

TERMS OF REFERENCE

EXTERNAL EVALUATION OF THE WATER SERVICES SECTOR SUPPORT PROGRAMME (Project No. 00/73200/030)

1. Introduction

The subject of the study is an evaluation of the Water Services Sector Support Programme from the start of activities in April 2001 to end September 2002; the first 18 months of the three-year programme. The programme is co-financed by the South African Government, a EU grant and grants from the Netherlands and Ireland bilateral co-operation programmes. The United Kingdom and French bilateral co-operation programmes provide parallel funding. At the time the programme was prepared the total costs were estimated at approximately 2220 million Rand. The EU contribution to the WS-SSP will be a grant amounting to 75 million Euros, in the form of a direct contribution to the South African government budget.

2. Objectives of the study

The overall objective of this study is to assess the progress of the programme against the log-frame outputs on the basis of the indicators formulated in the log-frame of the programme and to make recommendations. In other words, to what extent has the programme succeeded in fulfilling its objectives and purpose and how to improve on this?

To do this it will be necessary to critically evaluate:

- (1) Implications of SWAP approach (first of its kind)
- (2) Effectiveness and strategic impact of Masibambane (as a whole)
- (3) Achievement of Theme outputs and progress in meeting strategic objectives, which would include:
 - (a) An assessment of the sector orientation (Theme 1) impact, results and activities.
 - (b) An assessment of the service delivery (Theme 2) results and activities
 - (c) An assessment of the institutional support results and activities (Theme 3)
 - (d) An assessment of the integration of crosscutting issues such as gender, environmental and appropriate technology into the programme.
- (4) Appropriateness of approach and strategies including the appropriateness of the approach and strategies taken for the above sub points 3a, 3b, 3c, 3d
- (5) The institutionalisation of Masibambane (its approach, objectives and modis operandi)

- (6) Review of strategy - within the context - and appropriateness of the changes made in order to make recommendations for future implementation of the program
- (7) To what extent has the program results been entrenched on a sustainable basis

3. Background of the project

South Africa has one of the highest income inequalities in the world. Inequalities exist in both the distribution and access to domestic water and sanitation.. The programme involves a variety of government departments at all levels including the Department of Water Affairs and Forestry (DWAF), the Department of Provincial and Local Government (DPLG) and the Department of Finance at national level, Provincial governments and Local Government through District Councils. Since 1994 DWAF has provided clean potable water to some 7 million rural people. The National Sanitation Task Team (NSTT) has assisted over 540 000 people in improving health and hygiene and has built over 58 300 toilets.

One of the primary features of the sector, which has an extensive influence on the provision of services, is the lack of capacity in rural communities and in local government. This has meant that although the function of services provision is the responsibility of local government, these functions can generally not be fulfilled in rural areas. This has resulted in the need for the DWAF to make extensive use of the private sector through the Build Operate Train and Transfer mechanism (BOTT).

The water services sector support programme (WS-SSP) is a 3-year multifaceted support programme to the government of South Africa in the water and sanitation services sector. The objective of the programme is to provide basic water supply and sanitation services through a variety of activities including the support of strategic policy development, water and sanitation services provision to selected poor rural communities in three provinces (Limpopo Province, KwaZulu Natal and the Eastern Cape) and through institutional support to assist various levels of public sector institutions.

The main expected results over the three-year period are:

- A reviewed and updated policy and legislation for the water and sanitation services sector in South Africa.
- A water and sanitation services sector oriented towards consumer-driven interventions.
- Approximately 2.4 million people in the Limpopo Province, KwaZulu Natal and the Eastern Cape provided with sustainable water infrastructure.
- Health and hygiene education included in all infrastructure projects.
- Technical, managerial and administrative capacity of key role players improved.
- Integrated planning and co-ordinated management within the sector strengthened.

The programme involves a variety of government departments at all levels. The private sector, NGOs and civil society will also be involved extensively in the programme.

4. Issues to be studied

As indicated under the objective of the study the main issues to be covered by this evaluation in order to allow for an output to purpose review are:

- (Theme 1) An assessment of the sector orientation impact, results and activities. Specific emphasis should be placed on the sector co-ordination structures and the quality of involvement of other sector stakeholders in terms of ownership and joint (or decentralised) decision-making.
- (Theme 2) An assessment of the quantity and quality of the preparation and implementation of the infrastructure projects implemented under the programme. Among others this includes a detailed review of the quality of the project business plans, choice of technology, cost estimates in relation to current market prices, quality of end-products and the participation of women and men of the communities involved. Specific attention should be given to:
 - The process of decentralising this function to the local level and migration of infrastructure delivery to a single national funding channel (MIG).
 - The implementation plans for accelerated and expanded sanitation programme.
- (Theme 3) An assessment of the institutional development and support results and activities. Here specific emphasis should be given to the appropriateness of approach taken and the support provided to local authorities involved; and the existence and quality of transfer policies and strategies.
- An assessment of the management support programmes, designed to strengthen the administration and implementation activities of DWAF.
- An assessment of whether or not the strengths of the different players (i.e. Government, NGO's and the private sector) have been optimally utilised in order to achieve maximum benefits and strategies to strengthen participation of the NGO/CBO sector.
- An assessment of cross-cutting issues and especially how gender sensitivity, environmental impacts and appropriate practice are taken into account
- An analysis of the impact and implications of the sector wide approach including an assessment of the appropriateness of the approach and strategies
- An analysis of the institutionalisation of the water services sector support programme.
- An analysis of the project and program management techniques and tools utilised together with an analysis of the monitoring and evaluation systems and an analysis of the reporting tools and processes

The review will need to give the reader a reliable view of the status of the program. Has progress really been made? Has value for money been achieved? Can the progress figures be reliably trusted? Have the needs been well defined, understood, planned and executed? What levels of sustainability exist? Can capacity (resources and skills and processes) support the programs strategic objectives?

Was the program base-lined? Are the program goals well defined? Is the progress reported relative to the baseline and goals? “Have the goods and services been delivered for the money spent?”

5. Plan of work

The geographical requirements for the assignment will require an evaluation to be carried out at national level, predominantly in Pretoria, and in KwaZulu Natal, the Eastern Cape and Limpopo Province.

Given general constraints in relation to time and available resources the evaluation will be based upon a review of relevant documents (e.g. policy documents, Programme proposal, Financing proposals, financing agreements, logical framework and work plans, project business plans and progress reports), complemented with interviews of representatives of the various stakeholders and field visits to project sites.

It is proposed to structure the evaluation as follows:

- Review of policy documents, programme proposal, financing proposals, financing agreements, logical framework and work plans, project business plans, progress reports and other programme reports at national level.
- Interviews with stakeholders at national level and EU officials from the Delegation in Pretoria.
- Interviews with stakeholders in the Limpopo Province, KwaZulu Natal and the Eastern Cape.
- Review of provincial strategies/MAAPS, work plans, project business plans and other project related documents at a provincial level.
- Field visits in the Limpopo Province, KwaZulu Natal and the Eastern Cape including interviews with representatives of local governments, members of water committees and beneficiaries.
- Preparation draft report.
- Presentation of draft report and recommendations.
- Preparation and submission of final report.
- Work shop report findings.

6. Expertise required

The evaluation team will consist of six full time South African experts including the team leader / coordinator and five full time International experts. The team leader will be

experienced in the South African Water Services Environment and will manage the complete team of evaluators. The team leader will be responsible for overall planning and coordination of the evaluation team as well as the overall analysis, conclusions and recommendations as drafted and presented in the reports.

Refer to the proposed organogram. The evaluation team will, together, have expertise in the following areas:

1. Team Leader: Team and report management:

Overall evaluation team coordination, leadership, client liaison, report analysis and report drafting. The team leader will have knowledge of SA sector and the policy framework and transformation & restructuring processes in WS and local government

2. Specialist Evaluator: Water Services Institutional Development

Water Services institutional development and local government, preferably with specific expertise in the area of institutional restructuring in the water sector in South Africa. Knowledge of the institutional issues and requirements arising from institutional reorganisation of the SA water sector is essential. Knowledge and/or experience of decentralisation of water services function to local level will be an advantage (The international person could be the 'institutional' person whose knowledge of WS structuring and decentralisation in other countries would be valuable).

3. Specialist Evaluator: Environmental Planning and practice

Assessment of environmental management planning and practice as relevant to domestic water supply and sanitation. Sustainability and effective ongoing considerations of domestic environmental issues.

4. Specialist Evaluator: Local level institutional strengthening

Training and capacity building with particular expertise of working with communities and stakeholders at a local level around training and institutional strengthening needed for the local implementation and management of development projects.

5. Specialist Evaluator: Appropriate Technology

Assess nature and extent of AT utilization in water, sanitation and institutional capacity building projects. The level and nature of sustainable job creation and labour utilization must also be evaluated.

6. Specialist Evaluator: Gender Mainstreaming and sustainable social development

Social and gender analysis - especially in terms of community based development and sustainability of rural water supply and sanitation

7. Specialist Evaluator: Water Service Delivery and supporting program management

Assessment of the planning, implementation and monitoring of the sustainable rural water service delivery aspect of the programme. The assessment is to consider technical, financial and social aspects of the program. The assessment must also consider the

effectiveness of the water program management aspects (methodologies used and followed, monitoring, evaluation, reporting)

8. Specialist Evaluator: Sanitation Service Delivery and supporting program management

Basic household sanitation delivery in a situation of increasing backlog but commitment to demand led approach and health and hygiene education and awareness. The assessment is to consider technical, financial and social aspects of the program. The assessment must also consider the effectiveness of the sanitation program management aspects (methodologies used and followed, monitoring, evaluation, reporting)

9. Specialist Evaluator: Program Analysis

Assess and analyse the water services program in terms of program financial management and program economics (value for money)

10. Specialist Evaluator: Policy

Assess the development and implementation of the water and municipal policies within the sector

11. Specialist Evaluator: NGO and civil society participation

Assess the involvement of NGOs and CBOs in the program at various levels within society and the program

The *evaluation team* must have an in depth knowledge of the policy objectives and operating circumstances of the South African water sector, and local government as relevant to water services and the Government's Reconstruction and Development Programme as a whole. All reviewers should also have a sound knowledge of the logical framework.

Various officials involved in the program will support the team. The program manager, Kalinga Pelpola will be the main contact person who will assist where needed between the evaluators and the various program managers. The DWAF Deputy Director General, Junior Potloane will receive the final report.

7. Reporting

The evaluation team shall prepare a draft report, and Power Point presentation, and submit for comments and approval. Furthermore, the report and presentation shall be discussed with the provincial sector forums and the national and regional programme management teams. After discussion and approval the final report is to be submitted. The final report and presentation shall be presented to the DWAF DDG: Operations

Please note as follows for the reporting:

Reporting	
Title	Evaluation of the Water Services Sector Support Programme
Language	English
Dates of delivery	Inception report – 25 October 2002 Interim / progress report – 18 November 2002 First draft report – 6 January 2003 Workshop: 13 – 18 January 2003 Final report – 24 January 2003
Recipient	DWAF
Responsible person	Junior Potloane c/o Kalinga Pelpola
Copies to submit	10 copies
Pages	Not exceeding 100 pages + Annexes

A suggested format of the report layout has been annexed to this ToR.

8. Time schedule

The evaluation will be undertaken during a seven-week period in October, November and December 2002. See attached proposed timeline Ver 4.

The evaluation should commence on 28 October 2002.

The first draft report is to be presented by 06 January 2003 at a debriefing workshop with the Steering committee.

The first draft report should be discussed with stakeholders in a workshop, to be held within the period 13 Jan 2003 – 18 Jan 2003, depending on stakeholder availability.

The final report is to be presented by 24 January 2003 after receiving comments if any from stakeholders and workshop.

An indicative schedule of activities is given below:

Stage		Schedule
I	<p>Briefing session with Steercom and team (to agree “what” and “how” of the evaluation)</p> <p>Deliverables:</p> <ul style="list-style-type: none"> • Inception report (Scope, schedule, methods, roles and responsibilities, outputs etc) <p>Study / Review of:</p> <ul style="list-style-type: none"> • Review of programme proposal, financing proposals, financing agreements, logical framework and work plans, project business plans, progress reports and other programme reports at national level. <p>Interviews: Interviews with stakeholders at national level and EU officials from the Delegation in Pretoria.</p>	<p>21 Oct 2002 (suggested)</p> <p>25 Oct 2002</p> <p>Week 1 28 Oct – 01 Nov</p>
II	<p>Interview with / field visit to:</p> <ul style="list-style-type: none"> • Review provincial strategies/MAAPS, work plans, project business plans • Other project reports • Other relevant documents, at a provincial level • Interviews with stakeholders in the Limpopo Province, KwaZulu Natal and the Eastern Cape • Field visits in the Limpopo province, KwaZulu Natal and Eastern Cape including interviews with representatives of <ul style="list-style-type: none"> - local government - members of water committees - beneficiaries • Other relevant interviews <p>Suggestion: allocate 1 week per area</p>	<p>Weeks 2 to 5 04 Nov – 29 Nov</p>

Stage		Schedule
	visited: Eastern Cape; Limpopo Province: KwaZulu Natal; Head Office Deliverables: Interim report (progress, method variations, issues, constraints, risks)	18 November 2002
III	Reporting: Preparation of first draft report to the project steering committee. Deliverables: Presentation at a debriefing workshop with Steercom	Weeks 6 02 Dec – 05 Dec 06 December 2002
IV	Submission of first draft report to Steercom c/o Kalinga Pelpola (DWAF will distribute reports to stakeholders)	06 January 2003
V	Workshop final draft report findings with Masibambane National and Regional Programme Management Teams	13 Jan 03– 17 Jan 03
VI	Draft final report to include work shop comments	13 Jan 03 – 23 Jan 03
VII	Submit final report	24 Jan 03

SUGGESTED REPORT LAYOUT

0. PREAMBLE (1 page)

The preamble should briefly describe:

- i) the principal features of the project/programme at the time of the evaluation (including overall and specific objectives, planned beneficiaries, main activities, location, commitments/disbursements, important dates/timetable); and*
- ii) the evaluations' objectives, main questions to be answered, plan of work (dates and principal methods used); and names and roles of the evaluators;*
- iii) the timetable of the evaluation.*

1. EXECUTIVE SUMMARY (maximum 4 pages)

The summary should be self-contained and cover the contents of chapters 2-10.

2. RELEVANCE OF THE PROJECT

*This chapter assesses **the project objectives** against **the problems to be solved**, and their physical and policy "environment", i.e. the main political, social and economic factors and pertinent policies (explicit and implicit) of the various actors e.g. Government, EU, other donors, interest groups. The evolution of the context over time and how the project adapted to this, should also be reviewed.*

* **General**

Structural characteristics and dynamics of the sector; linkages to other sectors. Government policies (e.g. coherence of macro-economic and sectoral policies, attitude towards private sector) actions and commitment, the EC's Country Strategy and Programme, and the Overall Objective(s) of the project. The consultant should evaluate the relevance of the project's overall objectives and the overall approach to the needs of the project's intended (+actual, if different) beneficiaries. It should also evaluate the attention paid to alternative solutions.

* **Specific**

Problems to be solved, beneficiaries (notably the poor and other vulnerable groups) and various actors involved in the project : parameters for technical, socio-economic and institutional analysis, possibly presented in the form of a problem tree. Attention should be paid to any relevant gender issues, environmental aspects, poverty reduction and socio-cultural factors. The evaluation should identify the problems resolved by the project and those that have not been, including problems that may have become apparent during implementation. This analysis should include information on whether the project accurately identified and addressed the needs and problems of both women and men in the sector and/or region concerned, and whether it reflected the gender policies and priorities of the Government and the Commission. Other interventions of the Government, the Commission or other donors, directly or indirectly related to the project, should be taken into account to the extent that they may have contributed significantly to meeting the same needs.

3. PROJECT PREPARATION AND DESIGN

This chapter assesses the logic and completeness of the project planning and design process from the initial project idea to the final financing proposal. It establishes which preparatory activities (pre-feasibility and feasibility studies etc.) were undertaken by which actors, how relevant they were and how well the results were incorporated into the final project document – and which

preparatory activities (e.g. studies) should have been done but were not – and explain why. The chapter in particular assesses the **internal logic or coherence** of the project design.

- * Identification and formulation process (origin of project idea, identification of beneficiaries both men and women, interest groups, studies such as environmental impact, institutional appraisal, poverty profile)

Note that gender issues can be particularly important : Were the beneficiaries clearly identified (proportion of men and women)? Were main characteristics of the beneficiaries and the different roles of women and men analysed? Have the different external constraints and opportunities faced by men and women been recognised and described? The depth of the analysis undertaken in this section will vary according to the nature and size of the project.

- * Intervention Logic : Coherence and realism of project design

In this chapter the overall objectives and impacts and the purpose and results to be achieved (as defined in the project document) should be considered – were they proportionate to and consistent with each other, and how appropriate were the activities to the results expected?

This section includes an assessment of the financing proposal in terms of the elements of the logical framework. Where the logical framework was not used in the preparation of documents, the consultant should first construct an ex post logical framework for the intervention including :

- overall objectives
- project purpose
- results
- activities; and
- risks/assumptions/pre-conditions

and then assess how logically these elements support each other in the context.

The original (or reconstructed) and the updated (current) log-frame matrices should be annexed to the report.

The discussion in this section should focus on the coherence of the initial intervention logic in the conditions and perceptions then prevailing.

The analysis in the subsequent sections below should however take account of changes in the project context – whether or not they were anticipated in the original intervention logic and how the project adapted to them (flexibility).

Interviews with beneficiaries and stakeholders in the field can be necessary to verify both the original (or reconstructed) log-frame, and the current-changed-one; and to reveal differences in the perception of the project between project promoters and different groups of beneficiaries and other stakeholders (men, women, disadvantaged groups etc.).

4. EFFICIENCY

*This chapter relates to the relationship between the **activities** and the **results** of the programme in the logical framework terminology. It is devoted to the evaluation of the cost, speed and other aspects of “management efficiency” with which the activities have been undertaken in order to yield the project results. Have the means of the project been efficiently transformed through the project's activities into the various project results? Could the same or similar results have been achieved at lower costs? Were the activities carried out on time, and at the best time? This will require an assessment of the following factors which affect efficiency:*

- * Means and Costs

This section should contain whenever possible appropriate cost-benefit or cost-effectiveness (Unit cost, least cost) analysis, including comparisons with cost indicators

of projects with similar objectives, taking into account differences in context. The adequacy of the project budget should be assessed.

* **Organisation and Management**

This section summarises and analyses the general organisational set-up (structures, responsibilities) relating to the project (e.g. National Authorities, Commission) and the project specific organisational framework (e.g. Project Management Unit, if any, Counterpart Ministries, national institutional framework, beneficiary structures, T.A etc.). It assesses this set-up and the actions undertaken by the various actors during implementation in relation to the results planned (whether achieved or not), as well as the capacity of management to adapt to changing circumstances.

Issues to be analysed will include, but not be limited to the plan of operations and timetable, financial management/budgeting systems, phasing of activities, internal information flows, costs and outputs of technical assistance, co-ordination with other donors, risks taken, institutional capacities/culture, and operational accompanying measures by the Government.

* **Intervention Methods**

The methods used for implementation are assessed here. Were there other ways of achieving the same or better results? Among other things, this section should take into account the degree of involvement (participation) of the beneficiaries in the activities initiated under the project. Did the project activities reflect the different roles of women and men, and their different access to and control over resources? Were there differences in the services provided by the project to women and men?

* **Monitoring and Evaluation**

The external monitoring carried out at the level of the project by both the Government and the Commission should be reviewed. How appropriate and verifiable were the indicators? Was a baseline study done? How well? Were baseline and monitoring data gender-differentiated? The monitoring should also be examined in the wider context of conditionality and risk and impact monitoring. Comments should be made on the preparation of, and follow-up given to, monitoring and/or evaluation reports.

* “Were things done right?”

5. EFFECTIVENESS

*This chapter concerns the relationship between the **Results** (immediate outputs) of the project and the **Project Purpose** referred to in the "logical framework" terminology. It gives an assessment of the extent to which the project results have contributed towards the achievement of the Project Purpose, or whether this can be expected to happen in the future on the basis of the current results of the project. Attention should also be paid to results or effects – both positive and negative - not included in the original/reconstructed intervention logic. Particular attention should be given to the assessment of the actual outcome for the beneficiaries (intended and unintended), differentiating between men, women, the poor and vulnerable groups of society. Other questions to be answered, referring where possible to the Objectively Verifiable Indicators of the log-frame, will include:*

* Have the assumptions required to translate project results into project purpose been realised?

If not, why and how did this affect the project and how flexibly did it adapt? Are the assumptions likely to be realised in the future or should they be changed?

* Which accompanying measures have been or should have been taken by the partner/local authorities/Government, and were they? With what consequences as regards the project?

* “Were the right things done?”

6. OVERALL OUTCOME AND IMPACT

*This chapter, applicable in the case of completed projects or projects which have been running for several years, assesses the contribution of the project in a broader context (relationship between the **Project Purpose and the Overall Objectives**). Both qualitative and, where possible, quantitative assessment should be made. 'With/without' analysis is relevant here.*

Starting from the project purpose and the degree of effectiveness achieved (Chapter 4), this chapter analyses the overall (macro-economic, social, etc - depending on the nature of the project) and more long-term effects of the project, be they positive or negative, expected or unforeseen.

7. OVERALL QUALITY/SUSTAINABILITY/REPLICABILITY

This chapter assesses the sustainability/replicability of the project. The evaluator should, in the first instance, give an assessment in global terms of the sustainability prospects for the project. The weighting of the six principal sustainability factors referred to below will depend upon the nature of the project. It would also be useful to examine the manner in which the concern for/neglect of one or other of the six factors may have affected achievement of sustainable results. The possibility of replicating successful outcomes should also be analysed. Particular attention will be given to:

* **Policy support measures**

Correspondence between priorities of donor and recipient country.

Extent to which project has support in the recipient country's budget, price and subsidy policy, regional/district policy, sectoral policies, etc.

Changes in overall priorities and policies: how will these affect the project?

Degree of agreement on objectives

Support from relevant organisations (political, public, business, etc.)

Willingness to provide resources (financial and personnel), and cost-recovery prospects (N.B.: this overlaps partly with the next point, on financial and economic analysis).

* **Economic and financial sustainability**

Where relevant and if this heading is specified in their Terms of Reference, the consultants should present the findings of an appropriate economic, financial and/or cost-effectiveness analysis for an appropriate period which could be the current period (on-going year), the "cruising speed" year or the entire duration of the project, thus possibly extending beyond the period of the intervention of the Commission. If possible, the financial analysis should, in the case of each actor involved in the project, assess their liquidity, sustainability and cost-effectiveness, while the economic analysis should focus on the consolidated (aggregate) accounts and cover, apart from overall economic efficiency, the effects on income distribution, as well as macroeconomic and budgetary effects to the extent that data and time allow.

* **Socio-cultural embedding – gender issues**

Verify whether social-cultural and gender aspects may endanger the sustainability of the project interventions during project implementation or, especially, after termination of donor assistance. Is it likely that the opportunities for men and women to benefit equally from the project will continue after its implementation (e.g. through women's and men's participation in decision making)? The issue of 'ownership' of the project activities by the various beneficiary groups and implementing agencies should also be discussed.

* **Appropriate technology**

Did the technology offered correspond to needs (problems to be solved, technological environment, level of technological skills of the beneficiaries and technical support services, was it culturally acceptable, have the beneficiaries been involved in the choice of technical solutions ...)? More particularly, were the intended beneficiaries, or will

they be, able to adapt to and maintain the technology acquired without further project assistance?

* Environmental protection

Verify whether the environmental effects of the project's activities and results could jeopardise the sustainability of the project itself and/or reach levels which are unacceptable for long-term environmental protection and management.

* Institutional and management capacity, public and private

The commitment of all parties involved, such as Government (e.g. through policy and budgetary support), counterpart institutions and beneficiaries should be examined. How far have the project activities been embedded in local institutional structures to ensure sustainability? Were counterparts adequately prepared for the handing-over of the project/continuation of the project activities (technically, financially, from a managerial point of view)?

8. CONCLUSIONS AND RECOMMENDATIONS

*Under this heading the consultants should, drawing on the conclusions, summarise the overall outcome and formulate proposals for future actions. The conclusions should cover all important aspects requiring such action, as identified under points 2 to 8. **Each conclusion should lead to a corresponding strategic and operational recommendation.** The following points merit particular attention :*

8.1 Overall outcome

- * *What were the main successes and failures of the project to-date? (Notably as regards poverty alleviation, if this was an objective of the project) What were the causes underlying the outcomes?*
- * *Do the effects/impacts identified justify the costs involved?*
- * *Were the objectives achieved within the specified time and budget?*

8.2 Sustainability

Conclusions should be drawn and recommendations made regarding the key sustainability factors relevant to the project, for example,

- * *Is post-project maintenance of infrastructure and support for institutional structures likely to be adequately funded and executed?*
- * *Is the policy environment likely to ensure the sustainability of the project's benefits?*

8.3 Alternatives

- * *Could the same effects/impacts have been achieved at lower costs?*
- * *Would there have been different ways of achieving the same outcome?*
- * *Should the project be re-oriented, and in particular: should all activities continue? If not, describe how the project should be re-oriented (and summarise if possible the proposal in the form of a Logical Framework).*

9. LESSONS LEARNED

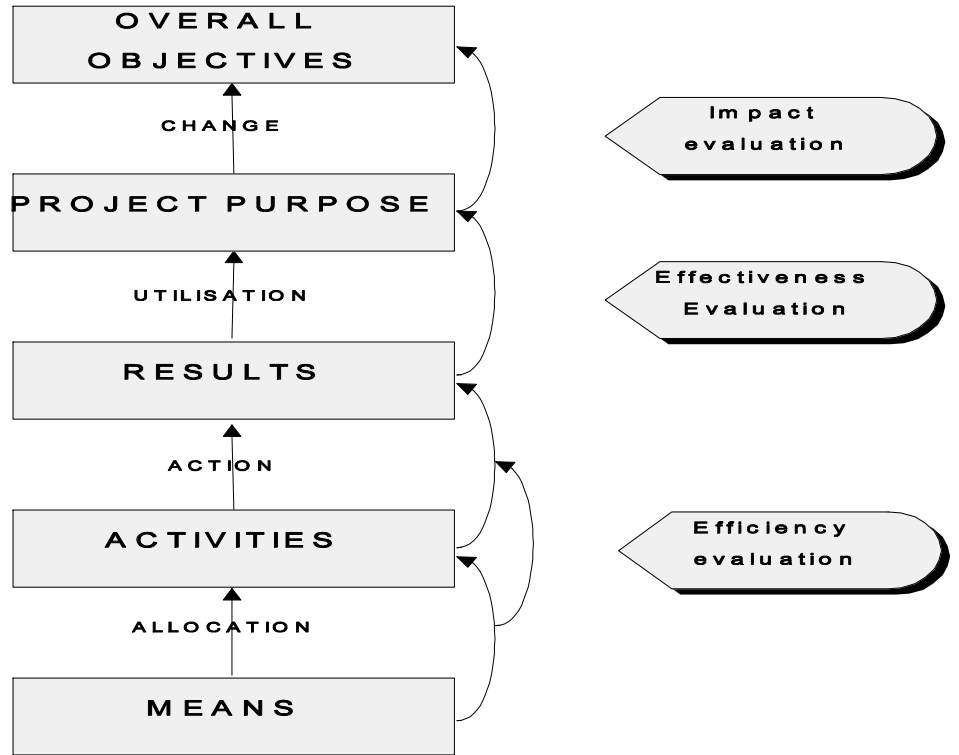
- * *What policy, organisational and operational lessons can be drawn specifically in relation to the project for both the local implementing partners, and for the Commission?*
- * *What pre-conditions might be recommended prior to deciding on the financing of similar projects?*
- * *What general development lessons might be drawn from the evaluation in relation to, for example, policies, instruments, and sectoral, country or regional strategies?*

ANNEXES TO THE EVALUATION REPORT

1. Logical framework matrixes (original and improved/updated)
2. Map project area
3. Terms of Reference
4. Comments of the consultant on the Terms of Reference (if any)
5. Methodology applied for the study
6. List of persons/organisations consulted
7. Literature and documentation consulted
8. Brief curriculum vitae of the evaluators (1 page per person)
9. Other technical annexes

TABLE I

Evaluation issues related to the intervention logic of the logical framework.



1

ASPECTS CONCERNING GENDER ISSUES IN RELATION TO EVALUATION OF EU AID

Introduction

The aim of this note is to ensure that gender aspects are taken into consideration when carrying out evaluations. All development actions touch male and female beneficiaries, and most often these two groups as well as other sub-groups of beneficiaries will have different needs, responsibilities and different possibilities to benefit from the project. In order for any project to be as efficient and effective as possible it is important that any such differences are taken into consideration in all stages of the project cycle.

The “Gender” Approach

The “gender” approach is not concerned with women per se, but with the social construction of gender and the assignment of specific roles, responsibilities and expectations to women and to men. A fundamental conceptual difference between the Women in Development (WID) and Gender approaches is the assumption implied in the WID approach that men are able to obtain access to all project related services and resources, and special measures and efforts are necessary to protect and advance the interests of women. Field experience has, however, shown consistently that this assumption is correct only in the case of better-off men; poor men are disadvantaged vis-à-vis better-off men and often face many of the problems and constraints similar to those experienced by poor women. Sensitivity to Gender would detect this. The gender approach does not focus solely on productive or reproductive aspects of women’s and men’s lives; rather, it analyses the nature of the contribution of every member of society both inside and outside the household and emphasises the right of everyone to participate in the development process and to benefit from the results of the process.

Some Key Questions to consider when carrying out Evaluations

The aim of this note is not to suggest that a full gender analysis be done in every evaluation. Below are listed some questions to be addressed when carrying out evaluations in order to better understand whether EC aid projects have taken gender into consideration, as they should according to the Commission’s current gender guidelines, in each phase of the project cycle.

Project Preparation and Design

Are the beneficiaries clearly identified (sub-groups, age, socio-economic status, etc. “poor” or “women” is not a homogenous group, so are more details needed)? Have these groups been consulted? Have their needs, resources and constraints to access the project services been identified? Have solutions been sought?

Relevance

Does the project respond to real needs formulated by the intended beneficiary group?

Efficiency and Effectiveness

Have appropriate delivery modes for services to reach all beneficiary sub-groups been identified and implemented? Has the traditional division of tasks been taken into consideration? Have changes (by the project) to workload been considered? Who has access/control of project inputs? Is training provided to the right groups, given the project’s objectives? Do women/other vulnerable groups participate in the different phases of project implementation? (The number of women employed by the project is not necessarily an indication of female beneficiary participation). Are monitoring and information-gathering gender-differentiated?

Sustainability

Are gender aspects in the project mainstreamed or are there specific services for women? How can the access of women/other vulnerable groups to services and resources be ensured? Who has access/control of the benefits? Have there been capacity building efforts to make local institutions aware of gender issues, capable to carry out gender analysis and implement projects in a gender sensitive manner?