

Mainstreaming Gender Equality into the Use of the Logical Framework Approach (LFA)

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Mainstreaming Gender Equality Into the Use of the Logical Framework Approach (LFA)

- ⇒ Executive Summary: Mainstreaming Gender Equality into Sida's Use of the LFA**
- ⇒ Paper: Mainstreaming Gender Equality into Sida's Use of the Logical Framework Approach**
- ⇒ Summary Report on Discussions: Workshop on Practical Approaches to Mainstreaming Gender Equality Perspectives in the Use of the Logical Framework Approach**

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Mainstreaming Gender Equality into Sida's Use of the LFA

Executive summary

Context

1. This Executive Summary is of a paper prepared as an input Sida's review of its policy and guidelines on the use of the Logical Framework Approach (LFA), and particularly to the objective of mainstreaming gender equality into revised guidelines for the use of the LFA. The paper is a follow-up to a workshop held in December 1997 on practical approaches to mainstreaming gender equality objectives in the use of the LFA, and to the workshop background paper on whether and how gender equality is mainstreamed into the use of the LFA by selected other DAC members.
2. This Executive Summary contains the main points in the paper and has been prepared for circulation to Sida staff. The full paper, including Annexes that summarise the experience of other agencies and provide references or extracts from some of the tools developed by them, is available from the Gender Equality Unit (POL/SAM).

What is the "logical framework approach"?

3. The logical framework approach, as the name suggests, is a methodology that promotes systematic thought about the logic of a development intervention. It promotes the formulation of clear statements of the immediate results anticipated from an intervention as well as the broader objectives to which they are expected to contribute. It requires the clarification of different levels of objectives (project results, project objectives, development objectives) and consideration of the cause and effect relationships between them. It also integrates a concern with means to measure progress and achievement at all levels of objectives. An important aspect of the LFA is the hierarchy of objectives set out in **Box 1**.

Box 1. Hierarchy of objectives

Development objective
↑ ↓
Project objective(s)
↑ ↓
Results
↑ ↓
Activities
↑ ↓
Inputs

4. The LFA is intended to increase development effectiveness by encouraging more coherent project design. The strength of methodology is that it promotes analysis of the logic or coherence of an intervention and provides a means of presenting the major elements concisely in order to facilitate communication and decision-making. The LFA matrix is a *framework* or *organising device* for information and analyses obtained through other steps in the planning process – including the analysis of target or affected groups, gender analysis, problem analysis, assessment of alternatives, etc. The validity of the necessarily summary statements in an LFA matrix depend on the quality of the analyses that are undertaken to produce the summary.
5. As a way of structuring thinking, the LFA is a general analytic technique and does not itself incorporate substantive value criteria relevant to project design, such as the broader objectives of development cooperation, including gender equality. etc. Value criteria are introduced into the use of the LFA through requirements related to the

analyses done to define target groups, problems to be addressed, objectives, activities, etc. Mainstreaming gender equality into the use of the LFA thus requires measures to ensure that the analysis and planning steps undertaken to formulate a project in LFA format all incorporate a gender equality perspective. Value criteria are also applied when proposals are assessed to provide feedback to proposers and for funding decisions. Processes and criteria for the assessment of project proposals can also be modified to incorporate gender equality perspectives.

6. In this context, there are several aspects of Sida's strategy for using the LFA that are relevant to approaches and opportunities for mainstreaming gender equality issues:
 - The LFA policy (and Sida policy generally) emphasises leadership by partners in identifying and preparing project and programme proposals, thus the preparation of project proposals (using LFA concepts) is mainly the responsibility of partners.
 - Use of LFA concepts by staff at headquarters is generally as an analytic tool for assessing the coherence of proposals; at field level, staff must be able to assist and support partners to use LFA concepts in project design.
 - The policy and guidelines present the LFA concepts as simply as possible, with a basic list of questions to guide aspects of the analysis (participants, problems, objectives, risks, etc.) – the focus is on the *process* of thinking promoted by the method rather than the *form* in which the project proposal is presented.
 - Flexibility in the use of the LFA is encouraged so that it can be adapted to the recipient's own planning and reporting systems and to the particular conditions and needs that arise in specific sectors.

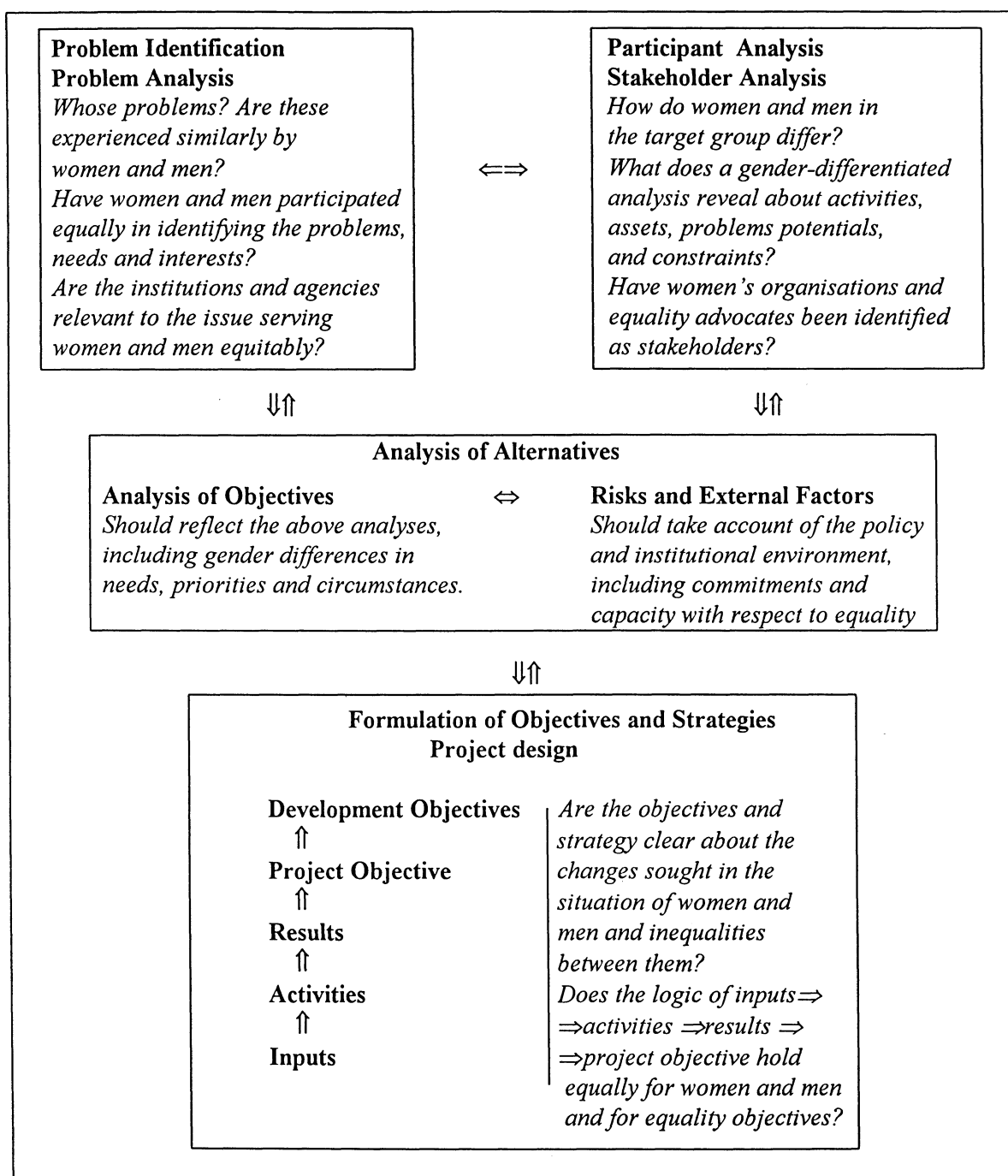
Opportunities to mainstream gender equality perspectives

7. The major entry points or opportunities for mainstreaming gender equality in the use of the LFA in the project formulation process are identified schematically in **Box 2** on the next page. The text in bold type refers to major categories in the "logical question list" in Sida's *Guidelines for the Application of LFA in Project Cycle Management*. The text in italics highlights questions and issues relevant to the Sida policy of promoting equality between women and men. These all refer to steps in the project formulation process, which may be undertaken by the partner institution rather than Sida staff. However, they are important to identify as they are relevant to the reviews of project proposals done by Sida staff and to dialogue with partners.

Assisting staff to mainstream gender equality into use of the LFA

8. Staff with different roles in the planning process have different roles in relation to the LFA, and their needs for tools to apply the LFA effectively (while mainstreaming gender equality) vary accordingly. This seems an obvious point, but most documents and training approaches seem to assume that users or trainees would themselves be doing the LFA analyses. However, as suggested in **Box 3** below, this is not the case. The following sections take up three of the areas identified in Box 3:
 - tools for review and assessment of project proposals;
 - follow-up to proposal review and assessment
 - dialogue and support to partners.

Box 2. Entry points for mainstreaming in the project formulation process



(1) Tools for review and assessment of project proposals

9. Staff at headquarters are generally involved in reviewing project proposals (at various stages of formulation); they do not themselves do the analyses required for project formulation but can use LFA principles to assess the logic and coherence of a proposal. This requires them to be able to “deconstruct” the proposal in order to identify the elements that are there (or not there) and to assess the validity of the development logic and the assumptions being made.

Box 3. Types of roles and tools required to mainstream gender equality

	Types of roles in project planning and use of LFA	Types of tools required to mainstream gender equality
Programme staff at headquarters	- assessment and appraisal of project proposals - feedback to country offices on project design	- reference guide that identifies key questions that need to be answered - standard format for feedback -- to organise assessment comments, suggestions on how to address problems
	selection of consultants, preparations of TORs	would be assisted by the steps and tools above
Programme staff at country offices	- dialogue with partners on: - project concept - project design - LFA and gender equality in relation to above	- information on policies in partner countries - information on bodies that could represent women's interests and equality concerns - development of dialogue skills and cultural competence with respect to gender equality questions
	follow consultancy staff in the field regarding the conduct of studies and processes	guidance on how to review the quality of what is done by consultancy staff in the field

10. A survey of other agencies using the LFA found few tools to assist with this process. Possible exceptions are two draft EC instruments – even though they do not in their current form include consideration of equality objectives or other policy concerns of development cooperation. However, as these instruments use the structure of the LFA and general quality criteria, Sida could consider modifying them to mainstream gender equality perspectives.

11. The *EC Guide for the Assessment of Project Documents*, which is used for training purposes, introduces a technique to review the information provided in a proposal so as to clarify the intervention logic, identify gaps, and specify follow-up required. The main steps are:

- restate the problems, issues and objectives contained in the proposal in the form of objectives and build an objectives tree;
- identify the objective that is the project purpose [project objective] and state it in terms of the use of services by beneficiaries;
- identify objectives that lead directly to the project purpose (these are the “results component of the LFA”) and the objectives that will lead to these (which are the “activities” component of the LFA);
- identify the conditions that need to be fulfilled so that each level leads to the next level up (activities ⇒ results ⇒ project purpose).

12. Users of the technique apply their judgement to the logic of the proposal and to identifying gaps in the information and analysis of activities, results and conditions. Here assessment of the logic and the gaps can include gender equality perspectives:

- Project purpose – When stated as the use of services by beneficiaries, can it be assumed that both women and men will benefit? Which women, and which men? Did the problem and stakeholder analyses done as a background to formulating the project purpose identify whether the issues and problems were similarly perceived by women and men in the target or affected populations? Does the project purpose respond to the issues and problems as identified by women as well as men? What further steps would be required to have this information?
 - Results and activities – Are these gender-specific? Should they be (given the problem and stakeholder analyses)? Do they lead to the gender-specific or equality objectives outlined in the project purpose? Are they supported by appropriate budget allocations? What would be required to clarify this?
 - Conditions that need to be fulfilled – What conditions would need to be fulfilled to ensure that women and men benefit equitably and for the project to have a positive impact on equality? When gender differences and disparities are considered, does the logical chain still hold (activities $\Rightarrow$ results $\Rightarrow$ project purpose)?
13. Another tool being tested in training takes a different but complementary approach. The *draft EC Quality Judgement Instrument for Project Proposals* sets out a series of quality parameters and provides a guide to the scoring of projects on each parameter. Its emphasis on the clear specification of beneficiaries (and their problems, needs and the benefits of the project to them) provides an entry point for considering gender differences and equality concerns that could be expanded. This instrument sets out twenty quality parameters under three headings:
- *Relevance.* Most of the parameters under this heading focus on the project beneficiaries – whether the proposal has clearly identified the beneficiary group, analysed the problems of this group, and specified the services they will gain as a result of the project. Consistent attention to differences and disparities between women and men in this consideration of beneficiaries is an important step in mainstreaming equality perspectives.
 - *Feasibility.* These parameters are concerned with the development logic of the proposed intervention (will the results $\Rightarrow$ project purpose, and will project purpose $\Rightarrow$ development objectives?) – that is, does the proposal makes sense on the basis of the development logic, external conditions, assumptions and capacity of the implementing agency? This provides a useful framework in which to consider the relation between what is proposed and the development goal of gender equality. – do the logical links envisaged in the hierarchy of objectives apply equally for women and men? Are there assumptions being made about equal benefits or positive impacts on equality that should be questioned? Are external conditions related to policy and practices affecting equality concerns identified?
 - *Sustainability.* The question here is whether planning has taken account of sustainability factors such as the policy environment, the appropriateness of technology, ownership by beneficiaries, and likely follow-up by implementing agencies. These factors can be influenced by strategies developed during project planning and implementation. It is thus important to raise questions here about, for example, the potential for positive influence on gender equality policies relevant to project objectives; whether the technology to be used is appropriate to women as well as men, etc.

(2) Follow-up to proposal review and assessment

14. A first step in reviewing a project proposal is to assess its adequacy from a gender equality perspective. The next step is to determine what to do with the assessment – what steps to take if the information is not there or the project is deficient from a gender equality perspective. This second step is complex for several reasons:

- At the stage at which a project proposal is reviewed, considerable investment of time and thought may have already been made by partners (as well as by Sida field staff). There is therefore a necessary question of judgement about the level of additional information and rethinking that can be required at this stage;
- Because there is no standard guideline or set of criteria for the assessment of project proposals, there is no necessary consistency among officers on the elements considered critical, and no certainty among field staff and partners about criteria on which proposals will be judged.

15. Sida's review of policy and guidelines on the use of the LFA is intended to result in guidance on the incorporation of policy objectives such as gender equality in the use of the LFA. This will provide a conceptual framework for staff as well as greater clarity on the standards that should be met. Two complementary strategies that Sida could consider in developing the strategy on the use of the LFA are:

- *“Policy check” at the project concept stage.* A “policy check” at an early stage of project formulation can serve to alert staff to fundamental requirements at an early stage of dialogue and before major investments in situations analyses and consultations have been made. The “policy check” can consist of a brief list of key questions or a requirement to categorise a proposal according to the extent to which the policy objective of gender equality is considered.
- *Standard format for proposal review and feedback.* A standard format would assist reviewing officers to organise their thoughts about the proposal, to communicate clearly where problems exist or opportunities lie, and to promote consistency in the type of feedback that recipients could expect. Any instrument adopted for proposal review (such as the instruments discussed in the section above) would provide the logical organising categories for feedback.

(3) Dialogue and support to partners

16. Programme staff at country offices also have the challenge of engaging partners in dialogue about project proposals. Three areas in which staff expressed a need assistance to mainstream gender equality objectives into the dialogue with partners about project proposals and project planning were:

- information on policies in partner countries;
- information on bodies that could represent women's interests and equality concerns;
- development of dialogue skills and cultural competence with respect to equality questions.

17. All of the above would be facilitated by contacts between Sida country offices and the community concerned with equality issues in the country, as this provides the firmest basis on which to judge the room for manoeuvre in the local context. Information and

understanding gained through such contacts also contribute to developing confidence and flexibility in discussing equality issues in the local context – and thus to dialogue skills and cultural competence with respect to equality issues. Starting points and resources for contact and dialogue on equality issues include:

- *Platform for Action* (PFA) of the 1995 Fourth World Conference on Women and other international commitments. The PFA specifies government responsibilities for leadership and action and thus is an important instrument for policy dialogue and a basis for partnership. Many countries have prepared national strategies for the implementation of the PFA, often with the participation of NGOs and women's organisations, which provides a more specific statement of national commitments. In addition, many partner governments have ratified the UN *Convention on the Elimination of All forms of Discrimination Against Women* (CEDAW), which also provides a broad framework for the discussion of equality issues.
- Government mechanisms for equality issues. Consultations with this ministry can assist in identifying national policies and priorities and allies on equality issues both inside and outside government.
- Women's organisations, equality advocacy groups and women's studies institutes. Consultations with these organisations can provide insights into the situation of women and the momentum for change that exists in the country and can assist in identifying priorities for policy dialogue and programme development.

Further issues

18. Additional issues related to mainstreaming gender equality in the use of the LFA include:

- *Sector programming and sector support.* These are increasingly important mechanisms for development cooperation, and thus further consideration should be given to entry points for consideration of LFA approaches and gender equality.
- *Mainstreaming gender equality into projects without an immediately identifiable target group.* A target-group focus assists in identifying gender equality issues in many projects. However, it may cause confusion in institutional-strengthening and policy-related activities, in which the participation of women is less relevant than the capacity of the institution to address equality issues relevant to its mandate.
- *Applying LFA approaches and gender mainstreaming to ongoing projects.* While there is more scope for taking new approaches at initial project design stages, ongoing projects also need to be reviewed in light of the LFA and for their logical coherence and gender mainstreaming.
- *Lack of concrete examples to support advocacy.* There is a need to identify specific and concrete examples (to document better what is being done) as a means of guiding programme staff.

Johanna Schalkwyk
March 1998

Mainstreaming Gender Equality into Sida's Use of the LFA

1. Context

This paper is a contribution to Sida's deliberations about strategies to mainstream gender equality perspectives into the use of the logical framework approach (LFA) in project planning. Two factors form the context for the preparation of the paper.

- Sida recently adopted a new *Policy and Action Plan for Promoting Equality between Women and Men in Partner Countries*. The policy is based on the experience gained to date and on the direction provided by the Swedish parliament which, in 1996, formally endorsed the promotion of equality between women and men as one of the overall goals of Swedish development cooperation. The action plan emphasises a mainstreaming approach and includes strategies related to all aspects of the project cycle. The LFA is an important element in Sida's approach to project cycle management and the action plan makes a commitment to the preparation of more detailed operational guidelines for making equality an integral part of the use of the LFA..
- Sida is currently reviewing its policy and guidelines on the use of the LFA. An evaluation under way in early 1998 is expected to make recommendations for Sida's policy and guidelines on the LFA and to provide the basis for a strategy and an operational plan on the use of this methodology, including requirements for competence development and for the human and organisational resources for effective implementation. An objective in the review is to integrate Sida's major cross-sectoral policy objectives into the guidelines for the use of the LFA. This would include, in addition to gender equality, objectives related to poverty, environment, democracy and human rights, in the continuing attempt to consistently apply development objectives and development methodologies to improve project quality and development effectiveness.

To support the objective of mainstreaming gender equality in the use of the LFA, an inter-sectoral working group on equality and the LFA has been established and is reviewing the guidance provided to programme officers for applying the LFA. The Gender Equality Group also convened a workshop on experience and practical approaches related to the mainstreaming gender equality objectives in the use of the LFA. A background paper was prepared for this workshop on the basis of discussions with selected DAC member agencies about whether and how gender equality had been pursued through processes related to the LFA, including processes for objectives analysis, participatory processes with stakeholders, and the development and use of indicators. The workshop benefited from the participation of representatives of the policy, methodology and sectoral divisions of Sida as well as representatives of Swedish NGOs using the LFA and of representatives of several DAC member agencies.¹

¹ See: *Logical Framework Approach: Mainstreaming Gender Equality Goals. Workshop Discussion Paper and Workshop on Practical Approaches to Mainstreaming Gender Equality in the Use of the Logical Framework Approach, Stockholm (Vargard), 9-10 December 1998, Summary Report on Discussions.*

This paper is a follow-up to the workshop. It is based on the workshop background paper and discussions and further reflection on these two inputs. The paper differs from the background paper prepared for the workshop in that it is specifically oriented toward Sida's approach to the use of the LFA rather than providing a more general review of experience and opportunities. Annexes to the paper summarise the experience of other agencies and provide references or extracts from some of the tools developed by them.

2. What is the "logical framework approach"?

The logical framework approach, as the name suggests, is a methodology that promotes systematic thought about the logic of a development intervention. It promotes the formulation of clear statements of the immediate results anticipated from an intervention as well as the broader objectives to which they are expected to contribute. It requires the clarification of different levels of objectives (project results, project objectives, development objectives) and consideration of the cause and effect relationships between them. It also integrates a concern with means to measure progress and achievement at all levels of objectives.

The logical links envisaged are usefully illustrated by the LFA matrix format, which serves as a means to summarise of the outcome of the investigations and analyses undertaken in the planning process. This is set out in **Box 1** below.

Box 1. Main elements of LFA matrix.

	Intervention logic	Objectively measurable indicators	Important assumptions [risks and external factors]
Development objective			
↑↑ Project objective(s)			
↑↑ Results			
↑↑ Activities			
↑↑ Inputs			
Main elements of the LFA matrix used by Sida – see <i>Guidelines for the Application of the LFA in Project Cycle Management</i> . Methods and Institutional Development Unit, Sida, March 1996.			

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**Paper prepared for
Gender Adviser
Department for Policy and Legal Services
Swedish International Development Cooperation Agency (Sida)**

**by Johanna Schalkwyk
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- A. Overview of the experience of other agencies in mainstreaming gender equality into the use of the LFA
- B. European Commission, Directorate General for Development (DG/VIII)
- C. Germany, Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ)
- D. United Kingdom, Department for International Development (DFID)
- E. Canada, Canadian International Development Agency (CIDA)

The use of the LFA in project planning is intended to increase development effectiveness by encouraging more coherent project design. The strength of methodology is that it promotes analysis of the logic or coherence of an intervention and provides a means of presenting the major elements concisely in order to facilitate communication and decision-making. What is represented in the matrix above is a *framework* or *organising device* for information and analyses obtained through various other steps in the planning process – including such steps as the analysis of target or affected groups, gender analysis, problem analysis, assessment of alternatives, etc. The validity of the necessarily summary statements in such a matrix depend on the quality of the analyses that are undertaken to produce the summary. This is emphasised here as there has been some tendency to over-identify the LFA with the matrix rather than the process for producing its contents and to generate the matrix in a rather mechanical way that undermines the positive potential of the approach.

As a way of organising or structuring thinking, the LFA is a general analytic technique and does not itself incorporate substantive value criteria relevant to project design, such as the broader objectives of development cooperation, including gender equality, environmental sustainability, poverty reduction, etc. Value criteria are introduced into the use of the LFA through requirements related to analyses done to define target groups, problems to be addressed, objectives, activities, etc. Mainstreaming gender equality into the use of the LFA thus requires measures to ensure that the analysis and planning steps undertaken to formulate a project in LFA format all incorporate a gender equality perspective. Value criteria are also applied when proposals are assessed to provide feedback to proposers and for funding decisions. Processes and criteria for the assessment of project proposals can also be modified to incorporate gender equality perspectives. The challenge is to define the most effective entry points for ensuring that project input analyses and assessment criteria are consistent with the policy objective of promoting equality between women and men.

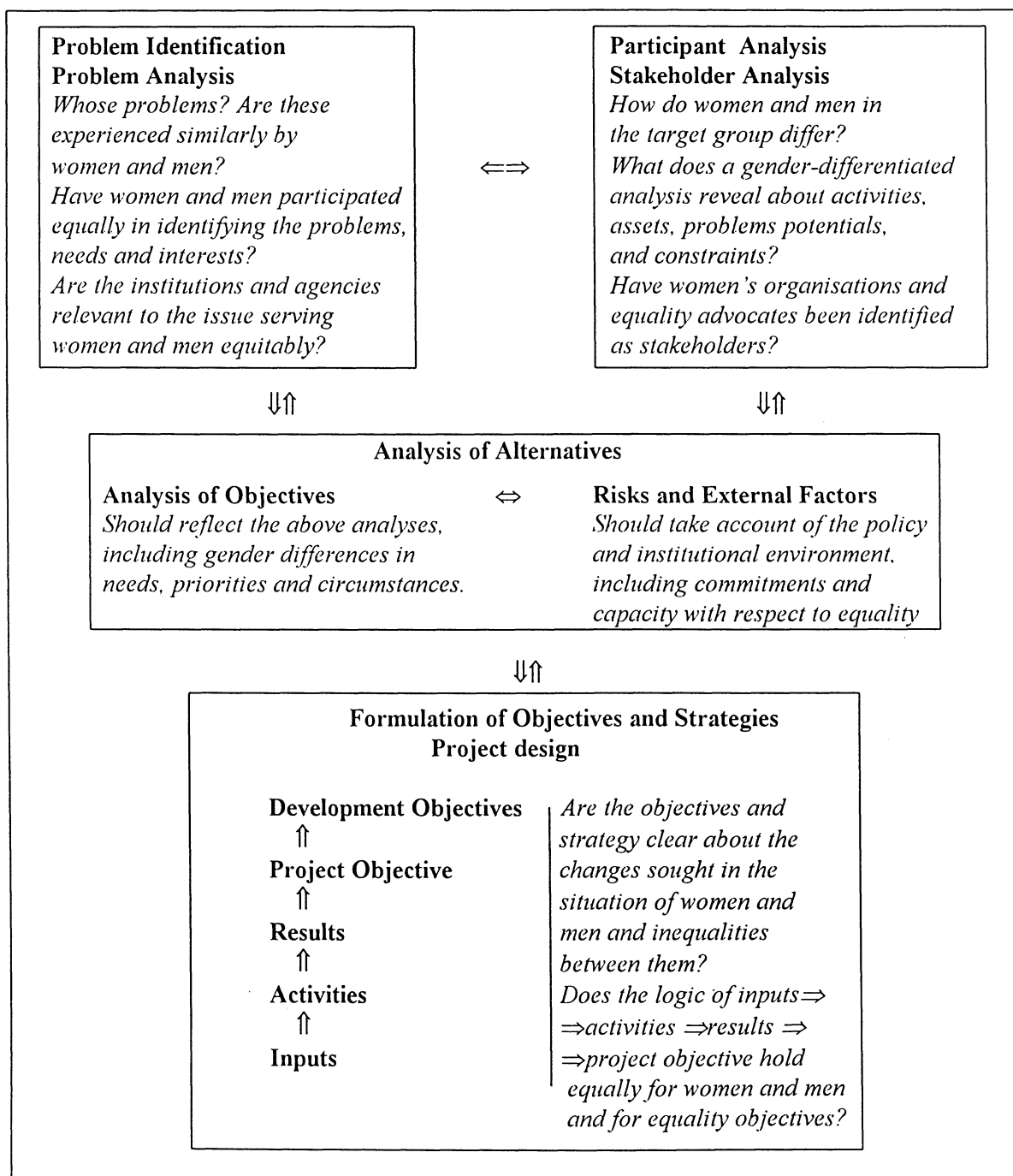
In this context, there are several aspects of Sida's strategy for using the LFA that are relevant to approaches and opportunities for mainstreaming gender equality issues:

- The LFA policy (and Sida policy generally) emphasises leadership by partners in identifying and preparing project and programme proposals, thus the preparation of project proposals (using LFA concepts) is mainly the responsibility of partners.
- Use of LFA concepts by staff at headquarters is generally as an analytic tool for assessing the coherence of proposals; at field level, staff must be able to assist and support partners to use LFA concepts in project design.
- The policy and guidelines present the LFA concepts as simply as possible, with a basic list of questions to guide the various aspects of the analysis (participants, problems, objectives, risks, etc.). The approach is to de-emphasise the *form* in which the project proposal is presented (regarding the text and the use of the matrix), and to focus attention instead on the questions and process of thinking promoted by the method.
- Flexibility in the use of the LFA is encouraged so that it can be adapted to the recipient's own planning and reporting systems and to the particular conditions and needs that arise in specific sectors. Sida also encourages donor coordination with respect to the use of the LFA and is concerned that partners are not faced with multiple and rigid requirements for LFA formats.

3. Opportunities to mainstream gender equality perspectives

The major entry points or opportunities for mainstreaming gender equality in the use of the LFA in the project formulation process are identified schematically below in **Box 2**. The text in bold type refers to major categories in the “logical question list” in Sida’s *Guidelines for the Application of LFA in Project Cycle Management*. The text in italics highlights questions and issues relevant to the Sida policy of promoting equality between women and men.

Box 2. Entry points for mainstreaming in the project formulation process



Some of the key points about these steps that were discussed at the workshop and in the workshop background paper are summarised below. These all refer to steps in the project formulation process, which may be undertaken by the partner institution rather than Sida staff, but are important to identify as they are relevant to the reviews of project proposals done by Sida staff and to dialogue with partners.

- **Defining “stakeholders” -- Which women and men? Which organisations?** The term “stakeholder” is generally used to describe all those individuals, groups and organisations that would be directly or indirectly affected by an intervention or that might have interest in it or an influence on it. As “stakeholder analysis” identifies needs, interests, and possible effects relative to each of these groups, on the basis of research that may include “stakeholder participation”, the definition of “stakeholder” is critical to mainstreaming gender equality objectives. Two elements need to be considered in identifying stakeholders.
 - *Differentiation between women and men in the population targeted or affected by the project:* Approaching stakeholders through undifferentiated categories such as “community members”, “farmers” or “water users” will not result in an adequate analysis or an appropriate basis for participatory processes because it results in masking differences within these groups that are important for effective project planning and for identifying how the initiative can support equality objectives.
 - *Including women’s organisations and equality advocates.* Women’s equality advocates and experts in partner countries (including ministries of women’s affairs, activist women’s groups in relevant sectoral areas such as health or micro-enterprise, women’s studies experts, etc.) may easily be overlooked as they do not fall into the usual definition of stakeholders as being those individuals and groups directly affected by a project or with a significant influence on it. However, they often have knowledge and experience as well as a commitment to women’s interests and thus can be important allies in mainstreaming gender equality.
- **Participatory processes – ensuring that the views of women as well as men (and equality interests) are represented.** The use of participatory processes has been identified as a major opportunity for ensuring that the views of women as well as men are represented. This of course will depend on who is defined as a stakeholder – the points noted above. It is also important to recognise that there may be constraints to participation related to perceived benefits, opportunity costs, time, and power relations, all of which may affect women in a community more than men. Effective representation of women’s interests may require that certain groups within those targeted by a project (or other stakeholders who could represent women’s interests) are given assistance to organise and equip themselves to participate effectively.
- **Stakeholder and problem analyses – mainstreaming gender analysis.** Analyses of stakeholders and problems are only complete if they differentiate between women and men in the target and affected groups – that is, if they incorporate a gender perspective throughout the process, ensuring that the situation, needs and interests of women and men respectively are identified and that women as well as men participate in this process.

- **Institutional analyses – including gender equality issues in the assessment.** Institutional analyses are generally concerned with the capacities of institutions that will be involved in the project. One aspect for attention here is the capacity of the implementing institution in relation to the project activities proposed, which includes its relations with women as well as men in the target and affected populations. Another aspect of institutional analysis is whether the institutional partner has the capacity (analytical skills, information resources, decision-making guidelines, etc.) to have a positive impact on women and gender equality. This is particularly important in policy-related and capacity-building projects with government institutions such as, for example, a ministry of planning or agriculture, or the judiciary.
- **Specifying objectives – what changes are sought in the situation of women and men and to inequalities between them?** The specification of objectives is an important step at which to ensure that gender equality objectives have been taken into account – either through the statement of the objective in gender-specific terms or the specification of what should be achieved in relation to gender equality objectives. Project objectives must be clear on what is to be achieved with respect to gender equality in order to be followed-up in the specification of activities and indicators and to provide a basis for monitoring and feedback into project management.

A prerequisite for considering project objectives in relation to equality between women and men is that objectives focus *on changes anticipated for target or affected populations* – not the appearance of a new bridge, but increases in mobility resulting in increased economic activity and incomes in a community; not the delivery of a training course, but the acquisition of marketable skills that result in employment and income. Focusing on the gender aspects also means asking questions such as – *who* is to achieve increased economic activity and income through greater mobility, and *who* will acquire the marketable skills? Women and men equally? And with what implications for gender equality? Informed and realistic specification of objectives that respond to such questions will depend on the analysis and consultation processes considered above.

- **Identification of indicators – to provide feedback on gender equality issues.** The specification of appropriate indicators with respect to gender equality issues is often emphasised as a requirement for monitoring developments in implementation, for making adjustments in project strategy in response to experience gained, and for institutional learning (by national institutions as well as development cooperation agencies). However, this remains a difficult area. It is relatively easy to differentiate between women and men in participation indicators (such as participation in training, or in community water committees, or loan programmes). These indicators are generally relevant to the “activities” and “results” levels of the LFA matrix and are important means of tracking what is happening within a project. A more complex issue that requires further attention is the identification of appropriate indicators of change at the project objectives or purpose level – indicators of change in the capacity or actions of partner institutions to respond to gender equality issues or their female clientele, changes in women’s access to resources and services made available by the partner institution, and changes in the relative situation of women and men to which the project is designed to contribute.

4. Assisting staff to mainstream gender equality into the use of the LFA

A point emphasised in the workshop on mainstreaming gender equality into the use of the LFA is that staff with different roles in the planning process have different roles in relation to the LFA, and their needs for tools to apply the LFA effectively vary accordingly. While this seems an obvious point, most documents and training approaches seem to assume that users or trainees would themselves be doing the LFA analyses. However, as suggested in **Box 3** below, this is not the case. (The contents of Box 3 are adapted from the workshop discussions, highlighting the roles and tools relevant to Sida processes and gender equality concerns.)

Box 3. Types of roles and tools required to mainstream gender equality

	Types of roles in project planning and use of LFA	Types of tools required to mainstream gender equality
Programme staff at headquarters	- assessment and appraisal of project proposals - feedback to country offices on project design	- reference guide that identifies key questions that need to be answered - standard format for feedback - - to organise assessment comments, suggestions on how to address problems
	selection of consultants, preparations of TORs	would be assisted by the steps and tools above
Programme staff at country offices	- dialogue with partners on: - project concept - project design - LFA and gender equality in relation to above	- information on policies in partner countries - information on bodies that could represent women's interests and equality concerns - development of dialogue skills and cultural competence with respect to gender equality questions
	follow consultancy staff in the field regarding the conduct of studies and processes	guidance on how to review the quality of what is done by consultancy staff in the field

The sections below address three areas identified in Box 3:

- tools for review and assessment of project proposals;
- follow-up to proposal review and assessment;
- dialogue and support to partners.

4.1 Tools for review and assessment of project proposals

Staff at headquarters are generally involved in reviewing project proposals (at various stages of formulation); they do not themselves do the analyses required for project formulation but can use LFA principles to assess the logic and coherence of a proposal. This requires them to be able to “deconstruct” the proposal in order to identify the elements that are there (or not there) and to assess the validity of the development logic and the assumptions being made.

A survey of other agencies using the LFA found few tools to assist with this process. One that is promising is the *EC Guide for the Assessment of Project Documents* used for training purposes – but it does not include consideration of equality issues or other policy concerns of development cooperation. If revised to integrate these concerns, this instrument could be used to advantage by programme officers reviewing project proposals. The *Guide* is reproduced in Annex B.

The technique introduced in the *Guide* encourages a review of the information provided in a proposal in order to clarify the intervention logic through the following main steps:

- restate the problems, issues and objectives contained in the proposal in the form of objectives and build an objectives tree;
- identify the objective that is the project purpose [project objective] and state it in terms of the use of services by beneficiaries;
- identify objectives that lead directly to the project purpose (these are the “results component of the LFA) and the objectives that will lead to these (which are the “activities” component of the LFA);
- identify the conditions that need to be fulfilled so that each level leads to the next level up (activities $\Rightarrow$ results $\Rightarrow$ project purpose).

This exercise is designed to assist in assessing the coherence and completeness of a project proposal and to identify the questions and issues that should be pursued in further discussions or studies. It begins by extracting the information available in the document and organising it according to the LFA logic. Users of the technique apply their judgement to the logic of the proposal and in considering gaps in the information and analysis of activities, results and conditions. It is in applying their judgement and considering the gaps that users can apply gender equality perspectives. For example:

- Project purpose – When stated as the use of services by beneficiaries, can it be assumed that both women and men will benefit? Which women, and which men? Did the problem and stakeholder analyses done as a background to formulating the project purpose identify whether the issues and problems were similarly perceived by women and men in the target or affected populations? Does the project purpose respond to the issues and problems as identified by women as well as men? What further steps would be required to have this information?
- Results and activities – Are these gender-specific? Should they be (given the problem and stakeholder analyses)? Do they lead to the gender-specific or equality objectives outlined in the project purpose? Are these supported by appropriate budget allocations? What further steps would be required to specify this in the proposal?

- Conditions that need to be fulfilled – What conditions would need to be fulfilled to ensure that women as well as men benefit from the project and for the project to have a positive impact on equality between women and men? When differences and disparities between women and men are taken into account, does the logical chain still hold (activities $\Rightarrow$ results $\Rightarrow$ project purpose)?

Another tool being tested in training by the EC/DGVII takes a different but complementary approach. This is the *draft EC Quality Judgement Instrument for Project Proposals*, which sets out a series of quality parameters in a way that can be scored, and provides a guide to the scoring of each parameter. The instrument in its current draft form gives only limited attention to equality objectives but its emphasis on the clear specification of beneficiaries (and their problems, needs and the benefits of the project to them) provides a clear entry point for considering gender differences and equality concerns and could be expanded. The instrument is reproduced in Annex B.

This instrument sets out twenty quality parameters under three headings:

- *Relevance.* The focus of most of the parameters under this heading is on the project beneficiaries – the extent to which the proposal has clearly identified the beneficiary group, analysed the problems of this group, and specified the services they will gain as a result of the project. Consistent attention to differences and disparities between women and men in this consideration of beneficiaries is an important step in mainstreaming equality perspectives.
- *Feasibility.* The focus of the parameters related to feasibility is the development logic of the proposed intervention (will the results $\Rightarrow$ project purpose, and will project purpose $\Rightarrow$ development objectives?) – that is, does the proposal makes sense on the basis of the development logic, external conditions, assumptions and capacity of the implementing agency? This provides a useful framework in which to consider the relation between what is proposed and the development goal of gender equality. This would require the addition of some prompts to encourage consideration of the assumptions in the development logic – do the logical links envisaged in the hierarchy of objectives apply equally for women and men? Are there assumptions being made about equal benefits or positive impacts on equality that should be questioned? Are external conditions related to policy and practices affecting equality concerns relevant to the project identified so that appropriate strategies can be developed?
- *Sustainability.* The considerations here are related to whether factors influencing sustainability have been taken into account in planning. Sustainability factors specifically considered include the policy environment, the appropriateness of technology, ownership by beneficiaries, and likely follow-up by implementing agencies. These factors can be influenced by the choices made and strategies developed during project planning and implementation. It is thus important to raise questions here about factors such as the potential for positive influence on the policy environment for gender equality in relation to project objectives; the extent to which the proposal envisages steps to promote a sense of ownership among both women and men; whether the technology to be used is appropriate to women as well as men, etc.

These tools or instruments use the structure of the LFA and general quality criteria and could usefully be elaborated by Sida to mainstream gender equality perspectives.

4.2 Follow-up to proposal review and assessment

At the workshop, it was noted that there are two steps in reviewing a project proposal. The first step is to assess its adequacy from a gender equality perspective, as discussed above. The next step is to determine what to do with the assessment – what steps to take if the information is not there or the project is deficient from a gender equality perspective. This second step was considered to be complex for several reasons:

- At the stage at which a project proposal is reviewed there may have already been considerable investment of time and thought by partners (as well as by Sida field staff) in its development. There is therefore a necessary question of judgement about the level of additional information and rethinking that can be required when a proposal being reviewed has been the subject of lengthy discussion that nevertheless omitted sufficient consideration of the gender equality objective:
- As there is no standard guideline or set of criteria for the assessment of project proposals, there is also no necessary consistency among officers on the elements considered critical, and no certainty among field staff and partners about criteria on which proposals will be judged.

To a certain extent, these may be considered transitional problems relating to the relatively recent introduction of the LFA as a framework for preparing and assessing project proposals and to the absence of checkpoints for policy objectives such as gender equality in the project preparation process.

Sida's review of policy and guidelines on the use of the LFA is intended to result in a strategy that includes guidance on the incorporation of policy objectives such as gender equality in the use of the LFA. This will provide a conceptual framework for staff as well as greater clarity on the standards that should be met. Two complementary approaches that Sida could consider in developing the strategy on the use of the LFA are suggested below.:

- *“Policy check” at the project concept stage.* Several agencies (including DFID and GTZ) have a “policy check” at an early stage of project formulation that serves to alert staff to fundamental requirements before the ideas and process are too far advanced. This consists of a brief list of key questions or a categorisation of the project according to the extent to which policy objectives such as gender equality are under consideration.

At GTZ, for example, an obligatory step early in the planning process is to classify projects according to whether women would benefit. A classification of insufficient benefits to women or negative impacts on women would lead to the conclusion that the proposal should be abandoned. A classification of insufficient information to determine whether women will be targeted or will benefit must be followed up with further investigation or studies. The clear objective of the process is to ensure that, as the planning proceeds, the project can be reclassified as one in which women are involved in design processes and are likely to benefit from the eventual project. This type of “check” can be an important stimulus to consideration of equality objectives at an early stage of dialogue and before major investments in situation analyses and consultations have been made. The GTZ categorisation is presented in more detail in the box below.

Box 4. Project screening categorisation used by GTZ

FS = The project addresses only women.

FP = Women are sure to be involved in designing the project and benefit from it.

FR =

a) Information on women inadequate or

b) risks for women due to their interests and needs not being sufficiently taken into account in the design of the project with the result that they may fail to benefit from it.

FN = Women do not benefit sufficiently from the project. Direct or indirect impacts on women so negative and compensatory measures unlikely to bear fruit so that the project should be abandoned as a result of the impact it is likely to have on women.

FU = Target-group-related and thus gender-specific impacts in the immediate project environment cannot be directly quantified.

If information for assessment is insufficient, the project is to be classified FR and further information gathered.

From GTZ, *Gender Differentiation throughout the Project Cycle*.

This categorisation is reviewed here because of the approach used rather than the nature of the categories themselves. The categorisation reflects the GTZ policy for the promotion of women, rather than the Sida policy emphasis of promoting equality between women and men. A categorisation that more closely reflects Sida policy objectives could be developed in conjunction with the LFA policy review and serve to reinforce the approach it promotes to incorporating the policy objectives of development cooperation in project planning.

- *Standard format for proposal review and feedback.* Possible approaches to developing an instrument for proposal review were discussed in the section above. This could usefully be combined with a standard format based on this instrument for providing feedback to country offices or others involved in the preparation of proposals. The instrument for proposal review would provide the logical organising categories for feedback. The value of such a standard format would be to assist in organising the reviewing officer's thoughts about the proposal, to communicate clearly where problems exist or opportunities lie, and to promote consistency in the type of feedback that recipients could expect.

It is perhaps useful to emphasise that if both approaches are used – the formulation of a “policy check” procedure and the formulation of a standard instrument for proposal review and assessment – the two should be consistent and mutually reinforcing, rather than two independent steps.

4.3 Dialogue and support to partners

Programme staff at country offices may review project proposals in ways similar to the headquarters staff referred to above in Section 4.1, but also have the challenge of engaging partners in dialogue about project proposals. It was noted at the workshop that this dialogue may be concerned with the project concept or with more detailed questions of design. The ability to be effective in such dialogue requires the knowledge

and skills to promote a planning approach that draws on the strengths of the LFA and that incorporates a concern with equality between women and men.

Workshop participants identified three areas in which staff need assistance to mainstream gender equality objectives into the dialogue with partners about project proposals and project planning:

- information on policies in partner countries;
- information on bodies that could represent women's interests and equality concerns;
- development of dialogue skills and cultural competence with respect to equality questions.

All of the above would be facilitated by contacts between Sida country offices and the community concerned with equality issues in the country, as this provides the firmest basis on which to judge the room for manoeuvre in the local context, including the way in which issues are approached, the policy issues and commitments of most concern, and the alliances that are possible. The information and understanding gained through such contacts can contribute to developing confidence and flexibility in discussing equality issues in the local context – and thus to dialogue skills and cultural competence with respect to equality issues. Starting points and resources for contact and dialogue on equality issues include:

- *Platform for Action* and other international commitments as resources for policy dialogue. Both Sida and partner countries have made major commitments to equality issues in adopting the *Platform for Action* (PFA) of the 1995 Fourth World Conference on Women. This includes specific commitments in a broad range of sectors (including economic policy making, human rights, management of natural resources, as well as education, health, economic activity, etc.) and a commitment by governments to consider impacts on women and men in decisions about all policies and programmes (the “mainstreaming commitment”). The PFA specifies government responsibilities for leadership and action and thus is an important instrument for policy dialogue and a basis for partnership. Many countries have prepared or are in the process of preparing national strategies for the implementation of the PFA, often with the participation of NGOs and women's organisations, which provides a more specific statement of national commitments.

Many partner governments have also ratified the UN *Convention on the Elimination of All forms of Discrimination Against Women* (CEDAW). As with the PFA, CEDAW provides a broad framework for the discussion of equality issues and a justification for raising them.

- Government mechanisms for equality issues. Most partner countries have established a government ministry or office of women's affairs that acts as an advocate for equality and for a more consistent response by all government ministries and agencies to the concerns of women and equality issues. Consultations with this ministry can assist in identifying national policies and priorities and allies on equality issues both inside and outside government.
- National umbrella organisations on equality issues. In some countries there are “umbrella organisations” that bring together different types of women's and equality

organisations. In some cases, these may be forums of long-standing; in other cases, such organisations came together in preparation for the 1995 Fourth World Conference on Women and also participated in the follow-up to it.

- Women's organisations, equality advocacy groups and women's studies institutes. These types of organisations have increased in numbers, variety and experience over the last two decades. Consultations with them can provide insights into the situation of women and the momentum for change that exists in the country and can assist in identifying priorities for policy dialogue and programme development.

5. Further issues

Several additional issues related to mainstreaming gender equality perspectives in the use of the LFA are outlined below.

- **Sector programming and sector support.** It was suggested in the workshop that further attention be given to entry points for consideration of LFA approaches and gender equality in relation to sector programming and sector support. In the identification of strategies for a particular sector within a country, donors can take an important role in influencing or assisting partners to focus on the *use of services and the users of services by gender* in stakeholder analyses, situation and problem analyses, the assessment of alternatives and objectives selection – thus bringing a gender perspective into the application of LFA approaches at this strategic level. Sector support is more comprehensive as it generally entails donor co-ordination in achieving a agreement with a government on objectives and strategies in a sector, and subsequent joint financial support to the sector (managed by the national government). Areas of emphasis by donors in connection with sector support include policy development, institutional development and financial management. As with the development of sector strategies, a focus on *use and users* in the sector was identified as an element that should be addressed from the commencement of dialogue about policy and support in the sector. In addition, institutional support strategies should consider the capacity of partner institutions with respect to gender equality and mainstreaming.

The comments on sector programming and sector support were rather preliminary and included a recommendation to further consider the opportunities that could arise. It was seen as important for two reasons: first, sector programming is becoming a more important mechanism for development cooperation and, second, the broad sectoral policies that are the subject of such discussions set the framework for the pursuit of strategies and initiatives in the sector and thus have the potential to have a broad impact on women and men and on equality.

- **Mainstreaming gender equality into projects without an immediately identifiable target group.** A focus on target groups and beneficiaries in applying LFA ideas provides a positive environment for raising issues of gender differences in relation to project design and for the development of strategies to deliver services in a way that accommodates or narrows gender differences. At the same time, a target-group focus may confuse the issue of relevant gender equality strategies in projects that do not have an immediate target group, as is the case in many policy-related and

institution-strengthening activities. In these types of activities, the number of women receiving or using the resources and services of the project is less relevant than the *capacity of the institution* to address equality issues relevant to its mandate and to respond equally to its female and male clientele. To date, there has not been much attention to developing tools or instruments that assist in addressing gender equality issues in these types of projects (at the stages of institutional analysis, problem identification, objectives and indicators).

- **Applying LFA approaches and gender mainstreaming to ongoing projects.** While the greatest scope for taking new approaches is in the process of designing new projects, ongoing projects likely account for more of staff time and more of the organisation's expenditures. Many of these projects may have been put in place before the LFA and project cycle management approaches were adopted and with only limited consideration of Sida's equality objective. Sida participants in the workshop recommended the preparation of an "idea list" that highlights entry points for use in the annual review of projects with the objective of strengthening the logical structure of projects (with the LFA approach) and consideration of gender equality.
- **Lack of concrete examples to support advocacy.** Specific and concrete examples are frequently noted as the best means of clarifying what could be done and why ("this was what was done in project x to develop relevant gender-equality indicators, and this is how they contributed to project management"). While good examples may exist, they are often not documented. Gender specialists working with desk officers at headquarters or in country offices often draw on aspects of other projects or activities when providing advice (such as a copy of TORs for a baseline analysis that provides a useful example of how to mainstream gender equality issues, a copy of an LFA matrix that shows a good link between gender-equality concerns in project objectives and indicators) and these, if collated, might serve as a useful reference manual. (The EC/DGVIII is considering such an approach in collaboration with its field office gender advisers. This approach differs from preparing best practices reports in that the "best practices" terminology seems to set the standard too high for what can be claimed for these humble but useful working tools.)

ANNEX.A. Overview of the experience of other agencies in mainstreaming gender equality into the use of the LFA

1. Context in which the LFA is used

There is some variation among development cooperation agencies in planning approaches and the way in which the LFA is used, which means that the strategic entry points for mainstreaming gender equality in the use of the LFA may differ. There are, for example, differences in:

- *Aspects or elements emphasised.* For example, CIDA's use of the LFA focuses on defining the logical hierarchy of results expected at the different levels of objectives, in line with its overall results-based management approach. GTZ's approach centres around identification of the problems, objectives and potential of the target group and emphasises the importance of target group participation in planning. (Of course CIDA also considers target groups, and GTZ considers results, but the difference in starting points or emphases suggest different entry points for mainstreaming gender equality.) Some users of the LFA consider participatory processes in the construction of problem-trees and objectives-trees to be essential to the LFA; others use more informal dialogue with project partners or focus on the construction of an LFA matrix to clarify the logic of an intervention.
- *Responsibility or ownership of planning processes.* Some agencies lead the project development process themselves (CIDA, DFID), while others place emphasis on leadership by partner-country institutions (Sida). Where responsibility for project planning lies with partner-country institutions, the ability to prescribe approaches in the use of the LFA is different than where the planning process is more directly controlled through specifying requirements to be met by staff and consultants;
- *Role of staff.* In some agencies staff are involved in participatory processes with stakeholders or situation analyses and thus need techniques and skills for this. In other agencies staff use LFA concepts to appraise project ideas and proposals and to "steer" the decision-making process for project design and approval, rather than themselves taking part in planning steps, and thus need skills and instruments related to decision-making functions in the planning process.

Several agencies are in the process of reviewing planning processes and manuals, including those related to the use of the LFA. Concerns common to a number of agencies are noted below as they are also relevant to mainstreaming gender equality.

- *Need for greater process orientation.* Concern has been expressed about the over-identification of the LFA with the matrix at the expense of the process for producing the matrix and about the tendency to generate the matrix in a mechanical way – to fill in the "boxes" as one step in producing the necessary project approval documents, without sustained attention to the linkages between various elements (between assumptions and risks and the intervention logic, for example). Several agencies now stress that that "the process is as important as the product" and are promoting a more process-focused, flexible and collaborative orientation in using

the LFA in project planning. It has also been suggested that the LFA matrix be used as more “dynamic” management tool used to revisit, together with stakeholders, the continuing validity of project objectives, assumptions, outcomes, and strategies throughout the project cycle.

- *The value of participatory processes* in project planning is a common theme in agency documents. Discussions with stakeholders are promoted as a means of ensuring that project objectives are needed and relevant and of improving design quality by drawing on the knowledge of stakeholders. Collaborative approaches are also described as supporting effective project implementation by ensuring that there is a common understanding of objectives, anticipated results, roles and responsibilities. The use of participatory approaches (whether with target groups directly, partner organisations, or a broader selection of those with interests in an initiative) has been identified as an important opportunity for ensuring that the views and interests of women as well as men are reflected in project planning.
- *Need to focus on objectives (or results) rather than activities, and on those affected.* In response to the tendency to state the project purpose as activities rather than objectives and similarly to state outcomes as activities rather than results (an area of weakness in relation to LFA matrices and project planning generally), guidance materials emphasise the need to clarify *who* the direct beneficiary is and *what* changes are anticipated due to services provided to them. A focus on the way in which a project will affect people is an important prerequisite for effective consideration of gender equality concerns, and thus more emphasis on this aspect of project design provides more openings for mainstreaming gender equality.

2. Experience in mainstreaming gender equality in the LFA

As noted in the paper (page 3), the LFA provides a framework for organising information and analyses arrived at through various other steps in the planning process (including the analysis of target and affected groups, gender analysis, problem analysis, the analysis of alternatives, etc.). There is thus no clear-cut distinction between steps in the planning process that are part of the LFA itself and the steps that serve to contribute to the formulation of design elements within an LFA framework. Approaches pursued in order to mainstream gender equality objectives in project planning have tended to focus on inputs to the design process or project decision-making rather than the LFA itself. Many agencies have thus prepared analytical tools and resources (such as guidelines for gender analysis; guidelines on relevant issues by sector; country gender analyses) and have established procedural requirements (such as requirements to complete an annex to project or financing proposals that details the gender analyses undertaken and the conclusions for project objectives and strategies).

Only two agencies contacted had prepared resources for mainstreaming that focused directly on the LFA: the EC/DGVII (1993) and GTZ (1995) both published manuals on gender equality issues related to different steps in project cycle management, including the LFA. In both cases, these were prepared in the period that new project cycle management approaches were being introduced into the agency. In GTZ this

proved to be a timely contribution, and the manual has reportedly been well-used as it provided guidance on the gender equality issues relevant at successive points of project planning as well as a clear exposition of requirements in the new planning process.

In both agencies, the production of a separate manual is now regarded as an interim step and they are now concerned to ensure that the types of issues each addresses are reflected in *mainstream* manuals and requirements. Other agencies contacted also emphasised the importance of systematic incorporation of steps related to gender equality objectives and analyses into *mainstream* planning documents, guidelines, and instruments, for two reasons:

- the basic or mainstream planning manuals and resources are the ones consulted by staff – concerns that are addressed in parallel documents or activities are often seen as optional; and, on a practical level, staff are short of time and have few incentives to locate and use additional documents and resources;
- the mainstream project documents are the ones that guide implementation and monitoring – if relevant gender equality concerns are not reflected in project objectives and outcomes/results statements, there is unlikely to be general vision to guide the project in this area, or agreement about appropriate actions, or a basis for monitoring to feed into the project itself and into general agency learning.

There are as yet few examples to illustrate how gender equality perspectives can be effectively mainstreamed into the LFA and related planning steps. However, a number of initiatives now underway are exploring the possibilities:

- *Revision of manuals and guidelines.* The process of revising planning manuals and guidelines that is now under way or contemplated in several agencies provides new opportunities to mainstream gender equality. At CIDA, the standardisation of approaches to results-based management is being pursued through revisions to the “bilateral road map”, a programme available on computer to all staff in which the major steps and issues to be considered in project planning are outlined; gender specialists are participating in the revisions and are inserting references to agency policy on gender equality and highlighting the points in the planning cycle at which gender equality issues should be raised. At GTZ, work is under way to mainstream gender equality objectives (and objectives related to participation and poverty) into the guidelines for objectives-oriented planning (ZOPP or LFA). EC/DGVIII anticipates a larger revision of its project cycle management approach, together with PCM manuals and training. This is viewed as a major opportunity to mainstream gender equality and a number of experimental initiatives are being launched to develop concrete materials and examples to feed into the process.
- *Training on project cycle management (including LFA aspects).* Generally it seems that training on project planning or project cycle management (including the LFA aspects) does not systematically incorporate guidance on gender equality issues (although GTZ reports steps in this direction, and there have been some experimental efforts by EC/DGVIII). DFID is planning a major consultancy in early 1998 to mainstream gender equality in core training modules, including project cycle management and the project framework (LFA).

- *Review of experience.* At GTZ an assessment is in progress on the extent to which gender equality issues have been addressed under the project cycle management process adopted in 1994/95. The assessment includes some 25 projects reaching the end of their first phase, and will provide feedback on the extent to which the direction provided in the current manual is reflected in actual planning and implementation.
- *Monitoring approaches.* Monitoring guidelines and methodologies are related to the LFA in that a major basis for monitoring is the set of LFA indicators, the formulation of which will in turn be affected by other agency guidelines on monitoring. EC/DGVIII has undertaken a review of the monitoring tools on gender equality issues in selected member states as a basis for developing its own approach. At GTZ, gender specialists are contributing to the development of new agency guidelines on monitoring and evaluation that will focus attention on impacts. Within CIDA, annual performance reporting at branch level on results is providing the occasion for discussion and clarification of the types of impacts the agency is seeking to achieve through the gender equality policy, and the preparation of resource materials that will feedback into project planning.

Annex B. European Commission Directorate General for Development (DGVIII)

Background

In 1991 the EC/DGVIII introduced the Integrated Approach to Project Cycle Management (PCM), which includes the LFA; the use of the LFA matrix was made an obligatory element of project financing proposals in 1993. The introduction of PCM was accompanied by a large-scale training exercise for officials of both the EC and partner countries. The new planning methodology was adopted in response to concerns about the quality of project proposals and aimed for: better analyses of the context, beneficiaries and problems to be addressed; clearer statement of project purpose (in terms of benefit for beneficiaries); more coherent intervention logic (using the causal links in the LFA); better analysis of risks and sustainability factors. A number of assessments of the introduction and use of the methodology and its impact on the quality of proposals have been done. Revisions to the PCM requirements and to associated manuals and training will be undertaken in 1998. Aspects of the EC's approach that are relevant to mainstreaming gender equality issues include:

- The role of EC/DGVIII staff largely concerns the management of the project cycle (steering the planning process rather than taking the planning steps themselves), and thus staff require tools that are relevant to analysis and decision-making at various planning stages (e.g., for reviewing documents, assessing further information required, preparing terms of reference, selecting consultants).
- Documents that have proved most useful in PCM training are those oriented toward assessment and decision-making, including the *Guide for the Assessment of Project Documents* and the *draft Quality Judgement Instrument for Project Proposals* (discussed in the text of this paper at pages 8-9, and included in this Annex).
- A large proportion of agency investment is in infrastructure, which poses particular challenges in shifting the focus of attention to the human dimension of projects and implications for beneficiaries (challenges related to both conceptualisation of projects and the experience of staff).
- Final decisions on project financing proposals are made by the EDF Committee, whose questions about systematic consideration of gender issues is providing impetus for further mainstreaming in the PCM revision process.

Experience in mainstreaming gender equality objectives

A manual on women in development and project cycle management was published soon after the introduction of PCM. This includes a review of policy and basic concepts, pointers on issues to be considered in the cells of the LFA matrix and thus the analyses leading to them, and discussions of other steps in project cycle management such as preparatory missions, consultant selection and terms of reference. However, the general PCM manual and the training manual include only limited references to analytic requirements related gender equality (and these tend to be found in relation to the assumptions and socio-cultural considerations rather than the analysis of problems, beneficiaries and project purpose).

The upcoming revisions to the PCM and related guidance and training materials has been identified as an important opportunity for mainstreaming – for ensuring that the main manuals identify the critical points to be taken into account and that the instruments are “gendered.” There have been a few recent experimental efforts to mainstream gender issues into PCM training, but these have not yet been documented or formalised; in preparation for the new PCM, there is an intention to continue this experimental process with a number of test countries to produce case studies or concrete examples of what can be done. Another strategy is to work more closely with the network of gender experts that are contracted through KIT to work at country level in order to benefit from their practical experience and the working “tools” they have found to be effective in their work with EC and national officials and project managers. A related initiative is concerned with identifying approaches to monitoring attention to gender issues into EC development cooperation, focusing particularly on the design processes.

Documents reviewed

Manual. Project Cycle Management. Integrated Approach and Logical Framework. Commission of the European Communities. Evaluation Unit Methods and Instruments for Project Cycle Management, No. 1 February 1993.

Project Cycle Management: Introductory Course. Prepared for the European Commission, Directorate General for Development, Development Policy, Evaluation by Planning Consultants and Moderators Consortium.

Femmes et Développement. Coopération avec les pays d'amérique latine, d'asie et du bassin méditerranéen. Gestion du cycle de projet. Commission des Communautés Européennes, 1993. [Also available in English as *Women and Development. Gender Issues in Managing European Community Cooperation with Latin American, Asian and Mediterranean Countries.* There is also a summary booklet containing the main principles in the Guide.]]

“Implementation and efficiency of the introduction of Project Cycle Management in DGVIII. A Review by consultants. 1992-1996.” PCM Consortium, 1996.

“An analysis of changes in quality of the Financing Proposals 1992-1995.” PCM Consortium.

Persons consulted

Arne Strom, Gender and Development Desk, DGVIII

Mary Braithwaite, PCM Consultancy Team, Evaluation Unit, DGVIII

Attachments

- *Guide for the Assessment of Project Documents*
- *Draft Quality Judgement Instrument for Project Proposals*
- extract from *Women and Development. Gender Issues in Managing European Community Cooperation with Latin American, Asian and Mediterranean Countries* (“checklist for gender sensitivity in the logical framework”)

GUIDE FOR THE ASSESSMENT OF PROJECT DOCUMENTS

Step-by-step instructions to assess project documents through the preparation of an analysis of objectives and a logical framework (here: pre-feasibility towards Terms of Reference for a feasibility study)

INSTRUCTION 1: Analysis of problems and objectives

- Step 1. Read the identification document (pre-feasibility study);
- Step 2. Mark problems mentioned with yellow text marker and write these on yellow cards;
- Step 3. Mark objectives mentioned with green text marker and write these on green cards as positive reached situation;
- Step 4. Translate the problems (from step 2) into positive reached situations (objectives) and write these on green cards.
- Step 5. Compare these objectives (reformulated problems) with the objectives mentioned in the document (from step 3) and identify those that are exactly the same. Put a star (*) on one of the two identical ones and remove the other. The objectives with a star have been mentioned as objective and as problem in the document.
- Step 6. Mark the other objectives with an exclamation mark (!), as corresponding problems have not been mentioned. These might be 'spinal cord' ideas!
- Step 7. On a sheet of paper build an objective tree from all objectives.
- Some objectives will have a star (*) meaning problems and corresponding objectives have been mentioned in the document.
 - Some objectives will show an exclamation mark (!) meaning only objectives have been mentioned in the document;
 - Some objectives will not be marked, meaning only problems were identified in the document, but were not addressed by the project.

Analyse inconsistencies in the logic as you perceive them.

Formulate questions on the problems and objectives that should thus appear in the Terms of Reference for the Feasibility Study.

INSTRUCTION 2: Preparation of the logical framework
- Identification of the intervention logic and of external factors

Step 1. Identify Project Purpose from objective tree and write on a yellow card and check with document.

The Project Purpose must be an objective which is a clear benefit to the beneficiaries; not only the supply of 'services' to them will be sufficient, but the utilisation of 'services' will have to be expressed in the Project Purpose.

Step 2. Identify Overall Objectives from objective tree and write on green cards. Place above the Project Purpose in the logical framework.

Step 3. Identify those objectives from the objectives tree that lead directly to the Project Purpose and write them on red cards. Those objectives the project will address should be placed as Results next to each other and under the Project Purpose in the logical framework. Objectives that will not be addressed by the project should be placed as Conditions in the 4th column of the logical framework. These might later become Assumptions (see Instruction 3).

Step 4. Reformulate those objectives in the tree that lead to the Results into Activities and write these on white cards. Place the Activities under each corresponding Result in the order of priority. Check with the document (and annexes) whether other Activities are being perceived by the project and add those to the corresponding Activities columns.

Step 5. Identify conditions (external factors to the project) from the objective tree and from the document.

- Conditions that are required to be fulfilled in order to start the Activities should be written on white cards and placed as Pre-conditions in the bottom row 4th column.
- Conditions additional to the Activities that are required to reach the Results should be written on white cards and placed in the 4th column at the level of Activities.
- Conditions additional to the Results that are required to reach the Project Purpose should be written on red cards and placed in the 4th column at the level of the Results. (some might already be placed from step 3).
- Conditions additional to the Project Purpose that are contributing to the Overall Objectives should be written on yellow cards and placed in the 4th column at the level of the Project Purpose.

Analyse the logical framework on completeness. You may add Activities, Results or Conditions, but must always mark these additions with a question mark (?), as these should be checked by the Feasibility Study.

Formulate questions on the basic logic (including the additional Activities and Results) that should thus appear in the Terms of Reference for the Feasibility Study. Of course you may also question Activities proposed in the original document

INSTRUCTION 3: Procedure for assessing Conditions

Step 1. Analyse the conditions (external factors) identified during the previous instruction by running these through the following algorithm. Following the assessment the Conditions might be:

- dropped as they are not important,
- might become an Assumption and remain in the 4th column at their appropriate level, or,
- might have to be addressed by the project and thus will be formulated into either Activities, Results or even have the Project Purpose reformulated.

Algorithm to assess the Conditions (external factors)

Is the Condition important?

YES



Is the Condition likely to be realised?

Certainly

Do not include in the LF

Likely

Include the Condition as Assumption in 4th column of LF

Unlikely

Is it possible to redesign the intervention in order to influence the Condition?

YES

NO,

Redesign the intervention:

- add Activities and/or Results
- reformulate the Project Purpose, if necessary.

The Condition is a 'killer' Assumption. From a technical point of view the intervention is not feasible, unless the political authorities find a solution to realise the Assumption, or transform it into an acceptable Assumption

Analyse the logical framework on completeness and feasibility. You may add Activities, Results or Assumptions, but must always mark these additions with a question mark (?), as these should be checked by the Feasibility Study.

Formulate questions on Assumptions (including the additional Activities, and Results) that should thus appear in the Terms of Reference for the Feasibility Study.

INSTRUCTION 4: Procedure to assess factors of sustainability

Step 1. Determine in the Logical Framework those results and activities that need to continue after termination of the project (donor) intervention.

Step 2. Formulate questions regarding each factor for sustainability related to the Project Purpose (sustainable benefits for the target groups), each result and activity, identified under step 1, that need to be sustainable.

The factors for sustainability are:

- Policy support,
- Appropriate technology,
- Environmental protection,
- Socio-cultural aspects / women in development,
- Institutional and management capacity, (public and private),
- Economic and financial.

Step 3. Analyse the Logical Framework and prepare adjustments e.g.:

- adjust or add Results, Activities or Assumptions (algorithm!);
- suggest additional studies as Activities;
- make proposals for project implementation.

Analyse the logical framework on completeness and feasibility. You may add or reformulate Activities, Results or Assumptions, but must always mark these additions with a question mark (?), as these should be checked by the Feasibility Study.

Formulate questions regarding the sustainability issues (including the additional Activities, Results and Assumptions) that should thus appear in the Terms of Reference for the Feasibility Study.

INSTRUCTION 5: Procedure for the identification of Indicators

Step 1. Identify Objectively Verifiable indicators (OVI's) for the Project Purpose and Results from the document:

Look for quantifiable indicators describing:

- Quantity (Target values),
- Quality (Variables),
- Place,
- Target Groups and
- Time.

Place these next to Project Purpose (on yellow cards) and under each Result (on red cards) (or in your matrix in the 2nd column).

Step 2. If the Indicators mentioned in the document are insufficient you should propose relevant Indicators to be included, which in turn will have to be verified by the Feasibility Study.

Remember, always put a question mark (?) on ideas brought forward by the you and which do not appear in the original document.

Step 3. Check completeness of the logical framework.

After the formulation of Indicators it might be quite possible that the Activities are not sufficient. If so, add required Activities (with question mark (?)) as you think to be required.

Analyse the logical framework on completeness and feasibility. You may add or reformulate Activities, but must always mark these additions with a question mark (?), as these should be checked by the Feasibility Study.

Formulate questions on the Objectively Verifiable Indicators or additional Activities that should thus appear in the Terms of Reference for the Feasibility Study.

INSTRUCTION 6: Preparation of the Terms of Reference for the Feasibility Study

- Step 1. Gather the questions you have formulated during each of the instructions 1 - 5 and check which ones remain valid for the Terms of Reference.
- Step 2. Organise the questions according to the different chapters of the basic format. In the Terms of Reference these will appear in the chapter: 'Issues to be studied'.
- Step 3. Write the Terms of Reference and avoid repetitions. Additionally to the 'issues to be studied' the Terms of Reference should also comprise procedural matters. As a general rule the Terms of Reference should contain the following chapters:
- A. Introduction
 - B. Objectives of the study
 - C. Background of the project
 - D. Issues to be studied (basic format)**
 - E. Plan of work
 - F. Expertise required
 - G. Reporting requirements
 - F. Time schedule

PCM Consortium

Planning Consultants and Moderators

Quality judgement of project design

Project title	
Type of project	
Beneficiary State	
Authority submitting the request	
Registration number/ Date	
Sectoral classification	
Commitment proposed	
Assessed by	

Part A: Quality parameters scoring sheet

Quality parameters	scoring categories			
	fully	fairly	partly	no
Relevance				
1. The beneficiaries have been clearly defined				
2. Problems of beneficiaries are described sufficiently				
3. The problem analysis is comprehensive				
4. The Overall Objectives explain why the project is important for society				
5. The Project Purpose is formulated as a benefit for beneficiaries				
6. The need for the Results has been clearly demonstrated				
Feasibility				
7. The Project Purpose contributes to the Overall Objectives				
8. Results are described as services to be delivered				
9. The Project Purpose will be achieved if the Results are delivered				
9a The Results will be delivered if the activities are implemented				
10. The means are sufficiently justified by quantified objectives				
11. Important external conditions have been identified				
12. The probability of realisation of the assumptions is acceptable				
13. Implementing agencies have the capacity to implement the project				
Sustainability				
14. Adequate policy support of competent authorities can be expected				
15. The technology is appropriate for local conditions				
16. The project will produce no negative environmental effects				
17. Ownership of the project by the beneficiaries will be adequate				
18. Women will have adequate access to benefits and production factors				
19. Implementing agencies are likely to be able to provide sufficient follow-up to the project				
20. Financial and economic benefits will compensate for running costs and investments				

Part B: Question sheet

Relevance
Feasibility: <i>Consistency</i> <i>Risks</i> <i>Implementation</i>
Sustainability

Conclusion:

Quality judgement instrument for project proposals

a description of the quality judgement parameters

Relevance

A development project is designed and implemented in order to solve certain problems faced by people. The people whose problems are to be resolved are the beneficiaries of the project. The relevance of a project can be described as the importance of the problems which are addressed by the proposed intervention, for the beneficiaries themselves in the first place, but also for society at large in the second place. Six key questions need to be posed when assessing if a project is relevant :

1. Are the beneficiaries identified clearly ?

A clear description of beneficiaries should, at a minimum, include a statement of their economic and social roles/positions and their geographical location. Other information may be relevant, depending on the project, such as educational/skills levels, ownership and/or access to resources, etc. A gender breakdown of this information is vital, in order to ensure that the needs of women and men are addressed by the project. Information on age, ethnicity or other social characteristics may also be required.

Scoring indicators: The beneficiaries have been clearly identified...

	when...
fully:	Beneficiaries have been described in detail, including socio-economic roles and positions, geographical location, gender breakdown and mention of other key factors.
fairly:	The description includes key socio-economic information, geographical location and gender breakdown, but lacks detail.
hardly:	Some elements only are specified
not at all	No specific roles or locations mentioned

2. Are the problems of the beneficiaries described sufficiently ?

Problems are factual descriptions of existing negative situations in a particular part of society. Very often, project proposals only describe macro-economic problems, or limit themselves to the problems of implementing institutions or service delivery organisations. In order to verify the project's relevance, the problems as faced by the beneficiaries in relation to the project's area of intervention should be analysed in detail, while explaining the relative importance of these problems. The problems identified should include those which the beneficiary group/s directly face. Different beneficiaries (in particular men and women) may have different problems, and therefore both global and group-specific problems should be mentioned.

Scoring indicators: Problems of beneficiaries are described ... sufficiently

	when...
fully	Problems of beneficiaries have been described in detail, including information on the specific problems faced by the different beneficiary groups/sub-groups
fairly	Problems of beneficiaries have been described in reasonable detail, but information on specific problems of different groups is incomplete or missing.

<i>hardly</i>	Few problems faced by beneficiaries have been described.
<i>No</i>	No problems from the viewpoint of beneficiaries are stated.

3. *Is the problem analysis sufficiently comprehensive?*

A comprehensive problem analysis defines the problems of the beneficiaries (see above) and other relevant problems, but also explains why these problems occur, or why they persist. This requires a systematic analysis of all relevant problems and their causes. Many proposals discuss problems in a haphazard way, without explaining the underlying reasons for the persistence of the main problems. These are the so called 'gaps' in the problem analysis. Sometimes problems are not formulated as existing negative situations, but as so called 'absent solutions'. They are described as the solutions which are not there, and these give rise to the so called shopping list projects: What is needed is *widgits* because there is a lack of *widgits*. The effect is that the existing situation is not researched, but instead solutions are proposed. Sometimes problems are described in very general terms (E.G. 'Lack of education'), which give no indication about what is going wrong.

Scoring indicators: The problem analysis is ... comprehensive

	<i>when...</i>
<i>fully</i>	The causes of the problems of beneficiaries have been researched, and the relations with service delivery agencies and other actors in the environment are clearly presented (ref. to sectoral guidelines!).
<i>fairly</i>	The causes of most problems of beneficiaries have been analysed on a reasonable level of detail.
<i>hardly</i>	Some problems are mentioned, but have not been researched. Some areas of interest for beneficiaries or delivery organisations have not been researched.
<i>not</i>	Problems mentioned are either absent solutions (lack of...), very large categories or personal opinions. Main areas of interest have not been researched.

4. *Do the Overall Objectives explain why the project is important for society?*

Overall objectives indicate the longer term benefits which can be expected from the project. The extend to which these benefits can be shared by others than the direct beneficiaries can be a measure for the relevance of the project to society in general. However, the overall objectives should also state the longer term benefits for the beneficiaries. This seems obvious, but it is often omitted. It should also become apparent how the Overall Objectives relate to the sectoral policies of the government.

Scoring indicators: Overall objectives explain ...why the project is important to the parties involved

	<i>when...</i>
<i>fully</i>	The beneficiaries and other groups in society find longer term benefits in the project, and the project fits within the sectoral policies of the Government (ref. Sectoral Guidelines)
<i>fairly</i>	Beneficiaries find longer term benefits in the project and the project fits within the sectoral policies of the Government (ref. Sectoral Guidelines)
<i>hardly</i>	Only one of the two elements above is mentioned
<i>not at all</i>	Overall Objectives are no longer term benefits for the beneficiaries

5. *Is the project purpose defined in terms of benefits to the beneficiaries?*

The project purpose, which should state the reason of being of a project, is often formulated in terms of service delivery. (i.e: 'The purpose of this project is to provide this and this service'), whereas the purpose should describe why the project is required by the beneficiaries, what benefit they will get out of it.

A benefit can be described as a particular aspect of the well being of a person. This can relate to the economic environment (productive, professional, etc.) the social environment (living conditions,

hygiene, nutrition, health, etc.) or even the very personal environment (absence of stress, fulfilment of aspirations, etc.). Achieving a benefit means very often that the beneficiaries are able to acquire the benefit for themselves, rather than being subject to receiving it from somebody else. It is not *receiving the service* that creates the benefit: it is the fruitful utilisation of the services which may enable the beneficiaries to create the benefit themselves. Examples: economic benefits like increased income or increased productivity are earned by the beneficiaries. Similarly, an increased hygiene in the living environment (less disease transmission) is acquired by the people themselves.

Scoring indicators: *The Project Purpose is ... formulated as a benefit for the beneficiaries*

	when...
<i>fully</i>	The PP describes : what particular aspect of their well being the beneficiaries will have improved for themselves after the project
<i>fairly</i>	The PP describes a benefit for the beneficiaries, but the relation with the project is remote.
<i>hardly</i>	
<i>not at all</i>	The PP is expressed as a service

6. *Has the need for the results been demonstrated ?*

Most development projects are designed to deliver services to certain target groups. The need for these services should be researched thoroughly in the formulation stage of the project, or, even better, the services should be designed after we know why problems persist. This is not always done, meaning that the need for the services is not apparent. Note that Results can be targeted at the beneficiaries, but also at intermediate service delivery groups; e.g. teachers receiving teacher training in an education project.

Scoring indicators: *The need for the Results been demonstrated ...*

	when...
<i>fully</i>	All Results address problems of the beneficiaries (or other related target groups) that have been researched previously.
<i>fairly</i>	Most Results address problems of the beneficiaries or other related target groups.
<i>hardly</i>	Some Results address problems of the beneficiaries or other related target groups.
<i>not at all</i>	None of the Results addresses a problem which has been researched.

Feasibility

The feasibility judges in simple words: can this idea be realised? A more comprehensive description is: whether the chain of events as described in the intervention logic and the assumptions will happen, if the means were mobilised.

In practice we look at (at least) three aspects, which can be found separately in the basic format for project proposals: we can check the *consistency* (does it make sense?), then we can assess whether the risks are acceptable, and finally whether it can be done in the proposed way. The feasibility is studied during the formulation phase, and serves as the basis for the detailed project design, unless the project is judged to be not feasible.

7. *Will the Project Purpose indeed contribute to the Overall Objectives (if the assumptions hold)?*

The first check of the logic is whether the project purpose would indeed contribute to the overall objectives. In order to check this, the proposal should present evidence from knowledgeable people, which could indeed be the beneficiaries, but also evaluations from other experiences. Sometimes the relation is rather obvious, but is also happens that completely unrealistic forecasts are being made without any supporting data.

Scoring indicators: *The Project purpose contributes ... to the overall objective*

	when...
fully	A positive relation is confirmed by beneficiaries themselves. Previous experience (in other projects or regions) has shown a causal relation between Project Purpose and Overall Objective, (ref. sectoral guidelines).
fairly	Sectoral guides suggest a positive relation between Project Purpose and Overall Objectives
hardly	No supporting data presented, but it does make sense
not at all	No data presented, it does not make sense.

8. Are the Results described as services to be delivered?

Before checking whether the Results are sufficient in order to achieve the Project Purpose, we can check whether the Results have been formulated as services. Very often, the Results are described as activities (e.g. 'training provided') without specifying *what* will be delivered (the client does not buy the training, but the skill or the competence) and neither to *whom*. If the Results are not properly described, it is very difficult to check any logic, simply because it could mean anything at all. A service should be specified to such an extent that it can be delivered in reality and against a calculable cost, in other words it should be 'marketable'.

Scoring indicators: Results are ... described as services to be delivered

	when...
fully	All results are described as services which are marketable, deliverable and ready for use by the target group.
fairly	Some results are described as services which are deliverable
Hardly	Some services are mentioned, but not described as deliverable (too unspecific)
Not at all	No services are mentioned

9. Will the Project Purpose be achieved if the Results were delivered?

Checking the internal logic up is little else then checking whether the prediction made has been based on reasonable grounds. Will 'skills provided to jobless people' lead to 'more people employed'? Could be, but only if very specific demands are fulfilled; and also if the jobs are available. If this information is not provided, the internal logic of the statement does not hold. Checking logic would require some subject matter expertise, for which reference to Sectoral Guidelines is made, but detailed technical knowledge is usually not required.

Scoring indicators: The Project Purpose will be achieved ... If the Results were delivered

	when...
fully	The results delivered remove the main causes for the problem underlying the Project Purpose, and this has been verified with beneficiaries or in other experiences during the feasibility study
fairly	The results seem comprehensive, but no supporting evidence is presented.
hardly	Doubts remain whether the results will indeed achieve the project purpose
Not at all	No evidence is presented that the results will achieve the Project Purpose

10. Are the means sufficiently justified by quantified objectives

The next check of the consistency is of a more technical and quantitative nature. One can ask: if so much [Results] are provided, will so much [Project Purpose] be achieved? And is it possible to achieve the Results with the planned resources?

The judgement of this aspect is problematic for two reasons. First, it is rare to find project proposals which have quantified their targets in an unambiguous way. Usually, only the variables are given, while the target value for the relevant objectives are mostly missing. A fully quantified objective will give a target value with a measurable variable, specify the target group for whom the service or benefit is intended, and indicate when it will have been achieved.

Second, the judgement whether it is realistic to expect *so much* benefits from *so much* services to be delivered against so much cost requires substantial technical know how. See also the description of the contents of chapter called 'Intervention' of the basic format (chapter 3), PCM manual page 51-52.

On the other hand, it can be argued that project proposals should be self contained texts, implying that the information required for its judgement should be presented.

Scoring indicators: The means are ... justified by quantified objectives

	when...
fully	The Project Purpose and Results are described with measurable target values, time frame and target group, and are reasonably balanced
fairly	Project Purpose and Results are described with incomplete indicators (e.g. no target values)
hardly	Some incomplete indicators are mentioned
not at all	No indicators are mentioned

11. Have important external conditions been identified?

The risks analysis assesses whether the important external for success are sufficiently likely to be realised. These conditions should first be identified, and then checked one by one if they will be realised. Again, a project proposal should be self contained, meaning that the risk analysis should be presented in the document, and is not something to be done by the reader. One often sees that when major elements are missing in the problem analysis, see questions 2 and 3, similar gaps appear in the assumptions analysis. See also the description of the contents of chapter 4 the basic format, manual PCM page 53. and the relevant Sectoral Guidelines.

Scoring indicators: Important external conditions have been identified...

	when...
fully	External conditions and accompanying measures have been identified at the relevant levels. (see also: problem analysis, 2 and 3)
fairly	Conditions have been mentioned, but some questions remain
hardly	Some conditions have been mentioned, but many questions remain (ref. sector guidelines)
not at all	Conditions are hardly mentioned

12. Is the probability of realisation of the assumptions acceptable?

When the external factors have been identified, we can check whether the probability of realisation is discussed in the proposal. This aspect will be a central part of any feasibility study, but unfortunately very little of this information ends up in proposals. Therefore, it becomes difficult to judge this important part of the feasibility.

Scoring indicators: The probability of realisation of the assumptions is acceptable

	when...
fully	For each external condition, supporting evidence is provided that the probability of realisation is acceptable.
fairly	Most conditions have been researched regarding their probability of realisation.
hardly	Some conditions have been researched.
not at all	No supporting evidence regarding the probability of realisation is presented, and doubt exists as to whether they can be realised.

13. Will implementing agencies be able to implement the project?

If the logic makes sense and the risks are acceptable, one can still wonder whether the implementing agencies will be able to realise all the works, if they were given the means. In order to

be able to do this, detailed information regarding the organisational design, the management, the procedures and the means are needed, which is described as the contents of chapter 5 - 'Implementation' - of the basic format, manual PCM page 53-54. Also, some information regarding the track record of implementing agencies is useful for judging organisational capacity, while involvement of implementing agencies in the formulation phase of the project is a positive factor.

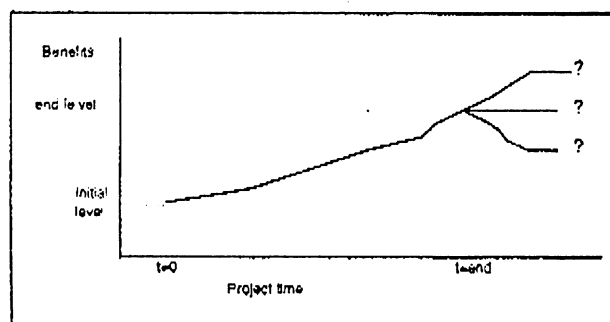
Scoring indicators: Implementing agencies are likely to be able to implement the project

	when...
fully	Responsibilities and procedures have been clearly established, the implementing agencies have participated in the formulation phase and dispose of relevant implementing experience.
fairly	Responsibilities and procedures have been defined for most Results, and at least one of the remaining aspects above mentioned has been described.
hardly	Only one of the above mentioned aspects has been described.
not at all	No responsibilities and procedures are mentioned for the Results, no information regarding implementing agencies is provided.

Sustainability

Sustainability can be described as the degree to which the benefits which are produced by the project for the beneficiaries continue after the project as such has ended as an organisational entity.

Sustainability: benefits against time



The sustainability of a water project would be defined in terms of continued clean drinking water consumption and continued reduction of water borne diseases, rather than the provision of water only.

Formally speaking, in order to assess the sustainability of a project one would have to assess the benefits produced after the project and compare them with the levels during the project. As such, it could be part of an ex-post evaluation, and can be combined with other forms of formal impact assessment.

However, sustainability is often used in the preparation stage of the project cycle, and then it indicates: to what degree the need for sustainable benefits have been incorporated in the design of the project, and more particularly, how have the various factors which influence the sustainability of the project been taken into account. This amounts finally to the "sustainability potential" of the project. For a more detailed description of the factors influencing sustainability, see the PCM Manual, page 54-55.

14. Will the relevant authorities have a supportive policy after the project has ended?

As is stated in the PCM Manual, no project can be sustained in an unsupportive policy environment. Making the policy environment more supportive may indeed require adapting or changing existing regulations, or even create new legislation. See also sectoral guidelines.

Scoring indicators: Adequate policy support can be expected...

	when...
fully	Relevant authorities have adapted rules, regulations or policies as a respond to other projects in similar fields.

<i>fairly</i>	
<i>hardly</i>	Supportive policy has been announced
<i>not at all</i>	No information on policy is presented.

15. Is the technology appropriate for the local conditions?

See: Manual PCM, page 54 and sectoral guidelines.

Scoring indicators: Technology is appropriate for local conditions...

	<i>when...</i>
<i>fully</i>	Various alternatives have been examined, and in the selection the different needs of the beneficiaries (men and women), local conditions and local capacities have been taken into account. (ref. sectoral guidelines).
<i>fairly</i>	As above, but no alternatives have been examined.
<i>hardly</i>	No alternatives have been examined, and only a few of the above mentioned aspects have been taken into account.
<i>not at all</i>	No alternatives have been examined, no aspects have been taken into account.

16. Will the ecological environment be preserved during and after the project?

See Manual PCM and sectoral guidelines.

Scoring indicators: The ecological environment will be preserved after the project

	<i>when...</i>
<i>fully</i>	An environmental impact study has been done, and all necessary protective measures are taken account in the plan. (Ref. sectoral guidelines)
<i>fairly</i>	An environmental impact study has been done, and most but not all measures have been adopted in the project plan
<i>hardly</i>	No study has been done, and only some measures are indicated
<i>not at all</i>	No study has been done, but previous evaluations of similar projects have indicated a negative impact on the environment.

17. Will there be adequate ownership of the project by the beneficiaries?

Evaluations of great numbers of development projects suggest that the factor of ownership of the project by the beneficiaries is crucial, both for the feasibility as the sustainability. Ownership can be described as the degree to which beneficiaries feel themselves owners, actors and decision makers in the project. This factor should be addressed in the very early stage of the planning process.

Scoring indicators: Ownership of the project by the beneficiaries is properly addressed

	<i>when...</i>
<i>fully</i>	Beneficiaries took the initiative to promote the initial idea, they have been participants in all phases of the planning process, and major decisions have been validated by their representatives.
<i>fairly</i>	Beneficiaries have expressed positive support for the project and have been consulted during the planning process.
<i>hardly</i>	Beneficiaries have been informed in an early stage of the planning process, but not actively involved.
<i>not at all</i>	No information regarding consultation is presented.

18. Will women (and other groups) have adequate access to benefits and production factors during and after the project?

See Manual PCM page 55 and sectoral guidelines.

Scoring indicators: Women and other groups will probably have access to benefits

	when...
<i>fully</i>	The proposal has analysed the access to potential benefits for different sub groups of beneficiaries, and specifies in detail how equal access of women (and other groups) to the benefits will be assured.
<i>fairly</i>	The proposal indicates a number of measures for ensuring equal access of women to the resources and benefits, but these will not guarantee equality, but presents no analysis of the situation.
<i>hardly</i>	Proposals mentions the issue of women's access, but gives little or no explanation of what measures will be taken to guarantee adequate access.
<i>not at all</i>	No mention is made of the issue nor of measures to be taken.

19. Will the implementing agencies be able to provide follow up after the project?

The organisational design of a project intervention can take the life after the project into account by selecting those organisations and institutions who are most likely to have strong interest in sustaining the project benefits, and assure that these organisations will have the required skills and experience by the time the project has ended. Such an optimal design would require a careful scan of the prevailing institutional landscape, and select the most promising arrangement among the alternatives. In particular, the choice between public and/or private forms of organization must be explicitly addressed. (see PCM Manual page 55).

Scoring indicators: Implementing agencies are likely to be able to provide follow up

	when...
<i>fully</i>	The institutional arrangement compares favourable to the alternatives, the agencies have sufficient reasons for owning the undertaking afterwards and adequate management support measures have been built into the project.
<i>fairly</i>	As above, but no comparison of alternatives has been made
<i>hardly</i>	Only one of the above mentioned aspects is described
<i>not at all</i>	None of the above mentioned aspects is described

20 Economic benefits will compensate for running costs and investments

See PCM Manual page 55. Sectoral guidelines for economic analysis are being prepared

Scoring indicators: Economic benefits will compensate for running costs and investments

	when...
<i>fully</i>	
<i>fairly</i>	
<i>hardly</i>	
<i>not at all</i>	

CHECKLIST FOR GENDER SENSITIVITY IN THE LOGICAL FRAMEWORK

Project structure

WIDER OBJECTIVES

Are wider objectives addressing problems of men and women? Does the choice of specific objectives influence relations between men and women?

OBJECTIVES

Do the objectives distinguish between men and women in specifying WHO is targeted and WHO is expected to benefit?

Who participated in choosing from the variety of needs to be addressed?

What practical and strategic needs of men and of women are addressed by the project?

OUTPUTS

Are the outputs specified separately for men and women?
Are they consistent with the needs of the groups specified?

INPUTS

Are the inputs appropriate to the involvement of both men and women?

Is there time and a budget for participation and for gender analysis?

Are budgets flexible and reviewable, and has time-planning provided for the possibility of new activities in response to women's constraints?

Has local gender and training expertise been used to the maximum extent possible?

Indicators of achievement

WIDER OBJECTIVES

Consistency check with the gender-specific policies of government or of relevant organised groups. To what extent are wider problems addressed gender-specifically at the policy or institutional levels?

OBJECTIVES

In qualitative and quantitative indicators: What improvements and changes are expected for women and men? Who is expected to benefit, in terms of gender division of labour and access to and control over resources gained? Were these indicators defined with participation of target group? To what extent will improvements and changes affect gender relations?

OUTPUTS

What has been achieved for men and for women in terms of:

- use of appropriate technology?
- adequate policy measures supporting the project?
- environmental protection measures?
- building up institutional and management capabilities?

WHO (men and/or women, age, class, ethnic background) benefited in reaching each of the outputs?

TO WHAT EXTENT, IN WHAT CAPACITY did men and women participate?

INPUTS

How accessible and appropriate are project goods, services and facilities for men and women?

Are contingencies provided for in work plan and budget?

Is provision made for participatory monitoring and evaluation?

What resources have been devoted to addressing women's strategic needs?

How indicators can be assessed

WIDER OBJECTIVES

Will participants organised at national level be able to provide data? What alternative data resources can be used to check consistency?

OBJECTIVES

Was a gender analysis carried out in time to serve as a basis for targeting of activities? Is a strategy set out to tackle constraints? Are participants' views on impact considered in mid-term and/or final evaluations?

OUTPUTS

Do progress, technical, monitoring and evaluation reports include gender-specific qualitative as well as quantitative data?

INPUTS

Are participants consulted (men and women separately) on the appropriateness of inputs during monitoring visits, staff meetings, auto-evaluations, mid-term and final evaluations?

Assumptions, risks and conditions

WIDER OBJECTIVES

Do the policy framework and legislative climate support the participation of both men and women in reaching objectives?

Is the political climate favourable to a participatory approach? Is the policy and institutional context supportive of activities in the sector addressed by the project?

OBJECTIVES

Are the objectives supported by policies? By other activities nationally or regionally, which will complement or endanger the planned improvements? Have these been taken into account or linkages provided for?

OUTPUTS

Is the social or political status of men and women in the target group such that their interests pose a threat to gender-specific project outputs? Is there sufficient motivation, skills and organisational capacity among target group and partner organisations to encourage and participate in gender-sensitive project activities?

INPUTS

Is the participation plan reasonable in terms of local constraints (seasonal, cultural, gender-related, financial, other) which might reduce women's agreement or ability to participate or affect their confidence? Can the project help them to participate? Is gender expertise adequate and is it used early enough?

ANNEX C. Germany

GTZ (Deutsche Gesellschaft für Technische Zusammenarbeit)

Background

GTZ has a long history of use of the objective-oriented planning method (ZOPP), in which the analysis follows a similar logic to the LFA and results in a matrix called the Project Planning Matrix (PPM). A revision of planning processes was undertaken in 1994/95 in response to concerns about over-emphasis on the planning phase of projects and overly-rigid adherence to processes such as ZOPP workshops. The revisions aimed to introduce more flexible procedures that allowed real input from target groups and approaches that would be used throughout the project cycle. The new project cycle management approach (PCM) continues to include objectives-oriented planning (ZOPP) as the basic planning methodology but within a more flexible framework. Agency documents stress that planning is “a process of clarification, consensus-building and communications” and that an “over-riding principle to ensure that affected groups become involved in participation in this process [of project planning and management].”

Aspects of GTZ processes relevant to mainstreaming gender equality issues include:

- The emphasis on target groups as the focus of planning – for situation analyses, problem identification, objectives, indicators, etc. – has provided a major entry point for consideration of gender equality issues, as is reflected in the GTZ manual *Gender Differentiation throughout the Project Cycle*.
- GTZ is very large state development organisation, with over 8000 employees; unlike many other DAC agencies, GTZ employees are directly involved in project planning, management and implementation, and thus the tools they require to mainstream gender relate to actually undertaking these functions (as well as directing and managing decision-making processes in project planning).
- The current process of decentralisation (delegation of decision-making) means more scope and authority for those at field level who are more in touch with local circumstances. This may open new opportunities for informed action on gender equality; at same time, it means less scope for direction and “quality control” from headquarters on mainstreaming gender into planning processes.

Experience in mainstreaming gender equality objectives

GTZ produced the manual on *Gender Differentiation throughout the Project Cycle* during the period in which the approach to ZOPP was being reviewed and Project Cycle Management introduced. The manual has been widely used, not only for its guidance on gender considerations at the successive points of project planning but also for its clear exposition of the new planning cycle itself. The manual includes a section on “the gender perspective in systematic objectives-oriented project planning” [LFA] that includes guidance on: gender-specific situation analysis; determining the development goal; determining the project purpose; analysis of executing agency; and elaborating the project strategy.

GTZ is now in the process of mainstreaming the types of considerations included in the manual into standard agency methods, approaches and instruments (this is also being done in relation to the agency's participation and poverty objectives). Mainstreaming is also being pursued in the development of new guidelines on monitoring. The work in these areas is still at the initial stages.

Also under way is an assessment of the way in which gender equality issues have been addressed under the new PCM process, which will provide feedback on whether the directions provided in the existing manual are reflected in actual planning and implementation, and on the problems and constraints in achieving gender-sensitive PCM. The assessment include 25 projects at project progress review phase. Results will not be available until spring 98. However, preliminary indications suggest that positive experiences in relation to gender issues are associated with the increased importance given to situation analyses (with greater flexibility in planning process and time allocated for it); to the approach of differentiating the target group; to the composition of planning missions; and to the differentiation of TORs to give express attention to gender issues to be addressed.

Other factors that contribute to taking account of gender issues in project planning, including the project planning matrix (LFA matrix) are:

- the obligatory categorisation of projects for their impacts on women at an early stage of the planning cycle – this affects subsequent planning steps, and the need to explain the rationale for the categorisation at decision-making and implementation stages has also influenced approaches at the planning stage;
- the development of a gender operational plan for all of GTZ HQ/country/projects, and an expansion of the network on gender within GTZ, with one person in each regional office acting as an in-house consultant and a contact person in all technical departments.

Documents consulted

Gender Differentiation throughout the Project Cycle. Pointers for Planning, Monitoring and Evaluation. Juliane Osterhaus and Walter Salzer. GTZ: Unit 04, Strategic Corporate Development,. 1995.

Project Cycle Management (PCM) and Objectives-Oriented Planning (ZOPP). Guidelines. GTZ, 1996.

Persons consulted

Bianca Schimmel, Unit 04 (Gender and Youth, Poverty Reduction) Strategic Corporate Development, GTZ.

Attachments

- Extract from *Gender Differentiation throughout the Project Cycle. Pointers for Planning, Monitoring and Evaluation.*

On the basis of the following key questions you can determine to what extent you have managed to anchor the gender approach within the project strategy and the PPM:

- ? Do women and men benefit to the same extent from the project measures? Does the project make an explicit contribution to improving the economic and social situation of women?
- ? Are women and men not merely passive recipients of external inputs, but actively involved in designing the project (i.e. do they have a say in decision-making)?
- ? Are the indicators formulated along gender-specific lines, so that the various impacts of the project on men and women can be determined?
- ? Are the results, activities and indicators formulated along gender-specific lines where relevant?
- ? Are the activities planned so as to overcome any existing constraints to women participating?
- ? Have steps been taken to ensure that an appropriate number of female project staff benefit from the planned upgrading measures, and is this stipulated in the PPM?
- ? Where the female members of the target group cannot be directly addressed by male project staff (because of prevailing socio-cultural norms) are there plans to employ female experts?
- ? Should the existing staff not be adequately trained to advise and support female target groups, have relevant further training courses been planned?

ANNEX D. United Kingdom Department for International Development (DFID)

Background

DFID uses the term project framework for its LFA matrix and uses it as a practical tool for planning projects and in project appraisal reports. It serves to organise and present the results of other analyses done (such as social development analyses, stakeholder analyses) and to present in a concise and coherent way the key components of a project and how it is expected to work.

Aspects of the DFID approach that are relevant to mainstreaming gender equality issues:

- A social development analysis is required for all projects. The role of the 40 social development advisers in the agency includes responsibility for gender equality issues. Although there is a manual on social development (*A guide to Social analysis for Projects in Developing Countries*), agency culture resists prescribed guidelines and relies more on the concept of professionalism and informal exchanges; there is ongoing circulation of information among the network of social development advisers, including distribution on an informal basis of good examples demonstrating on a practical basis “how to” undertake certain analyses.
- DFID places considerable emphasis on stakeholder analysis as an element in project planning. Participatory processes with stakeholders are generally at agency level in planning stages, with beneficiaries generally not participating until implementation stages.
- A recent innovation has been “output to purpose reviews” (OPRs) done at the mid-term stage of a project. The OPRs consider the relation between those two components of the project framework [LFA] – to what extent are outputs contributing to purpose? What has changed? One commentator on the OPRs (Holden, see below) has observed that: “The format for evaluation is not gendered but it has demonstrated that unless gender equality is clearly specified in the purpose and outputs, then it becomes difficult to monitor effectiveness in achieving gender equality goals. However, there is some evidence that the OPR process is encouraging clearer focus on impact upon specified groups of stakeholders and so enhancing the poverty and gender focus of the programme.”

Experience in mainstreaming gender equality objectives

As noted above, responsibility for gender equality issues is mainstreamed into the responsibility of social development advisers, who participate in all project planning. Two mechanisms that particularly encourage attention to gender equality issues in analysis and project planning activities resulting in the project planning matrix are:

- the “policy check” at the concept note stage (before detailed planning) that assess how the project concept fits with DFID priorities including gender equality; this reminds planners of this issue at an early stage (and is reinforced by the requirement for an extended discussion of coherence with DFID policies and priorities in project approval documents);

- PIMs WID marker (a tool derived from the DAC reporting requirements on gender equality) is also considered a major tool – as this marker (along with other DAC markers) are referred to throughout project planning, projects designed with this in mind.

The revision of office instructions and further attention to explicit references to gender equality issues in terms of reference (TORs) for staff and consultants undertaking field missions at planning stages have been identified as key entry points for mainstreaming gender equality that require further attention.

DFID is planning a major consultancy in early 98 to mainstream gender equality in core training modules, including project cycle management and the project framework.

Documents consulted

A Guide to Social Analysis for Projects in Developing Countries. Overseas Development Administration. London: HMSO, date??

“Guidance Note on How to do Stakeholder Analysis of Aid Projects and Programmes.” Social Development Department, ODA, July 1995.

“Guidance Note on Indicators for Measuring and Assessing Primary Stakeholder Participation.” Social Development Department, ODA July 1995.

“Mainstreaming gender in a major government ministry.” Paper presented by Pat Holden, DFID, at the Workshop on Gender Mainstreaming (UN Inter-Agency Committee on Women and DAC Expert Group on Women in Development), 15-17 September 1997.

Persons consulted

Anne Coles, Senior Social Development Adviser, DFID.

ANNEX E. Canada

Canadian International Development Agency (CIDA)

Background

CIDA has used LFA matrices since 1975-76 for project planning and approval and as a basis for evaluations. CIDA is currently in the process of reorientation towards results-based management. Changes in the use of the LFA in connection with results-based management that are now being pursued include:

- A change in the form of the matrix to simplify it and to place greater emphasis on the results sought and clear statements of results at the level of outputs, outcomes and impacts. (The proposed new matrix is included in this Annex.)
- Greater emphasis of participation by stakeholders (project delivery partners, beneficiaries and donors) in project design and planning in order to build consensus on objectives, results, assumptions and indicators, to promote local ownership, and to clarify respective roles and responsibilities.
- Shift from a descriptive to a process focus in the use of the LFA, both in doing the analyses for the LFA matrix at the planning stage and in subsequent use in the management of the project. For the latter, the LFA matrix serves as a basis of revisiting objectives, results sought, and assumptions/risks, and of revising these in light of performance (as measured by performance indicators specified) and changing circumstances.

The approach to implementing the above (and opportunities for mainstreaming gender equality) are also shaped by aspects of CIDA internal processes and relations with partners, for example:

- Results-based management is also pursued at the programme level: Country/Regional Programming Frameworks (C/RPF) set the strategic approach, and are linked to overall agency policy priorities (of which gender equality is one); project goal statements are described as ideally the same as one of the programme objectives in the C/RPF; and this provides a framework for programme level performance monitoring.
- CIDA is a relatively centralised agency, with staff at headquarters having a major role in directing project planning and in decision-making, with the assistance of consultants (and to some extent field staff) to work with partners in project preparation. Implementation is generally contracted to a Canadian firm or institution through a competitive bidding process.

Following several years of experimentation with results-based management, during which a “learning by doing” approach was pursued by different branches of the agency, CIDA is now standardising approaches across the agency and developing new guidelines and manuals. The guidelines for project planning will be consolidated in a programme available on computer to all staff in what is called the “bilateral road map”. Some use is being made of “hypertext” (as with the Internet, a text page will contain highlighted terms that are the doorway to further explanations), though it will take some additional attention to realise the full potential of this technology in providing ready access to more specialised resources.

Experience in mainstreaming gender equality objectives

CIDA has several mechanisms to encourage attention to gender equality issues in project planning, such as the inclusion of a WID Annex in project approval documents. However, the main source of guidance for project planning, the “bilateral road map,” currently includes few references to where and how gender equality issues should be addressed in analyses done and the LFA. The revision of this “bilateral road map” has been identified by gender specialists as an important opportunity to mainstream gender equality in the guidelines that it includes. Work on this is now under way, but at this stage it will not include detailed methodological guidance on *how* to mainstream gender equality in the various analyses and components of the planning process and LFA, or to assess whether this has been done

One area of progress that has been noted informally is associated with the adoption of results-based management, which seems to have had a positive impact in encouraging staff to focus on what the agency seeks to achieve in its gender equality policy – that is, to shift the focus of attention from the numbers of women participating in an activity to changes in their life situation or their position relative to men. Reflection and feedback on such issues has also been promoted by the relatively new practice of annual reporting at the branch level on performance, during which results reported by projects are reviewed (including results at all levels of the standard LFA matrix, i.e., at the level of activities, purpose and goals).

Documents Consulted

Results-based Management: Danger or Opportunity? Lessons from the CIDA Experience. Barbara Brown, CIDA.

“Practicing Results-based Management (RBM): The Logical Framework Approach (LF) As A Dynamic Management Tool – From Project Design to Impact Measurement”. Draft for Discussion. Jean-Baptiste Sawadogo (Atilis Group Inc.) and Kathryn Dunlop, Strategic Planning/ Performance Assessment Unit, Africa and Middle-East Branch, CIDA. Draft for discussion, 28 August 1997.

“The Logical Framework: Making It Results-Oriented. Guidelines.” Performance Review Branch, CIDA. Draft, 21 October 1997.

Persons Consulted

Marie Powell, Gender Adviser, Asia Branch, CIDA

Lucie Bazinet, Consultant to the Women in Development and Gender Equity Division, Policy Branch, CIDA

Rémi Beaulieu, Senior Adviser, Social Dimensions, Policy Branch, CIDA

Attachments

- proposed new LFA matrix

CIDA draft revised LFA matrix

Source: "The Logical Framework: Making it Results-Oriented. Guidelines." Performance Review Branch, CIDA. Draft, 21 October 1997.

Note: C/RPF refers to Country or Regional Programming Framework
CEA refers to Canadian Executing Agency

THE RESULTS-ORIENTED LOGICAL FRAMEWORK

Country/Region:		Project Budget:	
Project Number:		WID Integrated:	
Project Name:		Environment Integrated:	
CEA/Partner Organization:		Project Manager and Team:	
Related C/RPF & date:			
NARRATIVE SUMMARY	EXPECTED RESULTS	PERFORMANCE MEASUREMENT	ASSUMPTIONS/ RISK INDICATORS
<u>Project Goal</u> (Program Objective) The program objective from the C/RPF to which this project is intended to make a contribution.	<u>Impact</u> A long-term developmental result at the societal level that is the logical consequence of achieving a specified combination of outcomes.	<u>Performance Indicators</u> Performance indicators that will provide evidence that the project has made a contribution to the achievement of the stated developmental impact.	<u>Assumptions</u> The necessary conditions that must exist for the cause-effect relationships between outcomes and impact to behave as expected. <u>Risk Indicators</u> Risk indicators that will measure the status of the assumptions identified above.
<u>Project Purpose</u> The project objective which address the priority development needs of the identified beneficiaries and are achievable within the scope of project activities.	<u>Outcomes</u> Medium-term developmental results benefitting an identified target population that are achievable within the timeframe of the project and are the logical consequence of achieving a specified combination of outputs.	<u>Performance Indicators</u> Performance indicators that will provide evidence that the project has achieved the stated developmental outcomes.	<u>Assumptions</u> The necessary conditions that must exist for the cause-effect relationships between outputs and outcomes to behave as expected. <u>Risk Indicators</u> Risk indicators that will measure the status of the assumptions identified above.
<u>Resources</u> Listing by categories of resources (inputs and/or activities) required to achieve the project purpose, planned budget for each type of resource and total project budget.	<u>Outputs</u> Short-term developmental results produced by or for the benefit of project delivery partners that are the immediate consequences of project activities and inputs.	<u>Performance Indicators</u> Performance indicators that will provide evidence that the project has achieved the stated developmental outputs.	<u>Assumptions</u> The necessary conditions that must exist for the cause-effect relationships between inputs and outputs to behave as expected. <u>Risk Indicators</u> Risk indicators that will measure the status of the assumptions identified above.

Workshop on Practical Approaches to Mainstreaming Gender Equality Perspectives in the Use of the Logical Framework Approach

Stockholm (Vargard) 9-10 December 1997

Summary Report on Discussions

The Workshop on Practical Approaches to Mainstreaming Gender Equality Perspectives in the Use of the Logical Framework Approach (LFA) was convened by Sida to review experience and further explore approaches to using the LFA more effectively in support of gender equality. Invitations were extended to Sida personnel, Swedish NGOs that use the LFA, and members of the DAC Expert Group on Women and Development. The workshop agenda is provided in annex A; Annex B lists the participants.

1. Opening presentations and general discussion

The workshop opened with a number of presentations and general discussion of experience, opportunities and constraints. A preliminary presentation was made by **Johanna Schalkwyk** on issues covered in the discussion paper she prepared for the workshop,¹ which was based on discussions with DAC member agencies about their experience incorporating a gender equality perspective in the use of the LFA. Overheads summarising the presentation are in Annex C. Two general points were made. First, there are considerable differences among agencies in planning processes and what they consider to be the most important aspects of the LFA approach, thus key entry points for mainstreaming gender may differ. Second, few agencies have focused directly on the LFA to mainstream gender equality, but have given attention to techniques such as gender analysis that contribute to project planning according to LFA concepts; the challenge is to ensure that gender equality perspectives become part of the mainstream manuals and requirements for project planning.

Christina Schuierer (BMZ, Germany) summarised the planning approach used by Germany and the “entry points” she uses for reviewing project proposals from a gender equality perspective for the Ministry for Economic Cooperation and Development (BMZ). (BMZ’s role in the project cycle is to set the overall policy framework, commission the main agency for technical cooperation, GTZ, to prepare proposals, and make the final decisions on proposals submitted.) The BMZ/GTZ objectives-oriented planning process (“ZOPP”) is a participatory and team-oriented method within which a range of different planning instruments can be used, depending on the context. It begins with an analytic phase in which the three core steps are a participatory stakeholder or target group analysis, a problem analysis, and an objectives analysis. Alternatives are then assessed in the context of German goals for technical assistance, after which a synthesis is prepared in the form of an LFA matrix.² It was noted that, in reality, there

¹ *Logical Framework Approach: Mainstreaming Gender Equality Goals. Workshop Discussion Paper.* 9-10 December 1997.

² A GTZ manual outlines the process and the steps in which to apply gender equality perspectives: *Gender Differentiation throughout the Project Cycle. Pointers for Planning, Monitoring and Evaluation.* Prepared by Juliana Osterhaus and Walter Salzer. GTZ: Unit 04, Strategic Corporate Development, 1995.

may be insufficient time to fully pursue the analysis phases, and there have thus been revisions in the project cycle management process to allow these steps to be pursued in a more flexible way later in the project cycle and to modify accordingly.

In reviewing project proposals from a gender equality perspective for BMZ, she focuses on three areas in the proposal and the LFA matrix:

- the participant analysis – does it differentiate between women and men?
- indicators – do they differentiate between women and men at the level of development objectives, purpose and activities?
- activities – what specific activities will lead to the results to be measured by the indicators?

She noted that she looked at the participant analysis rather than the problem analysis as the latter should be derived from the former. Activities were important to look at because, even if the gender perspective had not been taken into account in the participant analysis, specific activities could be included in the project and then monitored, which could have some impact on the implementation process.

Tina Nummi-Södrögren, of the Swedish NGO SHIA, stated that her organisation focused on finding indicators and entry points for persons with disabilities, their main objective being capacity building within organisations of persons with disabilities and the equalisation of opportunities for women, men and children with disabilities. The evaluative concepts used by SHIA to consider what aspects of well-being were addressed by a project and the interests in relation to them are as follows:

- welfare – food, housing, health care, assistance devices, to all of which women need equal access;
- access – to factors of production (education, land, credits, information, employment), to all of which women should have equal access with men;
- conscientisation – to the social nature of gender roles and the ability to change them;
- participation – equal participation by women and men in decision-making processes and policy-making;
- control – equality in control over factors of production and decision-making processes.

Regarding project planning, she made the important point that organisations need to work with projects that are already in place – that is, while the planning process for new projects is important, ongoing projects account for most of the budget and staff time of her organisation and probably that of others

Berit Rylander of Sida emphasised the importance placed by Sweden on partnership, and on ownership by partners of projects supported by Sida. This is reflected in *Sida's Guidelines for the Application of the LFA in Project Cycle Management*.³ Points about Sida's policy and approach that were emphasised in the presentation are:

1. The *recipient (cooperation partner)* mainly uses the method for planning, appraisal, implementation, monitoring and evaluation.
2. The *donor (financing partner)* mainly uses the method for appraisal, monitoring and evaluation.
3. LFA is an excellent instrument in the dialogue between cooperation partners.
4. LFA should be adapted to the recipients' own planning and reporting systems.

³ *Guidelines for the Application of LFA in Project Cycle Management*. Sida: Methods and Institutional Development Unit, March 1996.

5. LFA should be used in a flexible way and should be adapted to each specific sector or subsector based on its particular conditions and needs.
6. The method should be introduced gradually and used with greater requirements gradually being set in respect of quality.
7. Sida is actively encouraging donor coordination in the use of the LFA.

Sida's approach is to de-emphasise the *form* in which the results of the project design are presented (the matrix), and to focus attention on the questions and process of thinking promoted by the method. In the revision of the LFA guidelines now underway, Sida will incorporate central questions and terms related to the gender equality perspective as well as elements related to other major concerns of Swedish development cooperation (poverty, environment, democracy and human rights). This will result in a checklist or questionnaire to be used by programme officers.

The **representative of the EC/DGVIII, Arne Ström**, stated that it was now obligatory in his agency for proposals to be presented in the LFA format. There was a manual for this purpose; in addition, there were manuals for use in various sectoral areas (e.g., environment, transport). The multiplicity of manuals created difficulties for programme officers and it had been decided not to produce a separate new manual on gender equality and project planning,⁴ but to concentrate on the revision process for the EC manual on project cycle management and the use of the LFA that is scheduled for 1998. Mary Braithwaite, a consultant working on project cycle management at the EC, added that an important additional concern was to produce tools and manual that reflected actual staff needs. For examples, staff at headquarters, consultants, and project managers each have different responsibilities and therefore need different tools to integrate gender equality perspectives. She noted that an important group for whom few tools were available were desk officers who appraised project documents and drew up terms of reference for further steps in planning.

In subsequent discussion, the following issues were identified for further attention:

- how to assess what is a good project from a gender equality perspective – not only gender integration into a project, but the extent to which a project contributes to gender equality;
- the need to consider two steps in the process – not only how to assess the adequacy of proposals from a gender equality perspective, but also what to do, what steps to take if information for this assessment is not there, or the project is deficient from a gender equality perspective.

2. Discussion of practical approaches

The exploration of practical approaches began with working group discussions. To provide a common starting point for these discussion, given differences among agencies in how they defined the LFA, one participant presented a summary list of the basic elements or steps required to apply the LFA in the project formulation stage. These are summarised in the box below (as modified in subsequent discussions).

⁴ One such manual was prepared by the EC in 1983: *Women and Development. Gender Issues in managing European Community Co-operation with Latin American, Asian and Mediterranean Countries*. This was published in English and French, and a shorter booklet is also available.

**Common elements
in the use of the LFA in project formulation**

- definition of the “entity”
(the starting point – e.g., sector, region, issue, target group)



- stakeholder/beneficiary analysis



- problem analysis



- identification and selection of objectives



- selection and definition of
 - overall goals (and verifiable indicators)
 - purpose (and verifiable indicators)
 - results (and verifiable indicators)
 - activities (and verifiable indicators)
 - means
 - assumptions

Noting that:

- * all the steps outlined can be undertaken in different ways, and by different actors
- * the importance throughout all the steps of the representation of all key interests
- * the aspect of the above that can be said to characterise the LFA (rather than being general to any planning process) is the organisation of information according to the last bullet point; however, some form of the above steps are required to have the information to organise in this format.

Working groups aired different issues; results of their discussions are summarised below.

2.1 Problem and objectives analysis: mainstreaming gender equality perspectives

Background:

Participant/target group/beneficiary analysis is concerned with the needs, interest and situation of those directly affected by a project. This analysis contributes to the LFA steps of formulating problems and objectives, identifying risks, specifying activities, etc. Frequent problems with these analyses are that:

- they too often are based on undifferentiated groups (“farmers” or “water users” or “community members”) that mask differences between the women and men within those groups;
- even where a gender analysis is done, the results are too often contained in a separate section concerned with the particular concerns of women, rather than integrated throughout a project document.

A major focus of the group discussion was on stakeholder/beneficiary analysis – it was emphasised that this analysis must take place *before* the problems and objectives analysis, and be used as a reference throughout. The stakeholder analysis should differentiate

between women and men and take account of further sources of differentiation (e.g., not only women and men farmers, but between those who are or are not single heads of households, between those who do subsistence farming only and those who also have cash crops, etc.).

The stakeholder analysis should be done by both women and men, using an approach that allows women as well as men to express their views. This is also important in the subsequent problem analysis, where it may be useful for separate groups of women and men to create their own “problem trees” before an overall problem tree is developed. The information about each group that should be obtained through a stakeholder analysis was outlined in chart presented below. The importance of identifying problems, potentials and constraints *as the group itself sees them* was also highlighted.

Stakeholder analysis			
Characteristics of group	Problems	Interests	Group experience with development projects
Potentials	Constraints	Needs	

Many in the group were not themselves involved in doing problem analyses, but rather reviewed the outcomes as presented in project proposals. It was suggested that such reviews should focus on the following questions:

- How did the problem arise? How was it defined and by whom?
- What were the results of the stakeholder analysis? Does the problem analysis reflect results of the stakeholder analysis? Does problem analysis build on problems as seen by the target group?

2.2 Institutional analysis: including gender equality issues in the assessment

Background:

Institutional analyses done as part of the preparation of specific objectives in the LFA generally are concerned with the capacities of the institutions that will be involved in a project. To mainstream a gender equality perspective, questions can be raised about various types of capacity:

- the capacity of the institution to work with the female members of the target group of the project proposed (e.g., whether the institution is accepted by members of the target group);
- the capacity of the institution to apply a gender equality perspective in implementing its overall mandate (e.g., whether the institution has the commitment, data and information resources, analytic and management skills to mainstream gender equality as part of its work in, for example, providing agricultural extension services, or developing health policy and programmes);
- the gender balance within the institution and equal opportunities for female and male staff (e.g., the representation of women at various levels, existence of gender-based barriers).

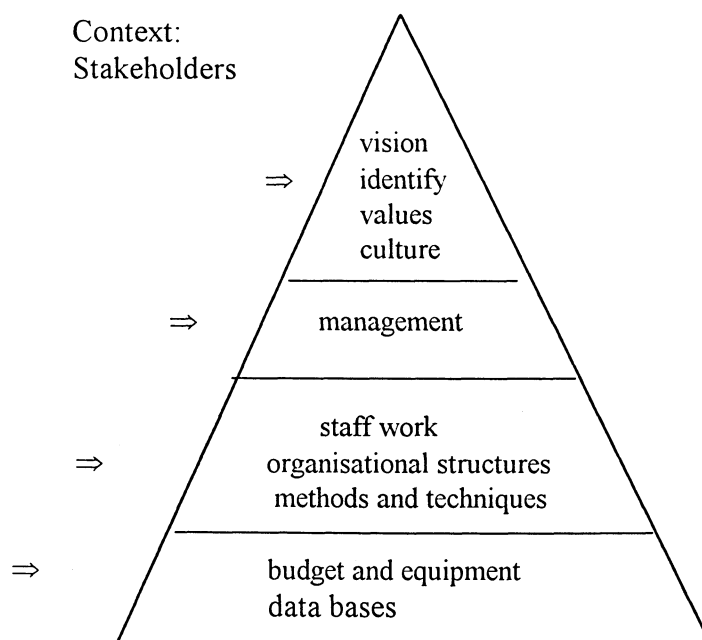
The group had a “brainstorming session” in which they identified a series of questions to be addressed to institutional partners. They noted that, as they developed the question list, they were also aware that similar questions could be directed to their own institutions.

Questions concerning relationships with stakeholders and clients:

- Who have you identified as your clients?
- Have you identified the different needs and situation of women and men and adjusted your course of action to fit with this?
- What is the experience in working with men and women?
- What is the relation of this institution with other stakeholder? Is it in dialogue with them?

Questions concerning internal organisations, management and staff:

- How many women and men work in the institution? What types of jobs do they hold?
- Is there gender awareness in recruitment?
- Are consultants gender-aware? Are they required to be so?
- Who participates in institutional decision-making?
- Is there a gender unit or focal point? How do people use this resource? What are other sources of assistance?
- How does the institution develop policies and methodologies? Are they gender-aware?
- Does the budget reflect gender priorities?
- Does management follow-up on gender aspects in the work? Are there any consequences if this is not done?



Group graphic illustrating
levels at which questions
can be asked about
* internal structures
* relations with stakeholders

2.3 Participatory approaches

Background:

Participatory processes with stakeholders is increasingly emphasised as important at both planning and implementation stages. The use of participatory approaches has been identified as a major opportunity for ensuring that the views of women as well as men are represented. This of course will depend on who is identified as a stakeholder for participation and the processes used to enable different groups to be effective in presenting their views. Some of the issues in relation to participatory processes:

- To what extent does participation at the target group level actually take place in the planning process?
- What processes are used to ensure that the views and interests of women as well as men are heard?
- Where project planning is the responsibility of the partner-country organisation, what role can donor agencies play in encouraging and supporting participatory processes?

The main comments made by the group about participatory processes in project planning were that:

- participation is necessary for equal gender input – but it remains a challenge to ensure women's representation (consultation with women's organisations is one means of bringing women's voices in);
- another challenge is reaching the poor (given poverty reduction goals) – getting the poor (women and men) to participate actively in problem formulation;
- it is possible to marry participatory methods with the LFA, but techniques such as LFA workshops have been weak in their participatory aspects;
- various different methods and approaches to participation have been developed, including PRA; but PRA should not be considered to be synonymous with participation (and can be biased to men and the better-off) – all methods should be examined for their underlying assumptions and possible biases;
- some agencies are able to make substantial allocations for a project formulation period that allows for participatory processes, but NGOs do not have the funds to do this.

2.4 Identifying indicators relevant to gender equality concerns

Background:

Within an LFA approach, indicators serve to track progress or achievement in relation to the different levels of the hierarchy of objectives (development objectives, project objectives, results, activities) and thus must be formulated in relation to these. Some issues regarding indicators:

- Is it sufficient to disaggregate indicators (to should how many women and men are participating in an activity, using a services, or receiving a benefit)? Or should planners also be encouraged to consider other effects, such as indicators of changes in gender relations or changes in institutional capacity on gender equality issues?
- Is it sufficient to include one indicator related to gender equality, or does mainstreaming imply that the gender equality perspective be applied in relation to all indicators?
- Is the level at which indicators are formulated at the planning stage (and in the LFA matrix) at too abstract a level to properly include a gender perspective? If clarifying the indicators from a gender perspective is to be a process at the implementation stage, is there any certainty that this will be done? Who would be responsible for so defining indicators?

The group considered the guidance on indicators in the box below, which is taken from as an EC "Checklist for gender sensitivity in the Logical Framework".

Project structure	Indicators of achievement
WIDER OBJECTIVES Are wider objectives addressing problems of men and women? Does the choice of specific objectives influence relations between men and women?	WIDER OBJECTIVES Consistency check with the gender-specific policies of government or of relevant organised groups. To what extent are wider problems addressed gender-specifically at the policy or institutional levels?
OBJECTIVES Do the objectives distinguish between men and women in specifying WHO is targeted and WHO is expected to benefit? Who participated in choosing from the variety of needs to be addressed? What practical and strategic needs of men and women are addressed by the project?	OBJECTIVES In qualitative and quantitative indicators: What improvements and changes are expected for women and men? Who is expected to benefit, in terms of gender division of labour and access and control over resources gained? Were these indicators defined with the participation of the target group? To what extent will improvements and changes affect gender relations?
OUTPUTS Are the outputs separately specified for men and women? Are they consistent with the needs of the groups specified?	OUTPUTS What has been achieved for women and men in terms of: · use of appropriate technology? · adequate policy measures supporting the project? · environmental protection measures? building up institutional and management capabilities? WHO (men and/or women, age, class, ethnic background) benefited in reaching each of the outputs? TO WHAT EXTENT, AND IN WHAT CAPACITY did men and women participate?
INPUTS Are the inputs appropriate to the involvement of both men and women? Is there time and a budget for participation and for gender analysis? Are budgets flexible and reviewable, and has time planning provided for the possibility of new activities in response to women's constraints? Has local gender and training expertise been used to the maximum possible extent?	INPUTS How accessible and appropriate are project goods, services and facilities for men and women? Are contingencies provided for in work plan and budget? Is provision made for participatory monitoring and evaluation? What resources have been devoted to addressing women's strategic needs?
From: <i>Women and Development. Gender Issues in Managing European Community Co-operation with Latin American, Asian and Mediterranean Countries.</i> EC, 1993.	

General comments made by the group about the use of indicators were:

- the discussion of indicators relevant to gender equality is complicated where there is no general use of indicators;

- indirect indicators are necessary for higher-level objectives – it will be rare to find ways to measure achievements on these directly;
- special studies are likely needed as qualitative factors are so important in relation to gender equality, and for which (quantitative) indicators are not useful;
- baseline studies are also important (or the identification of available baseline information and what needs further study);
- monitoring systems should be built into projects;
- there is a need for development of participation indicators.

The following points were made about the formulation of indicators:

- to develop appropriate indicators, objectives need to be specified in gender terms (and this requires a stakeholder analysis that is gender-specific);
- at the level of project objectives, concerns addressed by indicators could include time use for women and men respectively, income changes;
- at the level of outputs, attention should be given to the user of project activities; here indicators of participation in institutional development may also be relevant.

2.5 Sector programming

Background:

The potential use of the LFA for sector programming was identified by participants as an important issue for discussion. The question addressed was: How can LFA concepts and processes be applied to sector programming in a way that mainstreams gender equality?

Two types of sector programming were identified by the group:

- 1) country programming – selection of priority sectors and the design of strategy for intervening;
- 2) sector programme support – donors coming together to coordinate an intervention.

In country programming, the LFA was not thought to be applicable in the process of selection of priority sectors (but both government and donors should take account of gender equality policies when selecting priority sectors). However, there is potential to use the LFA when identifying strategies for each priority sector. To think through the way in which gender equality issues could be mainstreamed into this process, the group used the hypothetical example of the energy sector in Ethiopia.

- “starter problem” – unsustainable energy production.
- stakeholder analysis – should address questions such as: who uses energy? what for? who pays for it (in time as well as money)? The process of addressing these questions should include a gender analysis at the household level. Donors have a role in “steering” the analysis done at this stage to ensure that it considers *use* (and not only production) and *users* by gender.
- situation and problem analysis – should consider issues of use of energy and users.
- selection of objectives/alternatives – should consider the need for differentiated strategies (given differences in interests); analysis of cost-effectiveness can include consideration of different needs, including women’s needs (but this can only be done where a gender analysis of users has been done).
- consultation/participation in decision-making – involvement of ministry of women’s affairs, women’s NGOs and environmental NGOs to ensure that different interests are represented; here donors have a role in promoting the representation of all interests.

Sector support was described as presenting more difficult issues. The following characteristics of sector support were identified:

- donor coordination, with finances in one pot managed by government;
- agreement reached between government and donors on objectives (results and outputs) and problem at level of strategy (e.g., primary vs. tertiary education);
- donor support concentrated on: policy development, institutional development; and financial management

Two points at which the use of the LFA is relevant to sector support were identified:

- i) At very start of dialogue to reach agreement about policy in the sector – in the analysis of problems and objectives, a focus on the *users* of services provides and entry point for consideration of gender equality and facilitates policy dialogue;
- ii) Designing the institutional support strategy – this should include the capacity of the partner institution with respect gender equality and mainstreaming.

3. Different roles and different types of tools required

At several points in the workshop it was noted that not all staff have the same role with respect to project design and appraisal, and that they would therefore use the LFA in different ways (and would therefore need different types of assistance or tools to mainstream gender equality perspectives into this). In particular, it was pointed out that most staff of most agencies do not actually undertake steps in the planning process such as stakeholder and target group analysis, participatory problems and objectives analysis, etc. but rather guide or contract others to undertake such tasks. Discussion of this issue resulted in the following chart, which attempts to clarify different roles undertaken in order to assist in identifying the appropriate focus in developing “tools” to aid staff.

	Types of roles	Types of tools required
Programme staff at headquarters (Swedish NGOs)	• assessment and appraisal of project proposals • selection of consultants, preparations of TORs • feedback to country offices on project design • review project reports and provide feedback on implementation	• reference guide that identifies key questions that need to be answered • standard format for feed back – to organise assessment comments, suggestions on how to address problems
Programme staff at country offices (partner NGOs)	• dialogue with partners on project concept, project design, LFA, gender equality • undertake analyses and project formulation steps • follow consultancy staff in the field regarding the conduct of studies and processes	• information on policies in partner countries • information on bodies that could represent women's interests and equality concerns • development of dialogue skills and cultural competence with respect to gender equality questions • guidance on how to review the quality of what is done by consultancy staff in the field

One “tool” or technique used in training on project cycle management in the EC/DGVIII is designed to assist staff in applying LFA concepts to the analysis of initial project proposals in order to assess the information or logical links that are missing or weak. The technique thus facilitates an assessment of the coherence of the proposal and the preparation of terms of reference for further analysis and planning. As currently used it does not include analysis from a gender perspective – but it has the potential to do so. This technique is described briefly in the box below.

Technique used in EC training to “deconstruct” project proposals to assess them for coherence and follow-up required.

The technique encourages a systematic review of a proposal in order to build an objectives tree, and then to clarify the intervention logic by:

- identifying the objective that is the project purpose and stating it in terms of the use of services by beneficiaries;
- identifying objectives that lead directly to the project purpose (“results”) and the objectives that will contribute to these (“activities”);
- identifying the conditions that need to be fulfilled so that each level leads to the next level up (activities→results→purpose).

Possible additional questions:

- Can the beneficiaries referred to in the project purpose be differentiated by gender? What further steps are required in the problem and situation analysis to do this?
- Are the results specified differentiated by gender?
- What conditions would need to be fulfilled for the results to contribute to the gender-specific project purpose? Similarly, what conditions would need to be fulfilled in relation to activities?

PCM Consortium, *Guide for the Assessment of Project Documents*. Prepared for EC/DGVIII, Evaluation Unit, Help Desk Project Cycle Management

4. Relating the workshop to participants' organisations

In working groups, participants considered the aspects of the discussion in the workshop that could be taken back to their units or organisation. The main points made are summarised below.

Sida policy units

- A problem within the organisation is that management does not consistently promote mainstreaming of a gender equality perspective in the use of the LFA – there is a need (and demand) for management to provide stronger role models and incentives on this issue.
- There is also a clear need for better coordination among various donors that are using the LFA in work with partners, so that each donor does not expose the same partner to different methods and vocabulary in relation to the LFA.
- It is important to integrate policy themes such as gender equality into mainstream approaches rather than producing a separate manual on each.

- It is also important to use existing knowledge within the agency more effectively, so that officers are not just administering aid but are working more substantively with the LFA as a planning method.
- More attention should be given to both further work with other donors and more intensive networking with various ministries in partner countries.

Sida sectoral units

- Guidelines should be prepared for the assessment of project proposals, as to date there are none.
- Sector departments could jointly formulate a checklist of requirements of information and analysis for project formulation and for progress reports.
- To assist partners, who may not have experience with the LFA, more use could be made of local trainers; here there could be more collaboration among donors to identify those who had been trained.
- The introductory course given to new staff and returnees could dedicate about two days to work on methods and another day on actions plans (including gender equality action plans) as these are the main tools for staff.
- An “idea list” that highlights entry points for use in the annual review of projects would be useful (as ongoing projects are as important as new ones); this could both serve to strengthen the logical structure of a project (with the LFA approach) and consideration of gender equality.

DAC representatives

- The main issue still to be fully addressed is how to use existing tools such as the LFA in a gender-sensitive way – rather than producing new tools, or justifying existing tools.
- More thinking is required about country and sector programming, as entry points with respect to the LFA (and gender equality) are not well-defined.
- There is also a need for indicators at various levels, including the policy level – for linking policies for development cooperation and assessing whether a programme or project is achieving those goals. There is also a need for further investment in indicators generally, particularly how they should be used.
- Further exchange of ideas and coordination on how the LFA is being applied with respect to gender equality would be useful.

NGO participants

- The opportunity to participate jointly with Sida and DAC members was valued, and it was recommended that more advantage be taken of opportunities for such exchange. Not only is this useful to NGOs, but NGOs generally have a more people-centred and less technical perspective, which can enrich discussion in such joint seminars.
- Where the LFA is used by NGOs, it is done in shortened form (and some NGOs use completely different methods). NGOs need more information and knowledge about planning methods. This is increasingly in order to be able to respond to Sida instructions for project applications (based on the LFA), and to the need to include a gender component
- Two further areas of great importance for NGOs are dialogue skills and cultural competence.

Annex A. Workshop Agenda

December 9 (afternoon): Experiences, opportunities and entry points in mainstreaming gender equality perspectives in the use of the LFA

- | | |
|-------------|--|
| 13.30-13.45 | Opening and Introductions
Review of objectives and agenda |
| 13.45-14.15 | Overview of positive experiences, opportunities, entry points
Presentation by Johanna Schalkwyk
Questions, comments |
| 14.15-16.00 | Presentations on experience by participants
Three presentations are scheduled, and all other participants invited to make inputs to the discussion
Christina Schuierer, BMZ (Germany)
Tiina Nummi-Södergren, SHIA (Sweden)
Berit Rylander, Susanne Wadstein (Sida) |
| 16.00-16.30 | General discussion on opportunities and entry points for mainstreaming gender equality in the use of the LFA |
| 16.30-17.00 | Summary on opportunities and entry points
Review of issues proposed for working groups on Wednesday |

December 10 (morning): Working groups to further explore promising avenues and entry points

- | | |
|-------------|--|
| 8:30-8:40 | Finalise arrangements for working groups |
| 8:40-10:15 | Working groups on mainstreaming gender equality into: <ul style="list-style-type: none">• Defining stakeholders [replaced with group on sectoral/country programming]• Problem and objectives analysis• Institutional analysis• Identifying indicators• Participatory approaches in project planning |
| 10:30-13:00 | Reports by each working groups on tasks undertaken, general discussion |

December 10 (afternoon): Where to go from here?

- | | |
|-------------|--|
| 14.00-15.00 | Wrap-up from morning: <ul style="list-style-type: none">• conclusions on the most promising opportunities and entry points• identifying different needs according to the different roles (of an agency and of particular groups of staff members) |
| 15.15-16.30 | Working groups on what we bring back to our agency or unit
(Four groups: 2 Sida, DAC, NGOs)
Report back from working groups |
| 16.30-17.00 | Wrap-up and close |

Annex B. Participant List

Sida personnel

Magnus Alvestam	POL/SAM	Gerti Perlaki
Maj-Britt Amer	POL/SAM	Austrian Development Cooperation
Ann-Catherine Bentzer	POL/Metod	
Therese Borrmann	SEKA-E	Arne Ström
Ina Eriksson	RELA	European Community EC/DGVIII
Carolyn Hannan-Andersson	POL/SAM	
Margareta Husen	DESC/UND	Christina Schiuerer
Karin Isaksson	Natur	BMZ, Bonn
Katja Jassey	POL/SAM	
Inger Jernberg	DESO/Kultur	Susanne Wendt
Agneta Lind	DESO	Ministry of Foreign Affairs, Denmark
Ingrid Löfström-Berg	POL/SAM	
Camilla Redner	POL/MULTI	
Jan Runnqvist	Natur	
Marja Ruohamäki	DESO/DESA	
Berit Rylander	POL/Metod	
Rolf Samuelsson	Natur	
Ann Stödberg	POL/Metod	
Roy Unge	POL/SAM	
Susanne Wadstein	POL/SAM	

NGO representatives

Veronica Granath
Forum Syd

Håkan Josefsson
Svenska Afganistan Kommitén

Participants from DAC members

Mary Braithwaite
Consultant/European Commission

Isabel Ferreira
Embassy of Portugal

Turid Hallström
NORAD

Leslie Larsen
Consultant/Ministry of Foreign Affairs,
Denmark

Bodil Maal
Consultant/NORAD

Betty Minne
Belgian Agency for Development Cooperation

Swanhild Montoya
Austrian Development Cooperation

Rigmor Mjörnell
LO/TCOs Biståndsnämnd

Tiina Nummi-Södergren
SHIIA

Erika Olsson
SHIIA

Annicka Petterson
LRF

Ingrid Svateson
LRF

Prudence Woodford-Berger
Stockholm University

Michaela Wolf
Forum Syd

Other participants

Johanna Schalkwyk
Workshop facilitator

Annex C. Overheads from opening presentation

by Johanna Schalkwyk, based on the workshop discussion paper

What is the LFA?

- methodology for thinking through the logic of an intervention
- general analytic technique – policy concerns must be applied within it
- differences among agencies in the use of the LFA
 - aspects or elements emphasised
 - ownership of the planning process
 - role of staff
- not a clear-cut distinction between steps that are part of the LFA and steps that are part of the broader planning process

Experiences in mainstreaming gender equality into the LFA

limited information on best practices:

- few agencies have focused directly on the LFA to mainstream gender equality
- what exists:
 - tools & techniques for gender analysis (and to shape other analyses)
 - limited guidance on specific LFA components (except manuals of GTZ & EC/DGVIII)

positive context for mainstreaming:

- process orientation
- participatory processes
- shift in focus from activities to objectives (results) and to those affected
- revision of manuals and guidelines

Opportunities and entry points

identified in relation to:

- LFA analyses and components
- the management of the planning process
- the context in which the LFA is used

Opportunities and entry points related to LFA analyses and components

- defining “stakeholders” – which women and men? which organisations?
- participatory processes – ensuring that the views of women and men (and equality interests) are represented
- mainstreaming gender analysis in stakeholder analysis
- institutional analyses – including gender equality issues in the assessment
- specifying objectives – what changes are sought in the situation of women and men and in gender inequalities?
- identification of indicators – to provide feed back on gender equality issues

Opportunities and entry points related to the management of the planning process

- LFA tools and techniques for analysing project proposals
- mainstreaming gender equality objectives into criteria for assessment of project proposals
- using terms of reference to mainstream gender equality

Opportunities and entry points related to the context in which the LFA is used

- country programme strategies
- screening tools for gender equality objectives at project concept stage

Additional challenges

- role of staff where “ownership” is with partners
- orienting tools to practical needs
- reluctance to overload the main manuals and procedures
- more talk than follow-up on participation
- projects without an immediate target group
- lack of concrete examples to support advocacy
- time and resources for gender equality units

Reports from The Economic and Social Analysis Unit

Recent Economic Developments	1/96
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Handel och Miljö	3/96
Systemic Risks and Financial Crisis	4/96
Recent Economic and Social Developments	5/96
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Reports from The Economic and Social Analysis Unit

Gender and Transition in China and Vietnam	1/98
A Primer on CEDAW for International Development Co-operation Personnel	2/98
Workshop on mainstreaming a Gender Equality Perspective into Government Budgets	3/98
Mainstreaming Gender Equality Into the Use of the Logical Framework Approach (LFA)	4/98



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