SUMMARY

This document has been prepared in response to Governing Council decision 82/20 I, paragraph 8, requesting the Executive Director to supply further evaluation reports periodically. It also responds to Governing Council decision 87/30 I, paragraph 13, requesting the Executive Director to include information on finalization and initial implementation of the system for feedback and use of evaluation results in her report on evaluation to the thirty-fifth session of the Council. Part I of the document discusses UNFPA's increased emphasis on monitoring and evaluation in the programming process, with specific sections on the system for monitoring and evaluation; on independent, in-depth evaluation; on feedback and use of evaluation results; and on future plans. Results of independent, in-depth evaluations conducted in 1986 and 1987 are summarized in part II.
INTRODUCTION

1. This report on evaluation activities in 1986-87 has been prepared in response to Governing Council decision 82/20 I, paragraph 8, which requested the Executive Director to supply further evaluation reports periodically. The report also responds to Governing Council decision 87/30 I, paragraph 13, which requested the Executive Director to include information on the finalization and initial implementation of the system for feedback and use of evaluation results in her report on evaluation to the thirty-fifth session of the Council.

2. As part of the Fund's efforts "to strengthen the system of internal and independent in-depth evaluations and to improve the utilization of results through comparative analysis and feedback of the results into Fund policies and programmes", which were endorsed by the Council in decision 86/34 I, 4, UNFPA is placing increased emphasis on monitoring and evaluation as an integral part of its programming process. That process is itself in transition. The Fund is shifting its substantive analysis from individual projects to country and intercountry programmes, re-defining policy directions and strategy accordingly. This has been accompanied by a similar shift in focus in the activities of the Evaluation Branch, which is moving away from evaluation of individual projects to evaluation of country programmes, intercountry programmes and technical areas/issues in global comparative perspective. The timely presentation of results of these programme and comparative evaluations is seen as a basic component of this new substantive emphasis.

3. The Fund's activities during 1986-87 included further development and dissemination of methodologies for monitoring and evaluation; organization of internal as well as independent, in-depth evaluations; follow-up on the use of evaluation results and the development of a system for assembling, analyzing and disseminating lessons learned from various evaluations. These activities are further described in Part I below followed by a brief discussion of future plans. The results of the independent, in-depth evaluations are presented in part II. It should be noted that while the Evaluation Branch undertook fewer activities during the two-year period, the total number of evaluation activities of the Fund actually increased. This was due primarily to the increase in the number of internal evaluations organized within projects and to the introduction of annual internal evaluation reports as part of routine monitoring procedures.
I. EVALUATION ACTIVITIES

A. System for monitoring and evaluation

4. In order to reflect the importance of monitoring and evaluation as an integral and timely part of the programming process, in 1986 the Fund prepared the "UNFPA guidelines for monitoring and evaluation of UNFPA-supported projects and programmes" (UNFPA/CM/86/63), which superseded "UNFPA instructions on an integrated system for monitoring the implementation of country programmes and country projects" (UNFPA/CM/78/56, Revision 1). French and Spanish translations were completed in early 1987, and the guidelines were issued to all UNFPA staff for immediate use and field testing. In the coming months, the guidelines will be refined as the findings of the field testing are processed and analyzed.

5. The guidelines take into account the recommendations of the UNFPA Monitoring and Evaluation Task Force organized to review monitoring and evaluation experience and to recommend improvements in procedures linking monitoring and evaluation. The resulting guidelines follow generally the chapter on Monitoring, Evaluation and Reporting of UNDP's Policy and Procedures Manual. They cover the purposes of monitoring and evaluation; the role of monitoring and evaluation in the programming cycle; project monitoring and progress reporting; evaluation (both internal and independent, in-depth) and evaluation reporting; tripartite project review (TPR); final project reporting; and country programme review.

6. By combining the Fund's monitoring and evaluation instructions, the guidelines provide, for the first time, all monitoring and evaluation procedures for UNFPA projects and programmes in one document. Reporting procedures have had to be amended accordingly. The new UNFPA Monitoring and Evaluation Report consists of two parts: the project progress report (PPR) and the internal evaluation report (IER). The PPR generally follows the new UNDP format, although changes have been made where deemed necessary. For example, a budget sheet has been added. For most projects, a PPR is due every six months. The IER is part of the minimum requirement for the evaluation of projects lasting over one year. Thus it should be completed at the same time as every second PPR. Like the PPR, the IER follows the format used by UNDP to the extent possible.

7. Other significant changes from the earlier instructions are:

   (a) The decision on the type and depth of monitoring and evaluation required for a project is made jointly by the Government, the executing agency, and UNFPA during project formulation and is included in the project document. When deemed necessary the tripartite review meeting can amend the monitoring and evaluation plan;
(b) Country reviews are to be held annually or biannually in countries where UNFPA either has a country programme, supports a significant number of projects over $100,000, or has a programme of assistance that is characterized as innovative, multi-sectoral or complex;

(c) Adaptations of the monitoring and evaluation instructions to accommodate intercountry projects and projects having multi-bilateral components are included.

8. While it is still too early to tell whether these new guidelines are easier to handle and more useful than previous instructions -- only very preliminary results of the testing are available at this time -- it is clear that there was a need for a document which consolidated all the different monitoring and evaluation requirements of the Fund. In order to maximize the usefulness of the guidelines, training is needed both for UNFPA and agency staff as well as for national project staff. Some such activities have already taken place; monitoring and evaluation have been emphasized in training courses organized for UNFPA national (two workshops) and headquarters (one workshop) programme officers and in courses UNFPA has conducted with some of its executing agencies. National workshops for project staff have also been organized in a few countries. However, further efforts are needed and, as in the past, monitoring and evaluation training has to be provided together with training in project formulation, in view of the close connections between the two.

9. In addition to conducting organized training activities, the Evaluation Branch provides assistance on an ad hoc basis to programme staff on evaluation methodology, for example, in regard to background preparation, terms of reference and selection of consultants for internal evaluations or concerning plans for ensuring appropriate monitoring and evaluation in new projects or programmes.

B. Independent, in-depth evaluations

10. In view of the increasing number of internal evaluations organized for individual projects and the need to define country and intercountry policy and strategy, the focus of the independent, in-depth evaluations during the period under review has shifted from projects to programmes and to technical areas/issues in comparative perspective.

11. The last project evaluation conducted by the Evaluation Branch was made in early 1986 of the MCH/FP project in Syria. This was followed by two separate evaluations of the education and communication sector within two countries (Mali and Somalia). The programme evaluations undertaken
in 1986 and 1987 covered the country programmes in Burkina Faso and Tanzania and the interregional programme of the World Health Organization (WHO). These evaluation exercises were timed to maximize their contribution to the programming process; the Burkina Faso and Tanzania evaluation results were taken into account in formulating the 1987 presentations to the Governing Council. The WHO intercountry evaluation was timed to yield findings, conclusions and recommendations which could be weighed when formulating the next four-year programme. Similarly, results of the evaluation of the FAO intercountry programme will contribute to the next programmes, both interregional and regional.

12. Comparative evaluations were undertaken of training in MCH/FP through missions to three regions. A similar exercise in the area of population and development has been initiated, and the first regional mission to Asia and the Pacific has taken place. The results of these evaluations are presented in part II of this report.

13. The broadening of the scope of recent evaluations (comparative and programme alike) has necessitated further development and refinement of the Fund's evaluation methodology. The first step in preparing for a comparative evaluation is to undertake a review of the programme area being evaluated. At the same time, a review of all projects receiving UNFPA support in the area is made so that the most representative projects for in-depth study can be selected. In each region, field visits by two or more teams are organized in order to ensure the necessary coverage. The teams (consisting of one or more consultants and an Evaluation Officer) then meet to write a joint report on the regional lessons. Finally, a global report comparing the findings of the various regional reports is prepared.

14. The first such report, on MCH/FP training, is at present being finalized. It will be discussed at an internal seminar in 1988. The purpose of the seminar is to examine the relevance and suitability of content and format of the evaluation and ensure that appropriate findings and recommendations are incorporated into future comparative evaluations. The Fund foresees a wide distribution of the final report. The field visits for UNFPA's second large-scale comparative evaluation — of population and development projects — initiated in 1987 will be concluded in 1988. In total, four regions will be covered in this evaluation.

15. Over the last couple of years, UNFPA guidelines for country programme evaluation have been developed and revised. A third version was tested in the Tanzania evaluation. The members of the mission found that, while useful, the guidelines required further revision. Moreover,
the scope of the guidelines will have to be expanded in view of the prospects of having country programme evaluations serve the purpose of, and eventually replace, update needs assessments in the future. The Evaluation Branch is at present working on these revisions, to be used for three country programme evaluations in 1988. In the past, it was difficult to develop the methodology for this kind of evaluation mainly because the objectives and plans of many country programmes were vague. Recent country programmes have gone through a more stringent development and review process, however, and this should facilitate future evaluations. It is hoped that use of these revised guidelines will significantly enhance the quality of feedback, which in turn will further improve programming by enabling the establishment of clear, measurable programme objectives and the identification of changing circumstances that require re-adjusting strategies.

C. Feedback and use of evaluation results

Management

16. As reported in DP/1987/39, the results of the evaluations of individual projects are promptly fed back to the parties concerned. In the case of the independent evaluations, UNFPA makes a decision on the recommendations made and communicates its official position to the Government and to executing agencies. Approximately one year later, the Evaluation Branch follows up to see if programme and field staff have implemented the agreed-upon recommendations. In addition, the Programme Committee and the Project Review Committee, in reviewing new programme and project proposals, now as a rule enquire into the use of evaluation results in the preparation of these proposals. These committees have found that an increasing number of both programmes and projects consider evaluation results and that serious efforts have been made to use them.

Technical Capacity

17. In order to make the lessons learned from the various evaluations more accessible to those involved in policy-making and programming, the Fund proposed to develop during the second half of 1987 a system for feedback and use of lessons learned, as described in DP/1987/39. The activities to be undertaken for the development of such a system include: extracting potential lessons from evaluation reports; designing a system for classification and coding of evaluation lessons; designing the desired output from the data base; selecting and testing different softwares; entering appropriate data; and making trial runs of lesson retrieval.
18. As some of these activities were about to be initiated, the Fund commissioned an external consultancy group to assess UNFPA's overall needs and recommend a future strategy for a management information system (MIS). Extraction of potential lessons from past evaluation reports and design of the classification and coding system as well as of the desired data base outputs are being undertaken; and the selection and testing of softwares were initiated soon after the Executive Director accepted the report on this assessment in December 1987.

19. The extraction of potential lessons from past evaluation reports is well under way. This work, which is being done primarily by consultants, is nearing completion and is expected to be finished by the end of February 1988. Thereafter, regular updating can be done by the Evaluation Branch staff.

20. The extraction of potential lessons and development of the classification list are interrelated activities. Once extracted, each potential lesson is coded according to substance (work plan category) as well as issue (s). The list of issues was compiled after extensive discussion with the main in-house users of the feedback system, in particular the technical officers. In the initial extraction process, the classification list was tested to see if it was adequate and the necessary modifications made.

21. Next, the methodology of retrieval as well as the format of the output lessons had to be designed. Initially, the Evaluation Branch itself will be the main user. On request, for example, the Branch will retrieve all lessons referring to (1) a work plan category, (2) a region or a country, (3) an issue, such as the role of the executing agency, or (4) a combination of these. The Branch will periodically analyze the lessons learned and prepare for wider distribution short reports detailing the findings.

22. Eventually, when the Fund's MIS network is functioning at or near capacity, anyone with access to a terminal will be a potential user (e.g., a programme officer desiring to look into past evaluation results in the process of appraising a new project document). This means that the data base must be easy to access. Therefore, the Fund has opted for a Menu-driven type of computer operation. The work in this area is almost completed. Formats for sample outputs as well as the desired retrieval methodology have been prepared and a computer consultant is now working on simplifying the use of the software for this purpose.
23. Because the Fund has not been able to identify a software package that answers all the needs of this database, two different programmes that meet most of the operators' criteria are being tested. Moreover, data entry is being tried on both systems. In the final analysis, the choice of the programme will be based on its facility of use, its potential and flexibility for future developments, and its compatibility with the fund-wide management information system.

24. Trial runs of Menu-driven retrieval of lessons were in process at the time this report was being prepared. It is anticipated that by the time the Governing Council convenes in June 1988, data entry will have been brought up to date and lesson retrieval and dissemination by the Evaluation Branch will be in practice. Wider use of the data base by other offices at UNFPA's headquarters and in the field will proceed in tandem with the overall development of the UNFPA MIS.

D. Future plans

25. As has been noted throughout this report, UNFPA is well aware of the critical role that evaluation plays in the success of the programmes it supports. This is why the Fund is now giving considerably more attention to this aspect of its activities. Consequently, evaluation has become an integral part of the activities of programme and technical personnel.

26. An increasing number of internal evaluation exercises, which go more in-depth than the internal evaluation report on self-evaluation, will be produced in the near future, as the new projects with evaluation plans mature. These reports will, once channeled through the system of feedback, contribute to the improvement of the individual projects evaluated. Furthermore, the incorporation of the results of these, as well as of independent evaluations, into the computerized system discussed above and the continued analysis and dissemination of these results will also facilitate further refinement of the policies and technical guidelines produced at UNFPA as well as the programmes receiving UNFPA support.

27. The more specific evaluation activities foreseen in the next biennium include a review of the experience of using the new monitoring and evaluation guidelines as well as of their finalization. While monitoring and evaluation training activities for UNFPA, agency and government staff will be expanded, this training will normally be provided only as part of a package dealing with all of the aspects of the programming cycle.

28. In future, a larger number of independent, in-depth evaluations than in the previous reporting period will be organized, and both technical and evaluation staff will be active in undertaking these activities. For example, 1988 plans call for a technical officer in the Maternal-Child Health/Family Planning Branch to conduct an evaluation of the Japanese
Organization for International Cooperation in Family Planning, Inc. (JOICFP) programme supported by UNFPA, while technical officers in the Population Data, Policy and Research Branch will conduct evaluations of population and development activities in Latin America and the Caribbean as well as in the Arab States region. Country programme evaluations will increase not only in number but also in scope, since they will increasingly be used instead of update needs assessments. Country programme evaluation guidelines will be further revised to incorporate this expanded scope. The Fund will also continue to evaluate its agency intercountry programme. For example, in early 1988 the Evaluation Branch is conducting an evaluation of the interregional and regional population activities of the programme of the Food and Agricultural Organization of the United Nations (FAO). Moreover, the comparative evaluation of population and development projects will be completed, and another covering management issues in family planning programmes is foreseen for 1989.

29. The lessons learned from evaluation at UNFPA are being applied not just to individual projects; indeed, the accumulated lessons are increasingly used to improve overall programme strategies and policies. The Evaluation Branch document, "Comparative Results of UNFPA Evaluations" (1986) was a first step in this direction; the positive feedback on this document from field and from headquarters staff demonstrates both the relevance of this type of reporting and the need for a system of quick feedback of lessons such as that discussed above. The Fund's Programme Co-ordination, Management and Field Support Office sent, in January 1988, a note to headquarters and field staff highlighting most frequently observed general lessons, suggesting that they be used in preparing new projects and added to TPR agendas.

30. The lessons stressed in the note are the need to involve national personnel in project formulation, the importance of clear project design, the need for a realistic work plan with step-by-step consolidation of progress made and the need to provide accurately for local staffing and training from project/programme inception. Recently formulated projects and programmes demonstrate increased awareness of the need to take these issues continually into account. A focus of evaluation at UNFPA is to incorporate use of these lessons into the design and monitoring of activities and to enhance the easy access to lessons of substance as well as of design and management.
II. RESULTS OF INDEPENDENT, IN-DEPTH EVALUATIONS

A. Projects and programmes

Syria: Maternal, Child and Family Health, Phase II
Evaluation mission: February 1986

31. This project, which received almost $1.3 million in UNFPA assistance during the period covered by the evaluation, 1981-1985, was executed by WHO and the Eastern Mediterranean Regional Office (EMRO). The mission found that the project had achieved its four immediate objectives but to varying degrees. MCH/FP services had been extended to all 14 governorates as planned, and an MCH/FP Demonstration and Training Centre established in each governorate. Moreover, the number of urban and rural health centres providing MCH/FP services increased from 22 to 216. Services were often underutilized, however, and contraceptive supplies were not always adequate.

32. The training component of the project exceeded expectations. Some 700 traditional birth attendants (TBAs) received training (instead of 300 as originally explained), and a much larger than expected number of health personnel received short courses on various aspects of MCH/FP. The quality of training, however, was uneven. Awareness promotion was very weak and the Health Education Cell was activated only at the end of 1985. Furthermore, the functions of the "health educators" in the different governorates were not always relevant to health education.

33. The development of a service statistics system to strengthen monitoring and management of the national MCH/FP programme proceeded apace. A framework was developed, uniform record forms used throughout the country and data collected, collated and tabulated. Nevertheless, the data collected were not always relevant or properly analyzed. Nor was the system being used as a monitoring and management tool.

34. The mission recommended, among other things, that the TBA training programme be consolidated before being further expanded, that the health education component be strengthened, that service statistics be used more effectively for management purposes, and that supervision in service delivery be enhanced. The recommendations were well received and most of them have been implemented.

Mali: Non-formal education and communication activities
Evaluation mission: April 1986

35. The evaluation covered six projects in the education/communication sector as well as the education component of the MCH/FP project. The
amount allocated by UNFPA to these activities during the period of review, 1978-86, was $2.1 million. The executing agencies were the Government, the International Labour Organization (ILO); the United Nations Educational, Scientific and Cultural Organization (UNESCO); the United Nations Children's Fund (UNICEF) and WHO.

36. The six projects, which provided support to health activities, had the common goal of improving the social conditions of their target populations -- cottage industry workers, farmers, and women, among others. They fit well into the Government's policy of community development and of organizing and educating Malians to assume responsibility for their own health and welfare. Unfortunately, despite some success in identifying a number of population issues, Mali did not have a coherent programme of population education/communication (PEC). Indeed, the very concept of PEC, as well as the mandate of UNFPA and the specialized agencies in this field, seemed to be poorly known.

37. Although the project documents had provided for close co-operation between the projects, in practice such a co-operation was not systematic. Moreover, the absence of a PEC programme with concrete objectives and the fact that an overall MCH/PP programme had not been formulated contributed to the lack of closer co-operation.

38. The mission noted that while research activities were included in the project plans, they were not always carried out. When they were carried out, they were at times out of line with the objectives set (partly because of the vagueness of the objectives). Educational materials were in short supply and, in some cases, poorly adapted to the target population. This was due in part to the underbudgeting of resources. On the positive side, the project did train a significant number of supervisory and volunteer staff. However, the phase of education and awareness-creation among the target populations, which was to follow, was behind schedule.

39. The mission found that the planning and design of the projects were particularly inadequate and that technically deficient proposals had been approved for funding. It also noted the need for more relevant and sustained technical assistance from executing agencies. As a result of the evaluation, one project was terminated.

Somalia: Population education projects
Evaluation mission: April-May 1986

40. This evaluation covered three population education projects to which UNFPA had contributed a total of $1,377,000 through 1985. ILO and UNESCO were the executing agencies.
41. The first project, which combined in-school and out-of-school activities through the Ministry of Education, succeeded in increasing awareness among Somalis of population factors and their social, economic and cultural implications. It also created a self-sustaining programme of population education activities. While noting the high quality of materials developed for students at primary and secondary levels, however, the mission observed that few schools had actually incorporated population education content into their curricula.

42. The aspect of the project aimed at the out-of-school sector provided resource persons and IEC materials for use by public and private organizations and arranged seminars/workshops for medical personnel, religious leaders, women leaders and personnel of other UNFPA-supported projects. A national conference organized in the project's first year generated awareness among government officials, academicians and community leaders of the importance of population issues. This was reaffirmed at a second conference held four years later where policy-makers recognized population as an integral part of planning and development.

43. The other project focused on educating workers through their unions. It conducted seminars in different regions for both union leaders and workers, and developed, in collaboration with the Ministry of Education, a handbook for workers. However, follow-up to seminars was minimal, leaving unexploited much of their potential. This was due in part to the lack of full-time instructional staff and of an ongoing programme at the Workers Education Institute, the national implementing agency.

44. The mission's recommendations focusing on project design, management, curriculum, training and materials development were accepted by all parties, and, though the Government and the executing agency agreed to take them into account in the development of the project, current project activities show minimal to no progress.

Burkina Faso: Country programme
Evaluation mission: April-May 1986

45. The programme, comprising seven projects and totalling $5,166,000 for 1973-1985, was executed by UNESCO, WHO, the United Nations Department of Technical Co-operation for Development (UNDTCD), UNICEF, UNFPA, and the Universite Libre de Bruxelles. The mission observed that the country programme document contained neither explicit objectives nor a concept of co-ordinated and complementary activities among projects. Indeed, the various projects appeared more as a series of isolated interventions.
Nevertheless, because some projects had provided for such co-ordination in their design and because the Government worked to co-ordinate the implementation of project activities, the programme in Burkina Faso in fact functioned as a unit.

46. Each of the projects had made good progress towards achieving its immediate objectives. In the MCH/FP sector, the mission found that although the utilization of services was limited, the requisite institutional structures had been established and awareness created. This enabled a further expansion of services and eventual attainment of health for all Burkina Faso women and children. Similarly, the population education projects had helped bring about general acceptance of population and sex education as legitimate concerns. While the mission was impressed by the enthusiastic support given to population education by Government authorities, it felt that such support should now be translated into formal institutionalization of population education into the schools.

47. The work plans and time frames of the projects in the area of population and development were generally too ambitious. These limitations notwithstanding, the mission concluded that a great deal had been accomplished in this sector in terms of research, awareness creation, training of specialists and institutional set-up. It recommended strengthening of the newly established institutional capability so as to make it more effective for the formulation and implementation of a population policy.

48. The mission also evaluated the role of women in the programme. It noted a lack of research, but found that women had participated in the implementation of projects at all levels. Overall, the programme had had a positive impact on the country's perception of the role and status of women, particularly by facilitating women's access to and management of resources through training and other benefits. To further improve women's participation in the programme implementation, the mission recommended training for women on management, administration and budget matters.

49. In assessing the overall performance and achievement of the programme the mission concluded that even though Burkina Faso still does not have a population policy, much had been achieved towards the formulation of such a policy in terms of gathering and analyzing data, training specialists, establishing necessary institutional set-up and creating awareness. It recommended continued support for a second phase of the programme. The results of the evaluation were used in the development of this programme, approved by the Council in 1987.
50. UNFPA support for this programme amounted to US $5,742,000 for 1969-1985. The executing agencies were the Government, ILO, FAO, WHO, UNDTCD, UNICEF, UNFPA and the International Planned Parenthood Federation (IPPF). The mission observed that the country programme document did not include any reference to long-range or immediate objectives, nor did it contain a specific strategy for the overall programme. Moreover, the many projects of the programme were presented as distinct, short-term actions or corrective measures rather than as integral components of a coherent, comprehensive effort aimed at achieving specific long-term effects. By contrast, individual projects within the country programme had explicit objectives with respect to self-reliance, and in general have been effective in promoting and fostering it.

51. The projects in the MCH/FP sector had achieved much progress in integrating child spacing (CS) services into MCH centres, but utilization of those services was generally unsatisfactory. One reason for the low utilization was the arrangement in most clinics whereby CS clients were made to wait in separate areas from those attending for other MCH services. For this reason, many women preferred to travel to urban clinics or simply to abstain from seeking CS services. Another reason was the confusion among health workers on the mainland as to who was allowed to provide and administer certain types of contraceptives. No such problem arose in Zanzibar where clear guidelines existed. Other reasons were the weakness of the outreach programme and the failure to make use of other opportunities, such as child immunization, to provide information and instruction in child spacing. In any event, the mission concluded that because of its extensive health network covering the whole country and the existence of numerous mass organizations, Tanzania has good potential for implementing a successful MCH/FP programme.

52. The projects in the IEC sector were instrumental in raising awareness about population issues and in bringing about positive changes in attitudes among political leaders towards family planning. However, such awareness has not yet reached the public at large. Among the many achievements in this sector, the mission noted in particular the institutionalization of family life education in the curricula of some key training institutions and, most important, the commitment of the Prime Minister's office to assume a leading role in the implementation of the country's future population policy. Among the main weaknesses of the IEC projects were insufficient educational materials and a reluctance to address family planning issues.
53. The mission found a clear awareness on the part of the Government of the need to involve women in all aspects of the programme and to address their concerns in the implementation of various projects. The mission noted that projects directly aimed at women but not originally included in the country programme had been devised and implemented. One such project sought -- with good results -- to create a cadre of women leaders with capabilities for leadership and management of population and development issues. Another project, the Shinyanga Integrated Development Programme, a Joint Consultative Group on Policy (JCGP) initiative jointly funded by FAO, UNDP, UNICEF, World Food Programme (WFP), and UNFPA, was found to address in a comprehensive and innovative manner issues affecting women, such as heavy workload, malnutrition, low income and poor health. With respect to other project sectors, the mission noted the absence of women at top decision-making levels, although it did find that women were strongly represented at middle level management, both in the health and family life education sectors.

54. The results of the evaluation were fed directly into the preparation of the second country programme for Tanzania, which was approved by the Governing Council in 1987.

WHO Intercountry programme
Evaluation mission: June-July 1987

55. The UNFPA-supported WHO interregional programme 1984-1986, amounting to $3,800,000, consisted of seven projects of which four were chosen for in-depth analysis. These four projects covered technical and managerial support, through an interregional team, to national MCH/FP programmes; studies of maternal mortality and unmet needs in maternal health; programme research in MCH/FP; and studies on reproductive health in adolescence, fertility and fertility regulation.

56. The technical and managerial support project, a continuation of earlier projects, funded six posts. The mission noted that while a large number of activities had been undertaken in this project, measuring their contribution towards project objectives was difficult due to vague project design; unclear agreement between UNFPA and WHO, as for example, on the definition of country-level backstopping; lack of a work plan; and complications arising from WHO's internal structure as regards relations between headquarters and autonomous regional offices.

57. The mission found that the composition of the interregional team was appropriate and that it had the potential to make a valuable contribution to the country programmes. However, to realize this potential there must
80. The review of the execution of projects in relation to their location within the planning systems suggested that the objectives of projects determine how they should be conducted and where they should be located. For example, projects that emphasize integration and awareness creation are better suited in executive central planning units, while those focusing on research and training should be located in advisory bodies or training institutions. The projects were found to have been successful in the research output, but less successful in other areas, including integration and awareness creation.

81. The mission found that most of the countries under review understood well that population is not an isolated phenomenon. A few had reached a level where the interrelationship between population and development could be quantified and modeled. However, that understanding appeared to be rather general and incomplete, often leading to narrow operational definitions of integration. The mission recommended therefore that, in the context of the Fund's Global Training Programme on Population and Development, efforts be intensified in order to develop short-term training courses for key planners and policy-makers.

82. The mission found that the projects under evaluation used three approaches: research, projections and the macroeconomic planning model. The sector planning model had not been used. Overall, the mission felt that the approach or combination of approaches adopted were appropriate, even though these efforts were not always translated into policies. The mission indicated that the approaches used should be determined by the availability of data and the technical capability of personnel involved in the project. The mission found that most of the countries under review possessed a wealth of demographic and socio-economic data collected over the years through censuses, vital registration systems and special surveys. It noted the crucial role played by UNFPA both in the collection of these basic data and their utilization for development planning. All the projects under review had benefited a great deal from those earlier efforts.

83. The projects evaluated used a variety of executing and host agencies. The mission found that a number of problems in execution and project monitoring had arisen due to the lack of clarity and definition with respect to the respective roles of agencies. The mission recommended that the Fund review the mandate and competence of executing agencies and clearly delineate their responsibilities before approving any multi-agency project. In general, the mission found that there were opportunities to improve co-ordination among agencies and the overall efficiency of projects. The mission noted that, with few exceptions, the monitoring and evaluations of projects under review by executing agencies had not been satisfactory. Furthermore, these evaluations tended to be of an administrative nature and lacked the necessary technical content.
84. The role of women, either as the subjects of or as participants in the projects varied considerably. In general, women appeared to have made a major contribution to the implementation of the projects, and the pattern of training suggested that women's participation would further increase in the next round of projects. Nevertheless, the mission felt that special attention had not been paid to women's issues. For example, opportunities for disaggregating data into general and specific categories had not been sufficiently exploited.