参加型開発についてのテクニカルノート

1 TECHNICAL NOTE No.13

ENHANCING STAKEHOLDER PARTICIPATION IN AID ACTIVITIES

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INTRODUCTION

Extensive consultation within ODA, including workshops in London and Kathmandu, showed that many staff are convinced of the benefits of participatory approaches, but also aware of some of the pitfalls and constraints. Their experience is reflected in this Technical Note (TN), which synthesises our own existing best practice. It also draws on guidance and experience from other aid agencies, including bilateral donors, NGOs and the World Bank.

These agencies, like ODA, are still defining and developing appropriate tools and methods for enhancing stakeholder participation. There is no blueprint. The conditions prevailing in the recipient country, the Country Strategy, the economic, social and institutional characteristics of the sector and the professional resources available both in country and in Britain, must necessarily produce a great deal of variation in possibilities and opportunities. Although there is convincing evidence of the benefits of participation in some specific sectors, including economic reform, management of water resources, urban development and forest conservation, no development agency has as yet undertaken a cross-sectoral study of the costs and benefits of participation throughout the life cycle of an aid assisted activity.

This TN provides guidance, rather than prescription. It is supplemented by two guides for ODA staff on measuring participation and doing a stakeholder analysis. Additional guidance may be prepared if there is demand. In due course the Note will be revised to incorporate further ODA and other donor experience in practising participatory approaches. Training in participatory approaches to project cycle management is already under way and will continue.

Enhancing participation is key to our Good Government objective. The TNs on Institutional Development, Risk and the Process Approach, as well as the Social Development Handbook, are also relevant to some aspects of the TN.

Part One provides definitions and describes the extent to which we can at the moment answer the questions of why, when and how to encourage stakeholder participation. It explains why participatory approaches are important for a sustainable and effective aid programme. It describes how to identify key stakeholders through stakeholder analysis and lists key issues for partnership with these other stakeholders. A series of steps are provided for negotiating participation of other stakeholders in ODA-financed activities; and the extent to which participation is feasible, sensible and cost effective is explored in relation to the type of aid and sector.

Part Two is concerned with specific practice in different kinds of aid activities. It recommends an initial stakeholder analysis at an early stage to be incorporated in the Project Concept Note, and then further refined for the Project Submission, with revisions during annual reviews. Participatory approaches are then described in connection with the process approach and the project framework. Methods for enhancing participation during the aid activity are identified; and the TN concludes with Checklists.

PART ONE: DEFINITIONS AND ISSUES

1. WHAT IS STAKEHOLDER PARTICIPATION ?

Stakeholders

1.1 A *stakeholder* is any person, group or institution that has an interest in an aid activity, project or programme. This definition includes both intended beneficiaries and intermediaries, winners and losers, and those involved or excluded from decision-making processes.

1.2 Stakeholders can be divided into two very broad groups: those with some intermediary role - *secondary stakeholders* - and those ultimately affected, *primary stakeholders*, who expect to benefit from or be adversely affected by our aid. ODA is a secondary stakeholder, with its own perspective, culture and agenda. ODA-related secondary stakeholders may include consultancy companies, training institutions and British NGOs. In a typical education project, other secondary stakeholders might include the Ministry of Education, the Ministry of Planning or Finance, local government, suppliers of text books, teachers' training institutions, teachers and their trade unions, and owners of private schools. Primary stakeholders are potential schoolchildren and their parents.

1.3 Stakeholders are groups of people who share a common interest, for example "the consultancy company", "the project management", "the villagers", "the local authorities" etc. But, within any of these, there are sub-categories of stakeholders with differing interests which they may or may not be prepared to subsume in the general collective interest. Analysis might conclude that the concept of "villager" as a collective stakeholder is quite meaningless because the various groups of people living in a village have so little in common; some villagers might consider that they have more shared interest with the representatives of the local authorities than with their next door neighbours. Similar issues arise in formal institutions, such as government ministries. Competition between departments or individuals may be stronger than commitments to the institutions as a whole. There may also be cross-cutting interests, such as on an ethnic basis, both within the institution and affecting outside relationships. Care is therefore needed in using terms like "recipient government" to recognise the variety of interests involved.

Stakeholder participation

1.4 *Participation* is often used to mean a number of different kinds of activity and confusion may arise when the term is used without specifying which is meant. For example:

(i) a person can be said to participate by the very fact of agreeing to interact, such as coming to meetings but remaining silent;

(ii) people may participate in management or implementation of a project, through active involvement (such as in the operation and maintenance of infrastructure);

(iii) people may participate in the governance of a programme or project. This could include consultation about sector objectives and setting the criteria by which project success might be measured.

This Note defines **stakeholder participation** as a process whereby stakeholders - those with rights (and therefore responsibilities) and/or interests - play an active role in decision-making and in the consequent activities which affect them. It encapsulates the <u>second and third aspects</u> listed in the preceding paragraph: within this definition, greater or lesser participation of the various stakeholders can occur at various over-lapping stages in the delivery of aid. Enhanced participation of other stakeholders in our aid programme requires a conscious and planned strategy by ODA.

2. WHY STAKEHOLDER PARTICIPATION IS IMPORTANT

2.1 The purpose of aid is to enhance the economic and social development and well-being of recipients. This means fully taking into account recipients' views on objectives and how they are to be achieved. It is a question both of principle and practice. The principle is that people should be fully involved in issues concerning themselves and the society in which they live. And effectiveness and sustainability depend practically, in part, on the commitment of interested parties (stakeholders). Thus participation is a central element in achieving aid objectives.

2.2 Participation contributes to the chances of our aid being effective and sustainable because:

- It is more effective because, in drawing on a wide range of interested parties, the prospects for appropriate project design and commitment to achieving objectives is likely to be maximised.
- It is more sustainable because people are more likely to be committed to carrying on the activity after aid stops, and more able to do so given that participation itself helps develop skills and confidence.

2.3 Evaluation findings from the Institutional Strengthening and NGO Syntheses show that the most successful projects proved to be those where the project objectives corresponded to the priorities of partner institutions and beneficiaries, and where the local institutions and beneficiaries were regularly involved in decision-making at all stages of the

project cycle. Enhancing participation is an integral part of the Project Cycle Management approach.

2.4 By enhancing stakeholder participation we aim to strengthen local ownership of our aid activities - in structural adjustment programmes, teacher training projects or parastatal reform, as much as community level projects. It also means encouraging and helping our institutional partners become more participatory and responsive to the other stakeholders, particularly their clients. And in this assistance we are more credible, and therefore effective, if we practice the same principles of responsiveness, transparency and accountability with our aid recipient partners

2.5 Participation should reduce the risk of failure. But it is not a guarantee of project success. Achieving participation is not easy. In any aid activity there may be conflicting interests among recipients as well as among others involved in the project or programme. It may result in conflict, it can have significant costs in time and it means that institutions, including ourselves will have to change the way they go about their business.

3. WHO PARTICIPATES?

3.1 The extent to which ODA resources in time, people and money should be directed towards stakeholder participation should ideally always be a function of the activity itself. In practice, the conditions prevailing in the recipient country, the Country Strategy, the economic and social characteristics of the sector and the professional resources available, both in the UK and in the country, must necessarily produce a great deal of variation between projects in this respect. Prescription as to the extent or kind of participation in relation to types of projects or sectors is not possible. Nor is it desirable, bearing in mind that the eventual decision will be based on a negotiated agreement with other stakeholders.

3.2 As there is no blueprint for participation, how do we reach a judgement about whom *we* think should participate (remembering that other stakeholders may have other views)? The universe of stakeholders is potentially boundless. We can set parameters by deciding that only key stakeholders should participate. *Key stakeholders are those who can significantly influence the project, or are most important if ODA's objectives are to be met.* Both primary and secondary stakeholders may be key.

3.3 *Stakeholder analysis* is a tool which helps us discover the key stakeholders in any aid-assisted programme or project. It is the first step in helping us decide, from our perspective, whom we believe should be encouraged and assisted to participate.

3.4 Stakeholder analysis aims to:

* identify and define the characteristics of key stakeholders;

* assess the manner in which they might affect or be affected by the programme/project outcome;

* understand the relations between stakeholders, including an assessment of the real or potential conflicts of interest and expectation between stakeholders;

* assess the capacity of different stakeholders to participate.

The outside intervention by an aid agency, bringing additional resources into an area, may in itself create *new stakeholder groups* which previously did not exist. Stakeholder analysis must be repeated at intervals during the project cycle to ensure that the involvement of such groups is adequately addressed and also to check whether the situation of original stakeholders has changed.

3.5 Stakeholder analysis differs from *institutional analysis* which is concerned with looking at the appropriateness and effectiveness of institutional arrangements and assessing the strengths, weaknesses and development needs of individual organisations. Supplementary guidance on how to do stakeholder analysis is available from the Social Development Department. Institutional analysis is described in the TN on Institutional Development.

Primary stakeholders

3.6 In most cases, other than in field visits during review missions, it is unlikely that advisers or administrators will come into direct contact with primary stakeholders. ODA-related secondary stakeholders, such as TCOs or consultants will establish more sustained contact but even they will generally be working through others in order to achieve primary stakeholder participation.

3.7 There are no particular sectors where primary stakeholder participation is more needed than others. More important than sector is type of project. Participation of primary stakeholders is essential in projects which are expected to have a <u>direct positive</u> impact on defined groups of people. Included here would be slum improvement projects, rural health or population projects, agricultural projects targeting small farmers, skills training for the unemployed/landless, small scale enterprise, rural water supply projects, primary education and forestry conservation projects. Primary stakeholder participation is also essential when they are to be <u>negatively affected</u> by the project outcome, for example with the construction of a road or airport which may require resettlement or create a potentially dangerous environment. Sometimes primary stakeholders, who believe their interests or livelihood is threatened by the project outcome,

may win the support of secondary stakeholders, such as NGOs, a local newspaper or a Member of Parliament.

3.8 Primary stakeholders may participate in a project as individuals, for example entrepreneurs in a small business promotion programme; and information and consultation can take place on an individual basis through the use of audio-visual materials, interviews and questionnaires. But if participation is stronger than this, and involves a *partnership* between primary stakeholders and the implementing agency - in a rural water supply project, for example - then some kind of alliance or association will need to be established by those sharing a common interest. This is sometimes referred to as *popular participation*, replacing the earlier usage *community participation* which implied the existence of a homogeneous community - often not the case.

Secondary stakeholders

3.9 As with primary stakeholders, stakeholder analysis will reveal those who will benefit from the outcome and those whose interests are threatened. The focus should be on those secondary stakeholders whose influence can have a significant effect on outcomes. Our daily work in ODA involves a constant intercourse with other secondary stakeholders: UK-based consultants, representatives of the implementing agency, the relevant line ministry, the ministry of finance or planning, other donors who are co-financing the project. Others may be equally significant in terms of project feasibility but with whom we may have no direct relationship, for example fundamentalist religious leaders in a Pakistan population project, trade unions in a railway restructuring project or factory owners in a vocational training project. Our concerns for their participation may be mediated through one of the other secondary stakeholders, such as the line ministry or implementing agency. Out of sight should not mean out of mind.

3.10 In considering which secondary stakeholders we would like to participate in our aid activity, our primary consideration must be their potential for affecting the livelihoods and welfare of the activity's primary stakeholders and to influence achievement of project objectives. The box overleaf illustrates how negotiations between various secondary stakeholders (including ODA) can strengthen the project's viability, effectiveness and sustainability.

3.11 Stakeholder analysis may reveal different sets of stakeholders within an institution, men and women for example. In the example provided in the box below, ODA supported the views of the women staff members because we believed this would further our objective of reducing poverty among the primary stakeholders.

PRIMARY AND SECONDARY STAKEHOLDERS IN PROSHIKA

Primary stakeholders are poor people who are actual or potential members of Proshika. People vary in the extent and manner of their poverty. Proshika's members are drawn from the ranks of marginal peasant households and urban slum dwellers, as well as from landless households. In all these categories, women's poverty is greater.

Proshika addresses this heterogeneity (and therefore possible conflicts of interest) among the primary stakeholders by establishing separate groups, based on gender, occupation and economic status.

Secondary Stakeholders include Proshika and its donors, government and the local and national organisations, such as other NGOs, and fundamentalist organisations, affected by Proshika's approach to development. Potential differences between the donors have been minimised through agreement to common fund and monitor the programme. Government has sanctioned the programme through its NGO Affairs Bureau. Proshika is managing its relations with fundamentalist organisations through the Association of Development Agencies of Bangladesh (ADAB).

Proshika's internal management style is open and stresses collective decision making. Decision making is less centralized than that of other Bangladesh NGOs, for example BRAC. Two major institutional challenges face Proshika and reflect different stakeholders' concerns. First, the organisation has to retain its approach to social and economic development through empowerment while instilling the organizational discipline, necessary to run the expanded credit programme - a discipline which donors see as necessary for their further support.

Second, Proshika has to strengthen its gender and development goals. Men and women members of Proshika are unequal sets of primary stakeholders because although there are more women's groups than men - and the women's groups function better -women are under-represented in the higher-level meetings of members at the union and district level. This reflects a similar problem for paid staff in Proshika, where despite efforts to redress the imbalance between men and women in management positions, Proshika is still a "woman-unfriendly" working environment. Under pressure from Bangladeshi women activists, a women's coordination unit is being established to address this issue.

Adapted from PEC Submission

3.12 Another example of possible conflicts of interest is in public administration reform projects, which aim to improve the efficiency and effectiveness of the civil service and thus benefit the primary stakeholders: the citizens of the country. To achieve these benefits, there may be a requirement to reduce the size of the workforce to pay higher salaries (and thus enhance motivation) to those remaining. Without careful planning, there is the likelihood that staff faced with redundancy will resist reform; this can be overcome with suitably designed compensation measures which are designed in consultation with those potentially negatively affected by the change.

3.13 Systematic information exchange and consultation between ourselves and other secondary stakeholders contributes to reducing misunderstandings and possible conflicts between them and ourselves. Our own practice in this respect also signals to other secondary stakeholders in the public sector the advantages of a more open style of government.

4. HOW CAN STAKEHOLDERS PARTICIPATE?

4.1 Stakeholder participation as a process whereby those with rights and or interests play an *active* role in decision-making and in the consequent activities which affect them. This section examines what is meant by "active role" and describes the different kinds of roles that can be played by a key stakeholder. Steps required for helping us decide the role we would like for ourselves, and the roles we would like others to play, are described in the next section (para 5.1).

4.2 From any stakeholder's perspective, participation can be seen as a spectrum model with a range of possibilities:

* being in control and only consulting, informing or manipulating other stakeholders;
* partnership (equal powers of decision-making) with one or more of the other stakeholders;
* being consulted by other stakeholders who have more control;
* being informed by other stakeholders who have more control;
* being manipulated by other stakeholders.

4.3 No one likes being manipulated. We should be aware of past failures where *participation* was in fact an attempt to make people contribute labour or money in an activity in which they had no interest, and from which they perceived they would receive no benefit. But the other parts of the spectrum are all equally valid roles, selected on the basis of the specific circumstances. The manner of any stakeholder's participation may well shift over the duration of the programme or project. This change in roles will be a reflection of the dynamics of the project and will need to be negotiated between stakeholders. It should not be assumed that all stakeholders want to be at the top end of the spectrum. For example ODA, if sufficiently confident about the competence of the other secondary stakeholders, might be content to be consulted or even simply kept informed. If, on the other hand, progress is slower than expected, we may wish to shift from consultative status to becoming a fully fledged partner. Our intentions and reasons for wanting this should be clearly signalled.

4.4 Partnership is the type of participation in which two or more stakeholders share power equally in the management of the activity. Partnership may be necessary for more effective and sustainable aid activity, but it will not work by simply wishing for it. It is achieved by a conscious and informed effort in design and implementation.

4.5 Key issues for partnership with primary stakeholders

* Primary stakeholders may lack the *political power or institutional means* for their views to be taken into account. The principal output of a project's first phase may be the development of representative, decision-making institutions, such as user groups or village or neighbourhood committees.

* They may also lack the appropriate *information* for effective decision-making. Training programmes may be needed or access to the media provided; there may be a case for providing literacy and numeracy skills.

* Some primary stakeholders are more powerful than others. Targeted activities may be needed to include *powerless groups such as women, children or ethnic minorities*. There is a strong pragmatic case for supporting activities where poor people or women have the opportunity to enhance their economic or social status while the rich or more powerful do not perceive themselves as losers.

* Primary stakeholders may view *the time and money costs* of participation as being too high compared with the benefits expected from the project's outputs. Information, consultation, planning and management activities must be designed to respond to this challenge or the project fundamentally restructured to reduce costs to primary stakeholders.

* The *legitimacy of a particular group's participation* may be challenged by other primary stakeholders: for example, in a forestry conservation project, the rights of nomadic cattle herders to participate in joint forest management or the rights of women to sit on a village water committee. We must decide whether the good government or human rights principle involved is sufficiently important to insist on full participation despite any adverse impact on the participation of others.

* Efforts at partnership may be undermined by the non-participatory, hierarchical management structure of the implementing agency. Communications may break down because the local-level, community-based workers are actively discouraged from being themselves involved in project decisions. In such a case priority in a first phase of a project should be given to institutional change within the main implementing agency, rather than primary stakeholder participation.

* Certain categories of *secondary stakeholders seek to represent the interests of primary stakeholders*, for example local NGOs who sometimes have a management structure and values system not

conducive to primary stakeholder partnership. When we seek to involve local NGOs in a project we may have to provide training and consultancy support for them, as well as for the main implementing agency. (see box below)

CRITERIA FOR IDENTIFYING PARTICIPATORY NGOS

* Participation is an objective of the NGO (mission statement as well as reports of actual practice)
* Iterative planning, involving consultation with primary stakeholders, is used by the NGO.
* The primary stakeholders have a positive perception of the NGO
* The NGO normally establishes cost-sharing arrangements with beneficiaries to enhance ownership and sustainability
* Bottom up accountability mechanisms are in place
* The NGO has a flat management structure and highly decentralized authority
* Proportion of field to headquarters staff is high
* Men and women staff employed at all management levels
* Staff incentives and training support participation.
* Degree of "graduation" of client groups and "turnover" or withdrawal of intensive field attention over time.

Adapted from World Bank's Participation Source Book

Section Eight provides a checklist of points for enhancing primary stakeholder participation.

4.6 Key issues for partnership with secondary stakeholders

* Aid recipient institutions, such a line ministry or parastatal, may usefully be seen as *clients or customers*. As in any well-run business, we seek to stick close to the client and to involve them in shaping the project outcome which they will eventually own.

* However, aid differs from business because the donor agency provides resources and therefore may wish to call the tune. *Unequal power relations* may affect the potential for partnership between ourselves recipient institutions. We need to review our own behaviour and attitudes to ensure we are not sending out inappropriate signals when negotiating with our aid partners.

* *Conflicts* of interest are likely to exist both between and within stakeholder organisations. These may not always be reconcilable and there may be reluctance with attempts to do so. But the project design must ensure that such conflicts are not "killer assumptions".

* Nor does a participatory approach from ODA necessarily ensure a full and open dialogue. There may well be *hidden agendas:*

Workshops and log-frame team exercises at an early stage in the project cycle may well help to reveal some of these agendas so that we can consider how best to deal with them in subsequent negotiations on areas of disagreement.

* *Technical Cooperation should be viewed as a two-way transfer of skills* within and between primary and secondary stakeholders, rather than expertise going from us to them. TC is a means to a joint effort to address problems. We must take into to account and build on the indigenous knowledge and skills available in the recipient institution.

* There may be *significant cultural differences* in the way ODA and other secondary stakeholders go about our business. Training in cultural awareness and communication skills is necessary for ODA staff and the consultants and TCOs who work for us.

Section Eight provides a checklist of point for enhancing partnership with key secondary stakeholders

5. THE APPROPRIATE DEGREE OF PARTICIPATION

Negotiating stakeholder participation in aid funded activities

5.1. The following steps can help us decide the role of ourselves and the other stakeholders. The detail with which they are followed will obviously depend on the type and size of the activity we are funding.

(1) Identify the other stakeholders by means of a stakeholder analysis.

(2) Decide on the stakeholder role we ourselves wish to play in the activity. For example, do we wish simply to provide funds and be consulted about progress or do we want to be full partners? Which circumstances, if any, would merit our taking control?

(3) Decide when and how we would like participation by the other stakeholders. For each stage in the activity key tasks should be identified, with the respective role of each of the stakeholders, including ourselves, spelt out.

(4) Draw up a participation matrix (see box at top of next page) for each of the main institutional stakeholders (and summarise conclusions in Project Concept Note and first draft of logical framework). The groups to be involved, from senior levels in

donor and recipient institutions, down to primary stakeholders at the consumer end, are entered in the boxes of the matrix.

(5) Use this matrix as a basis for negotiation in workshops with other secondary stakeholders and thereafter through participatory appraisal and other methods with primary stakeholders and agree on the role and responsibilities of each.

(6) With other stakeholders revise matrix as necessary during course of implementation.

5.2 The participation matrix should be seen as a dynamic tool which provides a means for identifying potential areas of disagreement between the various stakeholders. It does not literally have to be used in meetings with government institutions or village committees but the underlying rationale should be made transparent. Projects fail because the various stakeholders have different and conflicting expectations about their roles.

PARTICIPATION MATRIX

	Inform	Consult	Partnership	Control
Identification				
Planning				
Implementation				
Monitoring and Evaluation				

5.3 Stakeholders have varying degrees of power and access to information; some may lack the organisational basis for negotiation - indeed, at the identification stage intended beneficiaries may not even be aware that they are stakeholders in this aid activity. The participation matrix is likely to be used at this stage for negotiations between ODA and perhaps only some of the concerned formal institutions on the aid recipient side, with informed guesswork about the possible type of participation from beneficiaries and other institutions. But agreement as to how to include these other stakeholders so that they can be involved, as appropriate, in subsequent negotiations is essential. This may often mean aid-funded activities to enable less powerful stakeholders to organise and equip themselves for negotiations.

Selecting the appropriate degree of participation

5.4 A country strategy will be influenced by aid talks and other negotiations with senior representatives from the central policy making units of aid recipient governments. A wider range of recipient and UK-based secondary stakeholders could potentially be involved in this process. Dutch official aid, for example, has established a process of inviting academics, NGOs and consultants from both the Netherlands and the aid recipient country to provide *information* and to *give their views* on the key challenges facing the country concerned and to make recommendations concerning Dutch assistance. Representatives from other official donor agencies involved in this country are also invited to attend to exchange information.

5.5 Generally, secondary stakeholders from regional or local government or the private or voluntary sectors are not likely to be involved in any way at this stage - nor will primary stakeholders in our aid programme, other than through the normal democratic channels by which citizens influence government policy.

5.6 Sector strategies should always be developed, implemented and evaluated in *partnership* with key local secondary stakeholders. These should include secondary stakeholder organisations representing the interests of primary stakeholders. Setting up of special committees, consumer councils or other arrangements may be needed to ensure the views and needs of less influential primary stakeholders are included.

5.7 At any stage in the project cycle, different stakeholders may wish to participate in different ways, depending on the discrete project activity. For example, at the implementation stage, the teachers' trade union may only wish to be kept *informed* about the progress of the school building programme, while the parents' representatives may wish for management *partnership* in actual construction of the new schools. On the other hand, the parents may wish to be kept *informed* in curriculum development, whereas the teachers' unions desire to be *consulted*.

5.8 In projects where there is only an indirect or limited impact on specific local populations, we may decide that investment in primary stakeholder participation in management or implementation of the project is probably not cost-effective. The primary stakeholders may not even want this, although we would normally seek to ensure that adequate information and consultation procedures are in place. In such a case, primary stakeholders may only participate in the "governance" of a project. This level of participation could include consultation about sector objectives and the normative criteria by which project performance would be measured - evaluation of impact (para 1.4).

5.9 All those in a particular stakeholder set may not wish to participate actively for most of the time. A small and active primary stakeholder group may want to be involved in day-to-day management of a project which directly concerns the wider community, such as a water supply system: others may prefer simply to have a high quality, reliable water supply system at a reasonable price. However, these same people may feel that, if some problem arises during implementation, they should have the right or ability to have their voice heard.

Costs and benefits

5.10 The costs and benefits of participation will be differentially calculated by all the stakeholders, primary and secondary. ODA has learnt that participatory approaches early on may often save time later by uncovering and overcoming problems which would otherwise hinder implementation. But costs for secondary stakeholders, including ourselves, may be high: particularly the cost of delays in preparation and implementation arising from the need to consult and negotiate with the other stakeholders. Participation slows down disbursement and hinders necessary short-term management activities. It may also take up scarce administrative and advisory resources. *Complete participation results in complete inertia*. The longer term benefits of participation must be calculated against the short-term costs. A recent World Bank study indicates that participatory approaches to project preparation correlated significantly with rapid disbursement once the loan agreement had been signed. No one has as yet looked at the costs and benefits of participation through the whole life-cycle of a project. After the initial stakeholder analysis and preliminary consultations, a selective approach is advised. Not all our aid activities can or need be equally participatory.

5.11 The time factor may, however, be an *excuse* for organisations keen to avoid participatory approaches, when they are aware that significant stakeholders, if permitted to be involved in the decision-making process, might strongly disagree with the line of action proposed. Narmada Dam is a case in point.

5.12 There is no standard method available for calculating the costs and benefits to ODA of enhancing stakeholder participation in relation to a particular sector, type of aid activity or aid recipient country. Such a calculation must be undertaken on a case-by-case basis drawing on all the information available and using the guidance in this TN, particularly taking into account the key issues summarised in paragraphs 4.5 and 4.6.

PART TWO: PARTICIPATION IN PRACTICE

6. POLICY AND PROJECTS

6.1 Evaluation studies are not yet able to indicate the form, scale and depth of participation required in different contexts and in different types of project, to achieve more effective development commensurate with the costs. We are all still learning, and there are no "wrong" or "right" participation strategies. But we can provide rules of thumb and some tools for planning and implementing a participatory approach. This and the following section outlines these.

6.2 There is a spectrum of possibilities from which we, as one of the stakeholders, can choose. These are not mutually exclusive. The role of ourselves and other stakeholders in an aid activity may variously move backwards and forwards across the spectrum from information to partnership to control during the lifetime of the project. Various degrees of participation can be encouraged at all levels of aid activities, and with a wide range of institutional stakeholders. Spending departments will need to consider the human and financial resource implications in practising participation. Staff training may be needed and skilled facilitators and other resource persons identified for working with groups of stakeholders. Lastly, while ODA has the right to make a judgement on the extent of participation it wishes to include in a project, we should be aware that other stakeholders may reach different conclusions. We should be prepared to discuss their views.

Enhancing participation in policy reform

6.3 At this level our aim should be to encourage broader participation and consensus building in the process of designing policy reforms. More participatory approaches are necessary in order to negotiate reforms which are both politically feasible and adapted to local circumstances: policies need well-informed local adaptation, difficult to achieve if reforms result from rushed, donor-led missions, proposing solutions from a standard recipe book.

6.4 At the *macro-level* (economic reform, poverty assessments, public expenditure reviews) the work on the donor side is under World Bank leadership; the main implications for ODA are to encourage the Bank to enhance local ownership of policy decisions. Ensuring that institutional stakeholders in the aid recipient country are the originators and owners of their country's policies, and publicly accountable for them, is a necessary first step to more broad-based and poverty-focused participation in policy formulation. At this level, the relevant institutions are essentially the core central ministries, such as Finance. Where policy making in government is weak, hidden from view and not accountable, measures to strengthen processes of government may be appropriate, including encouraging greater

openness on policy issues. Efforts may also be made to strengthen capacity outside government to contribute to healthy debate on policy. Donors also have a key role in ensuring that the views of poor and marginalised people are heeded, since these are groups least likely to be heard through representative institutions. Indicators of local ownership include whether the recipient government has a clear and consistent vision and by comparing stated priorities with public expenditure patterns.

Programme Aid Beyond Structural Adjustment

"Sectoral policies and programmes should be prepared by local stakeholders. A significant proportion of existing investment assistance is for operations that have been largely prepared by foreign consultants with varying degrees of endorsement from recipient governments. The reason for this heavy external involvement lies in the limited human and financial resources of recipient countries to prepare operations that meet the criteria of the donor agencies within the time frame required by donor agencies. However the result of the heavy external involvement is that donor-funded programmes often enjoy limited local ownership, and local stakeholders often seem less concerned about success or failure than their foreign sponsors"

from Stephen Denning (World Bank) Programme Aid Beyond Structural Adjustment

6.5 The box above argues the need to make people and local organisations aware that they are stakeholders in aid-funded programmes. Participatory approaches at the *sector* level can range from:

- donor consultation and joint ownership with central or provincial government;
- consultation with and involvement of intermediate organisations and other secondary stakeholders;
- systematic involvement of primary stakeholder groups in policy making and strategy building.

Costs to donors are some loss of control over the contents of the policy; possible diminution of the technical quality (although this is debatable); and, possibly, increased expenditure of time and money. On the other hand, the benefits are a greater sense of partnership; increased credibility; a country-specific policy based on local knowledge and enhanced ownership; and easier adoption of recommendations.

Projects

6.6 Participatory assessments for sector planning can provide some guidance concerning primary stakeholders' interests and priorities for project investment. However it is still usually the case that projects are identified by the donor agency and the concerned aid recipient institutions without any detailed consultations with beneficiary or affected populations. In many

cases this would be impracticable. For example, large-scale infrastructure projects, such as an electricity supply project, would not normally involve the direct participation of the ultimate beneficiaries in identification of the project On the other hand, *the scope for stakeholder participation should always be reviewed at the design stage.* Those directly affected, such as people living on the site of a hydro-electric dam should be at the very least consulted about the design of the resettlement programme.

6.7 Stakeholder analysis is advisable for all projects and should be repeated at intervals throughout the project cycle. A first attempt should be made at the identification stage and summarised in the Project Concept Note. The analysis will be refined and strengthened as further information becomes available. We should first do an internal ODA exercise and then seek to do a further exercise in partnership with recipient institutional stakeholders. Subsequent participation, in project design or implementation of those affected by the project, will need to be decided as a result of this analysis. No prior assumptions should be made that this is a sector or type of project unsuitable for broad-based participation. For example, aid for privatisation might be more effective if the participation of employees was encouraged through share ownership, because this would give everyone in the enterprise the chance of a stake in the transition; and of consumers, if analysis showed they were also key stakeholders.

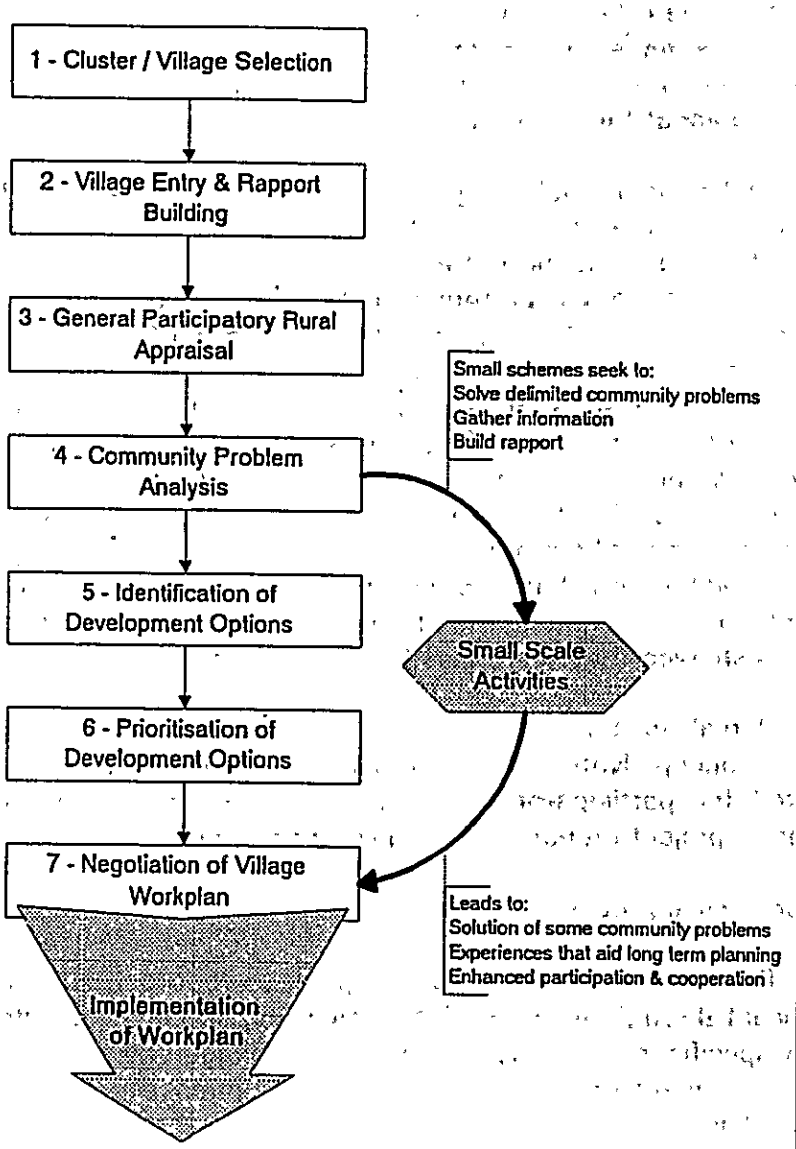
6.8 A realistic time-scale for the project should be established in the Project Concept Note. This is essential because of the long lead times required for participatory projects and to guard against pressure to compress project preparation for quicker spending.

The process approach

6.9 Participation in projects with a process approach is likely to be more significant throughout the project cycle because planning is iterative. For locally specific, community-based projects, phase one might be to support the development of local organisations by which people can make their opinion known. Only then are specific project objectives and outputs decided upon for implementation in the second phase. The box on the following page provides an example from an agricultural project in western India. Note that the level and type of participation is different for each stage.

6.10 A similar approach will also often be appropriate in working with formal institutions, such as ministries or parastatals, especially where programmes of institutional change are involved. For all such projects a participatory approach is important: ensuring, as far as possible, appropriate consultation within institutions, with other institutional stakeholders, and, as appropriate, with primary stakeholders. This may raise issues of participation for the institution which are of wider significance and application.

THE KRIBHCO PARTICIPATORY PLANNING APPROACH:
SUMMARY OF STEPS INVOLVED



6.11 *A project with a participatory process approach* is characterised by:

- comprehensive assessment of sectoral and institutional capacity jointly shared between key secondary stakeholders;
- mutual understanding and design of any support project or main project;
- jointly-shared implementation and learning process between relevant ODA (and other donors) and recipient country implementing agency(ies);
- building of capacity at individual, institutional and possibly sectoral level;

* reviews and evaluation which include all key stakeholders, including primary stakeholders, if these have been identified as key;

* the project being designed and implemented to ensure that learning takes place for all key stakeholders, including the donor; and

* the project having a measurable impact, with indicators for measurement identified and agreed by the key stakeholders.

The Project Framework

6.12 Development of the Project Framework should involve aid recipient stakeholders. The Project Cycle Management (PCM) approach emphasises the importance of participation of stakeholders in a "meeting of minds" to agree the project purpose. At the start we will need to identify which stakeholders <u>we</u> believe should be involved in the development of a framework, while recognising that, in turn, these stakeholders may identify others who should contribute to the process. The PCM approach can be used most easily between donor and aid recipient institutions but the broad elements of the approach should be used with all other interested parties. ODA so far has little experience with developing a project framework with stakeholders other than formal implementing agencies. However other donors, such as the Germans (through GTZ), have reported that the project framework approach can be used successfully with other stakeholders, including those with minimal levels of formal education. Participatory rural appraisal techniques (7.5) may assist in developing appropriate cross-cultural frameworks.

6.13 In designing the project framework the principal stakeholders need to be involved in agreeing objectives, outputs and activities; in determining and weighting risks (assumptions); and in identifying indicators for measuring progress. Stakeholders may well select different *indicators.* Minimally we should expect to include some of our own indicators, some from the main implementing agency and some from the primary stakeholders. Experience of several NGOs has shown that participatory processes using people's own indicators can generate quantifiable and time-bound indicators which relate to outputs relatively easily. Although indicators of purpose and goals are more difficult to develop in a participatory fashion, it is possible; and in fact debates with the other stakeholders on this issue have often started to show up differential objectives not only between beneficiary stakeholders but between them and the implementing agency, leading to a changed project purpose. This may need careful handling if, for instance, approval has been obtained only to appraise a project with the original purpose.

6.14 In proposing to other stakeholders the process by which the project framework is agreed consideration must be given to how decisions are made in that particular cultural and institutional context. The PCM approach must be adapted to local circumstances and allowance needs to be made for the time it will take project partners to become accustomed to this approach. Other planning methods should not necessarily be excluded for certain stages of the project framework.

6.15 The effectiveness of participatory strategies during project implementation will be strongly influenced by how projects are monitored and what information is documented. This requires indicators for progress in participation, as well as the more usual indicators for achieving outputs. The same participatory approach, described in the previous paragraph, can be used to determine indicators for measuring this also. This will probably not be possible until some time into the life of the project. However, we may include at the very start some of our own indicators for measuring the participation of other stakeholders (eg number of institutions/groups to be formed, level of representation of different social actors, proportion of population participating in project-inspired activities etc). A supplementary guide is available on how to measure and assess participation, with examples.

7. METHODS FOR ENHANCING PARTICIPATION

Monitoring and reviews

7.1 Mechanisms for participatory monitoring need to be developed during the project design stage in partnership with the implementing agency. Monitoring should not be seen as an ODA "policing" activity. Instead, monitoring should be seen as an integral part of the implementing agency's activities, supported by periodic joint reviews with ODA. The extra time spent in developing key indicators of achievement with stakeholders is an important investment in the success of the project, leading to a sense of greater shared commitment among the various stakeholders. Local intermediary organisations should be identified who would be responsible to the implementing agency for much of the monitoring, with ODA providing support and technical assistance as necessary.

7.2 Conventional periodic review missions often involve a large ODA inter-disciplinary team and representatives from a range of recipient institutions, joined in co-financed projects by representatives from other donors. Meetings often concentrate on senior bureaucrats in urban centres, which means that the viewpoints of beneficiaries, representatives of local-level institutions and of field workers are not taken into account. Because such review missions tend to be large, hierarchical and formal, even field

visits fail to establish any real communication with junior officials and primary stakeholders.

7.3 Possible strategies to overcome these problems include:

* designing review missions as a series of visits, rather than all-inclusive single visit: one component of such a review would be a preliminary participatory field visit, using participatory appraisal techniques (para 7.5);

* Avoiding large and, for some stakeholders, intimidating meetings where lower level staff or women beneficiaries may be afraid to speak out. Smaller, more informal discussions may help to elucidate more "truthful" opinions.

Diagnosis and studies

7.4 The aim of participatory diagnosis is to enable stakeholders to define the problem and decide what needs to be found out in order to design solutions. Participatory diagnosis means that knowledge is not the monopoly of the most powerful or informed stakeholders. Shared knowledge is essential if stakeholders are to work as partners in project implementation.

7.5 Of the various participatory research methods for development practice, the most commonly used is Participatory Rural Appraisal (PRA). PRA is a method which allows local people living in urban (despite its name!) as well as rural areas, to access, understand and share with others the knowledge which is already present within the community. In many situations PRA is a much more effective research method than the use of large-scale surveys. PRA can be done at all stages of the project cycle but it is not without its problems. Communities are not monolithic and people may have very differing views on the issues and problems confronting them. While those carrying out PRA will certainly be aware of the necessity to gain access to the views of less advantaged groups, such as women and ethnic minorities, they may find this very difficult.

7.6 It is not possible to carry out an in-depth anthropological study in each and every community affected by development assistance; knowledge has to be gained and decisions leading to action reached fairly quickly in the context of development aid. PRA certainly provides a better tool for coming to sensible, locally acceptable decisions than top-down strategies which impose an outside view of the problems facing a community and which ask questions based on extraneous assumptions. But it must be borne in mind that the picture gained through PRA is necessarily an incomplete one. And even PRA takes time and money.

7.7 Participatory approaches can also be taken in diagnostic work on formal institutions. Rather than having an essentially external assessment of institutions and options for the future, the diagnosis and planning may better be undertaken in a participative way. Methodologies include combining traditional interviewing techniques with working groups, workshops and group discussions. Activities may be aimed at developing understanding of issues and various parties' perceptions on them - or they may have a more directly action-oriented purpose. Often an external facilitator has an important role in helping a group work towards agreeing objectives and a plan of action.

Training

7.8 Much in-country project-related training is tailor-made to the needs of project staff and other stakeholders. Trainers should be encouraged to use participatory approaches. Use of these methods encourages the participants to become conscious and informed actors. It is a methodology which can be used both in training on a particular technical subject and in activities aimed at strengthening people's capacity to organise themselves and to change and strengthen their own institutions. The underlying principles are equally applicable to large public sector organisations and to village development committees.

7.9 These training methods are increasingly used to assist employees of hierarchical stakeholder institutions develop the capacity to develop partnership relations with the other project stakeholders - as for example in joint forest planning and management.

Communication

7.10 Participatory communication means listening as well as speaking. We need to be aware of the misunderstandings which may arise as a result of differences in experience, language and culture. We also need to recognise the political dimension to access to information: innovative methods may be required to reach those who most need the information and who are least likely to get it.

7.11 Participatory research methods can also be used for effective communication with marginalised or politically excluded groups. Effective methods may also be based on using indigenous media and cultural forms such as street theatre, puppets, wall paintings, popular music and songs etc. Other methods include study tours when stakeholders meet participants in other projects and radio broadcasts with listener feedback.

8. CHECKLISTS FOR ENHANCED PARTICIPATION

Communicating with pensioners about land privatisation

ODA's aid to the former Soviet Union includes support to a pilot project for privatisation of state farms in Nizhniy Novgorod. The size of shares to be distributed in the privatisation process is related to length of service on the farm; pensioners are therefore key stakeholders in the process. ODA looked at on-farm communications and discovered that many elderly pensioners were not aware of how the privatisation process would affect them. While information was freely available at the farm administrative offices in the central village, and public meetings were held, it was difficult for elderly pensioners living outside the central village to have access to the information provided in this way because of ill-health and lack of transport. Consultants therefore recommended a mobile information dissemination procedure, visiting various locations at pre-determined intervals throughout the restructuring process.

8.1 This section identifies some of the steps to be taken to enhance the participation of other stakeholders in our aid-funded activities. The first part relates to developing a stronger partnership with those aid recipient institutions who act as intermediaries between ourselves and aid's primary stakeholders, particularly that institution (the sponsor) which has the main interest and responsibility for implementing the project. Transparent and accountable partnership relations between ourselves and our institutional aid partners are intrinsic to encouraging them to develop a similar relationship with their stakeholders. The second part of this section summarises the basic principles for primary stakeholder participation in aid-funded activities.

Partnership with the key secondary stakeholder(s)

8.2 Much of what follows is already being practised or being planned in one way or another by different parts of ODA. It represents a menu of possible activities; they are not all appropriate in all cases.

* Identify sponsor institution: at project identification stage ensure there is at least one stakeholder institution (or a number of people within that organisation) really committed to the idea of the project.

* Provide information: provide as much information about how ODA functions as we seek to obtain about the functioning of the aid recipient institution. Examples would include offering to show a video or distribute pamphlets about the work of ODA in that particular sector or country. Make it clear what we can and cannot do in terms of our own rules and procedures.

* A shared vision: attempt to involve a wide range of staff from the sponsor institution. Seek agreement on the project's goal and purpose.

* Techniques: learn about the project design tools of the sponsor organisation. Introduce key secondary stakeholders

to participatory logical framework planning. Draft LogFrame in collaboration with other stakeholders and revise at regular intervals during design and implementation stages, including agreement on participatory indicators.

* Project design: consider providing the opportunity for sponsor and other key stakeholders to visit similar projects elsewhere in the world; and also of establishing a pattern of exchange visits between UK and their own country so that they come to us as well as we go to them.

* Consultants: make full use of local consultants wherever possible for project preparation; provide training in ODA procedures as necessary. With all consultants (expatriate or local) endeavour to ensure maximum continuity of personnel.

* Stakeholder analysis: with the partner (sponsor) institution, identify the other key stakeholders in the project and agree how these can be involved in the project design.

* Planning workshops: with the sponsor institution, and assistance of a local facilitator, organise a planning workshop for all significant secondary stakeholders and representatives of primary stakeholders; if necessary encourage a series of preliminary workshops for different stakeholders to ensure everyone as an equal voice.

* Participation matrix: use as described in 6.9 above and summarise conclusions in Project Concept Note.

* Risk analysis: with partner institution and other identified stakeholders, identify and rank the principal sources (including ODA and the other stakeholders) areas and types of risk and agree a risk management plan.

* Process approach: identify which elements of project need a process approach; ensure sufficient time and resources for institution building for sponsor organisation and other stakeholders.

* Project appraisal: seek agreement to include participation of all key stakeholders who wish to be involved (including representatives of relevant institutions of civil society and the private sector).

* Institutional appraisal: involve institutions as much as possible in institutional appraisal; ensure consultants have suitable

approach and skills. Use task forces, working groups etc to tap in-house knowledge and ideas and to develop ownership.

* Conditions: identify with sponsor institution action and decisions necessary for success and discuss fully any conditions for our involvement.

* Project approval: consider inviting representative(s) from the sponsor institution to participate in final ODA approval process.

* Appointment of TCOs: consider inviting a representative from sponsor/partner organisation to sit on selection board or take short-listed candidates to be interviewed in the aid recipient country.

Participatory aid to the health sector in Zambia

Following initial interviews in London, the five short-listed candidates were flown to Lusaka for the final stage of the selection process. After an initial briefing by the Ministry team and the BHC, the candidates were taken away by their Zambian counterparts to spend 1-2 days at the institutions they would be working at. This allowed the relevant Project Management Groups, other stakeholders, and the candidates to interact closely with each other. Subsequently an open "seminar style" meeting was held (with over 20 Ministry participants) where each candidate made a 20 minute presentation on their analysis of the situation they observed and the strategic approach they would take to addressing the project objectives. They were also required to make a personal statement about themselves, including their motivation to work in Zambia and why the Zambians should be convinced that they had the expertise and personal skills to bring added value to the continued implementation of the health reforms. This was followed by a lively question and answer session, with some sharp interrogation from the audience.

Extract from health adviser's mission report

* Monitoring visits: spending department to provide report in advance of the visit on the extent to which ODA considers it has been successful in delivering agreed inputs, in exchange for a report from the sponsor institution about the extent to which it has achieved agreed outputs. Write monitoring report or aide memoire as joint effort with agreed joint action plan and revised project framework.

* Evaluation: criteria for success to be mutually agreed in advance (design stage) and also to include other stakeholders' indicators. ODA's performance to be included.

8.3 Critical features for primary stakeholder participation

* Institutional capacity: a project's first phase may need to focus on the developing autonomous institutional capacity to

give primary stakeholders adequate bargaining power vis-a-vis other stakeholders.

* Conflict management: negotiating systems may need to be developed for handling conflicting interests between different groups of local stakeholders; the project management may usefully function as arbiter.

* Transparency: all stages of project activities publicly visible, including decision-making processes.

* Access to information: adequate and timely access to project information for all.

* Accountability: agencies involved in project management and implementation are procedurally and periodically answerable to the people being directly affected or involved, as well as to the citizens of the country in general.

* Meaningful choice: people, women as well as men, participate in a voluntary manner without being compelled or otherwise left with no other choice.

* Decision-making: institutional mechanisms established for consulting people in defining the nature of the problem prior to the goals and purpose of the project being irrevocably fixed.

* No "right answer": recognition that there may be multiple solutions to a problem. The solutions of other stakeholders may be as viable as our own and choice therefore depends on negotiated agreement. The experts' "best" may be the enemy of the possible.

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社会開発T/R 例 No1.

TERMS OF REFERENCE

SOCIAL DEVELOPMENT CONSULTANT: SUPPORT TO THE WORKING GROUP ON ETHNICITY, INDIGENOUS PEOPLE AND ETHNIC MINORITIES (ETHNIP)

Consultant: CDS Swansea (Julia Cleves Mosse)
Duration: 15 Person Days
Commencing: 7 March 1994

Background

The consultant will provide research assistance to ODA's working group on ethnicity, indigenous peoples and ethnic minorities (ETHNIP) in the preparation of operational guidelines to ensure that issues related to ethnic identity are properly recognised and accounted for in the UK Aid Programme. It is envisaged that the work being undertaken by ETHNIP will lead in due course to the preparation of an ODA Technical Note.

It is envisaged that two phases of research support will be required. These terms of reference apply to the first phase of work. The consultant will undertake a review of the current documentation produced and compiled by ETHNIP, carry out a preliminary literature search, identify UK and other organisations with expertise in relation to indigenous peoples and ethnic minorities, and draft a plan of action for the preparation of a Technical Note. If approved, the consultant will then be required to provide research assistance in implementing the plan, and undertaking the drafting of the Note.

Tasks

The consultant will undertake the following tasks:

1. Review draft documentation and background papers drafted and compiled to date by the ETHNIP working group.

2. Undertake preliminary desk research, including a review of the literature and compile a list of key documents required for the preparation of a Technical Note on ethnicity, indigenous peoples and ethnic minorities.

3. Identify and compile a list of EC and other international conventions and declarations relevant to the preparation of the Technical Note.

4. Identify UK and other organisations and institutions with appropriate experience and expertise who might be consulted in the preparation of operational guidelines for the UK Aid Programme.

5. Draft a plan of action for the completion of a draft Technical Note over a period of 3-6 months, including appropriate consultations with interested parties outside of ODA.

6. Provide an informal briefing on the findings of the consultancy to a meeting to be convened by the ETHNIP working group at ODA on Monday, 28 March 1994.

T/R 1991 No 2.

TERMS OF REFERENCE : PREPARATORY WORK FOR ADVERTISING AN ESCOR-FUNDED RESEARCH PROGRAMME FOR COMPARATIVE SOCIAL POLICY RESEARCH WITH REGARD TO AID RECIPIENT COUNTRIES

Background

ODA has identified a number of themes for its Research Strategy for the next three years. One of these is comparative social policy. A preliminary discussion on the theme was held at the Research Strategy Workshop at ODI on 18 January this year where it became evident that more preparatory work was needed in order to define the framework of a research agenda. However, the workshop did come to some general conclusions about what it believed should be considered within the social policy research agenda. The objective of the present consultancy is to develop and refine these preliminary conclusions as a preparation for a second, more focused workshop to be held in May.

Specific tasks: Phase One

1. The consultants will prepare a background paper, of between 30-50 pages, which defines the parameters of what we mean by social policy and identifies key trends and issues in aid recipient countries.

2. The paper should include a literature review to cover, inter alia, the following points from the 18 January workshop:

i The need for comparative social policy studies to include:

- differences in concepts of what constitutes social policy and differences in coverage
- implicit as well as explicit and formal social policies;
- the role of traditional social policy particularly at the community level;

ii The importance of understanding the moveable interface between politics, social and economic policy;

iii The need to understand the interrelationships between macro economic and macro social policy;

iv The importance of informal and formal safety nets and the fact that social safety nets can really only be addressed within the context of broader social policy;

- the need for theoretical frameworks for analysing social policy;
- the holistic nature of social policy, encompassing more than health, education and welfare;
- the importance of understanding a country's implicit and explicit social values/policies if sectoral projects are to be sustainable;

3. On the basis of the literature review, the consultants should identify the major gaps in research, both in terms of theme and geographical focus, and in the light of these, propose priorities for the social policy research programme.

4. Draft a one page Terms of Reference for the programme, to serve the basis for discussion at the May workshop.

Duration: 30 person days

Phase Two

1. The consultants will draw up a list of not more than 20 comparative social policy researchers to be considered by the Senior Economic and Social Research Adviser as possible invitees to the May workshop. These names should include those who participated in the social policy section of the Research Strategy Workshop of 18 January.

2. Design and manage a half day workshop to be held in London on Wednesday 24 May.

3. Prepare a brief report on the outcome of the workshop, with an amended Terms of Reference for the social policy research programme.

RE 25/1/95

T/R 19J No. 3

DRAFT

TERMS OF REFERENCE: STUDY OF DONOR POLICIES AND PRACTICES IN RELATION TO THE LABOUR MARKET IN DEVELOPING COUNTRIES

Background

The Economic and Social Division of the ODA has established an inter-disciplinary divisional working group to consider how donor assistance can be used to strengthen aid recipient's capacity to implement macro and sector level policies for achieving social development goals.

A key issue which has emerged is that of employment policies. To assist the working group develop its understanding and approach to this issue, a desk study is being commissioned to provide a brief survey on the state of knowledge on this issue and to review the circumstances in which there may be a case for labour market intervention by developing country governments and the role of donor assistance in such cases.

In ODA's Technical Note on Private Sector Development, it is stated that the development of modern manufacturing and ancillary services requires governments to avoid policies that create labour market rigidities. These include such practices as employment protection laws which make redundancy impossible or expensive, thus deterring employers from hiring labour to meet surges in demand, and minimum wage laws which increase labour costs, bias technology choice towards capital intensity, and also reduce employment. The purpose of this present study is :

(a) for ODA to be informed of :

- the policy conclusions derived from academic research on labour markets in developing countries, with regard to the circumstances in which labour market interventions might be appropriate both in the formal and informal sector

- the practice of some other, selected bilateral donors in this respect

(b) to make recommendations concerning the potential for development assistance

Specific requirements

1. The study will consider the following issues:

- health, safety and hours of work

- access to employment opportunities and equality of pay

- minimum wage legislation

- conditions of employment of powerless and disadvantaged social groups including eg children, bonded labourers and,

in many countries, women.

2. The study will take an inter-disciplinary perspective (economics, political science, sociology and social anthropology etc) and from this perspective review, summarize and comment on current development studies approaches to these issues, including World Bank research.

3. The policy and practice of a number of bilateral donor agencies will be investigated through available documentation and visits, including a consideration of the extent to which these donors are guided by ILO conventions and standards.

Duration and timing

It is anticipated that approximately 60 person days should be allowed for the study. The report should include a summary of between 5-10 pages with main findings and recommendations. ODA is interested in receiving a final report before the end of 1994, and earlier if possible.

T/R 例 No. 4.

ANNEX 1

TERMS OF REFERENCE

COMMUNITY FOCUS IN HEALTH & POPULATION PROJECTS AND PROGRAMMES

Background

Health and Population division are undertaking a desk review of ODA-supported health and population projects in countries covered by ODA's Asia and the Oceans Division, to identify those projects with a strong community focus; to present case studies of examples of best practice; and to consider the scope for transferring this experience to other projects and countries.

2. This is part of an ODA exercise to attempt wider involvement of local communities in projects across sectors and countries. Multisectoral projects such as the Chitral Rural Development Project in Pakistan, the Slum Improvement projects in India, the Tea Rehabilitation project in Bangladesh, the Sucre Health Project in Bolivia and a series of Water and Sanitation projects, are the most obvious for initial examination as they all claim a greater or lesser degree of community involvement. In addition some dedicated health and population projects (eg Bangladesh Health and Population 2, Anand integrated Rural Development Project, Vanuatu Rural Primary Health Care, Andhra Pradesh School Health) have some degree of community focus.

3. The Consultant will work in Health and Population Division for a period of 15 days: s/he will scan all project updates and review in more depth selected project documentation (recommended by health and population advisers). Coverage will include the experience of NGOs where they are involved as partners in bilaterally-funded projects (but not NGO projects support from ODA's Joint Funding Scheme). Where appropriate the Consultant will also have discussions with the relevant project advisers. S/he will also scan a number of recent HPD-funded research reports on community participation, which will be made available.

Specific aims and objectives

4. The Consultant is required to:

i. Define terms and review the range of current experience and practice in community involvement in ODA-supported health and population sector projects in countries covered by Asia and the Oceans Division;

ii. Examine the context of, and project designs likely to lead to, a successful community focus in health and population projects.

iii. Identify lessons to be learned, considering (a) specific health and population issues and (b) wider issues relevant to other sectors.

iv. Suggest (a) key criteria for successful community-based projects and programmes in this sector, (b) examples of best practice, (c) implications for ODA's policy makers

(f) The consultant should investigate the constraints affecting the posting of teachers to rural areas and the factors which cause absenteeism; she/he should also investigate the potential for building low-cost accommodation for teachers (particularly for female teachers) in rural areas close to schools as a measure to ameliorate such constraints.

(g) Define the respective rôles of the project field managers and the project office concerning collaboration with NGOs and other government departments. Assess the staffing needs of the project and project office for the NGO and other government departments participation components of the project and recommend recruitment procedures for staff.

(h) The consultant should investigate the rôle of women teachers and give attention to (i) the employment of women in rural schools; (ii) the employment of women in their home areas; and (iii) the use of women as pre-school assistants.

(i) Make recommendations on the range of consultancy expertise in social and community development that will be needed throughout the life of the project.

Annex 1 T/R 134 No. 5

NEP 445/009

TERMS OF REFERENCE FOR A UK-BASED DESK STUDY OF SOCIAL POLICY IN NEPAL - EDUCATION SECTOR

Background :

1 SEADD is in the process of writing a "Social Policy" for Nepal. This is a new undertaking and , at present, it is experimental. The process comprises two steps. The first is to produce a summary social analysis for Nepal. The second step involves prescribing support for identified social development.

2 The preliminary draft of the social analysis has been completed and has been circulated for discussion. This consultancy will pursue further the social analysis and will also prescribe what is a desirable social policy for the educational sector in Nepal.

Objective

3 The objective of the consultancy is to investigate the literature available in the United Kingdon to improve upon the social analysis of the education sector in Nepal and to identify prescriptive social development policy for the sector.

The term "Education" is used to imply learning, research, teaching and understanding process in their broadest sense in addition to more formal educational institutions andorganisation in this assignment.

The Task :

4 Specifically the Consultant will :

i. Identify from literature available in the UK a social analysis of Nepal's education sector both formal and informal. This should include an analysis of "education's" contribution to "development". Special attention should be given to gender differentials.

ii. Within the formal education sector, compare government policy (as represented in the Eighth five-year plan) with sectoral policy and compare this again, to implementation. Special attention should be given to gender differentials.

iii. Describe ways in which relative poverty and wealth circumscribe access to "education" in Nepal.

iv. Consider the role which other national or local institutions play in ascribing access to education in Nepal for example caste, gender, ethnic identity.

v. Consider the ways in which "education" has been used in other countries or regions of the world to achieve broad based development eg Sri Lanka, Cuba, Kerala and Costa Rica. Identify the social characteristics of these changes and attempt to ascribe them to "education" or other sectors. Identify which social policy objectives these countries have attempted to address through "education".

vi. Identify a series of realistic and achievable social policy objectives in "education" which Nepal might reasonably expect to be able to pursue over a five and a twenty year time frame.

vii Describe how the social policy objectives for education in Nepal would contribute to a wider concept of development.

5 Since this process is experimental, the consultant is given discretion to modify the TORs as seems appropriate and achieveable.

The Report

6 The output of the assignment will be amendments to the existing Nepal Social Analysis Paper and, a major contribution to a forthcoming Social Policy Paper for Nepal.

Timing

7 Three weeks will be allowed for research and writing on this topic. (It is assumed that this will comprise a five day week although allowance can be made for a six day week if the consultant requests it).

The report(s) will be sent to SEADD (in two copies) within six weeks of commencing the assignment.

At present , it is anticipated that the assignment will commence on or about 13th September.

Judy Walker
30th June 1993. SEADD

T/R 171 No. 6

ANNEX 1

TERMS OF REFERENCE FOR THE IDENTIFICATION MISSION TO ASSESS THE POSSIBILITIES AND OPTIONS FOR ODA TO PROVIDE ASSISTANCE TO ENHANCING THE EDUCATIONAL STATUS OF GIRLS AND WOMEN IN BANGLADESH

Background

ODA is currently identifying ways and means of increasing its assistance to the direct alleviation of poverty in Bangladesh. A key component of such assistance will be support to enhancing the social, economic and educational status of women. ODA is therefore seeking to extend its involvement in the formal and/or non formal education sector with particularly reference to the situation and needs of girls and women. The consultant will therefore investigate how ODA could best achieve this, taking into account the Checklist on Women in Development, the ODA policy on women and literacy, and the SEADD-led poverty strategy review.

Specific Tasks

The consultant will undertake an assessment of the level of interest, commitment and activity in the area identified above, amongst government and non-government, academic and donor communities, focussing on the needs of girls of secondary school age (11 - 18) and on adult education for women, particularly literacy and non-formal education. From her investigation she will identify potential areas where ODA support could make a worthwhile contribution to enhancing the educational status of girls and women. The consultant will be expected to

1. Familiarise herself with key background documents including the Bangladesh General Education Project, World Bank Staff Appraisal Report, February 1990; "Improving Girls' Opportunities for Secondary Education", Winsome Gordon (World Bank Consultant), May 1990; "Female Secondary School Assistance Project", Draft Initial Executive Project Executive Project summary, World Bank, October 1990; "Appraisal of Options for ODA Assistance to the Female Education Scholarship Programme", Deborah Thomas, July 1990.

2. Review current government, non-governmental, academic and donor activities in the field of female secondary and vocational education and women's adult education, including the Community-Based Literacy and Continuing Education (CoBLACE) current Preparatory Programme and planned Main Programme. Particular contact should be made with the World Bank, UNDP, The Asia Foundation, British Council, Women for

Women (NGO), BRAC and Proshika. It may be necessary to make contact with GOB officials for information about Government plans, but this should be kept strictly at an unofficial level.

3. Review past and current incentive schemes aimed at encouraging girls' participation in primary and secondary school in Bangladesh; reference should also be made to the experiences of other South Asian countries, particlarly India and Sri Lanka.

4. Assess the level of interest, capacity and capabilities NGOs have for developing and pursuing approaches to enhance female participation in formal and non-formal education programmes, including efforts to link non-formal education with income generating and credit schemes.

5. In the light of this assessment identify projects which would merit in-depth consideration for ODA funding, and evaluate as far as possible the opportunities for ODA participation in Government and/or World Bank female education projects.

The consultant will be expected to undertake field visits to NGOs.

Total Duration

Approximately two and a half weeks in Bangladesh, a day in SEADD, and two weeks in the UK for preparation and report-writing.

Report

The consultant will discuss her findings and conclusions with BHC Dhaka and SEADD before preparing a report for submission to ODA within one month of her return to the UK. The report should include a summary of recommendations and issues suggested for follow-up within the poverty strategy review and by the visit of the Senior Education Adviser later in the year.

T/R 191 No. 7

Annex I Terms of Reference

TERMS OF REFERENCE FOR A CONSULTANCY TO IDENTIFY BEST PRACTISE IN RESPECT OF APPROACHES TO GENDER IN ODA'S PROGRAMMES AND PROJECTS IN INDIA

Background:

The India desk of ODA is taking steps to define a strategy for gender – aimed particularly at promoting the social, economic, legal and political status of women.

At present, a Background Paper is under preparation by Bridge, IDS. The background paper will contribute to longer term thinking about gender approaches in ODA's India programme.

Another fertile area for helping to identify a gender strategy for India is within ODA's own existing and pipeline projects where, at present, women's involvement is actively pursued in different ways in different programmes and projects.

This consultancy will look at existing and pipeline projects to catalogue gender-related activities and analyze the manner in which this is currently being pursued.

Objective:

An initial logical framework is attached to these TORs.

The objective of the Consultancy contributes to the India Gender Strategy by identifying "best practise" amongst the array of gender approaches available and already being used by ODA projects.

It is considered important that the Consultant:

- engages all ODA stakeholders in the debate about approaches to gender
- critically examines the range of current practise existing in ODA's projects and programmes
- Asks projects to identify their sources of expertise and recommends ways in which this can be catalogued for easy access by other projects
- Establishes a baseline of resources currently (or planned) being devoted to gender specific activities in programmes / projects

Approach:

The consultancy will take place in four stages:

Stage I: Review of secondary sources of information (e.g. project documents; project files; CRP; source information)

Outcome: Initial analysis of prominence of gender considerations in the project identification and planning and implementation; Analysis of resources devoted to women's needs by project by sector; identification of methods and approaches

Stage II: Interviews with HQ staff (To identify what personnel think is important, at which stages of the project cycle; to identify knowledge of external sources of help)

Outcome: Level of awareness amongst ODA staff of the consultancy investigation raised; initial analysis of differences between personnel approaches vs intrinsic differences between sectors

Stage III: Interviews with India-based personnel (To identify their experiences of gender approaches and to increase the amount of information available). Synthesising this information and presenting it at a workshop in Delhi.

Outcome: Agreed approach to gender and definition of "best practise".

Stage IV: Writing and Reporting (Draft; discussions; final report; presentation to Department)

Outcome: A Report; a Presentation of the report which includes conclusions and recommendations

Specifically the consultant will:

1 Conduct interviews with London-based and India based ODA staff and project partners where appropriate

2 Facilitate a seminar in Delhi at which there will be a presentation of the IDS/Bridge Background Paper and at which agreement on "best practise" in gender approaches will be agreed

3 Encourage feedback and comment from individuals interviewed or involved in the seminar

4 Use secondary sources (e.g. Project Documents and PIMS Markers) to critically examine different programmes / projects approaches to gender

5 Examine in detail the actual practice of gender analysis and implementation of activities.

6 Examine the relative contribution of different types of activities e.g. training, as compared to use of experts, compared to gender analysis at different stages of the project cycle, compared to gender differentiated monitoring processes

7 Appraise the contribution of dedicated "gender" projects to best practise

8 Ask projects to document the sources (individuals and organisations) of gender expertise available. (There should not be an attempt to assess the proficiency of the expertise at this time).

9 Recommend a way in which these specialist services can be catalogued and made accessible to other projects (providing a rough costing for this exercise).

10 Identify the relationship between gender approaches in project documentation, PIMS markers and levels of expenditure on gender within and between projects

11 Compare the levels of gender-related expenditure between projects / programmes / sectors as a baseline for future planning

12 Present a half day seminar of the consultancy findings and recommendations to London-based ODA staff

13 Present a final report of the consultancy which includes main findings and recommendations.

The Consultant and team:

The consultant will work alone for the UK based portion of the work. In India, the Consultant will join with the two responsible officers of the British Council (Singh and Beaumont) and with Mary Johns (who is taking part in the Bridge Background Paper writing).

Visits in India

Visits in India will be decided at the time of discussions with ODA HQ based staff and will be organised by the British Council in Delhi. Visits will include extensive discussions with all FMO and ODA project staff based in India.

It will be important to ensure that a visit is made to at least one representative project in each of ODA's sectoral areas.

The India visit will include a two-day seminar for ODA staff.

Timing:

Timing of the stages is to a degree flexible but the exercise should be completed within three months of commencement and less if possible.

The final seminar and report should be completed within three weeks of return to the UK.

The total amount of time allocated for the consultant at each stage is as follows :

Stage I	7 working days
Stage II	5 working days
Preliminary report	2 working days
Stage III	15 days including travel
Stage IV	6 working days including workshop
TOTAL	35 WORKING DAYS

Annex I Terms of Reference: Logical Framework GENDER Date: July 14th, 1994

Narrative Summary (NS)	Measurable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
Goal:			(Goal to Supergoal)
1 ODA Strategy for Women in India is written by mid 1995	1.1 Strategy defined and documented 1.2 Strategy contributes to India Country Strategy Paper	1.1 Paper by mid 1995 1.2 CSP includes extracts from WID Strategy	1.1
Purpose:			(Purpose to Goal)
1 Best practise in ODA's India Programme in respect to gender is identified, documented and agreed by the end of 1994	1.1 Best practise agreed and implemented	1.1 All manual project monitoring reports contain a reference to gender after 1995	1.1 The WID strategy builds on ODA practise in projects / sectors
Outputs:			(Output to Purpose)
1 All ODA stakeholders (and as appropriate all project partners) become engaged in the gender approaches debate	1.1 Stakeholder Workshop recommendations agreed	1.1 Workshop report	1.1 Additional support and expertise is made available as required
2 Current practices in gender approaches are identified and critically compared	2.1 Preferred practices selected	2.1 Consultant's report	2.1 Agreement on best practise reached
3 Method of establishing Source register of gender expertise recommended (and costed)	3.1 Recommendations approved	3.1 Consultant's report	3.1 No quality testing of expertise at this stage
4 Baseline of current level of resources devoted to gender approaches in projects / programmes identified	4.1 Baseline figures produced	4.1 Consultant's report	4.1 Baseline contributes to setting new expenditure targets for the Strategy
Activities:	Inputs / Resources:		(Activity to Output)
1.1 Individual interviews conducted in London and India to obtain information and inform the interviewees of the exercise		1.1	1.1
1.2 Seminar held in India (3rd & 4th October) to explore the IDS/Bridge background paper and to discuss the consultants findings		1.2	
1.3 Individual feedback from interviewees encouraged		1.3	
2.1 Identify the different gender analysis and the approaches being used from secondary sources (e g. Project documents and PIMS markers)		2.1	2.1
2.2 Detailed analysis of practical gender work undertaken by projects identified and compared with a view to looking at the relative contributions of different approaches (e.g. at different points in the project cycle; the contribution of training; the use of experts; how central gender issues are to the projects' outputs)		2.2	
2.3 Existing 'gender' projects appraised for their contribution		2.3	
3.1 Projects asked to document their use of individuals or organisations currently providing gender expertise		3.1	3.1
3.2 Recommend a way in which these sources can be identified and catalogued for access by projects / project partners; recommend ways to achieve this; attach rough costs		3.2	
4.1 Identification, as far as possible, of project resources devoted to gender-related activities		4.1	4.1
4.2 Compare overall levels of gender-related project expenditure to PIMS makers and to some qualitative measure of gender planning / impact		4.2	
4.3 Comparison between sectors / projects of gender-related expenditure levels		4.3	
4.4 Matrix of figures constructed as a baseline		4.4	

T/R 別 No.8

ANDHRA PRADESH PRIMARY EDUCATION PROJECT

SOCIAL DEVELOPMENT/COMMUNITY PARTICIPATION

The Social Development/Community Participation Specialist will in general ensure that the social and gender dimensions of both the demand for and supply of primary education are taken into account in the design of the project. Particular areas for attention are as follows:

(a) The consultant should provide a brief report as an annex to the project document on the factors that affect enrolment and retention of children (particularly girls) from scheduled tribes and castes (particularly in remote areas) and link any proposed project components with these factors.

(b) Examine the factors that affect community perceptions of schools, teachers and the value they place on primary education, and identify ways in which they can be improved through the project.

(c) Identify and design the community participation components of the project. It is unlikely that a single approach to community participation will be feasible for the whole project and options for particular circumstances (eg collaboration with NGOs in remote areas, the use of local councils, Mahila Mandals and other legally constituted bodies in other areas) should be set out; particular attention should be paid to the phasing of any community participation so that local understanding and support of the project is developed in collaboration with the local community. Strategies to ensure the full participation of all people with an interest in education (particularly scheduled tribes and castes and women) should be developed.

(d) Attention should be paid to the constraints faced by girls in enroling and regularly attending school and relevant and appropriate strategies to increase the enrolment and retention of girls should be identified and included in the project.

(e) The rôle of teachers in the community as well as in the school should be investigated. Strategies to increase the rapport between the teacher(s) and the local community should be identified and included in the project proposal. Among the possibilities are increasing the number of teachers living and working in the same village and the use of local literate people as assistant teachers in primary schools.

(f) The consultant should investigate the constraints affecting the posting of teachers to rural areas and the factors which cause absenteeism; she/he should also investigate the potential for building low-cost accommodation for teachers (particularly for female teachers) in rural areas close to schools as a measure to ameliorate such constraints.

(g) Define the respective rôles of the project field managers and the project office concerning collaboration with NGOs and other government departments. Assess the staffing needs of the project and project office for the NGO and other government departments participation components of the project and recommend recruitment procedures for staff.

(h) The consultant should investigate the rôle of women teachers and give attention to (i) the employment of women in rural schools; (ii) the employment of women in their home areas; and (iii) the use of women as pre-school assistants.

(i) Make recommendations on the range of consultancy expertise in social and community development that will be needed throughout the life of the project.

ANNEX 1.

TERMS OF REFERENCE FOR MS SARAH LADBURY
UNDER THE ELTSP PHASE II
TANZANIA

GENDER/SOCIO-ECONOMIC CONSULTANCY

1. To make an initial visit to Tanzania at the commencement of the project to hold discussions with the project team and relevant officials in the Ministry of Education.

2. To examine existing documentation and data, in particular the TADREG study by Dr Brian Cooksey in Girls Permance in the Tanzanian Education Sector.

3. To visit a small selection of schools and teacher training colleges throughout the country to collect information about the problems facing female pupils and staff in the classroom.

4. In light of the above, to determine which of the factors accounting for poor performance by girls and difficulties encountered by female teachers can be influenced through the ELTSP Project (including, if appropriate, data gathering), and make recommendations of ways in which the project should address these issues. Consideration should be given to setting up workshops for relevant personnel including male and female teachers, tutors, Head Teachers and inspectors with the objective of making them aware of gender issues.

5. In conjunction with the project's Monitoring and Resource Officer, to devise a system to monitor the impact of the project on problems faced by female pupils and teachers.

6. Discuss key points of the above Terms of Reference with the British Council Field Manager before leaving Tanzania.

7. To submit a completed report (including a one page summary) to ODA Projects Department, British Council, London, to the satisfaction of that Department, within 3 weeks of the conclusion of the consultancy assignment dates above.

T/R 134 No. 9

Annex 1

Terms Of Reference For Consultancy To Examine The Need For Social Development Expertise In The Pacific

Background

1.1 The British aid programme in the South Pacific consists predominantly of technical assistance in the form of fully funded and supplemented personnel providing professional advice and line management services to Governments and other organisations in Fiji, Vanuatu, Solomons, Kiribati and Tuvalu. The main sectoral concentration of this assistance is in the areas of education(secondary teachers and tertiary lecturers) health (Medical staff) and natural resources. ODA also provides aid for buildings and equipment projects in support of its technical assistance and for discrete projects mainly in the natural resources and infrastructure sectors.

1.2 In recent years ODA has been trying to move away from separate provision of manpower, training and capital aid towards the integration of these forms of aid in project form with clear time-bound objectives. Significant progress has been achieved in the Pacific with the introduction of Sector Assistance Memoranda (SAMs) which seek to establish objectives for technical assistance and to design sectoral programmes of manpower and training. This approach ha been taken further in some countries than in others and more work is needed to develop SAMs into institutional development projects. The main objective of the majority of SAMs has been localisation but in some cases institutional issues have been dealt with. These have mainly focused on the development of appropriate terms of service and career structures but there has been some limited support for organisational change and development including the restructuring of Government Departments and Government owned companies.

1.3 Following a visit to the region by the Senior Social Development Adviser ODA in 1990 it was suggested that there was a need to have more social development expertise available to assist BDDP in the appraisal, design, and implementation of its projects and programmes. Recommendations included the production of a 'plain persons guide' to key social issues which would allow ODA staff to assess when Consultancy assistance was needed and/or provision of a full time Social Development Adviser. However before a final decision can be made on the level and type of expertise to employ a short term Consultancy is needed to assess the requirement in more detail.

1.4 The British Aid programme in the South Pacific is currently administered by the British Development Division in the Pacific. However the Aid administration arrangements have been the subject of review during 1990 and it is likely that a new structure based on country aid offices backed up with a team of professionals with regional responsibilities will be put in place during 1992. Any recommendations for the provision of Social Development advice would have to be consistent with this new structure. In particular there will be a need to consider the relationship between the existing plans for a post of human resources planner/economist and the need for additional social development expertise.

2. Objectives

2.1 To review the major social development issues relevant to the British Aid Programme in the Pacific and to consider how these issues might be incorporated into the planning of country programmes and objectives.

2.2 To identify social development issues which need to be considered generally in the appraisal and design of institutional development and other projects and indicate how these concerns can be more directly addressed in future.

2.3 To consider the need for (and if appropriate produce) a concise set of guidelines on social development issues in the Pacific which could be used by existing BDDP staff and their successors.

2.3 To consider the level and type of Social Development expertise that is needed within the new Field Office structure and make recommendations for future staffing or Consultancy assistance to supply these needs.

Specific Duties

3.1 To undertake a literature survey based on locally available material at the University of the South Pacific and elsewhere.

3.2 To review current project documents and SAMS available in BDDP and to discuss the social development aspects of these activities with existing BDDP staff.

3.3 To visit selected recipient countries to discuss social issues with Government, project authorities and other organisations.

3.4 To provide social development advice in relation to selected project activities.

Scope

4.1 The assignment will be for up to two months and although some time may be allowed for preparation in the UK, the majority of the time will be spent in BDDP in Suva, Fiji. A precise work programme will be agreed between the Consultant and BDDP on arrival in Suva.

4.2 The Consultant will be expected to produce a report (to a format agreed with BDDP) covering all of the above areas.

and programme managers as they design, appraise and monitor health and population sector projects and programmes, and (d) a set of 'indicators of achievement' which could be used, with appropriate adaptation, in future ODA project frameworks.

Within the above, the consultant should bear in mind issues of cost effectiveness and sustainability, and cover these as appropriate.

5. The Consultant will prepare a draft report for internal discussion within the Division, which may lead to further work before finalisation.

Health and Population Division
10 July 1991