

Integrating Gender into Project-level Evaluation

ECG Reference Document – Part II Case Studies

August 2017

Acknowledgements

The methodological guidelines are the product of a collective work of an ECG Task Force composed of the following institutions and members, led by the AfDB, and supported by Michael J. Bamberger, Expert Consultant.

Task force members	
Independent Development Evaluation (IDEV) African Development Bank Group (AfDB)	Samer Hachem, Division Manager Sohna Ngum, Consultant (Office of the Special Envoy on Gender) Jessica Harris, Consultant (Office of the Special Envoy on Gender)
Independent Evaluation Department (IED) Asian Development Bank (AsDB)	Farzana Ahmed, Lead Evaluation Specialist Hyun Son, Principal Evaluation Specialist
Evaluation Department (EVD) European Bank for Reconstruction and Development (EBRD)	Shireen El-Wahab, Principal Evaluation Manager Beatriz Perez-Timmermans, Principal, Evaluation Manager
Operations Evaluation (EV) European Investment Bank (EIB)	Emmanuel Pondard, Evaluation Specialist
Independent Evaluation Office (IEO) Global Environment Facility (GEF)	Geeta Batra, Deputy-Director Anna Vigg, Senior Evaluation Officer
Independent Evaluation Office (IEO) IFAD	Catrina Perch, Evaluation Specialist Mark Keating, Evaluation Officer
Independent Evaluation Office (IEO) UN Women	Shravanti Reddy, Evaluation Specialist Sabrina Evangelista, Evaluation Specialist
Independent Evaluation Group (IEG) World Bank Group (WBG)	Gisela Garcia, Evaluation Officer Elena Bardasi, Senior Economist

Table of contents

Acknowledgements	ii
Table of contents	iii
Introduction	1
6. Example of a GRE design matrix: Evaluating a hypothetical African groundnut infrastructure development project with defined gender objectives.	2
6.1. Overview of the project and its gender component	2
6.2. Framework of the evaluation report	2
6.3. The project’s gender objectives	3
6.4 The project’s gender responsive interventions	3
6.5. Definition of the gender questions to be addressed in the evaluation	5
6.6. Initial proposal for the gender evaluation methodology	7
7. Evaluating women’s empowerment in a hypothetical Village Development Project	16
7.1 Project overview	16
7.2 Defining women’s empowerment	16
7.3. Project gender-responsive interventions that can contribute to women’s empowerment	20
7.4 Proposed methodology for the evaluation of women’s empowerment.....	20
7.5 Conclusion.....	25
8. Assessing secondary and tertiary gender outcomes: A Public Transport Project in Eurasia	27
8.1 Overview of the project and its gender component	27
8.2 Potential secondary and tertiary gender outcomes not considered in the project design.....	27
8.3 Defining and measuring the outcomes	28
8.4 Data analysis and the possible development of an empowerment scale	29

Introduction

Part II of the Reference Document presents case studies on three hypothetical but typical GRE evaluations of projects with defined gender objectives. Chapter 6 illustrates how the standard GRE evaluation design framework (see Chapter 2, Section 2.6) that the Reference Document is proposing can be applied. This is illustrated for the design of an evaluation of a hypothetical Groundnut Development Project in Africa that has defined gender objectives and gender-responsive implementation components. It is proposed that this evaluation design framework, with appropriate modifications reflecting evaluation procedures of different agencies, could be applied to most GRE evaluations conducted by IEOs. While Chapter 6 covers the whole evaluation design, Chapters 7 and 8 select two important gender themes that are applicable in most GRE. Chapter 7 discusses a hypothetical Village Development Project in Central Asia (see Appendix 6 for the full proposed GRE evaluation design) and focuses on the development of an index to evaluate the empowerment outcomes of the project. Chapter 8 discusses how to evaluate potentially important secondary and tertiary gender outcomes that are not included as project objectives for a Public Transport Project in Eurasia (see Appendix 7 for the full GRE design).

The evaluation of empowerment and the evaluation of secondary and tertiary gender outcomes were selected because they are both important issues that need to be addressed in most gender evaluations.

A final point to note is that the framework presented in the following chapters will have to be adapted to the operating procedures of each agency. However, despite these organizational differences, it is believed that the substance of the GRE framework will be similar for most IEOs.

6. Example of a GRE design matrix: Evaluating a hypothetical African groundnut infrastructure development project with defined gender objectives

6.1. Overview of the project and its gender component

The Groundnut Infrastructure Development Project (GIDP) aims to revive the groundnut subsector and is one of the government's priority projects. The development goal is to contribute to the country's economic growth and food security. The GIDP objective is to contribute to poverty reduction and improved household incomes through improved groundnut production and processing. The project will support the groundnut value chain through three sub-components: (i) irrigation infrastructure for groundnut nurseries and clone gardens; (ii) groundnut plantation rejuvenation and establishment; and (iii) infrastructure for groundnut-processing and marketing. Gender, social and environmental issues have been considered in all project activities. The project will benefit 60,000 smallholder farmers including 30,000 (50%) women and 7,000 youths, each planting 1 hectare (ha). The project will create about 6,000 full time jobs (3,000 for women, and 1,000 for youths) along the groundnut value chain from production, processing to marketing. At full maturity of the groundnut plants, each farming household (with 1 ha) will have an annual income of USD450. To promote inclusive and green growth, GIDP will implement its activities in a sustainable manner, and facilitate equitable allocation of resources to participating rural men, women and youths. The Citizens Social and Economic Empowerment Commission (CSEEC) is the government's main vehicle for citizen empowerment.

As can be seen from the above extract from the Appraisal Report, the project is strongly committed to promoting equal opportunity and access to project services and resources to women and men farmers (as well as youth). There are several gender objectives as well as gender-focused implementation mechanisms to promote equal access for both sexes. While many projects refer to women as a vulnerable group requiring special support, this project refers to women as a major part of the agricultural labor force while recognizing that there are several constraints, such as access to financial institutions that must be addressed.

One of the biggest challenges for the GRE will be to model the agricultural value chain and women's access to each stage in the chain. In the past women have largely been limited to the stages and activities with the lowest value, and the evaluation must assess whether their access and economic benefits have improved, and what economic, financial, legal, political and socio-cultural factors determine (positively and negatively) greater access. It will also be important to assess whether observed improvements are likely to be sustained and whether the resilience of women farmers will be increased so that they can learn from, and adapt to changing circumstances.

6.2. Framework of the evaluation report

It is proposed that the gender evaluation should follow the structure of a typical IEO evaluation report. The gender assessment will be built into the respective sections of the standard evaluation.

6.3. The project's gender objectives.

The Project Appraisal Report identifies several gender-related objectives relating to direct benefits to women farmers including planting, job creation, equitable project, citizen empowerment and participation in the project selection process. These will be defined as *direct gender objectives*. Following the practice of most theories of change, these objectives are divided into *outputs* and *outcomes* (see Box 6.1). In addition to the direct benefits identified in the Appraisal Report the project may contribute to *secondary* outcomes for women in project households relating to their status in the household and in the community, and *tertiary* outcomes for non-project households in the same communities and for other communities. The IEO will need to agree with the project department which of the potential secondary outcomes should be included in the evaluation.

6.4 The project's gender responsive interventions

The project has several components/interventions that are specifically intended to promote the equal participation of women in project design, equal access to resources and empowerment (see Box 6.2).

Box 6.1 Identifying gender objectives: Direct project objectives, and secondary and tertiary gender outputs and outcomes

Gender Outputs

Direct gender outputs

- a. 15,000 women will receive plants
- b. 3,000 full-time jobs for women will be created
- c. Equitable allocation of all project resources to women, men and youth
- d. Women will be involved in decisions on project design and selection of infrastructure through the CSEEC
- e. Gender sensitive nursery rehabilitation and management, including installing sanitation

Secondary and tertiary gender outputs (to be identified during the evaluation design).

Possible outputs include:

- a. More active involvement **in other community activities**
- b. More information on other community activities as extension workers, and perhaps male farmers begin to include women in their visits and meetings

Gender Outcomes

Direct gender outcomes [program gender objectives]

- a. 15,000 women farmers will receive annual income of USD450 from groundnuts. (NOTE: It is not clear whether the income will go directly to women farmers or to households which might include women, men and youth farmers)
- b. Women farmers will be empowered through the CSEEC. [Details are not provided on the types of empowerment]. This might include greater involvement in the selection of future projects
- c. Women involvement in, and control over, all stages of the value chain will be strengthened. Particular emphasis on the higher levels
- d. Formalizing women's roles in agricultural cooperatives
- e. Increasing women's access to financial institutions
- f. Increasing women's access to and control of land
- g. Strengthening women's access to information technologies, including cell phones

Secondary gender outcomes (potential benefits for project households not included in project design)

- a. Women's time burden might be reduced through:
 - selection of labor/time saving infrastructure
 - men are more willing to share draught animals and equipment
 - men might divide work more equitably
- b. Possible negative outcomes:
 - Men demand more of women's labor
 - Men may control marketing of cashews
 - Men may retain some of women's earnings
 - Children may be taken out of school to help with cultivation of cashews
- c. Children's school attendance might increase (as family income increases and demand for child labor is reduced)
- d. Increased women's expenditure of household necessities and housing
- e. Addressing feminization of poverty
- f. Promoting gender equality in the household and the community

Tertiary gender outcomes (for non-project households in project and nearby communities)

- a. Women may have greater access to the agricultural value-chain
- b. Women farmer's income may increase
- c. Women may have access to technical and marketing knowledge through spill-over

Box 6.2: Project components and interventions designed to promote women’s access to project resources and benefits, and promote their empowerment

- 1. Interventions to promote access to project resources and benefits, and their empowerment**
 - a. Distribution of groundnut plants to women farmers
 - b. Creation of full-time jobs for women farmers
 - c. Women’s participation in study tours and training
- 2. Gender-sensitive project design and implementation [Note: women should represent 50% of participants/ beneficiaries in all project activities]**
 - a. Equitable allocation of project resources
 - b. Gender-sensitive cashew processing and marketing
 - c. Involving women in infrastructure selection
 - d. Involving women in project implementation
 - e. Ensuring women’s access to information
 - f. Increasing women’s skills in nursery management
 - g. Women involved in all infrastructure projects
 - h. Promotion of gender mainstreaming in all stages of project selection, design, implementation and evaluation.
 - i. Gender roles are assessed and strengthened at all stages of the value-chain
 - j. Gender-responsive market research and development study
 - k. Gender-responsive adaptive research
 - l. Recruiting gender specialist
- 3. Building gender into the M&E systems**
 - a. Gender sensitive participatory M&E
 - b. Gender-sensitive beneficiary impact assessment study
 - c. Gender included as project performance outcome indicator (No. of jobs created for women farmers)
 - d. Gender sensitive results tracking
 - e. Addition indicators to identify unforeseen gender-related outcomes
- 4. Disseminating lessons on how to make future agricultural projects more gender-responsive**

6.5. Definition of the gender questions to be addressed in the evaluation

Box 6.3 identifies an initial list of possible gender-related questions relating to dimensions listed in Table 6.1 which cover five dimensions:

- History and context and how these affect the implementation and likely gender outcomes of the project. This includes information on earlier programs to incorporate women into the agricultural programs and the value chain, and relevant legislation and government policies. This will also include any important contextual factors affecting the status of women of relevance to the evaluation.
- Relevance of the project design to the achievement of important gender objectives.
- Efficiency of project implementation with respect to the achievement of gender objectives.
- Achievement of gender objectives (outcomes/efficacy). Objectives are defined in terms of outputs and outcomes.
- Sustainability and resilience. The project design includes measures to strengthen the sustainability of the gender and social organization of the project. There is no direct reference to resilience but this is closely related to sustainability and might be addressed.

Box 6.3: Gender-related questions to be addressed in the evaluation

1. History and context

- a. Have there been earlier initiatives to promote women's economic empowerment in the agricultural sector? What were the results?
- b. Have there been irrelevant initiatives in other sectors and what were the results?
- c. Is there any legislation or government policies, directly or indirectly, affecting women's agricultural empowerment? What have been the effects of these measures?
- d. How did these earlier experiences affect the design of the present project?

2. Relevance

- a. How does the program expect to strengthen women's economic empowerment in the groundnut sector?
- b. Are the interventions relevant to the achievement of these objectives?
- c. How relevant are the gender objectives and their implementation strategies to the achievement of overall project objectives?

3. Efficiency [Note: Not all agencies include efficiency as an evaluation criterion]

- a. Were women consulted and involved in project design?
- b. Do the selected interventions reflect the priorities of women?
- c. Are there any additional design or implementation elements that should have been included?
- d. Were project implementation strategies conducive to the participation of women?
- e. Were there alternative approaches that could have been used to achieve the gender objectives? How do the proposed approaches compare in terms of cost-effectiveness and overall efficiency?

4. Achievement of gender objectives (effectiveness/efficacy)

a. Outputs

- i. Number of women who received groundnut plants and no. of plants received
- ii. Number of full-time jobs created for women
- iii. Proportion of each type of project resource allocated to women
- iv. Number and proportion of women represented in decision-making on infrastructure and their levels of responsibility
- v. Gender sensitivity of nursery rehabilitation and management

b. Direct gender-responsive outcomes

- i. Annual income from groundnuts received by women farmers. How equitable was the distribution among all women farmers?
- ii. Level of empowerment of women through CSEEC
- iii. Women's involvement in and control over all stages of the value chain.
- iv. The formalization of women's role in agricultural cooperatives
- v. Increased access of women farmers to financial institutions
- vi. Increases in women's access to and control of land. Is women's access and control real and is it sustained?
- vii. Women's access to, and control over information technology (including cell-phones)

Secondary and tertiary gender outcomes [see Box 6.1]

- i. Were there any positive or negative secondary outcomes?
- ii. Were there any positive or negative tertiary outcomes?

5. Sustainability and resilience

- a. How effective were project approaches to strengthening gender-responsive sustainability?
- b. To what extent were gender outcomes sustained?
- c. Was the resilience of women farmers strengthened?
- d. Was the resilience of project systems and organizations to ensure women's equal participation strengthened?

6.6. Initial proposal for the gender evaluation methodology

Table 6.1 presents initial ideas for the evaluation design and a framework that will need to be refined once agreement has been reached on the evaluation approach. The table includes three columns:

- The questions covering each of the five dimensions of the evaluation listed in Box 6.1
- The indicators used to address each question
- The data collection methods.

The framework identifies a range of possible data collection methods from which an appropriate set will be selected for each stage of the evaluation. These methods are described in the ECG Reference Document. Not all the listed methods will be used in the present evaluation.

Appendix 5 presents an example of a *Data Collection Planning Matrix* that can be used to plan and assess the feasibility of the data collection strategy. The matrix lists key gender (and other) questions; proposed evaluation designs; and indicators and data collection methods. Importantly, it also assesses the feasibility of collecting the proposed information within the budget, time, methodological and organizational constraints within which the evaluation will be conducted.

The initial list of data collection and analytical methods that could be considered for the present evaluation includes:

Constructing a gender theory of change [TOC] that can help identify key evaluation questions, indicators and the pathways through which it is expected that gender outcomes will be achieved. Not all gender evaluations use a TOC so a decision will be needed as to whether it is appropriate for the present evaluation. The TOC would include a figure illustrating the main stages of the value-chain, and the factors affecting (positively and negatively) the participation of women in each stage. A checklist might be developed to assess women’s participation at each stage and the economic, financial, political, legal and socio-cultural factors affecting, positively and negatively their participation.

Secondary sources

- The appraisal report
- Project Matrix
- Project monitoring and progress reports
- Government reports
- Partner reports
- Civil society reports
- Academic research and publications
- Systematic reviews

Consultations

- Expert and key informants
- Civil society organizations
- Other funding agencies
- Focus groups

Surveys, rating scales and checklists

- Rapid, short sample survey

- Traffic and passenger surveys
- Travel safety audits
- Rating scales to be completed by beneficiaries, project staff or partners
- Checklists

Case studies

- Descriptive case studies
- Analytical case studies (QCA)

Qualitative field work

- Project visits
- Informal interviews
- In-depth interviews
- Observation
- Participant observation
- Travel diaries

Social media analysis (if this is feasible)

- Social media analytics (e.g. analysis of twitter and other social media)
- Internet surveys

Pipeline designs to construct a counterfactual

Table 6.1: Key gender-responsive questions, indicators and data collection methods

Table 6.1: Key gender-responsive questions, indicators and data collection methods		
PART I: SOME GENERAL APPROACHES THAT CAN BE USED THROUGHOUT THE EVALUATION		
1. <i>Gender theory of change</i> : Developing a gender theory of change that is used to identify the key evaluation questions and to define the processes through which outputs and outcomes are to be achieved. This also defines key assumptions to be tested		
2. Project Matrix (results-based logical framework) (if it has been used in the project):		
3. <i>3. Descriptive case studies</i> : usually a relatively small number of case studies that are broadly representative of the main project scenarios and which are used to illustrate how the projects evolved and the lived-experience of the project populations. Case studies can be longitudinal (conducted over a relatively long period of time, or (as is usually the case with ex-post evaluations) conducted at one point in time, and relying extensively on recall.		
4. <i>Analytical case studies</i> : these use techniques such as QCA (qualitative case analysis) to identify the necessary and sufficient conditions for project outcomes to occur, and the necessary and sufficient conditions where project outcomes do NOT occur. Normally at least 30 cases are required. While QCA are rarely (if ever) used by IEOs, they could be a potentially powerful analytical tool that permits attribution analysis to be used.		
5. <i>Counterfactual analysis</i> : this can be used at the national level for programs intended to cover the whole country, or at the project level. For the evaluation of the groundnut project, the counterfactual would probably compare the project with other nearby farming communities of a similar size and characteristics. The analysis would require a before and after comparison		
PART II: DESIGNS FOR ASSESSING EACH DIMENSION OF THE EVALUATION		
Dimension/ Question	Indicators	Data collection methods <i>[appropriate tools will be selected for each phase of the evaluation from these options]</i>
HISTORY AND CONTEXT		
Have there been earlier initiatives to promote economic empowerment in the agriculture sector?	Projects/policies promoting women’s empowerment in the agricultural sector	a. Expert and key informant interviews b. Appraisal report c. Government reports d. Civil society reports e. Donor reports f. Academic research g. If time and resources permit, initial diagnostic study with researcher spending some time in a few project communities before the evaluation starts
Have there been relevant initiatives in other sectors and what were the results?	Projects/policies promoting women’s empowerment in other sectors	
Is there any legislation or government policies affecting, directly or indirectly, women’s agricultural economic empowerment?	Legislation and policies relating to women’s economic empowerment in the agricultural sector	
How did these earlier experiences affect the design of the present project?	a. Opinions of key informants b. Reference to earlier initiatives in the Appraisal Report	
Are there any important economic,	a. Opinions of key informants	

<p>political or cultural contextual factors that have affected how the gender components were designed or implemented or that affected their outcomes</p>	<p>b. References to contextual factors in the appraisal report</p>	
<p>RELEVANCE: The relevance of the project concept and design for promoting women’s empowerment and social and economic benefits</p>		
<p>How does the project expect to strengthen women’s economic empowerment in the groundnut sector?</p>	<p>a. Develop a TOC that identifies the intended gender outputs and outcomes and the processes/steps through which these are to be achieved. Some of the outputs and outcomes may include: b. Direct Gender Outputs [see Section 4A] c. Direct gender outcomes [see Section 4C] d. Secondary gender outcomes [see Section 4D]</p>	<p>a. The draft TOC would be developed by consultants based on project documents and interviews. Feedback would be obtained from project staff, beneficiaries and civil society. b. Appraisal report c. Interviews with project staff and partner implementing agencies d. Experts and key informants e. Household income and expenditure surveys f. Social media analysis (twitter etc) if feasible g. Participant observation (observer attending meetings, visiting the community, being invited to visit families and observe the interaction between males and females</p>
<p>How relevant are these intended outputs and outcomes for women farmers?</p>	<p>a. Women’s opinions on the relevance of each output and outcome (see point 1 above) to their lives [*** Note: an appropriate and understandable term for “empowerment” must be identified] b. The opinion of key informants and women’s organizations on the relevance of the outputs and outcomes for different groups of women.</p>	<p>a. review theory of change b. Focus groups with beneficiaries, project staff and civil society c. Project completion report d. Expert and key informant interviews e. Interviews with project staff f. Information from the appraisal report g. Audio and video-recordings of project activities</p>
<p>How relevant are the gender objectives and their implementation for the achievement of overall project objectives?</p>	<p>a. Opinions of project staff on the relevance of the gender objectives for the overall achievement of project objectives b. Opinions of key informant and women’s organizations.</p>	<p>h. Project monitoring and progress reports i. Application of OECD-type rating scale</p>

EFFICIENCY: Gender-responsiveness of project implementation		
Were women consulted and involved in project design?	<ul style="list-style-type: none"> a. Were stakeholders consulted on project design? b. Were there provisions to involve women in the consultations? c. Which groups of women were consulted? <ul style="list-style-type: none"> i. Project participants ii. Non-participants from the project communities iii. Women from nearby communities not involved in the project iv. Civil society d. How many women were actively involved in the consultations? 	<ul style="list-style-type: none"> a. Project monitoring reports b. Focus groups c. Interviews with project staff d. Social media analysis (if appropriate) e. Rapid surveys (if feasible) f. Observation g. Results chain theory of change and figure illustrating the main steps
Do the selected interventions reflect the priorities of women farmers?	<ul style="list-style-type: none"> a. Proportion of women who say projects: <ul style="list-style-type: none"> • Responded directly to their needs • Responded somewhat to their needs • Did not respond to their needs b. Opinions of project staff c. Opinions of other stakeholders d. Were there any changes in design in response to feedback from women? e. How did these changes affect the overall efficiency of the different project components? 	
Are there any additional design or implementation elements that should have been included?	<ul style="list-style-type: none"> a. Opinions of women participants b. Opinions of male participants c. Opinions of other stakeholders 	
Was the way the project was implemented conducive to the participation of women?	<ul style="list-style-type: none"> a. Were there guidelines on how to involve women in projects? b. How actively were women involved? c. Opinions of project staff 	
Were there any alternative approaches that could have been used to achieve the gender objectives? How do the project approaches compare with these alternatives in terms of cost-effectiveness?	<ul style="list-style-type: none"> a. Opinions of women b. Opinions of project staff c. Opinions of other stakeholders d. Review of design of similar projects e. Review of project costs and opinions of different groups on the costs of alternatives 	

OUTPUTS AND OUTCOMES: ACHIEVEMENT OF GENDER-RESPONSIVE PROJECT OBJECTIVES		
A. GENDER-RESPONSIVE OUTPUTS		
Direct outputs	Number of women who received cashew trees and number of trees received	a. Appraisal report b. Project matrix c. Interviews with project staff and partner implementing agencies d. Experts and key informants e. Household income and expenditure surveys f. Passenger and transport surveys. g. Social media analysis (twitter etc) if feasible. h. Participant observation (the researcher spends time travelling on buses to observe sexual harassment and other issues affecting women passengers and drivers/conductors i. Participant observation (observer travelling on buses) j. Focus groups with beneficiaries, project staff and civil society k. Audio and video-recordings of project activities l. Project monitoring and progress reports m. Application of OECD-type rating scale
	Number of full-time jobs created for women	
	Proportion of each type of project resource allocated to women	
	No. and proportion of women represented in decision-making on infrastructure and their levels of responsibility	
Gender sensitivity of nursery rehabilitation and management	a. Suitable toilet facilities for women installed b. Provisions for basic child-care facilities (if required) c. Does training address specific gender issues in nurseries? d. Opinions of women on the adequacy of the training and supporting services	
Do projects address women’s needs and priorities?	a. Proportion of women who say projects: <ul style="list-style-type: none"> i. Responded directly to their needs ii. Responded somewhat to their needs iii. Did not respond to their needs 	
B. DIRECT GENDER RESPONSIVE OUTCOMES		
Annual income from cashews received by women farmers. How equitable was the distribution among all women farmers?	a. Average income received from sale of cashews b. Quintile (or decile) distribution of income c. Labor income from cashew production	a. Project completion report b. Theory of change – including a figure illustrating the results chain. This might also include a contribution analysis approach c. Monitoring and progress reports d. Project matrix e. Interviews with project staff and partner implementing agencies f. Experts and key informants g. Household income and expenditure surveys h. Passenger and transport surveys. i. Social media analysis (twitter etc) if feasible.
Level of empowerment of women through CSEEC	a. Number of women on committees (compared to the number of men) b. Number of women in leadership positions c. Opinions on the real authority that women have on the committees (views of women and other stakeholders)	
Women’s involvement in and control over all stages of the value chain.	a. Number of women and men involved in each stage of the value chain b. Assessment of the level of control that women have at each stage (opinions of women and key informants)	

The formalization of women’s role in agricultural cooperatives	Information on women’s role in cooperatives	<ul style="list-style-type: none"> i. Participant observation (the researcher spends time travelling on buses to observe sexual harassment and other issues affecting women passengers and drivers/conductors on buses) j. Participant observation (observer travelling on buses) k. Focus groups with beneficiaries, project staff and civil society l. Audio and video-recordings of project activities m. Application of OECD-type rating scale n. Records of agricultural cooperatives o. Harvard-type frameworks on women’s access to and control of resources p. Case studies on farming practices of women and the operation of the value chain <p>Note: If resources permit the possibility could be considered of or using a natural experiment or pipeline design to estimate the contribution of the project to the observed changes</p>
Increased access of women farmers to financial institutions	<ul style="list-style-type: none"> a. Project records reporting on women’s and men’s access to finance b. Interviews with women farmers c. Information from key informants 	
Increases in women’s access to and control of land. Is women’s access and control real and is it sustained?	<ul style="list-style-type: none"> a. Project records on land transactions b. Surveys and interviews on the level of control that women actually have over land and other productive resources c. Key informant opinions on women’s control of land 	
Women’s access to, and control over information technology (including cell-phones)	<ul style="list-style-type: none"> a. Survey questions on women’s access to cell-phones and other kinds of information technology b. Informal interviews and observation on women’s access to technology c. Are there any negative consequences of women’s increased use of information technology (e.g. increased domestic violence)? 	

C. SECONDARY GENDER RESPONSIVE OUTCOMES		
Women’s participation in leadership and management of other projects	Numbers of women and men in leadership roles in different community organizations and groups	a. Surveys b. Data from income and expenditure and farm surveys conducted by government and other agencies c. In-depth interviews d. Focus groups e. Records of community organizations f. Theory of change g. Key informant interviews h. Cell phone records and social media analysis i. Harvard-style surveys of women’s access and control of productive resources j. Case studies k. Diaries kept by women recording travel expenditures etc l. Social network analysis
Assessing social and economic outcomes for women	a. Girl’s and women’s education b. Personal security c. Geographical mobility d. Strengthening social networks and social capital e. Access to information about the outside world and about the community f. Reducing time burdens	
Women’s economic, social and political empowerment within the community	Women’s role in community organizations and groups	
Women’s greater mobility (ability to travel)	a. Travel surveys b. Observation studies of women’s travel patterns inside and outside the community c. Travel diaries kept by women	
Women’s greater access to information	a. Women’s use of cell-phones b. Women’s access to computers and internet c. Women’s use of social media	
Women’s increased social capital	a. Increase in the number of women farmers that respondent know b. Increase in number of people women know and could ask for help at different stages of the value chain c. Increase in number of people in the community that women could go to for help	
Increased girl’s education	Number of girls (of women farmers involved in the project and women not involved in the project) attending school	
Women’s increased investment in housing and their farming activities	How much do women invest in housing and how has this changed since the start of the project	
Women’s income from other sources increases	Sources of women’s income and proportion from cashews	
Unintended project outcomes <ul style="list-style-type: none"> ○ Increased domestic violence ○ Increased time burden ○ Men control women’s earnings 	a. Police records on domestic violence b. Neighbor reports on violence c. Key informant reports on violence d. How has women’s time burden changed since the start of the project? e. Who controls how women’s earnings are used?	

SUSTAINABILITY AND RESILIENCE		
<p>The sustainability of women’s leadership positions</p>	<ul style="list-style-type: none"> a. Did the proportion of women in committee leadership positions within the project increase and were the increases sustained throughout the project? b. Did women’s leadership positions outside of the project increase and were these sustained? c. Women’s opinions on whether there has been a real increase in their leadership roles and whether these will be sustained d. Opinions of different stakeholder groups on the changes in women’s leadership positions and whether these will be sustained e. What are likely to be the main barriers to women’s sustained leadership roles? 	<ul style="list-style-type: none"> a. Sustainability and resilience checklists b. Case studies c. Observation d. Focus groups e. Individual interviews f. Surveys g. In-depth interviews h. Observation and participant observation i. Reports of committees and organizations within the project and outside j. Social media analysis
<p>Were increases in women’s access to different stages in the value chain sustained</p>	<ul style="list-style-type: none"> a. Did women’s access to different stages of the value chain increase and are these likely to be sustained? b. Opinions of women and different stakeholders on the sustainability of women’s access. c. What are likely to be the main barriers to the sustainability of improved access? 	
<p>Was the resilience of women farmers strengthened?</p>	<ul style="list-style-type: none"> a. What indicators can be used to define resilience of women farmers? b. What were the main problems and pressures affecting women’s full access to the project services and benefits? Did women learn how to address these? 	
<p>Was the resilience of project operating systems and organizations to ensure women’s equal participation strengthened?</p>	<ul style="list-style-type: none"> a. What monitoring and learning mechanisms were in place to identify and address factors promoting and limiting resilience? b. What are the main indicators of organizational reliance for this project? How did the project rate on these indicators 	

7. Evaluating women’s empowerment in a hypothetical Village Development Project

This chapter presents an approach for assessing the impacts of a project on women’s empowerment. The case illustrates how the approach could be applied to the evaluation of a hypothetical Village Development Project in Central Asia described in Appendix 6. While this focuses on the specific characteristics of the Village Development Project, most GRE are likely to address empowerment to some extent, as this is a key goal of most projects that seek to promote women’s social and economic equality. Empowerment is an important issue in both the Groundnut Development Project and the Public Transport Project discussed in Chapter 8 and Appendix 7. Consequently, the empowerment scale presented in Table 7.2 can probably be adapted for use in many other GRE.

7.1 Project overview

The overarching aim of the village development project is to contribute to the alleviation of rural poverty through three objectives:

- Improving governance and capacity at the local level
- Strengthening the provision of, and access to, essential infrastructure services
- Supporting private, small-scale group enterprise development.

A goal is to strengthen the capacity of local communities to select and manage village investment projects. The project design includes two gender objectives relating to strengthening women’s role in the selection and management of projects, and women’s access to the productive resources provided by the project, particularly through small-scale enterprise development. For the purposes of this chapter, both of these can be considered as dimensions of women’s empowerment (see Section 7.2). There are several additional empowerment dimensions not referred to in the project document but to which the project could contribute. This chapter discusses some of the approaches that could be used to assess both the direct and the secondary dimensions of women’s empowerment.

7.2 Defining women’s empowerment

Women’s empowerment refers to initiatives that: strengthen women’s access to economic, political, legal, social and cultural rights and benefits, and that also strengthen women’s personal development and self-confidence. Gender equality in these different areas will normally be a necessary, but not a sufficient step to achieve empowerment. For example, increasing women’s access to labor markets has often not been sufficient, on its own, to achieve equal pay or women’s access to management and ownership opportunities. Many definitions of women’s empowerment focus on economic empowerment, emphasizing the ability of women to enjoy their rights to control and benefit from resources, assets, income and their own time, as well as the ability to manage risk and improve their economic status and well-being (Oxfam, 2015). Empowerment advocates often emphasize the business case for promoting women’s equality/empowerment in the labor market and the workforce (UN Women, 2015), often linking these to the responsibility of employers to promote equality (OECD/DAC, 2016). While the economic dimensions of empowerment are critical, there are other dimensions relating to, for example, women’s status in the household and community and their participation in political activities at local and national levels (Hashemi and Schuler, 1996).

The Village Development Project identifies two sets of gender outcomes: strengthening the role of women in the selection and management of projects and women's access to the productive resources provided by the project, particularly through small-scale enterprise development. Both can be considered dimensions of empowerment. Table 7.1 identifies possible indicators to measure each of these.

In addition to the two dimensions identified in the project document, there are several other ways the project may contribute to empowering women within the household, in the economy, and through social development. The social development category is very broad, including personal security, strengthening social capital, political and legal awareness and access to cellphones and internet, and would need to be refined if the evaluation decides to include these issues. We propose a definition of empowerment based on seven dimensions (see Figure 7.1).

In table 7.1, the first two dimensions are identified as project objectives (direct outcomes). The remaining five dimensions are secondary outcomes (that the project might influence even though they are not defined as objectives). Consequently, the evaluation team will need to agree with program staff which, if any, of these secondary outcomes should be included in the evaluation. Secondary outcomes may be classified as positive (e.g. increasing income or control over domestic resources), negative (e.g. increased domestic violence by male partners who resent their wives earning more than they are) or neutral. In this latter case, different stakeholders may assess an outcome differently. For example, if a women's group is able to stop a road being built through the village, the Ministry of Transport may consider this a negative outcome, while women with small children (who were concerned about increased traffic accidents) may consider this a positive outcome.

Figure 7.1 The Seven Dimensions of Empowerment in the Village Development Project

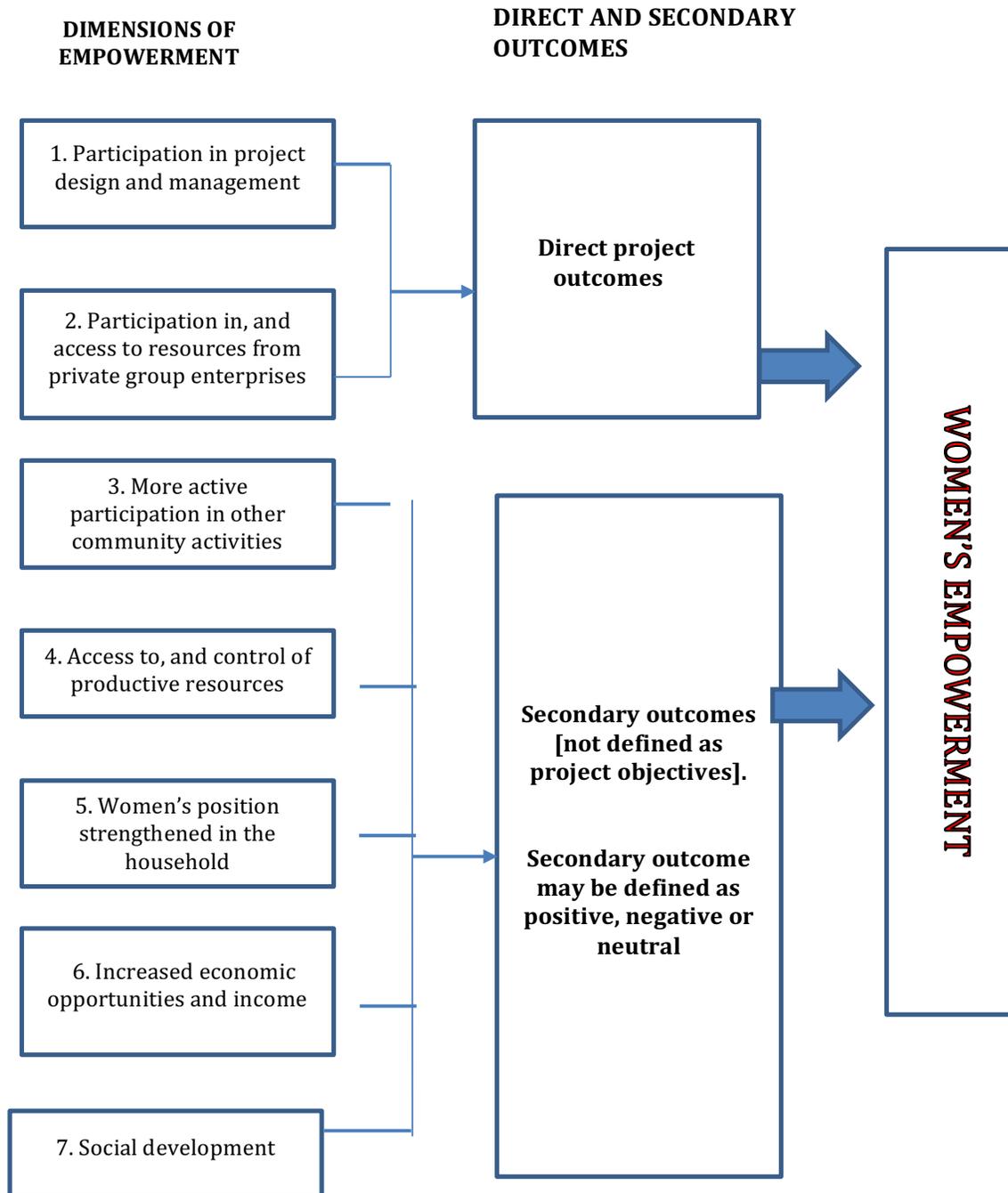


Table 7.1 Definition and measurement of empowerment indicators		
Dimension	Indicators	Data sources
A. Project empowerment-related objectives (direct outcomes)		
Participation in decision-making and leadership roles in groups and organizations selecting infrastructure through the project	<ul style="list-style-type: none"> a. Women’s participation in groups and organizations increases b. Women participate in project selection c. Women assume leadership positions in project organizations and groups d. Infrastructure projects directly benefit women 	<ul style="list-style-type: none"> a. Project profiles b. Project monitoring reports and ICRs c. Interviews with project staff d. Observing group meetings e. Key informants f. Focus groups g. Civil society h. Social media analysis (if feasible) i. Rapid household surveys
Participation in, and access to resources from private group enterprises	<ul style="list-style-type: none"> a. Membership in private group enterprises b. Leadership roles in enterprises c. Borrowing from, or accessing project benefits 	
B. Secondary (outcomes for project population not included as project objectives) and tertiary (outcomes for non-project households) empowerment-related outcomes		
Participation in groups and organizations not part of the project	<ul style="list-style-type: none"> a. See A b. Projects are selected that benefit women 	<ul style="list-style-type: none"> a. Reports of other projects b. Meeting reports c. Key informants d. Observing meetings e. Focus groups
Access to, and control of economic and productive resources not related to the project	<ul style="list-style-type: none"> a. Access to resources from other projects b. Increased involvement in decisions on control of project resources 	
Women’s position strengthened within the household	<ul style="list-style-type: none"> a. Women’s role in control of household resources b. Women’s greater independence c. Changes in the level of domestic violence 	<ul style="list-style-type: none"> a. Participant observation b. Key informant interviews c. Focus groups d. Rapid household surveys e. Developing and applying empowerment scales f. PRA
Increased economic opportunities and increased income	<ul style="list-style-type: none"> a. Increased employment opportunities b. Greater access to labor markets c. Increased income d. Women’s increased investment in housing and household economic activities 	<ul style="list-style-type: none"> a. Secondary survey data b. Key informant interviews c. Income and expenditure surveys [often in cooperation with ongoing surveys] d. Checklists and photographs
Social development	<ul style="list-style-type: none"> a. Greater personal security b. Increased social capital c. Increased mobility d. Political and legal awareness e. Access to cell phones and internet f. Reduced time burden 	<ul style="list-style-type: none"> a. Observation b. Focus groups c. School and health center records d. Social network analysis

7.3. Project gender-responsive interventions that can contribute to women’s empowerment

The project has several components/interventions that are specifically intended to promote the equal participation of women, and promote their economic or social well-being. These contribute to women’s empowerment. The main area of focus is a social mobilization strategy promoting the participation of women in community organizations, with an emphasis on the selection of projects, particularly infrastructure. The possible indicators for assessing the implementation of these two objectives are:

1. Social inclusion strategy
 - a. Social mobilization:
 - i. Women are defined as one of the priority groups to receive training and other kinds of support to ensure their participation in project activities.
 - ii. Annual meetings will be held with all partner agencies to review progress in achieving the participation of women and other target groups.
 - iii. Efforts will be made to recruit women as social mobilizers.
 - b. Village profiles:
 - i. Focus on issues of exclusion, including exclusion of women, which will examine social, political, legal, economic and other factors that cause or sustain exclusion.
 - ii. A social capital analysis will examine differences in social capital for women and men.
 - c. Village meetings:
 - i. At least two of the six committee members should be women.
 - ii. A series of structured meetings are planned and the participation of women and men can be monitored.
 - d. Preparation of groups and statements of needs: Efforts will be made to ensure that women members will have the opportunity to state their needs.
2. Identification of priority social infrastructure:
 - a. It will be important to monitor/assess whether women’s priorities are reflected in the selection of infrastructure.

The evaluation must also assess: the *relevance* of the project design for achieving women’s empowerment and the *efficiency* with which the empowerment-focused interventions were implemented. If resources permit, the efficiency assessment could also include a cost-effectiveness analysis in which the implementation strategy is compared with possible alternative strategies.

7.4 Proposed methodology for the evaluation of women’s empowerment

A. Constructing an empowerment-focused theory of change

It is recommended that the evaluation should be based on an empowerment-focused TOC. This will articulate the processes through which the different project components will produce the intended empowerment outputs, which in turn will combine to produce outcomes and how these will lay the groundwork for the achievement of longer-term impacts. The TOC would be built on conventional approaches but, in recognition of the special challenges of assessing empowerment, would also incorporate:

- The determinants of economic empowerment (e.g. access to land, labor markets, finance and the value chain).

- A focus on the processes of behavioral change through which empowerment outcomes are achieved.
- The processes through which women become involved in community decision-making.
- Identification of contextual factors that promote or constrain the processes of change.
- Addressing processes of *emergence* where the program must adapt to the fact that how beneficiaries respond will change as the program evolves over time.
- Addressing complexity. Recognizing that outcomes are influenced by multiple factors including: relationships (sometimes conflicting or poorly coordinated) among stakeholders and implementing agencies, the nature of the project (is it simple, complicated or complex?), the interactions among contextual factors and the complex causal relationships between inputs and outcomes (Bamberger, Vaessen and Raimondo, 2016: Chapters 1 and 14).
- More detailed discussion and testing of the critical empowerment-related assumptions on which the project design is based.

B. Assessing women’s participation in decision-making and leadership roles in projects

There are three main measures that can be used, singly or in combination:

- a. Quantitative measures of women’s participation: These refer to how many women participate in the different groups and how many assume leadership roles. This information can probably be obtained from project records such as project profiles, the M&E system, progress reports and the project completion report. It is initially assumed that the information will be available in a simple “Yes/No” format (e.g. participated in group meetings/ did not participate) but, if resources permit, it may be useful to refine the information to indicate how many women attend regularly, only attend infrequently etc.

If some of this information is not available from project reports, it may be necessary to draw on less precise information based on, for example: estimates from project staff, key informants or civil society on women’s level of attendance and assumption of leadership roles. In some cases, it might be possible to conduct rapid surveys (either a stand-alone survey or by adding questions to a survey conducted by another agency).

- b. Assessing the quality of women’s participation. There are many projects where agencies are encouraged to promote women’s participation and even include quotas for their participation in leadership roles, but where women remain passive and their presence has little influence on decisions or outcomes. Consequently, the evaluation should include some assessments of the *quality* of women’s participation. Depending on time and resources, some of the following measures could be used:
 - i. Attending group meetings and other group activities to observe how actively women participate in discussions and decisions. Where appropriate audio or video recording could be made for later analysis.
 - ii. Focus groups with beneficiaries or other groups to obtain opinions on women’s participation.
 - iii. Interviews with project staff and civil society to capture their opinions.
 - iv. Women could be asked to complete rating scales in which they assess their level of participation. These scales could be included in surveys or focus groups.
 - v. If appropriate, social media analysis could be used.
- c. Assessing the effectiveness of women’s participation. It is also helpful to assess whether strengthening women’s participation in project selection and management affects the choice of projects and whether projects are more responsive to women’s needs. The previously mentioned techniques can be used for this assessment. There are two additional questions to address:

- i. Criteria for defining whether projects are more responsive to women's needs. Ideally women, and perhaps key informants should be consulted to classify projects in terms of how responsive they are. If this is not possible, the classification of projects may have to be made by the evaluation team (in consultation with project staff).
- ii. Using a simple quasi-experimental design to determine if there is a relationship between the level of women's participation and the responsiveness of project selection to women's needs. It may be possible to do this by classifying villages in terms of the level of women's participation and the gender-responsiveness of project selection. Outcomes for villages with high and low participation ratings would be compared. There are also several natural experiments and pipeline designs that might be considered in certain cases (see Appendix 3).

C. Assessing women's participation in private group enterprises

The details of the evaluation will be determined by the nature of group enterprises. Methods mentioned previously can be used to measure the level of participation of women and their leadership roles. Additional information will be required on their access to project resources (financial, technical support, access to supply chain support etc.). The evaluation team can draw on the extensive experience from the evaluation of women's microfinance and small enterprise development projects.

D. Evaluating the effects of secondary outcomes on women's empowerment

The previous sections discussed the evaluation of gender-responsive outcomes that were defined as project objectives. For these outcomes, extensive documentation will be collected through the project management and M&E system or where partners or key informants can provide the information.

When discussing secondary outcomes, in most cases the required information will not be collected through the project – although in some cases it may be possible to collect some of the information from the same sources as for the project-specific evaluations. For example, when project key informants are asked to comment on the effects of women's participation on the gender-responsiveness of project outcomes, they could also be asked whether they think there were broader effects on women's participation in other community activities or on their economic and social empowerment.

So, a first empowerment evaluation option is to rely almost exclusively on information that can be incorporated into the project-specific evaluation. However, many of the sustainability questions would require the collection of additional sources of information and it will be necessary to determine whether this is considered a high enough priority to permit the allocation of additional time and resources. It is likely that this would only be possible for the small number of more in-depth evaluations discussed in Chapter 2.

Some of the possible designs that could be used for these broader empowerment evaluations include:

- a. Focus groups with selected groups of women and possibly others with key informants. Women project participants might be selected according to their level of participation in their village projects (high, medium and low), the assessed effectiveness of each project, and the socio-economic characteristics of women and their village.
- b. Case studies on a sample of women and their households. Depending on time and resources, the cases may be based on a few in-depth interviews, but they might also involve participant observation to obtain a better understanding of household dynamics.
- c. PRA and related group participatory consultation methods (Kumar, 2002).
- d. Administration of an empowerment scale. Scales can be developed in two ways. With Option 1, the evaluators define empowerment based on a theory and indicators are defined by the evaluator. For example, Goetz and Gupta (1996), when evaluating the impacts on women of micro-credit programs in Bangladesh, defined women's empowerment in terms of their level of control over how loans were used: Women's FULL control, SIGNIFICANT control, PARTIAL

control, VERY LIMITED control and NO INVOLVEMENT. While this approach is useful for testing an existing theory, the disadvantage is that these indicators may not be relevant in a particular local context. In this case, interviews with village women in Bangladesh found that they did not consider it realistic that in households where young women are strictly controlled by the husband and the mother-in-law, that they could achieve a high level of control over how the loan would be used. In fact, many women said they would not wish to try to achieve a high level of control as this would create a major conflict in the household which, given the highly vulnerable position of rural women in Bangladesh, would create serious problems for many women (including wife beating which was reported to have increased as a result of micro-credit programs).

A second option is to develop an empowerment scale based on the opinions of local women on the types of, often very modest, increases in empowerment to which they aspire. Box 7.1 illustrates this approach with an ethnographic study to identify dimensions of empowerment for micro-credit programs in Bangladesh. The number of positive responses to each dimension is used to define empowerment (e.g. having visited at least three locations included in the list).

The index uses the number of positive responses to questions on each dimension to define a cut-off point to define woman as “empowered” on this dimension. For example, if a woman scores at least seven points on her ability to make small purchases, she would be defined as empowered on this dimension. If the index was administered again in a different community, the cut-off points would have to be revised based on the frequency distribution of responses. Hashemi and Schuler (1996) used a simple 1=empowered and 0=not empowered, for each dimension, but it would be possible to refine the scale to include different levels of empower (e.g. high, medium and low). A more refined scale would be useful if the study also wished to assess negative outcomes (i.e. some empowerment levels were lower after the project).

Box 7.1 An index for assessing the impacts of micro-credit on women’s empowerment in Bangladesh

In order to assess the impacts of participation in a micro-credit on women’s empowerment in Bangladesh, Hashemi and Schuler (1996) spent several months in a sample of rural communities, talking to women and observing their behavior to understand their concerns and what they saw as the realistic possibilities to strengthen their empowerment. Combining these conversations and observations with the results of surveys they identified eight dimensions that women viewed as contributing to their empowerment.

Dimension	Measures	Scoring
1. Mobility	Places visited: market, clinic, movies, outside the village.	1 point for each place visited plus one point if visited alone. 3+ = empowered.
2. Economic security	Things owned: house or homestead land, productive asset, savings. Extra point if saving used for a business or money-lending.	2+ = empowered.
3. Ability to make small purchases:	One (1) point each for purchasing: items for daily use, items for self, ice-cream or candies for children + one point for items purchased without husband’s permission and one point if purchased with money earned by the respondent.	7+ = empowered.
4. Ability to make larger purchases	One (1) point for pots and pans, two (2) points for children’s clothing, three (3) points for saris for oneself, and four (4) points for buying family’s daily food. An extra point if purchased with money earned by the woman.	5+ = empowered.

5. Involvement in major household decisions	One (1) point for a major decision alone or with husband on household repairs, one (1) point for decision to purchase a goat, three (3) points for deciding to lease land, four (4) points for purchase of land, a boat or bicycle. An additional point when purchase made with money earned by the woman.	2+ = empowered.
6. Relative freedom from domination by the family	Respondent asked if within the past year money had been taken from her against her will, land, jewelry or livestock had been taken against her will; she had been forbidden from visiting her natal home; or she had been prevented from working outside the house.	Woman defined as empowered if none of these things had happened during the past year.
7. Political and legal awareness	One (1) point each for knowing: the name of a local government official, a member of parliament or the prime minister. One (1) point each for knowing: the significance of registering a marriage and for knowing the laws governing inheritance.	4+ = empowered.
8. Participating in public protests and political campaigning	Respondent classified as empowered if: she had campaigned for a political candidate, or had gotten together with others to protect a man beating his wife, a man divorcing or abandoning his wife, unfair wages, unfair prices, misappropriation of relief goods, or “high-handedness” of police or government officials.	Participation in any activity = empowered.
Composite empowerment score.	A woman is classified as “empowered” if she had a positive empowered score on five out of the eight variables.	
Source: Adapted from Hashemi and Schuler (1996)		

E. Developing an empowerment scale for the Village Development Project

As empowerment is defined as the composite of seven dimensions (Fig 7.1), it may be useful to develop a set of empowerment scales that can be summed to produce a composite index. This could be similar to the Bangladesh empowerment index (Box 7.1), although the dimensions would be adapted to the characteristics of the Village Development Project. Table 7.2 presents the framework for developing the index. The individual items included in each dimension are included for illustrative purposes, but they would have to be refined based on field work in the project areas. The precise details of how the scales would be created and scores computed would be based on an analysis of the frequency distributions for each category and dimension, and also on the kind of scale to be used (i.e. a simple “Yes/No” or a scale that measured the level of empowerment). It is important to recognize that these will be *ordinal scales* where many kinds of variables are included and where the intervals are not equal. Consequently, it is not possible to calculate means or other arithmetic computations. The index will produce the following outputs:

- A score for each of the seven dimensions.
- A composite score for the two project outcomes.
- A composite score for the seven secondary (non-project) outcomes.
- A composite score for the seven dimensions.

While recognizing the limitations of the scoring procedures, it is possible to provide approximate estimates for the following:

- Changes in empowerment scores at different points in time for each village.
- Changes in the overall empowerment score for all project villages.
- Comparison of empowerment scores for project and comparison villages.

7.5 Conclusion

Women's economic and social empowerment is a stated objective of many development policies and projects. However, many project designs do not spell out in detail their strategies for achieving empowerment outcomes. Furthermore, when empowerment is operationalized as a project objective, the focus is often quite narrow, and many potential empowerment outcomes are not included in the project design. So often the evaluation team will be required to explore with their operations colleagues the extent to which it would be appropriate and feasible to include in the evaluation an assessment of whether potentially important secondary empowerment outcomes have been achieved. If these secondary outcomes are taken into consideration, the estimated project benefits could be significantly increased. This situation is illustrated for the evaluation of the Village Development Project.

This case illustrates different approaches that could be used to assess both direct and secondary empowerment outcomes. Various evaluation design options are presented which range from only assessing the empowerment outcomes of the two defined gender objectives, to a broader evaluation that requires additional information on outcomes not included in the project design to be collected. Seven empowerment dimensions are identified and a methodology is illustrated that could produce a composite empowerment index based on numerical indicators for each of the seven empowerment dimensions. The chapter only presents the framework for the development of the index and extensive fieldwork would be required to identify and test appropriate indicators for the specific country context.

Table 7.2 Framework for developing a gender empowerment index for the Village Development Project		
Empowerment dimension	Examples of indicators	Computing empowerment score
A. Direct outcomes (project objectives)		
1. Participation in decision making and leadership roles	a. Number of groups in which participates b. Number of groups in which assumes leadership positions c. Number of groups in which participates in decisions d. Number of infrastructure projects responding to women's needs	a. Points will be given for each positive response b. Points will be totaled for this dimension c. The precise scoring procedure will be based on an analysis of the frequency distributions d. Recognized that this is an ordinal and not an interval scale
2. Participation in, and access to, resources from private group enterprises	a. Number of private groups enterprises in which there are female member b. Leadership roles c. Amount borrowed	Same procedure as for dimension 1
Direct outcomes composite score		Total for dimensions 1 and 2
B. Secondary outcomes (not project objectives)		
3. Participation in decision-making groups and organizations not part of project	Similar to 1 A-C	a. Similar to dimension 1
4. Access to, and control of productive resources	Access to household or community productive resources (equipment, animals, land)	a. A number of items will be identified and points assigned to each on
5. Women's position strengthened within the household	Adapted from Bangladesh empowerment index dimensions 1-6	b. Points will be summed
6. Increased income and economic opportunities	a. Labor market income b. Greater access to labor market c. Income from enterprise or sale of produce d. Income from rent or money-lending	a. Incomes will probably be transformed into ordinal categories b. Access to labor market will be transformed into ordinal categories c. Points will be summed
7. Social development	a. Number of people known and with whom interacts (social capital) b. Increased mobility c. political and legal awareness d. Participation in political protests e. Access to cell phone and internet f. Reduced time burden	a. Each item will include several indicators. Some will draw on the Bangladesh index b. A score will be calculated for each item c. Scores will be summed to provide a score for this dimension
Secondary outcomes composite score		Sum of scores for dimensions 3-7
TOTAL EMPOWERMENT COMPOSITE SCORE		Sum of two composite scores

8. Assessing secondary and tertiary gender outcomes: A Public Transport Project in Eurasia

This chapter illustrates how potential gender outcomes that are not identified in the project objectives, but which are important for achieving agency gender policies and strategies, can be identified and evaluated. The case illustrates how the approach could be applied in the evaluation of the hypothetical public transport project described in Appendix 7. Two kinds of outcomes are discussed: broader effects on women project participants that were not identified in the project design (secondary outcomes) and potential effects on broader populations (tertiary outcomes). A more detailed presentation of the proposed overall GRE design for this project is given in Appendix 7. While the case focuses on the Public Transport Project, the assessment of secondary and tertiary outcomes is an important issue in most GREs, including the Groundnuts and Village Development Projects discussed in Chapter 7 and Appendix 6.

8.1 Overview of the project and its gender component

The purpose of the project is to improve and modernize public transport operations in a country in Eurasia through the purchase of a new bus fleet that is environmentally cleaner. In addition, it will improve the overall operations of public transport through bus route restructuring, corporate development, gender rebalancing and prioritize investments based on green credentials.

The stated gender objectives relate to ensuring gender equality in the recruitment, training and job promotion strategies used by the bus company. Lessons learned will be disseminated through training and other outreach activities at the end of the project. As discussed in the following sections, there are a range of potential broader effects on women project participants and on women passengers that are not identified in the project.

8.2 Potential secondary and tertiary gender outcomes not considered in the project design

There are two sets of gender issues that the project does not address:

- A. Secondary outcomes: Women hired and trained by the bus company through the project may experience broader (secondary) outcomes. Each outcome can be assessed individually or they can be combined to assess the overall effect on women's empowerment (see section 8.4). Positive outcomes may include:
 - i. Greater feelings of self-confidence.
 - ii. Improved status in the family, including greater participation in household decision-making and control of resources, more money to spend on herself, her children and household necessities.
 - iii. Reduced domestic violence.
 - iv. Greater freedom to travel.
 - v. Increased social capital (building up a network of contacts).
 - vi. Increased school enrolment (especially for girls) as women have more money to spend and perhaps greater influence in decision-making on children's education.

However, potential negative outcomes include:

- i. Domestic violence might increase if the husband feels threatened by his wife's greater economic independence, or if he feels depressed that he is not able to maintain his role as the family breadwinner.
- ii. The woman's time burden may increase if she must balance work with continued household-hold duties.
- iii. The husband, or mother-in-law may take part of the wife's wages or control how the money is spent.
- iv. The women may receive negative reactions within the community from people who feel it is not appropriate *for* women to work outside the community.

B. *Tertiary outcomes.* These are outcomes that affect broader population groups. In this section, we will only focus on the impacts on women users of public transport. However, there could be other outcomes such as impacts on urban businesses as ease of travel around the city increases.

There is extensive evidence of women's concerns about safety (including harassment) and comfort on public transport. For example, cleanliness and courtesy are of greater concern to women passengers. There are also concerns about safety issues with respect to the location, safety and convenience of bus stops. Also, bus route planning often does not consider the fact that women must combine travel to work with taking children to school or the doctor, or going to the market (Grieco, Apt and Turner, 1996). Many bus companies do not take these gender needs into consideration so the bus companies may lose many potential women passengers who must seek alternative forms of transport (such as minibuses). Some potential outcomes for women passengers (assuming the bus companies address women's transport needs) could include:

- i. Greater safety on and getting to the bus.
- ii. Greater cleanliness and comfort.
- iii. Gender-responsive route planning that reduces women's time burden.
- iv. Greater ease of transporting goods to and from the market (if buses are designed to accommodate women's need to transport large bundles).
- v. Increased children's school attendance.
- vi. Improved children's health due to easier access to medical services.
- vii. Women's increased access to public services and to cultural and recreational activities.

8.3 Defining and measuring the outcomes

Table 8.1 identifies seven secondary outcomes (women's enhanced self-confidence, women's improved status in the family, reduced domestic violence, freedom to travel, increased social capital, school enrolment for children, and reduced time-use and time burden) and seven tertiary outcomes (greater safety on and waiting for the bus, cleanliness and comfort of buses, reduced time burden, ease of transporting large bundles, children's school attendance and access to medical services, and women's access to public services and places of entertainment). The goal is to improve all outcomes, but results can also be negative. For example, domestic violence might increase or women's time burden might increase (if they are expected to go shopping, to the market and other trips more often now that buses are more accessible).

For each outcome, several indicators are proposed. For example, women's increased freedom to travel can be measured by the number of public service agencies visited and the number of places of entertainment visited and the frequency; and safety and comfort of buses can be measured by: number of reported harassment incidents, condition and cleanliness of the interior of the buses, and women's opinions on safety and comfort.

For each set of indicators, the final column lists possible methods and sources of data collection, including:

- a. Records of police, bus companies, schools and clinics on safety incidents (harassment, violence) and use of services (clinics, schools).
- b. Observation and participant observation. This can include: travel patterns (noting modes of transport used by women and men – including pedestrians); safety and cleanliness of buses; and observation in the home of interactions among household members.
- c. Surveys and interviews with women working for the bus company, passengers, bus company officials and women’s organizations.
- d. Asking women to keep diaries of their travel and possibly expenditures. This can be done with paper and pencil or on a smart phone.
- e. Focus groups with women working for the bus company, bus passengers, community groups and neighbors.
- f. Audio and video recordings of, for example, the condition of buses and interactions among passengers.
- g. Harvard-type surveys of time-use and women’s ownership and control of household resources (Overholt et al, 1985).

8.4 Data analysis and the possible development of an empowerment scale

Each item in Table 8.1 can be assessed individually or it is possible to develop one or more indexes combining different items (e.g. overall safety, comfort and convenience of the buses; women’s empowerment). If items are assessed individually, ratings will be developed for each item. There are two main ways to record each item:

- Numerically – for example total travel time or time spent on different activities (work, social activities, travel, child-care, housework).
- Rating scales – for example:
 - Less time spent traveling = 1
 - No change = 2
 - More time spent travelling = 3

If an index is used the different items will be combined to produce one or a set of scores similar to the empowerment index described in Chapter 7.

Table 8.1 Measuring Secondary and Tertiary Gender Outcomes of the Public Transport Project in Eurasia		
Outcome	Indicator	Data collection methods
SECONDARY OUTCOMES [effects on women hired by the bus company not included in project outcomes]		
1. Women's enhanced self-confidence	a. Women's self-assessment b. Opinions of key informants	a. Self-assessment scale b. Observation and participant observation
2. Improved status in the family	a. Women's Self-assessment b. Participation in household decision-making c. Control over household resources d. Control over own-earnings e. More money to spend on herself f. Women's contribution to expenditure on school and children's clothing g. Women's contribution to housing investment	c. Key informant interviews d. Video and audio-recordings e. Interviews with women and other household members f. Women keep diary of expenditures g. Household expenditure survey h. Harvard-type rating scales on access and control of productive resources
3. Effects on domestic violence	a. Cases of violence reported to police b. Cases of domestic violence reported by doctors and clinics c. Reports by neighbors d. Reports by women and other household members	a. Review of hospital and police records b. Interviews with police, social workers and medical professionals c. Focus groups and interviews with neighbors d. Participant observation e. Audio recordings
4. Freedom to travel	a. Numbers of public service agencies visited (and the frequency) b. Numbers of places of entertainment visited (and the frequency) c. It is possible to ask respondents to recall changes since the start of the bus project	a. Travel diaries b. Interviews c. Travel surveys
5. Social capital	a. Number of social and work-related contacts reported by women b. The measures can be taken at one point in time or women can be asked to recall changes since the start of the project	a. Sociometric surveys b. Interviews with women c. Observation d. Key informant interviews
6. School enrolment	a. School enrolment b. Parent reports	a. School records b. Interviews with parents c. Interviews with school d. Available survey data
7. time use and time burden	a. Changes in women's travel time and total time burden	a. Time-use diaries b. Harvard-type time-use surveys c. Household surveys
TERTIARY OUTOMES [effects on women passenger]. Note: there are other tertiary outcomes that could be identified.		
1. Greater safety on the bus/ getting to the bus	a. Number of reported harassment incidents b. Opinions on safety	a. Company and police reports of incidents b. Participant observation c. Interviews with women d. Key informant interviews e. Video and audio-recordings
2. Cleanliness and comfort of buses	a. Trash b. Condition of seats	a. Observation b. Photos

	c. General cleanliness	c. Interviews with women d. Interviews with bus crew e. Key informants
3. Women's time burden	a. Time women spend on different activities and how this has changed since the start of the new bus service	a. Time-use diaries b. Interviews with women c. Key informant interviews d. Travel surveys e. Observation
4. Ease of transporting large bundles	a. Space for large bundles inside and on top of bus b. Opinions	a. Observation b. Video recordings c. Interviews with women d. Interviews with bus crew
5. Children's school attendance	a. Changes in enrolment and attendance since start of bus project b. Opinions	a. School enrolment and attendance records before and after project launch b. Interviews with parents c. Interviews with schools
6. Children's access to medical services	a. Proportion of children visiting doctor and clinic before and after project b. Opinions of medical staff c. Opinions of parents	a. Clinic records b. Interviews with medical staff c. Interviews with parents d. Household surveys
7. Women's access to public services and recreation	a. Frequency of visits to different kinds of public services and to places of entertainment	a. Travel diaries b. Interviews with women c. Interviews with key informants