAC is assisted in its work through the help of expert groups or advisory bodies, and it has 5 of such advisory bodies: one on financial aspects, another one on statistical problems and three others which are on cross-cutting issues that belongs to all areas of development cooperation. One of such cross-sectoral issue is women in development with expert group here represented by this bureau at the table, we also have a group on aid evaluation, and one just recently created on environment. If you like, here we have Ms. Kuno from Japan who is a member of the Bureau of this group, who probably could give you some highlights on the role of this expert group on women in development.

KUNO:

On behalf of the Japanese government, I'm acting as one of the members of the bureau. I think all I would like to say now may have already been touched upon by the previous speaker but I would like to say, in the following, we have pleasure of having with us four lecturers plus one member of the staff of OECD, the DAC. These ladies are here in Japan to participate in the OECD DAC WID Bureau meeting

which would be held on 8th and 9th of August.

This WID bureau is held several times a year to deal with various matters under its direction. Four members constitute the bureau, including Japan. So far meeting has been held in United Kingdom, and in Norway. This time, the meeting is held in Japan. Group of ours is one of the advisory organ of the DAC, and the annual meeting is held once every year, and once a year, a seminar is also held. We have held so far participatory development seminar, a seminar on women in development, and a seminar on women and environment.

In 1983, the DAC high level meeting was held and this meeting produced a guiding principle and since then it has been revised as necessary. Our group is constantly monitoring various activities which are being conducted to put into practice this series of guidelines devised by the high level meeting. And these members of the bureau are the ones who constitute the locomotive for good implementation of these guiding principles.

WID, Gender and Development Cooperation: Lessons Learned

Björg S. Leite

Since I am the first speaker from the WID Bureau here today, let me first of all take this opportunity to thank our host, the Japanese authorities, for arranging this seminar and for hosting the WID Bureau meeting in Tokyo. And I would like to extend our personal and special thanks to our member of the Bureau, Ms. Kuno, as we have gotten to know her over the last two years who has contributed very much to the good working of the Bureau while I have been the chairperson. The seminar gives us an excellent opportunity to exchange views and to share experiences of effective ways of promoting the concerns of women in our area of work – which again, we feel, should lead to a more effective development assistance overall.

I should also like to congratulate Japan for putting women and gender so clearly on the agenda. With Japan's emergence as a leading donor nation, your position on WID will have a strong impact in the international community. We find, more and more, other donors are listening to the voice of Japan in the UN, in the World Bank, and in other international bodies. And to have Japan supporting WID issues in appropriate ways would be eminent strength to those who have been working on these issues for a number of years.

Norway has some 15 years of experience in working with women's issues in development cooperation, and we are very pleased to share our experiences with Japan in that very important next phase of your work, which is the institutionalization of WID and gender into all parts of your administration from the top to the bottom, or vice versa, and making the whole of your administration just bound to the issues.

I have given a lot of thought to what it is in our experience that would be useful to Japan at this stage. I don't think I can say that we have a set, ideal WID model to present. I believe that every country must develop its own model for pursuing WID and gender which fits in their overall administrative traditions, bureaucratic practices and type of aid that they are rendering. And let me say at this time that I think our strong position on WID has actually led to certain changes in the overall direction of Norway's aid over these years. With this in mind, I have carefully studied available documents on Japanese development cooperation in gen-

eral, as well as your new programme and guidelines on WID. Based on these, there are certain issues which seem to be more important for Japan at this stage.

I will try to share our own experiences with you in working on these issues. Let me also call your attention to some documents which we brought with us, unfortunately not in sufficient numbers for all of the audience. They are outside this room and we have provided a list where you can sign up if you cannot get a copy today and want one, we will make sure that you will have one later on. My colleague from Norway who is taking over my position as a member of the Bureau, Ms. Støfring, is not going to have an intervention here, but she will be able to answer the questions. She is the WID person in NORAD which is somewhat similar to your JICA, so feel free to ask her questions.

Like Japan, Norway also has an active national Women's movement, which has always taken a strong interest in development cooperation, and has acted as a pressure and lobby group for the WID issue. And I believe that many of you here today are representing such lobby. The national women's movement is probably the most important constituency for our WID programme. It has also acted as a constant watch-dog on the aid administration, not only what we do in the WID area, but also our overall programme related to WID issues. I must admit that this has sometimes been a bit uncomfortable, they haven't been very pleased with us, but it has also made us stand on our toes and strive to perform better. It has contributed to a continued priority on WID in our overall aid programme. I would therefore strongly recommend to Japanese authorities – and to WID personnel – to maintain strong and appropriate linkages to the women's movement.

When Norway first started to analyze how development cooperation affected women, in the first half of the 1970's, we were also at the same time developing our first national machinery for women's issues in Norway. Norway's Equal Status Council, which I headed at that time, was established in 1972, about the same time as Kenya got its Women's Bureau. In terms of official support for women's issues, most countries can justly be described as developing countries. The body of knowledge on how development issues affect women has appeared at the very same time as we have developed approaches to the women's issues in our own countries. It should therefore come as no surprise when one looks at the different approaches used in pursuing WID issues, to see that they often correlate closely with the approaches that we have used domestically.

In Norway, we initially approached to WID through the so-called Welfare Approach in which women were primarily guarded in their reproductive roles as mothers and wives. As donors, we supported them mainly in order to make their activities as reproducers more effective. Women were seen as passive receivers of the benefits of donor-supported programmes of health, family planning and nutrition. Norway very early established a target, by the way, of 10% of total aid for these kinds of programmes, which I believe still today is the highest target in all of the DAC family. That was largely motivated by their importance to women. But little attention was paid to the very important roles of women in productive work, especially in agriculture. Health programmes which neglected the fact that pregnant women and mothers also were carrying heavy daily workloads in agricultural production obviously could not become very effective.

With more experience, and influenced by the national women's movements' struggle in Norway, by the middle of the 1970's, we shifted to an equity and poverty oriented approach. Women had to become active participants in the development process, and we recognized women's multiple roles as producers and reproducers. Programs promoting legal rights for women on an equal footing with men, and state interventions in the form of national women's bureaus, commissions etc. were supported by Norway in a large number of countries. In this case we were often front runners – together with the other Nordic countries – in opening up a dialogue with developing country administrations at the high levels on the need to target aid to women – a dialogue which sometimes was seen as very sensitive, and which our male colleagues did not always felt comfortable with. The mandate, however, was clear: This was an important political issue for Norway – and one which our aid constituency – the majority of which is women – felt very strongly about. Little by little, and with the backing from resolutions adopted at the UN conferences for women, also recipient countries themselves had begun raising the WID issue with us during our consultations, so we find it much easier these days. Of course, WID as an equity issue is closely related to the poverty issue, which also came strongly onto the agenda in the latter half of the 70's.

Measures to improve the productivity and income earning capacity of the poor should be seen as highly relevant to WID-issues, since a majority of the poor are women. It is a sad fact, however, that most poverty-oriented programmes of that time were not planned or looked at from a gender perspective. That is, to say, they

did not examine the different living conditions and resources of men and women, and how the interventions could have different impact on men and women. I believe that Japan presently is studying various approaches to strengthen the poverty dimension in its aid programme. My recommendation is that Japan takes the gender dimension very seriously in developing any poverty alleviation strategy.

In the early part of the 80's we developed what has been called the efficiency approach or rationale for WID. In this, we recognized women as key agents in development and argued that their involvement is crucial if one is to achieve efficient, sustainable results from money invested. The inherent risk is that this approach can easily lead to women being exploited because they have little influence in the power structure, they can be exploited as a cheap source of labor in projects, etc. But I believe this approach also contributed importantly to the mainstreaming of WID issues, bringing them out of the marginalization which women-specific projects often had a tendency to meet to. Not to be misunderstood, I would like to emphasize that we need both types of projects, integrated and women specific, but with appropriate balance.

Towards the middle of the 80's, we developed in common with many other donors an approach to WID which commonly is called as the empowerment approach. This emphasizes the activities which empower women, give them greater self-reliance and thereby claim a larger role in political, economic and cultural affairs.

These approaches are not mutually exclusive. Rather, they are used interchangeably, however, the point is, we must be very conscious about the end objectives of each strategy and their limitations.

In 1985, we adopted the first overall Norwegian WID strategy, which comes in three parts and it is available on the table outside, so I will not describe it, since the time is limited. Let me just say that we needed to assign priority to certain sectors, we did not have resources to start fully working on gender issues in all sectors. So we decided to assign priority to the sectors where development potentials were seen to be the greatest and resistance the least. In other words, agriculture in African countries would be more important to gender initially than a sector like petroleum sector, where the WID-aspect was more difficult to identify and to advocate, although efforts are also made in that respect.

Mainstreaming of resources to women and integration of WID into overall

programmes and projects is the key objective in Norway's WID strategy. We have undertaken a number of evaluations of this mainstreaming over the last few years, and they are available outside the room. I believe that there were not that many evaluations that have been done on the efforts to mainstream, so this would be very useful document for you, Japan, I assume, to move ahead.

An important feature of Norwegian bilateral aid is the concentration of aid to a small number of main partner countries in Asia and Africa. This has made it possible for us to build up strong field representations and country level programming. As I understand it, Japan is presently exploring country programming as a future planning tool. Based on our experience, my advise for Japan would be to integrate gender into the main country programming document rather than to create separate documents, which we did initially, and which did not work. They became very beautiful documents but they didn't really make appropriate impact on the main tool for our programming or total resources to the individual countries.

What we are trying to do in the future is to build gender issues into country programming through strengthening the dialogue with the recipient on this point. The fact that most developing countries have integrated WID issues into their long-term development plans on the recommendation of the UN strategy for women has actually facilitated raising the issues in high level negotiation.

We have also developed another strategic tool for integration of WID, which has been somewhat controversial. We have established an earmarked fund for women in development activities. This was intended as seed money for flexible funding to innovative type of activities which could pioneer new ways of assisting women and assist in empowerment projects which could not be funded from regular channels. The main objective was to fund initiatives which could facilitate the integration of WID issues into mainstream programmes.

We have found that the fund has raised consciousness in the aid administration and on the recipient side. It made it possible to support in a flexible, unbureaucratic way many valuable initiatives taken by the women themselves, which we would not have been possible to support through normal bureaucratic procedures. And it helped put women's issues on the political agenda, and showed that we are willing to put money behind our words. However, the fund has been administratively burdensome because the projects have sometimes been very small. And because they have often been less well planned, the projects have also often turned

out not to be sustainable. In a sense, the fund has served as a risk capital for pioneering WID efforts. We have evaluated our use of this fund, and the evaluation will very soon be available and we are happy to share it with you.

One interesting aspect of this evaluation, which I think that Japan also should give some thought to, is that it has raised the question of whether we have a clear-cut concept of "mainstreaming". The evaluators found that – like a number of other donors – we use the term "mainstreaming" interchangeably to refer to, on the one hand visibility and integration of gender issues into existing development strategies, and on the other to refer to gender perspectives in setting agendas for development and alternative development strategies. This ambiguity in conceptualization also results in ambiguities in setting strategies for promoting mainstreaming of gender.

We developed a system of WID contact points in every office and unit of our organization, including the field offices. We, in a sense, created a system-within-the-system, and what we found was that very often these WID contact points were given the task of being WID contact points in addition to an already having workload. They were often the most junior, least experienced officers in their units. We have revised our strategy on this point and we have reinforced the responsibility of the management at all levels, that is the responsibility to see to it that WID strategy is implemented within their areas of responsibility. Now, they can be assisted by the WID contact points who can act as a resource, to give advice but which should not be doing work himself or herself. Once a year, all the WID contact points meet in Oslo, to review progress and tackle problem areas. This is also an occasion to meet with the minister and have a frank and open discussion on progress with her. The fact that most Norwegian ministers of development cooperation have been women, and some of them who are good feminists have helped us quite a lot.

For the 1990's, I'll see our role as donors evolving in a direction where policy dialogue and programme types of support will take precedence over project type cooperation. I believe that for Japan, programme support is a major part of the aid picture, which was confirmed to us at the prior meeting with the management of OECF today. Our work in the DAC has demonstrated the difficulties involved in identifying the gender issues in the various kinds of programme support such as structural adjustment programmes, disaster relief, etc. It has also been very difficult to develop the appropriate methodology for monitoring gender impacts in these kinds of assistance. I believe that this will be one of the major challenges of the

1990's, along with a much more WID-conscious approach in the policy dialogue on conditionality.

And time does not allow me to go into this here, we may perhaps come back to this in discussion.

Now, let me conclude quickly with some thoughts on gender and the role of men. Of course, the inevitable consequences of our WID activities will be changes in the power relations between men and women. We know that from our own national settings. There is no secret that we are aiming at a more equal distribution of powers, for the benefit of all. In this process, it is very important to build alliances with men who also see the need for changes in the traditional role of men. In that context, let me say that I am very pleased to see that there are at least a fair sprinkling of men present in this audience today. Since men are at the centre of power in most organizations and most countries today, it is important to advocate how changes in power relations also can improve the role of men, open up for new roles for men and ease their burdens as well. Gender used as an analytical tool in development planning gives us the opportunity of examining the change of roles of women and men in the development process. Many places in Africa, for instance, men's traditional roles have more or less disappeared, and women are carrying most of the workload while men are, in some instances, becoming marginalized. A better life for women can only be based on a better distribution of functions and workloads between men and women in society. Therefore, men's roles should also become the objective of development planning and programmes in the 1990's. Many women disagree with this point of view, thinking it premature to focus on men while women's problems are still so manifold. In my opinion, it is only when we agree to a different and more equal distribution of power and work between women and men in society that we can find sustainable solutions to the problems of women in development.

With this challenge for the future, I would like to thank the audience for their attention.

New Concepts in Women and Development Policy: Experience in the Netherlands Cooperation Programme

Susan Blankhart

First, I also want to express my gratitude to the Japanese Government for the invitation to this seminar, and I also want to take this opportunity here to compliment JICA on the recent study on development assistance for women in development. I think this is very important study, with very good notions and very good recommendations. Also I want to compliment the OECF on the recent guidelines they issued on women in development. I think it is the very good opportunity for us to exchange ideas on the subject, and I want to tell something on the experiences of the Netherlands.

As the theme of this short introduction, I choose "New Concepts in Women and Development Policy: Experiences in the Netherlands Cooperation Programme." It reflects the changes over the years on this subject based on the new insights and the research especially in the last few years. Past experiences learned that economic and political development processes had in general no beneficial effect on the position of women. This is partly due to the way women were incorporated into development models, or the fact that they were ignored altogether. A few factors contributed to this:

Firstly, there has been a tendency to consider only one aspect of women's life. Given numerous tasks and responsibilities of women - nurturing and/or productive work in the home and paid and unpaid work in and around the home, outside the home and in the community - all these tasks. Such an approach, only dealing with one task, will not benefit women. Development aiming at improving life of women must take into account the total complex reality women experience in their everyday life.

A second point concerning the development models in that many approaches are geared to a greater or lesser extent to integrating women in the overall development effort. This idea of integration amounts in effect to women having to adapt. They are being allowed to participate. The approach is here in fact quantitative. More women have to be involved to a greater extent, where this is to take place and

under what conditions are not discussed. The idea of integration is based on a number of incorrect assumptions about the position and the needs of women, foremost of them being the women are not at present integrated. In fact, however, women are fully integrated in the development of their country, thanks to the productive and reproductive work they perform. But they often have no control over the products of their labour, their own body and their living conditions. Integration within existing institutional frameworks marginalizes their position. Strategies designed to improve the position of women cannot therefore proceed on the basis of integration as such.

The third point I mention here is that development models have failed to take full account of the inequalities between men and women that have evolved over time. It has been assumed that whatever furthers the development of one group of people will automatically benefit others, that the development will trickled across. Experience over the past few decades proves that this is seldom the case. Development processes generally affect one group of people differently from another, depending on their starting position. And women are in a vulnerable position both in the social and the private sphere. In most societies the unequal distribution of power between men and women has produced an institutionalized system of male domination. Patriarchal domination has resulted in women being subordinate to men in both the broader social context and at the level of the family. So women are vulnerable, meaning development will not trickle across. This is the important notion that my government has recognized.

The fourth misapprehension which colours the application of development strategies and has also contributed to their failure concerns the relationship between women, development and culture. To mention a few approach;

All too often, we forget that women are almost unrepresented in the ruling elite which constitutes the negotiating partner for donors. Women like other marginal groups have their own subcultures, their own needs, values and aspirations, to which men rarely have access.

Another aspect is that cultural arguments are often used to legitimate traditions and customs which violate in fact human rights of women. If we wish to take account the needs and interests of women in development activities, we must be aware of such issues. Writers refer in this context to the danger of culture as camouflage. I want to quote in this respect our recent Dutch development policy

document, which states, "a refusal to pass judgement on cultural elements which oppress women amounts not to objectivity, but it supports an ideology which perpetuates social inequality."

The third factor in connection with women in development and culture is that development strategies formulated by Western donors are implicitly based on their own cultural backgrounds, thus all too often, ideas about how men and women behave are projected on societies in developing countries where in reality other practices exist.

These insights in the functioning of development models led 2 years ago to the introduction of the concept of women and autonomy in the Netherlands Women and Development Policy. Our new minister, a man, realized very much that if women could not benefit from development, then the development did not mean anything. This concept of women and autonomy refers to freedom and opportunity for each individual in the framework of combating poverty and inequality on the ground of class, gender and race.

We have developed four criteria of women and autonomy regarding;

1. the economic position of women in terms of control over income and means of production,
2. the political autonomy: a political say, self-determination of groups pursuing their own freely chosen directions as needed,
3. the socio-cultural autonomy: the right to an independent identity and self-respect, and
4. Physical aspects of autonomy: control over one's own sexuality and fertility.

We feel that in our women and development policy these four elements are crucial. I choose not to elaborate on this concept but to elaborate a bit more on the implementation of these new insights. We can distinguish in the Netherlands WID policy five sets of measures which we have taken into account and which are presently in the process of implementation.

The first one is the introduction of WID as a priority theme into the entire development cooperation programme. It looks not new and it looks meaningless, but it means that women in development is given the top priority within the overall programme, and that all activities, whether bilateral or multilateral, non-governmental, commercial, concern with co-financing, research or whatever all activities will have to fulfill the set of basic women in development criteria. We call

this the mainstreaming of women in development. For this, we needed a special women and development programme, not limited to planning specific women and development activities, but to advise, to prepare and monitor policies to guarantee that the women and development are the essential component of all the development activities carried out by the ministry.

The second measure is the introduction of specific women and development target. My government believes that the age of relaxed approach and simple directives regarding women in development has passed. Now, for the first time, concrete women in development objectives are being laid down. We want to introduce both process criteria and impact criteria.

As far as the process criteria are concerned, we have decided to use the well-known OECD DAC women in development criteria. The chairperson of the OECD DAC WID Bureau, Rosalind Eyben, will explain a bit more on this criteria. The government has laid down in the recent policy document that in 1998, at least 50% of the expenditure incurred in the Netherlands programmes are to be of direct interest of women, and those financed from the bilateral programmes will be in line with these so-called criteria. These are in nearly all the sectors because the irrigation and agriculture are of course important for women. The DAC WID criteria are process criteria, or I might say procedure criteria, intended to guarantee the participation of target group as well as input of women in development expertise in various phases of the project cycle. This general target of 50% in 1998, we will further specify for all major countries and regions in their documents. Women and development target figures for specific countries and regions for the next four years will be appeared in the country and regional development plans 1992 - 1995.

Secondly, in addition to this process criteria, impact criteria are being developed. Based upon two objectives, negative one and positive one. The negative one is no programme financed by the Netherlands development funds may result in deterioration in the position of women, and then we can think of very large infrastructure projects or large loan in the fertilizer sector. All these programme assistance have to be scrutinize from the point of view of women and development. The positive one is that a certain percentage of all the projects should result in a positive effect for women, and for us this means an increase in the autonomy of women.

Three, the introduction of instruments. In order to achieve the objectives, both

negative and positive, we are developing specific instruments to get a grip on the administrative decision-making process – on the allocation of funds, and on the implementation of programmes and projects, ensure in the project cycle. This is the third main measure we have taken. In essence, it boils down to development, over the appraisal, monitoring and reporting system. We have developed tools in the past useful checklist and we are working on developing it further. We are also elaborating on the women's impact assessment scenarios, which will present procedures of handles for the integration of women and autonomy approach in the whole project cycle. The intention is to introduce the rule that from the January 1, 1992, a project should not result in deterioration in the position of women, in the light of the four criteria of women and autonomy. If a project proposal does not satisfy this condition, it must either be reformulated, or not be implemented at all.

Four, the strengthening of expertise. We realized that the expertise is very much needed. In order to make all the measures workable, we need more women in development expertise at the ministry and at the embassies, but also we need more regular and specific training on women in development, which will give, to all staff working within the ministry, low level and high level staff, tools in order to improve the working of the budget cycle and project cycle with respect to women in development. We also want to expand the number of women in development specialist at the Netherlands embassies. The specialist plays the crucial role in translating and identifying the needs and constraints felt by various categories of women.

Five, we have expanded our women's fund. This has been quite a debate, because we felt that the women's fund could be very easily used by country bureaus, multilateral bureaus to do away with women's projects. So we have set this very strict criteria, because we felt it was still very much needed, a special fund for women, that general projects, also women in development specific projects should be financed out of country allocation budgets and out of multilateral budgets. But in some cases it is very useful to have an extra fund for women, and the fund – the Netherlands Women and Development Fund – is used specially for making women in development policy operational, particularly by giving support to innovative, catalyzing programmes, new programmes which sometimes can be not always end up so positively. We feel we should sometimes try a new organization, try a new idea from women in developing countries. And we also want to give special support to international women's movement, particularly women's networks and also

women's organizations.

These are the five types of measures we have identified. And our recent policy document which is not a specific women's document, which is a general document on development policy in the 90's, and where women in development is the integral part.

This is just to share some experiences of the Netherlands' women and development policy. Thank you.

The Utilization of Gender Analysis in Feasibility Studies and Project Design

Anne M. Johnston

I feel so privileged to be here, we are very grateful to Japan for the invitation to share with you our experiences in attempting to integrate women in development into our bilateral development projects. But I will try to do three things: first of all, briefly describe what the Australian International Development Assistance Bureau's policy is towards women in development. Secondly I'd like to briefly describe the process that you go through to actually do gender analysis in a feasibility study and then what the implication for the project design would be. And finally, and probably most importantly, I would like to give you an example of a project and how we tried to do the gender analysis and actually introduced into design and how we monitored it over a period of about 10 years. It is a long process, sometimes it is a short period actually trying to get change involved as far as the women's concerns or gender issues are concerned.

Firstly, Australia's women in development policy is formulated to achieve the following objectives:

To improve the developmental effectiveness of AIDAB programmes by taking account of women's as well as men's needs and preferences in the planning, implementation and evaluation of aid projects.

Secondly, to strengthen the impact of Australia's development assistance programme by securing the participation of both women and men in its planning and implementation. Participation of both men and women in all levels is most important factor.

To increase the productivity of women's activities, and also to promote a balanced share in the benefits derived from development assistance for men, women and children. So we are looking at the balanced productivity, participation, and inclusion of both men's and women's needs in our programmes.

How do we go back for doing this? First of all, the definition of gender, I believe, is very important here. We are not talking about the biological differences, we are talking more about the difference in roles and even more importantly the relationship between men's and women's roles. The gender analysis framework

is a mechanism for organizing and assessing social economic data, relating to the target populations affected by development activities. So we are looking here at the structure and the framework that we can appraise upon the project area and use that to analyze these sectoral relationships and relationships between men and women.

There are five components to this gender analysis framework. The first one is the activity profile, in which relationships of men's activities in a particular sector are looked at in terms of women's activities, in other words, what work do men do, compare to what work do women do. They are for looking at the agricultural sector, for instance, we might look at who does the planting, the harvesting, who does the seed collection, looking at all the different types of activities.

The second one is access and control profile, a very important profile, because we look at what access the women have, compared to men, to such things as credit, equipment, technology, training, all the resources in the part of the projects.

The third component is an examination of cultural determinants such as legal factors, religious factors, economic factors. Immigration should hardly influence the activities you looked at the activity profile.

Fourthly, an analysis of the implications for project design, which is one of the hardest parts, I might say. I spend about 50% of my time in the field, trying to take the implication for the project design, and actually associate them with gender analysis so that we can come up with the best possible project designs.

And finally, a project cycle review system, which incorporates gender-related concerns. At the meeting in this morning, we were discussing importance of mid-term reviews or mid-term evaluations because often we find that we have to re-design projects at the mid-point. Such a systematic collection of base-line data identifies gender-specific needs, inputs, and impact which also may vary according to age, to class, in some cases caste, and ethnicity. So this structure that we use to look into gender differences and role relationships, class will be used to look at any kind of differences. It is a methodology.

I am going to skip through, because you also have a copy of this handout, the categories of activities since they are self-explanatory. But I would like to talk about some of the problems about the methods of data collection, how to acquire the data. There are several ways of collecting data, you can use secondary data collection, looking at the previous studies which have been done, anthropological case studies,

theses, dissertations. You can also look at limited household surveys, some on you may have heard about rapid rural appraisal, this is the very common form of collecting data very quickly in the field and it is very effective. We tend to use the rapid rural appraisal very frequently.

Interviews with key informant: key informants vary from such situation, from village to village, from culture to culture. These could be informal leaders at the grass-root level, they can be community development workers, village health workers, but the important point here is that you are going to the grass-roots to get information. You are actually asking the community that will receive the benefit from the project to participate in the collection of data.

Previous gender analysis; the DAC is now formulating what we call as the DAC Briefing Service, that will be operated at the University of Sussex, and at that briefing service we will have the collection of previous gender analysis, so that if Japan is interested in a water sector in Indonesia, for instance, in some particular province, there may have already been gender analysis done of the area that they can draw upon, so that we are sharing the data around the world. Also with the Asian Development Bank, with the World Bank, and a number of multilaterals who are also collecting same kinds of information, we are attempting to correlate that so we can draw upon it and use it together. We can also look at documents provided by national women's bureaus, national machineries, national councils of women, they do the round studies as well and they are very important source of information.

Methodological considerations based on field trials are things like;

Project size: You may have to invest quite a bit of money in resources in a very large project to collect enough information to do a valid gender analysis that may happen.

Cultural variations: In Papua New Guinea, for instance, we have over 300 languages, several different cultural groups, you may have to do several different gender analysis depending on that type of situation.

The level of difficulty in obtaining data: Sometimes, it is just physically impossible to get out to collect the kind of data that you need, so you have to rely on the key informants.

Participation observation and consultation with key informants knowledgeable about the socio-economic roles of men and women in a particular culture or region, as well as social, economic and legal constraints, may prove to generate

more accurate data than a survey approach. What we found was that, if we try very extensive questionnaire at the grass-roots level of everybody in every household in the community, of course, you find the men saying "Oh, we do all the work," and women say "Oh, no, we actually do those things," then you will find out that it is very difficult because of the pressure to answer, they feel like answering positively to the questionnaire, it is the hallow effect. So we found that the key informants in the rapid rural appraisal approach works best.

We also have to choose interviewers and translators very carefully, because sometimes when you are interviewing women and you may have a male translator, you might get different translation based on their interpretation and cultural bias. So it is very important that you have someone representing the same gender and someone representing the same cultural group. Those people are often hard to find but it is worth searching for them.

The fourth consideration is including a social scientist and consulting team who possesses a sensitivity to women in development issues. It is very important that if you do not have a WID specialist in your assigned team, there should be a people in the team who are very sensitive to gender issues. This involves going through the training programmes, which I believe has been mentioned already, but it is more proper to mention it again; Sensitizing your entire staff. We are now in the process of sensitize our consultants, so we are running training programmes, and designing them for consultants. We found that relating the cross-cutting issues together in the training programme, for instance, running a programme on women and environment, showing the inter-reaction between the two, is extremely valuable, because you cannot talk about environment in developing countries without talking about women's relationship to that sector.

Additional data is useful in activities analysis; Where are the activities performed? Finding out when is the activities are performed, seasonalities very important. Looking at how much time activities take. You would now want to introduce, for instance, new project design and activity they would add more workload to women who are already overworked, you would not want to offer training programme in the daytime if women are totally occupied with other household activities. So time factor is very important.

Looking at the project design implications; We have to look at how the project design can be adjusted to increase identified positive effect and reduce or eliminate

the negative ones. That is an extremely important factor in looking at the pluses and minuses. The access and control profile I mentioned earlier is something that really requires a lot of research and thought, looking at who owns the land. I spend most of my time in South Pacific islands, and customary land rights there were something that are very complex. So looking at land ownership in terms of an agricultural project for instance was very important. Taking into consideration access to equipment, we were discussing with female agricultural extension agents in one of the islands who told me that they do not have access to motorbikes. Here they are posted in a very remote area but do not have any available transportation, which is a major constraint. Access to capital and credit is extremely important as well, access to training we are now in Australia requiring that 50% of our scholarships go to women and we are very strict on that and it is proven to be very successful.

The component called analysis of determinants/factors influencing activities and access to/control, things like cultural factors, economic factors, political factors and demographic factors take a lot of time initially to research but over the months of doing a number of projects in one particular area, you identify what those major constraints are, and you try to use them positively, you try to turn them around in a way that causes you to use it positively.

I'd just like to say a few things about monitoring before I actually give you an example of a forestry project that Australia has been involved in.

There are certain key indicators that we look at as the project is progressing to indicate whether or not women are receiving equal access to resources and benefits. Has their income increased? Do they have more access to cash income? What has happened to their workload, has that changed, is it lessened or increased as the result of project, has it been re-distributed? Are men now participating in more activities that women used to participate in and vice versa? In other words, if women get the motorbikes, are they able to get out and actually perform as female extension agents? So there are other constraints.

We look at house improvement, we look at infant mortality rates, maternal mortality rates, indicators which show the progress in health area. We look at how many participants have come through our training programmes or through other programmes of other donors. We gender-disaggregate that data. We look at access to the credit; Are women now able to have access to loans? What does it take to get loans? Are they legally accessible to loans but not in reality able to put up collateral?

Do they have access to land, to water, to animals, to equipment, and critically to appropriate technology? We also look at what is the relationship between men and women, is it changing?

I briefly describe to you a project in Nepal, a forestry project, because I know that Japan is very much interested in forestry. This is the one we have re-designed several times, for different phases, and I think that it probably is the best example in Australia of a project that does incorporate gender in its design. In the last decade, Nepal-Australia forestry project has attempted to address gender-related concerns throughout the project evolution. Staff in conjunction with the forestry department officials and indigenous communities have progressed significantly toward correlating conservation with sustainable development by facilitating community participation, once again, that is the participatory development aspect that caused this project to be successful. How have they participated in formulating forestry management plans, for the various small forestry areas next to the villages? By protecting the forest, by maintain the nurseries, by re-forestry and by minimizing fuel utilization. Those are the areas we have concentrated on this project.

The context in which gender roles are considered must include distinctions of caste, ethnicity, and religion in Nepal, those three categories that are very important. Major social distinctions that are relevant to women in the forestry sector are strongly influenced by religious tradition. Hinduism was predominant religion in the project areas although a number of Buddhist Tamang villages are also located in this region. Women are primarily responsible for child bearing and rearing, and maintaining the household. This includes collection of fuelwood and other forest products, such as animal fodder, leaf compost, bedding materials and medicinal herbs. The chopping and splitting of large trees is most often done by men. In addition to cooking and food processing, women manage family livestock, they manage the cattle, sheep, goats as do the children and elderly. Some households have experienced loss of male labour as men migrate to India and other part of Nepal seeking employment. This is the phenomenon just true to all of our projects, that men are more and more migrating out of the project areas, leaving women more work to do and also the single heads of households.

There are two principal social groupings in Nepal, the Tagadhari and the non-Tagadhari. This distinction refers to those who were a sacred thread, particularly the Brahmins, Chetris and some Newar castes. In this group men are

dominant. In the non-Tagadhari group including Buddhists, women play a more active role in expressing their opinions, however, men are still the major decision makers. So in the part of the women in our project, we have women who already had experienced decision making and in the other group we had women who had never had that experience.

Women do not customarily participate in decision making activities, such as village or council meetings, nor do they readily converse with unfamiliar males except for strictly business purposes. This is the major problem, inability to cross this boundary.

Several cases of women's participation in forest user groups or committees have been reported including all-female forest user's committee. The need for women's participation in forestry has been recognized by the Government in its Seventh Development Plan, however, there is little indication as to the best method for improving such participation. Official guidelines prepared by the Government propose that women should comprise one-third of the members of a user group committee. We actually experienced that our women's groups, once they had the first experience of decision making, they actually formulated their own committees.

There is an absence of female staff in the Forest Department although extension information targeted to women is essential. Despite the reality of women being the main forest users who have a solid practical knowledge of community forests, the majority of workers in the forestry sector are men. Women are discouraged from accessing this sector due to inferior education and cultural biases. Only recently has accommodation for female students been provided at the Pokhara campus of the Institute of Forestry. So if there wasn't even the accommodation for the female students, they weren't encouraged to attend. Female students in the past have been few and often criticized by their families for entering a non-traditional career for fear that their marriageability would be affected.

There has been virtually no resistance to women's participation in the nursery Naika course. Nursery course is to train managers of the nurseries that take care of seedlings. Nonetheless, nursery foreman positions continue to be filled by males, so we have trained up a lot of women and they weren't able to get a job as managers. So we had to work on that and now we have 12 of them, altogether we have 25 women working in management positions throughout the project.

The approach to women's participation has been one of focused integration,

which attempts to involve women in all project activities. We have Women's Coordinator who designed and implemented a training programme in stove construction. Now just end with this example, because I think it clearly demonstrates how you have to bring all of the cultural determinants together with the economic and other aspects. We introduced a "chulo" program. We were concerned about the fact that the women's stoves were emitting smoke and there were a lot of respiratory problems inside the home. Not only that, there was a lot of fuel consumption by the use of this stove. So we were looking for a smokeless stove that would use very little fuel. We found a local person to design such a stove, but what we didn't really take into consideration was how that stove used to be used. For instance, women tended to cook animal foods separate from human food, so there was a long process of cooking, in fact they spent good deal of their day in the kitchen cooking simply because all had to be cooked separately. And because they were in charge of so many animals, they were cooking quite a bit of animal food. What we found was that instead of getting rid of old stove, they had the new stove and the old stove and what they decided to do was cooking animal food on one stove cooking all day, and cook human food on another stove. So it did not solve the problem of reducing smoke because you still had the old stove being used, and it increased fuel consumption because now they were using a full load of fuel for the old stove and half a load for new stove so we had one and half times. What we had to do was to consult with them about the possibility of building two smokeless stoves, one with the very large oven in it to be able to cook a part of animal food and one that was very nicely constructed for several little pots for human food, and that worked out really well. So we ended up not really decreasing fuel supply but we actually cut down on the smoke. Those are the kind of factors that have to be taken in the consideration, in what you think is going to make a big difference often creates another problem. That's why consultation is so important.

Thank you very much.

GENDER DIMENSION OF DEVELOPMENT ASSISTANCE

Rosalind Eyben

Ladies and gentlemen,

I should mention that we are running behind the time and we are very anxious and interested in your own questions and participation after coffee, so I will try to be as brief as possible, and I refer you to the handout if for any further information.

First of all, I also would very much like to thank JICA for organizing this seminar on behalf of the WID Bureau and for this opportunity for us to meet with so many of you, and additional bonus of also some participants from developing countries, I am very pleased to see here as well. I would also like to say hello to any fellow social anthropologist among us today, I am very pleased that in JICA, for example, this is a professional discipline which is taken very seriously.

Britain, like Japan, perhaps, tends to be more traditional and conservative than some other countries in the DAC. Therefore the British experience of how to implement women in development policy may be perhaps particularly relevant for your own experience here in Japan. We came to integrating women in development in our aid policy rather late, compared, for example, with my Dutch and Norwegian colleagues who have already spoken to you. It is really only last 5 or 6 years that we have been making serious efforts compared with the earlier rhetorical efforts to address the needs of women in our development assistance. In 1986, our minister at that time took this issue extremely seriously, and invited our own lobby groups to come and meet with us. This was an extremely important step forward because we are very fortunate in Britain, of having some of the world's leading experts on gender issues, names like Kate Young and Caroline Moser are probably familiar to some of you, and these had been actively lobbying us to improve our performance. But only from 1986, 87 onwards, we were encouraged by our minister to open the door to our own lobby groups and to benefit and to learn from their expertise and advice.

Since that time in 1988, we developed a substantial strategy plan, which aims to ensure that the gender dimension is addressed in all parts of our aid programme. And we monitor annually the progress of this strategy, we report to the minister, explaining how far we have got, the obstacles we have encountered, and make recommenda-

tions for further strengthening the strategy as a result of this monitoring. But because we are a complicated ministry, we have to do our monitoring on the basis of consensus. So we find out what is happening, but then we negotiate with all the different departments, so that everybody is happy that what we are going to report to the minister, they can live with and implement the recommendations thereby. It is a process of negotiation, consensus and sometimes compromise, which gradually moves us alone and has in fact in the last 5 years moved us very substantially, but not in the revolutionary fashion. So that now in 1991, we can look back to where we were in 1986, but there was never a moment of shock to the system, we always try to make it go slowly, so that people digest change without reacting strongly to it.

One of the ways we have done this was also by having a very intensive staff training programme and by the development of a checklist which I put a number of copies outside for you and you have a photocopy of it here. We have associated the checklist with the criteria used in the DAC for reporting our performance on women in development. As my Dutch colleague mentioned to you earlier, I would like to take you through briefly our checklist, and then relate it to criteria for women in development which all members of the DAC, including Japan, are obliged to use as a reference to reporting progress on women in development in our development cooperation programmes.

We have based principle of the checklist on the idea of practical and strategic gender needs which were the tool developed by British sociologists like Calorine Moser and is used in a number of staff training programmes in a variety of countries. The advantage of the practical and strategic gender need approach is that it allows you to move gradually as and when yourselves, your developing country partners and institutions with whom you are working are themselves prepared to move forward.

Practical gender needs are those needs of women or men, connected with the existing roles in society, what people need to do the current jobs more easily or efficiently. Projects can be designed to meet practical gender needs without necessarily making any impact on the position or status of men and women in society. In contrast, strategic gender needs are about changing men and women's roles. Most governments now endorse the need to improve women's status that is to change the strategic position and have policies of equity and equal opportunity. However, the cultural and legal status of women is still often circumscribed. We have found in

working with developing country institutions and people, that sometimes it is best to start with the meeting the practical needs of women and that in turn create the environment for women to begin to work towards meeting the strategic needs. Activities which address women's practical needs could include, reducing workloads, for example, grinding mills, better access to water supply, better cooking stoves, and so forth. It also could mean improving their health, it could mean increasing their incomes, these are practical needs which improve women's position with reference to the current status in society.

Activities which address their strategic needs may sometimes come afterwards or simultaneously. These could include improving their educational opportunities, helping more women learn to read and write so that they can participate more fully in decision making and in the processes of government. Improving women's access to productivity; My colleague has already mentioned for example, the problem of women's access to land and access to credit, which are often legally constrained. Improving women's participation in decision making, helping women in any project or programme gain access to leadership training, learning to speak in public, learning to participate in negotiations within the public sphere, because women often are shy, and too often they are given token positions in organizations and institutions, and there is a need to help them get rid of that shyness to become full members of a committee or organization in which they are working. Gaining equal opportunity for employment is another strategic need. For examples, if you are looking at women's income generating activities, and you just focus on the kind of ways that women already earn an income, for example, dress making, you are looking at helping women in earning income without changing the strategic position. But let us take an example in India, in a project to which we are currently funding, where women are working as unskilled construction workers, and all the skilled work is done by men. The project had two options, of just helping the unskilled women workers gain more employment in the existing position, or also providing training for the women so that they could learn skills as masons or carpenters so that they have access to higher income and new kinds of jobs which until then they had been prevented from obtaining.

So we find this concept of practical and strategic gender need very helpful and, for example, you often may start a project or programme, in which women are encouraged to organize themselves with reference to an immediate practical need,

water supply, health clinic, and children's education. And then from that they gain confidence and begin to think about their position in society, about the constraints on their lives and begin to want to become empowered, and to think of ways of gaining more access to things which until then they have been denied.

Finally, thinking about the practical and strategic needs, I would like you to look at the questions, which we, as members of the DAC, are obliged to ask ourselves for every project which we fund. The main questions are the last four, and those questions look quite simple but in reality they demand a great deal of care and attention and analysis in the way that my Australian colleague has described to you. Secondly, they need a lot of negotiations internally, for example, in my own organization I have to negotiate with technical specialists, with administrators, I have to persuade and demonstrate that it is important to fulfill these criteria. It also means negotiation with developing country institutions of identifying who in that institution has equal concerns for promoting women's needs and with whom we can form alliances to try to ensure that not just the letter of those criteria are met, but the reality.

The questions are; have women whose lives will be affected by the project being consulted during project design? Consultation means the real consultation and how to do that can be quite difficult because in many societies women are not used to being consulted, there was no institutional or social framework for consulting with women, particularly poor women, uneducated women, if you visit rural areas of many countries you will only meet men, unless specifically you try and make an effort to meet women. And women themselves are not used to being consulted about public decisions. So it may very well mean a pre-project to enable women to be consulted, to form themselves into groups, to be used to having opinions, in order for this consultation process to really happen to allow women to participate.

The second question is; does the project document make it clear how women will be involved as active participants in project implementation, not just as beneficiaries or as a source of manual labour? Traditionally, for example, there was a tendency to label a maternity hospital as the women in development project, that would be seen as a classic women in development project. But unless the way the maternity hospital was set up and run according to this criteria, it would not be a women in development project. Women would benefit as beneficiaries, but

unless women are active both among the staff in making decisions and among patients in being consulted about how the hospital should be run, what they expected from it, what they needed from it, we would not classify a maternity hospital as a women in development project.

Are barriers to female participation in the project identified in the document and have measures been designed in order to overcome these barriers? Very classically in many projects, women are mentioned as beneficiaries and as agents, but it is not spelled out specifically what is going to be done in the project to ensure that women benefit and to ensure that they participate. There are often many constraints to women's participation and project components must be designed in order to overcome these constraints. If these components are not spelled out or not listed, then one is left thinking in fact the project may not benefit women despite what is said in the document. The barrier to women's participation and how to overcome those are fundamental to project success.

The last question is; does the project provide for expertise in the gender aspects of development throughout the project cycle? It was earlier mentioned how important is the mid-term, mid-project review and evaluation. Things change during the project life time, so it is important that relevant expertise be there at all the stage of the project to look at what is happening. In the example of the smokeless stove in Nepal, a mid-term evaluation was necessary to identify that the things were not happening as had been anticipated. So it is important to have expertise at all stages of the project cycle to adjust and continue to ensure that women will be benefiting from the project and that the project will be successful.

So all of us, as member of the DAC, find it very difficult to answer these questions for a large number of our projects, but they are very useful and by using these questions and seriously analyzing the projects which we are funding, we find we are in the position to gradually shift so that more and more projects will be addressing the practical and strategic needs of women in our aid programmes.

Thank you very much.

DISCUSSION

Q1: Haven't there been any conflict or confrontation with the policy direction of the government of developing country as the aid agencies try to implement development project?

Eyben: Main issue is the fact that in 1985 at the end of UN decade for women, nearly all members of the UN signed the Forward Looking Strategies for the Advancement of Women. And the principle of development assistance in the field of women in development, is to meet the requirements of the Forward Looking Strategies to which all of us had signed. The DAC guiding principles for WID are based upon the Forward Looking Strategies, which include special section for the obligations of those countries which provide development assistance. Obviously at the practical level of negotiations and dialogue on particular project/programmes, sometime particular issues arise about how to best meet women's needs. But these are at the level of project and policy at that particular level, not at the overall strategic approach which are within the Forward Looking Strategies to which women of the UN agreed.

Q2: Among the donor countries what kind of tie-ups do you have with the national machineries? In reference to the recipient countries, they also have their national machineries and I am interested to know what kind of coordinating activities do you have with the recipient countries' national machineries.

What kind of philosophy you would like to have in having national machineries organize and engage in their activities positively?

Leite: To start with, in Norway, I used to head the national machinery for women in Norway, Equal Status Council. So naturally on the personal level, I maintain good contacts and I am very aware of what our own national machinery is doing. Furthermore, it worked with various parts of the national machinery in Norway, that is the Equal Status Council, National Women's Research Network, with other professional parts of the government's national machinery to develop and to

draw on their resources in rendering the technical assistance.

I give one good example; in National Women's Policy of Norway, we have a great emphasis on legal rights of women and legal aid for women. This is also all the time being a great concerns for the women in developing countries. We have been able to draw on our expertise that has been developed during our women's rights movement, and which has become professionalized, we are running a course giving masters degrees in the legal studies in University of Oslo. We have done on this to assist several African countries to develop this expertise and presently there is a program at the University of Zimbabwe which is giving this kind of degrees with our support. Now there is a way linking up with national machineries. Part of the national machineries are women's organizations and the NORAD has meetings every year with women's organizations that are active in development cooperation contacts and exchange views with them and receive criticism as well as their advocacies or their assistance.

On the other part of the questions how do we want national machineries of the developing countries to function. Now I think each developing country needs to develop the kind of national machinery that is appropriate for their own settings. But if there is one thing that we have learned over the years, almost 15 years, of assistance to national machineries, we have supported national machineries long before that became a recommendation from UN Conference in 1975, it is that one should not overload national machineries with operative functions. The best functioning national machineries that we have worked with are those that have a policy formation watchdog kind of function but not get involved in the implementing development projects because that very time-consuming task should be left to the appropriate part of the administration; the agricultural projects with WID focus should be implemented through ministry of agriculture, etc. The national machinery should have the watchdog function on it, but not the implementing function. That is in general, and of course I am sure there is examples of the countries where the national machinery can have at least a limited implementing functions. But in general that is our experience.

Blankhart: In Netherlands also there is a very close cooperation between development bureau and our national emancipation policy. In fact we have national emancipation policy document which, numbers of chapters of course, are on women

and welfare, and WID is one of the chapters in the overall emancipation document so it is part of our total emancipation policy and I am also in inter-ministerial council on women's issues where every ministry is represented and there are also the council of ministers and they meet every now and then on emancipation affairs and minister of development cooperation also go over there. Between the ministers there is a yearly exchange of information and at least we had an exchange of information between the minister of development cooperation and the minister was responsible for the emancipation in Netherlands. And the ministers then agreed that so much could be learned from each other from the experience from the way we were dealing with development project because of course also in Netherlands we are dealing with development project for women because still we are developing ourselves and we agreed that in preparing the 1995 the next world conference we should very closely work together to learn from each others' experiences.

Now it is not only on this formal level but also on the informal level, we see that we have close contacts with the women's organizations and our women's organizations have close contacts with other women's organizations all over the world who are often, again, organized in a world wide umbrella organizations. We have more established women's organizations but you have also very new feminist women's organizations and all these voices need to be heard because all they have their own contacts and ideas. They have contacts with women at grass-roots levels and development world and they can feed us with a lot of information so we found it very important and our minister also encourages this type of dialogue with women's organizations both in Netherlands and in developing countries. For instance, we recently had a very interesting workshop in Peru, where somebody from our women national machinery and a leading politician from Netherlands came and sat together with people from women machineries of some other recipient countries and Peru to look together at the women's policy in Peru, what can be improved now, what can be learned from each other. It was very interesting case where not the women in development expertise so much involved but the people dealing with emancipation issues from there and in Netherlands also.

On the national machineries in developing countries, I agree fully with my colleague from Norway that in the past we have seen sometimes that some national machineries started to implement technical projects which is quite burden and the overall, I think, should be indeed a more coordinating role. We can't talk for all

countries but that's also what we have seen and it is so interesting that there are so many parallels between developed world and so-called developing world in the issue of women and emancipation because also we have in the past our national machinery has executed a lot projects. But now, they have realized that become a burden so more and more they have dissolved of watchdog of getting at other ministries do your job because there is a Nairobi Forward Looking Strategies which every country has to fulfill. So I agree fully on it.

To strengthen the women's national machineries, we find within the context of women's autonomy concept very, very important, because the national machineries and women organizations can voice the needs of the poorest women only when they are strengthened. They all stress the link they have with the poorest women that is the women in the field, the grass-root women, who cannot voice, who are not there when we are sitting and discussing large scale irrigation or forestry projects. Somebody should represent them and the best people to represent them are the national machineries, so their strengthening is very important and our women's fund also gives possibility of their strengthening and giving them aid direct to enlarge their capacity.

Q3: Concerned to WID, what can be the role of NGOs? I think the NGO can play a big role. In your respective countries what kind of role do you expect NGOs to play? What is the fund allocated to support NGOs activities, for your own national NGOs as well as international NGOs?

The second question concerns the United Kingdom. You have this series of questions for reporting to the DAC. Apparently all the project are subject to previous evaluation on the basis of these questions. Are these question binding questions which have to be absolutely answered before any project is put on the table, or is it something voluntary? And there is a word consultation here, prior consultation with the women that can be the subject / object of the development. In the event that any project can bring about negative effect on women, what kind of measures can be taken in order to prevent such negative effect from happening at the expense of women?

Johnston: In Australia, NGOs are very important and they act as a very powerful lobby, which takes the form of what we call the women's consultative council. They

have representatives of NGOs on the council and we meet them regularly at least once or twice a year to discuss our activities and relationship to their expectations of how our aid money is being spent. We also give a great deal of aid to the NGO community to actually administer in a small grants type way.

In last year we discover that NGOs are now asking for larger amounts of money and they have convinced AIDAB that in fact in some cases they can very much responsibly administer a very large project. So as they do that we also apply the same criteria that we apply to our bilateral projects, which is very strict project cycle monitoring process, to the NGO projects. We are in the transition right now, we are finding that the NGOs are moving into larger expensive project like large rural integration project or urban area project that have many components including literacy, agriculture, forestry, health, very large number of sectors.

Blankhart: 10% of our aid budget is being channeled through NGOs, which is about 250 million dollar. In Netherlands, there are some major NGOs but we have to be careful because NGOs doesn't mean per se they are WID favorite, so we also from our side scrutinize and follow very carefully what the Dutch NGOs do and who they chose as their partners in development because their partners in development, the NGOs at the other side can be also representing sometimes not the women in development issues so we should not mix them up.

Leite: Norway has something like 15 almost 20% of total development assistance goes to NGOs, and we have experienced the increase of amount and they have been cautious. Because although it seems to be very important cooperating partners and advocate, still we need to be monitoring on the NGOs at the same level that you monitor the government to government types of assistance.

We have for years funded local NGOs in Developing countries directly. And we found them to be very important instruments for change, for better participation in development, and for strengthening at the urge for democracy in developing countries.

On the support of women NGOs in developing countries, we have found that we needed the different tools that we couldn't always use the NGO channel because it does require a certain formalities and the formalities are met like that. It has to be the formally recognized NGO in the developing country itself, it has to have certain

level of accountancy when comes to the use of money, so we decided to use the earmarked funds for women which can be used in a more informal way, just support networks, that is NGOs that have information but not yet reached the stage where they are formal NGOs. Very often you find some of the most valuable activities for women, by women at that level, and when networks overlaid informal groups of women become NGOs, you can support them through regular NGO channels and you can also assist their getting involved in officially directed aid money in the future.

Eyben: I just add something about NGOs before answering your second question. Britain also provides increasing amounts of development assistance through British development NGOs who often in turn pass onto NGOs in developing countries. We also have experienced that these NGOs do not necessarily fully understand gender issues and how to involve women in development. So we have recently established a project in Britain to support an umbrella organization, the National Association of Women's Organizations, which is composed of some fellow organizations of British NGOs, women's organizations, which have a particular branch with NGOs working in development assistance and the aim of the project is for this umbrella organization to help strengthen the WID unit and ability to address women's issues in all the NGOs which we are funding through the development program. These NGOs in turn become a more effective lobby of our own aid program so that they in turn become our watchdog and we are their watchdog, and the watchdogs team up together to make progress together.

On your second question, yes, the answering checklist is mandatory, but it is not mandatory to answer positively. In another word we do not have a policy that all project must answer yes to these questions, but they must answer the questions. And in the project document, the statement must be given on what kind of project it is, whether it is a WID specific or integrated. Which is not a DAC criteria, it was introduced by our internal management because it was felt that they wanted reporting procedures to mark our progress towards WID integrated projects, in other words, WID relevant is softer, it is not so demanding as answering all four questions. Over the time, we hope that more and more projects will become WID relevant, more and more will become WID integrated, and there be fewer and fewer projects which are totally not WID. Each project document must state what kind of project it

is, and if it is not WID integrated, it must explain why not. And then we have annual monitoring exercise in which we look at the projects, we take the sample of projects and evaluate using external evaluators whether in fact the questions are answered correctly or not, and come up with the recommendation about how to improve the process.

On the question of negative impact, yes, indeed the aim is to look at all projects to ensure that even if women are not going to benefit, they certainly will not disbenefit. I think the typical example would be from a large infrastructure project, for example, the construction of a dam, where women may not directly benefit but they may suffer very badly from involuntary resettlement. There is obligation on us to ensure that at least women as well as men are well off or preferably better off as the result of such infrastructural development.

Q4: In terms of women's participation in development, what kind of development activities women should participate is crucial point. What kind of development activities should countries engage in and how to prevent the negative impact? What kind of measures to be implemented to avoid undesirable outcomes?

Blankhart: Of course we are all looking for the right recipe to find development activities which will really benefit women and every country is doing their best. I do know too little of the Japanese development aid, so, to give the recipes, only we can relate somethings of the struggles we had and the things we found. It's already what I had spelled out in my introduction, that we found in the past development activities that sometimes the position of women became worsened by these activities so we were always working on new concept how can be refined it and none of our development activities has a negative impact on women. Therefore, we have introduced, as now everybody is doing in their own ways, the four criteria in the women and autonomy concept, because if you only look at the economic position of women, and not at the physical component and political component and ideology, you can indeed make some mistakes. So that's the form we try to look and now we have for ourselves established that none of our programs may, from 1 January 1992, have a negative impact on any of these four elements regarding women and autonomy, women and development, which I think is very difficult. It means that for every major activity we are starting we need impact assessment study. Sometimes we

have activities which does not seem to be related at all to women, for instance, huge harbor infrastructural improvement, then we have to look, are women involved in one way or another, and is there any negative consequence in that, and if there is a negative consequence, -- if they are, for instance, employed as female laborers, then we should watch whether there is a negative consequence, -- we should stop it. Of course it should be looked upon how this will work out because in Netherlands also our different commercial ad-takings have also quite, some say in this whole infrastructural aid business. So it will be very difficult but we are making the start now because we found the need there and then you can see on the other hand how can we move toward a more positive attitude. Maybe in some countries we have to determine the type of activities we do are not negative for women but on the other hand they are not positive either, so it means that we have to change our aid. For instance in India, where we did a lot of infrastructural projects, it was the more formal large scale infrastructural project, hundreds of millions of dollars were pouring into that type of aid, which has a macro economic effect but doesn't affect the day-to-day lives directly for women. So we should identify new projects for women at the large scale also, and we are now closely cooperating in a very big women and education project, together with the government of India where we have the direct effect on women's day-to-day lives. Together with the women from the different countries, you can identify projects. First you have to establish their need in different countries, and then identify and slowly gradually develop together with government projects which can really benefit. There is really possibilities. But of course we are tied with a lot of other things, like grants, tied or untied aid, but in that respects I just relate it to some of the discussions we had recently in our parliament because this is very political issue.

Leite: I think it is very important to not only focus on projects but on the program and at the macro level. Japan is a very large donor to the international organizations. A lot of Japanese aid is spent co-financing programs with the World Bank. So it is very important that Japan's gender approach to development assistance also encompasses the aid that channeled through multilateral organizations. Some of us have for years been advocates on gender issues at the board of directors of the World Bank and I am sure that we will be happy to have Japan support us there or us supporting Japan.

What the question raises is also extremely sensitive because what you are actually saying is that the government of Thailand should pursue different development policy. That's not for us donors to say, or to be able to make criticisms on. I come back to what I call the empowerment strategy that we are trying to pursue, which my Dutch colleagues call autonomy strategy, to assist women in developing countries in getting into the positions of political and economic power where they can change their government's perspectives and priorities from within. I think that is the only solution for that question.

Johnston: Just one more brief comment in relation to negative impact. One of the hardest things to measure is the indirect impact of our projects. It is easier to do the social assessment and gender analysis very completely in the initial stages of design but we often have very little control over the indirect impacts, for instance, the impacts on changes in women's lives and their children's lives. If they have to increase their workload, that means the children will have to stay home from school in order to pick up the slack, actually the work that the women no longer have time to do. There are many many examples of indirect impact and displacement of new technology. Perhaps we need to decide in our project to introduce intermediate technology or appropriate technology, that are the post hi-tech solutions to problems. Because of the displacement of people's jobs and usually women are often at the receiving end of displacement. For instance, if we introduce the rice harvesting equipment in northern Thailand, we might increase sexuality industries in Bangkok, or here in Japan or in Australia. So if we are going to build a bridge between two countries, like the Mekong bridge, do we have to think about spread of aids because in fact the bridge is going to increase tourism, building and construction of hotels and possibly casinos, who knows? Those are kinds of indirect impacts we need to also consider.

Q5: In your trial to promote your WID program, I think the understanding and cooperation of men is important. Have there been any project which successfully gained adequate cooperation from men? If there are any such examples, what were the methods employed to solicit the participation of menfolk in your efforts?

Eyben: Very interesting question. The emphasis all over this afternoon have been

placing on the gender dimension of development assistance. You will note that increasingly we have been talking about gender, and not about women. This is because men and women live together in society and relate with each other and what happens to men and what men want and what happens to women and what they want are absolutely tied together.

One of the reasons in the past why a lot of our women in development activities were not successful is because we had tended to look at women's needs in a vacuum. Our understanding of the relationship between men and women and how this relationship changes in one country to another and over time within a particular country, is it the fundamental to gender analysis for development assistance. In the training we provide in Britain for our staff in our ministry, when we talk about strategic and practical gender needs, many of the men in training say what are strategic needs for men because men have strategic and practical needs as well as women. When we think about it in our own society in Britain, they say a strategic need for men is often to spend more time with their families: They are obliged in the careers, to go to the office very early in the morning, come back very late, to work on Saturdays, to have short holidays, and they feel deprived particularly of their needs as fathers. They want to spend more time with their children and this is the strategic gender need of men, which is often denied particularly among the middle classes in countries like our own. So the gender approach allows us to look at both men's and women's needs. It is not the zero-sum game, it does not mean what you give to women, you take away from men. It means trying to create a society in which both men and women can live more harmoniously and fuller lives with references to each other and own concerns. That is the kind of way that we are trying to explain it in our own staff training programs.

In working in developing countries we often found there is less problems in explaining this, than perhaps my own colleagues back home, but main thing is that in many situations and in many countries, men appreciate the problems of women and they want to help women and they are looking for ways themselves in order to help women lead better and fuller lives.

Leite: We have related our approaches to WID to our national development of women's movement in Norway. We have had similar experiences when it comes to the men. Women in Norway moved so quickly into the new positions and examine

their role in such depth over the 70s that by the middle of 80s. We found that the role of men had changed also so dramatically without their being aware of it and we found a lot of frustrated men in Norway. So the government actually appointed a committee drawn on for both men and women to re-examine the role of men in Norwegian society. I think that had been the help to us in the development assistance context when we talk about the need to examine the role of men because we have seen the parallel within our country with the rapid development or change in the role of women over the 70s, there was the need to look at the role of men to re-examine it. I think you see the same need in developing countries itself trying to point out my intervention.

However one should caution against what we have seen and how it happened when you examine the role of men in Norway. We had the system of quotas. We wanted to bring more men into the so-called feminine profession, like nurse; being a nurse in Norway is feminine profession almost dominated by women, and same for kindergarten teachers. Now we gave men 10% of preference for admission into the training schools for kindergartens and for nurses. And what happens was that very quickly after they got their degrees they climbed on the backs of women up to the managerial positions in their chosen professions, not because they were better at their professions than the women, but because women were so used to having men as their leaders. We need to be very cautious, we should use the gender perspectives to examine the roles of men and women and introduce the appropriate remedial action. It should be also for many years to come to focus particularly on improving the role of women because they are the disadvantaged group in most societies.

Q6: In your programs in favor of developing countries, were there any examples of clear success? Compared to developed countries, generally speaking, in developing countries societies are more or less dominated by men. References are made to suggestion to involve women in decision making process.

What kind of measures and methods were used to stimulate women to participate in decision making processes?

Blankhart: You suggested that in developing countries you find more men in decision making process but we find it often the other way around. What we try to stress is that often with our development models, we bring in our ideology of a

certain role pattern between men and women. How we try to change that is whoever goes there have the dialogue with the recipient country where you find at the other side of table often far more women than sometimes our side of the table, because we have so little women in our administration. But equally, men also can have this dialogue, find out what are the needs and aspirations of the poor people because that's the people whom you are talking about. The people at the other side of the table, either they are men or women, have to represent also these poor people try to get that link. So that is what you could call our model, try to differentiate between different needs of men and women, and the men and women at the other side of the table from the developing countries understand very well indeed what you are talking about. The best training material is actually all the research being done at the grass-root level which shows if you do not differentiate between men and women, your development won't trickle across because there is power differentiation at household level, and at the grass-root level. That's how my own minister at the moment who is a man found out – who used to be a most feminist minister who has been in Netherlands, although we had women before. Because he knows the literature very well, he knows what is happening in the field and at the grass-root level and when you read that you understand and we try to train officers also respect with data. If you look at the experiences of projects which have not taken into account the differentiation between men and women, also if you do not take into account any differentiation in your target group, your projects are bound to fail. It is not only men and women of course, it is also race, class, you have to differentiate. That was the best lesson for us.

Leite: Often we find that women are the informal decision makers, decision makers at the informal level and often what the project provides are the skills training rather than leadership training, speaking skills, writing skills to improve the formalization of the decision making process, that's often the case. In other cases, project might provide vehicle for a quota, for instance, as I mentioned per forestry project, the government decided that 30% of each user committee, had been made up of women and they introduced the change. Eventually, we had entire committees that are women's committees, so it was the first stage and by introducing that first stage, other stages came along.

Eyben: I'll just give a practical example which you are looking for, a large agricultural extension project we have been funding in India. Some research was commissioned which discovered that in the poorer farm families it was the women in the family who kept the household purse. The project had only been addressing agricultural information to men, telling them how to use the better seeds, the best way of using fertilizers, but in fact it was the women who have the purse. So when her husband would come home and say, "We need some money to go and buy these seeds," she would say, "What seeds? I don't know anything about this." So the project was not working.

So then it was re-designed to give agricultural information to women who were in fact delighted when they were being involved. And the agricultural extension officers, although they were male agricultural extension officers, are spending more and more time with women in the groups of farmers who are much more enthusiastic to receive this knowledge. Therefore, the extension officers were getting more job satisfaction, more feedback.

But still the senior management of the project were little bit surprised by all this. And in our annual monitoring visits, we visited one of the villages where were the women's groups of farmers. On British side there were three men and myself and the project management said to me "Right, you go and speak to the women over there and the men go and speak to the real farmers over there." But we have anticipated this would happen, so the men in my team said, "No, no, no, we want to go and speak to the real farmers, we are going to speak to the women. We will leave our female colleague to go and speak to the men." And the project management was so surprised by this that it really made them sort of sit up and take notice. And at subsequent monitoring visits, they always gave us much place to the groups of women farmers as they had to the men.

Q7: I have a question concerning community development. What are the measures to evaluate intangible impact and the result of the projects. How do you evaluate intangible effects?

Johnston: The question is how do you evaluate intangible effects of community development. This is difficult, however, what you do is design initially, in your initial analysis, your initial social assessment, what you feel are the tangible

indicators and they will vary from culture to culture.

For instance, I mentioned a few things we look at for monitoring like increase in cash incomes, possibly in the case of women, the amount of opportunities for decision making and serving on the committees, increased access to the training activities, basically what you are doing is looking at what are the resources that you want people to have access to as the result of your project and then evaluate if in fact that actually occurred.

But like I said earlier, indirect impacts are often occurring that you could not anticipate, so you need to look at new indicators that's why you have mid-term reviews and on-going evaluation which is very much responsibility of the people in the field, your agency's staff that actually are out in the field more often than the appraisers who are sitting back in the offices.

Q8: My first question is for Ms. Leite. I wonder whether in Norway you have considered or have tried so far, putting into the performance appraisal reports of various employees how well they have managed to deal with the gender issues or with WID in terms of various projects.

And for Ms. Blankhart, I want to find out a little bit more about how well you feel on the Dutch government has been able to integrate gender issues into the actual training of its staff or incorporate it into people. When I last worked in Indonesia several years ago, there was superb WID officer there but she was only on contract, and when she left, there seemed to be a vacuum in the embassy.

For Ms. Johnston, I was wondering whether you were noticing a great deal of very ability across countries in achieving your 50% mark for participant trainees.

Finally my question to Ms. Eyben has to do with, from her background as an anthropologist, which just I'm coming from as well, why perhaps it took ODA so long to get involved with gender issues in the sense that perhaps British social anthropologists in Africa particular knew more about gender roles long before almost anybody else and there had been a history of anthropological involvement in the British colonial office in overseas aid.

Leite: I will try to answer the first question. Norway does not have in its civil service appraisal reports. I am familiar with USAID and I know they have the system, but we don't. We have a personal record for each employee, and to be noted, that whether

the employees have actually attended gender methodology course or not, and I quickly confirm with my colleague from NORAD and she says that there is only one person left at the top level management of NORAD that has not participated in gender methodology course, and I think he will have a tough time avoiding the next course. There is a group pressure on at least attending course.

Possibly, when everybody has been through the gender training course, we might consider the next phase which could be some kind of way, let's say, a reward type of the structure rather than a sanctioning. But that is for future. For the time being we are still in training.

Blankhart: Shall I proceed onto the other question? Also one was training and the other was on the women in development specialists. I think there are two things at one hand, you need indeed special women in development expertise within your organization to deal with women in development issues, at the other hand you need in the training of all the officers because if women in development experts can not work in an environment, this is completely not understanding what she is doing.

As I said in introduction, the number of our women in development experts at the embassies has expanded which I think is a very good thing, because we found it very important instrument because they are at the embassy level. Our organization is quite decentralized, a lot of things happen, and there is a real contact with women in the field, so now in all our programme countries, we will have women in development experts, the expert you were referring to Indonesia, was already replaced by somebody who worked there for three and half year.

But the problem is also, of course, that it is sometimes difficult to fill the vacancies because we really have to build on our own women in development expertise, and it is very difficult to get somebody with 10 years of women in development expertise. That type of people we want at the embassies because they are appointed nowadays as the first secretaries to give them also a high rank within the hierarchy, because we feel if they are not in the hierarchy, it is more difficult for them to work.

Now, on training, we have a number of training which are obligatory to our staff, our director general for development cooperation and one of the issues is women in development. So most of our staff follow this training and we have also seminars on women in development where several people are going of course. That is

the training for expertise.

Johnston: I will answer to your question about the 50% quota. Yes, we often have situations in which we cannot get enough women, or men, the same is true. In some countries we have a problem with more women candidates than men, so it works both ways. We try to look at what is preventing, what is the barriers that keeping people out of the programmes, keeping them from participation. We have discovered that there are four or five. One is not being able to get medical visa, in other words, not being able to pass the medical exam in order to get a visa into Australia is often the reason why women aren't able, accept, to attend the scholarship.

Another is the immigration policies that don't allow for a caregiver, someone to come along to take care of the children. The opposite is true of men, for instance, because when they win a scholarship they bring their wife and children, and the wife looks after the children, but when a wife wins the scholarship, and a male comes, cultural tradition often wants the male for looking after the children. There is problem of high cost of childcare in Australia. Women cannot afford to accept the scholarship and pay a person in Australia to take care of the children. So we have been looking for ways to deal with the coming groups of solving some of those problems, helping them establish, at the universities, day-care centers for children of foreign students. There are several issues, and if you are interested, we do have recent studies that came out within the last month that talks about the barriers to participation in our training programmes.

Eyben: We also have such a study which we published about three years ago. We'll be happy to provide you with the copy. On your question on WID office, I could write a book about. I think perhaps, to put it briefly, one of the problems is, although in British social anthropology there are a number of distinguished anthropologists who worked on gender issues, if you look at where they are in British anthropology, you will find that they have, until quite recently, tended to be marginalized by their own male colleagues. A recent paper done by an anthropologist called Pat Capling, she actually did a breakdown about the position of women anthropologists in British universities and found that they tend to be at more junior level, they rarely become professors, they are less likely to have tenure. In fact, it was almost a strength of traditional British anthropology which perhaps did not to create an effective dialogue

between British anthropology and the British government around development and issues of gender in development as it should have done. It is only gradually that we are actually engendering our own male anthropological colleagues.

Q9: You said that between Japan and United Kingdom there is certain similarity. We have this problem of time-consuming decision making process in Japan, but once the decision is made, I think we can be helpful and contributing to the development efforts. I think it is very important that the clear understanding of the situation of the reality is the basis for decision making on any developmental efforts. Although you had ample experiences and many successes in your experiences, what are the possible failures and bitter experiences you have had during the past years. I am certain that would help us to better organize ourselves in Japan, too.

Eyben: If I remembered all ones, the failures and problems we probably would give up. I have forgotten them in order to carry on working. Basically it is just a question, in experience of all of us, of optimism and energy. And one of the best strength for all of us has been in fact the DAC Women in Development Group. Because as you have probably already noticed, we are quite frank and open with each other and when we meet, we give each other advise and help, we encourage each other, we consult each other's problems and say "Well, if that didn't work, why don't you try this, this worked with me, why don't you try that." and in fact we have been a mutual support group, which advises and helps each other in a very frank and friendly international fashion.

PROFILE OF LECTURERS

MS. BJØRG S. LEITE

10 years of experience from Norwegian Development Cooperation Administration, with NORAD (Norwegian Development Agency for International Development) 1978-84 and With Ministry of Foreign Affairs 1984-91. Director General, Dev. Cooperation Programme. Dept., Ministry of Foreign Affairs, 1988-91. From December 1991, Resident Representative for NORAD in Mozambique.

Active in Women's Movement in the 1970's, incl. member of Norwegian Women's Rights Association, leader of Oslo Women's Rights Ass. 1976-78, leader of Norwegian Equal Status.

Council 1979-83.

Political secretary to Minister of Consumer Affairs and Government Administration 1978-1978.

Member of consultative Committee of UNIFEM 1983-89.

Head of the DAC Expert Group on WID 1989-91.

MS. SUSAN BLANKHART

Ms. Blankhart studied social geography of developing countries. After her studies she worked as an urban and regional planner in Indonesia, Kenya and Zambia. In 1983 she joined the Ministry of Foreign Affairs, Directorate General for Development Cooperation. For four years she dealt with the bilateral aid programme of South Asia. In 1987 she was appointed Coordinator for International Woman Affairs at the Ministry. Since 1989 she represents the Western Countries (including Japan, Australia and New Zealand) in the Consultative Committee of UNICEF, UN Fund for Women in Development.

MS. ANNE M. JOHNSTON

Ms. Anne Johnston is Adviser for Women in Development, Health, and Population for the Australian International development Assistance Bureau's Pacific Regional Team.

She has academic qualifications in Sociology, Communications, Nursing, and Public Health. Ms. Johnston has lectured in America, South-East Asia, and Australia. More recently she has directed the Women in Development Integration Exercise at AIDAB which has included designing and piloting a gender analysis training program for AIDAB staff, compiling activity guidelines for consultants, and serving as a WID Specialist on feasibility, design, and review team in the field, on the countries of Nepal, Papua New Guinea, Vanuatu, and the Solomon Islands. As a project manager, she has implemented health education programs in Central America, and has worked as a community health nurse with Hispanic migrant workers in the United States. Her experience as a consultant in training and development is extensive within both public and private sectors including government agencies, hospitals, educational institutions, and police department.

MS. ROSALIND EYBEN

Senior Social Development Adviser, Overseas Development Administration, LONDON. Ms. Eyben started life as an social anthropologist, carrying out her doctoral field study in Burundi. From then she pursued a diversity of occupations that range from museum curator to university lecturer. Eventually she turned to development work and worked for four years for the ILO and then as a free-lance consultant for a number of years, working for a wide range of international development agencies in many countries. She has lived in many countries in Africa and also in India.

Since joining the British civil service as a Social Development Adviser in 1986 she has contributed to all areas of the agency's activities, including project design, policy formulation and strategic planning throughout Africa and Asia. In particular she has played a key role in establishing an effective women's focus to all ODA's activities.

She is the current Chairperson of the DAC WID Expert Group.

OTHER MEMBERS OF THE PANEL

Ms. Ingebjørg Støfring

Advisor,

Women and Environment Affairs Unit

Norwegian Agency for Development Cooperation (NORAD)

Ms. Stephanie Baile

Administrator,

Aid Management Division

Organization for Economic Cooperation and Development (OECD)

Ms. Masae Kuno

Assistant Director,

Multilateral Cooperation Division

Economic Cooperation Bureau

Ministry of Foreign Affairs

**The Utilisation of Gender Analysis in
Feasibility Studies and
Project Design**

INTRODUCTION

Australia's Women in Development Policy is formulated to achieve the following objectives:

- Improve the developmental effectiveness of AIDAB programs by taking account of women's as well as men's needs and preferences in the planning, implementation and evaluation of aid projects.
- Strengthen the impact of Australia's development assistance program by securing the participation of both women and men in its planning and implementation.
- Increase the productivity of women's activities.
- Promote a balanced share in the benefits derived from development assistance for men, women and children.

The purpose of the following Activity Guidelines is to present a format for assisting AIDAB consultants in the field with the application of gender analysis in the conduct of feasibility studies and formulation of project design. These guidelines complement Activity Cycle Booklet 15 and Country Programs Operation Guide Volumes, but do not provide a "blueprint" for design. Rather, they are meant to facilitate an analysis which will provide direction for project design.

WHAT IS GENDER ANALYSIS?

Gender Analysis is a process of identifying gender-specific divisions of labour, cultural patterns, and access to and control of resources for the purpose of understanding their implications for the design and implementation of development projects.

WHAT IS THE GENDER ANALYSIS FRAMEWORK?

The gender analysis framework is a mechanism for organising and assessing socio-economic data relating to the target populations affected by development activities. Five components are used to provide a broader picture of the inter-linkages between a variety of community structural variables. These are:

- an "activity profile" which delineates the gender-specific division of labour;
- an "access and control profile" which examines who has access to and/or control over valued resources such as land, credit, equipment, etc, as well as potential project benefits;
- an examination of cultural determinants influencing activities, access and control, such as legal or religious factors;
- an analysis of the implications for project design, of the major identified aspects of;
 - . division of labour
 - . access of and control of resources
 - . cultural determinants
- and finally a project cycle review system which incorporates gender-related concerns into an on-going monitoring process.

Such a systematic collection of baseline data identifies gender-specific needs, inputs, and impact which may also vary by age, class, and ethnicity. The monitoring process continues to ensure that women equitably participate in project activities and share in project benefits. If necessary, project redesign will address inadequacies identified.

A. ACTIVITY PROFILE

CATEGORIES OF ACTIVITIES

1. *The first step of gender analysis is for project planners to identify three categories of activities according to gender/age-disaggregated divisions of labour:*
 - 1.1 The collection of gender/age-specific data relative to the production of goods and services in each sector affected by the project, e.g. agriculture, forestry, business, etc.
 - 1.2 The collection of gender/age-specific data relative to household production, e.g. housebuilding and repair, food preparation, making and laundering clothing, fuel and water collection, child rearing, housecleaning, etc.
 - 1.3 The collection of gender/age-specific data relative to social, political, and religious functions, e.g., sitting on village councils, arranging and conducting traditional ceremonies and sites, or providing volunteer community labour such as road maintenance.

METHODS OF DATA COLLECTION

2. *A number of methods for acquiring baseline data have been successfully employed by consultants. These include:*
 - secondary data collection from previous studies such as theses or anthropological case studies;
 - limited household surveys;
 - interviews with key informants of target populations;

- previous gender analyses conducted in the region;
- other donors' research reports on gender issues;
- documents provided by National Women's Bureaus in the country concerned.

2.1 Methodological considerations based on field trials are as follows:

Consideration 1: Determination of *quantity* of data needed is dependent upon:

- *project size* - additional resources, including time allowances, may be required for extensive integrated projects versus those with narrower definitions;
- *cultural variation* - regional differences relative to male/female gender roles and traditions associated with such roles may affect decisions regarding the integration of women into the project, and if attention is not given to these variations there is a danger of over-generalisation. Separate gender analyses or profiles may be necessary.
- *level of difficulty in obtaining data* - national or provincial statistics are often unreliable given inefficiencies in record-keeping; and, distances necessary to travel for random sampling may be unrealistic given lack of mobility, costs, including time. Country program desks may on a case by case basis decide to invest more project resources in collecting additional primary data.

Consideration 2 : Participant observation and consultation with key informants knowledgeable about the socio-economic roles of men and women in a particular culture/region, as well as social, economic and legal constraints, may prove to generate more accurate data than a survey approach.

e.g. when asked directly, men and women tend to claim they are responsible for tasks which the other

claims they normally perform, hence discrepancies occur.

Consideration 3: The gender, age, class, race, ethnic background and occupation of the interviewer/interpreter may indirectly influence the validity of the interviewees' responses. The more evenly these are matched, the greater the potential for higher quality data collection.

Consideration 4: Including a social scientist on the consulting team who possesses a *sensitivity* to women in development issues and has had successful cross-cultural interviewing experiences, as well as a working knowledge of the cultural milieu, is essential for appropriate data collection and design inputs. This consultant should *preferably* be from the culture/gender under study and ideally not project a class/ethnic bias.

Consideration 5: Although a WID specialist may be included on a team, each team member is responsible for collecting gender-disaggregated data in their designated sector(s). The WID specialist is responsible for assessing such data and incorporating it into the final gender analysis and project design.

3. *Additional data useful in activities analyses:*

3.1 Where are the activities performed? Periodically, knowing where work is performed may provide insight into why labour is divided in a particular way or why a workplace is more acceptable to one gender versus another e.g. impact of male migration to urban areas for work may mean an increased workload for women.

3.2 When are activities performed (time of day and/or seasonality)?

e.g. during planting and harvesting there may be shortages of labour, while during cultivation, either women or men may be fully occupied or free to participate.

3.3 How much time do these activities take?

e.g. The design of a project which increases time requirements for particular activities must consider these in relation to time required for existing necessary activities.

SAMPLE ACTIVITY PROFILE

COCOA PRODUCTION

Functional Activity	FA	MA	PC	MC	MC	FE	ME
Clearing heavy bush							
Clearing light bush							
Planting shade							
Planting cocoa							
Pruning							
Spraying							
Weeding							
Harvesting							
Breaking pods							
Fermenting							
Drying							
Grading							
Hand sorting							
Bagging							
Selling							

SUBSISTENCE

<u>Functional Activity</u>	<u>FA</u>	<u>MA</u>	<u>FC</u>	<u>MC</u>	<u>MC</u>	<u>FE</u>	<u>ME</u>
Fuel collection							
Water collection							
Child care							
Meal preparation							
Home gardening							
Marketing							
Preparing shell money							
Laundry							
Caring for chickens							
Caring for pigs							
Sewing							
Weaving baskets/mats							
Managing a shop							
House cleaning							
Preparing feasts							
Baking bread							
Fishing							
Funeral preparation; sing-sings							
Construction work							
Hunting							

- CODE: 1/ FA - Female Adult; MA = Male Adult; FC = Female Child;
 MC = Male Child; FE = Female Elder;; ME = Male Elder
 2/ Percentage of time allocated to each activity; seasonal; daily
 3/ Within home; family, field or shop; local community; beyond community

4. Project design implications:

With respect to the Design Document, gender-specific issues should be clearly addressed in the description of the activity setting, the analysis and formulation of the activity and the activity design. As much as possible, women should be integrated into mainstream project activities rather than treated separately, although women-oriented activities and components in some instances may be a first step.

- 4.1 Is the planned component consistent with the current gender designation for the activity?
- 4.2 If it plans to change women's performance of that activity (i.e., location, technology, time allocations, etc.) is this feasible and what positive/negative effects will potentially occur?
- 4.3 If it does not change women's performance of the activity, is this a missed opportunity for women's roles in the development process?
- 4.4 How can the project design be adjusted to increase the identified positive effects and reduce or eliminate negative ones?

Women's seasonal labour constraints may be addressed by adaptations such as:

- . project activities are suspended during planting and harvesting months;
- . labour-saving devices for both the field and household may be introduced;
- . provision of convenient water supplies;
- . training activities may be shifted to times and locations which are convenient for all.

B. RESOURCES/BENEFITS

Access and Control Profile: The *flow* of resources and benefits is fundamental to analysis of how projects will affect and be affected by women. What access do individuals have to resources to carry out their activities and what control do they have over the benefits from these activities?

1. It is important to differentiate between access and control: access to a resource does not necessarily imply control over the use of that resource.
2. It is also important to distinguish between resources and the benefits derived from use of those resources. Even where women have unrestrained use of resources, they are not always able to control the gains from their use.

The following Table is a guide to summarising this information.

SAMPLE ACCESS AND CONTROL PROFILE

Resources	Access (M/F)	Control (M/F)
Land Equipment Labor Production Reproduction Capital Education/Training		
Benefits	Access (M/F)	Control (M/F)
Outside Income Assets Ownership In-kind goods (Food, clothing, shelter, etc.) Education Political Power/Prestige Other		

C. ANALYSIS OF DETERMINANTS/FACTORS INFLUENCING ACTIVITIES AND ACCESS/CONTROL

1. Gender-based roles are associated with a variety of determinants, some of which are:

- . *Cultural factors* - societal norms, traditions, religious requirements and taboos, as well as social strata;
- . *Economic factors* - level of poverty, inflation rates, quality of infrastructure;
- . *Political factors* - legal systems, decision making processes, power relationships, and institutional structures;
- . *Demographic factors* - maternal and infant mortality rates, life expectancy, migration patterns.

2. These determinants shape men and women's activities, interactions, decisions, and access to and control over resources and benefits. For project design, planners need to address the following:
 - 2.1 Which determinants will be affected by the project?
 - 2.2 Which factors will constrain the project? How fixed are these determinants?
 - 2.3 Which factors will enhance the project?

- 2.4 In what ways can the project be adapted to accommodate the identified determinants, should there be little or no potential for change?
- 2.5 If a determinant is already in the process of change, how might the project affect this change?
- 2.6 At a *minimum*, project designers need to know what the determinants are and how significant their influence will be on project activities, access to and control of resources, and decision making processes. *Indirect* impacts should be stipulated as well as direct impacts.

eg, women may have to travel far distances to market places leaving children behind to tend livestock. If transportation systems are improved as a part of a project, then children may have more time available to attend school.

D. MONITORING PHASE

1. Impact of the project components on women should be monitored separately from impact on men. Potential output indicators include:
 - cash income
 - workload
 - health improvements
 - access to training/extension services
 - access to credit
 - access to land water, animals
 - access to appropriate technology and equipment
 - relationship between men and women
- 1.1 Are there appropriate opportunities for women to participate in project management positions?
- 1.2 Are control procedures in place to ensure dependable delivery of goods and services?
- 1.3 Are there mechanisms to ensure equitable distribution of project resources and benefits to both men and women?
- 1.4 Is it possible to trace funds targetted for women from allocation to delivery of service with a fair degree of accuracy?

FACTORS IDENTIFIED BY OTHER DONORS AS CRITICAL TO THE SUCCESS OF INTEGRATING WOMEN INTO DEVELOPMENT ACTIVITIES

- (1) Women are involved in the initial planning and design of the project or are included after the mid-term evaluation.
- (2) Disaggregated data of economic and subsistence activities by gender/age/class are used in planning and design in order to gauge potential variable impacts on specific groups as well as on interrelationships.
- (3) An access and control profile identified limitations and/or barriers to project resources and benefits distinguishing those areas in which women needed assistance in order to benefit in proportion to their efforts.
- (4) Cultural, economic, political, and demographic determinants are taken into account thus maximising women's integration into project activities.
- (5) Working through existing national and provincial women's groups, although not always appropriate due to class differences between elite officers and poor women affected by the project, more often than not proved to enhance a project's success.
- (6) The inclusion of local women in training programs or as project personnel ensured women's continued involvement in managerial and operational functions, and consequent access to resources and benefits.
- (7) For women's integration into development activities to be realised, the support of local officials, most often men, was imperative.

- (8) Frequently, projects which were faltering were able to realise their goals when re-designed to take into consideration gender issues.
- (9) In general, when women were viewed as integrated members of the community rather than an isolated target group, women's components of projects were more effective.
- (10) Most importantly, the projects which addressed the practical perceived needs of women formulated from the concrete conditions women experience were well-received, helping women do what they already do more efficiently by providing access to appropriate technology, training and credit.

MYTHS ASSOCIATED WITH GENDER ANALYSIS

1. "Women in developing countries would not be interested in changes produced via aid projects if it weren't for political pressures within Australia mandating an assessment of impact on women."

NOT TRUE: Women in developing countries seek to improve the quality of their lives and those of their families, and look to donors for support in a very difficult struggle against poverty and illness.

2. "Gender analysis imposes radical feminist western values on third world women."

NOT TRUE: The purpose of gender analysis is to examine the needs, productive roles, access to and control of resources for *both* men and women within the contexts of their existing cultural environments.

3. "Integrating WID components into project designs only arouses resistance on the part of recipient governments."

NOT TRUE: Most governments already have national women's machineries in place and have been responsive to an incremental approach of facilitating women's increased participation in economic production.

4. "Resources needed for a proper gender analysis are overwhelming and therefore why attempt it at all?"

NOT TRUE: In many cases, the information needed for project *design* purposes has already been collected but may not be easily located. National Womens Bureaus may be able to provide access to such data. The AIDAB library reference librarians are also very willing to assist consultants in finding relevant existing data. If primary data is needed, it may not be necessary in every instance to conduct a major household survey, as carefully

selected key informants may be able to provide essential answers. Caution should be taken, however, to ensure that those persons affected by the project are directly involved in needs assessment and analysis.

5. "There's nothing new to learn about women in development, women are members of a family unit and if aid projects improve the family's income, women will be better off as will the entire family."

NOT TRUE: It does not necessarily follow that if income is generated for a family's use, women and children will benefit given potential lack of control over use of additional resources. Special needs of female heads of households must be taken into account as well.

6. "Many projects such as institutional strengthening and infrastructural support have little to do with impact on women, so why consider gender analysis for every aid program."

NOT TRUE: On the contrary women may be significantly affected by changes in tax structures, construction of roads, bridges, wharves, etc.

7. "But women are traditionally the keepers of culture."

NOT TRUE: What that really means is that whilst men progress - women stand still. The "culture" often does not have its origins in "mists of time", but can be a recent adaptation in response to a set of problems.

8. "Women-specific and/or women-oriented projects provide the best way to help women."

NOT TRUE: These types of projects often marginalise women even more and result in "removing" them from their socio-economic groups, e.g., as farmers, traders, etc.

CHECKLIST FOR THE PARTICIPATION OF WOMEN IN DEVELOPMENT PROJECTS

This checklist is to help ODA staff when they prepare, monitor and evaluate projects.

Part One serves as an aide-memoire on the role of women in development.

Part Two addresses project design in relation to the preparation of the project framework.

Part Three (attached separately) asks a series of questions which should be answered to meet ODA's requirements for statistical reporting to the DAC.

The Social Development Advisers are available to advise on any of these issues and when in doubt desk officers and professional advisers should seek their assistance.

PART ONE

Gender

Biological differences between men and women do not change but the social roles that they are required to play vary between different societies and cultures and at different periods of history. 'Gender' is the term used to describe this social differentiation.

Gender Roles

For example, in India, unskilled construction work is accepted as 'women's work' while in parts of Africa and Latin America this is identified as 'men's work'. In most developing countries there is a broad pattern of men having a single productive role while women have dual roles productive and domestic (or reproductive). Women's productive role is often under-valued or given little recognition. Roles can change over time: in Europe and North America men's role in domestic activities is becoming increasingly important.

Gender Needs

Because men and women have different gender roles they also have different needs. **Practical gender needs** are those needs of women (or men) connected with their existing roles in society: what people need to do their current jobs more easily or efficiently. Projects can be designed to meet practical gender needs without necessarily making any impact on the position of men or women in society. In contrast, **strategic gender needs** are about changing men and women's roles. Most governments now endorse the need to improve women's status and have policies of equity and equal opportunity. However, the cultural and legal status of women is still often circumscribed and so specific interventions may be taken by governments to improve women's position.

Activities which address practical needs of women could include:

- reducing their workload. Eg, stand-pipes and hand-pumps; grinding mills; ox carts.
- improving their health. Eg, trained village midwives; primary health centres; child spacing/family planning advice; clean water supply.
- obtaining improved services for their families. Eg, immunization; primary schools; inputs for foodcrop production; housing.
- increasing incomes. Eg, credit groups; skills training; access to markets.

Activities which address strategic needs of women could include:

- Improving education opportunities Eg, hostels for female students; gender neutral text books; female teachers as role models; literacy classes; overseas fellowships.
- Improving access to productive assets Eg, rights to agricultural land; rights to common property (trees, ponds etc); bank accounts.
- Improving participation in decision-making Eg, committee membership; participation in elections; managerial positions; establishing and supporting women's groups.
- Gaining equal opportunity for employment Eg, jobs traditionally reserved for men are opened for women; equal wages even if there is a gender division of labour.

Negative impact

Faulty project design can result in failure to address women's needs or can inadvertently make women worse off, practically or strategically. Eg:

- land registration in the name of the head of the household (considered male) resulting in loss of women's rights.
- urban housing projects ignoring female headed households.
- agricultural mechanisation displacing hired female labour.
- new agricultural practices (Eg line transplanting of rice meaning heavier workload).
- new committees established excluding women members thereby reducing women's opportunity to participate in community decision-making.
- new information not designed to reach women so they no longer have equal access to knowledge.
- switch to cash crop production resulting in men gaining more control over household resources.
- design of new roads failing to accommodate women's need for access to roadside marketing.

Project effectiveness

Projects also often have objectives which are not directly related to the needs of beneficiaries. Projects may fail to achieve these objectives if they ignore gender roles and needs Eg:

- the productive role of women in agriculture when the project objective is to increase national foodcrop production and yet extension programmes reach men only.
- the role of men in some countries in buying food, when the project objective is to reduce child malnutrition and nutrition education programmes are targeted at women only.
- the practical needs of women to graze domestic livestock when the project objective is commercial afforestation.

PART TWO

The project framework

To what extent do wider or immediate project objectives meet women's practical or strategic gender needs? Are women's practical or strategic needs mentioned as objectives? If women are not mentioned, what are the reasons?

Which projects outputs relate directly to women's needs? How do they relate? Are their outputs which may have a negative impact?

Is provision made to monitor and evaluate the impact of the project on women? What factual indicators would be relevant?

Are the means of measuring these indicators appropriate for assessing the impact on women?

What assumptions are made about the position of women in society? Are these explicit? Are they correct?

Are inputs adequate and appropriate for meeting women's needs? For project effectiveness?

Availability of basic information

What socio-economic information on the gender roles and needs of the target group is already available?

- For example: - the division of labour in productive activities; the structure and size of households, and stages in the life cycle.

What additional information is required on gender roles and relations at the household level?

- For example: - the division of labour, by age and sex, within the household, including seasonal differences; sources of household income, including off farm activities; control and decision-making within the household over cash, land and other resources.

What additional information is required on gender relations at the community level?

- For example:- the structure and composition by age and sex of community-level decision-making bodies

If more information is essential, what arrangements are being made to obtain it? Has a gender perspective been incorporated into terms of reference for project preparation and appraisal missions?

PART THREE

Questions for Reporting to the DAC

1. Are women the primary and main target group (agents and beneficiaries) of the project?

Y	N

2. If not, are women identified explicitly as part of the target group (agents and/or beneficiaries) of the main components of the project?

Y	N

If yes to either of the above the following questions should be answered:

3. Have women, whose lives will be affected by the project, been consulted during project design and does the project document explain how this was done?

Y	N

4. Does the project document make it clear how women will be involved as active participants in project implementation, not just as beneficiaries or as a source of manual labour?

Y	N

5. Are barriers to female participation in the project identified in the document and have measures been designed in order to overcome these barriers?

Y	N

6. Does the project provide for expertise in the gender aspects of development to be utilized throughout the project cycle and does the document make it clear how the expertise will be used to address gender issues?

Y	N

WID specific: Yes to question 1, plus yes to questions 3-6

WID integrated: Yes to question 2, plus yes to questions 3-6

WID relevant: Yes to question 2, and yes to at least one of questions 3-6

WID not relevant: No to all questions

This should form the basis of your reply at line 18 of the computer-generated commitment notification form (or line 19 of the old notification of grant or loan commitment form).

See OP III A/8 (Annex 1).

