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社会的分析実施の必要性及びその効果について

Why effective and sustainable aid requires social analysis

平成8年2月

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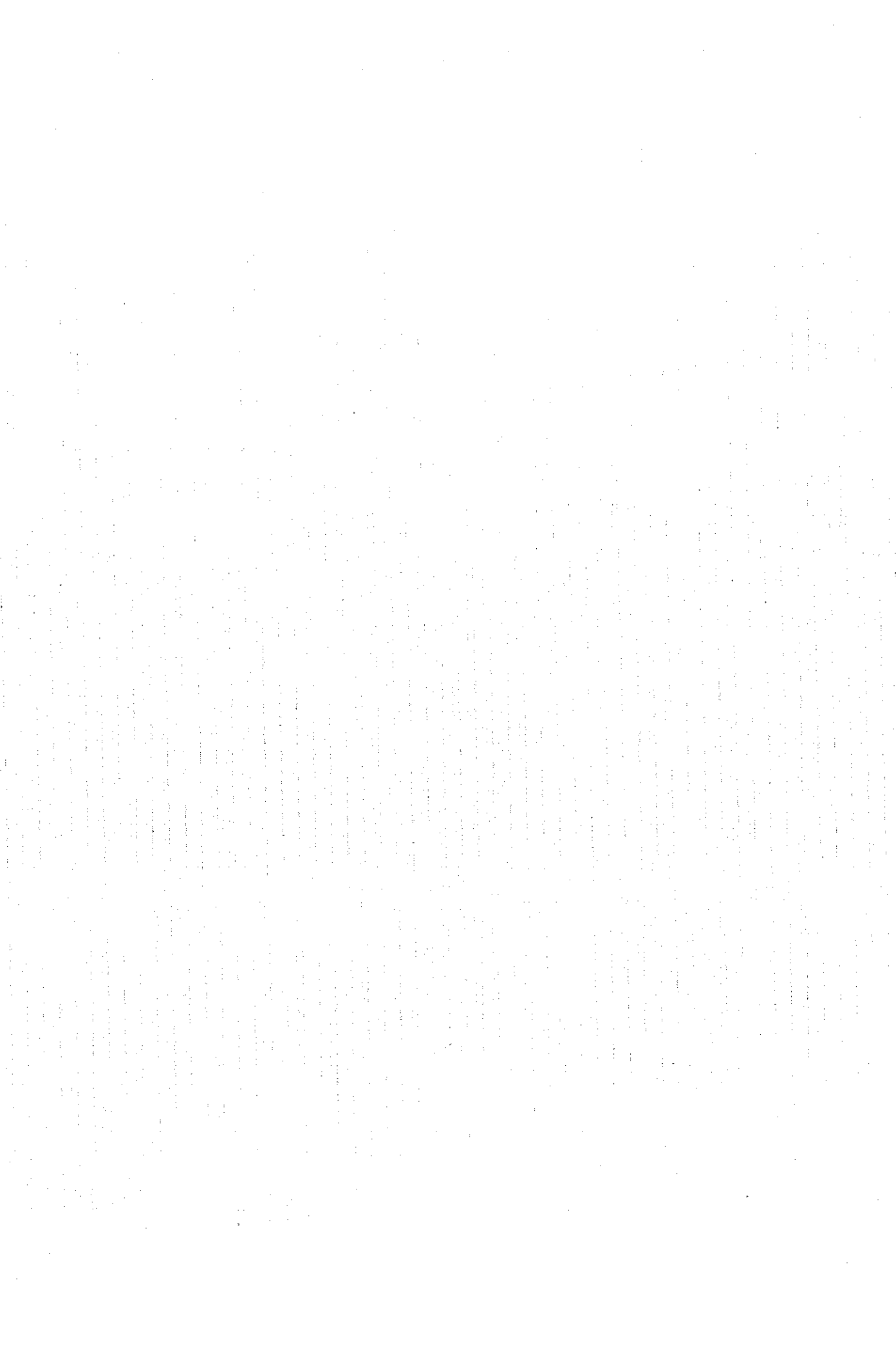
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国総研セミナー

テーマ：社会的分析実施の必要性及びその効果について
Why effective and sustainable aid requires social analysis

日時：平成8年2月13日(火) 14:00~16:00

場所：国際協力事業団 国際協力総合研修所 2階 201号室

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講師略歴：1972 ロンドン大学 社会文化人類学博士号取得

要 約

1. 社会分析事態の役割

開発援助を実施する際、すべての住民にその恩恵が公平に配分されるとは限らない。そのインパクトは、個人間、世帯間、地域社会間の各単位で異なる影響を及ぼす。社会分析とは、個人を取り巻く社会構造、対人関係や社会に対し負っている義務、そして、その地域の共通の知識／価値観により、その個人が如何なる影響を受けているかということを実地的に研究するものである。

援助実施に際し、対象地域における資源の配分を把握し、人々がそれぞれの社会において果たす役割を分析することにより、開発援助の貢献・効果をより高め、人々の間により公平な恩恵をもたらす上で、社会分析を実施することの意義が認められる。

つまり、社会分析を各援助案件に実施することによる利益とは、より現実的で現状に即した実施目的を選択し、その目的の達成にむけての活動を特定するにあたりその効果をより大きいものとし、また援助の恩恵がより公平に分配されることによりマイナスの効果が及び範囲を最小限とする。

2. 英国海外開発庁(ODA)における社会分析の実施については、まず1980年代の前半に実施案件の評価を行う際に登場した。つまり、援助を実施した結果、その恩恵は社会の人々にどのように行き渡っていたかということが第一の焦点となっていた。

この評価活動における社会分析を実施した結果、社会分析の実施が案件の形成までさかのぼり必要であることが、以下の2点から認識された。

第一に実施した援助案件の中で持続性に欠如した案件について検証をおこなった結果それがプロジェクト形成時における社会文化的側面の欠如がその要因となっていること。第二には、プロジェクトの恩恵はその対象者の如何によっては、公平に行き渡らないことは認めざるをえないが、開発援助の実施による否定的なインパクトは最小限にとどめなくてはならないということ。

また、当時英国政府の開発援助に対する方針として、巨額の支出を必要とする大規模案件から、協力対象国の主要セクターをさだめ、その組織体

制整備やシステムの改善に協力するというより予算的に小規模であるばかりでなく、持続性に焦点を置く、よりソフトな援助を実施する方向に方針転換を図り始めた時期であったことも、社会分析実施重要性に拍車をかけたものである。

3. 社会分析はしたがって、すべての国のすべてのセクターの案件において必要なものであり、ODAの社会分析を担当する社会分析アドバイザー(現在は総勢25名)は各分野の案件につき、留意すべき点、推進すべき点につき、より現実的な立場から助言を行っている。文化人類学者はとかく、開発の推進とは対立する姿勢をとることがしばしばあるが、ODAの社会分析担当者は文化人類学のバックグラウンドを持ちつつ、開発の現場で経験を積み、またODAの他のセクションの担当者とグループを組み、取り組むことにより、より現実に即した、実線をとまなう助言を行うことが必要と認識しており、そのため、新配属者には現場での経験に配慮した育成計画をとるなどの対応がなされている。

Why Effective and Sustainable Development Requires Social Analysis

Dr. Rosalind Eyben
Principal Social Development Adviser
Head of the Social Development Department
Overseas Development Administration

Moderator: Thank you very much everybody for coming here today for the IFIC seminar. Today we have here with us Dr. Rosalind Eyben from the U.K. Overseas Development Administration. She is the Principal Social Development Adviser and head of the Social Development Department of ODA. Dr. Eyben obtained her doctor degree in 1972 as a social anthropologist from London University, and she joined the U.K. ODA in late 1986 as a permanent staff concerned with social and cultural issues in all aspects of aid program. And I had heard that at that time, there were only one or two persons in ODA who was concerned in this field. Since then, with her great effort, the appreciation of the socio-cultural dimension has become a significant factor in British aid policy. Just recently, in 1992, they have established a new department called the Social Development Department, which I just mentioned right now. And Dr. Eyben became the first head of the department. She has also been responsible for the production of the *ODA Social Development Handbook*, and also the *Guide to Social Analysis for Projects in Developing Countries* and also chair of the OECD Women in Development Expert Group from 1991 to 1993.

It is the second time to have her here in Tokyo, and you might remember that she chaired the meeting of the Group's bureau in Tokyo. At that time she also participated as one of the lecturers in the IFIC international seminar which was held here.

Today, she will first give us a lecture on 'Why Effective and Sustainable Development Requires Social Analysis,' which I believe is one of the greatest concerning issues for the JICA staff and personnel these days. The lecture will be approximately for about an hour and then we will have another one hour for the question and discussion session. Thank you very much.

Dr. Eyben: Thank you very much. I'm very glad to be back in Tokyo again

and to have this chance of meeting so many JICA staff, some of whom I've had the pleasure of meeting in London or Paris or indeed when I was here in Tokyo before. So it's also nice to see old faces as well as new faces. And I'm very grateful for this chance to share with you ideas and views on what is social analysis and why it is important for bilateral as well as multi-lateral aid programs.

The Social Development Group in the Overseas Development Administration, which I shall call ODA from henceforth, is particularly concerned with the differential impact of aid on individuals, households and communities. As a cross-cutting advisory group, our principal task is to apply the tools of social analysis to all aspects of the aid program, so that aid can be socially and culturally feasible and fully effective. When I say cross-cutting, I mean that our work cuts across all the sector work of the aid program. So we are not a sectoral group, we are a cross-cutting group, in the same way that economics is a cross-cutting issue. I make this point to you because I know that in JICA, social development means something rather different. This is partly because, as I understand it, JICA is organized around aid with reference to sectors, whereas in ODA our aid is organized around country programs. For those country programs we have sector expertise; health, education, natural resources, engineering and so forth, and we have cross-cutting expertise; which is primarily with reference to the economic and social dimension.

As a cross-cutting advisory group, we use the tools of social analysis to ensure broad-based participation, and hence, we improve the chances that aid interventions will respond to people's needs, that benefits of aid will reach poor people and be equitably shared, and that people themselves, women and men, will play an active role in the design, delivery, and impact assessment of our aid.

Sustainability depends on aid helping people to act for the own development. That is our principle. In my talk, I shall outline the principles of social analysis and describe why it is important for aid programs. I shall summarize the history of social analysis in the ODA, and describe how its application fits into ODA's institutional and organizational arrangements, and then I shall give

three examples of the day-to-day work of ODA social development advisers, and I shall finish by summarizing a study conducted for JICA by an ODA social development consultant on a health project in Africa.

First of all, I'm going to talk about the role of social analysis, our theory and the questions that we ask. I use the term social analysis to mean the empirical study of the behavior of individuals as influenced by structures and networks of relationships and obligation and by shared knowledge and values. What I call social analysis is sometimes called in other countries, socio-cultural analysis, which is why I emphasize its not just a study of social systems but also of values, knowledge and culture.

First, three principles to which I ascribe and which underpin the use of social analysis in the policy and practice of aid. Firstly, people in society from the local to the global can help themselves and help each other to improve their well being as they define it, not as we the aid donor defines it. This is what I mean by development. Secondly, all individuals have equal rights and freedoms to promote their own and other's development, irrespective of age, physical ability, gender and ethnicity. Thirdly, sound policy requires an adequate knowledge base which is developed and shared by all those involved in the development process. Social analysis contributes to that knowledge base. It helps make aid programs and projects efficient, effective, and sustainable. It helps ground projects in reality; what is really going on on the ground.

The benefits of social analysis include increased capacity to identify whether and how an aid intervention can contribute to solving a development problem, increased likelihood of selecting realistic objectives, increased effectiveness in identifying appropriate activities to meet objectives, increased capacity to meet specific distributional and equity objectives, reduced risk of encountering unforeseen adverse consequences and negative impact, and enhanced capability to manage problems that will inevitably arise during implementation. And lastly, and perhaps most importantly, social analysis helps increase the likelihood that development projects will be sustained. In brief, social analysis helps make high quality development assistance.

There is a close link between economic and social analysis. Economic

analysis explores how costs and benefits from economic development are distributed, and how people respond to economic signals. Economic analysis allows design of policies and projects which are effective in achieving their objectives and which maximize economic benefits. Social analysis compliments economic analysis. It examines other dimensions of the impact of policies and projects. It identifies the various actors or stakeholders which include ourselves, the donors, who are involved in or likely to be affected by aid policies and projects. I brought with me an example. It's a note on enhancing stakeholder participation in aid activities.

Social analysis examines the distribution of impacts, both economic and social, between different categories or groups of an affected population, for example, male/female, migrant/indigenous, rich or poor. Social analysis helps us understand that aid recipient populations are not homogeneous. Social analysis is particularly important for identifying the situation and needs of those sections of society who tend to be less visible to outsiders. And I think all of you can think for yourselves about which sections of society tend to be less visible.

Social analysis includes an investigation of aid recipients culture. It is only by a process of shared understanding and respect for the knowledge, values, and ways of doing things of recipient as well as donor, that sustainability can be achieved. It is a process which aims to help the people take greater control over their lives and to improve their well being; as I have already said to improve their well being as they define it.

We recently published a guide to social analysis, and I have some leaflets about this guide. In this guide we provide a theoretical framework for social analysis. For any project, we should ask: which people will have their lives enhanced; which people will be left just as or more impoverished as a result of the project? We ask: which people will have access to project benefits; which people will be excluded from project benefits; which people will gain more knowledge; which people's knowledge will be deemed irrelevant; this is a very important point, that some people's knowledge is not regarded as real knowledge. And lastly, which people will gain more control over their lives,

and which people will be left with even less power to influence their future?

So our questions are about becoming more or less poor, having more or less access, for example to health or education services, having more knowledge or having their own knowledge diminished. For example, in many parts of the world, rural women are responsible for seed selection. And with the introduction of high yielding varieties, the respect for their knowledge is diminished. Nobody cares any more about the traditional knowledge around what are good seeds and what are bad seeds. And the last point is about power. And of course aid has a tremendous influence on the distribution of power at all levels of society.

So that's what I mean by social analysis, and the theory underlying our social analysis with reference to aid programs.

Now, I want to tell you a little bit about the history and practice of social analysis in the ODA. Social analysis was first used in ODA for project evaluations. What impact did the project have on the intended beneficiaries? From these evaluations, ODA management realized that neglecting social and cultural issues in project design was one of the key reasons why some projects failed to achieve sustainable impact. That was the first reason why social analysis became important. The second and parallel stimulus to the use of social analysis was a concern to mitigate or reduce negative impacts of development assistance. For example, a very famous example is the construction of high dams, and the impact that construction had on local populations, both above and below the dam.

It was these two concerns about impact on beneficiaries, and avoiding negative impact through certain kinds of projects, which led to the establishment of an advisory group of social scientists with a mandate to provide advice on the sociological aspects of the aid program. Since the late 1980s, bilateral aid program managers have increased their demand for social analysis and the group has therefore grown in size in response to the demand of spending departments.

In recent years, British aid expenditure has shifted away from funding large construction projects towards support to systems improvement in key sectors

and to institutional capacity building. Projects are designed and implemented on a process rather than a blueprint approach. There is an appreciation that projects are not implemented in a vacuum. They are affected by and affect the complex and dynamic social environment in which they are implemented.

Social development advice has also been moving upstream. So when we say up-stream, initially we were here, at the end, the evaluation, and then, we became involved in monitoring implementation, and then, we became involved in project design, and then project identification, and then country strategies. Because evaluation, we said the design is wrong, they called us in to look at projects already being implemented, and we said, once again the design is wrong, you can't change it, it is too late. So we got involved in project design. And then we said, sometimes it's the wrong project for the problem we're trying to address, so we then continue to swim up stream, and started to say looking at which projects, and then we became sufficiently up-stream to be involved in saying, what should be the overall strategy of our aid to a particular country?

Sometimes when we were asked to look at projects under implementation, when things were going wrong, in other words, when you couldn't fix it technically, they used to say, there must be something wrong with the people, so call in the social analyst to find out why farmers were not interested in planting the new varieties offered by the agriculture extension project, or why when new schools were built, little girls were still not going to school. But sometimes this advice during implementation could not be used if the blueprint of the project could not accommodate the radical changes required to make the project effective. So that's why we became involved in advising on project design, and more recently on which project should be funded and what should be the country aid strategies.

The group also provides advice on the social dimension of international, multi-lateral efforts to promote sustainable development. For those of you who know ODA, we are a single aid institution for all of the British aid program. So we are concerned also with the small loan program that we have for the aid and trade provision as well of course for the 50 percent of our aid which

goes to multi-lateral programs now.

Social analysis draws out the implications of change from the perspective of people involved in and affected by the change. Our administration, that is, our spending departments who are our administrators, then require that these conclusions from social analysis be translated into a language of recommendations for action that are compatible with the development planning procedures. And that's what this book is about. The book assumes that people are qualified social scientists. It doesn't tell you how to do social analysis. It tells you how to do social analysis which influences policy and projects funded for development work. At the same time, social development specialists, while capable of making practical recommendations which administrators can understand, must also be ready and capable of querying assumptions based on conventional wisdom, wisdom which ignores complex social reality, and when left unchallenged, may lead to inappropriate action and unintended affects. So a social development advisor is always walking a tight rope, on the one hand coming out with what we understand to be really happening in society, and telling the administration about it even if it is not something they may want to hear, and yet, at the same time providing good practical advice about how to improve things. There is no point just criticizing. Who wants criticisms, unless you're also saying, look, this is not the way you should be doing it, I suggest you try doing it this way. And that's the challenge. Traditionally, in the past, many social anthropologists and sociologists just tended to criticize our aid efforts. They don't help by pointing out what can be done better.

Social development advice, as I said, cuts across all sectors. We look at how policy in one sector impacts on other aspects of people's lives, because we are looking at an aid program from the perspective of the beneficiary. If you are a poor farmer, you don't wake up in the morning and say, right, now first of all, I'm going to be in an agricultural project funded by JICA, then I'm going to go off to be part of a health project funded by USAID, and then I'll send my children to an education project funded by ODA. People do not think sectorally. That's not how people's lives are organized. So, as a cross-

cutting group, we must appreciate people do not behave or think sectorally. We may, but they don't. Policies in health, education and housing, for example, they all affect the dynamics of work, access to income and intra-household division of labor

So what is a social development adviser? I have distributed as one of the handouts which you may want to look at later on, the terms of reference, two examples of terms of reference for ODA social development advisers, which describe in some detail exactly what is the job expected of them. But let me, for the purpose of this talk, just summarize that.

All social development advisors possess a university level qualification in a social science such as social anthropology, sociology, or human geography, plus a relevant higher degree. They also have to have had practical aid and development experience before we are ready to recruit them. And they should have worked several years in aid recipient countries. Examples of the way in which social development advisers work is that they provide a cross-sectoral perspective as I have said, which allows us to facilitate the dissemination and replication of good practice from one part of the aid program to the other. They have a grassroots field experience which gives the aid program a feeling for what is doable as distinct from what theoretically we would like to have happen. They nearly all have extensive research experience which allows them to work on evaluation issues and impact assessment issues. We have growing expertise in the design of policies, programs, and projects for reducing vulnerability and poverty. And we have an understanding of the different roles and development potential of the institutions of civil society, including community based organizations and NGOs.

So how do social development advisers function within the organization? Social development advisers work as members of interdisciplinary teams with other professional groups such as economists, agriculturalists, engineers, health planners and educators, all advising the administration on how to spend our aid towards meeting ODA's aims.

This is an organigram. ODA is not very good at doing organigrams, I'm afraid. (showing overheads (Appendix 1)) We just restructured ourselves, so

this is how we now exist at ODA. So you have the principal advisory expert groups. We now have three directors for aims, which has just recently been invented. And you see up here, we have the main geographical spending divisions, and then, along the bottom, various supplementary activities. The main thing is the relationship between these advisory groups and the bilateral program and the international, the multi-lateral program.

Basically, at the project concept stage, the geographical program has to send a notification of the project design to all the chief advisors who have to basically give their approval before the project preparation process can start. The spending departments spend the money based on the advice of the various expert groups. And each spending department has its own group of experts from those groups which work to that spending department. So you'll see from the terms of reference I have distributed, I think I gave one for a social development adviser for North and West Africa, and one for Eastern Europe. You'll see, therefore, two bilateral spending departments. (Appendix 2)

I have an example of one such spending department. (Appendix 3)

This is our country department for Bangladesh. The Director for Asia is the overall manager based in London, and then, the whole department is actually based in Bangladesh; Head of the Bangladesh department. These are the other geographical departments which I have just shown so you have the whole range, and then you'll see, reporting to the head of the Bangladesh department are administrators, these are program officers, and advisers. And then you see there's a social development advisor, an economics advisor, health, education, natural resources and engineering. And they work as a single, interdisciplinary team on the Bangladesh aid program.

At the moment, there are some 25 social development advisers in all, roughly the same number as engineering, education advisers, and about half the number of economists. The economists are the most important discipline in ODA. Eleven of our social development advisers are based in London, and thirteen in regional and country offices overseas. We also have three on secondment to multi-lateral organizations at the moment, where they have the task of helping these agencies develop their capacity in social analysis. We

also employ a large number of consultants on short term basis, and have a contract arrangement with two British universities, Swansea, which I know some of you know, and the social anthropology department in Edinburgh.

As the head of the social development group, I am responsible for the overall management of these 25 advisers and the consultants. Thus I'm responsible for delivering good quality and timely advice on social issues to the aid program. However, day-to-day management of most of the advisers is the responsibility of the relevant line manager, for example, the head of a regional or country desk in the bilateral program.

There's a small group of social development advisers actually working in our social development department on policy issues. My department takes the lead on providing policy advice in the following areas: gender equality; we don't have a Women in Development Unit, secondly, enhancing participation and participatory development processes, thirdly, problems of marginalized and disadvantaged groups such as ethnic minorities, indigenous people, and people with disabilities, and lastly, we are responsible for policies with reference to the life cycle; children, young people, and the elderly. One of your handouts, you may want to look at afterwards, is a speech made by our minister, Lady Chalker, last year on economically active children. So that is an example I just distributed to show you the kind of policy work that we do with reference to one particular category. (Appendix 4)

In addition, the Social Development Department is seen to have particular expertise with regard to nongovernmental organizations, direct assistance to poor people, and the prevention and mitigation of conflict. And I've also given as a handout with reference to our gender equality work, an example of a recent women in development strategy for Nepal. (Appendix 5) So for a number of our major aid recipient countries, we work out specifics: in a certain country, what are we going to do with reference to promoting gender equality?

So those are examples of some of our policy work and I also have here another example of the work that we do on participation.

Now, I'd like to give you three quick examples of social development advisory work in the aid program. I want to give examples from environment,

poverty strategies, and the design of reproductive health projects. Firstly, helping conserve the environment. Some of the ways in which social analysis can support aid interventions with environmental conservation include, participatory approaches to the design, implementation, and monitoring of projects for the management of natural resources. Here is an example, which is an overview of community approaches to wild life management. Secondly, we provide social and gender analysis of poor people's livelihood systems and coping strategies, in both rural and urban environments. And lastly, we can provide an analysis of tenure, common property resources, and natural resources ownership issues.

We have been doing a lot of work recently particularly on participatory forest management. For example, in our aid program to India, the head of our forestry office is in fact a social development adviser. In other words, a recognition by ODA, that forestry issues; it's the social issues, which are probably more significant and important to address than the technical issues of knowing about trees. Only now, are we beginning to understand some of the ways in which forest-dependent people have sustainably managed forest resources. And this is what we're trying to build on now in our approach to forestry projects in the aid program.

Secondly, helping reduce poverty. Social analysts work in close collaboration with economists, and relevant sector specialists to contribute to effective poverty reduction. We believe that how we understand poverty shapes our policy on poverty reduction. I want to show you two brief snippets from a video which we made jointly with the World Bank on a participatory poverty assessment in Tanzania to illustrate the kind of approach that we're taking.

I'll move on to my third example, and we'll come back to poverty. The third example I wanted to give was helping people enjoy satisfactory reproductive health. Social analysts support the work of health and population advisers by interpreting the needs and perspectives of clients, potential and actual, and advising on the design of delivery services, so they respond appropriately to clients' circumstances and priorities.

We recently commissioned a study from our resource center at Swansea

on tools and methods for the participatory design and monitoring of reproductive health. Here are some of the key questions that Swansee suggests we should ask at the stage of project identification, and you have a complete list there as one of the handouts. How do culturally defined gender roles and gender relations influence reproductive health and access to services? How is fertility and the demand for children perceived? How is this influenced by gender relations and economic conditions? What impact do existing socio-economic conditions have on sexual and reproductive health? What are the main sexual and reproductive health needs that have been identified by different groups in the population? By different groups, I mean, men, women, younger, and older people, perhaps different ethnic groups, rural and urban, once again unpacking the structure of the population.

And here are some questions that we ask for implementation of reproductive health projects. How does the project contribute to increased accessibility and acceptability of services for actual and potential beneficiaries? Are the services affordable? Are the poorest people excluded from using services? As you know, there's been a lot of work recently on cost recovery and user charges. And we've been involved quite heavily with the World Bank on taking forward this work, looking at the impact particularly on poor people and their access to services. Is the project contributing to increased awareness of clients through the provision of accurate and appropriate information? And lastly, do service providers identify and respond to the differential needs of clients? I've given you a one-page handout, which gives you some of these questions. I'm also leaving behind with me the complete report that we commissioned from Swansee, which is called, 'Participatory Design and Monitoring of Reproductive Health Projects.' (Appendix 6)

JICA commissioned a study using an ODA social development consultant recently of a hospital project in Africa, which was basically in the construction of a new obstetrics wing. The study concluded that the new wing of the hospital, the new obstetrics maternity wing, was much appreciated and valued both by patients and staff, the equipment is appropriate, and the staff well-trained in using it. However, the study also concluded that the main project

beneficiaries were not those most in need of enhanced access to maternity services. So the outputs were o.k., but the project outputs didn't actually contribute substantially to achieving the project purpose, which was enhancing access to maternity services of women in outlying rural areas, who most needed it. So that comes back to the very important access issue. This was largely because the project design did not address the problems of communications between the rural areas and the city. The maternity wing of the hospital was intended as a referral hospital for people having problems at birth. But in fact, it's generally being used by people living in the immediate vicinity of the hospital, irrespective of whether they have particular problems or not. And women living in the outlying rural areas did not have enhanced access to the hospital because of communication problems both communications on the roads [i.e.] there was no transport to bring them to the hospital, although an ambulance had been provided as part of the project, there was no way that the ambulance knew where to go to bring in women in distress, because there was no proper radio or telephone communication system between the hospital where the ambulance was stationed and the outlying primary health care centers to which women came in the first instance when they needed referral to the hospital. So the ambulance could not fulfill its proposed purpose because of lack of communications.

There was also the problem that it had been hoped that the project would reduce maternal and neonatal mortality rates. But in fact, it's impossible to demonstrate that the project achieved this because there are so many other factors involved in the reduction of mortality rates of both women and babies. The whole socio-economic situation is also a key influence on that.

Finally, the considerable benefits of the new hospital wing were diluted because the other wing which housed the neonatal and post-natal wards had not been renovated as expected. So the women patients said their babies were born in Japan, but then moved over to Africa again once they moved out of the labor ward. The recipient government was expected to build the other wing, the neonatal wing, but its own recurrent budget problems meant that it actually didn't have the resources to build the other wing, so all the benefits

people had at the moment of giving birth were then diminished by them subsequently moving to the old wing.

A shortage in the recurrent budget also meant that the hospital is understaffed, so that while it was designed for a certain proportion, a certain ratio of staff to patients, in fact, because there's not sufficient recurrent budget to pay for the number of staff the hospital was designed for, some of the design features are not, in fact, appropriate. They are not appropriate for the actual existing staff/patient ratio.

So when I read this study, I thought there were five key points concerning project design, which were worth taking notes of. And these are the five key points that came to my mind. Firstly, it's important to define the problem which the project is seeking to reduce or eliminate. Defining the problem is most usefully achieved through a sector strategy. In other words, instead of just having isolated projects, first of all develop an overall sector strategy of the kind of support that we'd like to give, and then, determine what kind of projects best fit within that strategy.

In order to define the problem, we need to collect information on the health status of the population, and desegregate that information on the basis of income, gender, and location. We need a description of existing health care provision, not only public sector health care provision but also the private and the traditional sectors, and the way health care is provided through family and kinship networks. So we need to understand how people meet their health needs overall.

And lastly, we need to do an analysis of the access of people to health services, to public sector health services, and to assess the extent to which demand is not being met by current provision. That's the social analytical aspects of a health sector strategy.

Having done that strategy, we would then check that the proposed project is the most relevant and cost effective contribution which the donor can make to tackling this problem.

So that was the first point; the health sector strategy. Then checking whether the proposed project is the most relevant and cost effective way of

contributing to the problems that had been identified through the health sector strategy review. If it is decided to have a locally specific project in a particular part of the country, then there's a need to consult with the intended beneficiaries, and the field level staff, which often tend to get forgotten concerning their perceptions and needs. Sometimes we tend to consult the beneficiaries, and then we consult senior ministry officials and the doctors, for example, if it's a health project, but we forget about the front line field workers, the medical assistants working in the clinics, for example. They are the interface, they are the delivery interface with our beneficiaries, and they often tend to get overlooked by everybody.

The third element is involving all the local stakeholders, including the potential beneficiaries, in the design of the project. This means doing a stakeholder analysis at an early stage in the project cycle. And it may mean helping establish appropriate institutional arrangements so that those who have little influence can be involved. For example, if you want to involve poor, rural women in designing the project, in many societies they don't have any voice. So one can't just go ahead and talk to them. It won't work. So it may mean that you need an initial project phase which sets up the arrangements by which you can then consult stakeholders about the design of the main phase of the project.

Fourthly, we need to select realistic, qualitative and quantitative indicators. There's no point setting indicators for project success, which won't work. There's no point setting as indicators, reduction in maternal mortality rates if there's no way of actually finding out if the project has managed to achieve that. It may mean you need less ambitious indicators.

Also it's a good idea to select indicators after consulting with local stakeholders because they have the understanding or knowledge which we the donor don't have. It may also mean as part of the project, setting up or improving an existing monitoring system to collect the necessary data in order to assess project impact. We can't pull data out of thin air. We may have to set up systems for collecting that data.

And lastly, at the design stage, we have to consider sustainability of impact

in the longer term. This requires checking that a project is socially as well as technically and financially sustainable.

I've given you two examples. I've given you an example of reproductive health and also, summarizing some of the lessons learned from a JICA funded study, of one of its own projects. I've given you briefly an illustration of how we are involved in environmental conservation projects, and to talk about poverty, I was going to show you a bit of this film. Let's see what we've got.

This is an example of a participatory poverty assessment, finding out about poverty, rather than just thinking that poverty is an income line. And the purpose of the assessment conducted by the World Bank with ODA funding in Tanzania was to inform the government of Tanzania, policy about poverty reduction in rural areas.

Let me just briefly summarize for you, the way that social analysis looks at poverty issues. Conventional definitions of poverty in development policy have used the concept of a poverty line based on income flows. Social analysis argues that the use of a single measure of poverty based on income has resulted in policies that fail to tackle systemic poverty in developing countries. We have proposed that effective policy needs an emphasis on poverty as multi-dimensional. We need an emphasis on poverty as a lived experience. Participatory poverty assessments in Africa show the importance of vulnerability as a concept, which is a more dynamic, fluid way of looking at poverty. And on the film, you would have seen a farmer describing how their life is affected by seasonality, that during the rainy season, children don't have enough to eat, disease becomes more prevalent, there is less money in the household, so children also stop going to school because there's not enough money to pay the school fees. And at other times of the year, people are less vulnerable.

Actually, in the symposium I attended at Waseda this weekend, there was an interesting example of this given by an anthropologist who's been working in Malawi. The government of Malawi had asked the World Food Program for a certain amount of food aid because Malawi had a drought year. And the World Food Program challenged the government of Malawi request and said, you're asking for too much because the previous year was a good rainy

year, and there should still be substantial household stocks of food. But she showed through her analysis that the preceding year to that had been a very bad drought year. So when the following rainy season came, and that was a better year, people paid off all their debts. So in fact, they didn't have any food in stock. They had sold it all to pay off the debts because of the previous bad year. So the following year when there was a drought, although the World Food Program, from a kind of macro viewpoint had made an assumption that people still had food stocks, they didn't. So you have to look at the dynamics of poverty and vulnerability over a long period of time, not just take a snap shot if you want to understand what's happening in households.

Social analysis also examines the dimensions of poverty at different levels of social organization. For example, how poverty affects women and men differently can only be revealed by looking at what goes on inside the household, not making assumptions that you have rich households and poor households, for example.

And lastly, we look at how social institutions, such as kinship groups, mediate poverty, influence who is poor and who is not poor, for example, by people's control over land, labor, and capital.

Adding this kind of perspective to our understanding of poverty means that organizations such as the World Bank are increasingly appreciating that while economic growth is necessary, the pattern of growth is also crucial. They now recognize that the structure and dynamics of social institutions can influence who benefits from expanding employment and income earning opportunities.

In 1990, the World Development Report said that the principal asset of poor people was labor, and that laborintensive growth is one of the three pillars to poverty reduction. We argued that this analysis was too simplistic. It is based on the assumption that all poor people are the same with an equal supply of available labor. Our case was sufficiently convincing that by 1995, the World Bank had recognized that it cannot be assumed, for example, that women and men benefit equally from labor-intensive growth. Generally, women have limited surplus time for additional work. They are typically already overburdened, and for them, poverty reduction will need to be based on a more

complex set of strategies, including enhanced access to productive assets.

These conclusions are already leading to a shift in the way the World Bank and other donors are supporting economic reform programs in Africa. In Ethiopia, for example, laws and regulations are revised to guarantee equal rights for women to resources like land, and loans and credit to support business activities. And these are among a number of measures aimed specifically at women and included in the government of Ethiopia's economic reform program.

So in conclusion, I've explained why social analysis is important to effective development assistance. I have explained how we work in ODA, and I provided briefly some examples of how our advice contributes to policy, as well as project work.

I want to finish by stressing the importance of the interdisciplinary approach. All our work is in collaboration with specialists from other disciplines. Team work sometimes makes it difficult to disentangle, [i.e.] to pull apart, the particular contribution made by the social analyst as distinct from the economist or the sector specialist. And as we work closely together, we learn to understand and appreciate each other's particular perspective. And we understand that you need a whole range of different perspectives building one on top of the other in order to effectively identify the problem and come up with sustainable solutions.

So I wanted to conclude with a little story. Some years ago, I was appraising a participatory rainfed farming project in Western India. And I was with a colleague who is a natural resources and agricultural adviser. We were walking along a country road, and at a certain moment, we both stopped. We were simultaneously struck by something that we saw. We both opened our mouths at the same time to speak about what we had seen. Only when we spoke did we realize that although viewing the identical scene, we had focused only on what was interest to our discipline. He had observed a monocrop, single standing crop, rather than a mixed crop, a monocrop of pigeon peas. This was very unusual in that part of India; just to see a pure crop of pigeon peas. And he was really struck by this. I had seen a cartload of migrant agricultural laborers, in a bit of India where I thought migrant labor was not

common. And there they were in the cart by the pigeon peas. He hadn't seen the laborers, and I hadn't seen the pigeon peas. By combining our visions, we could start to construct a shared knowledge for the project appraisal.

Thank you very much.

Question A:

- 1) To what extent does the social development specialist get involved in their own country's domestic issues?
- 2) How do you think about the need for hiring expatriates with the hiring of local professionals?
- 3) Does UKODA include community development including its empowerment?

Dr. Eyben: Oddly enough, I think social analysis in some respects is more advanced in the Whitehall department concerned with overseas aid than in the domestic ministries. And indeed at the time of the Social Development Summit, I think it was in the *Times* or the *Daily Telegraph*, there was an editorial to that effect, that pointed that out.

But there's some interesting feedback though from what we're doing in the overseas aid program. For example, in the preparations for the Beijing Conference, we were working very closely with our domestic national machinery on women's affairs. And I made available to them our various gender analysis guidelines and checklists, and also informed them about the way that we conduct staff training on this. And they have been very interested and have asked us for more information, and are considering adopting some of the materials [and] approaches we have developed, and using them in the training of ministry staff in the rest of Whitehall. So I thought that was quite useful and interesting.

Your second question; local professionals. We are putting a lot of emphasis on this at the moment. In fact, this book, *Guide to Social Analysis*, is primarily for professional social scientists in developing countries. And we have run a number of workshops for local consultants, and we hope to do more. So yes, we are working very hard to develop the capacity of local consultants.

Now the consultants will not replace the in-house staff. It is two different issues. We employ a very large number of consultants. The ratio of in-house

staff to consultants, I haven't counted it. But every year we have an annual meeting with our regular social development consultants, and we send out an invitation to about 150 people, and they are people who have worked for ODA in the last year.

We say that you have to have a sufficient number of in-house staff to provide the quality control on professional back stopping to the outside consultants. If you as an organization, hire an expert without having any knowledge of their expertise yourself there is a high risk that you will draft inappropriate terms of reference for the consultant. You will not be able to decide whether the consultant has done a good job or a bad job, and perhaps most important, there will be nobody to act as the bridge between the consultant's report and the decisions of management. So we believe there has to be a balance between in-house staff and outside staff. What in a modern public sector management in Britain is the aim of every Whitehall ministry is to be an intelligent customer. So to be an intelligent customer for consultancy services, you need some intelligence inside the house.

Lastly, the community development empowerment issue and the time period for projects. You're absolutely right. Institutional development, at whatever level of institutional development, whether we're talking about people in villages, or we're talking about ministries changing, institutional development of any kind takes a long time. It's not just at the community level that this is an issue. We fund projects usually for a five-year period. But increasingly, we are appreciating that much of the work we do, we have to be there for a much longer period of time. As I said in my talk, we are shifting more and more towards systems improvement, support to the improvement of the health sector, for example, in a country, or the education sector. That means working at the policy level and project level, but staying there for a substantial period of time, and building up the institutional knowledge, of those institutions knowing us and of us knowing them. So although we will normally fund in a five-year time frame, we quite often expect and anticipate that we will come back for a second or third bite at the same problem. All experience has shown that this kind of work you can't do it quickly. That was it, that was the three questions.

Question B

- 1) How do you legitimize your intervention in a community, or is there any contradiction between your value and your organization's value?
- 2) (Mentioning about the logical framework used of the explanation of Dr. Eyben,) How do you or UKODA interface between the systems approach or process approach and the project format?

Dr. Eyben: Two very good questions. Let me answer them in turn. First of all, on the question of whose culture. We start with the premise that our aid program is not neutral. That's why I stressed the point that the donor is one of the stakeholders. We are not outside that stakeholder analysis. We have our own agenda. All aid programs have a fairly complex agenda, which is a combination of political, commercial, and moral reasons for why we have an aid program. It's not very simple. We think it's very important that we make that agenda completely transparent to all the recipient stakeholders, so they know what our agenda is. We are not hiding it.

If part of our agenda includes genuine poverty reduction with greater equity, then, this allows us to negotiate with recipient agencies around that agenda. If our agenda includes gender equality, then we will make available our gender equality guidelines, and say...The project identification has come from the recipient, not from us. So for example, the government of India would approach us and say, can you help us with an urban poverty program in a certain city of India? They give us a project document which we will look at and say, in our view the design of this project does not adequately address the needs of poor women in the urban areas, and we cannot fund the project unless it is redesigned to better address these needs. Now, if they don't want to do that, that's fine, they can go to another donor. It's a negotiated process. On the other hand, if they still want to stick with us, then we start a process of negotiation around the project design, which meets both their requirements and our requirements. It's a negotiated process, in which our concerns and their concerns are put transparently on the table.

Now, a conflict at the local level, of course, it has to be recognized, and often there is not an easy solution. I think the most important thing is to

recognize it, and then come up with project design factors, which address that conflict, which brings me onto your second question, the log frame.

One of the great strengths of the log frame is the assumptions from the fourth column. Social development advisers were one of the group in ODA that most liked the log frame. And why we liked it is because in these assumptions, we could put in all the social reality, which otherwise is not noticed. If you have an objective here to reduce urban poverty, over here; assumption, poor women have adequate access to, let's say, small scale enterprise. Urban poverty won't be reduced unless the poorest section of the community have adequate access to small scale enterprise opportunities. This is the first design; it's an iterative process. So we say, ah ha, there is a high risk that unless we do something about it, poor women will not have access. Therefore, what are we going to design over here to make sure they have access? Then we can start thinking of some outputs like training, change to legislation, women's literacy, whatever. It all depends on the project. We actually then, think of new things that have to be done in the project as a result of the social analysis, which feeds into the assumptions column. That's why the log frame is so useful as a planning tool.

If you find you've got too many assumptions, which you cannot manage to put into the left hand column, then you'd better not do the project. It's too risky, it won't work. You'd better to do another project.

But the log frame approach is very much a rational planning approach. And I totally agree with you. There are many cultures that are not..and indeed, even in our own organization, people vary to the extent to which they like rational planning. I very much like the log frame. It's a particular mentality I have. I have colleagues, more intelligent than me, who are not quite so comfortable with that approach. All our brains are structured differently. Also it is a cultural thing. Some cultures are more happy with it than others. I have used the log frame in northern Kenya very easily. Everybody immediately understood it and liked it. In other parts of the world, people don't.

We have to use the log frame as a planning tool, but not impose it in such a way that we insist that everybody fits their concerns into it. We need

to use other planning tools as well. The log frame is a servant for us. It shouldn't become a master.

Question C:

How do you reach beneficiaries such as SSE or poverty project? You do not go to those beneficiaries directly. I suppose, you work with your own counterparts. Counterparts would be local NGOs or local government agencies. So I'd like to know how you work with those agencies or local NGOs to reach those people, or beneficiaries practically. And I understand social analysis plays important role during that stage, so I'd like to know how you reach and work with those agencies.

Dr. Eyben: If we come back to the example I gave of the government of India municipality who wanted us to do an urban poverty project, I think the first stage is we would do a project identification mission from ODA staff, not consultants, who would try to get an overview of the issues and the problems, and would meet a large number of secondary stake holders. In ODA we distinguish between primary stakeholders and secondary stakeholders.

So the primary stakeholder includes beneficiaries, but it can be others who are going to be ultimately affected by the aid project even if they are not going to be beneficiaries. They could be negatively affected. So it's wider than beneficiaries. For example, if you have a dam project, the primary stakeholders in a dam project can be people living above and below the dam. They are not actually going to be beneficiaries, but they are primary stakeholders.

The secondary stakeholders are all the intermediary organizations to which you just gave two examples, you talked about a local government implementing agency or an NGO. So these would include, as you said, NGOs, government agencies, consultants, us, other donors, research institutes, etc. It could go on and on. These are all secondary stakeholders. Some are secondary stakeholders within our own donor constituency, some are secondary stakeholders in the recipient constituency.

So the ODA team will try and do a stakeholder analysis basically to find out who are the primary stakeholders, and who are the secondary stakeholders, and then try to meet as many relevant secondary stakeholders as possible. Then

increasingly now, we are not doing it all the time, but we are trying to do this more and more, is to develop a whole series of participatory planning processes which bring in the secondary stakeholders, reflecting a range of viewpoints in helping design the project. Some of those secondary stakeholders do represent primary stakeholders. NGOs, for example.

Here, you could have local MPs. The MPs and the NGOs both may claim to be representing primary stakeholders. They may or they may not be. Or they may only be representing a certain part, because the primary stakeholders, as I keep on stressing, are not homogeneous. You've got to unpack among the primary stakeholders. So the challenge is how do you identify the nature of the primary stakeholder population and the nature of the secondary stakeholder population, and the linkages between them?

What we don't do any more are large social surveys. We don't do them. We don't send out large study teams to do some survey for five months, six months, or a year. We actually try and do social analysis as a long-term process in collaboration with the primary and secondary stakeholders on the spot, which may consist of some studies at certain stages of the project. But the project design goes on throughout the project lifetime. The clear division on the project cycle is disappearing, because with a process approach, the design is changing in relationship to the understanding of all the stakeholders, including ourselves, about what is going on, and what we think needs to be done. This is what I meant by a process approach. We think big social surveys at the start is costly. The information collected is generally not used by anybody, and it is non-participatory. It is extractive. It tends to extract information from the local secondary and primary stakeholders, take it away and put it in Tokyo or London or Washington, or wherever, rather than the information staying with the local people for them to use. Does that begin to answer your question?

Question D:

- 1) How do you recruit your social development advisors?
- 2) What are your prospects about the present and future rate of economists and social development advisors?

Dr. Eyben: I should stress that the number of social development advisers has increased quite dramatically in recent years as a result of demand from the spending departments. It hasn't been a top-down decision by our top management. It's been a result of the head of the West Africa department, the head of the West Asia department, and the head of the India department, who have said, we want more social development advice. So if you like, it's been a decision made at middle management level on the basis of the demand coming from people running spending departments. It was never a top management decision: there shall be more social development advisers. It functioned more like a market. People found that if they had social development advisers in their teams, they had better projects. As I said at the start, we improve the quality of the aid program. So that's why they wanted us.

Where do we get them from? It has been a growing problem, actually, because as I said, there is no point just hiring academics. It doesn't work. There's a lot of professional skills required, which is not the normal skills of an academic. If you just hire an academic, what you'll find is they will do a social analysis, and come back and say to you, you've got a lousy aid program. And that actually isn't very useful. What any aid agency needs are people who say, you need better ways of having positive impact for the people you are trying to help. And I can help you achieve these better ways of doing things. And then, come up with practical ideas which fit the organizational culture of the agency concern. A social development adviser in JICA wouldn't be much good for you, I think. If I took an ODA social development adviser, and assuming they spoke good Japanese, which is already highly unlikely, and provided such a social adviser to JICA, for a long time they wouldn't be very useful, because the first thing they have to do is learn the specific organizational culture. You've got to learn how the organization you work for ticks in order to understand, to make practical, feasible recommendations which are doable, workable for that particular agency. And this book takes you through some of those issues. It explains to people how you've got to understand the organization you are working for. So we find that exconsultants,

people who work for us as consultants, and have learned these skills on the job...I used to be a consultant. You just persuade them to come inside rather than be on the outside.

We also have a kind of training program. We engage people who've just got PhDs, people who have started an academic career, but haven't yet become academic mentality. And we have a training program for them in which we assign them to an ODA funded project for one or two years where they are given practical tasks, and we see how they're getting on. And if they are doing all right, and then we will give them a job as a technical cooperation officer. And then, gradually over time, they have developed the competence to become an adviser. Of our 25 social development advisers, I think we have four or five now who have been former trainees who've come up through the system in that way.

Question E:

Would you please explain a little bit about the social development advisers network?

Dr. Eyben: The social development advisor network is a group of a social analysts who work for bilateral aid agencies. Some years ago, we took the lead in founding such a network in order to exchange views, methodologies, tools and experience, and to come together on what we thought were significant issues around participation on poverty particularly for bilateral aid agencies. We currently have an active membership from, apart from the United Kingdom, the Netherlands, Denmark, Germany, Sweden, Norway sometimes, depends if the personnel changes quite fast, Italy, Canada, and sometime we've occasionally had people from France but not so much, and occasionally from the United States.

The most important part is the continuity, because it's an informal network. It's not like the DAC or something. It's an informal network which is based on the same people meeting together over a period of several years, so that we actually become friends, or colleagues. It doesn't have a formal secretariat.

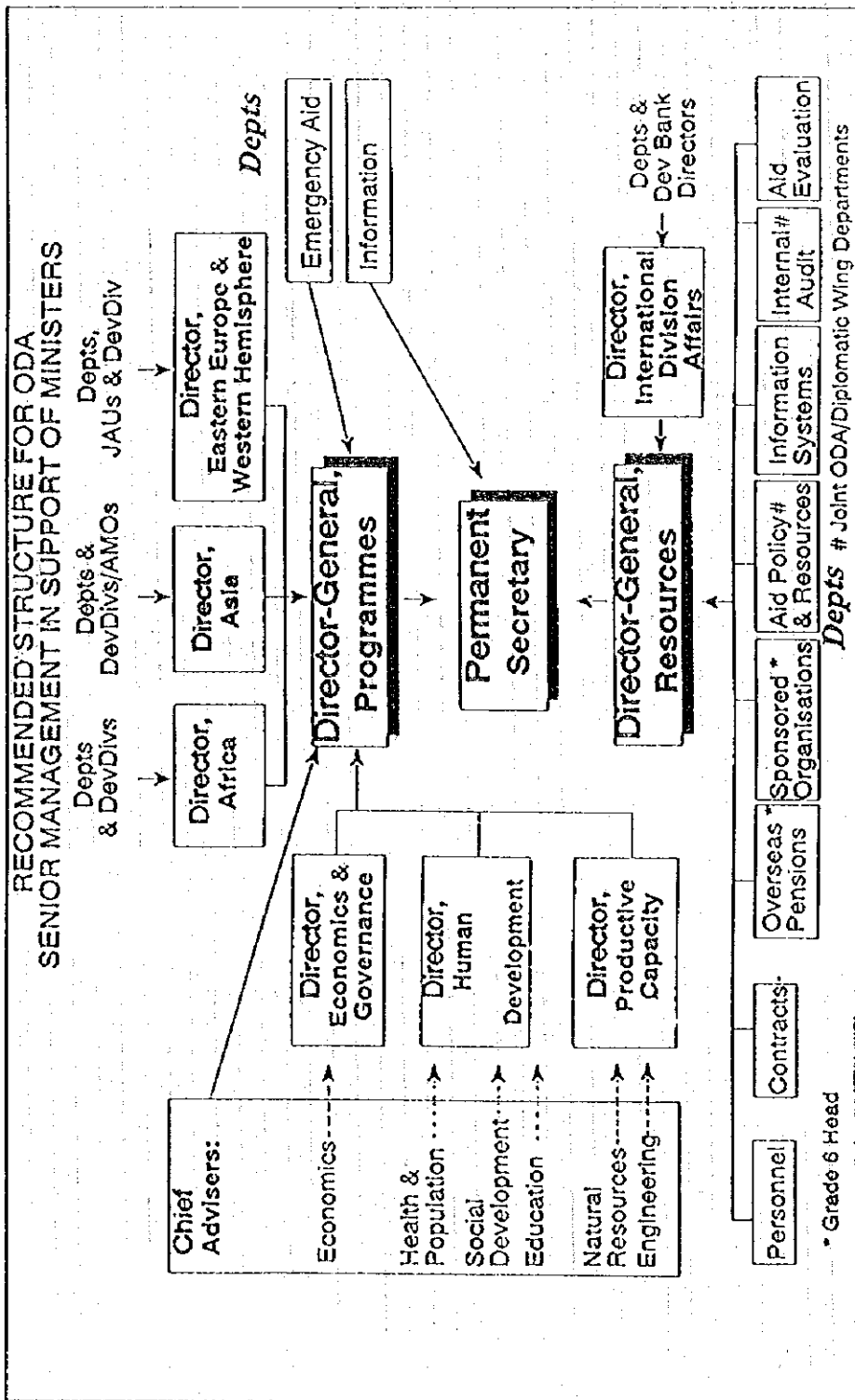
We meet about twice a year, taking in turns to meet in different capital cities. And we take the opportunity wherever we meet, the host member takes

that opportunity, for us to meet his or her colleagues; and to take the opportunity to highlight some of the issues which social analysts are working on inside aid agencies. So it's a kind of an awareness raising activity, which the host can use for the rest of the organization.

The network has also, by coming together, has had quite an influence on other more formal working groups of donor agencies. For example, we found that we have been quite influential on the special program for Africa, the working groups in there, because a number of the network members are also members of the poverty working group for SPA. So the informal network feeds into formal meetings.

Similarly, some of the work of the DAC. In the preparations for the social development summit, we worked quite closely together. And also for example, in Oslo in April, there is going to be a donor meeting on the 20-20 concept. I don't know if people know what the 20-20 concept is. This is a proposal that came out of the Copenhagen Summit that 20 percent of donor resources should go to meeting basic human needs matched by 20 percent of the recipient government's resources. This is an idea which came from UNDP and UNICEF, and there's going to be a meeting in Oslo of donors and recipients in April to discuss, is this a feasible proposal and how do we carry it forward? And once again, the informal social development network has been networking about the 20-20 concept. So we meet twice a year, but we communicate by telephone and e-mail and fax in between the actual meetings.

Appendix



SOCIAL DEVELOPMENT ADVISER FOR WEST AND NORTH AFRICA DEPARTMENT

Background

1. The Social Development Adviser, West and North Africa Department, will be responsible for the professional management and monitoring of social development projects and project components administered by geographical Desks in West and North Africa Department, and for reporting to those Desks. He/she will provide timely social development advice to the British aid programme to West and North Africa. He/she will identify those social processes which are likely to influence programme/project outcomes and advise on how these should be taken into account in design and implementation of the aid. In undertaking these tasks, he/she will work as a member of a team of administrators and other professional advisers.

2. The SDA will spend approximately 40% of his/her time on the Ghana programme; 30% on the Nigeria programme; and 30% on the Egypt, Cameroon, The Gambia and Sierra Leone programmes.

Location

3. The assignment will be for three years and will be based in ODA London, with a total of up to 90 days overseas travel per year.

Duties

4. A forward job plan will be determined with West and North Africa Department. Principal duties will include the following:

- i. to manage and monitor social development components of projects administered by geographical desks in West and North Africa Department;
- ii. to appraise, manage and monitor social development components of new projects as requested by West and North Africa Department;
- iii. to participate in project and sector steering groups to ensure social development concerns (and particularly those concerning women in development) are adequately addressed in project design and implementation;

- iv. to identify social policy requirements in planning and preparing aid strategies for countries in the region and to contribute as required to the identification of new projects and programmes;
- v. to identify and develop in cooperation with economic advisers in ODA, appropriate poverty strategies, and liaise with other donors, notably the World Bank and the African Development Bank;
- vi. to advise on placement of technical cooperation trainees from West Africa following training courses in social development subjects;
- vii. to evaluate on request, social development aspects of proposals for projects to be funded by multilateral agencies to which the UK contributes, and by NGOs;
- viii. to assist in selection and recruitment of social development consultants to work on West African projects, and in selection and recruitment of APOS personnel;
- ix. to report on the above duties to the Head of West and North Africa Department, copying reports to the Senior Social Development Adviser and other interested parties.

5. The SDA will establish a detailed knowledge of social development issues in West and North Africa, with particular emphasis to the priority sectors for ODA programmes. He/she will establish effective working contacts with aid personnel at diplomatic posts in the region, with local government personnel, with NGOs, other donors and local and international consultants.

6. The SDA may also, if requested and with the agreement of the SSSA and the head of West and North Africa Department, provide professional assistance to ODA Desk Officers or advisers on social development aspects of projects in countries outside the West and North African region. The SDA will provide advice as required on the social development implications of ATP proposals, and on general social development issues including policy formulation and coordination.

Qualifications and Experience

7. Candidates should possess a university level qualification in a social science such as social anthropology, sociology or human

geography and a relevant higher degree in the social sciences, preferably with a substantive research element, though extensive practical experience may substitute for some of these formal qualifications. Candidates should be able to demonstrate the successful application of social analysis skills to practical aid issues and have had at least three years' prior experience of working in an aid or development agency on the design, appraisal and implementation of projects. Ideally, they should have worked in several aid recipient countries, and with reference to social issues in a variety of sectors. Work experience in Africa especially West and North Africa would be an advantage. Ability to work alongside government departments and with the multilateral agencies will be important.

8. Candidates should be skilled at communicating with people from a wide range of backgrounds and cultures and with representatives of different interest groups. They should have good negotiating and management skills. They should be able to write and speak clearly, concisely and effectively with a good competence at conveying advice and information to non-specialists. They should be able to provide practical advice in a timely fashion. The adviser will be expected to be competent in Wordperfect 5.1.

9. Candidates should be familiar with the professional management requirements of working with consultants for particular projects or pieces of work, including identification of appropriate individuals, drawing up terms of reference and providing pre-assignment briefing. They should be well conversant with those aspects of social theory and practice which are most in demand for work in West and North Africa, including social policy; poverty assessment and planning for poverty reduction; promoting improvements in the status of women; gender analysis and gender planning; stakeholder analysis; participatory appraisal, planning and, especially, monitoring; social development aspects of social sector projects; community-based approaches to renewable natural resources management; and work with non-governmental organisations.

West and North Africa Department
Overseas Development Administration.

FULL TERMS OF REFERENCE FOR SOCIAL DEVELOPMENT ADVISER, EASTERN EUROPE

SOCIAL DEVELOPMENT ADVISER FOR EASTERN EUROPE AND THE CIS

The Social Development Adviser (SDA)'s primary responsibility is to provide advice on the social and cultural dimension of British bilateral and multilateral aid to Eastern Europe and the CIS. He/she will identify those social processes which are likely to influence programme/project outcomes and advise on how these should be taken into account in the design and implementation of aid. In undertaking these tasks, he/she will work as a member of a team of administrators and other professional advisers.

General tasks:

- ◆ social development aspects of country strategy papers and country sector strategies;
- ◆ support with identification, planning, design, appraisal and monitoring of new projects in line with KHF objectives;
- ◆ liaison with other donors and agencies, including NGOs, regarding the social policy and gender aspects of KHF programmes and projects.

Specific key tasks will be in the following areas:

- i) Advice on the implications for the Know How Fund (KHF) approach of gender issues in the region, with a particular focus on the changing role of women in the transition from centrally planned to market economies.
- ii) Advice on the activities of the UK NGO sector, including Charity Know How Fund (or any modified successor).
- iii) Advice on KHF involvement in projects to alleviate the difficulties faced by ethnic minorities in some of the countries of the region.
- iv) Advice on KHF involvement in the promotion of civil society in the region, with particular reference to the development of professional, voluntary and community-based groups.

- v) Advice on the ability of people and institutions to implement change with specific reference to indigenous management cultures and attitudes towards work and productivity.
- vi) Community participation in local government restructuring.

Qualifications and experience

Candidates should possess a university level qualification in a social science such as social anthropology, sociology or human geography and a relevant higher degree in the social sciences, preferably with a substantive research element. Exceptionally, extensive practical experience may substitute for some of these formal qualifications. Candidates should be able to demonstrate the successful application of social analysis skills to practical aid issues and have had at least three years' prior experience of working in an aid or development agency on the design, appraisal and implementation of projects. Ideally, they should have worked in several aid recipient countries, and with reference to social issues in a variety of sectors.

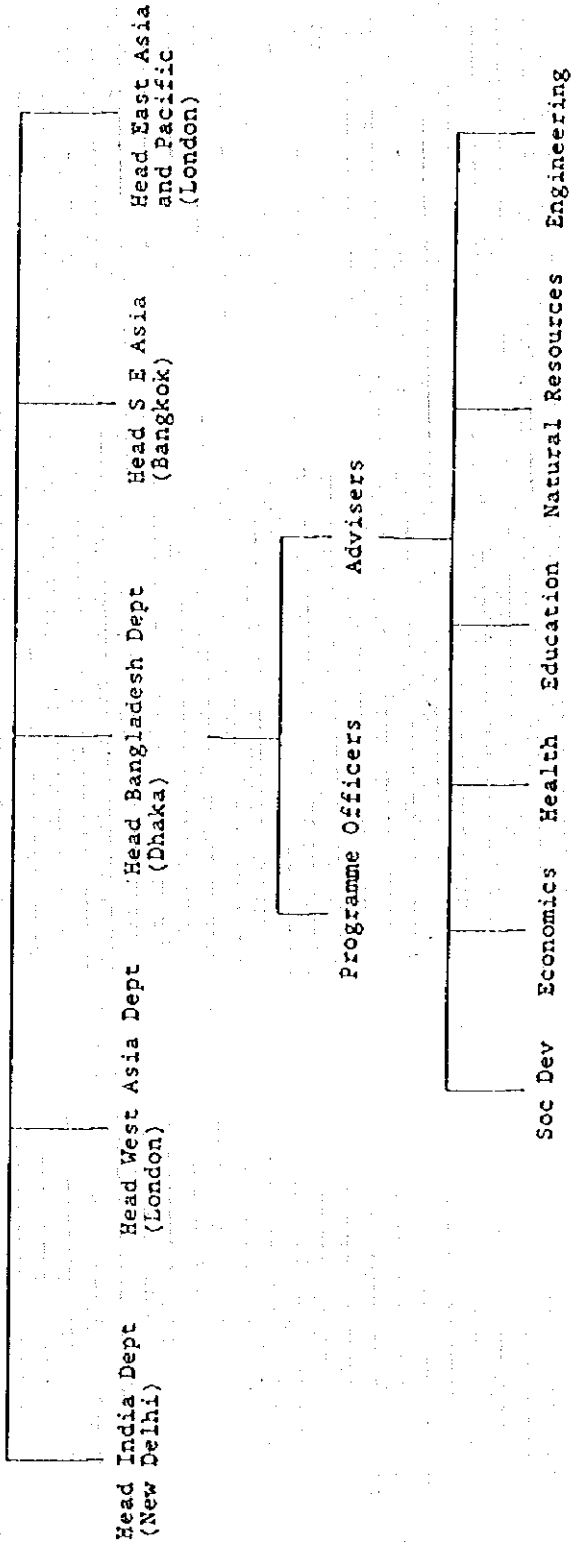
Candidates should be skilled at communicating with people from a wide range of backgrounds and cultures. They should be able to write and speak clearly, concisely and effectively with a good competence at conveying advice and information to non-specialists. They should be able to provide practical advice in a timely fashion.

Candidates should be familiar with the professional management requirements of contracting consultants for particular projects or pieces of work, including identification of appropriate individuals, drawing up terms of reference and providing pre-assignment briefing.

They should be well conversant with those aspects of social theory and practice which are most in demand for the Know How Fund, including formal organisations; social policy, stakeholder analysis; participatory appraisal; NGOs and institutions of civil society, and ethnicity and regional issues. A knowledge of Russian would be desirable.

30.11.94

Director for Asia



CHILDREN: SEEN BUT NOT HEARD IMPLICATIONS FOR ODA'S WORK WITH CHILDREN IN PARTNER COUNTRIES



BARONESS CHALKER'S SPEECH TO ACTIONAID SYMPOSIUM
28 MARCH 1995, ROYAL SOCIETY OF ARTS

ODA

OVERSEAS DEVELOPMENT ADMINISTRATION

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Anyone in the aid community visiting developing countries will recall an all too familiar scene. Hordes of children crowding round the visitor to see or touch her. Harassed project staff shooing them away so that the visitor can get on with the more important business of looking at the development project. Some see children as part of their problem rather than as people able to contribute to the solution. Some see children as invisible in development planning, particularly the many millions who never go to school - or soon drop out. Yet these are the children of the poor whom we are seeking most to help. Helping these children is the key to breaking the inter-generational cycle of poverty and deprivation.

This is why the ActionAid report is so important. I am delighted that ODA funded the study. It is a good example of the policy-related research we seek to support.

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Children as Agents of Development

Simplistic lobbying to ban all child labour is not the answer. This report looks at the reality of poor children's lives. It recognises the vital contribution within the family, the community and the economy. It rightly stresses that children are agents, not just recipients in the development process.

People are certainly sceptical about just how far we can involve children in decision-making. But the report points us in the right direction. Children's drawings, songs and dreams can help us see life from their perspective. The World Bank's Poverty Assessment broke new ground by including children's drawings in the analysis.

It is certainly not easy. The rights and roles of children are viewed differently from one culture to another. And childhood ends as early as 10 years old in some societies.

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Helping Children Break out of the Cycle of Deprivation

First of all we must recognise that there are many millions of economically active children. No one knows how many there are - they are largely invisible to statisticians. They are working on family farms, herding livestock, hauling water and firewood, looking after younger siblings. Some are earning part-time incomes to supplement the costs of their education. Others never see the inside of a classroom. They help support their families through full-time work - as petty traders or apprentices. There is a major, unrecorded economic contribution to society.

And there are the many children who are paid pittances to work long hours in back street factories, with no training or chances of a brighter future. And in the worse cases, children are bought and sold as prostitutes and work as bonded labourers to repay debts incurred by their parents.

Enforcing legislation on child labour is difficult when we know that families depend on the

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income. But we can seek to fund projects which address the health, education and other needs of children in employment. In Bangladesh, the law, prohibiting children under 14 from working in factories and in the transport industry, is frequently broken. ODA supports a local NGO the Underprivileged Children's Education Programme which aims to eliminate child labour. But, in the short term, it recognises that many poor children will need to go on working. The project gives them a chance for education while continuing to earn an income.

Economically active children are a symptom of poverty. Helping such children and their families in the long term can only be achieved by implementing sound and integrated social and economic policies for sustainable development. Everything we do in our aid to developing countries is about helping reduce poverty, by direct or indirect means.

Poverty affects children's lives in so many different ways. It may lead to families splitting up, seeking diverse ways to sustain livelihoods. Apart from the disruptive effect on family life, migration of young adults may mean more work for the children left behind. In the ODA funded Cashew Crop project in Tanzania, we are finding that household labour for clearing cashew plantations is carried out by young children.

Children make a major contribution in the household and in agriculture. Aid agencies must recognise children's contribution and involve them in project planning. This is very challenging. There is so little tradition, both here and overseas, of giving children a voice. But not noticing children can result in project failure:

I learnt recently of a project which introduced rabbit rearing as an income-generating activity in a rural community. The project authorities - very gender sensitive - made sure that women, as well as men, had access to the training sessions on rabbit care. So why were all the rabbits dying? Because it was the children who were given the task of looking after the rabbits and no one had given them any training....

Listening to children means we can help them in other crucial aspects of their lives. For example, in understanding adolescents' values and perceptions about sex. HIV/AIDS and early pregnancies are major problems for boys and girls. They want help which responds to their needs, as they perceive them. We are supporting a number of innovative sex education and health services for adolescents.

Children have rights and we must encourage action to stop exploitation and abuse. Both in the work place and in the home. We all recognise that girl children are particularly vulnerable. Brought up in many societies to remain quiet and docile, their rights and needs are often overlooked. That is why ODA places so much emphasis on access of girls to education, including education in sexual health and the skills for negotiating their sexual relations.

Empowered young women will choose how many children they wish to have - and gain an education to help them find jobs. Moreover, as noted in this year's World Development Report, there is a link between women's increased incomes and a decline in child labour.



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Opportunities for Learning

The most important role for development agencies is to create opportunities for learning. Learning for life rather than just in the formal education system. We know that children learn through the family, through traditional religious teaching, by apprenticeships and by example. We are trying to build on this knowledge in our aid programme - and encouraging projects which relate to children's own reality. Here are some examples:

We are looking at the possibilities of supporting nomad education in Nigeria.

In Malawi, our support to community education includes pre-testing a range of supplementary readers with groups of children, to discover their own preferences.

In a text book project in Kenya, we are talking to publishers to ensure that girls, as well as boys, identify with positive role models in the stories they are given to read.

In Faisalabad in Pakistan, the children who pick waste for a living, and are shunned by other children, are for the first time gaining access to an education which can integrate them into society.

Once children get to school, we are seeking ways to help them stay.

In Andhra Pradesh we are discussing with our Indian partners the feasibility of establishing day care centres next to primary schools - so girls can both attend classes and fulfil their responsibility of looking after their younger siblings.

And again in Kenya, primary school children are actively involved in studies to discover the causes of high drop-out rates. Children are involved in focus group discussions and interviews.

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Children at the Margins

In the past few years we have begun to face up to the horrendous lives endured by street children. The problems they face are enormous. We are supporting projects in many countries in the world which help street children and also supporting the Consortium for Street Children. We will continue to help where we can. But I am conscious that street children, because of their visibility, may detract our attention from the needs of other children. The emphasis of the ActionAid report is on these other children and this where our focus is today.

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Taking the Agenda Forward

The report lists six steps to improving the quality of life of poor children. I welcome all of them.



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- **Improve internal agency policies:** Responding to the needs of children in poverty means taking a cross-sectoral, inter-disciplinary approach. The examples I have given today are all of relatively recent date. They are establishing a trend which I hope will become a standard feature of our assistance to children in poverty.
 - **Create alternative opportunities for poor people:** At the Social Development Summit I emphasised once again the fundamental importance I place on helping poor people realise their economic and social potential. Working in partnership with NGOs is a key ingredient in our direct poverty reducing strategy. And learning together how to do things better. For example, the on-going Action Aid/ODA research on participatory methodologies for assessing the impact of poverty interventions.
 - **Raise awareness and increase involvement:** I am happy to announce that ODA has just accepted an invitation to support the International Working Group on Child Labour (IWGCL). As some of you may know, the IWGCL is a coalition of government donors and NGOs currently undertaking a global study to bring the issue of child labour centre-stage: to influence government policies and programmes; to develop and promote effective strategies for the eradication of exploitative child labour and for the protection of millions of working children around the world. Working children themselves are involved in the design of programmes to improve the quality of their life.
 - **Provide education options for children:** I have already emphasised the importance we place on this, particularly enhanced opportunities for girls.
 - **Ensure better employment conditions:** This is important but has to be done with sensitivity to the needs of children in poverty to earn an income. Applying trade sanctions to countries with child labour is not the right approach. It simply makes countries poorer and the families of poor children worse off. Experience to date shows that a positive approach to assisting and encouraging international labour standards in developing countries is likely to be more effective, efficient and acceptable.

ODA is also currently commissioning economic and social research on labour markets in developing countries. This includes how to improve the bargaining power of vulnerable people, such as children, and advocacy at all levels. I hope today I have demonstrated our commitment to children. I am a well known advocate for Children by Choice not Chance. And I am equally an advocate on behalf of all those millions of children who are born every day into an environment of poverty and lack of opportunity.



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Conclusion

Children are the leaders, decision makers and resource managers of tomorrow. They will inherit the responsibility for meeting the needs of ever increasing numbers of people. Theirs will be the stewardship of the world's resources. During their youth they will acquire from us the knowledge, skills, values and resource base that will decide the sustainability and quality of life in their countries. In an increasingly inter-dependent world it is common sense and common interest to get this right.

ODA

OVERSEAS DEVELOPMENT ADMINISTRATION
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A Five Year Strategy for ODA to Enhance the Status of Women in Nepal

Background

1. One of ODA's strategic objectives is to promote the economic, social political and legal status of women. This is an objective that the Government of Nepal shares. Much has already been achieved within the framework of the existing aid programme. However, because of the particular problems that women face in Nepal ODA has concluded that a specifically designed strategy is needed to guide ODA over the next five years.

Justification

2. The social indicators for Nepal disaggregated by gender are evidence of the challenge faced by women in Nepal. Its Gender Development Index¹ (GDI) of 0.310 puts it among the lowest performers worldwide. Nepal is one of only 3 countries in the world where the life expectancy of women (53 years for women, 54 years for men) is less than that of men. More girls than boys die before the age of five and only half as many complete their primary education. This under-investment in female human resource development is transformed into one of the lowest female literacy rates in the world which in turn presents a significant obstacle to social sector programmes being fully effective.

3. The 1990 Constitution contains Articles that in general terms guarantee women freedom from discrimination because of their sex but observance and enforcement is weak if not non-existent. Even those laws that are designed to protect women's rights such as the law on age of marriage are not enforced. However, two recent decisions by the Supreme Court are evidence of progress. The Court judged that the law on property inheritance should be changed so that women have the same rights as men and further charged the legislature with redrafting within one year all laws pertaining to women's rights so as to reflect the commitment in the 1990 Constitution. The recent formation of a Ministry of Women and Social Welfare also demonstrates HMGN's to providing the institutional capacity to take forward these decisions and other commitments made to improving the status of women.

4. The participation of women in the civil service and in representative bodies is low. Women make up only 5% of HMGN gazetted officers, 3.4% of MPs. Fewer than 1% of local government representatives are women. This low participation of women in political and administrative bodies, combined with a lack of awareness and understanding of the interdependence of gender and development remains a significant obstacle to improving the status of women in Nepal.

5. The complex relationship between the social political, economic and social

¹The GDI is the Human Development Index adjusted for inequalities between women and men. The greater the disparity between women and men, the lower the GDI.

status of women and the development of Nepal will need to be untangled and the critical obstacles removed if the women of Nepal are to stand any chance of benefitting from what general development the country can muster.

6. Notwithstanding the difficulties, the situation of women has improved. In almost all cases the current statistics show modest improvements on the previous decade. There are growing numbers of NGOs, some of which are proving effective at raising the levels of awareness and understanding of gender and development and this will help to pave the way for the development of a more effective and durable set of solutions to the problems that face women in particular and Nepal in general.

The Strategy

7. The overall goal of the strategy is to enhance the political, legal, social and economic status of women status in Nepal. This will be achieved by:

- (i) With the Government of Nepal, identifying areas in which the needs of women are not being met and which are preventing women from realising their full potential.
- (ii) Identifying and designing projects that tackle development problems that are particularly the concern of women.
- (iii) Improving the access of policy makers and programme managers to high quality services and advice on gender and development.
- (iv) When identifying new projects in sectors where ODA is already active, ensuring that the selection and design of the projects, address, as far as is practical, the practical and strategic needs of women.

Purpose

8. An important step to achieving the overall goal is to ensure that public policy, and development projects and programmes in Nepal, are designed and implemented in such a way as to better meet needs of women.

9. In order to achieve this ODA will:

- (i) Finance the development of a sustainable institutional source of high-quality gender planning training and consultancy advice in-country. Once established this service will be available to both HMGN and donor policy makers and programme and project managers.
- (ii) Ensure that existing projects supported by ODA develop, where relevant, a strategy that enables the needs of women to be addressed during project implementation.

- (iii) Ensure that future projects are chosen so as to tackle the strategic and practical needs of women.
- (iv) Conduct regular discussions with the Government of Nepal, other donors, NGOs and research organisations in order to identify policy areas where changes could be made which would have a positive and sustainable impact on the status of women. This discussion will take place in the context of the Platform for Action agreed at the Fourth World Conference for Women at Beijing in September 1995.

Activities

10. Some of the work needed to implement the strategy is already being done by existing SEADD and Embassy staff. Participation in WID donor group meetings and policy dialogue is already being done by the Embassy. This policy dialogue will be informed by the conclusions of the Beijing conference.

11. In SEADD the Social Development Adviser takes part in the formulation of the aid strategy for Nepal and is a member of the SEADD project teams for projects in which women are significant primary stakeholders. At present these include the Nepal-UK Community Forestry Project, the Forestry Research Project, the forthcoming Community Literacy Project and support to Hill Agricultural Research. Current and planned support to civil service reform includes addressing the low number of women working in the civil service. Forthcoming support to the health sector explicitly targets women and steps have already been taken to ensure that project design is gender sensitive.

12. Appointing suitably qualified locally-engaged staff and TCOs to project teams is the first step to ensure that these projects perform well. The next step is for the projects to develop strategies that ensure that what was intended in project design takes place during implementation. Some projects are already developing strategies to ensure that the strategic and practical needs of women are being met. This will continue, until by March 1997 all relevant projects have an agreed strategy that describes how the strategic and practical needs of women will be met.

13. The forthcoming NGO/CBO support project will include activities that will benefit women directly. Attention will also be paid to supporting national and local NGOs and CBOs that have the potential to become effective advocates for women both locally and nationally. Opportunities to influence policy and legislation will be identified. This may consist of earmarking training awards in areas such as policy formation, human rights, legislation and legal drafting. The Embassy and SEADD will between them identify and consider supporting opportunities to help HMGN enact legislation that helps them to fulfil obligations made in multilateral fora.

14. Institutional development support to HMGN organisations will include measures to promote the employment of women and to ensure that, where appropriate, gender planning capacity is strengthened.

15. The lack of good quality locally-based gender training and advice has proved to be a significant constraint to supporting projects which wish to improve their performance with respect to women. An important additional activity that will be undertaken will be the establishment of a sustainable in-country resource that will provide these services. This project will be identified by April 1996.

16. ODA's capacity in-country to identify opportunities and to analyse and review HMGN policy changes is limited. This will be strengthened by ensuring that the proposed gender planning training project includes the provision of advice to the Embassy and SEADD.

17. Detailed guidance on how projects can address the needs of women is given in the publication *Guide to Social Analysis for Projects in Developing Countries*.²

Monitoring

18. The Social Development Adviser based in SEADD will have overall responsibility for pursuing the strategy, and for proposing any modifications that may be necessary.

² HMSO, 1995.

Logical Framework

Narrative Summary	Measurable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
Goal			
1. Enhanced political, legal, social and economic status for women in Nepal.	1. Relevant indicators on women improve	1. Embassy reports; World Bank and UNDP reports.	
Purpose			Purpose to Goal
1. Policy, projects and programmes in Nepal designed and performing to better meet the needs of women.	1. Within 5 years, relevant ODA projects possess a policy statement concerning gender planning within their objectives and monitor progress towards this on a regular basis. 2. Other projects using strengthened gender services. 3. HMGN policy changes.	1. SDA report on Nepal WID strategy; annual summary PIMS reports; CSP for Nepal; visit reports by Sectoral Advisers.	1. Nepal economy continues to grow.
Outputs			Outputs to Purpose
1. In-country gender planning expertise strengthened.	1. Gender project fully operational by end 1996. Cost to be determined.	1. 1st Annual report of Project.	1.4. Women's lobby in Nepal continues to organise; other donors articulate their gender policy; HMGN Policy on women does not become less committed; ODA remains committed to enhancing the status of women.
2. Where relevant, existing ODA projects have a WID strategy by 1996/7.	2. Logical frameworks modified to show gender strategy; periodic project reports.	2. Project Reports, Advisers' visit reports, PIMS.	
3. New projects identified for Nepal portfolio selected and designed with needs of women.	3. Increase in % of projects scoring 1, 2, or 3 for PIMS WID marker.	3. PIMS data	
4. Policy areas where changes could be made which would have a positive and sustainable impact on the status of women identified.	4. Reporting of outcomes of policy discussions.	4. Embassy reports.	
Activities			Activities to Outputs
1. Identify, design and implement a gender planning training project.	£50,000 for project identification and design.		
2. Gender advice provided to project managers to develop project-related WID strategies.	2. No additional costs covered by existing project allocations.		
3.1 TORs for project identification and design screened by SDA. 3.2 SDA input into CSP and sectoral strategies. 3.3 Policy dialogue with HMGN and other donors on WID during official contact with HMGN and other donors, with particular emphasis on the conclusions of the Beijing conference.	3. No additional costs.		

*Participatory Design and Monitoring
of Reproductive Health Projects:*

Tools and Methods

An extract from
A draft document prepared for the
Overseas Development Administration
by
Kirstan Hawkins
Centre for Development Studies
University of Swansea
Dec 1995

5. SUMMARY OF KEY QUESTIONS

The following key questions should be asked to strengthen participation at the different stages of the project cycle:

Project Stage	Key Questions
Project Identification	<ul style="list-style-type: none"> • How do culturally defined gender roles and gender relations influence reproductive health and access to services? • How is fertility and the demand for children perceived. How is this influenced by gender relations and economic conditions? • What impact do existing socio-economic conditions have on sexual and reproductive health? • What are the cultural contexts of sexuality and how does this affect sexual and reproductive health? • How are sexual and reproductive health needs perceived by different groups in the community? • What are the main sexual and reproductive health needs that have been identified by different groups in the community? How might these most effectively be met?
Appraisal	<ul style="list-style-type: none"> • Do project objectives adequately address needs and constraints identified in the social analysis? • Are project outputs the most appropriate ones for meeting the needs identified? • Are project activities the most appropriate and effective ones for achieving project outputs? • Are project inputs appropriate to meeting the felt needs of beneficiaries?
Implementation (Output-Purpose)	<ul style="list-style-type: none"> • How does the project (supplies, social marketing, family planning, reproductive health) contribute to increased choice of services/methods among the target group? • How does the project contribute to increased accessibility and acceptability of services to the target group? • Are services affordable to the target group. Are the poorest groups excluded from using services? • Is quality of care ensured through the safe and acceptable provision of services? • Is the project contributing to increased awareness of clients through the provision of accurate and appropriate information? • Do service providers identify and respond to the differential needs of clients? • Is the programme meeting clients' perceived sexual and reproductive health needs?

<p>Monitoring Impact (users' and potential users' perspective)</p> <p><i>Choice exercised by users' and potential users:</i></p> <p><i>Clients' perceptions of acceptability and accessibility of services</i></p> <p><i>Cost of services</i></p> <p><i>Safety and acceptability of methods and continuity of supplies</i></p> <p><i>Information provided to clients</i></p> <p><i>Communication with provider</i></p> <p><i>Identification of other family planning and reproductive health needs and integration of services</i></p>	<ul style="list-style-type: none"> • What are the key factors/ who are the key people influencing clients decision to use or not use family planning/reproductive health services? • How do current users perceive the choice of methods of available to them? • How do non-users perceive the choice of services/fertility control methods available to them. • How appropriate is the current delivery of services to locally identified needs and context? • Are there any elements of service delivery identified by clients which contribute to usage and continuation of services? • Are there any barriers identified by users and non-users which contribute to non-use or discontinuation of services? • What are the financial, opportunity and social costs to clients of services, and what is the willingness to pay among different socio-economic groups in the community? • What are the financial, opportunity and social costs which lead to non-use or discontinuation? • What are the perceptions of both users and non-users of the safety and acceptability of different fertility control methods available? • What are users' and non-users' perceptions of the reliability and availability of methods? • What are users' and non-users' main information needs? • How are these needs being met? • How do clients perceive their communication with service providers? • How could client provider communication be improved? • What are users'/potential users' identified sexual and reproductive health needs? • Are there other sexual and reproductive health needs of clients which are not currently being met by services?
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