


No. 2

Technical cooperation toward upgrading technical levels of rural women ...

Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries

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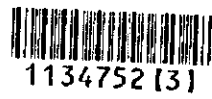




**Technical Cooperation Toward
Upgrading Technical Levels of Rural Women
in Developing Countries**

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PREFACE

In recent years, the importance of the role of women in development (often referred to as WID issues) has become widely known internationally. Increasingly, emphasis is being placed on the necessity of implementing technical cooperation to promote the participation of women (and other socially and economically disadvantaged groups) as active promoters of development, by correctly positioning them as the rightful beneficiaries of development.

In this light, JICA conducted study and research on "Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries" for three years from 1991 to 1993 in accordance with the proposals made in the report of the Study Group for Assistance by Area (Women in Development) implemented in 1990. This was to contribute toward the implementation of desirable cooperation in the area of agriculture by covering women. This study and research consisted of (1) local overseas surveys centered around an exploration of the present state of women in farming and rural life in developing countries and cooperation provided by international agencies and foreign countries, and (2) domestic study projects to clarify such matters as the type of technical cooperation and the cooperation guidelines which can be implemented by Japan in this area, based on the experience with agricultural extension and living improvement projects in Japan.

Through a two-year project starting from 1994 "Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries (Phase II)," JICA has, through consignment to the Association for International Cooperation of Agriculture and Forestry, promoted development of rural survey techniques emphasizing WID and the gender viewpoint in a bid to contribute toward technical cooperation in the area of agriculture, as well as the examination of related project formation, monitoring, and evaluation techniques.

This report is a compilation of the results of the examination of the monitoring and evaluation techniques based on WID and the gender viewpoint in agriculture and forestry cooperation for the second year of the study project (Phase II).

We hope that this report will be widely utilized by the relevant concerns as a reference.

Lastly, we would like to express our sincere gratitude to the members of the study committee and the working group led by Dr. Mitsugi Kamiya, President of the Food and Agriculture Policy Research Center, who provided guidance and cooperation with this study project, as well as to the relevant personnel of the Ministry of Foreign Affairs and the Ministry of Agriculture, Forestry and Fisheries.

March 1996

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INTRODUCTORY NOTE

One can still recall that before and after the Fourth World Women's Conference held in Beijing in September 1995, phrases such as "women's empowerment," "gender equality," and "reproductive health/ rights" were often found in many newspapers and magazines. Accurate understanding of their meaning aside, it is true that these phrases became something closer to ourselves. And every time this type of international conference was held such as the World Human Rights Conference in 1993, the International Conference on Population and Development in 1994, the Social Development Summit in March 1995, and the Fourth World Women's Conference in September of the same year, many people must have recognized that activities by women in the conferences have become more conspicuous. In the process of such a series of global conferences, women have now steadily acquired power and become actors indispensable to the process of conferences. Certainly, such a tendency has strengthened, and the circle of such activities has been expanding. We have also deepened our understanding regarding women's social status and their labor which is not properly rewarded. Yet, as a matter of fact, how much has the situation been improved?

This year marks the second year of "Phase II" of "Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries" which the Association for International Cooperation of Agriculture and Forestry has been conducting through consignment by the International Cooperation Agency (JICA). After the elapse of five years since "Phase I," the project has finally reached a phase of approaching the problem in specific ways and discussing the methodology for evaluating changes in the situation from the social/gender viewpoint. In the process, we have learned much and deepened our understanding on socioeconomic activities of rural women, and numerous restrictions hampering their activities and improvement of their social status. Moreover, by learning the experiences of international agencies and other developed countries, we have also accumulated knowledge on how to approach the issue. And based on such information and knowledge, we have made several proposals regarding how to approach the issue, form projects, and implement them. At the same time, however, the more we get to know actual conditions, the more closely we have perceived how difficult it will be to take specific measures for improving the situation.

Today, as major issues in socioeconomically developing the less developed countries, eradication of poverty and conservation of the environment and ecosystems are strongly being recognized. In the past efforts to develop rural areas in developing countries, too much importance had been attached to mobilization of specific resources through transfer of capital and technology from outside, resulting in wider disparity in wealth. Also, in this process, rural women found themselves in a passive position, and were more often victims than beneficiaries. Development activities focusing on the WID or gender viewpoint have been designed to draw out the potential capacities of rural women who tend to be placed in a passive position, and induce them to actively participate in the development process. Hopefully, these activities thereby lead to activating of the area as a whole and improving the living standard in general rather than developing only certain strata or areas.

In improving the overall living standard in rural communities, it is necessary to know the area's actual conditions particularly those of access to and control over the resources available therein. Nevertheless, it must be said that adequate information has not always been supplied on how women

who are most deeply involved in living and subsistence production use such resources, how they allocate labor to productive and reproductive activities, and how their family income is formed and consumed. This was the reason why we had strongly maintained the necessity of grasping actual conditions in the area covered, particularly of baseline surveys as the first step in forming a project for enhancing the level of rural life in general. It was also the reason why in this "Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries (Phase II)," we tried to establish techniques for baseline surveys and examine techniques for monitoring and evaluating the project implementation and its results by hypothesizing the process of forming and implementing projects (WID-integrated projects) which would make women and the other socially weak participate in and benefit from the development projects.

Last year which was the initial year of the "Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries (Phase II)," we mainly concentrated on examination of rural survey techniques with the addition of the gender viewpoint, and through trial application of such techniques to basic surveys in Indonesia, reported on how to wrestle with the baseline survey as a basis of project formation and implementation. This year which is the second year, we chose a task of examining monitoring and evaluation techniques with emphasis on the social/gender analytical viewpoint as a result of implementing development cooperation projects. In an effort to pursue this theme, we decided, based on on-going projects and those which had just been completed, to explore how women were involved in them, and whether and how their society has changed from the gender viewpoint. This report discusses the results of examination based on these cases, and how to evaluate them within the project cycle. However, these cases had originally been started without WID or gender orientation, but in the process of their implementation the realization that the role of women could not be ignored made those projects be so managed as to take into consideration impacts of both women's social activities and the projects themselves. Although the report, therefore, may not be maintained to be sufficient in fully measuring the results and effects of projects we have tried to point out problems according to the nature of respective projects.

Further, in the process of examination this year, experts in diverse fields analyzed and examined matters to be taken into account in evaluating how for the implementation of various development projects is achieving the goal of empowering rural women, i.e. 1) spread of farming technologies and living techniques, 2) improvement of nutrition in relation to labor force reproduction, 3) changing awareness among farmers, 4) grasp of transformation of farming and living systems, and 5) PCM (project cycle management) evaluation systems. The outcome of such examination by experts has been reflected in this report.

By synthesizing the foregoing examination results and the finding from the basic survey (Nepal) conducted by the JICA this year, this report will discuss some problems to note in monitoring and evaluating cooperation projects from the social/gender analytical viewpoint.

What must first be pointed out is the meaning of the baseline survey. Without knowing realities of what values the men and women living in rural areas are finding in the resources available to them and how they are using them, it will be difficult to grasp their true needs in improving their life. Suppose they have means to keep down a negative effect on the benefit to their life, then even if they have opportunities to attempt something that might affect it favorably, they will likely give priority to the former. In other

words, securing the benefit to their daily life will perhaps take precedence over running the risk of a new income-earning opportunity. Many of the development programs introduced from outside are designed to actively improve the present situation, and add some incentives so that such programs could be implemented. It is true that to grasp the present conditions is indispensable in formulating such programs, but it is by no means sufficient to explore their values and attitudes which underlie those present conditions. The baseline survey we are talking about can be said to be something to prepare for the sufficient conditions in establishing programs. Of course, such a survey plays the role of a benchmark in measuring socioeconomic changes, and to repeat it is over time also necessary in the process of project implementation.

Where there are many people having common needs, they need to be organized to prompt themselves to set to work for fulfilling such needs. Likewise, there is probably a need for a motivator to create the organization, and advisers to provide both necessary information for determining the direction and technical advice. This is the reason why both governments and NGOs will require are persons capable of giving precise information and leading people. In monitoring and evaluation to verify how people adapt to such organization-building and information will play a major role. It will become an important point of evaluation to clarify changes in people's attitudes and living behavior by accumulating the foregoing studies on the basis of baseline surveys.

Moreover, regarding the monitoring and evaluation techniques which comprise this year's task, the following problems may also be pointed out. Among them is the gender viewpoint regarding the project activities. When the element of participation by residents particularly women has been incorporated into project activities, it matters whether the best use is made of such element. In other words, it matters what impact this is having, but not whether this is being implemented as planned. In the case of monitoring, the degree of the progress in the project activities or the program will be mainly discussed, but it will not always mean the degree of proximity to the goal. This is because in approaching the goal, it often becomes necessary to revise the course of the program by taking account of changes in given conditions.

Usually, even if the cooperation projects implemented by Japan target the mass of farmers, projects for, say, technology transfer are designed to be carried out either through counterparts who are the recipient countries' government officials or through specially selected persons. When participation by residents or organization of women are important components, however, there may be cases where it is more appropriate to execute projects through volunteer activities by NGOs which know better the local circumstances and residents' feelings. This is because acting closely with NGOs is probably instrumental in grasping more directly changes in the people's awareness, etc.

We have so far discussed how to position the baseline survey, monitoring, and evaluation in the project flow by taking up several problems based on case analysis and findings from local basic surveys. These problems are points to be taken into account in the process of formation and implementation of gender-oriented rural development projects (GORDEPs). This report which can be referred to as a summary of "Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries (Phase II)" clarifies a number of problems by discussing how to position the monitoring and evaluation in this GORDEP project cycle.

CASE STUDIES FROM AMONG AGRICULTURAL AND FORESTRY DEVELOPMENT PROJECTS

– Toward Development of Monitoring and Evaluation Techniques Based on the WID and Social/Gender Viewpoint –

Case studies in the report in Japanese on which this English version is based are made up of: 1) an afforestation and extension project in the northeast of country T; 2) an agricultural extension advisers training center project in country M; 3) a swine raising extension project in country H; and 4) recapitulation. The present report excerpts and summarizes 1), 3), and 4).

1. AFFORESTATION AND EXTENSION PROJECT IN THE NORTHEAST OF COUNTRY T

This project directly aims to promote social forestry in the northeastern region. Specifically, it is designed to recover the natural environment by promoting tree-planting activities by local residents of both sexes (mainly farmers) themselves, and at the same time to enhance their living standards through harvesting of forestry products for their own consumption and related economic activities.

A. Circumstances behind Incorporating the Social/Gender Viewpoint

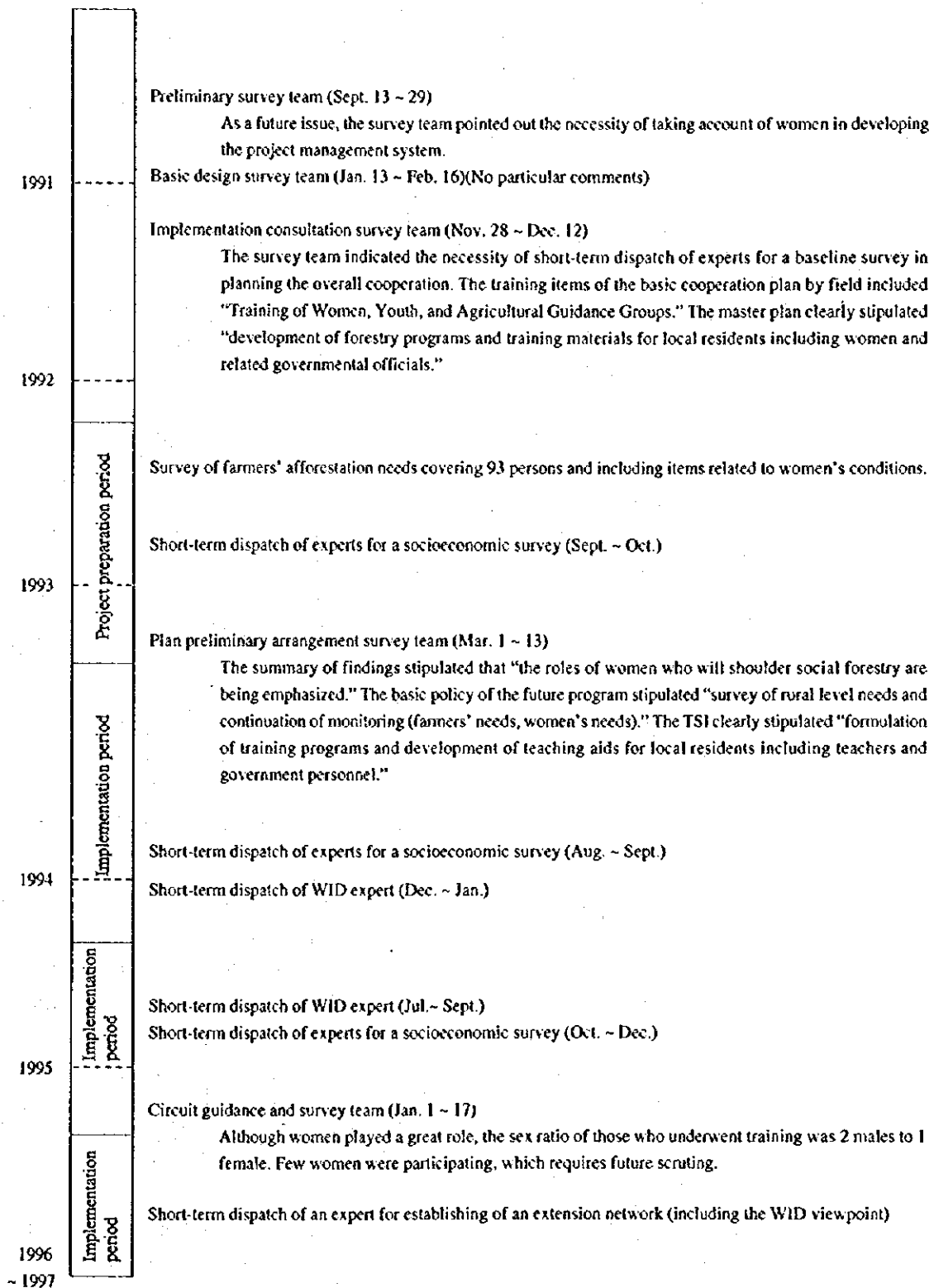


Figure 1. Reporting and Activities Related to the Social/Gender Viewpoint in the Afforestation and Extension Project in the Northeast of Country T

(1) Preliminary Phase

Figure 1 has put together the social/gender-related descriptions found in the report, etc., of this project. As can be seen, in the phase of the preliminary survey the necessity of "taking account of women in developing the project management system" was pointed out. As the preliminary survey report states, the priority items of the OECD/DAC in the 1990s included "emphasis on women in development" in addition to "participation by residents," "anti poverty measures," and "participation by NGOs." In terms of the relationship between each item and the project, the project was executed in the forms of participation by individual farmers and farmer groups in afforestation and village forests, or "participation by residents," and also as an anti poverty measure. Since the project took a part of the project for greening the Northeast of country T, it adapted to "anti poverty measures," and because women were playing various important roles on the village level as well as in the activities of individual farm households, the necessity of "emphasizing women in development" as an object of training and extension was pointed out. That the "participation by NGOs" would be taken into account from the project planning phase was also stipulated. From the foregoing, it can be seen that in starting this project, the OECD/DAC's aid priorities were greatly reflected in its conception.

However, the fact that description regarding women came to be included in the report of the preliminary survey was not so much due to the influence of the OECD/DAC, as because the preliminary survey team recognized differences in the roles played by men and women in social forestry and hence the necessity of taking up their respective needs. This could also be inferred from the fact that few other projects started around the same time incorporated the social/gender viewpoint from the phase of the preliminary survey. The reason why the survey team members were highly aware of the necessity of introducing the social/gender viewpoint, was that they had personal opportunities for listening to explanation on WID, or had recognized the necessity of grasping the gender-based needs and conditions from their past experience.

The report of the implementation consultation survey pointed out the necessity of a baseline survey in the overall program. The implementation of a baseline survey has been regarded as the first step of the WID-orientation in a "Guidebook on WID-Orientation," which states that the WID-orientation is made possible by including survey items whereby to grasp the gender-based roles and needs. The reason why the necessity of the baseline survey was pointed out was basically that social forestry was carried out amid the daily rural life. Given its nature, it was essential to this project to grasp what roles and activities male and female farmers really performed in their daily life, respectively.

(2) Implementation Phase

As the necessity of a baseline survey was pointed out in the report of the implementation consultation survey, in June 1992 the project carried out a survey of afforestation needs among male and female residents with the cooperation of experts on long-term assignment and counterparts. The detailed survey findings will be mentioned later. The fact that the survey items included "women's roles" and "male and female participation in decision-

making" seemed to be a manifestation of the experts' intentions to explore women's roles and consciousness and reflect them in the project.

In addition to the above needs survey, the project in its implementation phase introduced the social/gender viewpoint through utilization of experts on short-term assignment. During the period until January 1996, such experts in the socioeconomic field were dispatched thrice, a WID short-term expert twice, and an expert on extension network once.

To introduce the social/gender viewpoint into the project, it is necessary not only to understand the roles and activities of men and women in the society concerned, but also to take into account the gender viewpoint in grasping the socioeconomic conditions of the society as a whole. At present, bilateral aid agencies such as the U.S. Agency for International Development (USAID) and the Canadian International Development Agency (CIDA) are making efforts to incorporate the gender viewpoint in the question items of socioeconomic surveys. Such socioeconomic surveys, however, are not generally practiced in Japan. Also, working instructions to short-term experts in charge of the socioeconomic field often do not indicate the incorporation of the gender viewpoint.

At any rate, in light of the fact that not much gender differences could be found in the survey conducted in 1992 under the project instead of the results of the survey conducted by experts in the socioeconomic field at the inception of the project, it was decided later to dispatch a short-term WID expert. Interestingly enough, a survey by a WID expert was requested because gender differences could hardly be found. Experts, whether women or men, have difficulties in implementing a social/gender survey unless they have undergone special training in gender analysis. Yet it tends to be misunderstood that the social/gender survey can be carried out by anyone since it concerns the very familiar issue of men and women. It is interesting to note that the project sees the social/gender survey as a specialty area.

Under this project a WID expert was invited twice with due consideration for the fact that the living conditions might be different between the rainy and the dry season. To understand the life of residents in the project area, it is desirable to monitor throughout the year. If this is not possible, however, it is necessary to monitor at least both climatically good and bad seasons. In this sense, to have invited a WID expert twice under this project was worthwhile.

Afterward, a short-term expert on extension network was invited. This was because it was judged to be more important to establish an extension network including the WID viewpoint which was one of the TSI issues, let alone concluding the WID survey. As it turned out, in this project actually the same short-term WID expert who conducted the previous WID survey took charge of this work. In order to make the gender viewpoint be reflected in the project, it is necessary to understand the society concerned in detail by conducting a social/gender analysis. However, if the results of such analysis are actually to be utilized somehow, the viewpoint must be reflected in (or integrated into) the project activities. In this sense, it is interesting to note that, as it turned out, short-term experts

were invited with a view to integrating the social/gender viewpoint in the project activities.

B. Project Responses-Introduction of the Social/Gender Viewpoint

We have thus far discussed how the social/gender viewpoint was introduced into the project. Roughly speaking, the introduction was attempted through 1) the survey of afforestation needs implemented in the project, and 2) employment of short-term WID expert. The following section examines how these attempts were actually reflected in the project.

(1) Implementation Phase - 1: Survey of Farmers' Needs

As mentioned above, at the inception of the project, the expert group in the field in cooperation with counterparts grasped both the present state of forests and forestry in the region covered by the project, and the afforestation needs of farmers who would shoulder social forestry.

The survey was implemented by centering on four provinces M, U, Y, and N in the region covered by the project. The survey covered 93 male and female residents selected by the counterparts. Among them, 12 (13%) were female farmers. In this survey, items related to "women's roles" and "women's voice in decision-making" were added halfway. Respondents to these items numbered 63. The question items covered by the whole survey are shown in Table 1, and those related to women, in Table 2.

While the results of this survey have been summarized in the "Questionnaire Survey and Results of Afforestation Activities in the Rural Areas of the Northeast of Country T," the survey results on women's roles can be summed up as follows.

Women not only handle many jobs in their homes but are highly involved in farm work. It appears that they have the somewhat stronger say about housework and planting of crops. They have a large share in managing their household economy, too. They are also participating in many afforestation activities. They do play an important role particularly during the period from preparation for planting to caring for planted forest.

Regarding the selection of respondents and the analysis in this survey, the short-term WID expert has commented that the inclusion of women in the survey respondents "can be evaluated as a manifestation of the awareness on the part of the project of wishing to know women's consciousness and incorporate them into the project." She has also commented that "ideally, increasing the number of female respondents (such as farmers, teachers, and leaders of women's groups) and showing the results by gender could have clarified differences between men's and women's knowledge, attitudes, and opinions." The project staff also self-criticized that the number of respondents was small, or that in implementing the survey, there was a tendency to select persons who were relatively highly aware of the need for afforestation. As a lesson for the future, they have pointed out the importance of steering the project with good understanding of inter regional differences (e.g. ne population distribution) in the concerned region.

We referred to "the survey plan for project implementation" regarding how these surveys were specifically reflected in the subsequent project activities. The survey findings relating to women seemed to have been reflected in a statement that "the project emphasized the roles of women," and in the reference

to "formulation of training programs and development of teaching aids for local residents including women and government personnel" in forming a tentative schedule of implementation (TSI). Also, after implementing the survey, a study tour for women's groups was implemented in M province, which implies the perception on the part of the project staff of roles of women distinct from those of men.

Table 1. Questions in the Survey of Afforestation Needs

Main survey items	Questions
1. General items	<ol style="list-style-type: none"> 1. Name, sex, and age 2. Family composition 3. Main energy source 4. Annual income (agricultural and other) 5. Farmland area, cultivated crops, and their yield
2. About forests	<ol style="list-style-type: none"> 1. Recognition and understanding of roles of forests 2. Yes/no to afforestation experience, its reasons, planted tree species and planting methods 3. Success/failure of afforestation and its reasons 4. Perception about use of waste land 5. Availability of unused land and wishes for its use
3. About trees	<ol style="list-style-type: none"> 1. Names of known trees 2. How to secure firewood 3. Knowledge of eucalyptus 4. How to use eucalyptus 5. Perception about planting of eucalyptus 6. Yes/no to wishes for substitutes for eucalyptus
4. Farm forests	<ol style="list-style-type: none"> 1. Yes/no to wishes to plant trees 2. Purposes of planting trees 3. Desired area of land on which to plant trees 4. Desirable species and number of trees to be planted 5. Period until felling 6. State of land for planting sites 7. State of land for planting trees 8. Availability of means of transporting planting stocks 9. Effect of farm work on tree planting work
5. Village forests	<ol style="list-style-type: none"> 1. Yes/no to wishes to plant trees in a group, and their reasons 2. Presence/absence of a group in which you can plant trees 3. Availability of land for group planting of trees 4. Purposes of planting trees 5. Desired area of land on which to plant trees 6. Desirable species and number of trees 7. Period until felling 8. Form of ownership of land on planting sites 9. State of land for planting trees
6. Project-related items	<ol style="list-style-type: none"> 1. Do you know that the Royal Forestry Agency is distributing planting stocks? 2. How did you know it? 3. Yes/no to wishes to make small nurseries in the village 4. Technicians needed in the village 5. Presence/absence of forestry associations 6. Whether or not does the agricultural cooperative carry out forestry-related activities? 7. Presence/absence of volunteers carrying out activities in the village
<p>Note: Number of respondents by type: 46 male farmers (49%), 14 teachers (15%), 12 female farmers (13%), 7 priests (8%), 5 village leaders (5%), 9 others (10%).</p>	

Source: "Questionnaire Survey and Results of Afforestation Activities in the Rural Areas of the Northeast of Country T," March 1993, afforestation and extension program in the Northeast of country T.

Note: This table has put together the questionnaire items in the above report. Regarding passages whose meaning was not clear, we referred to the questionnaire written in the T language.

Table 2. Questions Relating to Women's Roles

Women's work	<ol style="list-style-type: none"> 1. What is their work in their homes? 2. What is their main work? 3. What is their special work?
Women's voice in decision-making	<ol style="list-style-type: none"> 1. Who are doing the following kinds of work? <ol style="list-style-type: none"> 1-1. Reproductive activities (childcare, cleaning, cooking) 1-2. Productive activities (rice culture, upland farming, employment) 1-3. Other work (such as cloth making) 2. Who is managing the household economy? 3. Who is making decisions on farm work?
Women's roles in tree-planting activities	<ol style="list-style-type: none"> 1. What roles are women playing in farm forests? 2. What roles are women playing in village forests?

Source: Same as above

(2) Implementation Phase - 2

As mentioned earlier, one short-term WID expert was invited in each of the rainy and dry seasons under this project. The guidance provided by the first short-term WID expert included the following items:

- (i) Guidance to counterparts in the WID and gender field;
- (ii) Guidance to cooperation volunteers in the WID and gender field;
- (iii) Compilation of the social/gender analysis techniques and survey results in the project area; and
- (iv) Explanation of the project cycle management techniques.

The guidance to the counterparts and cooperation volunteers in (i) and (ii) was provided in the form of OJT of accompanying the social/gender analysis and survey in (iii) conducted by the short-term expert and doing the analysis together. The PCM was carried out in the form of a workshop involving Japanese experts.

The social/gender analysis covering 23 farmers (12 male and 11 female) in five villages in the concerned area, concluded that (1) there were no marked gender differences in terms of use of forest resources and the impact of the extension activities, and that (2) in extension activities in particular, differences due to disparity in wealth and land size were greater than gender ones. On the other hand, (3) regarding training opportunities, it pointed out factors hampering women's participation and the fact that few women participated. Under its specific proposal, it set forth training methods which would promote women's participation. In addition, it pointed out the need to activate existing women's groups for promoting women's participation, and to see to it that the training opportunities would be widely extended to the poor, both male and female, alike.

The contents of the guidance provided by the second short-term WID expert were as follows:

- (i) Social/gender analytical survey on the use of and needs for forest resources;
- (ii) Gender training of cooperation volunteers;
- (iii) Possibility of using existing networks for promoting participation by residents; and
- (iv) Possibility of providing local project staff with gender training.

The social/gender analytical survey in (i) was carried out in an effort to take over the previous dry season survey and grasp the relationship between forest resources and life in villages during the rainy season. Regarding (ii), four volunteers were provided with one-day gender training in the form of case studies using video tapes on topics "What is the gender viewpoint?," "Why is this viewpoint necessary?," and "How should the gender viewpoint be reflected in activities?." Concerning (iii) and (iv), information was gathered by going around the related organizations.

As in the case of the first dry season survey, the social/gender analysis covering 43 farmers (21 male and 22 female) in five villages in the concerned area did not reveal marked gender differences in terms of use of and needs for forest resources, but pointed out that there were greater differences based on disparity in wealth and land size. For example, when selecting tree species, economically poor respondents tended to prefer fruit-bearing trees.

As regards the extent of participation by men and women in training, the analysis during the rainy season again indicated few women having participated therein. On the other hand, it was pointed out that the training did not only give women an opportunity to acquire new knowledge and information, but also afforded them an opportunity to become aware of the possibility of improving and enhancing themselves and the village life. As men went to work away from home, those women who came to play greater roles in the village strongly stressed the need to participate in the training.

The analytical survey submitted the following six specific proposals:

- (i) Conducting a detailed needs survey in each village;
- (ii) In implementing training, making arrangements for facilitating women's participation;
- (iii) To induce male and female villagers to participate of their own will by respecting dialogs with villagers;
- (iv) Further promotion of school forests;
- (v) Implementation of gender training or participatory development training for the benefit of the local staff; and
- (vi) Utilization of existing networks to facilitate participation by male and female villagers.

It was further pointed out that (i) and (ii) were the most important and that after securing these two points, (iii) would have an important meaning as a setting necessary to

promote social forestry. Also listed were (iv) as an attempt having a great educational effect, (v) as an effective support in the technical aspect, and (vi) as something to play a complementary role in promoting the needs survey in (i) and the dialog with villagers in (iii).

Regarding the foregoing proposals, the Japan Overseas Cooperation Volunteers (JOCVs) later conducted a survey of tree needs in specific villages in M province through community organizers (COs) hired from among residents. While the detailed contents of this survey are not available, since the short-term expert has provided these JOCVs with WID/gender training, it might be expected that some degree of social/gender viewpoint had been incorporated in the survey method and selection of respondents.

Also, as to the background against which arrangements were deemed necessary for facilitating women's participation in the training, the future need was pointed out to examine a helping hand to female trainees who had to come with their children. Regarding the number of trainees, however, in selecting the trainees in the farmers' course, the magnitude of the possible impact of the results of training on the surrounding areas was taken into account, with the result that those who were 30 to 50 years old and held certain responsible positions in the village were made eligible. As a result, it has been reported that even in U province where there used to be many female trainees, the percentage of women decreased. This means that things went in a different direction from the proposal made by the short-term WID expert that women's participation should be promoted because "women not only play large roles in social forestry, but their roles will become even more important as the possibility for men to work away from home will increase in the future." While we cannot draw any conclusions until we see the actual conditions, many projects which had neglected the social/gender viewpoint were not able to grasp the realities of the society they covered and so sometimes failed by simply reasoning that "people in responsible positions in the village" could exert influence on the village, and that merely providing these people with information could produce effects. Of course, participants in training differ depending on the training contents and objectives, so that it is not possible to evaluate the propriety of the social/gender viewpoint in the project merely for the simple reason that the number of women decreased. For that matter, it seems necessary to monitor how to proceed in the future.

In addition, the implementation of school forests has been actively incorporated in the project. Specifically, as a FY1995 project, the development and operation of village forest by NGOs as organizers were planned, and such village forests were developed in two places in M province. The training for the benefit of local training staff has been implemented since FY1994 in the form of participating in a five-day course at S university in B city. It has been reported that in 1995, training of NGO staff (selected from among 90 persons from 10 organizations) has been implemented.

C. Examination of Problems Relating to Project Responses

The project's local experts' perception about the social/WID viewpoint can be assumed to be relatively keen. In order to reflect the social/gender viewpoint more effectively, however, it

is necessary to examine a number of problems, which are listed below:

- Introduction of the social/gender viewpoint requires utilization in experts in social/gender analysis. It will be counterparts and local experts, however, that actually have the survey results reflected in the project activities. After having the counterparts and local experts fully understand why it is necessary to introduce the social/gender viewpoint into their work within the project, therefore, the sharing of roles among them should be clarified.
- Moreover, the counterparts and local experts should examine the monitoring and evaluation inclusive of the social/gender aspects. Then the program should be formulated. The results of the PCM conducted by the first short-term WID expert may well be utilized.
- Japan does not have much experience of monitoring and evaluation from the social/gender viewpoint. Therefore, efforts should be made to share the information as much as possible by recording the state, problems, and tasks of monitoring and evaluation in documents.

In many respects, this project seems to give suggestions to other social forestry projects. If that experience is to be better utilized, the following can be pointed out as well:

- Invite a social/gender expert in the project preparation phase and, as the case may be, have a social/gender expert on long-term assignment participate therein.
- In inviting a social/gender expert in the project preparation phase, have other experts understand that the social/gender expert needs collaboration from other experts. This should make it possible to incorporate the social/gender viewpoint more concretely in the project activities.

2. SWINE RAISING DEVELOPMENT PROJECT IN COUNTRY H

The swine raising development project in country H is not a WID-integrated project incorporating the WID and social/gender viewpoints from the phase of project planning and formation. In the process of project implementation, however, the need to incorporate these viewpoints came to be recognized. Hence, the incorporation of the said viewpoints was examined in the interim evaluation by a short-term WID experts dispatched.

A. Issues Examined

(1) From the Social/Gender Viewpoint

In the evaluation based on the WID and social/gender viewpoints, the project promoters decided to reexamine the following questions. First, whether was the project targeting only certain beneficiaries such as male groups or medium and large swine raising farmers, or not? Second, even if medium farmers who could provide some degree of care were to be selected as recipients of improved swine, what kind of activities should be carried out at present through the project by taking account of the future possibility (i.e., the major goal of "promotion of swine raising in country H"), so that farmers now raising swine on a small scale could grow to medium-scale raisers, or so that even backyard raisers could become small-scale raisers who could afford to have hogpens and provide necessary, if not sufficient, care? Third, while in the case of small raisers women were mainly responsible for raising swine, what would be effective extension methods meant for such women?

Because the JICA does not have standardized methods yet as to what monitoring and evaluation from the social/gender viewpoint means and how they should be done (i.e. the meaning and methods of the gender orientation in its projects), they still remain to be personal and subjective trials.

(2) Monitoring and Evaluation by Residents/Beneficiaries and Sustainable Development

The quantitative evaluation say, how many of the planned training activities were actually implemented, is readily understandable. However, the qualitative evaluation, for instance, how much effect the activities had on achieving the project goal and autonomous development, or on direct and indirect beneficiaries (or actors who would implement the project activities and sustain activities for social development after project completion), or how much internalized effects they had, were inevitably liable to become subjective rather than objective for various reasons. In other words, although it is possible to make a numerical evaluation by means of indicators, it is difficult to evaluate to what degree a certain technology was extended to the residents or to what degree that transferred to the counterparts was internalized. Among those reasons are: 1) despite a series of monitoring activities consuming time, no provision has been made of the personnel necessary for those activities including development and guidance of appropriate monitoring techniques (suitable for the country's society and culture and diverse groups' educational background and understanding), monitoring exercises, presentations, compilation, and suggestions for the future; 2) data shortage; and 3) shortage of time needed to acquire necessary data for evaluation.

Moreover, the evaluation was made by the experts, counterparts, and survey team members on the project site, and its results were reported to the advisory committee located in the capital. And opinions and needs of the residents and students who had actually received training and guidance, as well as the beneficiaries' responses as to how they were making use of the transferred technology and knowledge in their swine raising, and how they grasped it, were left out altogether. Consequently, there was no feedback from the project staff to the extension clientele and other beneficiaries. In other words, perhaps is it not only when these beneficiaries acquire the ability to monitor and evaluate their swine raising, and only when the project staff grasp it (i.e., not merely how the swine raising technology was improved, but how the clientele are grasping this fact) and feed it back, and examine the goal step by step together with the beneficiaries and support it, that the autonomy and possibilities of general residents who will be beneficiaries are gradually cultivated? For example, in the present circuit guidance and survey, we inspected a village covered by the previous rural survey. In a household in which a woman was raising swine, she succeeded in mating, and regarding the care during pregnancy, she did not mix up the administration of vitamins with insectifuges as she had done in the previous year, and was cultivating in her fields sweet potatoes and other crops recommended in the training for improving the nutrition of swine. The nutrition of pregnant swine had been improved, bearing nine piglets, and thus she was very happy. In contrast, there was also a farm

household in which a woman was raising swine, but malnutrition adversely affected the sow's estrus, was not successful in mating, and she neither knew the reasons nor how to improve the situation in the future. Mere extension or training would make it difficult to evaluate the true project effects. Yet, it would also be impossible for the project staff to monitor all of the effects. If the project activities and their effects are to continue even after project completion, perhaps it would be essential for the extension clientele and the recipients of technology transfer to monitor by themselves.

How to carry out the participatory monitoring will become a future issue of projects aiming at sustainable development.

(3) Future Examination Topics toward Monitoring and Evaluation Incorporating the Social/Gender Viewpoint

In the future, the following issues should be examined in order to ensure effective achievement of project goals and the monitoring and evaluation from an appropriate WID or social/gender viewpoint deemed effective and indispensable in sustaining the project.

a. Rural surveys for monitoring and evaluation

How can the combination of the baseline survey technique presented in the basic survey in Indonesia and the social/gender analytical techniques be utilized in project formation, planning, implementation, and evaluation?

b. Enrichment of the PDM (logical framework) matrix and incorporation of the social/gender viewpoint

c. Consistency between the PDM (logical framework) matrix and the detailed plan framework

d. Voluntary participatory monitoring and evaluation techniques for sustainable development (development of techniques whereby each project's participants can monitor and evaluate their activities)

e. Feedback systems based on the results of monitoring and evaluation

f. Other issues and items examined in the project

Qualitative evaluation, standardization of the monitoring and evaluation techniques used in JICA projects, and spread inside the JICA

If an appropriate gender viewpoint is not incorporated in the participant analysis, problem analysis, goal analysis, determination of project activities, and targeting of beneficiaries using the PCM technique, the gender viewpoint will also be excluded from the PDM (project design matrix) which forms the basis of monitoring and evaluation. This will make difficult appropriate project monitoring and evaluation from the gender viewpoint.

In preparing PCMs and PDMs, therefore, perhaps it is desirable to gather the necessary information by conducting baseline and social/gender surveys beforehand so that the gender

viewpoint can appropriately be taken into account when preparing the PCM. In particular, it would be ideal if you could conduct the participant analysis in detail, reveal the beneficiaries' diversity, have these survey results reflected in analyzing problems and goals, clarify the project targets, and thus prepare the PDM by incorporating an appropriate gender viewpoint.

Concerning the monitoring and evaluation, changes generated by project implementation will be monitored and evaluated. As their criterion, the JICA has started an attempt at evaluation by introducing the logical framework (PDM) and based on the five items determined by the DAC (i.e. this degree of goal achievement, efficiency, adequacy, autonomous development, and effects).

Attempts to incorporate the PCM technique in the planning phase, prepare the PDM, and have it reflected in the plan have been carried out in recent years. In not a few cases, however, it is unavoidable to prepare the PDM as a follow-up to on-going projects. Without an enriched PDM matrix, it is difficult to monitor and evaluate projects. For the sake of proper monitoring and evaluation, it is desirable to enrich the PCM/PDM.

In the case of circuit guidance and interim evaluation of the present swine raising development project in country H, the PDM (logical framework) matrix and the detailed plan framework were not consistent so that inconveniences occurred during evaluation. A confusion occurred because the PDM items (major goals, project goals, activity results, and activities) did not correspond with the items of the detailed implementation plan (items, activity contents, achievement goals) which had been prepared by the plan arrangement survey as a basis of future monitoring and evaluation. When a PDM or a logical framework is prepared as a follow-up to an on-going project, perhaps it will be necessary to reorganize the detailed plan. This will necessitate modifying the currently used framework of the detailed plan into one which agrees more with the logical framework (the framework of the detailed implementation plan currently used, the framework revised in the interim report and used, and the new framework are separately attached). It is desirable to ensure the consistency between the PDM (logical framework) matrix and the framework of the detailed plan.

Hence, conducting the baseline survey inclusive of the social/gender viewpoint in the discovery and formation phase, implementing the PCM, preparing the PDM, and formulating the detailed implementation plan by incorporating in the input part the social/gender viewpoint proposed in the baseline survey will lead to future monitoring and evaluation from the gender viewpoint. Such cases, however, are still few inside the JICA. It will be necessary to scrutinize the method of incorporating the gender viewpoint as a follow-up to on-going projects and the method of monitoring and evaluation from the gender viewpoint as well.

If the activities are to be implemented and sustainable development is to be ensured even after project completion, it will be desirable for the beneficial residents to acquire the ability to monitor and evaluate their own activities and appropriately feed back. To this end also, it will be necessary during the project cooperation period to examine

appropriate techniques so that the residents and other persons concerned can monitor and evaluate, and plan the extension activities. Likewise, there is a need to explore development of residents' participatory monitoring and evaluation techniques.

The monitoring and evaluation techniques prescribed by the Evaluation and Supervision Division of the Planning Department have not widely spread inside the JICA. As a result, there is a tendency for confusion to occur as in the present interim evaluation because the definition and concept of evaluation items are not identical. As attempted in this examination project, it will be necessary in the future to promote standardization of the monitoring and evaluation techniques and extend inside the JICA the monitoring and evaluation methods promoted by the Evaluation and Supervision Division through holding training courses and seminars.

B. Proposal: Possibility of Introducing the Social/Gender Viewpoint in the Future Monitoring and Evaluation - The Ideal Flow of the Project Cycle from the Viewpoint of Monitoring and Evaluation

In addition to the case of the project for developing swine raising, we have briefly summarized lessons and issues including several attempts so far carried out regarding appropriate monitoring and evaluation techniques from the social/gender viewpoint. We would like to present alternative plans for possible monitoring and evaluation methods as future materials of examination.

The plans are shown as Plan 1 (Table 3) and Plan 2 (Table 4) titled "Flow of Project Cycle for Monitoring and Evaluation by Incorporating the Social/Gender Viewpoint." These assume project-type technical cooperation in the field of agriculture. Plan 1 assumes the case of "projects formulated by incorporating the social/gender viewpoint," and Plan 2, "projects in which the social/gender viewpoint is incorporated in the course of project implementation."

These two cases were assumed for the following reasons. The ideal pattern of projects is to incorporate the social/gender viewpoint from the phases of item discovery and formation, formulate the activity plan with due consideration to the appropriate social/gender viewpoint in the planning phase, and during project implementation, monitor and evaluate the state of achievement of tasks and goals given to each of the concerned persons (residents, counterparts, experts, persons in charge of the project at the headquarters, and other cooperating persons), feed back based on the results, and revise the activities and other inputs where necessary. However, because it is only recently that the importance of the social/gender viewpoint came to be discussed, in many cases it is unavoidable to incorporate the viewpoint by dispatching short-term WID experts as a follow-up to ongoing projects. In consequence, the way of incorporating the social/gender viewpoint differs between the two cases. Therefore, we have examined the matter separately as Example 1 and Example 2.

The concept which we tried to represent using these tables is that the formation of monitoring and evaluation techniques which are appropriate from the social/gender viewpoint needs to be discussed in terms of a series of flow of project cycle of discovery and formation, planning, implementation, and evaluation. In this flow, we attempted to examine when to incorporate the social/gender viewpoint in the project, implement the baseline survey for this purpose, apply the PDM, formulate the detailed implementation plan, monitor, and evaluate; and from what

kind of social/gender viewpoint the project should be monitored and evaluated with a view to generating greater benefits to a wide range of beneficiaries.

Example 1 The Case of Projects Formulated by Incorporating the Social/Gender Viewpoint (Table 3)

This is an ideal flow. The baseline survey is implemented in the discovery and formation phase. Its survey items have been arrived at by incorporating 1) the analysis presented in "Manual on Social/Gender Analysis Techniques" published by the JICA's General Training Center for International Cooperation based on an analysis technique originating from the Harvard analysis technique into 2) the comprehensive survey of rural life presented in the report "Basic Survey for Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries (Indonesia)" compiled by the JICA's Agricultural Development Survey Department.

While in many cases only one researcher was dispatched in the past preliminary surveys or long-term surveys, it is desirable to dispatch a team composed of plural researchers (enabling formation of more than one pair of male and female members) as in the case of basic surveys. While the duration will vary according to the contents of the project and the size of the covered area, it is desirable to conduct a field survey for around a week in the covered area. Instead of the existing preliminary survey framework of two weeks to one month, a framework of a long-term survey of two to three months will be more feasible, effective, and appropriate.

The PCM is to be introduced in the next phase. By identifying diverse participants based on the above survey results, in-depth participant analysis, problem analysis, and goal analysis are to be conducted. In this case, if it is difficult for all of the project participants to participate, persons who are familiar with the above survey results should be in charge of and speak for WID and the socially weak. By thus incorporating the social/gender viewpoint in the PCM, it becomes possible to include the viewpoint of women and the socially weak in the problem and goal analyses, select projects, and target the project's beneficiaries, and thereby form WID or social/gender-oriented projects.

After selecting the project, the PDM matrix is to be prepared. On that occasion, appropriate social/gender consideration should be given, and the WID and gender-related activities necessary for achieving the priority goals and project goals should be formulated. The matrix is often prepared by one person, and what was proposed in the survey or the PCM are sometimes difficult to be reflected in the activity items and expected results. For this reason, the person in charge of WID should screen each case, and incorporate the project activity items and expected results necessary for appropriate social/gender consideration. This is an important work because these become evaluation items in the subsequent monitoring and evaluation.

Based on the above matrix, a detailed implementation plan consistent with the PDM should be formulated. In the detailed implementation plan (alternative plan), each PDM item is made the table's item. The implementation period, person or agency in charge, and other input items and shares should be clarified. When carrying out residents' participatory monitoring and evaluation, in view of the project's sustainability, it is desirable to include in its format a series

of activity items related to monitoring and evaluation such as "development of appropriate monitoring and evaluation techniques," "training in and extension of monitoring and evaluation techniques," "implementation of monitoring," "compilation of results," and "reflection in and revision of the next activity plan."

Monitoring and interim evaluation are carried out while the project is being implemented. It is desirable for not only experts and counterparts but extension advisers and beneficial residents (including rural women) who are the clientele of extension to monitor issues and activities from their own standpoints, and tabulate and feed back the monitoring results.

The interim evaluation should be carried out from the viewpoint of the degree of achieving goals, implementation efficiency, and the plan's appropriateness based on the results of the above monitoring, other reports, consultation with the concerned persons, and inspection. The evaluation should be made not just from the viewpoint of how much specific social/gender-oriented activities were carried out; to what extent concrete results were achieved in line with the social/gender consideration given in the planning phase and given specific shapes; to what degree such consideration contributed toward achieving project goals; and to what extent the input produced results. But also the evaluation should cover how effective those activities were in achieving the goals, then clarify the issues and points requiring improvement, and reflect them in formulating of the next period's plan. It is desirable, where necessary, to revise the PDM and the detailed implementation plan.

It is preferable to conduct the baseline survey again after project completion and gather data on changes in the rural life and gender. This will provide necessary data for evaluating how much effect the project had on social development and how much it changed the gender conditions in the concerned society.

The evaluation covering a completed project is called *ex post facto* evaluation.* A baseline survey is conducted once again after five to ten years, and the evaluation is made from such angles as to what degree the project is being continued after completion, whether the technologies extended to the residents are being utilized, and what kinds of change (e.g. rural life, gender, etc.) have occurred in the concerned society.

Example 2 Project in Which the Social/Gender viewpoint Is Incorporated in the Course of Its Implementation (Table 4)

Regarding projects in which the social/gender survey has not been carried out in the project discovery, formation, and plan formulation phases, rural surveys embracing the social/gender viewpoint are conducted even while the project is being implemented. Based on their results, the project outline and indicators within the present logical framework are reviewed and remodeled in concrete terms. It is desirable to prepare the PDM after introducing the PCM. If this is not possible, however, it will be easy to see that based on the results of the baseline

* Usually it is done in three to five years after project completion. But since the evaluation by country must wait until a number of projects have been completed, the *ex post facto* evaluation may sometimes be carried out after ten years.

survey, the specific social/gender items are incorporated in the existing PDM and detailed implementation plan. Under the monitoring and interim evaluation one should evaluate if these revised or added activities or inputs were carried out (i.e. to what degree specific social/gender consideration was given). One must also discuss how they effective and appropriate were.

The flow of the evaluation after project completion is the same as that of Example I.

The project for developing swine raising in country H came truly under this example. In terms of the flow of the project cycle, during project implementation a baseline survey comprising the social/gender survey was conducted. While the PCM was not conducted, a simple goal analysis was attempted. Based on the survey results, gender items were added to the existing PDM (prepared by dispatched experts), and it was set forth what kind of social/gender consideration should be added to the already planned activities. Based on the PDM, the desirable evaluation criteria in the project for developing swine raising in country H have been defined and are shown in Table 5.

Table 3. Flow of Project Cycle for Monitoring and Evaluation by Incorporating the Social/Gender Viewpoint (Plan 1)
 (Assuming a project-type technical cooperation in the agricultural field)

Example 1: Project Formulated by Incorporating the Social/Gender Viewpoint from the Beginning

Phase	Evaluation	Implementation items	Figures and images	Examples for type of work																																																																																																																																																																											
Discovery and formation		<p>Baseline survey</p> <p>Implementation of a survey by adding social/gender analytical items to the items of the comprehensive rural life survey presented in the report "Basic Survey for Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries (Indonesia)".</p>	<p>Survey items</p> <p>Rural survey</p> <ul style="list-style-type: none"> Household member cards (ethnicity) Cards of family members away from home Household occupation Survey of agricultural production and management Access to basic living resources Catalog survey of living resources Sketches of house and its surroundings Survey of living hours Survey of farmers Life history <p>Social/gender analytical techniques</p> <ul style="list-style-type: none"> Economic activities by gender (productive and reproductive activities) Access to and control over resources and benefits by gender Needs by gender Analysis of contributing limiting factors to the project 	<p>Basic survey</p> <p>Preliminary survey</p> <p>Long-term survey</p>																																																																																																																																																																											
		<p>PCM implementation</p> <p>Based on the results of the baseline survey, participation is encouraged and analysis (participant analysis, problem analysis, goal analysis) is done from the viewpoint of the socially weak such as minorities, the poor, and rural women.</p>	<p>PCM goal analysis (example)</p> <p>Priority goal: Promotion of the rice raising industry</p> <p>Project goal: Establishment of supply of improved rice seeds</p> <p>Results: <ul style="list-style-type: none"> Grasp of the actual condition of rice raising Transfer of breeding and improvement technology Transfer of raising and management technology Transfer of live stock hygiene technology Economic of appropriate rice raising technology to general agriculture </p> <p>Inputs: <ul style="list-style-type: none"> Expert (long/short term) Acceptance of farmers Equipment and materials Counterparts (LPG) Facilities </p> <p>Selection of project</p>	<p>Preliminary survey</p> <p>Long-term survey</p>																																																																																																																																																																											
Planning		<p>PCM/project design</p> <p>From the standpoint of what kind of social/gender viewpoint will be more effective in achieving the development goals, specific activity, result, indicator, and input items are set up.</p> <p>The indicators serve as criteria of evaluating the future degree of achievement, hence the importance that of their incorporating the social/gender viewpoint.</p>	<p>Preparation of matrix</p> <table border="1"> <thead> <tr> <th>Project summary</th> <th>Indicators</th> <th>Means of acquiring the indicator data</th> <th>External conditions</th> </tr> </thead> <tbody> <tr> <td>Priority goal WHY What the project is all about</td> <td>HOW Indicators of why to judge if the goal was achieved</td> <td>WHERE Source of data necessary for evaluating the project</td> <td>WHAT External conditions important in achieving the goal</td> </tr> <tr> <td>Project goal WHAT What is to be achieved after project completion</td> <td>HOW Indicators of why to judge if the goal was achieved</td> <td>WHERE Source of data necessary for evaluating the project</td> <td>WHAT External conditions important in achieving the goal</td> </tr> <tr> <td>Results WHAT What are to be achieved through project activities</td> <td>HOW Indicators of why to judge if the goal was achieved</td> <td>WHERE Source of data necessary for evaluating the project</td> <td>WHAT External conditions important in achieving the goal</td> </tr> <tr> <td>Activities HOW Which activities the project makes the target achieve its goals</td> <td>Inputs Project costs (fuel, vehicles, equipment and materials, responses, etc.)</td> <td>Outputs Project costs (fuel, vehicles, equipment and materials, responses, etc.)</td> <td>WHAT External conditions important in achieving the goal</td> </tr> </tbody> </table>	Project summary	Indicators	Means of acquiring the indicator data	External conditions	Priority goal WHY What the project is all about	HOW Indicators of why to judge if the goal was achieved	WHERE Source of data necessary for evaluating the project	WHAT External conditions important in achieving the goal	Project goal WHAT What is to be achieved after project completion	HOW Indicators of why to judge if the goal was achieved	WHERE Source of data necessary for evaluating the project	WHAT External conditions important in achieving the goal	Results WHAT What are to be achieved through project activities	HOW Indicators of why to judge if the goal was achieved	WHERE Source of data necessary for evaluating the project	WHAT External conditions important in achieving the goal	Activities HOW Which activities the project makes the target achieve its goals	Inputs Project costs (fuel, vehicles, equipment and materials, responses, etc.)	Outputs Project costs (fuel, vehicles, equipment and materials, responses, etc.)	WHAT External conditions important in achieving the goal	<p>Preliminary survey</p> <p>Long-term survey</p>																																																																																																																																																							
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	<p>Formulation of detailed implementation plan</p> <p>Each of the above PCM items are placed in the table on the right. The implementation period, persons and agencies in charge, and other inputs and shares are clarified.</p> <p>When carrying out residents' participatory monitoring and evaluation in view of the project's sustainability, the plan to be formulated includes the related activities in the activity items (e.g. development of appropriate monitoring and evaluation techniques, training in and extension of techniques, implementation, summary of results, feedback, etc.)</p>	<p>Alternative detailed implementation plan</p> <table border="1"> <thead> <tr> <th rowspan="2">Items of project</th> <th rowspan="2">Indicators</th> <th rowspan="2">Activities</th> <th colspan="5">Implementation period</th> <th rowspan="2">Date</th> <th rowspan="2">Person responsible</th> <th rowspan="2">Person responsible</th> <th rowspan="2">Person responsible</th> </tr> <tr> <th>1st</th> <th>2nd</th> <th>3rd</th> <th>4th</th> <th>5th</th> </tr> </thead> <tbody> <tr> <td rowspan="3">I</td> <td>I-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>I-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>I-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="3">II</td> <td>II-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>II-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>II-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="3">III</td> <td>III-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>III-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>III-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="3">IV</td> <td>IV-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>IV-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>IV-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="3">V</td> <td>V-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>V-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>V-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	Items of project	Indicators	Activities	Implementation period					Date	Person responsible	Person responsible	Person responsible	1st	2nd	3rd	4th	5th	I	I-1										I-2										I-3										II	II-1										II-2										II-3										III	III-1										III-2										III-3										IV	IV-1										IV-2										IV-3										V	V-1										V-2										V-3										<p>Participatory survey</p> <p>Planning management survey</p>
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Project implementation

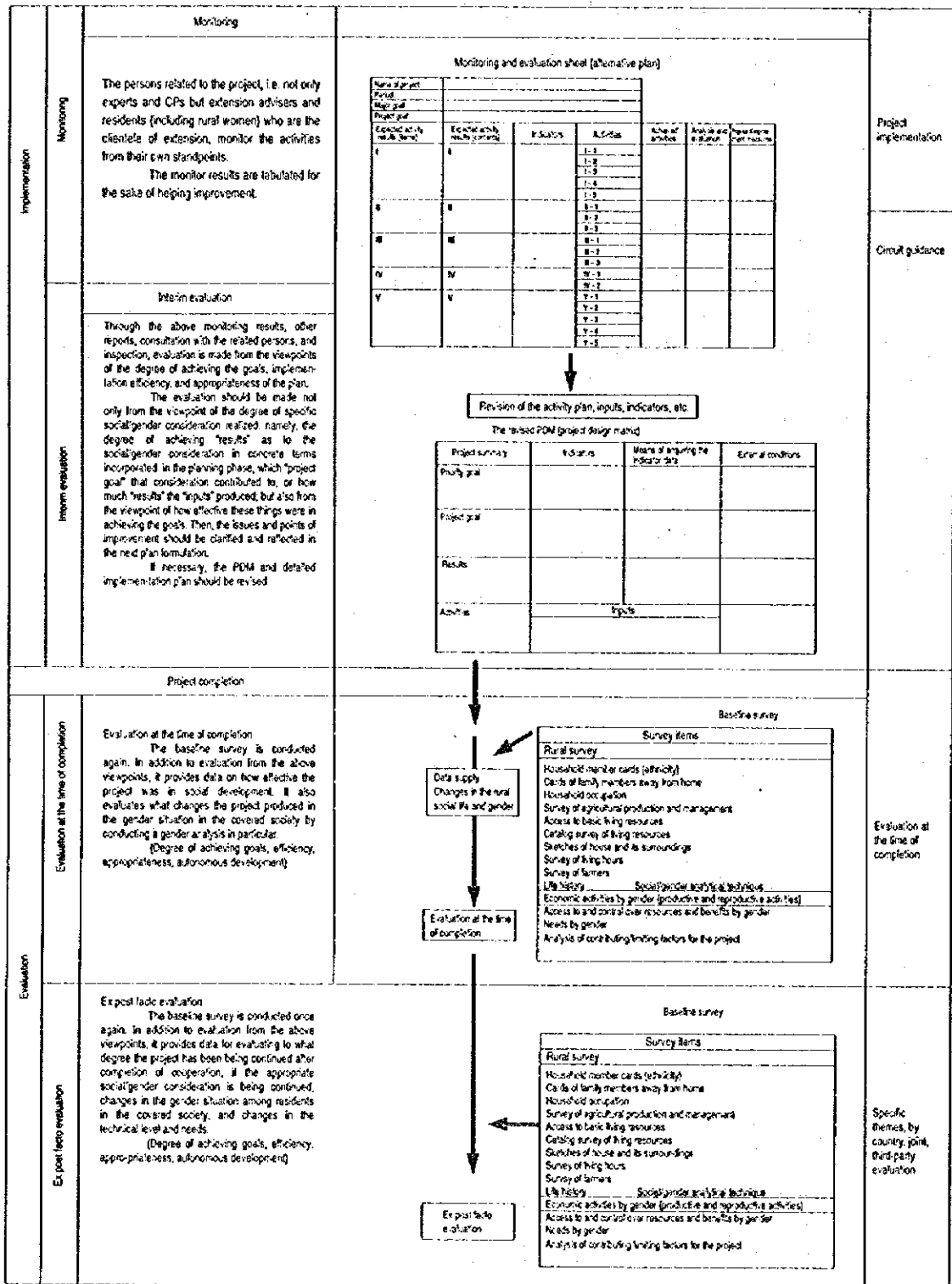


Table 4. Flow of Project Cycle for Monitoring and Evaluation by Incorporating the Social/Gender Viewpoint (Plan 2)
(Assuming a project-type technical cooperation in the agricultural field)

Example 2: Project in Which the Social/Gender Viewpoint Is Incorporated in the Course of Its Implementation

Phase	Evaluation	Implementation Items	Figures and Images	Examples for Types of work																																																																																																																																																																																																																				
During project implementation		<p>Implementation of a survey by adding social/gender analytical items to the items of the comprehensive rural life survey presented in the report "Basic Survey for Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries (Indonesia)"</p>	<p>Baseline survey</p> <div style="border: 1px solid black; padding: 5px;"> <p style="text-align: center;">Survey items</p> <p>Rural survey</p> <ul style="list-style-type: none"> Household member cards (ethnicity) Cards of family members away from home Household occupation Survey of agricultural production and management Access to basic living resources Catalog survey of living resources Sketches of house and its surroundings Survey of living hours Survey of farmers Life history Social/gender analytical technique Economic activities by gender (productive and reproductive activities) Access to and control over resources and benefits by gender Needs by gender Analysis of work being/being factors for the project </div>	<p>Short-term dispatch of experts Local survey using the budget for education and extension activities</p>																																																																																																																																																																																																																				
		<p>Implementation of PCM</p> <p>Based on the results of the baseline survey, participation is encouraged and analysis (participant analysis, problem analysis, goal analysis) is done from the viewpoint of the socially weak such as minorities, the poor, and rural women.</p>	<p>PDM goal analysis (example)</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>Priority goal</p> <p>Promotion of the same making industry</p> </div> <div style="text-align: center;"> <p>Participant analysis</p> <p>Problem analysis</p> <p>Goal analysis</p> </div> <div style="text-align: center;"> <p>Social/gender viewpoint</p> </div> </div> <p>Project goal</p> <p>Establishment of seeds of crop production</p> <p>Results</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>Grasp of the actual condition of the making</p> </div> <div style="text-align: center;"> <p>Transfer of basic agrarian improvement technology</p> </div> <div style="text-align: center;"> <p>Transfer of sowing and management technology</p> </div> <div style="text-align: center;"> <p>Transfer of the seed type & technology</p> </div> <div style="text-align: center;"> <p>Extension of appropriate sowing technology to general agriculture</p> </div> </div> <p>Inputs</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>Events (agricultural)</p> </div> <div style="text-align: center;"> <p>Acceptance of farmers</p> </div> <div style="text-align: center;"> <p>Equipment and materials</p> </div> <div style="text-align: center;"> <p>CFs</p> </div> <div style="text-align: center;"> <p>Facilities</p> </div> </div>	<p>Short-term dispatch of experts Local survey using the budget for education and extension activities Implementation by the project staff</p>																																																																																																																																																																																																																				
		<p>PDM project design</p> <p>From the standpoint of what kind of social/gender viewpoint will be more effective in achieving the development goals, specific activity, result, indicator, and input items are set up.</p> <p>Or, when carrying out the existing PDM activities and inputs, the items representing concrete social/gender viewpoints should be added.</p>	<p>Preparation, revision of, or addition to matrix</p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th></th> <th>Priority goal</th> <th>Specific social gender viewpoint</th> <th>Industry</th> <th>Specific social gender</th> <th>Means of acquiring the technology</th> <th>External conditions</th> </tr> </thead> <tbody> <tr> <td>Priority goal</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Project goal</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Results</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Activities</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>		Priority goal	Specific social gender viewpoint	Industry	Specific social gender	Means of acquiring the technology	External conditions	Priority goal							Project goal							Results							Activities							<p>Preliminary survey Long-term survey</p>																																																																																																																																																																																	
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	<p>Formulation of detailed implementation plan</p> <p>The concrete way of consideration should be described by either newly preparing a PDM from the social/gender viewpoint based on the foregoing baseline survey and PCM, or by introducing social/gender items in the existing detailed implementation plan.</p> <p>When carrying out residents' participatory monitoring and evaluation in view of the project's sustainability, the plan to be formulated includes related activities in the activity items (e.g. development of appropriate monitoring and evaluation techniques, training in and extension of techniques, implementation, summary of results, feedback, etc.)</p>	<p>Revision or addition</p> <p>Alternative detailed implementation plan</p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th rowspan="2">Type of crop</th> <th rowspan="2">Major goal</th> <th rowspan="2">Project goal</th> <th rowspan="2">Expectation/Result</th> <th rowspan="2">Industry</th> <th rowspan="2">Activity</th> <th rowspan="2">Start/End month</th> <th colspan="3">Pre-implementation period</th> <th rowspan="2">Date</th> <th colspan="2">Monitoring and evaluation</th> <th colspan="2">Monitoring and evaluation</th> </tr> <tr> <th>Start</th> <th>End</th> <th>Period</th> <th>Start</th> <th>End</th> <th>Frequency</th> <th>Responsibility</th> </tr> </thead> <tbody> <tr> <td rowspan="4">I</td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td>1-1</td> <td>1-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>1-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>1-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>1-4</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="4">II</td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td>2-1</td> <td>2-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>2-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>2-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>2-4</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="4">III</td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td>3-1</td> <td>3-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>3-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>3-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>3-4</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="4">IV</td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td>4-1</td> <td>4-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>4-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>4-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>4-4</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td rowspan="4">V</td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td rowspan="4"></td> <td>5-1</td> <td>5-1</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>5-2</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>5-3</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>5-4</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	Type of crop	Major goal	Project goal	Expectation/Result	Industry	Activity	Start/End month	Pre-implementation period			Date	Monitoring and evaluation		Monitoring and evaluation		Start	End	Period	Start	End	Frequency	Responsibility	I					1-1	1-1									1-2								1-3								1-4								II					2-1	2-1								2-2								2-3								2-4								III					3-1	3-1								3-2								3-3								3-4								IV					4-1	4-1								4-2								4-3								4-4								V					5-1	5-1								5-2								5-3								5-4								<p>Implementation by the project staff</p>
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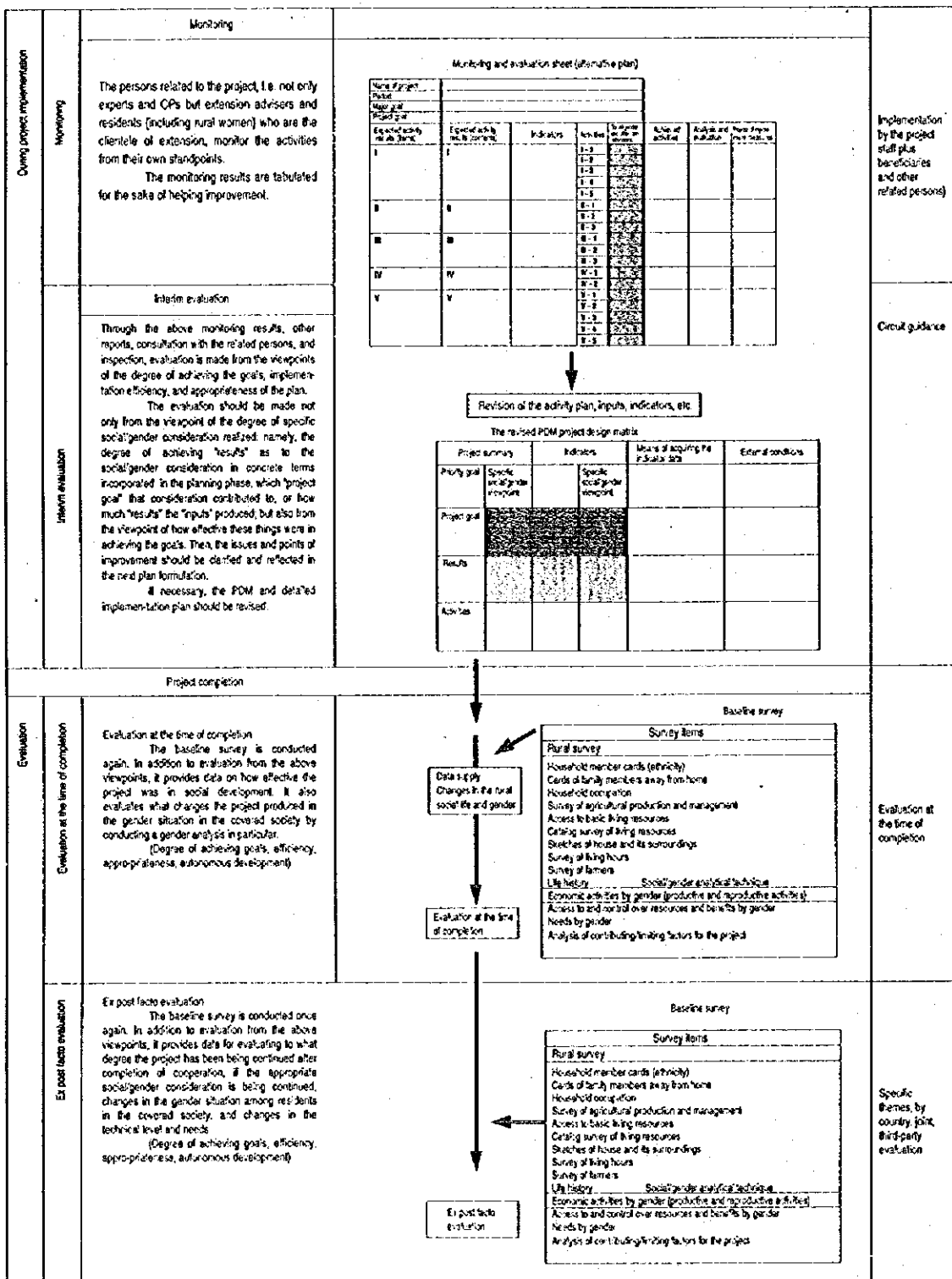


Table 5. Swine Raising Development Project in Country H

<p>Autonomous development</p>	<p>Has country H secured the swine raising center facilities, equipment maintenance expenses, and personnel expenses? Are the activities for transferring and extending appropriate swine raising technology being continued? Is the transferred swine raising technology being used by ordinary farm households?</p>	<p>Social/gender viewpoint</p> <ol style="list-style-type: none"> 1. Is each target group encouraged to participate from an early phase in light of the gender situation in the covered area? 2. Has each target group understood the project goal and development objective, and are both sexes participating in the decision-making process? 3. Are the target groups' observation and viewpoints being incorporated in the monitoring and evaluation, leading to
<p>Long-term continuation of project</p>		
<p>Appropriateness</p>	<p>Is the goal of promoting swine raising by establishing the system for supplying improved breeds through extension of technology to ordinary farm households in line with country H's national development plan? Does it meet the needs of the end beneficiaries? In the course of project implementation were there changes which might affect the project? How did the project cope with such changes?</p>	<p>Is the way the WID or social/gender orientation has been incorporated in the project consistent with the country's national development plan, macro WID policies, the WID policies in the field covered, and the present conditions of the concerned society?</p>
<p>Project direction and efficacy</p>		
<p>Effects</p>	<p>To what degree did the system of supplying improved breed of swine established through extension of breeding, raising, and hygienic technologies contribute toward promotion of swine raising in country H or otherwise development of the circumambient areas? Did the system help improve the present condition of rural women and life?</p>	<ol style="list-style-type: none"> 1. Does the project implementation has any possibility of negatively affecting the covered society or specific social groups? 2. If yes, what are the measures to prevent or minimize the negative effects?
<p>Other effects of the project</p>		
<p>Biological achievement</p>	<p>How appropriate is the extension of the breeding, raising, and hygienic technology to establishing the system for supplying improved breed of swine?</p>	<ol style="list-style-type: none"> 1. Can the socially weak such as women, the poor, and minority groups benefit from the project?
<p>Degree of achieving the project goal</p>		
<p>Implementation efficiency</p>	<p>To what degree were surveys and technology transfer carried out, and to what degree was the level of swine raising technology on ordinary farms improved? Was the timing appropriate? Were the supporting system and inputs appropriate?</p>	<ol style="list-style-type: none"> 1. Was the activity plan formulated by taking account of the gender-based roles and needs in the covered area? (Examples: Plan formulation, implementation, evaluation, training method/time/contents, contents/methods of extension, etc.)
<p>Degree of achieving results</p>		
	<p>Inputs</p> <p>Exports Acceptance of trainees Equipment and materials C/Ps Facilities</p>	<p>Results</p> <ol style="list-style-type: none"> 1. Crisis of the actual condition of swine raising 2. Transfer of breeding improvement technology 3. Transfer of raising management technology 4. Transfer of livestock hygiene technology 5. Extension of appropriate technologies to ordinary farm households
		<p>Project goal</p> <p>Establishment of the system for supplying improved breed of swine</p>
		<p>Priority goal</p> <p>Promotion of the swine raising industry</p>

3. RECAPITULATION

The ultimate goal of implementation of any development project is to improve the conditions in which the residents of the covered society find themselves, and thereby contribute toward building better life. Even when working upon a single sector and issue area, it is necessary to formulate and manage the project while comprehensively grasping a cluster of problems in the sphere which such efforts will affect and fully examining their potential effects on the local society as a whole. In many areas of the developing countries, and particularly in the field of agriculture and forestry, production activities are fused and integrated with people's living. In this sense, too, the WID/gender orientation in projects has been emphasized.

The theme of this examination project is monitoring and evaluation of agricultural and forestry development projects based on the WID and social/gender viewpoints. When one thinks over this theme in line with the present conditions of the agricultural and forestry development projects carried out by the JICA, it will be necessary to set to examine it after sorting out the theme into two issues of 1) how to incorporate the WID and social/gender orientation in agricultural and forestry development projects, and 2) from this viewpoint, how to position and implement the monitoring and evaluation in the project cycle.

However, the WID and social/gender orientation in the JICA's project-type technical cooperation represents an effort only started in recent years. Moreover, the JICA has just commenced attempts to introduce the project cycle management and systematize monitoring and evaluation of projects. As it stands, there is not a single project yet which was planned, implemented, and evaluated based on these from the beginning to the end. As regards even the three cases examined this time, they had not fully embraced the WID and social/gender orientation from the beginning. None of them has completed the project cycle either. Consequently, regarding monitoring and evaluation as well, we have only examined the midway progress.

Therefore, we would like to examine the matter here from the above two aspects while limiting the discussion to the scope of the three case reports analyzed in the preceding sections.

A. The Problems of the WID and Social/Gender Orientation in Agricultural and Forestry Development Projects

Here, we will first sort out the characteristics of the three projects examined in Chapter 2, and position in the project cycle the specific activities for incorporating the WID and social/gender orientation made in each of them. After that, based on the experiences of the three cases, we will recapitulate points to be noticed in incorporating the WID and social/gender orientation in projects.

(1) Diversity of Agricultural and Forestry Development Projects

There are all kinds of agricultural and forestry development projects. Not just sectors but their contents and forms of implementation are diverse, and the degree and form of the needed social/gender orientation presumably differ according to different strata directly involved in the project activities. Table 6 below compares the three cases so far examined and summarizes their characteristics.

From this table, it can be seen for example that while the three cases all include the extension component, there are differences in the way the extension activities are incorporated in the project. Also, in terms of the activity implementation system, they are alike in that they have base centers, but the organizational system on the level closer to farmers and local residents varies. This also hints that there are differences in the relationship between farmers/local residents and the project and impact of the project activities.

Table 6. Summary of Examined Cases

	Afforestation and Extension Project in the Northeast of Country T	Agricultural Extension Adviser Training Center in Country M	Swine Raising Development Project in Country H
Form of cooperation by Japan	Project-type technical cooperation	Dispatch of individual experts	Project-type technical cooperation
Sector	Forestry	Agriculture	Livestock industry
Priority goal	Promotion of social forestry in B district	Enhancement of productivity of small farmer sector	Establishment of domestic supply system for pork
Project goal	Promotion of afforestation activities by local male and female residents (mainly farmers) themselves	Improvement of agricultural technology and administrative capacities of extension advisers and administrative officials who take charge of rural development	Productivity improvement relating to swine raising
Main activities	Improvement of planting stocks producing technology Strengthening of extension and implementation of training Creation of demonstration forests and model village forests	Implementation of technical training	Introduction of breeding stock Development and improvement of swine raising technology Training of technicians
Recipient country's executing agency	Planting stocks: Production Promotion Department, Forestry Bureau, Ministry of Agriculture & Agricultural Cooperatives	Agricultural Extension Adviser Training Center, Ministry of Agriculture and Fisheries	Agriculture and Pastoral Science and Technology Bureau, Ministry of Natural Resources
Target of technology transfer (Direct targets)	Afforestation Extension Center staff Nursery Center technicians	Agricultural extension advisers National and local administrative officials involved in rural development	Personnel of swine raising development center Technicians of the Ministry of Natural Resources Personnel of local offices Extension advisers
Groups getting spin-off effect from technology transfer	Local school teachers Farmers	Farmers' associations Farmers	Core farms which serve as model farms Swine raising associations Swine raising farms
Activity implementation system	Four technical centers with their mobile centers	Base center	Base center and model farms in its surrounding area
Types of contents	Planting stocks production Technical development and extension	Extension training	Experiment and research / Technical development Demonstration / Extension

(2) Incorporation of the WID and Social/Gender Orientation In the Project Cycle

In all three cases surveys embracing the WID and social/gender orientation were conducted by the end of the first half of the project implementation period. It should be noted that in these cases, the incorporation of the WID and social/gender orientation has been clearly stipulated in the project-related documents prepared by the survey team, etc.

(3) Points to Be Noticed Concerning the WID and Social/Gender Orientation as Seen In the Three Projects

From the experience of the three cases examined in this chapter, we can discern several suggestions for incorporating the WID and social/gender orientation in the project. They are summarized as follows:

a. Importance of Incorporating the WID and social/gender orientation in the project design

The importance of incorporating the WID and social/gender orientation in the project design phase is as evident as commonly emphasized in the three cases examined this time. It has also been clarified that there are differences in the work procedure for monitoring and evaluation between when the WID and social/gender components had been incorporated from the beginning, and when these were incorporated halfway. In the real scheme, it is difficult, due partly to time limitations, to implement a detailed survey at the time of the preliminary survey. It is therefore deemed desirable to implement the WID and social/gender-oriented fact-finding survey during a long-term survey or during the preparatory period after the project is started and until the detailed implementation plan is formulated. Although it is also being examined to first conduct technical cooperation aiming at a detailed survey and plan formulation prior to implementing the actual project, and then to implement the full project based on its results, even here it is also important to incorporate a WID and social/gender analysis in the survey items.

b. Importance of fact-finding surveys of the sector and area in question

Another point in common to the three cases is that fact-finding surveys were conducted on the sector and specific problem areas in question.* Under the agricultural extension adviser training center project in country M it was pointed out that, as factors in doubting the efficacy of training of extension advisers, both the actual condition of the farmers who were the targets of extension activities and the realities of agriculture there had not been grasped, and that even the fact that actual farm work was borne largely by women had not been understood until experts attended local seminars. In the case of the two project-type technical cooperation projects, surveys on actual conditions of the covered sector and residents' needs were conducted as part of the project activities

* In the first year, examination was carried out to clarify "importance of a fact-finding rural survey in the project formation phase." The discussion here, however, covers the process of project design based on specific project demands.

during the preparatory phase after the project started. Under the afforestation and extension project in the northeast of country T, in particular, a needs survey embracing the WID and social/gender viewpoints was carried out beforehand. The example of the swine raising development project in country H suggests the possibility that such fact-finding surveys may highlight the necessity of the WID and social/gender orientation.

c. Effect of utilization of appropriate expertise

In the case of the afforestation and extension projects in the northeast of country T, since a fact-finding survey by a project team did not turn up much gender differences, a WID expert on short-term assignment was asked to conduct a survey from the expert viewpoint. In the case of the swine raising development project in country H also, an additional survey based on the WID and social/gender viewpoints was conducted by a WID expert on short-term assignment when it became clear as a result of a fact-finding survey of swine raising that women played a major role on swine-raising farms. Since the concept of WID and social/gender orientation is still new in technical cooperation provided by Japan, it will be necessary to take measures, when and where necessary, to effectively incorporate the WID and social/gender orientation in project activities by utilizing appropriate expertise. In particular, when conducting fact-finding surveys and social/gender analysis in the concerned area, it should also be examined to employ, if possible, appropriate local experts rather than Japanese experts alone.

d. Sharing of information within the project team

In the case of the agricultural extension and training center project in country M, partly because the project team was composed of experts of various countries' donor agencies and counterparts of the executing agency, this problem of communication surfaced as a major issue. While this is a point to be noticed in executing projects in general, it is important as it leads to internal monitoring opportunities in particular (discussed later). In the swine raising development project in country H and the afforestation and extension project in the northeast of country T, too, it was apparently because the results of the survey implemented and proposals made by the WID expert on short-term assignment were fully examined within the project team that it became possible to cope with the matter as a project as a whole. In this sense, sharing of information inside the project team might be mentioned as a very important point to be noticed also in incorporating the WID and social/gender orientation in the project.

e. The effects of reviewing the project by incorporating the WID and social/gender orientation

The monitoring within the scheme of JICA projects is carried out based on the implementation plan formulated in the initial phase of the project. With the progress of the activities, it may become necessary to review, revise, or add to the program.

In the case of the swine raising development project in country H, examination embracing the WID and social/gender viewpoints was added during the circuit guidance

for interim evaluation. Its process and methodology have been reported in detail. Because the initial project did not include items concerning the WID and social/gender orientation, the project faced difficulties in the monitoring phase. As a result however, the initial plan was reviewed, and the WID and social/gender orientation was incorporated in the project though from the middle. Thus, even if the items were not included in the initial plan, it is possible to review the plan based on the results of monitoring, and incorporate these items. In particular, since it is quite difficult to fully incorporate the WID and social/gender orientation from the beginning in many of the projects at present, monitoring seems to have a great significance in this respect also.

B. Problems of Project Cycles and Monitoring/Evaluation

(1) Project Design and Evaluation

It is no exaggeration to say that the issues of evaluation, determination of project goals, and project design are closely interrelated. For those involved in implementation in particular, without clarifying the results of specific activities and the goals to be achieved through these activities, there is no way to confirm the progress of the project, let alone to formulate the activity plan. Unless the activities and results are clarified, indicators measuring the results and influences are duly devised at the time of making a design, and the benchmark data are sorted out, it is virtually impossible to appropriately evaluate the project after its completion. Therefore, we would like to begin by sorting out the issue of clarification of the project goal.

In general, it seems that the more closely the direct targets of project activities approach the level of individual farms and farmers, the more necessary the WID and social/gender orientation becomes. The coverage varies according to how for the project goal is narrowed down.

For example, the priority goal of "increased production of soybeans in area X of country Y" is related to all of such areas as experiment and research, technological development, extension, and marketing and pricing. It will also cover all the farmers producing soybeans whether large or small in scale or whether for cash or subsistence. In narrowing down the project goal, however, to set the goal of "development of high-yield varieties adapted to the meteorological conditions at the experiment station in area X" and that of "extension of existing improved varieties to small farmers in area X" will require a complete change not just in the executing agency and counterparts but in the project activities as well.* As regards the necessary WID and social/gender orientation, too, the latter which will handle extension to farmers will generally require more items to be surveyed, analyzed, and examined than the former which will mainly center on experiment

* This narrowing down must be carried out from the viewpoints of which approach will be more useful in achieving the goal and which will be more realistic. In many cases, however, these matters are contained in the request by the implementing country. In this respect, the detailed survey of the concerned sector, problem area, and regional characteristics at the time of project formation and confirmation has an important meaning. The results of such a detailed survey will also provide useful information in examining the specific activities for achieving the project goal which has been narrowed down.

and research and varietal development at the experiment station. And not only the monitoring indicators but, in some cases, the monitoring technique and items covered will also differ.

In this sense, clarifying the project goal is a very important process in incorporating the WID and social/gender orientation in formulating the project plan. At the same time it might be mentioned as an important point to be noticed in promoting the implementation of appropriate monitoring and evaluation.

On the other hand, however, if the emphasis is only placed on the narrowed down goal, there is a danger that interest is only concentrated on implementing the activities leading to it, losing sight of the overall image of the problem area involved in the project. This was pointed out in the case of the agricultural extension adviser training center project in country M. In particular, because the goal to be achieved is determined at the time of planning using numerical indicators through introduction of the project design matrix (PDM), some people have pointed out that the goal is limited to the scope which is predicted to be achievable, resulting in a tendency to make the scope of the project very limited. To avoid such a problem, it will be important for the persons concerned to fully discuss it prior to project formulation (narrowing down of the scope of activities), and capture the overall image of the problem area involved in the project as common understanding. In formulating the activity plans of individual experts and counterparts also, it is desirable to always keep the problem's overall image in mind.

(2) Project Monitoring

Regarding project monitoring, since the cases examined this time were on-going projects, it was not possible to grasp the overall image of the project cycle of project-type technical cooperation. From the viewpoint of monitoring the project cycle, however, the following three points may attract attention.

a. Monitoring and WID and social/gender orientation

The primary objective of monitoring is to check the progress of projects. However, identifying the problems in implementation and exploring their solutions form an important element of monitoring. Regarding on-going agricultural and forestry development projects in particular, in many cases the WID and social/gender orientation has not been incorporated in the project's initial plan or the activity plan. Even in these cases, however, it is possible to tide over by adding WID and social/gender orientation to the monitoring items. This has been examined in detail in relation to the case of the swine raising project in country H.

Even where the WID and social/gender orientation has been incorporated in the initial plan, on the other hand, with the progress of the project activities, unexpected problems could occur and new activity items may become necessary. Thus it is necessary to grasp them through continuous monitoring and always ensure the consistency with the initial plan.

b. Monitoring in the project-type technical cooperation scheme

In its project-type technical cooperation scheme, the JICA has adopted a policy of making interim evaluation through dispatch of a circuit guidance survey team in around

the middle of the project cooperation period with a view to ensuring an the opportunity for official monitoring of each individual project.* Usually, the circuit guidance survey is implemented with the objectives of 1) investigating inputs so far provided by both donor and the recipient country, activities, and the degree of achieving the goals mainly in accordance with the implementation plan formulated based on the R/D and consulting with the persons concerned on the future activity plan, and 2) providing advice and guidance on project management and cooperation contents for the purpose of extending more effective technical cooperation activities and achieving the initial goal during the project period. Specifically, the main contents include 1) grasp and evaluation of the progress of project activities, 2) studying problems and examining future measures, 3) consultation on the implementation plan for the following year, and 4) surveys on the use of the provided equipment, progress in implementing local cost-bearing projects, and acceptance of trainees. The survey team is made up of the persons concerned at the JICA department in charge and domestic cooperating agencies, and the local survey and consultation are usually carried out by such survey team members and the officials of the recipient country's executing agency.

The results of this survey are compiled in the form of a letter of the survey team leader addressed to the executing agency. If the implementation plan is to be changed, the change is confirmed in the form of a document.

Table 7 summarizes the survey and monitoring at the time of plan formulation in the project-type technical cooperation scheme in the form of SWs and IH.

c. Necessity for internal monitoring

The JICA's above scheme is applied to all projects as an official one. However, it is also considered necessary for experts and counterparts to do their monitoring on a more or less daily basis inside the project. The case of the agricultural extension adviser training center in country M has reported the efforts with which experts took the occasion of regular meetings to feed back the circumstances of local circuit seminars and local conditions to counterparts and other experts. Apparently this could offer an opportunity for a kind of internal monitoring. In the official monitoring, a viewpoint is added from outside of the project (survey team from Japan) so that more often than not monitoring tends to be based on a large framework and contain rather little indication of detailed things. There is also no denying a danger of over-emphasizing the practical aspects like equipment and inputs. Yet it is indispensable in managing the project for the persons directly involved in the implementation to frankly point out problems and doubts mutually on a more detailed basis, carry on discussions, and explore the path to solutions. Projects which do not provide for such opportunities will sooner or later

* The circuit guidance survey team is not only dispatched for interim evaluation, but is also dispatched depending on the circumstances of each project. The time of dispatch also may not always be at the midpoint of the project period. There are also projects in respect of which the team is dispatched a number of times. However, since we are discussing here the issue of monitoring, we assume the standard case of the circuit guidance survey for interim evaluation.

face difficulties. Supposedly individual projects are already making their own efforts. Nevertheless, by taking as monitoring opportunities the reports which projects are now obligated to submit, Table 8 summarizes the assumable possibilities of internal monitoring as a proposal. In addition to such monitoring of the project as a whole, of course, it may be possible to incorporate the element of monitoring in daily operations of the project team, depending on the contents of the project activities. In examining the present three cases, it was not possible to fully analyze the details of the internal monitoring actually being carried out partly because they were on-going projects. Examining cases from such a viewpoint as well seems to be a significant attempt in the future.

Table 7. Project Plan Formulation Survey and Monitoring and Evaluation

	Plan arrangement survey	Circuit guidance survey (Interim evaluation)	Evaluation survey at the time of project completion	<i>Ex post facto</i> evaluation
WHY	Formulation of the detailed implementation plan.	Grasp of the progress of the project, and advice and confirmation of the necessity and direction of revision regarding project operation and contents toward achieving the goals within the project period.	Grasp and evaluation of the degree of achieving the plan. Proposals necessary for deciding whether to complete, extend, or follow up on the project.	Analysis of factors which generate effects of the completed project and those which cause problems. Drawing lessons and proposals to be reflected in formulating plans for similar projects.
WHO	Survey team members. Officials concerned at the recipient country's supervising agency. Project team.	Survey team members (Officials concerned at the recipient country's supervising agency)	Survey team members. (Officials concerned at the recipient country's supervising agency)	Survey team members (including third-parties) Officials concerned at the recipient country's supervising agency.
WHEN	Within one year after start of project cooperation.	Around the midterm of the project cooperation implementation.	Half a year before completion of project cooperation.	3-5 years after completion of project cooperation.
WHAT	State of progress based on the tentative implementation plan, problems in plan implementation.	The degree of achieving of the goal, implementation efficiency, appropriateness of the plan.	The degree of achieving the goal, implementation efficiency, appropriateness of the plan, outlook on autonomous development.	The degree of achieving the goal, implementation efficiency, appropriateness of the plan, autonomous development, effects.
WHERE	Executing agency HQ and project site.	Executing agency HQ and project site.	Executing agency HQ and project site.	Executing agency HQ, project area and surrounding areas.
HOW	Survey of specialty areas by survey team members. Consultation between the project team and the persons concerned.	Preliminary gathering and examination of data. Local survey (interview with the project team and the persons concerned, questionnaire survey of prospective beneficiaries, etc.).	Preliminary gathering and examination of data. Local survey (interview with the project team and the persons concerned, questionnaire survey of prospective beneficiaries, etc.).	Examination of data and hearing from the persons concerned at home. Local survey (interview with the project-related agencies and beneficiaries, etc.).

Table 8. An Example (Plan) of Project Internal Monitoring

	Regular meeting	Quarterly review	Annual review	Area-based review
WHY	Confirmation of operation schedule. Discovery and examination of daily problems.	Evaluation of the degree of accomplishing of quarterly activity plan. Identification of problems in implementing the plan.	Confirmation of progress in annual activities. Examination for formulating the next year's program.	Confirmation of progress by activity area. Examination of problems and direction of the area concerned.
WHO	Project team.	Project team. Representatives or a part of the direct beneficiaries (representatives or a part of the group receiving indirect influence).	Project team. Persons in charge at the related agencies.	Experts of the area concerned and counterparts (external experts).
WHEN	Depends on decision by the project (weekly or monthly).	At the time of preparing the quarterly report.	At the time of preparing materials for project leader meeting (The latter half of the fiscal year).	At the time of return of experts on short/long-term assignment.
WHAT	Feedback from the activities of individual project team members. The current plan, problems, and solutions.	The results of the project as a whole. Direct and indirect impact of the project activities on the prospective beneficiaries.	The degree of accomplishing the annual plan. Presence/absence of problems in implementation and unexpected influences, and prospect for countermeasures.	Activity results and technical improvements in the area concerned. Contribution toward achieving the project goal in the area concerned.
WHERE	Project office.	Project office. Project site (model villages, pilot areas) and surrounding areas.	Project office. Offices of the related agencies.	Project office. Outside meeting places.
HOW	Meetings. Individual presentations. Internal seminars.	Simple specific point survey based on benchmark. Interview with and questionnaire survey of beneficiaries.	Analysis of data in the reports of results. Meetings. Hearings from the persons concerned.	Individual presentations. Internal, limited, and open seminars.

Note: Along the lines with the real project activity report system, this example assumes that the annual review is carried out at the time of preparing materials for the project leader meetings. Since in formulating the next year's program businesslike affairs such as budgetary items bulk large, the monitoring of contents closely associated with the WID and social/gender orientation has been sorted out in the form of being included in the quarterly review. There are of course items which cannot be surveyed every quarter depending on farm work or production cycles, but since concrete cases are not handled, the details of monitoring items and methods are not discussed here.

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