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MOBILIZING RURAL WOMEN

Two Tripartite Evaluation Reports on Community Action for Disadvantaged Rural Women in Sri Lanka and Kenya



By Katarina Larsson, Sulochana Sabaratnam, Rheha Wazir (Sri Lanka)
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(Sri Lanka), and Inga-Lill Andréhn, Jotham K. Okidi,
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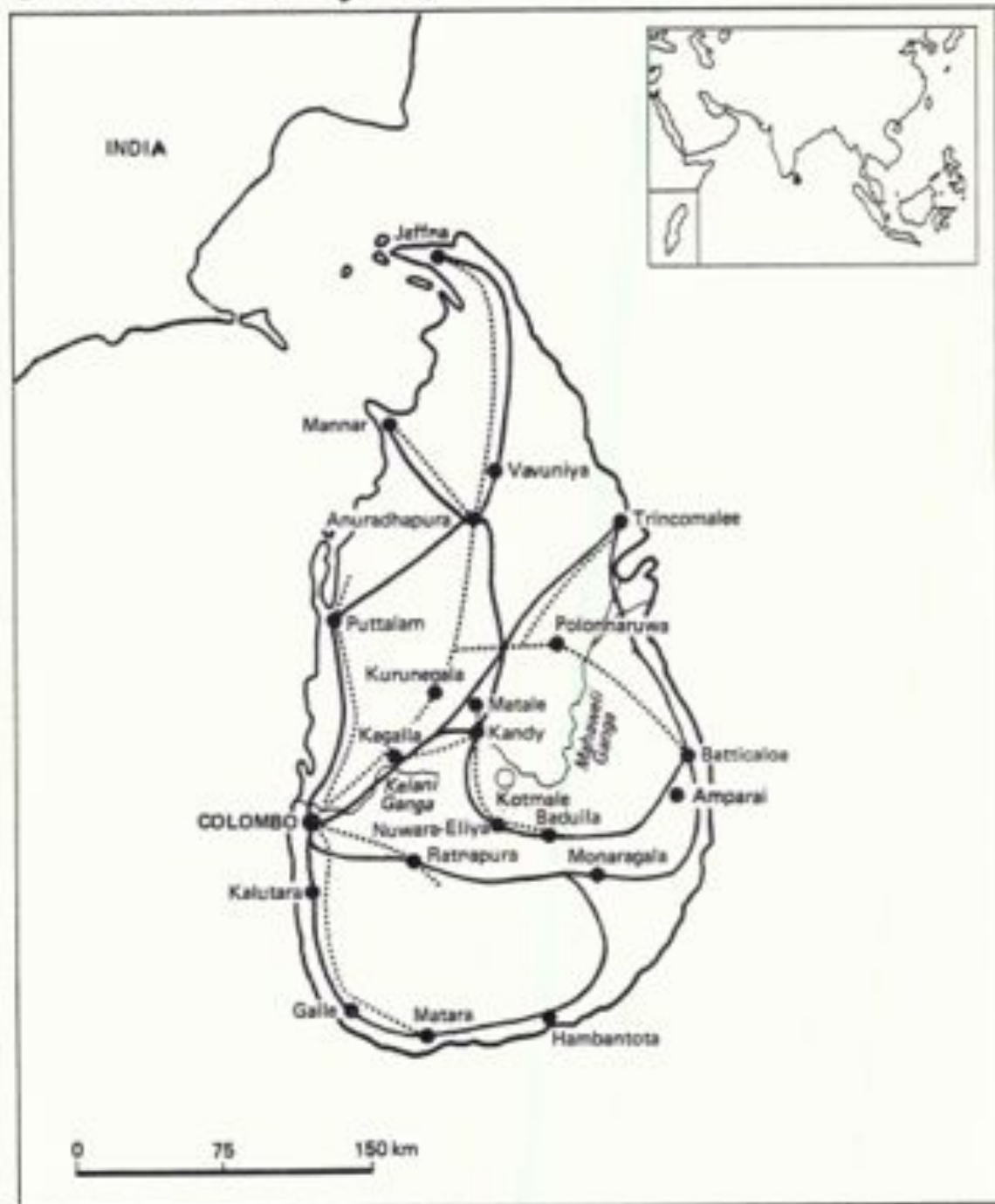
This report is the result of two tripartite evaluation missions carried out in Sri Lanka and Kenya in 1985. In Sri Lanka the evaluation team consisted of Katarina Larsson, SIDA-consultant, Rheka Wazir, FAO, and Sulochana Sabaratnam from the Sri Lankan government. In Kenya, the team consisted of Inga-Lill Andréhn, SIDA-consultant, Ayele Yeshewalul, FAO, and Jotham K. Okidi from the government of Kenya.

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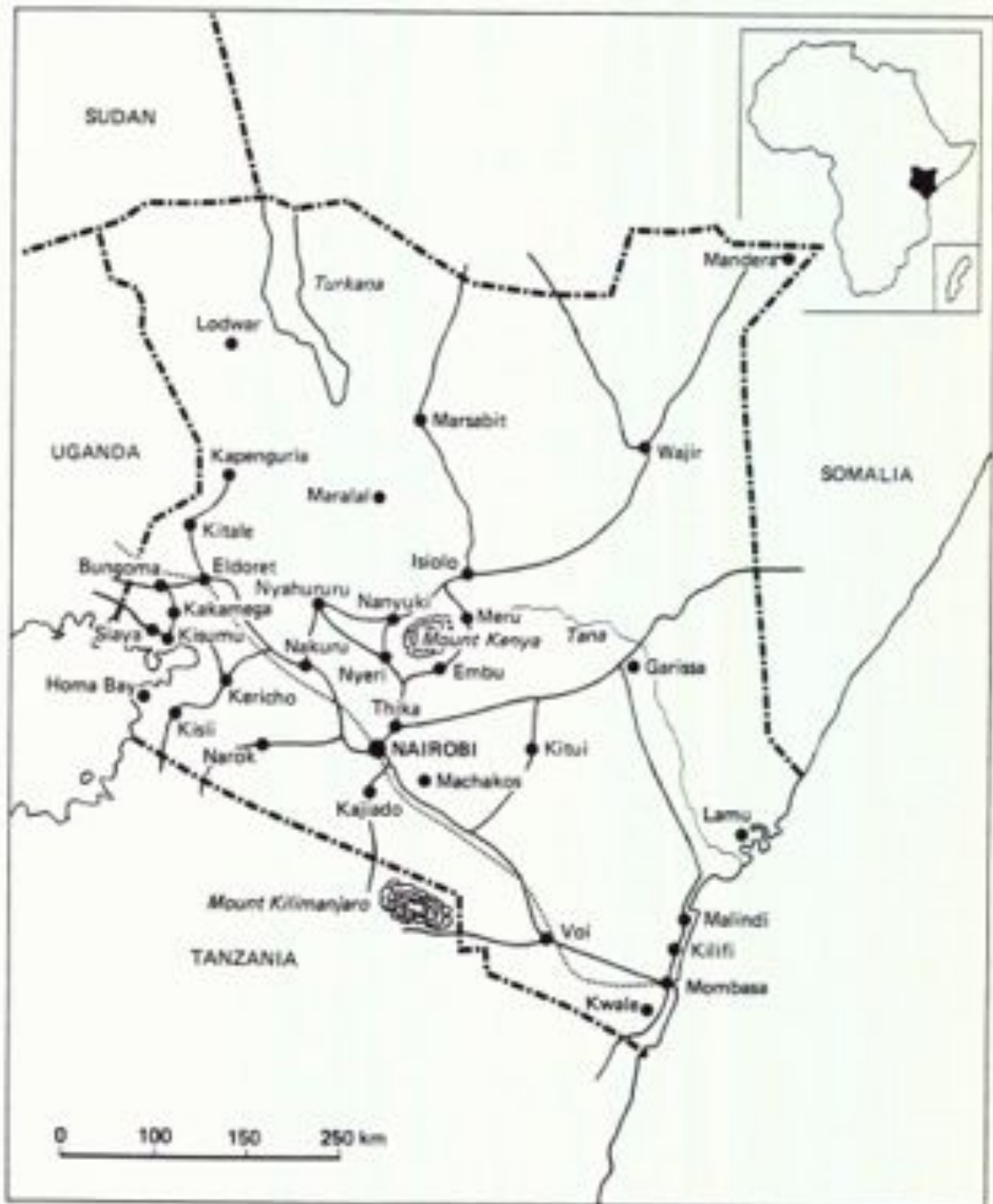
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SRI LANKA (Ceylon)



KENYA



MOBILIZING RURAL WOMEN

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In spite of the fact that the significant contribution of women to agricultural development has been more widely recognized during the UN Decade for Women, indications are that poverty among rural women will increase significantly by the year 2000. (Photo: Leif Gustavsson/SIDA's bildarkiv)

GENERAL INTRODUCTION

The World Conference on Agrarian Reform and Rural Development (WCARRD) held in 1979 at FAO in Rome was a major turning point in the recognition of women's role in agricultural production. The conference which had been organized in an effort to assist developing countries in eradicating rural poverty, emphasized the need for greater support of women in their economic endeavours, and for an increased systematic accounting of their contributions to agriculture.

The WCARRD-Programme of Action calls for the integration of women in rural development as a prerequisite for successful rural development, planning and implementation of development programmes. Ever since 1979, the links between the food crisis and marginalization of women producers have been increasingly recognised.

Thus, projects called Community Action for Disadvantaged Rural Women (CADRW) were launched in a number of countries as a WCARRD follow-up. The programme's main focus was on the needs and priorities of the poor rural woman and in which ways they could be most efficiently assisted with regard to their multiple roles.

The main components of self-help activities of CADRW were designed to increase food production and income-generating measures.

In 1975, at the United Nations World Conference for Women in Mexico City, a World Plan of Action was adopted and among a number of other measures, the establishing of a Women's Bureau in each country was proposed with the purpose of carrying out research, designing projects and programmes to ensure women's integration in all sectors of economic and social development. In July 1980, a follow-up conference was held in Copenhagen to evaluate progress made and problems encountered, during the first half of the Decade of the Women. In 1985, a second World Conference for Women was held in Nairobi, Kenya, to review and

assess the activities of the entire period. In Nairobi, it became clear that the significant contribution of women to agricultural development had been more widely recognised during the period but that there were certain indications that poverty among rural women would increase significantly by the year 2000. It was thus found of utmost importance for governments to rapidly embark on multi-sectorial programmes to promote the capacity of the rural women in food and animal production and to help in creating off-farm employment opportunities, to reduce the work load of women and, among a number of things, assist in the improvement of their access to services.

In designing the policy for the CADRW-programme, efforts were made to incorporate a number of innovative lines of actions to the general approach:

In the programme, for example, the emphasis was shifted from the more conventional path of planning for women to planning with them instead. Further new approaches were established at the Conference in Rome when FAO and SIDA formed a partnership in an effort to implement some of the principles that were the result of the WCARRD Conference. Instead of a cut-and-dried funding and execution of a programme along more traditional lines, a pattern of dialogue, the sharing of technical resources and the establishing of a smooth collaboration with the country and the people concerned were the ambitions of the two organizations.

The basic and most innovative aspects of the CADRW-idea were in addition:

- a) to take into account women's multiple roles as food producers, providers, parents and partners in family and community life;
- b) to design support activities that correspond to these multiple roles in an integrated way;
- c) to strengthen or establish village based rural centres where demonstrations in activities of the community's choice can be given;

- d) to involve the community - men as well as women - in identifying their needs and to improve their living and working conditions;
- e) to develop collective, productive and income-generating activities for women's groups;
- f) to design plans together with national counterparts and to adapt the concept to the requirements of the respective countries.

The programme, which was deliberately designed to maintain some ambiguity, includes activities ranging from institutional development, income-generating activities and time/cost saving projects to the production of training aids. It also includes baseline and nutritional surveys. Due concern has been paid to give the programme plenty of room for flexibility and adaptability during implementation to be able to adjust to national and local conditions.

Four projects funded by SIDA have been implemented so far in Sri Lanka, Kenya, Zambia and Mexico. Other donors have supported additional projects for other countries in the programme. The process of implementing these projects has shed light on several broader issues concerning development assistance and how it possibly can reach the poorest rural women. The flexible design of the CADSW-programme, turned out to be a truly beneficial measure since it had to be continuously shifted and adjusted to the conditions of the various target countries.

In Sri Lanka, for example, the objectives of the programme turned out to be too broad and set in too general terms, while, at the same time, the immediate objectives were found too ambitious for a pilot project.

While plantations are one of the most important economic sectors on the island, the estate worker population - especially the women - are among the most socially and economically disadvantaged group in the country. When the

project was being planned in 1981, there were high employment rates on the estates due to drought and low market prices. Women's salaries were half compared to today, and they expressed an additional income be of utmost importance. A dialogue developed with the estate women - mainly Tamil - and the target group were to be 420 unemployed women of the estate worker population.

When the project actually got off the ground in 1984, however, the situation had changed. Following the tea boom of 1983 in combination with new wage arrangements in 1984, most project participants turned out to be fully employed by the time of evaluation with very limited time for project activities. Duties had to be assumed by family members instead. Contrary to expectations for economic production, family groups evolved and not as originally conceived, the formation of autonomous, equity-based, co-operative women's groups which is one of the main ingredients of the CADRW approach. However, the women's group concept was successful in a psychological and social context - they learnt to perceive their strength in being together.

Other serious problems emerged when a number of the most disadvantaged women turned out not to have been reached by the project. Since the target group was not clearly specified on the plan of operations, the selection of participants was left open to many interpretations. Another occurrence was that the project began with a target group of 450 participants in 1982 of which 170 later dropped out as a result of ethnic disturbances, non-citizen status, losing interest because of delays and increased employment opportunities on the estates. In addition, there was a wide range of linguistic and cultural barriers to cope with. The project infrastructure was also found inadequate by the Evaluation Mission which states in its Main Findings of the Report that "... very few participants are making profits - some are making an income but this is absorbed by loan repayments and production costs ...".

One of the most important aspects of the project was the implementation of income-generating activities. The project which aimed at mobilizing disadvantaged women, demonstrated the extent to which collaborative efforts are to be made, facing complex situations, and how economic activities are often slow to start up and to gain momentum. As the participants faced various constraints in carrying out economic activities in spite of all the planning and training provided, it became necessary to assess each project woman's performance. This was done in a Case Study* which was one of the main recommendations of the Evaluation Report.

However, due to the fluctuations of tea production and the related employment insecurity, most women saw this additional opportunity of a potential extra income as very important in spite of the fact that they presently had very little time to spend on project activities.

In Kenya, on the other hand, where the main objective is to try to improve the conditions of the disadvantaged rural women in the arid and semi-arid lands (ASAL**) the very fact that women's groups were already in existence and that group action of this type is a life-style, facilitated the project. Traditional methods of managing "women's projects", however, turned out to be a constraint. Another factor on the negative side in Kenya, was that the project was mainly coordinated at the district level by the Social Development Officers from the

* "Economic Activities for Disadvantaged Plantation Women Workers and their Families. A Case Study. Sri Lanka Women's Bureau of Sri Lanka, Ministry of Women's Affairs and Teaching Hospitals/FAO, 1986." This Study was the result of one of the main recommendations of the Evaluation Report. The Study indicates that the situation of the poorest women had not turned out as negative as thought, and that out of the 338 participants, 289 were now reasonably well established. After recommendations made in the Case Study, the women who had been indebted because of project activities, had now had their loans settled from the Guarantee Risk Fund.

** In the attempts to increase food production in Kenya, development assistance has mainly been directed to the 18 percent of the country with a high potential for agricultural development. In recognition of this imbalance, the Government of Kenya established an Arid and Semi-Arid Lands Programme (1974-78) to try to alleviate poverty in these areas, to improve living conditions, to create income-generating activities and to provide for the basic needs of its inhabitants.



In Kenya, the project had to make the best of the scarce resources available. (Photo: Sv.Å. Lorenz Christensen/SIDA's bildarkiv)

Ministry of Culture and Social Services - a focal point for women's activities in the country. The officers - though motivated - did not have the authority to request services from the relevant District Extension Officers and lacked competence for dealing with agriculture, livestock and economic activities. The project, being of innovative design, had to operate and adjust to an existing overall management system, while at the same time (if not exactly in an overt fashion) it had to seek at least implicitly to alter traditional structures and the existing economic social and political power balance in rural development.

In Kenya - a country with scarce resources, where project implementation had to make the best of what was available - some of the main results of the project are that the participating women have shown an increasing amount of initiative and awareness, imagination and self-reliance. They have worked with their limited resources. Orientation and training of extension workers have improved the services to rural women. Policy makers have been increasingly made aware of the spectrum of contributions the women in the rural areas will be able to offer once their access to resources, services and training is facilitated.

In Zambia, two of the provinces selected for Community Action for Disadvantaged Rural Women in the Small Scale Farming Sector had not attracted such development assistance in the past. Here, large numbers of female-headed households were found. Productivity was low due to obsolete farming methods and scarcity of labour caused by out-migration.

The project which got off the ground in February 1982 (practical operations in June 1983) made a good beginning in its attempts to integrate the project design with the development programmes in the two provinces. Orientation sessions were conducted with government and party leaders at all levels. The women's groups received training in selected activities and most participants had leadership training.

However, the follow-up action was scant in spite of support from Women's League and a national project coordinator in Lusaka and with a technical backstopping from FAO in Rome. At district level, the monitoring of three out of four project sites were favourable and women's groups demonstrated solidarity and competence. Record keeping was carried out by most of the groups, but no information was available at the national office.

In Zambia as in most developing countries, the demand for trained women is great. This means that the few trained women there are, tend to get diverted from their assignment and consequently will be unable to organize their job responsibilities with the project.

In analysing the results of the project at this point, it is obvious that it shows a great deal of strength at grass root level, but that certain restructuring of other levels is needed.

For example, the transfer of the project to the Ministry of Agriculture and Water Development and the appointment of a National coordinator stationed closer to the project sites is imperative for the successful implementation of the CADRW-project in Zambia.

In Mexico, the corresponding project "Acción comunitaria para la mujer rural de escasos recursos" in Guanajuato was set up in February 1982 and lasted for nine months. This project aimed to assist community organization of rural women in six ejidos (communal lands) in the state of Guanajuato with training in health and nutrition, elementary accounting and budgeting, the organization of cooperatives and of specific income-earning activities for community projects in poultry, rabbit and pig raising, vegetable production etc. In addition, a tortilla factory was set up as well as knitting and sewing work shops.

The CADRW-project in Mexico was a short term operation which had a satisfactory spin-off effect. The on-going activities are being monitored.

THE CADRW DESIGN

The CADRW-design tries to use the logic of economic benefits rather than arguments of equality with a view to policy makers and planners who are thought to be more responsive to the project this way and regard women as a crucial part of human resources of utmost importance for national food production.

A special focus is aimed on the degree of involvement of Women's Bureaus and Line Ministries, since it is necessary to try to assess to what level these are in reality representative of the interests and priorities of the rural woman.

The questions are: Do Women's Bureaus coordinate women's activities and programmes at a national level and do they monitor the results? Do they have enough authority and influence to link women's programmes with the mainstream of development? Should future CADRW-projects focus on the strengthening of Women's Units or on making structural changes within sectoral ministries for responding to Women's Programmes?

It is obvious that benefits for project participants at field level are of utmost importance, but it must be regarded with equal importance to try to influence the very institutions that will serve them in order to create a greater understanding of the principles of WCARRD.

In order to be able to design projects which address women's multiple roles, the cooperation of different sectors is essential. On a national level, interaction between relevant ministries and departments is essential. Needless to say, such efforts are bound to benefit enormously from the pooling of information within and between agencies on the international level.

It is also important to make and support arrangements which will provide inputs at an intersectoral level and which will cater for women's multiple roles. The lack of an appropriate infrastructure, of adequate resources and technically trained personnel are bound to cause severe constraints in the implementation of the various project activities.



One main aspect of the CADRW-approach has been to encourage women's entrepreneurship as opposed to setting up purely welfare-oriented activities. (Photo: Jeremy Hartley/OXFAM/SIDA:s bildarkiv)

The availability of appropriately qualified project personnel is very important, since multi-dimensional projects require managers with a combination of skills and experience. Not only do they need to be capable managers and coordinators - but they should also have field experience, technical qualifications in combination with a genuine concern and appreciation of women's issues. The identification, selection and training of a pool of personnel who combine these qualifications is a matter for serious consideration. Attention needs to be paid to the kind of training that would produce effective managers for such projects.

An inherent aspect of the CADRW approach has been to encourage women's entrepreneurship as opposed to setting up purely welfare-oriented activities. In practice, this has often proved difficult to achieve. The crucial issue that emerges here is: how much risk can we ask the poor to assume in setting up income-generating activities? Is it better to build in guarantees to cover the risk that is an inevitable part of any entrepreneurial activity? Is it possible to prepare the poor for such risks or should they be protected from it and thus indirectly excluded from the process of development? Should risk be restricted to individuals or should it be shared by a group? Additionally, should we be working with the most disadvantaged who are in the weakest position to absorb losses or recover from them? To what extent can such idealism be put into practice, and at what cost, both financial and in terms of time and resources? Are such interventions only within the cope of NGOs which operate on a small scale and do not claim to effect institutional changes, or can they be realistically achieved by international organizations?

Another aspect that needs looking into relates to the possibility of viewing local traditions as a facilitating rather than as an impeding factor. Once again, given the complex and rigid accountability system of international organizations, is it at all possible for them to make use of informal, indigenous networks?

It is increasingly recognised that the success of project activities depends to some extent on the correct sequencing of inputs. However, what is the best sequencing of inputs from the point of view of addressing women's multiple roles?

One of the most positive impacts of the CADRW projects has been in the area of consciousness raising. Without exception, these projects have created an awareness of women's issues among policy-makers at all levels, among extension workers and, most importantly, among the women participants themselves. However, it is crucial to assess how effective such consciousness raising is leading to sustained action to benefit rural women.

PROSPECTS FOR THE FUTURE

The time is now right to assess the achievements of the CADRW programme and to discuss prospects for the future. SIDA's support has been crucial in putting into practice an innovative and experimental approach to rural development. The process of implementing this novel programme of action has revealed several insights which can be utilized to improve project design and execution in the future. However, before any future prospects are considered, it is necessary to spell out and discuss several issues that have emerged. The proper context for discussing these technical questions would be in a meeting between representatives from developing countries, bilateral organizations and the FAO where all parties can bring their experiences to bear upon the topics under discussion. In doing so, it should also be possible to draw on a wider body of information than just the CADRW projects. This would be essential in order to analyse and learn from the experiences of trying to reach, benefit and enable the participation of the poorest rural women in the process of development.

Due to our limited space, only two of the four evaluation reports produced on this particular effort have been included in this booklet. The Tripartite Evaluation Mis-

sions to Sri Lanka and Kenya are both presented here. Only a few tables and appendices have been deleted. In their own way, these reports illustrate the various stages of implementation of two CADRW-projects set in separate cultures on continents far apart - each with its own particular spectrums of conditions and constraints. The Evaluation Report on the Zambia operations has been left out because of its relative similarity to that of Kenya. The one on Mexico simply because it is not a recipient country of Swedish bilateral aid.

PART I: TRIPARTITE EVALUATION MISSION - SRI LANKA
NOVEMBER 1985

Socio-Economic Development of Plantation Women Workers and Families through Community Action for Disadvantaged Rural Women (CADRW)



"Apart from being underpaid, and exploited at home and at work, estate women are the least literate group of women in the country. They come mainly from the socially deprived 'low' castes and they also suffer all the usual disadvantages of belonging to an ethnic minority which feels politically and economically insecure and which has been subject to physical violence during communal rioting in recent years. Because of the high incident of drunkenness on plantations, the women are also frequently victims of domestic violence." (Photo: Rolf Larsson/SIDA's Bildarkiv)

SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS

While plantations constitute one of the most important economic sectors of Sri Lanka, the estate worker population, especially the women, are among the most socially and economically disadvantaged groups in the country. Not only are these women geographically and culturally isolated from the mainstream of Sri Lankan life, but statistics show that their health and literacy levels are well below the national average; chronic and acute malnutrition is rife among the estate population; and they have limited access to health, educational and extension facilities. Plantation women have traditionally constituted a cheap source of labour supply, working longer hours than men and receiving lower wages. It was against this background that the Women's Bureau of Sri Lanka worked out a programme of action for plantation women in collaboration with FAO.

The Project, Socio-Economic Development of Plantation Women Workers through Community Action for Disadvantaged Rural Women was intended to assist disadvantaged plantation women through a programme of cooperative women's groups for self-help, income-generation, and time and cost-saving activities.

The purpose of the Tripartite Evaluation was to assess the effectiveness of the Project in realizing its immediate objectives; the extent to which it had strengthened the capability of the host government; the efficiency in the implementation and management of the Project; and to make recommendations for the future.

MAIN FINDINGS

1. Although originally agreed to by SIDA and FAO, and not assessed by the Mid-Term Review Mission (1983), in retrospect it is obvious that the long range objectives

are too broad and general and that too many immediate objectives have been specified to be realistically achieved by a pilot project. Consequently the Project has undertaken a wide range of diverse activities but it has not been possible to consolidate the gains from any activity as they have been spread too thinly for any concrete benefits to emerge.

2. The fourteen estates selected are at a considerable distance from each other, making on-site supervision and monitoring difficult.

3. The target group is not clearly specified in the Planop, leaving the selection of participants open to many interpretations. The more disadvantaged women, in terms of income, employment and education, have not always been selected for the Project.

4. The major external factors that have affected Project implementation are increased wages and improved employment situation in the plantation sector, changes in the institutional framework envisaged in the original Planop and the communal riots in 1983.

5. The Government of Sri Lanka has been unable to meet many of the financial and staffing commitments originally agreed upon. This has resulted in an inadequate Project infrastructure.

6. The implementation of the Project has been slow and in some basic respects not in accordance with the Planop and the principles of WCARRD/CADRW. Prior to the arrival of the FAO Expert in late 1982, several important decisions regarding selection of participants and distribution of individual grants had already been made by the Women's Bureau. Consequently, a considerable amount of her time was spent in realigning the Project in line with the spirit of WCARRD/CADRW.

7. Of the original 420 participants, nearly 40 % have dropped out. Half of these dropouts have been replaced. At present, nearly 80 per cent of the Project participants are fully employed with very little time available for Project activities.

8. The direct SIDA contribution to the Project is USD 420,000. However, this does not include other SIDA and FAO expenses, nor the contributions made by the Government of Sri Lanka and the participants.

9. The consultancy for leadership training contributed positively to the Project. However, the outputs of the other three international Consultants have been used only to a limited degree.

10. The Project has developed a number of training resources such as booklets, flip charts, newsletters, slides and a video programme. Material resources provided by the Project include funds for building/renovating Community Centres, TV-sets, mobile audio-visual units and three vehicles.

11. A certain awareness of the needs of disadvantaged women in the plantations sector has been created among plantation management. The participants have gained in confidence in the course of the last four years.

12. A credit scheme has been developed with the Bank of Ceylon to enable participants, otherwise not eligible for loans, to obtain credit for their income-generating activities. However, non-citizens were excluded from this scheme. The Mission found a lack of information at all levels about the details of the credit scheme, especially the function of the Guarantee Risk Fund. Contrary to instructions given to the Bank, the regional managers continue to make payroll deduction for loan repayments, even in cases where the participants are not making an income from their selected activity.

13. Due to delays in securing bank loans and shortage of suitable animals, income-generating activities have been very slow to start and some participants have not yet started their selected activity. While it is too early to assess the full impact of the income-generating activities, the Mission found that very few participants are making profits. Some participants are making an income but this is absorbed by loan repayments and production costs. In fact, some participants have been left indebted with little or no hope of future income.

RECOMMENDATIONS

1. Since JEDB/SPC have not yet prepared the supervisory and monitoring network necessary for the successful operation of the Project, the Mission recommends an extension of the present arrangements till 31 March 1986. Project savings can be utilized to finance this extension.

FAO Headquarters should explore the possibility of assigning an Associate Expert to the Project for a period of one year after transfer of the Project to ensure continuity and consolidation.

2. The Associate Expert, in conjunction with the Regional Social Welfare Coordinators of JEDB/SPC, should make a case study of each Project participant during December 1985/January 1986, to recommend follow-up measures such as grants to pay off loans for investments which have failed, or for the purchase of additional inputs to suit each individual case.

The Mission would like to recommend that participants who wish to keep their sewing machines at home should be allowed to do so.

3. Clear instructions on the utilization of the Grant Fund and the Guarantee Risk Fund should be given at all project levels. The balance in the Grant Fund should be used to compensate participants who are indebted as a re-

sult of their Project activity. At the termination of the Credit Scheme in 1990, the Guarantee Risk Fund should revert to the Women's Bureau, to be used to promote the interests of disadvantaged women in the estate sector.

4. The Mission strongly recommends that Regional Steering Committee meetings be convened bimonthly to coordinate banking, veterinary and other support services at the local level. The National Steering Committee should continue to meet quarterly and the Estate Planning Committees monthly.

5. Refresher courses should be organized for Project participants using materials already available with the Project. Study visits to selected Project estates should be arranged for Women's Bureau staff, members of the National and Regional Steering Committees, PFWSs and Project participants to provide an exposure to the Project and an opportunity to exchange views and ideas.

6. An Ex-Post Evaluation should be made at the end of 1986 to assess Project performance after transfer.

I. BACKGROUND

1. INTRODUCTION

The Socio-Economic Development of Plantation Women Workers and Families through Community Action for Disadvantaged Rural Women (CADRW) is the only women's project executed by the Food and Agriculture Organization (FAO) in Sri Lanka. The Project was approved in 1981 and became operational in 1982. It is funded by the Swedish International Development Authority (SIDA) on its criteria for Special Programmes and is based on the principles of the World Conference on Agrarian Reform and Rural Development (WCARRD) held in Rome in 1979.

Fourteen tea and rubber estates in lowland, midland and upcountry areas were selected for the Project by the Sri Lanka State Plantations Corporation (SPC) and the Janatha Estates Development Board (JEDB). FAO is the executing agency with the Women's Bureau of the Ministry of Women's Affairs and Teaching Hospitals as its national counterpart agency. The JEDB and SPC were to collaborate closely in the implementation of the Project as they are to take over its management upon transfer. The initial duration of the project was 3 years, but at the request of the Government of Sri Lanka it was extended by another year up to December 1985.

Since the inception of the Project, some important economic and institutional changes have occurred which deserve mention here.

Firstly, minimum wage regulations have come into effect in 1984 which require the JEDB and SPC to give equal basic wages of Rs. 24/- per day to men and women and to guarantee employment for 26 days per month to all estate workers, regardless of weather conditions. This new wage agreement, coupled with favourable weather conditions since 1983, has meant that the majority of the estate population are at present fully employed. At the time of Project planning there was comparatively more unemployment on the estates.



Plantation women have traditionally constituted a cheap source of labour supply working longer hours than men and receiving lower wages. (Photo: Jan E. Carlsson/SIDAS bildarkiv)

Secondly, in January 1984, the Women's Bureau was transferred from the Ministry of Plan Implementation to the Ministry of Women's Affairs and Teaching Hospitals. The Development Officers (DOs) assigned to the Project are still attached to the Ministry of Plan Implementation, leading to administrative and accountability problems (see Chapter III).

Several multilateral and bilateral agencies such as UNICEF, UNFPA, ILO, WORLD BANK, ADB, CARE, Government of The Netherlands, DANIDA and SIDA are implementing projects in the plantation sector in Sri Lanka. The training programmes for the Plantation Family Welfare Supervisors (PFWSs) conducted by ILO and UNFPA have some complementarity with the Project under review as the PFWS's are responsible for the field level monitoring and implementation of the Project. In addition, ILO had a programme in the plantation sector during 1981-83 for the formation of women's participatory groups. At present, ILO is operating a training programme for women through the existing Trade Unions. However, it has not always been possible to arrange inter-agency cooperation in these areas.

2. THE PROJECT

The Project was intended to assist disadvantaged plantation women through a programme of cooperative women's groups for self-help, income-generating as well as time- and cost-saving activities. It was expected that thirty unemployed, underemployed and unemployable women leaders in each of the 14 estates (with a total population of approximately 5,000 women) would be the prime beneficiaries. The Project aimed to provide technical and leadership training for women leaders and training in project implementation for extension officers and Women's Bureau staff. Collection of baseline data through benchmark surveys on social conditions and nutrition status was to provide the Project and the Women's Bureau with background information on the estate sector.

The budget approved for the Project is as follows:

| | |
|--------------------------|-------------|
| Donor Contribution | USD 420,000 |
| Counterpart Contribution | USD 55,000 |

The planned duration of the Project was January 1982 - December 1984. It was later extended till December 1985.

3. THE EVALUATION

The Terms of Reference for the Evaluation Mission are included as Annex I. In short, the purpose of the Evaluation was to:

- assess the effectiveness of the Project in realizing its immediate objectives and the extent to which it has strengthened the technical and institutional capability of the host government in achieving the long term national objectives;
- assess efficiency in the implementation and management of the Project;
- identify major factors that have facilitated or impeded the progress of the Project in achieving the intended output, effects and, if possible, impact;
- based on the above, make specific recommendations for any reorientation of the Project or follow-up measures.

Composition and Timing

The Evaluation Mission was composed of the following persons:

1. Ms. Katarina Larsson - SIDA Consultant, Mission Leader
2. Ms. Rekha Wazir - Women's Programme Officer (ESH), FAO
3. Ms. Sulochana Sabaratnam - Representative of the Government of Sri Lanka

The Evaluation was undertaken between 4 and 22 November 1985 in Sri Lanka.

Methodology

Prior to departure for Sri Lanka, the FAO and SIDA representatives of the Mission were briefed at FAO Headquarters by FAO staff and the FAO expert (assigned to the Project from November 1982 - February 1984) who had just returned from Sri Lanka after preparing the draft Terminal Report for the Project.

The Mission's first meetings in Sri Lanka were with Mr Istvan Osorai, FAO Representative; Ms Swarna Sumansekera, Director, Women's Bureau and Ms Christine Nilsson, FAO Associate Expert, to discuss the schedule of activities of the Mission. The programme of the Mission included:

- | | |
|-----------------|--|
| a) Briefing | - FAO Representative - Project Staff - Government officials - SIDA Programme Office |
| b) Review | Relevant documentation obtained by Mission members from the Project, FAO, SIDA and others. |
| c) Field Visits | Interviews were made on nine of the fourteen Project estates and in five of the seven Regional Offices of the JEDS and SPC. |
| d) Meetings | Various UN, governmental and non-governmental organizations. |
| e) De-briefing | - FAO Representative - Director, Women's Bureau/Project Staff - Minister and Secretary, Ministry of Women's Affairs and Teaching Hospitals - General Manager, JEDS - Chairman, SPC - SIDA Programme Officer - FAO Headquarters officials |

Close contacts were maintained throughout the stay of the Mission in Sri Lanka with the FAO and SIDA Offices, the

Women's Bureau, JEDB and SPC.

Informal interviews were held with more than a hundred of the 327 Project participants and their families, individually or in small groups. The interviews took place in cow sheds, poultry sheds, petty trade boutiques, line rooms, Community Centres and during long walks on the estates. Project progress and setbacks were discussed at length. In addition, the Mission interviewed the Superintendents and their staff, Plantation Family Welfare Supervisors (PFWS), Estate Medical Assistants (EMAs), midwives, teachers, creche attendants and Development Officers (DOs). In most cases, the Mission members split up in small groups to be able to interview as many persons as possible. Afterwards information and impressions were compared and analyzed. Most Project participants seemed open and frank, both regarding the Project and their living conditions.

The summary of the main findings and recommendations were finalized in the country and endorsed by the Minister and the Secretary of the Ministry of Women's Affairs and Teaching Hospitals, the Director of the Women's Bureau and the FAO Representative. On November 26, 1985, the FAO and SIDA representatives of the Mission returned to FAO Headquarters where they submitted their report and debriefed the Project Task Force.

Limitations

Due to time constraints, the Mission could visit only nine of the fourteen Project estates. Some of the more problematic Project estates were not visited. Another limitation of the Evaluation is the fact that only a few drop-outs were interviewed. No non-citizen drop-outs were contacted.

Unfortunately, the National Steering Committee Meeting scheduled for 21 November 1985 when the Evaluation Mission's findings and recommendations were to be presented and discussed had to be cancelled. The reason was that the representatives of the Bank of Ceylon, SIDA and SPC failed to attend the meeting.

II. ASSESSMENT OF OBJECTIVES AND DESIGN

1. PROJECT JUSTIFICATION

Low wages, exploitation and primitive living conditions have traditionally characterized the estate sector. In the words of a Sri Lankan social scientist:

'Apart from being underpaid and exploited at home and at work, estate women are the least literate group of women in the country. They come mainly from the socially deprived 'low' castes, and they also suffer all the usual disadvantages of belonging to an ethnic minority which feels politically and economically insecure and which has been in recent years subject to physical violence during communal rioting. Because of the high incidence of drunkenness on plantations the women are also frequently victims of domestic violence.*)

With nationalization of plantations in 1975, the Government of Sri Lanka turned its attention to this sector. An inter-ministerial working group identified women in the estate sector as an area of priority concern. Subsequently the Women's Bureau, founded in 1978, and responsible for the promotion and coordination of development planning for women, worked out a programme of action for women in the plantation sector in collaboration with FAO and consultation with JED® and SPC.

2. PROJECT OBJECTIVES

Briefly, the long range objectives of the project are:

- 1) to assist women to participate and contribute on an equal basis with men in the process of development and share in the improved conditions of life on the estate sector;

*) Kumari Jayawardena, "The Plantation Sector in Sri Lanka: Recent Changes in the Welfare of Children and Women", World Development Vol. 12, No. 3, 1984

2) to improve the quality of life of women plantation workers and their families through human resource development and the creation of self-help organizations at the estate level.

The immediate objectives are:

1) to identify the needs of the disadvantaged plantation women with respect to income-generating, cost-saving, time-saving and health/nutrition activities;

2) to identify indigenous networks which can serve as a basis for mobilizing women;

3) to provide technical assistance and training to groups of plantation women;

4) to improve the returns and productivity of women's labour;

5) to develop a strategy to integrate project activities with existing programmes*);

6) to design a model training programme for plantation women, Development Officers and Family Welfare Supervisors;

7) to strengthen the staffing component of the Women's Bureau;

8) to collect socio-economic and nutritional data on the antecedent factors which influence the adoption of development projects.

Although originally agreed to by SIDA and FAO and not assessed by the Mid-Term Review Mission (1983), it appears that the long-range objectives are too broad and general

*1 This objective has been added to the revised Planop.

and that too many immediate objectives have been specified to be realistically achieved by a pilot project. The long-range objectives of assisting women "to participate and contribute on an equal basis with men" and "to improve the quality of life of women plantation workers" are all-embracing and multi-dimensional. It is unlikely that any specific immediate objectives can contribute to the achievement of such general long-range objectives. In addition, it is unrealistic to expect a pilot project to achieve such ambitious objectives within the limited time and resources available. A more realistic approach would have been to limit the long-range objectives to narrower and more easily identifiable developmental goals.

The wide range of immediate objectives and activities that have been outlined could not possibly be achieved by a pilot project spread out over 14 plantations which are at a considerable distance from each other. Inevitably, some of the immediate objectives, i.e. the development of cost-saving and time-saving activities; the identification of indigenous social, economic and familial networks and affecting improvements in the returns and productivity of women's labour have not been reflected in the Work Plan of project activities.

The immediate objectives are not grouped according to commonality of theme, nor in any order of priority. For example, the last objective relating to the collection of background data to identify the antecedent factors which influence the adoption of development projects should logically have been ranked first.

There is a very poor linkage between the long range and immediate objectives. Firstly, the immediate objectives relating to improving the staffing component of the Women's Bureau do not follow directly from the long-range objectives. Secondly, the long-range objective of assisting women to "participate and contribute on an equal basis with men" is not linked to any immediate objective.

One of the main components of the CADRW approach i.e. accounting for women's multiple roles, is not reflec-

ted in the Project objectives. This is an important omission, especially in the case of plantation women who have traditionally borne the dual burden of estate and domestic work.

3. PROJECT DESIGN

The Evaluation Mission has found that several essential elements required for building a monitoring system for project implementation and the subsequent evaluation of project effects and impact have not been adequately covered in the Project design, neither in the original Plan of Operation (signed in December 1981) nor in the revised version (signed in November 1983). Some of the major weaknesses have been:

- vague statements about the immediate and development objectives and the absence of established linkages between them;
- lack of balance between activities and outputs and between inputs and activities;
- insufficient criteria for the selection of the immediate and ultimate beneficiaries of the Project (target group);
- dispersed Project sites;
- failure to spell out targets and indicators (what, how, how much and when) which are vital to Project evaluation;
- limited utilization of socio-economic and nutrition data on the estate sector already available in Sri Lanka;
- occasionally unworkable management structures for Project implementation;
- failure to take women's multiple roles into account.

The issue of target group identification deserves special mention, as the Planop gives no clear specifications. Only an indication of what groups of women should be primarily considered is given: "Women of the estate worker population, in particular those marginal groups of unemployed, underemployed and unemployable women constitute one of the most disadvantaged social and economic groups in Sri Lanka." Such a general definition can be open to many interpretations (see Section III Project Implementation).

The Project design includes fourteen estates in seven different regions which are at a considerable distance from each other. This dispersion combined with poor road conditions, seasonal floods, and shortage of public transport for extension officers makes this selection unjustifiable. Since this is a pilot project, it would have been more efficient to concentrate the estates into fewer regions to facilitate regular on-site supervision and monitoring.



Sri Lankan woman and her six children with their one room dwelling of corrugated iron and coconut leaves. (Photo: Jeremy Hartley/OXFAM/SIDA; bildarkiv)

In the original Planop, seven Plantation Women's Development Officers belonging to the Plantation Women's Development Service and permanently attached to JEDB and SPC would supervise the Project on a regional basis. Since these officers were never recruited, the Planop had to be revised to replace them with twelve field Development Officers already attached to the Ministry of Plan Implementation and based in the Kachcheris (local district administration office), instead of in the offices of JEDB and SPC. In addition, the Plantation Family Welfare Supervisors (PFWSs) were to assist the DOs in the implementation of the Project on the estates.

The fact that the Plantation Women's Development Service was not established by the Government of Sri Lanka represented a drastic change in Project design without corresponding modifications in objectives, activities and output. The DOs are not under the authority of the plantation management and their involvement ends with the transfer of the Project. The PFWSs do not always have the background and competence to implement Project activities.

III. ASSESSMENT OF INSTITUTIONAL FRAMEWORK AND MANAGEMENT

1. INSTITUTIONAL FRAMEWORK AND MANAGEMENT

The major national institutions responsible for the Project are the Women's Bureau, the JEDB and SPC.

The Women's Bureau

In the original Planop, the Women's Bureau (then in the Ministry of Plan Implementation) was to be the Government implementing agency during the initial three year phase. The Director of the Women's Bureau was to be the Project Director and one of the Assistant*) Directors was to be the National Counterpart in the Project Core group, also consisting of an FAO Expert (later replaced by an Associate Expert), one DO, one translator and one secretary.

The Mission was informed that the National Counterpart, who should have been assigned full-time to the Project, was able to devote only a limited amount of her time to Project activities since she is also responsible for the administration of the Women's Bureau. However, despite their heavy work loads, both the Director and the National Counterpart are keenly interested in the Project and its future.

The Evaluation Mission would like to commend the dedication, perservance, spirit of cooperation and enthusiasm of the Core Project Staff.

Extension Services

For implementation of estate level activities, seven Plantation Women's Development Officers (PWDOs) were to be recruited by the Women's Bureau and based in the seven Regional Offices of JEDB/SPC. These officers were to form the nucleus of the Plantation Women's Development Service. The recruitment and training of an initial 200

*) Changed to Deputy Director in the revised Planop.

FWDOs during the three year Project phase was recommended in order to ensure a smooth transition and transfer of Project responsibility from the Women's Bureau to the JEDB/SPC.

However, as the Plantation Women's Development Service was not established the task of Project implementation had to be performed by existing extension networks. In the revised Planop (November 1983) thirteen qualified women DOs of the Ministry of Plan Implementation with adequate Tamil and Sinhala language skills were to be assigned full-time to the Project. On each estate, an officer of the newly formed cadre of PFWSs was to complement the work of the thirteen DOs.

At the time of the Evaluation there were only nine field DOs formally attached to the Project. None of them speaks Tamil; seven of them are men and Project work forms only a small part of their overall duties. Transportation problems severely restrict their travel to the estates. For the reasons mentioned above, few of them have close contacts with Project participants. In addition, the DOs who are employed by the Ministry of Plan Implementation, are not under the direct authority of the Women's Bureau and have no formal links with JEDB/SPC. Furthermore, the lack of clear-cut demarcations between the responsibilities of the DOs and PFWSs creates an ambiguity about their respective roles in Project activities.

The PFWSs attend to the Project as part of their overall welfare responsibilities on the estates. Despite the training given to PFWSs by the Project as well as by other agencies, the Mission found differences in their level of motivation and ability to implement Project activities and communicate with project participants. Social and/or ethnic differences often contribute to poor rapport between PFWSs and participants. The Mission found that the success or failure of the Project activities depended to a great extent on the performance of the individual PFWSs/DOs.

Steering Committee

A National Steering Committee with the Director of the Women's Bureau in the chair and consisting of senior members of SPC/JEDB, the National Coordinator, representatives of FAO, SIDA, the Bank of Ceylon, the FAO Expert/Associate Expert was set up to meet on a quarterly basis to monitor the progress of the Project and coordinate policy level decisions. Steering Committee meetings have been held regularly since the beginning of the Project. Minutes of these meetings are maintained by the Project staff and distributed to the members of the Steering Committee as well as to the Superintendents on the 14 estates. However, the decisions taken by this high level body do not always filter down to a field level management.

Seven Regional Steering Committees consisting of the Regional Welfare Coordinators, a Planning Officer and a DO of the local Kachcheri, the estate Superintendents and the Regional Bank Manager were to meet on a regular basis to ensure coordination of activities. The Mid-Term Review Mission (1983) recommended the formation of a Regional Steering Committee (in accordance with the Planop) as the Project had reached a phase where it was in urgent need of coordination between the various supporting services e.g. The Bank of Ceylon and veterinary surgeons. An innovative suggestion to include two project women per estate in the Regional Steering Committees in order to give a voice to the Project participants was put forward by the Review Mission and agreed to by the Managers of Social Welfare at JEDB and SPC. Only one meeting per region has been held so far and these have been at the initiation of the Women's Bureau. Project participants have not been involved in any of these meetings. However, the meetings were useful in resolving some of the day to day problems of implementation at the local level.

The Estate Planning Committee consisting of the Superintendent, the PFWS, the DO, the Estate Medical

Assistant, the creche attendant, the midwife and selected women leaders was to be responsible for local needs assessment and implementation of project activities. The frequency and efficiency of this Committee depends largely on the interest and personality of the estate Superintendent.

Three comments can be made about the institutional framework of the Project. Firstly, contrary to the spirit of CADRW, the participants have had a minimal role in the planning and direction of the Project. The institutional framework has not enabled the target group to participate in decision-making. Secondly, individual personalities have had an unduly high influence on the level of success of Project activities. Thirdly, crucial changes of key personnel at the Women's Bureau, JEDB, SPC and the Bank of Ceylon has further impaired the progress of the Project. For example, only four of the original fourteen estate Superintendents have been with the Project from the start.

Role of JEDB/SPC

According to the Planop, the JEDB and SPC are to collaborate closely in the management of the Project as they are to assume full responsibility for it at the end of the initial Project phase. The Women's Bureau is to continue to play a monitoring and supervisory role for one year after the transfer. The Mission is of the opinion that the JEDB/SPC have not yet prepared the supervisory and monitoring networks that would be necessary for the smooth transferral of the Project. The personnel and management skills required for the Project do not fit in with the existing plantation infrastructure. In addition, management at all levels of JEDB/SPC are at present busy drawing up plans for the forthcoming Medium Term Investment Plan (MTIP) which has a budgetary allocation of USD 212 million to be invested in the estate sector over a period of five years.

2. PROJECT IMPLEMENTATION

The Evaluation Mission is of the opinion that the implementation of the Project has been slow and in several basic respects not in accordance with the Planop and the principles of WCARRD/CADSW. These concerns were also expressed by the FAO/SIDA Mid-Term Review Mission (1983).

Four major external factors have affected project implementation. Increased wages have made the income-generating activities of the Project a less attractive alternative. The improved employment situation on plantations has meant that more Project participants are now fully employed with little time for Project activities. Changes in the envisaged institutional framework (discussed in Section III.1) have led to inadequate networks for Project implementation. The communal riots in 1983 also affected project operations. However, the slow implementation and the deviations from the Planop are more a result of factors internal to the Project.

During the first two years the Women's Bureau was unable to meet many of the financial and staffing commitments originally agreed upon. This resulted in delayed implementation of field activities. The Planop had to be revised to include donor funds for vehicle maintenance, driver salaries, counterpart daily subsistence allowances and incentives. Prior to the arrival of the FAO Expert in late 1982, grants had been promised to individual Project participants. This individual approach was a complete reversal of the collective spirit of CADSW and there was no provision for grants in the original Planop. However, since the expectations of the participants had already been raised, the Project budget had to be amended to cover this unforeseen cost and change of direction.

The inadequacies of the institutional framework, discussed in Section III.1, have severely impeded Project implementation. For instance, the fact that no field DO speaks Tamil or works full-time on the Project has been one major constraint.

As the Planop did not clearly identify the target group, the understanding of "disadvantaged" women has been

open to many interpretations. The Superintendents were given instructions by the Women's Bureau to select "unemployed, underemployed or employed" women who should have come from the lowest income groups. There was to be no more than one participant per family. Non-citizens and non-residents were also eligible, but no mention was made of ethnic groups. In practice not even these broad criteria were strictly adhered to.

Although CADRW projects should be aimed at disadvantaged rural women in terms of employment, income and education, the Evaluation Mission has found that the majority of the participants are, and have been since the start, fully employed with little or no time for Project activities. This has serious implications for the justification of the Project. Many of the Project women are unable even to attend Project meetings as this results in lost wages. On some estates, the Superintendents have intentionally selected women with a good educational background, thereby excluding more disadvantaged women. The Mission also found staff wives and/or daughters participating in the Project. The Mid-Term Review Mission had recommended that Project participants related to staff should be replaced. The Mission found that replacements had been made on some estates, but on others some women related to staff had joined when the grants were distributed. In a few cases, women related to staff have taken over group projects to the detriment of disadvantaged women in the target group.

An additional weakness of Project implementation with respect to selection of participants is that their geographical residence patterns have not been duly considered. Many estates have four or five divisions of line houses, often several miles apart. Village women, in some cases living an hour's walk from the estate, have also been selected. This selection of participants from dispersed areas has made group activity virtually impossible.

While the vast majority of estate workers are Tamil, this is not fully reflected in the ethnic composition of the Project participants. Only 60 per cent of the 327

women still in the Project are Tamil. Of the 420 original Project participants, the majority were citizens of Sri Lanka, 20 had applied for Sri Lankan citizenship, 42 were citizens of India and 11 had applied for Indian citizenship. At the time of the Evaluation, however, the three last mentioned categories were no longer in the Project. One reason given was that citizenship was required for securing bank loans under the Project Credit Scheme. The Evaluation Mission is of the opinion that indigenous networks such as temple societies, savings societies and rotating credit societies could have been used to channel credit to these disadvantaged women, thereby preventing them from dropping out. However, the Mission is also aware that problems of accountability might have occurred with this alternative.

Since the start of the Project, 159 (38 per cent) of the original 420 participants have dropped out. All Sinhalese drop-outs (33) but only half of the Tamil drop-outs (126) have been replaced. The Mission was informed that this is due to the fact that there are hardly any unemployed Tamil women on the project estates. Since January 1985, replacements for drop-outs have not been made as the project is no longer able to provide orientation and training for newcomers.

Four international Consultants have been assigned to the Project for a total of more than ten months and at a considerable cost. Two of them were funded through the Project budget, and two from other FAO sources.*) The Evaluation Mission was informed that with the exception of the Consultant hired for leadership training, their reports have been utilized only to a limited extent. In

***) Project Budget**

- a. Bina Pradhan, Report on Socio-Economic Consultancy
- b. V. Saguin, Leadership Development Among Plantation Women, 1984

Other FAO Sources

- a. C. Safilios-Rothschild, Directions for Baseline Studies in Selected Plantations, 1982
- b. M. Tagle, The Food and Nutrition Situation of Plantation Women Workers and Their Families, 1983

some cases they had collected data already available in the country. In other cases their services were not in schedule with the Project Work Plan. Two (Pradhan, Tagle) of the four Consultants' reports were delayed for so long that they were of limited interest when they finally arrived in Colombo. In relation to the benefits received the time and other resources spent by the Project staff to service these Consultants have not been justified.

An FAO Expert was assigned to the Project for a period of 15 months from November 1982 - February 1984.*)

Several important decisions regarding selection of participants, income-generating activities and distribution of individual grants, which were contrary to the spirit of the Planop/CADRW had been made prior to her arrival. During her stay the Expert had to devote much of her time in realigning the Project to its original objectives. The Mission would like to commend her perseverance and dedication to the Project.

In view of the Woman's Bureau's inability to release the National Coordinator on a full-time basis, the lack of overlap and continuity of international staff has further impeded the progress of the Project.

The Project cost has not been in proportion to the benefits reaching the target group. The direct SIDA contribution has been USD 420,000. However, the real donor cost, including other SIDA and FAO expenses, is more in the region of USD 580,000. This figure, however, does not include the contributions made by the Government of Sri Lanka and the women themselves. In short, the Evaluation Mission has found that these funds have not enabled the intended target group (to which many of the 327 project participants do not belong) to become the prime beneficiaries or to have a decisive influence on the Project activities. However, Mission members did not agree on this method of costing. As is clear from the Planop, there are a number of objectives that the Project addresses itself

*) Ms Carol Amaratunga

to and it is therefore misleading to assess the costs solely in terms of the direct benefits reaching the Project participants.

3. PROJECT MONITORING

A fairly comprehensive monitoring network, operative at various levels, has been established by the Project, which should in theory provide a channel for gathering information as well as an opportunity for taking corrective measures.

Six-monthly progress reports have been prepared by the FAO Expert, and later by the Associate Expert assigned to the Project. These reports keep FAO Headquarters staff and SIDA informed about the progress of the Project and give them an opportunity to suggest corrective action where necessary.

At FAO Headquarters, the Project has been monitored by Ms Y. Morenas, Senior Officer, Women in Development, who is responsible for the technical backstopping of the Project. She has made several visits to Sri Lanka to review the ongoing activities of the Project.

A Mid-Term Review of the Project was conducted jointly by Ms K. Larsson, SIDA Consultant and Ms Y. Morenas, Senior Officer, Women in Development, FAO during November 1983. The recommendations made by the Review Mission relate mainly to the selection/replacement of the Project participants and to the development of an infrastructure for the smooth operation and eventual transfer of the Project. Some recommendations e.g. a more active role of the PFWs, the recruitment of an Associate Expert, consultancy for leadership training and the preparation of the Terminal Report and budgetary guidelines were implemented by the Project. Others which are still outstanding are:

- Maintaining the ethnic balance when replacing drop-outs. (The Mission was informed that this has not always been possible as it is difficult to find unemployed or underemployed replacements for Tamil drop-outs).

- Target group participation in project planning and implementation.
- Action on the part of the Women's Bureau to ensure that the National Coordinator be enabled to work full-time on the Project.
- Promoting components of the WCARRD Follow-Up programme in the Project.

An international Consultant*) was hired during October 1985 to prepare the Terminal Report for the period 1981-1985. A draft version of the consultant's report was made available to the Mission.

At the estate level, the DOs and PFWs are expected to report on a regular basis to the Women's Bureau and JEDB/SPC respectively. The PFWs report directly to their respective organizations. These reports are not accessible to the Project staff and it is not clear whether they are analysed and how they are used. The DOs are expected to report once a month to the Women's Bureau to enable the Project staff to deal with their problems (see Section III.1 for a report on the frequency of on-site supervision by DOs). In addition, the DOs and PFWs come to Colombo on a quarterly basis to discuss progress and problems with the Project staff and representatives from JEDB/SPC and Bank of Ceylon.

A National Steering Committee and seven Regional Steering Committees were to be set up to coordinate policy-level decisions and ensure smooth implementation, respectively. (For a discussion of the efficacy of these Committees, see Section III.1).

The project has also been monitored through a participant evaluation survey. Questionnaires in Tamil and Sinhala were given to the PFWs of each estate for distribution among Project participants. Information was collected during July-August 1985 and has been translated

*) Ms C. Amaratunga

and tabulated. The Mission feels that the information is of unreliable quality as many of the forms have been filled by the PFWSs and do not necessarily represent the views of the participants. In addition, there are several contradictions and inaccuracies which do not bear careful scrutiny.

A Social Impact Analysis and a Nutrition Survey have been conducted to provide background information for planning Project activities and monitoring the progress of Project participants. The Mission is of the view that the bulk of this information has been of limited use to the Project (for details see Section IV.1 and IV.2).

The Core Project Staff have made an average of six visits per estate during the four-year period under review. These visits have been extremely useful in getting first-hand information about the participants and their problems. Unfortunately, due to long distances, poor road conditions, and a heavy burden of administrative responsibilities in Colombo, more on-site visits have not been possible. Besides, the Core Staff can only make suggestions and these may or may not be followed by the estate management.

IV. PROJECT ACTIVITIES AND OUTPUTS

Unfortunately, the Planop specifies too many objectives and outputs and the Evaluation Mission is of the view that the Project has consequently undertaken too many diverse activities, ranging from the production of a video film and training booklets to training of Government of Sri Lanka staff and collection of baseline data. While a variety of activities and outputs (in keeping with the objectives of the Planop) have resulted from the Project, it has not been possible to consolidate the gains from these activities as they have been spread too thinly for any concrete benefits to emerge. For instance, while the technical and leadership training for project participants has been useful, it has not been enough to bring about significant changes in levels of awareness (see Section IV.4).

The balance of Project activities and outputs tilts in favour of activities not directly beneficial to the participants. The Mission feels that more time and resources have been spent on the collection of background data, institution building, management training than on activities directly relevant to the participants. In addition, the timing and planning of activities has not always been coordinated in a manner to provide feedback from one activity to the other. For example, the video film which was meant to be used as a training resource for DOs and women leaders is not yet ready. The training manual, for Project field officers was published in Sinhala as late as January 1985.*) The baseline study, which should have helped in the identification of factors responsible for the success or failure of Project activities, was conducted after the selection of participants and income-generating activities had already been made. The Mission is of the view that there should have been some flexi-

*) C. Ameratunga, Working with Estate Women - Guidelines for Income Generating Activities. English Version 1984, Sinhala 1985

bility in the designing of these activities to take account of crucial factors relating to time-availability for project activities which were brought to light in the baseline study.

The different Project activities are discussed in detail below.

1. SOCIAL IMPACT ANALYSIS

A major objective of the Project was to collect data on the socio-economic and nutritional status of plantation women and to identify the antecedent factors contributing to the success or failure of development projects. According to the original Planop, two baseline surveys were to be conducted on the fourteen plantations at the beginning and end of the project.

A baseline study was conducted by MARGA (a Colombo based research institute) with direction from an international FAO Consultant who was assigned to the Project in 1982.*) The Report, "FAO/MARGA-Baseline Study of Women Plantation Workers" was not received by the Project until November 1983. In accordance with the instructions of the FAO Consultant, the survey was conducted on three estates. On each plantation, 30 project participants and 15 non-participants (ten women and five men) were interviewed.

The Mission is of the view that very little use has been made of the information available in the MARGA study. The delay in finalising the study meant that it came too late to influence the selection of Project activities. Nevertheless, the Project should have been flexible enough to benefit from some of the information that had a bearing on the success of its activities. For instance, the study draws attention to the crucial fact that Project participants who are employed (93 % of the sample interviewed were employed) have little time for Project activities. A change of direction towards or inclusion of time-saving activities (included in the Project Workplan), instead of

*) C. Safilios-Rothschild, Directions for Baseline Studies in Selected Plantations, 1982

income-generating activities would have been beneficial to the participants. The Mission is of the view that MARGA should have been directed to collect in-depth information on the more crucial variables relating to time-availability, control of income, division of labour and ethnic, caste and social differences which would have been more relevant to the Project. The MARGA Study gives information of a general nature on a whole range of issues, some of which are of marginal relevance, e.g. details of agricultural activity, husbands' preference for sons, etc.

Two follow-up monitorings of the Project on the three estates selected have been conducted by MARGA in 1984 and 1985. The findings have been presented in a report.*) Some of the data on which this report is based are unreliable. For example, income has been reported for some activities which have not yet started, or which is from sources outside the Project.

2. NUTRITION COMPONENT

In the FAO policy paper "Community Action for Disadvantaged Rural Women: An Innovative Approach to Change at Grass Roots Level" (1980), it was stated that the expertise of the FAO Nutrition Division would be germane to CADRW success. Furthermore, in the FAO Project Proposal for the SIDA-funded WCARRD Follow-up Programme, it was stressed that the eight components of this Programme, of which CADRW is one and Nutrition another, would be mutually linked and reinforcing each other.

To implement the Nutrition component of the Project, FAO assigned an international Consultant for two months in 1983 to "suggest directions and propose programmes and activities to be included within the Project that will lead to an improved food consumption and nutrition situation for women plantation workers and their families, particularly those at high risk of malnutrition". Due to delays

*) MARGA Institute. Assessment of Income Generating Projects for Women Workers in the Plantation Sector, September 1985

at FAO Headquarters the Project had to wait for almost a year for the Consultant's report. Still, two and a half years after the Consultancy, there has been no follow-up action.

The Consultant's recommendations were brought up in a Steering Committee Meeting where the members expressed the view that no follow-up action was needed as most of the activities suggested were already being dealt with by other programmes. The Mission was told by Project staff that the report is a duplication of data already available and that the expertise for a practical field programme oriented specifically towards the Project target group, would have been more pertinent.

One issue of the Project newsletter does contain a section on nutrition, but this is based on information from local sources.

3. FORMATION OF WOMEN'S GROUPS

One of the most innovative ingredients of the overall CADRW approach, i.e. the formation of autonomous and equity-based cooperative women's groups, has not been adhered to in the implementation of the Project. With a few exceptions, the income-generating activities are being conducted on an individual basis. It is often stated that group activity is incompatible with the social backgrounds and motivation of plantation women. The Mission feels that other more important reasons can be detected for the failure in achieving this central objective.

Firstly, the possibility of creating a spirit of co-operation and group identity was lost at the start of the Project when the women were promised individual grants. This was in total reversal to the spirit of the original Planop. However, upon the arrival of the FAO Expert in late 1982, efforts were made to redirect the project to group activity but with limited success.*)

Secondly, the failure to take account of ethnic, caste, social and linguistic differences when forming production groups accounts partly for the reluctance of Pro-

*) C. Amaratunga, Six-Monthly Report, December 1982 - June 1983

ject participants to work collectively. Estate workers are ranked in clearly marked hierarchical groups which have restricted social contacts with each other. It is difficult for women from these heterogenous groups to break away from tradition and engage collectively in income-generating activities.

Thirdly, logistics would play an important role in the successful implementation of any group activity. Estate divisions, line rooms and outlying villages are often at a considerable distance from each other making it virtually impossible for estate women (especially those who are employed) to work together on a regular basis.

In the two cases of successful group activity that the Mission came across, the group members lived in the same line rooms and/or were related to each other.



It has been more difficult to form women's groups in Sri Lanka than in the other CDRW-project countries. (Photo: Jan E. Carlsson/SIOAs bildarkiv)

4. TRAINING FOR ESTATE WOMEN

Orientation training was given to all participants at the start of the Project. In addition, technical training in poultry, dairy, goat rearing, petty trade or sewing has been given to those participants who have opted for these activities. However, since the income-generating activities did not start until 1 1/2 - 2 years after the training courses, it was difficult to assess the impact of training on Project participants as many of them claimed to have forgotten what they were taught, thus emphasizing the need for refresher courses.

The services of an international Consultant*) were utilized to design a course in leadership training for estate women. Four-day residential Leadership Training courses for Project women were conducted from August - October 1984 in each of the seven project regions. In all, 274 Project participants along with DOs and PFWSs attended the training. Most of the participants interviewed by the Mission claimed to have enjoyed the training and to have found it useful. For many, it offered the first opportunity to travel outside the estate and experience life in unfamiliar surroundings. However, the Mission is of the view that the participants need follow-up courses in order to consolidate the gains of earlier training. Many of the participants are not yet in a position to operate their own bank accounts, many have not seen their pass books and conduct all banking transactions through the PFWSs. Records and accounts of income-generating activities are seldom maintained and some of the participants interviewed did not know the difference between the grant and loan component of the amounts they had received.

5. CONSCIENTIATION

One of the achievements of the Project has been the direction of attention to the needs of disadvantaged women in the plantation sector. A certain awareness of this pro-

*) V. Saguin

bles has been created among plantation management especially at the estate level and it is hoped that this will open the way for the location of other development projects in this sector.

In the course of the four years since the Project started, the participants have gained in confidence as a result of training, field trips and regular contacts with people from outside the plantations, such as Project staff and consultants, who have visited the Project sites.

6. TRAINING MATERIALS

The Project has published "Working with Estate Women: A Resource Guide for Training and Income Generation" in English (1984), Sinhala (1985) and Tamil (mimeo; 1985). This publication on programme planning, implementation and administration is intended for Project field officers. Interviews with some of these officers indicate that the contents may be too advanced, at least for the average PFWS. The Project has also published five illustrated booklets and flip charts in Sinhala and Tamil on dairy, poultry, goat rearing, home gardening and family health. With a few exceptions, the Project participants interviewed had received these booklets. On the whole, their reactions were favourable. The Project newsletter in Sinhala and Tamil have also been appreciated by those Project participants who have received them.

Through the Project, JEDB and SPC have each been provided with a set of six video tapes on topics such as health, sanitation and home gardening. However, these video tapes have not been shown by JEDB/SPC on the estates. The only time they were used was during the Leadership Training Course and this one exposure has not been enough for the participants to gain from these training materials.

Lastly, a seven-minute colour slide set on the aspirations of an estate girl and a thirty-minute colour video programme to promote the Project have been produced with

Project participants as actresses. The slide set was made by the Project staff, and the video programme has been contracted to a local video production company. At the time of the Evaluation, the promotional video programme had not yet been finalized. This video programme, which was to have been used at an early stage to give participants information on Project activities, is now redundant as the Project is nearing completion.

7. MATERIAL RESOURCES

At the time of the Evaluation, 12 of the 14 Project estates had built or renovated Community Centres with a grant of Rs. 10,000 each from the Project. Each estate has been equipped with a sewing machine and two television sets. The Mission found many women, not only in the Project, who were pleased to be able to watch television for the first time in their lives. JEDB and SPC have been equipped with one mobile audio-visual unit each from Project funds. In the past these units have been used for family health information on many estates. At the time of the Evaluation, however, these units were both out of order.

Three vehicles have been procured for the Project. Two of these vehicles are now based in the regional offices of JEDB and SPC. The third is used exclusively for the Project by the Women's Bureau.

8. INSTITUTIONAL DEVELOPMENT

As already discussed in Section III.1, Institutional Framework and Management, the Plantation Women's Development Service (envisaged in the original Planop) was not established by the Government of Sri Lanka.

Orientation and technical training have been given to the existing extension networks (DOs, PFWSs) and some staff of JEDB/SPC. As concluded in Section III.1 this training has not been sufficient to allow for a smooth transfer of the Project from the Women's Bureau at the end

of 1985. As for the immediate objective: "To initiate, stimulate and strengthen the staffing component of the Women's Bureau through long-range planning, intensive staff training and development and management techniques", this has not been achieved. The mission is of the opinion that this was an unrealistic objective within the scope of a pilot project. However, it should be mentioned that Women's Bureau staff assigned to the Project have received on-the-job training.

Regrettably, little systematic use has been made by the Women's Bureau of the international expertise available to the Project to train staff involved in other projects. In addition, optimal use has not been made by Women's Bureau staff of data collected and experiences gained in the implementation of the Project under review.

9. CREDIT SCHEME

A credit scheme was established with the Bank of Ceylon to finance the operation of income generating activities by Project participants. Two separate funds were instituted: a Grant Fund (GF) of USD 40,000 and a Guarantee Risk Fund (GRF) of USD 15,000, to enable participants otherwise not eligible for bank loans, to obtain credit. Initially the rate of interest charged was 20 per cent, but on the initiative of the Project staff the Central Bank of Ceylon agreed to include this scheme in its refinancing programme whereby interest is charged at the subsidized rate of 12.5 per cent. Repayment is to be made within a period of 5 years. According to the Bank of Ceylon, the repayment rate is high. This is because in the vast majority of cases loan repayments are deducted directly from the participant's payroll. By October 1985, only 167 (51 %) Project participants had utilised the credit scheme.

The Mission wishes to highlight certain problems that were encountered in the operation of the credit scheme:

- The credit scheme only became operational in October 1983, when the Letter of Agreement was signed between the Bank of Ceylon and FAO.

- There has been a lack of clear-cut instructions from Bank of Ceylon Headquarters about operational policies and procedures leading to disparate practices being adopted by the Regional Bank Managers. The Mission also found a lack of information among estate Superintendents, DOs, PFWs and especially participants about the details of the credit scheme, including the function of the GRF.

- The Mission was informed by the Bank of Ceylon that the GRF has not been utilised to date. Despite repeated instructions about loan repayments from Project and Headquarter staff*) during the estate visits the Mission met many participants who continue to make loan repayments through payroll deductions despite the fact that their projects are not generating any profits.

- There have been inordinate time lags between submission of loan applications and the actual release of funds.

- Because of the difficulties of monitoring this kind of credit scheme, certain cases of mismanagement of funds at the estate level have been encountered. In one case, disciplinary procedures had already been instituted; in another, the Mission found that the amounts charged for the purchase of materials and contractual services for the Project participants had been highly inflated.

- The credit scheme designed with the Bank of Ceylon excluded the non-citizens who formed about 15 % of the original participants. Consequently, they had to drop out as they were not eligible for bank loans. The credit component of the WCARD Follow-up Programme (Scheme for Agricultural Credit Development, SACRED) was not involved in designing of the Project Credit Scheme.

10. INCOME GENERATING ACTIVITIES

The number of participants who have selected the different income generating activities is as follows:

*) Ms V. Morenas, Back-to-Office Report

| Activity | Number of Participants | % |
|----------------|---------------------------|----------|
| Dairy | 123 | 38 |
| Sewing | 86 | 26 |
| Poultry | 74 | 23 |
| Goat Rearing | 35 | 11 |
| Petty Trade | 7 | 2 |
| Home Gardening | <u>2</u> | <u>0</u> |
| | 327 | 100 |

A few general remarks will be made before discussing the different activities individually.

From the point of view of the Project participants, income-generating activities form the most important component of the Project outputs. However, for various reasons like delays in the release of bank loans or inability to obtain suitable animals, these activities have been very slow to start. In fact, with the transfer of the Project in December 1985 in sight, 22 participants have still not started their selected dairy activity. This is a serious shortcoming as it reduces the credibility of the Project for those women who have waited patiently for four years for the main project activity to begin.

Detailed information on income-generating activities will be collected by Project staff before the transfer of the Project. On the basis of information obtained from the nine estates visited, it is the impression of the Evaluation Mission that very few participants are actually making profits from their income-generating activities. While some are earning an income, this is absorbed mainly by loan repayments and production costs which are especially high as in the case of poultry. It is too early to assess the long term viability of those activities that have reached production as they would have to be monitored over an entire production cycle before their full impact can be measured. In several cases, the Project has actually left the women indebted as they are having to bear

the heavy burden of bank repayments and maintenance costs without hope of imminent income. This is particularly so in the case of those poultry projects where all but a few birds have died and in dairy projects where the cows are sick or have not become pregnant. This is an area of serious concern and it is of the utmost importance to ensure that no participants are left more disadvantaged as a result of the Project.

Nearly 60 % of project participants are fully employed with very little time available for the activities they had selected. In most of the cases where the activity selected is animal husbandry, the bulk of the work is done by the menfolk (husbands, fathers, brothers) who have more time to spare on account of their shorter working hours. The women prefer to spend their time on plantation work where the returns to their labour are assured. This has implications for control of income as well as some of the participants claimed that the income from their project activities was controlled by the men of the household.

Despite the fact that feasibility studies on income-generating activities were conducted, it now appears that they were far too optimistic as the profits envisaged can be achieved under ideal conditions only. The lack of adequate veterinary services and market outlets and the non-viability of small production units impede the success of these activities in the plantation sector. The different income-generating activities are discussed in detail below:

Dairy

This has been the activity selected by the largest number of participants. However, 22 (18 %) of the 123 participants who have opted for this activity have not yet received cows. Some major constraints to the successful operation of this activity are:

- severe shortage of suitable animals;

- lack of grazing lands and the consequent need for concentrate feeds which are expensive and not readily available on plantations;
- inadequate veterinary services;
- marketing problems in some areas;
- insufficient training for the management of high breed animals.

Despite these constraints, the Mission found some successful dairy projects.

Sewing

Of all the income-generating activities, the sewing machines perhaps represent the most permanent asset that the participants could have opted for and one that requires no running costs. However, the low demand on the plantations themselves, as well as the lack of access to marketing outlets outside the plantations, makes this one of the least economically viable activities. Very few women are earning a regular income from sewing. In addition, the location of the sewing machines in the Community Centre makes it difficult for women who are employed or who live at some distance to have ready access to them. It was the unanimous opinion of the Project participants, DOs and PTWSs that these sewing machines would be utilised better if located in the homes of the participants. For those women who already knew how to sew, the machines form a valuable asset which they can at least use to sew for the family and thus effect savings. For the rest, it was felt that the training had not been sufficient to enable them to produce clothes of marketable quality.

Poultry

This is the activity most liable to total failure as the margin for error is very narrow. The Mission encountered many participants who are indebted as a result of their

poultry projects as they have lost almost their entire flock of birds. However, some economically viable projects as well as a successful group project were also seen. The lack of adequate veterinary services, the high cost of concentrate feeds and the elaborate care needed for farm breeds makes this a very precarious venture for estate women. According to the Consultant's report, not a single poultry shed had been constructed according to proper specifications.*) It is the view of veterinarians that this activity is more viable in larger units and is more suitable for those women who have sufficient resources to finance production costs till the birds start laying.

Goat Rearing

This is a popular activity with estate women but not so popular with management who insist that goats must be kept tethered or in sheds. This means that project women or someone from their family often have to walk long distances to collect green forage. Nevertheless, many participants who had failed in dairy or poultry were keen to switch over to goats since this activity involves few management skills and comparatively little cash outlays. Since goats are bred mainly for sale as meat, it was too early in the Project cycle to assess the economic viability of this enterprise.

Petty Trade

Although the estates should in principle offer good opportunities for successful petty trading, this activity has been selected by only a handful of participants. In all the three enterprises encountered by the Mission, the activity did not seem to be proceeding along the lines of Project expectations. While the activity appeared to be profitable, in each case one dominant person (in one in-

*) A. Shaktival & S.L.A. Daniels. Performance of Poultry Projects Under the Plantation Women's Development Programme, May 1985

stance a father and in another the wife of a staff member, neither belonging to the Project target group) had taken over the group enterprise without repayment of the initial grant outlays or profits to the others. The common practice on estates of purchasing goods on credit causes cash-flow problems for petty traders.

Home Gardening

Only two women opted for this activity but they have abandoned their plots for personal reasons and were not available when the Mission visited the site. It has not been possible to ascertain the reasons for the lack of interest among Project participants for this activity.

V. THE PROJECT IN RELATION TO SIDA'S CRITERIA FOR SPECIAL PROGRAMMES

The SIDA-financed WCARRD Follow-up Programme, of which CADRW is a component, has been funded through SIDA's Special Programmes. There are four criteria for this funding: innovative and experimental approach, short duration, linkage to Swedish bilateral programmes and utilization of the Swedish resource base.

1. INNOVATIVE AND EXPERIMENTAL APPROACH

The Planop, agreed to by SIDA and FAO, promised an innovative and experimental approach with cooperative women's groups, institution building, mobilization of estate women, staff and management, production of audio-visual materials with a social message and a special credit scheme for income-generating activities.

For the reasons stated earlier, it is the opinion of the Evaluation Mission that these experiments and proposed innovations have met with limited success. For SIDA, it has been an experiment to channel funds via FAO/Women's Bureau to reach and benefit disadvantaged rural women. In the opinion of the Evaluation Mission, the costs have been high and the benefits to the target group small.

2. SHORT DURATION

The original intention was that SIDA support to this pilot CADRW Project would be catalytic for an expanded CADRW programme in the estate sector. The Project has now been going on for four years, including one year's extension. The progress has been slow. In fact, some women have still not started their income-generating activities. Almost 40 % of the original participants have dropped out and only about half of them have been replaced. The Mission has been informed that the Government has no immediate plans to expand or replicate this pilot CADRW Project.

3. LINKAGE TO SWEDISH BILATERAL PROGRAMMES

There are clear potential links between the Project and the Swedish bilateral programme in Sri Lanka. These, however, have not been fully explored by SIDA. For example, the SIDA experience from the Matara Women's Project regarding selection of participants, cattle-rearing and related matters has not influenced the design of the CADRW Project. There has been no systematic exchange of ideas and experiences between the CADRW Project and the SIDA-funded Matara Women's Project, both of which are run by the Women's Bureau. However, training materials produced by the CADRW Project have been given to the Matara Project. A study visit has also been arranged.

4. UTILIZATION OF THE SWEDISH RESOURCE BASE

In May 1982, SIDA requested FAO to offer the services of a Swedish Associate Expert as a support to the Project. However, the Government of Sri Lanka informed FAO that an Associate Expert was not necessary at that stage. In the Mid-term Review (November 1983), it was recommended that an Associate Expert be recruited to provide continuous technical and operational support in order to reach the target group on the estates. In April 1984, a Swedish Associate Expert joined the Project.

Since 1982, one FAO Expert and four international Consultants have been assigned to the Project. Despite efforts made by FAO and SIDA it was not possible to find suitable Swedish candidates for these assignments.

VI. RECOMMENDATIONS

As the Project has had a slow start and is only now gaining momentum, the Evaluation Mission would like to make the following recommendations in order to:

- consolidate the gains made so far;
- enable smooth transfer;
- monitor income-generating activities until they are self-sustaining units;
- provide additional support to participants who are in difficulty; and
- arrange refresher technical and leadership training courses.

Project Extension

Since JEDB/SPC have not yet prepared the supervisory and monitoring networks necessary for the successful operation of the Project, the Mission recommends an extension of the present arrangements till 31 March 1986. This will facilitate a smooth transfer from the Women's Bureau to JEDB/SPC. Project savings can be utilised to finance the extension, including staff salaries and training. The Associate Expert can stay with the Project until April 1986 when her contract with FAO expires. The National Coordinator has agreed to prepare guide-lines by 31 December 1985 pointing out the main issues involved in the transfer. She will be responsible for project monitoring until the end of 1986. One Project vehicle will remain with the Women's Bureau during 1986 for this purpose.

FAO Headquarters should explore the possibility of assigning an Associate Expert to the Project for a period of one year after transfer to JEDB/SPC. This would enable the FAO office in Colombo to maintain a link with the Project and ensure continuity and consolidation. The Associate Expert's term should overlap for sometime with that of the present incumbent.

Compensation for Project Participants

In order to ensure that no Project participants are economically worse off as a result of the Project, the Associate Expert and the Regional Social Welfare Coordinators of JKDB/SPC should make a case study of each Project woman during December 1985/January 1986. This needs to be done to recommend follow-up measures such as grants to pay off loans for investments which have failed, or for the purchase of additional feed or chicks, etc., to suit the requirements of each participant. In each case, the project participant, the PFWS and the Regional Bank Manager should be interviewed. The Associate Expert will present her findings and recommendations in a report to the Secretary, Ministry of Women's Affairs and Teaching Hospitals by the 15 January 1986. He will follow up the recommendations with the Secretaries of the respective Plantation Ministries.

The Mission would like to recommend that participants who want to keep their sewing machines at home should be allowed to do so, and that those who have not yet received their cows should be given the option of changing to sewing or goat-rearing.

Credit Scheme

Clear instructions on the utilization of the GF and GRF should be given at all Project levels. The balance remaining in the GF should be utilised before the 31 March 1986 to compensate participants who are economically worse off as a result of their participation in the Project. Should more funds be needed for this purpose, the GRF should be utilised in consultation with the Bank of Ceylon. After the 31 December 1986, the Bank of Ceylon will give no more loans under the Project Credit Scheme. As specified in the revised Planop, at the termination of the Credit Scheme in 1990, the balance of the GRF will revert to the Women's Bureau. These funds should be used to promote the interests of disadvantaged women in the estate

sector. The Women's Bureau should keep FAO informed about the usage of these funds.

Monitoring and Supervision

Although Regional Steering Committee meetings have not been held regularly, those that were convened at the initiative of the Project staff have proved extremely useful in resolving practical problems. Since this is the most effective way of coordinating support services at the local level, the Mission strongly recommends that they be convened bimonthly in the future. The coordination of banking and veterinary services should be given special attention. The Committees should include the Regional Social Welfare Coordinators, Regional Bank Managers, Superintendents or Assistant Superintendents, Veterinary Surgeons, PFWSs/EMAs, a representative from the Women's Bureau (during 1986), and, of vital importance, two women leaders per estate. From April 1986, the responsibility of convening the meetings, should be formally vested in the Regional Social Welfare coordinators.

As noted earlier, the PFWSs report directly to their respective organisations but it is not clear whether these reports are analyzed or followed up. It is recommended that a standard format for monthly field level reporting by PFWSs be designed by the Project staff in collaboration with JEDB/SPC. Copies of these reports should be sent to the Women's Bureau/Associate Expert during 1986.

The National Steering Committee should continue to meet quarterly and the Estate Planning Committees montly.

Orientation and Training

While most Project participants have received technical and leadership training, there is consensus among participants, staff and the Evaluation Mission that follow-up courses are needed for any long term benefits to emerge. Materials already with the Project such as the booklets on animal husbandry and family health and the leadership

training manual developed by Ms V. Saguin could be used by the Project staff for this purpose.

Study visits to selected Project estates should be arranged for Women's Bureau staff, members of the National and Regional Steering Committees, PFWSs and Project participants to provide an exposure to the Project and an opportunity to exchange views and ideas.

Ex-Post Evaluation

As requested by the Womens' Bureau, an ex-post evaluation should be made by one local and one international Consultant at the end of 1986 to ensure accountability and assess Project performance after transfer.

PART II: TRIPARTITE EVALUATION MISSION - KENYA
MARCH/APRIL 1985

Community Action for Disadvantaged Rural Women in Arid and Semi-Arid lands

SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS

The project was developed to strengthen the Arid and Semi-Arid Lands (ASAL) Programmes, which recognises the crucial role women play in rural development programmes. The project was signed in December 1981 and became operational in May 1982, when a National Coordinator was appointed. The national executing agency is the Rural Planning Division in the Ministry of Finance and Planning. The project is operational in four districts, namely West Pokot, Isiolo, Taita Taveta and Kajiado. The last district was included in 1984.

The project is executed by FAO and the Government of Kenya (GOK) and funded by Swedish International Development Authority (SIDA). The primary aim of the Project is to improve the conditions of the rural women in the arid and semi-arid lands of Kenya, by assisting women's groups in identifying their own priority needs and to develop suitable action programmes. Emphasis was placed on food production, income-generating activities and training. A substantial part of the planned activities, according to the Project document, was also related to research on methodology including a social impact analysis.

MAIN FINDINGS

The Project is particularly well justified in terms of the target group and geographical area. Women and their dependents in the most disadvantaged rural areas in terms of natural resources and services have previously not received any substantial development assistance.



Women in Kenya have always assisted each other on a collective basis in various agricultural activities such as land preparation, planting, weeding and harvesting as well as in matters related to the welfare of the family such as marriage, child birth, illness and death. (Photo: Ann Eriksson/SIDA's Bildarkiv)

The main long term development objective of the Project was "to improve the conditions of the disadvantaged rural women in the Arid and Semi-Arid Lands (ASAL) of Kenya".*) Given this rather broad nature of the Project, not to mention all other factors influencing rural women's living standards, it is difficult to evaluate how successful the Project has been in achieving its objectives.

The immediate objectives were also phrased in such a way that it was difficult for the Mission to quantify the direct impact of the Project in improving the economic conditions.

The Project document did not sufficiently specify the expected outputs. Some of the planned activities were also found to only partially coincide with the objectives. Similarly no priority of immediate objectives as

*) Plan of Operation, 1981, Appedix II, page 3

well as of activities were indicated in the document to facilitate the implementation of the Project. It is therefore understandable that the Project team started those activities they felt were most urgently needed namely the training and income-generating activities especially as the country was affected by drought as the 1983 short rains and the 1984 long rains failed.

Activities related to methodology and research have not yet been carried out despite the fact that funds have been allocated for consultancies and local sub-contracts for this purpose. The reason is that the research to be undertaken is very elaborate and in several cases, according to the opinion of both the project staff and the Mission of secondary importance. Nevertheless, the Mission would still like to emphasize the importance of research in some areas like methodology of approach as it is essential for example to find out the best method of assisting the women in developing their own action programmes, to find out at what stage of development it is feasible to use revolving funds, how to develop self-sufficiency in a group and how and when to phase out and start assisting a new group.

In spite of the shortcomings of the workplan, the Project team has gone ahead with enthusiasm and made substantial achievements especially in view of the limited inputs in comparison to the ambitious objectives. The most important achievements were:

- 1) Income-generating activities have been initiated by 17 groups involving 691 women. These activities have contributed to the improvement of the living conditions of the women, although the extent cannot be measured. The women have by means of very small financial investment managed to grow food for their families as well as for sale. In addition, many women have been able to improve their homes. They have also bought clothes for their families and school uniforms for their children. The majority of the women have invested in animals, primarily

goats, as a security for future needs. However, increased number of goats in these arid and semi-arid areas might have serious environmental effects in terms of over-grazing and soil erosion especially in a long term perspective, unless a study of the grazing capacity of the land has been carried out and training in proper goat husbandry practices are incorporated in the Project. The diversified production has also resulted in improved nutritional diet for the families. These activities are encouraging achievements, since the money spent on income-generating activities is only USD 16,000 which is equal to about 3 % of the total Project budget of USD 555,000.

2) The Project has organized training seminars and workshops for women and extension workers at different levels. Altogether about 400 people have participated. Information material of different kinds has been prepared.

3) The Project has contributed to the establishment of an institutional infrastructure conducive for other donors to provide additional assistance to the activities of the women's groups in the ASAL area.

4) The Project has been linked with the priorities and policies established by the Government to develop ASAL and also fits well into the newly implemented decentralization concept known as District Focus for Rural Development.

5) An awareness has been created among policy makers at all levels highlighting the contributions of women to agriculture in spite of inadequate access to rural services and resources.

6) The Project has strengthened local participation and community involvement, i.e. the Harambee spirit of self-help.



The Harambee spirit in the making. (Photo: Charlotte Thege/SIDA's Bildarkiv)

RECOMMENDATIONS

The Mission recommends the extension of the Project for three years be implemented in January 1986. The focus will be on the consolidation of activities now ongoing but restricted only to the target of four districts. Major recommendations are:

- the institutional framework both at the national and districts levels be strengthened, particularly as regards the role and modus operandi of the core secretariat and steering committee;
- the frequency of technical and operational backstopping by FAO should be increased;
- priority should be given to develop a methodology of approach to assist women's groups;

- existing services and resources available to women from Government and Non-Governmental Organizations should be reviewed;
- a method of social impact analysis should be developed as a tool to facilitate speedier and more appropriate scheduling and implementation of Project activities;
- a study of the livestock grazing capacity of ASAL either as a separate project or under a sub-contract to this Project should be undertaken - this should pay particular attention to the husbandry of sheep and goats;
- an appropriate technology component, including time- and labour-saving devices and methods of food preservation, should be incorporated in the Project;
- training seminars on population education/family planning should be organized in collaboration with UNFPA;
- a two-person mission should be fielded (for two months) to prepare a coherent and realistic Project document for the next phase; and
- funds for the next phase should be substantially increased in order to assume due efficacy in Project implementation and consolidation of efforts made so far.

I. BACKGROUND

1. HISTORY OF WOMEN'S GROUPS IN KENYA

Women in Kenya have always assisted each other on a collective basis in various agricultural activities such as land preparation, planting, weeding and harvesting as well as in matters related to the welfare of the family such as marriage, child birth, illness and death.

Around 1950 these women's groups were formalized and it is at that time women's organizations such as Maendeleo ya Wanawake Organization (MYWO) and similar ones were founded with the main goal of improving "economic, social and political status of women in Kenya, by uplifting the standard of living of rural ... communities, to the level where they can help themselves as a means to enhance their integral development and thus, the development of Kenya."*) The women's groups have been registered with the Government and there are currently over 14,000 women's groups in the country.

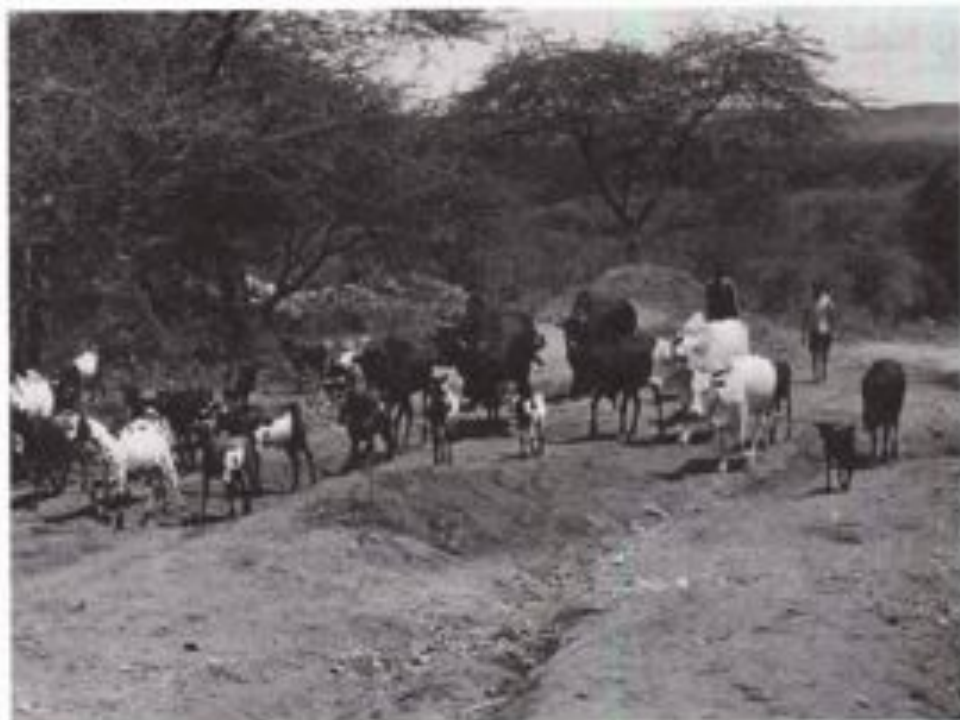
2. THE WOMEN'S BUREAU

In recognition of the role played by the women's groups in national development programmes, the Government set up a Women's Bureau within the Ministry of Culture and Social Services in 1976. The objective was broad, namely to ensure equal opportunities for women in the development process. The Bureau is of vital importance in ensuring continuity in the follow-up and implementation of the Plan of Action for the Integration of Women in Rural Development emanating from the Conference in Mexico.

3. ARID AND SEMI-ARID LANDS (ASAL)

ASAL covers an area of 473,000 km² or 82 % of Kenya's land area. Cultivation is only possible during the period of short rains starting in April unless irrigation is avail-

*) The Maendeleo ya Wanawake Organization, page 2



ASAL in Kenya - the pressure on grazing areas is steadily increasing. (Photo: Ann Eriksson/SIDAs Bildarkiv)

able. Most of ASAL is rangeland, in Baringo District, for example 98 % is rangeland while only 1 % is cultivated.

Pastoralism is therefore a dominant occupation in a majority of households, while about 30 % engage in crop cultivation. Households migrate seasonally in search for water and grazing areas, thus decreasing their own accessibility to communal services.

Nomadic pastoralists are faced with aggravating problems in providing for their families. While traditional grazing rights have been observed for almost 200 years, the pressure on grazing areas have increased steadily as a result of land adjudication and reserves for wildlife in combination of a raising population. As a result overgrazing and soil erosion is spreading. Despite scarcity

of water and a harsh environment ASAL contains 37 % of the national cattle herd, 68 % of the goats and 66 % of the sheep. According to recent study, livestock wealth is unequally distributed. For example, in Baringo District the richest 10 % of livestock owners control approximately 46 % of all stock units, and the poorest less than 10 %.

Among the poorest, malnutrition and/or undernutrition is common. According to a recent study in the before mentioned Baringo District, 41 % of the households have an undernourished child. In some other districts about 27 % of the population are famine relief recipients. In an attempt to increase food production in the country, development assistance has mainly been directed to the 18 % of the country with high potential for agricultural development.

In recognition of this imbalance, the Government of Kenya formulated the Arid and Semi-Arid Lands (ASAL) Programme during the Third National Development Plan Period of 1974-78.

Problems to be tackled in ASAL comprise:

- 1) technological constraints;
- 2) public infrastructure;
- 3) illiteracy.

Programmes for integrated rural development have been initiated in a number of Districts funded by various donors.

The objectives of the ASAL programmes are alleviation of poverty, improvement of the welfare of the inhabitants, creation of income-generating activities and provision of basic needs. More specifically the development efforts focuses on the following:

- 1) Adaptive and basic research.
- 2) Expansion of food production.
- 3) Tree planting.
- 4) Capital mobilization.
- 5) Strengthening of economic links between ASAL and areas of higher potential for agricultural development.

- 6) Development of services.
- 7) Land use planning.

ASAL development programmes comprise directly productive activities and improvements of the social infrastructure. In this way, ASAL programmes will serve the twin goals of increasing income through the creation of income-generating activities and improving the quality of life through more equitable access to basic needs such as water, food and nutrition, health, housing and education. The Programme is based on the established administrative system in the 13 districts and involving the local population in assessing their own needs and priorities and in implementation of solutions.

The roles of women in agricultural production and generally as providers for their families have been recognised. In Kenya 90 % of the rural women work solely on their farms. In certain areas 47 % of the farms are managed by women. About 27 % of the families are headed by women. Women's role in animal husbandry is also eminent. In Baringo District, it was found that 55 % of the pastoralists were women.

Yet, development activities tend to reach men more than women. Even though increasing numbers of women are active in cooperatives, and earning petty cash from agriculture and handicrafts, on the whole, women's methods of carrying out their household and agricultural activities have changed very little. Women have few chances for training as they seldom continue school beyond standard five, and many of them are not participating in the money economy more than to a very limited extent. Women have difficulties to attend courses at the Farmers Training Centres as they lack time, childcare, basic education and other means. Most extension officers are still men who sometimes are uneasy to visit female farmers. In other words training facilities have not been developed to suit the main target group. Even new and pipe-line projects are usually planned to utilize the formal training insti-

tutions thus bypassing women. The Mission emphasizes the need for innovative changes in extension programmes and approaches to reach the disadvantaged rural women who form a major segment of the rural farmers.

It was, however, expected that the role of women in implementing the ASAL programmes would be taken into account. A separate project to improve the conditions of the disadvantaged rural women in ASAL was prepared. As a follow-up to the WCARD Conference and in recognition of the needs of women the Community Action for Disadvantaged Rural Women in Arid and Semi-Arid Lands of Kenya (CADRW) was launched.

4. COMMUNITY ACTION FOR DISADVANTAGED RURAL WOMEN (CADRW) IN KENYA

Community Action for Disadvantaged Rural Women (CADRW) is a part of Arid and Semi-Arid Lands Programmes being coordinated by the Ministry of Finance and Planning. The Project document was signed in 1981 and became operational in May 1982. Its main objective is to raise the nutritional and socio-economic status of families in the arid zones through women's groups activities.

CADRW activities have been initiated in four districts namely, West Pokot and Kajiado in Rift Valley Province, Isiolo in Eastern Province, and Taita Taveta in Coast Province. 13 districts are considered to be in Arid and Semi-Arid Lands (ASAL) that require priority. It was not possible to cover all these areas at once. The total number of women's groups in these four districts are 518 with a membership of 42,383 (Table 1)

Table 1: Women's Group and Membership

| | Women's Group | | | Membership | | |
|--------------|---------------|--------------------------|----------------------|------------|--------------------------|----------------------|
| | Total | CADRW Assis- tance | % Assis- tance | Total | CADRW Assis- tance | % Assis- tance |
| Isiolo | 12 | 3 | 25 | 360 | 102 | 28 |
| Kajiado | 260 | 4 | 2 | 30000 | 191 | 1 |
| Taita Taveta | 193 | 5 | 3 | 11440 | 268 | 2 |
| West Pokot | <u>51</u> | <u>5</u> | <u>9</u> | <u>583</u> | <u>130</u> | <u>22</u> |
| Total | 518 | 17 | 3 | 42383 | 691 | 2 |

CADRW identified 17 Women's groups (3 %) from the four districts to act as pilot groups. This was carried out in collaboration with district teams who assist in monitoring of the activities. Financial assistance was given to each group to start income-generating activities which the women had identified themselves and which the technical officers felt were viable.

Apart from income-generating activities and food production, the main components of the Project were comprised of research on methodology and training. The development objectives of CADRW were in short:

- to increase women's capacity to meet their basic needs,
- to increase food production,
- to assist in improving women's access to integrated resources and services,
- to increase rural women's awareness and understanding of constraints on their lives and possible means to overcome them.

The results (outputs) expected from the Project included:

- An approach and methodology which involves women in the assessment of their own needs and involves them in action programmes to meet those needs.
- Orientation and training of extension workers from all relevant ministries to improve the delivery of services to rural women.
- Income-generating projects and increase of food production.
- Guidelines for monitoring and evaluation of village-level project.

The Project is implemented by FAO. According to the Project document the Government of Kenya was to contribute USD 237,000 while SIDA agreed to assist with USD 318,000. The Project had a duration of three years and came to an end in May 1985.

5. THE EVALUATION

The Evaluation Mission was requested to assess the success and the shortcomings of the CADRW Project and make recommendations for future actions. The Terms of Reference of the Mission are included as Annex II.

Composition and Timing

The Mission was composed of the following:

1. Inga-Lill Andréhn - SIDA Consultant, Head of Mission (Funded by the University of Agricultural Sciences)
2. Ayele Yeshewalul - FAO Consultant
3. Jotham K. Okidi - Representative of Government of Kenya



Women and their dependents in the arid areas have previously not received much development assistance in Kenya. (Photo: Sv. Å. Lorenz/SIDA's bildarkiv)

The Mission, composed of the representatives of SIDA, FAO and the Government of Kenya, visited the Project from 10 March to 2 April 1985.

Methodology

The Mission's first meeting was with Mrs Maiterra, Project Coordinator, and Project staff to brief Mission's purpose and to discuss the tentative schedule of activities of the Mission prepared by the co-ordinator. The revised list of activities undertaken by the Mission were:

- (1) Briefing:
 - (a) FAO Representative
 - (b) UN Resident Coordinator
 - (c) Government Officials
 - (d) SIDA Officials
 - (e) CADRW Project staff

- (2) Review: Relevant document obtained by Mission members from CADRW, FAO, SIDA and others.

- (3) Visits: Project sites in 3 districts (Isiolo, Taita Taveta and Kajiado). Also paid a call on the relevant Government offices at district and local levels.

- (4) Meetings: Various Governmental and Non-Governmental Organizations and Women's Groups.

- (5) De-briefing:
 - (a) FAO Representative
 - (b) UN Resident Coordinator
 - (c) Government Officials in the Ministry of Finance and Planning
 - (d) SIDA Officials
 - (e) CADRW Project staff
 - (f) FAO Headquarters Officials.

Close contact were maintained throughout the stay of the Mission in Kenya by FAO Representative, Mr John C. Phillips. Close contacts were also maintained by the Mission with Mr G.L. Pennacchio, UN Resident Coordinator, relevant Government departments and SIDA offices in Nairobi.

The Mission met with UN, Government and Non-Governmental Organization's representatives in Nairobi, who all gave quite informative and extensive briefings about the intentions and expectations as well as problems experienced by the Project. At district level separate meetings with staff at all levels were held before the women's groups were visited.

The Mission visited 8 women's groups in the 4 districts. Discussions were held and chairpersons and committee members of each group described the history of the group, activities including progress and set-backs, money received, spent, and incomes earned as well as plans for the future. The Mission also had the opportunity to see the different group Projects and hear explanatory comments made by the extension workers concerned.

In addition, the Mission members also invited a woman each at random for a personal interview. The interpreter was a female extension worker not directly responsible for the Project or the activities of the women's group. The women interviewed seemed all very open and frank both concerning matters related to the group as well as regarding their own living conditions. As mentioned before, the Mission also met with one women's group not yet assisted by the Project.

Summary of main findings and recommendations were finalized in the country and discussed with the Government of Kenya Officials and FAO Representative. Two members of the mission, namely SIDA and FAO Representatives, returned to Rome on 3 April and submitted the summary of the Mission's report to FAO and debriefed the Project task force which subsequently endorsed the recommendations of the Mission.

Limitations

Due to time constraints, it was not possible for the Mission to visit the women's groups in the district of West Pokot.

Acknowledgements

The Mission wishes to thank the Government of Kenya, the UN Resident Coordinator and the FAO and WFP Offices based in Nairobi for their assistance. Special appreciation and thanks should also be conveyed to the Women's Groups for their enthusiastic and generous reception of the team.

II. ASSESSMENT OF OBJECTIVES AND DESIGN

1. JUSTIFICATION OF THE PROJECT

The Project aims at assisting rural women living in the Arid and Semi-Arid Lands of Kenya where the incidence of malnutrition is known to be greatest and 27 % of the population are famine relief recipients. At present the basic needs of these people cannot be met by the resources and facilities available. Appropriate technology "know-how" is also lacking at this stage. The Project aims at provision of basic needs for the people most in need.

The people living in ASAL, traditionally nomads, have been more and more confined to areas with low potential for agricultural development as the areas with high potential have been successively cultivated and in addition large areas of the country have been reserved for wildlife. Land accessible for grazing has decreased at the same time as the population has steadily increased. Deforestation and overgrazing are serious problems in these areas. Women and children have recently settled while men move on herding the cattle. The Project facilitates the settling process by provision of development assistance and increased access to services and resources.

Traditionally women in Africa assist each other by participation in group activities. There are currently about 14,000 women's groups in the ASAL areas. Thus there is a good scope for development projects as the prerequisite of community participation already exists.

Although about 80 % of agricultural work is carried out by women, development efforts have not been directed to them to a proportional extent. 88 % of the women live in rural areas and 27 % of the families in rural areas are headed by women.

The Project aims at assisting those responsible for agricultural production at subsistence level. In addition, emphasis is on food production while development efforts in Kenya have long been concentrated on production

of cash crops although maize and milk products also have been promoted. This is well needed as the production in, for example, Isiolo district shows a downward trend according to the Annual Development Plan due to transport and marketing problems. For instance, there is no free trade between districts. The problem of raised prices on foodstuffs by so-called lorry-traders who illegally bring in food from other districts is also pertinent. These constraints deserve special attention by the relevant marketing Department of the Government.

The assistance of these women fits well into the Government policy to increase development activities in these areas under the Arid and Semi-Arid Lands Programme which is a large scale integrated rural development aiming at a holistic approach to tackle the constraints. These areas have not previously received substantial assistance since independence in 1963 as projects mainly have been focusing on areas with high potential for agricultural development. The Government has also initiated a decentralization of responsibilities to district level by introducing a policy of District Focus for Rural Development according to which the District Committees play a central role. The CADRW is a natural extension of the established National policies and programmes already operational in each district.

The conclusion is that the Project fits well into the priorities and policies established by the GOK and expressed by the ASAL programme and the decentralization approach.

2. OBJECTIVES OF CADRW

The long term development and the immediate objectives may be summarized as follows: The long term objectives of the Project had been: (1) to improve the living and working conditions of disadvantaged rural women in the ASAL of Kenya through women's group activities and people's participation in rural development; and (2) to increase women's

awareness of their basic needs and of constraints on their multiple roles.

While the immediate objectives were: (1) to assist disadvantaged rural women to define their own priorities for development assistance and determine their needs; (2) to use these data as a basis for Project activities; (3) to verify if ongoing projects in the ASAL and existing services and resources for rural women cater for their needs and to recommend ways of making them more appropriate in this sense; (4) to determine how women's multiple roles constrain their effective contribution to food and cash crop production; and (5) to develop and test methods of evaluation and social impact analysis.

It is difficult to evaluate to what extent the Project has contributed to the attainment of the development objectives as they are rather vague and open-ended. The terms "increase" and "assist" are not matched with any statement indicating to what extent or up to what level the Project should contribute to development to be proven successful. Maybe it would have been possible to define these objectives more clearly, for example, in relation to degree of self-sufficiency or dependence on famine relief? However, most of the women's groups verbally informed the Project and the Mission of increases in their incomes and benefits to their families. The Project should endeavour to obtain quantitative information on the benefits realized as a result of the supports given.

Similarly, the immediate objectives do not seem to have been listed in any systematic order. They are neither mentioned in the terms of priority nor grouped according to subject.

There is a poor linkage between the development objectives and the immediate objectives. The development objectives "to increase food production" has for example no directly related immediate objective. The Project activities are in turn only partially matched with the immediate objectives, like for example training. There is no immediate objective directly related to income-generat-

ing activities. In fact some activities are linked to the development objectives and not to the immediate objectives. These shortcomings have created confusion.

An analysis of the inter-relationship between the development and immediate objectives and activities is essential as unclear conceptualization as to what the mandate of the Project really is can be interpreted differently. This has also happened. Looking at the development objective it may appear as if the Project is limited mainly to the sphere of agriculture - food production and women farmers are mentioned. According to the immediate objectives the main emphasis is on research and methodology. As mentioned before, the income-generating and training activities have no clear corresponding immediate objectives.

Therefore, it is not surprising that there is confusion whether the Project can assist women in activities like provision of water, rental-houses, handicrafts, to name a few activities carried out by women. The question has also arisen if the Project may assist with agricultural tools or items of intermediate technology related to housing, food storage/preservation and cooking. Since the focus of the Project is satisfaction of basic needs, the scope should be wide enough to cater for those needs. The establishment of the Interministerial Steering Committee also indicates an awareness of the necessity of a broad coordinated approach.

It is unrealistic to expect that the Project staff comprising a national coordinator, an associate expert, an assistant national coordinator, temporary consultants for seven man-months and support staff would have been able to reach the immediate objectives of the Project. During the 2 1/2 years of the life of the Project there has been a total of 89 visits to Project sites.

This is about 2 visits per year per Project site, which the Mission finds to be a low rate of supervision and recommends to increase the number of visits by supervisory personnel.

The training component has been allocated a total amount of USD 114,000 but out of that USD 54,000 is the estimated rental cost for training premises. However, no rent will be paid hence this contribution is in kind. The money available for actual training costs was 60,000 or 17 % of the budget. This amount appears to be sufficient.

The income-generating activities - the backbone of the Project - have only been allocated USD 30,000. This is only 5 % of the budget. Although of course the entire Project is of benefit to women, the assistance in terms of direct expenditures for training and income-generation amounts to USD 90,000 or 14 % of the total Project costs. This could be compared to the FAO implementing charges which are USD 35,210 or 14 %.

The Mission found that the inputs are far too small to match the objectives, and the allocation of only 5 % to the income-generating activities and self-help schemes is not related to the needs of these women, who are expected to produce food without:

- access to water at reasonable distance even for domestic use;
- time as about on the average six hours daily is spent fetching water;
- farming inputs like pesticides and manure;
- fencing to prevent wild animals from intruding;
- storage to prevent food losses;
- roads transport and markets;
- owning the land.

The Project was originally intended to cover all thirteen ASAL districts comprising around 14,000 women's groups. It is now operational in four districts where there are 518 women's groups. If the Project had attempted to assist all these 518 groups, each group would then have USD 58 for income-generation. This would mean about USD 1.5 per woman as on the average each group comprises 40 women. Therefore the Mission emphasizes the importance of

intensifying activities within the four districts rather than expanding into other ASAL areas.

The clarity and precision in the description of Project purposes need to be improved as well as the clarity and comprehensiveness in the enumeration of Project activities and their relation to the immediate objectives. Specification of the scope of the targets to be attained and the time by which they are to be attained and phasing of project activities and inputs should be indicated.

It has been stated that the Project is a pilot project with an innovative approach taking into consideration women's multiple roles, etc. However, this is not well reflected in the document nor in the way the Project operates. It is not clearly spelt out what is sought to be proved under operating conditions, how and for what immediately applicable purpose. If women's roles had been properly considered in the design it would have been appropriate if the Project had collected information pertaining to, for example:

- women's average time available for Project activities, and consequently the ideal Project input in terms of time with each women's group (maybe in terms of a given week day per group so the women would know when to meet with representatives of the Project);
- major time-consuming tasks and how to save this time and labour by introduction of time- and labour-saving devices of different kinds;
- arrangement of childcare if needed, for example, to allow for attendance on training courses, study tours, etc.

3. DESIGN

Choice of Districts and Women's Groups

The Project is intended to operate within the framework of the ASAL Programme. Initially four districts were chosen

Isiolo, Taita Taveta, West Pokot and Meru. Due to problems of cooperation, the Project withdrew from Meru and in 1984 Kaijado district was included. The districts were chosen according to the following criteria:

1. Degree of aridness;
2. Lack of development;
3. Number of people;
4. Different ethnic groups;
5. Regional balance.

Kaijado was included because of proximity to Nairobi which would enable more frequent visits by the Project team. Women's groups within each district were chosen on the basis of representing different ethnic subgroups and also to represent different parts of the district in order to avoid jealousy between the groups.

As indicated in the Plan of Operation, information on the socio-economic characteristics, extent and needs of the groups need to be collected for identifying the most disadvantaged group and design programme of actions. This has not been carried out in all districts, except in two districts where baseline studies were undertaken to get some data for monitoring and evaluation purposes.

Methodology of Approach in Assessment of Needs

By means of the planned research inputs it was foreseen that a methodology of approach of the Project would have been worked out. The method of approach to support rural women farmers in defining their own priorities for development assistance is a crucial issue. This requires a planned method comprising interviewing techniques in order to assist the women to fully and freely analyse their situation and possible ways of improving it.

Rather than analysing their needs and constraints to fulfill these needs, the focus was on an activity which is a means to achieve an objective. The Mission also found that the women's groups had identified activities such as,

rental-house, bee-keeping, handicrafts as a priority need. Often these projects have not been fully analysed in terms of existing and planned services in the areas, means available, knowledge or techniques required or transport and markets.

This situation could have been avoided if the Project staff had used a methodology of assess the actual needs instead of accepting activities. The Mission recommends that the person assisting the women should analyse their priority needs and ultimately help in preparation of local action programmes. This person should be experienced in interviewing as well as familiar with non-directive techniques, to be able to tactfully investigate the main problems and assets in the area, its provision of services and resources as well as to make an estimation of the knowledge and experience available. Alternative activities should be analysed in terms of their feasibility. A clear holistic picture of the living conditions of each group of women must be obtained including the district plans, programmes and/or project available with the aim to coordinate resources in the most efficient way. Today different donors operate side by side at district level but coordination is minimal. However, this Project has managed to give a foundation upon which other donors can build their assistance as the supervision and infrastructure exist. District staff is knowledgeable and dedicated in their own professional work, but the Project sites should collect the information CADSW needs.

If the women should have identified an activity on their own and embarked on it, it will take a great deal of consideration and diplomacy to enquire about the surrounding circumstances and feasibility of the activity. This is especially the case when women's groups have been encouraged by previous advisers in the area to produce bead work difficult to sell in the area and even harder to sell to women outside their own ethnic group as the pattern reflects ethnical heritage. Tourists may, to a limited extent buy these items as souvenirs while the likelihood of



The women who had married at an extremely early age expressed their wish that their own daughters should wait until their mid-twenties to settle down and form a family. (Photo: Charlotte Thege/SIDA's bildarkiv)

women wearing these ornaments in developed countries is rather small due to the whims of fashion. Women have vested considerable money and time in this kind of handicraft and are now experiencing real difficulties in marketing.

Another difficulty for women in assessing their own priority needs is their lack of exposure to new ideas. It is only natural that they mention activities they know of and which seem to be possible to realize by utilising existing means. Women usually tend to set their objectives lower than men do thus by their own low aspiration limiting their possibilities of progress.

Women being used to their limited possibilities of influence on matters outside the domestic sphere may not try to question nor alter the forms of assistance given. This might be one explanation why one group visited had been given a storehouse from Government at a cost of KSh 50,000 while they had no water, no fence and no plow for their shamba. Another group had a goat-dip provided by CARE but no water for it and it was not known how much chemicals were needed and the price of it.

During the interviews it was apparent that the women had limited possibilities to influence their lives. They often expressed specific wishes regarding their daughters' future, for example. A woman who had been married around the age of 14-15 for example, would want her daughter to wait until 22-24. They also wanted their daughters to continue school beyond standard 5, etc. It is understandable that it will take some time for these women to form and express their opinion on development plans of a project.

The study tours organized by the Project are excellent in creating awareness of the various possibilities open to women. The Mission recommends that this allotment will be increased in the next phase of the Project.

Summary of Problems Encountered in Assessment of Needs

The major problems were:

- a) Lack of analysis of the macro situation in the area. This means a review of the resources and services available, and planned for, as well as a satisfying coordination between donors.
- b) Activities which were not fully analysed in relation to the prerequisites necessary and in relation to other possible activities which might have been initiated.
- c) Lack of knowledge regarding alternative means and technologies and time- and labour-saving devices.
- d) Low aspirations because of status and previous possibilities.
- e) A tendency to accept what is offered without trying to influence plans and activities as a result of insecurity, illiteracy and inexperience.

It is absolutely essential that a methodology of approach and phasing-out plan be properly designed as soon as possible. However, it is clear that the women's groups have benefited from this 'ad hoc' assistance. The women's groups have legitimised the Project, demonstrated their affirmative activity and have exercised their initiative, creativity and self-reliance.

III. ASSESSMENT OF INSTITUTIONAL FRAMEWORK AND MANAGEMENT

1. INSTITUTIONAL FRAMEWORK

Like the ASAL Programme and the Rural Development Fund, the CADRW Project has also been placed under the Ministry of Finance and Planning to give it the best possible support and to facilitate coordination with other programmes and projects.

A Core secretariat, composed of the Heads of the Rural Services Coordination and Training Unit (RSCTU) and the Food and Nutrition Planning Unit, has been appointed to coordinate the Project and advise on policies and measures to be taken.

The placement within the Ministry of Finance and Planning is ideal as this Ministry is responsible for the coordination of all development activities in the country. This also indicates that the government has given a high priority to the Project. The core secretariat is supported by an inter-agency steering committee which includes Ministries of Agriculture, Health, Culture and Social Services and Cooperative Development, as well as Non-Governmental Organizations, such as the University of Nairobi, Maendeleo ya Wanawake (Women's Progress) Organization and the Kenya Freedom from Hunger Council.

Unfortunately, the set-up of the core secretariat and the Steering Committee has not fully served the intended purpose as they have only met about once a year. A study tour was also organized in November 1984. There is an appreciable interest in the Project by the members but one cannot say that any steering functions have been performed. The modus operandi of the Steering Committee, i.e. its role and the way it operates, should be reviewed and regular meeting schedules established. Representatives of the rural women's groups should also have a possibility to take part in these meetings, at least when major issues related to Project activities are to be decided on.

A heavy schedule of work is being undertaken by Mrs P.W. Naiterra where she was the sole expert during the first year. Both FAO and SIDA consultants had felt it fair that Mrs Naiterra, Project Coordinator, should receive a special post allowance as topping up to the salary paid by government.

The Government adopted the new strategy for rural development in July 1983 which is known as the District Focus on Rural Development. This is based on a principle of complementary relationship between ministries with an integrated approach to addressing local needs. The responsibility of operational aspects of district specific projects and activities has been delegated to district level. The District Development Committees are responsible for planning, coordination and implementation. Each district prepares an Annual Work Programme. The District Committee is also involved in selection of projects and groups to be assisted. Some of the women's groups receive assistance from the Rural Development Fund which is channelled through the District Development Committees.

At district level the CADRW Project has been attached to one of the following: the District Social Development Officer (DSDO), the District Development Officer (DDO), the District Social Welfare Officer (DSWO) or the Women Organizer. The most common arrangement is that the DSDO coordinates CADRW Project activities at grass-root level. This person has been chosen because he/she works under the Ministry of Culture and Social Services and is responsible for women's activities in the country. The DSDO assists in this Project in addition to his/her main duties. Although these officers generally are keen to work for the Project and their salaries are reflected in the Government contribution to the Project, some of them might experience a conflict of loyalty. For instance, there are some cases reported where the District Coordinators failed to take appropriate action or failed to submit progress reports to the Project's Headquarters. This officer has no mandate to call upon his colleagues in other Ministries to assist

the project at field level. He/she is the subordinate to the District Development Officer who is responsible for coordination.

It has not been possible for the Mission to find out to what extent the DSDO support the Project activities by visits to the various women's groups. The interest and support is evidently there. But in order to strengthen activities and especially to establish coordination and cooperation between the extension officers in agriculture, animal husbandry and other offices at field level, it would be more efficient to have the DDO or someone at that level responsible for the Project. The Mission would like to recommend that the Project is linked to the District ASAL coordination or where such a post is not established to a DDO or an Assistant DDO.



The women have shown their initiative, creativity and self-reliance. (Photo: Charlotte Thege/SIDA's bildarkiv)

This arrangement would enable proper coordinated effort at district level and improved accountability. This would also ensure integration of various projects into the yearly planning exercises at district level and the promotion of the accessibility of resources and services to the women's groups. The integration is a prerequisite to improve women's accessibility to services and resources.

It may be concluded that the assigning of the Project to the Ministry of Finance and Planning has given the Project the necessary status and backstopping needed to motivate other GOK officials to assist. The Project fits well into the principles of the District Focus on Rural Development and it has managed to increase awareness and interest among Government officials at all levels.

2. MANAGEMENT

Two National Coordinators with four supporting staff members and seven District Coordinators plus two international consultants have been attached to the project. In addition, the Project used a short term consultant on two occasions to:

- 1) help the Ministry of Finance and Planning to initiate the Project, select institutions for research and training, design the local needs assessment, analyse and report data collected;
- 2) review the ongoing project;
- 3) assist the national coordinator in preparation of a comprehensive plan;
- 4) assess the needs for additional components;
- 5) prepare a progress report for FAO.

The allocation for international consultancy has not been utilised as only 2.5 man-months have been fielded towards the allotment of seven. One Associate Expert assigned to the Project in mid 1984. Her tasks are to:

- 1) assist in the organization of effective rural women's groups;
- 2) work with target groups at field level in assessment of needs, planning, implementation and evaluation of Project activities based upon identified needs;
- 3) act as liaison with Project coordination and with national agencies;
- 4) participate in village level training activities.

The Project Coordinator and these few staff members have been able to manage the Project adequately.

The fundamental purpose of all women's institutions is to serve women's needs through a planned programme. Changing needs of rural women necessitate constant changes in the organization of developmental institutions. During the formative years, organizations and projects such as CADRW were able to operate independently in meeting women's needs. But today, the problems and needs for continuing education of women and families are increasingly multitudinous and with limited resources. As a result, no single organization will possibly be able to assist all women's groups.

One alternative to increase the responsiveness of CADRW to women's groups is to cooperate with other women's organizations. These relationships can help to maximize the delivery of services and thereby increase the efficiency and utilization of resources, in keeping with women's demands.

The Mission finds it imperative that a framework and strategy of cooperation among women's institutions be developed. If such a strategy is developed, it could bring the organizations together in a more harmonious way. There are five major areas where CADRW has the potential for linkage: (a) Clientele identification, (b) needs assessment, (c) objectives to meet needs, (d) action

planning, and (e) evaluation. In order to address this strategy, the Mission finds it imperative to establish an advisory board made up of representatives from all women's organizations, whose responsibility would be to design, implement and monitor the linkage process.

In short, the need for services for women in ASAL and in particular in CADRW Project areas far exceeds the ability of any one organization to meet. A viable alternative to increasing the response CADRW may make is through the development of cooperative actions in programming via such framework as the one presented here. Obstacles to cooperation do exist but the reciprocity of a cooperative relationship has the potential of assuring programmes that will better serve the needs of the disadvantaged rural women in the arid and semi-arid lands of Kenya.

3. THE PREVIOUS MONITORING ACTIVITIES

A SIDA consultant was fielded from 3 March to 17 May 1982 with the purpose 'to help the Ministry of Finance and Planning to initiate the project, to select institutions for research and training, to design the local needs assessment, to analyse and report data collected and to carry out other activities required for a successful back-stopping of the project.'*) The consultant in the conclusions of her field report rightly pointed out that 'the work plan is not realistic. If the work should be carried out as far as the plan indicates, much more resources in funds and labour must be available.' She also recommended that the environmental problems should be given special consideration, especially reforestation activities and how to introduce agroforestry in these areas. In addition she proposed a nutrition component to be included in the project. This has also been incorporated in the training component. The environmental problem remains to be considered. Finally she recommended a consultant for seven months to assist primarily with research and coordination with national institutions and projects.

*) Ornstedt, Svea. Report on Consultancy March 3 to May 17, 1982. p. 1

The same consultant was also hired between 23 February and 3 May 1983*) to review the Project and to assist in preparation of a plan for the remaining period of the Project. She also assessed the needs for additional components to be included and assisted in the preparation of a progress report. Her recommendations could be summarized as follows:

1) The project should not be extended to new districts, but should continue in the area where it now operates. This would result in:

- a) a greater understanding of cultural beliefs and perceptions of the target group;
- b) an additive effect of assistance in the same area leads to better possibilities of development;
- c) a linkage between relevant groups.

2) Actions against soil erosion. The consultant mentioned a fear shared by this Mission as she writes: "It might happen that the project will cause damage on a vulnerable environment if careful preventive actions are not taken." She proposed that the project would look into the needs of fuel and fodder and the feasibility of introducing fast growing trees.

3) The need for identification of priorities and the establishment of comprehensive development plans for each women's group was stressed.

4) An inter-agency approach was proposed to solve the main problem in these areas which is the access to water.

Another monitoring activity was undertaken by Dr Yasmin Morenas, Senior Officer of FAO/ESHW, who assumed technical backstopping in 1984. She reported that the Project Co-ordinator, Mrs Naiterru, "(had) performed efficiently.

*) Grstedt, Svea. Consultancy Report, 23 February to 3 May, 1983

(had) been resourceful in the tasks undertaken and (had) maintained close contact with the groups of women."*) The summary of her major recommendations were:

- a) that the project be extended to achieve a degree of self-reliance by the women's groups;
- b) that full attention be concentrated on the ongoing activities in the Project sites; and
- c) that the Government should identify needs and prepare a future plan of work by actively involving the Project Associate Expert with this task.

Finally, the Project Coordinator organized a field trip for members of the Steering Committee in November 1984 to show Project activities in Kajiaño and Taita Taveta districts.

The Mission suggested that:

- a) the frequency of technical and operational backstopping should be increased; and
- b) a practical monitoring and evaluation system as part of the planning and management function of the Project should be established.

*) Morenas, Yasmin, Back-to-Office Report, 3-5 May 1984, p. 1

IV. PROJECT ACTIVITIES AND OUTPUTS

The Project Document assigned 24 activities. Not all of these activities were undertaken. Some were covered in a generalized way or in the form of ad hoc exercises, others were not undertaken. In this section the focus is on the implemented activities. The activities can be divided into five categories.

The first category was concerned with the development methodology of approach which involves women in the assessment of their own needs and in action programmes to meet those needs. Activities under this head, included the evaluation of different approaches used by the women's group activities in Kenya, and the development of a methodology to assist rural women in providing appropriate integrated services/resources.

The second category of activities was intended to ensure that activities are coordinated and to determine gaps which may be filled by this Project and other development projects. These included the review of ongoing rural development projects being undertaken by Government Ministries and Non-Governmental Organizations especially those seeking to reach rural women.

The third category of activities was to carry out a social impact analysis on a pilot basis involving baseline surveys and to continue monitoring and evaluation of the Project to assess both the positive and negative effects on women.

The fourth category of activities was to provide inputs to lead to increased food production or income-generating activities through assistance to women in their multiple roles as food producers, food providers, wives and mothers and in the ways they define as most useful.

The fifth category of activities was intended to provide training of extension workers from all relevant ministries to improve the delivery of services to rural women as well as training of rural women in agricultural production, nutrition, health and child care.

1. DEVELOPMENT OF METHODOLOGY OF APPROACH

The Mission is of the opinion that the Project had a very slow start. In a relative sense, the progress in Phase II has been considerable. The Mission feels that the Project has now passed the awareness stage. The women participating in the Project are at a stage of high expectations. However, it should be borne in mind that after 2 1/2 years of operation the CADRW methodology of approach which was envisaged in the Plan of Operation has not yet been developed. The Mission suggests that there should be a set of guidelines, which could be developed by consultant, to collect information needed for developing the methodology of approach.

2. COORDINATION OF ACTIVITIES

One aspect of coordination of activities was the implementation of the Project through the Ministry of Finance and Planning. This was done chiefly through the establishment of a core secretariat comprising of the Rural Services Coordination and Training Unit (RSCU), the Food and Nutrition Planning Unit (FNPU) and the ASAL Unit. The core secretariat is supported by a Steering Committee which consists of operative ministries and relevant Non-Governmental Organizations has not been fully implemented by this Project.

3. SOCIAL IMPACT ANALYSIS

A method of social impact analysis has not been fully implemented by the Project. The analysis ideally has several stages, each of them requiring a different set of components. These different stages include:

- a) the collection of baseline data;
- b) monitoring of ongoing changes and impacts of the Project on the basis of selected key indicators;
- c) evaluation of the monitoring findings in regular intervals;

- d) a short, in-depth study at the end of the Project; and
- e) monitoring on the basis of the selected key indicators after the completion of the projects.

All the stages are necessary in order to be able to assess not only the nature and magnitude of the social impact of the Project but also the reasons for which expected impacts are not realized and unintended impacts emerge.

However, the Project had collected, from two districts, some baseline data of relatively low quality and utility. The Mission suggests that a priority should be given to the development of a method of social impact analysis, as an integral part of the monitoring and evaluation system of the management function of the Project, so as to find out the intended and unintended consequences of the intervention.

4. INPUTS FOR INCOME-GENERATING

With respect to income-generating activities, the most notable contribution of the Project was the financial assistance given to a total of 17 women's groups with membership of 691 (Table 2).

By mid 1984, the groups had received financial assistance of about USD 16,000, and ranging from about USD 600 to USD 1,200 per group. The highest receipts were the women's groups in Kajiado and Taita Taveta districts, while the lowest were the groups in Isiolo (Table 2). The fund received was used for various income-generating activities including goat and sheep rearing, bee-keeping, vegetable gardening, steer rearing, rental house and community centre (social hall) construction and handicrafts. Four of these groups are using revolving funds.

The amount of money spent represents 3 % of the Project budget which is indeed very little as these activities are the only vehicle for change and as such the backbone of the Project. The Mission was not able to find out

immediately the reasons for the low absorptive capacity of funds provided for the income-generating activities. Reports available showed, however, that the main problem here was the late start of these activities and lack of adequate planning and extension facilities in the early period of the Project.

Table 2: Financial Input of Groups' Activities as of June 1984

| Name of Group | Membership | Amount Received | | Per cent Received |
|------------------------------|------------|-----------------|---------------|-------------------|
| | | ESK | USD*) | |
| Isiolo District | 102 | 32,000 | 1,940 | 12 |
| 1. Emong | 56 | 10,000 | 606 | (31) |
| 2. Kasbi Odda | 26 | 10,000 | 606 | (31) |
| 3. Kinna | 20 | 12,000 | 728 | (38) |
| Kajiado District | 191 | 80,000 | 4,848 | 30 |
| 1. Olkimos | 70 | 20,000 | 1,212 | (25) |
| 2. Wkiito | 48 | 20,000 | 1,212 | (25) |
| 3. Embakasi | 45 | 20,000 | 1,212 | (25) |
| 4. Elekunya | 28 | 20,000 | 1,212 | (25) |
| Taita Taveta District | 268 | 80,000 | 4,848 | 30 |
| 1. Nyuki | 31 | 15,000 | 909 | (19) |
| 2. Itingi | 44 | 10,000 | 606 | (12) |
| 3. Kivusbi | 43 | 15,000 | 909 | (19) |
| 4. Paranga | 40 | 20,000**) | 1,212 | (25) |
| 5. Mlundiingi | 110 | 20,000**) | 1,212 | (25) |
| West Pokot District | 130 | 72,000 | 4,364 | 28 |
| 1. Siria | 13 | 20,000 | 1,212 | (28) |
| 2. Kabtabuk | 27 | 20,000 | 1,212 | (28) |
| 3. Losan | 40 | 10,000 | 606 | (14) |
| 4. Chepoyal | 26 | 10,000 | 606 | (14) |
| 5. Wakorr | 24 | 12,000 | 728 | (16) |
| TOTAL | 691 | 264,000 | 16,000 | 100 |

*) USD = ESK 16.5

***) Revolving Fund

5. TRAINING AND TRAINING MATERIALS

It was reported that four district, six divisional and one national workshops were organized with 389 participants or 56 % of members assisted by CADRW (Table 3).

Table 3: Workshops

| Locations | Members of Workshops | CADRW Assisted Members | Number of Participants | Per cent Participated | Year Held |
|--------------------|----------------------|------------------------|------------------------|-----------------------|-----------|
| District | 4 | 691 | 131 | 19 | - |
| Isiolo | 1 | 102 | 34 | 33 | 1983 |
| Kajiado | 1 | 191 | 32 | 17 | 1984 |
| Taita Taveta | 1 | 268 | 35 | 13 | 1983 |
| West Pokot | 1 | 130 | 30 | 23 | 1983 |
| Divisional | 6 | 691 | 214 | 31 | - |
| Isiolo | 2 | 102 | 52 | 51 | 1984 |
| Kajiado | 1 | 191 | 35 | 18 | 1984 |
| Taita Taveta | 1 | 268 | 38 | 14 | 1984 |
| West Pokot | 2 | 130 | 89 | 68 | 1984 |
| National | 1 | 691 | 44 | 6 | - |
| Nairobi | 1 | 691 | 44 | 6 | 1984 |
| GRAND TOTAL | 11 | 691 | 389 | 56 | - |

The two types of workshops conducted were:

a) training of women's group members, extension workers and group leaders. The subjects for discussion included:

- (i) food (agriculture) production and basic nutrition;
- (ii) management of income-generating project and record keeping.

Other aspects of rural development problems such as health, education and leadership, were also analysed during the workshops.

b) production of training materials was organized. This includes the production of a series of three booklets in Kiswahili on goats, bee-keeping and crop production. Similarly, an extension workers' manual on goat-management, crop production and nutrition has been prepared.

The highest participation rate (31 %) was at the divisional level, where the workshops emphasized practical aspects of project implementation and identification of constraints.

The total allocation of funds for income-generating activities and training represent only 16 % of the budget (Table 4).

Table 4: Inputs

| Component | GOK | SIDA | TOTAL | % |
|--|----------------|----------------|----------------|------------|
| Personnel | 81,000*) | 86,000 | 167,000 | 30 |
| Official Travel | - | 8,000 | 8,000 | 1 |
| Sub-contracts for Research | - | 43,000 | 43,000 | 8 |
| Operating Expenses | 15,000 | 17,500 | 32,500 | 6 |
| Income-generating Activities | - | 30,000 | 30,000 | 5 |
| Office space, Training Facilities, etc | 141,000**) | - | 141,000 | 25 |
| Training | - | 60,000 | 60,000 | 11 |
| Miscellaneous | - | 38,290 | 38,290 | 7 |
| Project Servicing Costs | - | 35,210 | 35,210 | 6 |
| TOTAL USD | 237,000 | 318,000 | 555,000 | 100 |

*) GOK personnel seconded to the Project

***) Estimated costs for office space and training facilities contributed in kind.

The Mission recommends that allocation of funds for these activities should be increased substantially in the next phase of the Project.

V. RECOMMENDATIONS FOR THE FUTURE

The Mission recommends an extension of the Project for a minimum of three years commencing January 1986 in order to:

- a) Complete activities delayed by:
 - (i) the 1983 and 1984 drought;
 - (ii) late fielding of staff;
 - (iii) late delivery of Project vehicle which is not suitable for the intended purpose;
 - (iv) the prerequisite of training to precede activities; and
 - (v) the time constraints due to women's multiple roles resulting in limited time for Project activities.

- b) Develop a methodology of approach and method of social impact analysis which has not yet been carried out.

- c) Incorporate essential additional components.

- d) Develop a method of phasing out of support to the women's groups according to their attainment of self-reliance.

An interim extension of six months is recommended to serve as a bridging period between the ongoing and the revised new Project. During this time, consultants will be fielded to prepare a new coherent and realistic Project document and to identify and initiate the necessary research components including a methodology of approach and a social impact analysis.

The Project activities within the four districts should be intensified rather than expanding the activities into other ASAL areas. It is recommended that the major components of the Project should remain but the following adjustments incorporated:

Institutional Framework

- The role and modus operandi of the core secretariat and the Steering Committee should be reviewed;
- the responsibility of coordination of the Project at District level should be delegated to the ASAL Coordinator or in District where such a post is not yet established to the District Development Officer;
- the frequency of technical and operational backstopping by the FAO country office should be increased;
- the National Project Coordinator should receive a special post allowance as topping up to the salary paid by Government;
- a cooperative action relationship among all women's organizations should be developed in order to maximize the response CADSW may make to the target group. To address this framework and advisory board should be established, whose responsibility would be to design, implement and monitor the linkage process.

Research on Appropriate Action Programmes

Priority should be given to develop a methodology of approach to assist women's groups to:

- (i) assess their own needs in terms of priority;
- (ii) investigate the feasibility of proposed activities to meet these needs;
- (iii) plan their activities, in terms of priority in the form of action programmes;
- (iv) evaluate their action programmes and adjust them accordingly.

The methodology of approach should be based on the experiences of women's group activities in Kenya and take into consideration:

(i) services and resources available to women including credit facilities and legal advice;

(ii) the complexity and risks involved in activities embarked on; and

(iii) knowledge and skills of the women including their multiple roles as parents, providers and community participants.

- Existing services and resources available to women provided by Government and Non-Governmental Organizations should be reviewed with the aim to increase and coordinate accessibility for the women especially in the Project areas.

- A method of social impact analysis should be developed that will assess the possible positive and negative effects of the Project. This could also be used in assessing the impact of other projects initiated by WCARRD.

- A study on the grazing capacity of ASAL either as a separate project or under a sub-contract to this Project should be undertaken in order to develop appropriate husbandry techniques of goat and camel rearing including forage production and soil conservation.

Income-Generating Activities

- The allocation of funds for income-generating activities should be substantially increased.

- An appropriate technology component related to water management and construction, home improvement, time- and

labour-saving devices, storage and preservation of food should be incorporated in the new phase of the Project.

- Special consideration should be given at the planning stage to programmes aiming not only at the women's group but of benefit for the entire community such as construction of water facilities as these require high degree of integration and substantial financial resources.

Training

- Training seminars which include population education/family planning should be organized in collaboration with UNFPA.

- Training on small animals husbandry and soil conservation should be organized for women's groups and extension workers.

- Study tours and visits for women to see and discuss the activities and projects carried out by other women's groups should be increased.

- Seminars and workshops for community leaders including chiefs and sub-chiefs should be organized on programmes requiring community participation.

- Extension package programme should be developed for training of female extension workers.

Personnel

One short term international consultant, with experience in preparation of UN Project Documents, and one short term local consultant should be made available to jointly:

(i) prepare a coherent and realistic Project document including a comprehensive plan for the three years period;

(ii) assess the needs for and initiate additional components;

(iii) assess and initiate appropriate research necessary to be carried out by the Project.

One Agriculturist and one Animal Husbandry specialist should be made available in order that each specialist will assume the responsibility of supervision and coordination of activities in two districts.

- Four Volunteers, preferably volunteers extendees in Kenya should be made available to assist in areas such as appropriate technology, soil conservation, etc ... and also be in charge of activities in a district.

- A strong consultancy component should be provided to cover the likely need for specific technical inputs.

Funds

The Mission recommends a three-year phase of the Project with an increase of SIDA input matched with the Government of Kenya contribution. The increased funding is necessary to implement the additional components included in the new phase as well as to substantially increase the allocation of funds for income-generating activities.

ANNEX I

TERMS OF REFERENCE OF EVALUATION MISSION (SRI LANKA)

GCP/SRL/O42/SWE - Socio-economic Development of Plantation Women Workers and their Families through Community Action for Disadvantaged Rural Women (CADRW)

Scope of the Evaluation

Taking into account recommendations of the Mid-Term Review and the Revised Plan of Operation, the Mission will:

- (i) assess the effectiveness of the project in realizing its immediate objectives and the extent to which it has strengthened the technical and institutional capability of the host government in achieving the long-term national objectives;
- (ii) assess efficiency in the implementation and management of the project;
- (iii) identify major factors that have facilitated or impeded the progress of the project in achieving the intended output, effects and, if possible, impact;
- (iv) based on the above, make specific recommendations for any re-orientation of the project or follow-up measures.

In particular, the Evaluation Mission in light of the WCARRD Follow-up principles, the criteria for Special Programme (AIV) in which category the SIDA-financed WCARRD Follow-up Programme falls, the CADRW methodology/approach, will pay special attention to the following aspects:

- I. Examine the relevance of the project's long-term and immediate objectives, as originally described in the project document, to women's development needs in the plantation sector.

II. Adequacy of Project Design

Were the target groups involved in the planning of the project and was the project design adequately conceived in terms of women's needs and normal activities in the plantation sector:

- Were cultural constraints taken into consideration?
- Were the institutional arrangements (Women's Bureau, SPC and JEDB) for project management adequate?
- Was there an adequate balance among activities and between activities and inputs?

III. Government Support and National Programme

The extent to which the project was supported by government institutions i.e. Women's Bureau, Ministry of Plan Implementation and now transferred to Ministry of Women's Affairs and Teaching Hospitals, Ministries of Plantations and the Bank of Ceylon.

IV. Realization of Work Plan

Review the work plan, its implementation and realization of outputs as outlined in the revised Plan of Operation and according to the recommendations of the Mid-Term Review Mission.

V. Implementation - Promotion and Constraints

1. Determine which factors facilitated or impeded project implementation. In particular the mission should examine: women's access to services provided by the bank; the role played by plantation management and training and research institutions; the effect of riots; and any problems in reaching the target group or selection of participants.

2. Examine the selection and role of the target group in planning and implementation of the project: Who decides? Who participates? Who benefits? How and why?

3. Are project inputs reaching estate women for their use and benefit?

VI. Achievements

1. To what extent did those women reached and involved fall within the target group?

2. Improvement in the quality of life of estate women and their families.

3. Effectiveness of training activities for:

(i) staff-national and field counterparts from the Women's Bureau, the Plantation Ministries, and Plantation management at regional and local levels;

(ii) leadership and organization of self-help groups on the 14 estates;

(iii) technical training and resource materials for agro-based income-generating production.

4. Assessment of the credit scheme, specifically developed with the Bank of Ceylon, including Guarantee Risk Fund, Grant Fund and Loan component.

5. Improvement in health and nutritional standards and increases in food production for domestic consumption.

6. Use made of collected data on socio-economic and nutritional status of women estate workers and their families.

7. Extent to which the project assisted Plantation Management to re-orient its policies and administrative machinery to meet the needs of estate women workers and their families.

8. How has the project strengthened the capabilities of national institutions such as Women's Bureau, the SPC and JEDB, training and research institutes?

9. If possible, determine the prospective impact of the project.

VII. Recommendations for the Future

Make recommendations for the future development of women in the plantation sector. In particular:

1. Ascertain whether preparations for the transfer of the project to the JEDB and SPC are adequate.

2. Identify future measures by which this project of the plantation sector can be linked with the Integrated Rural Development Programme (IRDP) and other rural development projects for women.

*ANNEX II**TERMS OF REFERENCE OF EVALUATION MISSION (KENYA)*TRIPARTITE GOK/FAO/SIDA-FOR
GCP/KEN/047/SWE)

The primary purposes of the evaluation of the project are:

- (1) underline ideas and activities which were developed and tested which could be applied to other ASAL areas and, in particular, how women components could be integrated into larger ASAL projects;
- (2) verify if CADRW approach and methodology has enabled disadvantaged rural women to participate in and benefit from development activities;
- (3) serve as a basis for recommendations on how to improve existing services and resources for rural women;
- (4) develop and test methods of evaluation and baseline methodology;
- (5) identify areas for future technical assistance and suggest sources of funding; and
- (6) provide recommendations for developing credit facilities adapted to local conditions.

In carrying out this review, the Mission will in particular:

- (1) assess the effectiveness of the project, in realizing its immediate objectives and the extent to which it has strengthened the technical and institutional capability of the host Government in achieving the long-term national objectives;
- (2) assess efficiency in the implementation and management of the project;
- (3) identify major factors that have facilitated or impeded the progress of the project in achieving the intended output, effects, and if possible, impact; and
- (4) based on the above, make specific recommendations, for any reorientation of the project or follow-up measures.

The Mission will maintain close liaison with the FAO Representative and the Representatives of (UNDP and other donors, as applicable) in Kenya, the relevant agencies of the Government, the FAO project staff and their counterpart staff. Although the Mission should feel free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitments on behalf of FAO or UNDP or other donors, as applicable.

ANNEX III

ABBREVIATIONS

| | |
|--------|---|
| AFRACA | African Regional Agricultural Credit Association |
| ASAL | Arid and Semi-Arid Lands |
| CADSW | Community Action for Disadvantaged Rural Women |
| DDO | District Development Officer |
| DO | Development Officer |
| DSDO | District Social Development Officer |
| DSWO | District Social Welfare Officer |
| FAO | Food and Agriculture Organization of the United Nations |
| GF | Grant Fund |
| GOK | Government of Kenya |
| GRF | Guarantee Risk Fund |
| JEDB | Janatha Estates Development Board |
| MCS | Ministry of Culture and Social Services |
| MFP | Ministry of Finance and Planning |
| MOH | Ministry of Health |
| NGOs | Non-Governmental Organizations |
| PFWS | Plantation Family Welfare Supervisor |
| PLANOP | Plan of Operation |
| PWDO | Plantation Women's Development Officer |
| RSCTU | Rural Services Coordination and Training Unit |
| SIDA | Swedish International Development Authority |
| SPC | Sri Lanka State Plantations Corporation |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNFPA | United Nations Fund for Population Activities |
| WCARRD | World Conference on Agrarian Reform and Rural Development |
| WFP | World Food Programme |

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COMMUNITY ACTION FOR DISADVANTAGED WOMEN IN SRI LANKA AND KENYA

As a result of the World Conference on Agrarian Reform and Rural Development in 1979, a programme called Community Action for Disadvantaged Rural Women (CADRW) was launched in a number of countries to assist poor rural women to increase income and food production. The ambition was to change from the conventional path of planning *for* women to planning *with* them instead.

This booklet contains the reports of two tripartite evaluation missions to the CADRW projects in Sri Lanka and Kenya. The reports illustrate the various stages of implementation of two innovative projects set in separate cultures on continents far apart, each with its own spectrum of conditions, benefits and constraints.

Sweden's bilateral development co-operation, handled by SIDA since 1965, comprises 17 program countries: Angola, Bangladesh, Botswana, Cape Verde, Ethiopia, Guinea-Bissau, India, Kenya, Laos, Lesotho, Mozambique, Nicaragua, Sri Lanka, Tanzania, Vietnam, Zambia and Zimbabwe.

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