

Chapter 5. Evaluation concepts and women construction SMMEs

5.1 Introduction

Recognition of women's role in the development process is "not new" (Moser 1995:127). International funders are involved in construction endeavours worth billions of Dollars, but "funders of intervention programmes and services at the federal, state and local levels are requiring greater accountability" notes Scheifer (2000:139).

The World Bank spends approximately \$40billion (R350billion) and the Development Bank of Southern Africa about R3billion on development projects per annum. A large percentage of these funds find their way to the construction sector, and is earmarked for qualifying women entrepreneurs.

Women are nowadays regarded as the hidden resource of construction entrepreneurial potential and development. Women were however appreciated as entrepreneurs nearly three millenniums ago by King Solomon (Proverbs 31: 10-30): "She is worth far more than rubies ... She selects wool and flax and works with eager hands ... she gets up when it is still dark ... she provides food for her family ... out of her earnings she plants a vineyard ... she sets about her work vigorously ... her arms are strong for her tasks ... she sees that her trading is profitable, and her lamp does not go out at night ... She opens her arms to the poor and extends her hands to the needy ... She is clothed with strength and dignity ... She speaks with wisdom ... and does not eat the bread of idleness ..."

Research on gender is one of the "enduring entrepreneurship research topics" for Crijns (2002). According to Moser (1995:130) three operational procedures are particularly important in developing indicators for use in evaluating impacts on women development: A comprehensive database on what women do and why; identification of contextually specific problems of development; and a description of the relationships between these problems, with a cause and effect hierarchy established. Makhubela (2001:1) warns against traditional accounting and organisational models that only regard revenue and physical assets as 'valuable', and that regard people as liabilities rather than important resources and investments.

This chapter propagates the use of evaluation concepts and constructs in management and entrepreneurship of women construction SMMEs particularly, and

explains why women construction entrepreneurs should take note of evaluation as science and as enterprise.

5.2 Women and construction SMMEs

Women's involvement in the construction industry in a leading role dates back as far as 1315, when "a road-building project through the mountains of Fujian province was directed by a women engineer" (Lumsdaine & Lumsdaine, 1995:409). The SMME Act (South Africa 1996) defines the SMME construction as:

Figure 5.1: The SMME construction sector

Sector or sub-sector in accordance with the Standard Industrial Classification	Size of class	Total full-time equivalent of paid employees	Total annual turnover	Total gross asset value (fixed property excluded)
		<	<	<
Construction	Medium	200	R18.00 m	R3.50 m
	Small	50	R4.00 m	R0.80 m
	Very Small	20	R0.50 m	R0.20 m
	Micro	5	R0.15 m	R0.20 m

In Africa rural women are building their own homes. The concepts father as 'head of the house' and as the "bread winner" should be done away with, recommends the ILO (1995:8). In the rural areas women are ploughing the lands and place food on the table agrees Lazar (1993:6). This is now recognised as essential to ensure that the needs and interest of women are identified and met, and that women are "active participants rather than passive beneficiaries" notes Moser (1993:130).

At the Housing Awards Ceremony held 10 May 2002 the Keynote speaker said: "Women must take back the share in construction that is rightfully theirs. For centuries women in Africa built their huts, houses and homes, clayed floors, thatched roofs, cultivated the land, made money and raised their kids, while men were busy with more important things elsewhere" (Mthembi-Mahanyele, 2002).

5.3 Assessing the uniqueness of women entrepreneurs

The uniqueness of women entrepreneurs is emphasised by many authors: A successful women professor of Business Ethics at Auckland's Unitec said: "Passion is what gets you up in the morning" (Smith, 2000: 97). Entrepreneurial ventures stem

more from prior job with men, as compared to a woman where her's stem more from hobby or interest (Kuratko, 2001:152). "... patience and attention to detail, says the U.S. Small Business Administration, also contribute to the high success rate of women-owned businesses" (Davis & Long, 1999:26). The nature of our process is what makes us unique (Patton 2002:160). Women tend to start their entrepreneurial careers later than men (Hisrich & Peters, 1998: 78). This is probably because of marriage and raising children. According to Wolfersohn 2002 "family assets can be better used when they're made available to women, where women can take the lead in terms of education of their children. I've seen that in the poorest countries, women have the worst deal, and so it's hardest to advance their cause."

Women are unique. They have a "different touch", a "different point of departure" and a different "view of affairs" (CGE Mpumalanga, 1998:53). "Because we are different yet striving for the same ideals ... we must play a decisive role on constitutional, political and community levels" (CGE Mpumalanga, 1998:53). Women do not want to become like men as "...we need to liberate ourselves but without losing our gentle touch and femininity" (CGE Northern Province, 1997:26,27). "We already have everything by just being women" (CGE Mpumalanga, 1998:54).

According to Wickham (2001:71), Hillary Clinton mentioned that women lead half of all new businesses in the US, whilst in Britain it is only 30%. A serious handicap for women to realise their entrepreneurial potential, is reliable, affordable and conveniently situated day care facilities operating on flexi hours to suit their entrepreneurial work situation. According to Berger and Buvinic (1989:1), "Women entrepreneurs seem to be invisible in Latin America." Their specific characteristics and needs are often overlooked and only "passing reference" is given to the importance of women's contribution.

Women inspire good work by "interacting with others, by encouraging employee participation, and by showing how employees' personal goals can be reached as they meet organizational goals" agrees Lumsdaine & Lumsdaine (1995:104). This social leadership style is particularly relevant for sectors like the building industry where teamwork is important. "Women entrepreneurs tend to be more motivated by the need for achievement" is the finding of Hisrich & Peters (1998:78).

Forced to become the heads of their families when their men left to work as migrant labourers in the cities for months on end, women assumed the responsibilities of their

absent men. They built their dwellings, supported their families, and farmed the lands. "Whole communities became matriarchal, with the exception of the brief periods when the men folk temporarily returned" noted Lazar (1993:12).

5.4 Assessing the barriers women face and its negative impact on their entrepreneurial performance

"It is cheaper to hire or fire a woman." In Japan's recession, women employees were "the first to go." The seven-year-old equal opportunities in employment law "doesn't mean anything in an economic recession" according to Women's Watch (1993:4). "Women have the lowest paid and least skilled jobs. Women are more likely to be employed in temporary, casual or part-time positions which are less well-paid, less secure and enjoy fewer benefits" according to the Beijing conference (1995:24). Women are vulnerable as their support groups are a spouse, family, women's professional groups and trade associations, as opposed to men who lean on friends, professional acquaintances and business associates, note Hisrich & Peters (1998:78). For more on this aspect, please refer to Verwey & van Vuuren 2002.

For Dollinger (1999: 217) women have difficulties getting financing "partly because of discrimination"... "Clawing your way to the top without nails" is the phrase Sharon McCollick used to describe the scratching at the doors of banks to secure financing for her now successful business (Dollinger, 1999: 205). "Women usually rely solely on personal assets or savings" according to Hisrich & Peters (1998:78). Formal financiers are in any case not always good for new ideas, and "Banks are sometimes passion killers" agrees Crijns (2002). According to Wickham (2001:71) "...access to capital is one of the main stumbling blocks preventing women from starting their own businesses in greater numbers." For finances women entrepreneurs also make use of four Fs: "Family, fools, friends and formal financiers" (Crijns, 2002).

In 1970 women-owned US businesses employed less than one million persons, and increased in 1991 to 12 million (Timmons 1999:5). The proportion of women board directors to male board directors is, however, very low: only 4,6% of all directors are women. Not a single company in the SA Top 50 listings has more than 3 women directorships (Corporate women directors report, 2000:11). Unfortunately the woman entrepreneur must "already be rich or have the ability to borrow capital based on connections" agrees Jennings (1994:45).

"Women may be in the labour force but they are certainly not achieving their full potential," warns Wickham (2001:71). High numbers of educated women are found in part-time jobs. A UK survey revealed that 18% of British mothers with a tertiary education work less than 20 hours a week. "There is a widespread general mismatch between women's skills and what they are actually doing, which means that, for the government, there is a serious issue about skilled, highly educated women dropping out of the labour force completely or working in jobs where their talents cannot be used to the full" cautions Wickham (2001:71). Todaro (2000:266) states that: "Women are routinely discriminated against in terms of pay scales, job advancement, and job security. They are also more likely to be unemployed than men."

"The issue of development and the issue of poverty is very much bound up with the issue of gender and gender equality" informs Wolfersohn (2002). For Marguerite Berger (Berger and Buvinic 1989:1) the activities undertaken by women in society are not always "considered to be entrepreneurial despite the fact that they risk their own capital, create jobs and an income." However their male counterparts are "considered to be micro-entrepreneurs" by society. In several countries around the world, women still "cannot travel outside the home" according to World Bank (2001b).

The nature of the multitude of challenges facing women entrepreneurs in South Africa confirms that their full economic potential is not fully enhanced by both business and government. Women owned enterprises continue to remain isolated and are always the last to receive support. The main challenge identified in the NTSIKA report of 1999 is the need for the DTI to intervene by setting up a structure that will enable women to review the impact of policy interventions on their enterprises and to lobby for possible improvements. Without this, women will continue to be denied the opportunity to feature in the mainstream economic agenda, warns SAWEN (2002).

Economists have long argued that countries with fundamentalist regimes suffer economically because women are not allowed to participate (World Bank 2001). It is against this background that the DTI initiated the process of establishing the South African Women Entrepreneurs Network (SAWEN).

5.5 HOW can the hidden resource of women entrepreneurs be uncovered?

Much has been written on discrimination against women entrepreneurs, but this section is approaching the problem also from another angle: If all discrimination, old and new sophisticated, are eliminated, will all women obtain business opportunities

and will they survive as entrepreneurs? The problem is thus whether the external 'enabling' measures on their own are sufficient to 'empower' women, or should they also empower them internally with sufficient skills, training and knowledge.

Translating this problem statement into simplified economic terminology, it seems that there is a demand-supply gap. The legislation contributed by creating demand for women in business opportunities, also for women entrepreneurs in construction, but employers, contract providers, and even women still do not regard themselves as empowered to provide sufficient and competitive supply of skilled women to access these business opportunities. This is due to continued sophisticated discrimination, but more important due to a limitation in their supply qualities. Aspects limiting their supply qualities and therefore diminishing their acceptability for business opportunities need to be addressed (e.g. insufficient training, inadequate networks, and a shortage of finances). Empowerment from within, i.e. training, skills, know-how, liability, responsibility and accountability, seems more suitable.

Women should admire and honour women entrepreneurs in their communities. While Greece celebrates Plato and Austria acclaims Mozart, Americans honour Henry Ford and Bill Gates according to Barrett et al (2000).

The level of skills and training as well as the acceptability of women construction entrepreneurs need to be investigated. Chapter 8 will empirically test these outcomes aspects of women construction entrepreneurs.

5.6 Evaluation for empowerment vs. empowerment evaluation

According to Todaro (2000:8) development economics must be concerned with the economic cultural political requirements for effectively rapid structural and institutional transformations of "entire societies in a manner that will most efficiently bring the fruits of economic progress to the broadest segments of their populations." This includes the empowerment of these segments.

The theme of the 1993 American Evaluation Association (AEA) National Conference was "Empowerment Evaluation." David Fetterman (1993:115), AEA President that year, defined empowerment evaluation as "the use of evaluation concepts and techniques to foster self-determination. The focus is on helping people help themselves." The World Bank agrees with this statement: "Evaluation should confront such poverty-specific issues" according to Squire (1995:44). Empowerment

evaluation is shared by other evaluation approaches such as stakeholder-based, participatory, and utilization-focused evaluation for Schnoes et al (2000: 55).

The empowerment evaluation process consists of four steps:

- Taking stock of concerns and resources, a process that includes all members of an organization or project.
- Planning to establish a vision that all members are dedicated to, and developing strategies and action plans to achieve the vision.
- Implementing strategies and action plans to facilitate the process.
- Generating outcomes to document competence and progress relevant to goals or vision (Schnoes et al 2000: 56).

One of the first applications for empowerment evaluation was to assess the impacts of economic and administrative reform programmes, often referred to as structural adjustment programmes (Schnoes et al 2000: 96).

Empowerment evaluation is a politically loaded concept, and is often misused to give an endeavour an unfair benefit of acceptability. The evaluation is conducted in a way that affirms participants' self-determination and political agenda (Patton, 1997:193). The idea behind stakeholder involvement and empowerment approaches can be linked to the concept of 'action research' in the 1940s (Caracelli 2000:103). Evidence on the impact of participation in project implementation is growing rapidly but is mainly in the form of case studies (Squire 1995:48).

Empowerment evaluation should comply with the evaluation standard of "political viability": Evaluation should be planned and conducted anticipating the different positions of various interest groups, so that their cooperation may be obtained, and so that possible attempts by any of these groups to curtail evaluation operations or to bias or misapply the results can be averted or counteracted (AEA, 2002a:2).

Evaluation for empowerment is different. It uses the evaluation concepts to empower people in order to perform better.

5.7 Misusing empowerment evaluation

In the 1930s concepts of empowered worker teams and continuous quality improvement to reduce defects were applied at Western Electric's Hawthorne Works in Chicago (Patton 2002:146). Empowerment evaluation should however not be used as cloak of legitimacy to cover up highly corrupt or incompetent evaluation business. Stufflebeam (1994:325) warns that many potential clients are willing to pay much

money for a good, empowering evaluation. Many administrators caught in political conflicts would likely pay handsomely for such friendly, non-threatening, empowerment evaluation services.

Stufflebeam (1994:323) does not agree with the term empowerment in the concept of evaluation. 'Evaluation' should rather be "narrowly and consistently defined." For him the common sense meaning of evaluation is the "worth of an object." Anything other is not evaluation. Adding terms such as *empowerment* or *development* to evaluation changes focus and undermines the essential nature of evaluation as a phenomenon unto itself advises Patton (1997:110). For Zadek (2002:2) a lot of frustration and disempowerment are present amongst entrepreneurs "in the developing world regarding globalisation and the inability of them to penetrate first world markets."

Evaluation on empowerment and gender aspects are used sparingly in developing countries. One reason is that evaluation has often suffered from "defects that limit its usefulness" warns Squire (1995:44). While most of the indicators used to assess the gender impact of programmes and projects still measure implementation progress rather than outcomes and impact of women's endeavours notes Moser (1995:125).

5.8 Empowerment evaluation and social justice

According to Patton (1997:102) the phrase "empowerment evaluation" can be a double-edged sword. Like the strategic planning term *proactive*, the word *empowerment* can create hostile reactions. Empowerment carries an activist, social change connotation. "Empowerment, what is this new thing? What happened to what we used to call justice?" Karen Kirkhart, President for the American Evaluation Association National Conference in 1994 (the year after Empowerment Evaluation was the theme) chose the theme "Evaluation and Social Justice." (Patton, 1997:102).

Social injustice flourishes in a state of poverty. All governments and institutions engaged in development should be encouraged to undertake more evaluation, and to share the results with each other, so that faster progress can be made in reducing poverty (Sandstrom, 1995:14). Agents posing questions are often closely identified with the donors whose programme is being evaluated. It is traditional, in many parts of Africa, to attempt to anticipate and provide answers that would reflect positively on the programme (Patel & Russon 2000:125). Empowerment evaluation can be "a means to an end in enabling programs to become independent in their program evaluation efforts" (Schnoes et al 2000: 55). It is important that the desired

empowerment is described in such a way that it is possible "to check at a later stage to what extent the project has been successful in relation to its objectives and the target groups" (NORAD, 1990:10).

According to Todaro (2000:172) women make up "a substantial majority of the world's poor." Social justice is absent in many cases as "everywhere, women and children experience the harshest deprivation. They are most likely to be poor and malnourished and less likely to receive medical services clean water, sanitation, and other benefits."

Many agencies adopted the Logframe to accommodate more rigorous evaluation techniques that included the intended women beneficiaries, social justice as well as the identification of casual linkages in the project environment (Moser 1995:125).

5.9 Empowerment through equal education and health

According to Todaro (2000:710) "The draconian cuts in health and educational expenditures during the 1980s and 1990s must be reversed."

Greater equality in education between women and men means healthier families. If African women and men had more equal schooling, child mortality would have been 25% lower than it was in 1990 (World Bank 2001b).

In South Asia, women have only about half as many years of education as men, and female secondary school enrolment rates are only two-thirds of male rates (World Bank 2001b). According to Todaro (2000:333) young females receive considerably less education than younger males in almost all developing countries. In 66 out of 108 countries, women's enrolment in primary and secondary education is lower than that of men by at least 10 percentage points. This "educational-gender-gap" is the greatest in the poorest countries and regionally in the Middle East and North Africa. In a study done in Ecuador, Bamberger (2002:18) concludes that "When farm work, paid work, community work and housework are combined, women in the treatment group worked an average of 144 minutes per day longer than men. For the control group the difference was even greater, namely 184 minutes."

A cross-country study of 63 countries finds that gains in women's education made the single largest contribution to declines in malnutrition in 1970-95, accounting for 43% of the total (World Bank 2001b). Smaller gender gaps in literacy translate into lower HIV infection rates, even after accounting for the effects of per capita income and other factors known to affect HIV prevalence (World Bank 2001b). According to

Todaro (2000:301), the provision of affordable health, child-care and family planning services would lighten the burden of women's reproductive roles and permit them a greater degree of economic participation.

Empowerment of women through education and knowledge is delivering. According to IPDET (2002:m1p12) the development environment has evolved to Knowledge Management and Participation. Small businesses, especially those owned by women are changing the face of America's economy. According to the National Foundation for Women business Owners' projections, (Federal Reserve Bank of New York, 2000), the number of women owning businesses exceeded their male counterparts since the year 2000. The earning power of these businesses is growing at astonishing rates. In fact over the last decade women-owned businesses showed nearly a 205% growth in revenues. The goal of this publication was to explore new strategies and methods for encouraging the expansion of women-owned-businesses as a catalyst for economic growth.

5.10 Evaluation concepts for empowering women

In South Africa the term 'empowerment' became a legal reality since the morality of empowerment evaluation debates between Stufflebeam (1994) and Fetterman (1993). Stufflebeam feared that empowerment evaluation would undermine the integrity of evaluation, while Fetterman argued that empowerment evaluation could contribute in creating a better world for the 'disempowered' (Patton, 1997:124).

Gender empowerment is not everywhere appreciated. Cultures exist in which there are very strong limits to the type of interactions that an evaluator can have with persons associated with the evaluation. There may be prohibitions against interactions between genders and even between population groups. For example, in some parts of the world there are caste or religious systems which place limits on dialogue between men and women and on some topics of discussion even between members of the same sex (Patel & Russon 2000:125).

The term empowerment derives from the concept power, which is defined as the control over material assets, intellectual resources and ideology. Empowerment embodies the idea of self-determination, a process through which women and communities increasingly control their own destinies. The link between controlling one's own life and valued resources while simultaneously respecting others' rights to do the same, is crucial to empowerment advises Ogula (2000:173).

Empowerment data sets are not limited to the evaluation of macro-economic policies. Examples of other potential applications include the assessment of trends in the incidence and distribution of poverty, and cross-country comparisons to test the association between female-headed households and poverty (Schnoes et al, 2000:98).

Although Evaluation for empowerment contains the empowerment concept, it differs from empowerment evaluation, because it uses the evaluation concepts to empower people in order to perform better. For women both concepts are useful, although using the 'evaluation concepts to empower themselves', is a less political loaded concept than 'empowerment evaluation'.

5.11 Evaluation concepts empowering women construction entrepreneurs

In the highly competitive construction sector, with large projects and even larger financial institutions overlooking these projects, women construction entrepreneurs should start to "think evaluation" (Patton, 1997:26) if they want to obtain business opportunities. It is important for their survival and growth that they prepare their enterprises for evaluation. Evaluation concepts should be made part of their managerial and entrepreneurial toolkit. Evaluation can be a mechanism for women construction entrepreneurs to find out whether what's supposed to be, is going on.

For Chelimsky, (1995:11) evaluations will spread internationally, "and as political support for its developers, it may be that we will at long last get our chance to see evaluation do what it was intended to do: help make institutions more effective, more responsive, more trusted, more accountable, and even – who knows? – better managed." Evaluations focus on measuring attainment of goals and objectives, that is, finding out if a "program works", that is, if it's effective, notes Patton (2002:147).

It is not so easy to reach women in remote rural areas. Access to some geographical, ethnic or linguistic groups may be difficult for logistical or security reasons. Communications infrastructure is often not well developed. In developing country conditions, administrative infrastructure often does not extend far beyond the tarmac. Stakeholders within reach of passable roads are often over-sampled, one of the characteristics of 'development tourism' warns Patel & Russon (2000:125).

The World Bank (2002) is "walking the talk on gender" because it makes sense from every relevant perspective: from the perspective of development effectiveness; from the perspective of ensuring women and men's human rights; and from the

perspective of reducing poverty for all (Valdivieso 2002). "Engendering Development" a Policy Research Report by the World Bank shows that societies that discriminate by gender pay a high price in terms of their ability to develop and to reduce poverty.

To be successful, women construction entrepreneurs should have an "Evaluative Focus" (Essama-Nssah 2000). Women should "think evaluation" as the OECD group PUMA puts it: to "foster evaluation culture" (Bastoe 2000:120).

5.12 International focus on women construction entrepreneurs

Small businesses, especially those owned by women are changing the face of America's economy. According to the National Foundation for Women business Owners' projections, the number of women owning businesses exceeded their male counterparts since the year 2000. The earning power of these businesses is growing at astonishing rates. The goal of the publication *Women's Access to Capital and Educational Services*, was to explore new strategies and methods for encouraging the expansion of women-owned-businesses as a catalyst for economic growth. It focussed on Western New York region where growth was slower than in the rest of the United States of America and the potential contributions that women businesses can make were greater (Federal Reserve Bank of New York, 2000).

Its contents were divided into: Educational Resources via Technical Assistance and Lending Resources through Traditional and Non-traditional lenders such as Venture Capital Resources, Government Agencies, Industrial Development Agencies, Development Corporations, and other lenders (Federal Reserve Bank of New York, 2000).

The recommendations from the publication were to co-ordinate and market a network of financial resources, mentoring services, training and technical assistance centres. This directory contains the financial and educational resources in the 14-county Buffalo/Rochester area. It quoted the Small Business Administration Office of advocacy stating that the number of women-owned businesses increased 89% over the last decade to an estimated 8,5 million. It also addresses the 8 most frequently asked questions by entrepreneurs starting a new business venture or seeking access to a variety of resources (Federal Reserve Bank of New York, 2000).

According to the International Development Evaluation Association, IDEAS (2003:4) newsletter, private sector organisations involved in public-private partnerships will be brought together in a regional workshop in southern Africa on Development

Evaluation in Public-Private-Partnerships (PPPs). This will examine best practice evaluation methods for empowering such partnerships.

5.13 Evaluation of gender sensitivity and impact

The recent shift from “women in development” to “gender and development” has resulted in changes in the evaluation practices of development agencies advises Moser (1995:125). Recent work by the Swedish International Development Agency (SIDA) on water resource management illustrates indicators to measure gender-differentiated project output, using tools such as gender role identification, intra-household resource allocations, and gender-needs assessments (Moser 1995:132).

"Who Are the Poor? The poor include people in remote and impoverished areas. Women and children make up a large proportion of the very poor, which also includes people marginalized by virtue of their race and ethnicity as well as those disadvantaged by circumstances beyond their control, such as disabilities and natural or man-made disasters" according to the World Bank (2002d). Todaro (2000:114) therefore rightfully asks the question: “What is the meaning of growth if it is not translated into the lives of people?”

Beneficiary assessment might be helpful in the evaluation of gender sensitivity. This approach can elicit information on many factors at household and community levels that more quantitative techniques cannot, advises Squire (1995:47).

According to Ogula (2000:173) gender sensitivity and impact includes to achieve equality and equity between men and women and to involve women fully in policy and decision-making processes and in all aspects of economics, political and cultural life as active decision makers, participants and beneficiaries, and to ensure that all women, as well as men, receive the education required to meet their basic human needs and to exercise their human rights. The World Bank (2002a) agrees with these statements.

5.14 Evaluating World Bank projects for gender sensitivity and impact

"Since the Beijing meetings, which is when I really came in, many women's leaders were keen to point out to me that the Bank was not doing the job that it should and that, in fact, on gender issues, internally in our institution we were not giving an adequate recognition to the quality of women that we had in our own institution. That was a pretty bad signal for what we were doing on the outside" (Wolfersohn 2002).

Gender Dimension of Bank Assistance: An Evaluation of Results, is a recent report examining the results of the Bank's Women in Development (WID)/ Gender and Development (GAD) policy over the last decade. It addresses the following questions:

- to what extent did the Bank help to reduce gender disparities in the health and education sectors?
- to what extent did the Bank increase the participation of women in economic activities? and
- to what extent did the Bank influence institutional changes that support the advancement of women? (OED 2002a).

The evaluation assesses Bank assistance in twelve countries with varying degrees of gender disparity. It finds that Bank assistance has achieved satisfactory results in the health and education sectors. The Bank has, however, been weak in promoting the economic participation of women and in improving the Borrower's institutional framework for gender, thereby reducing the overall development effectiveness of its assistance at a country level (OED 2002a:1).

The Executive Board of the World Bank endorsed a Gender Mainstreaming Sector Strategy Paper (GSSP) on September 18, 2001. The GSSP addresses the main issues highlighted in OED evaluation reports. The strategy involves working closely with countries to prepare periodic, multi-sectoral Country Gender Assessments that analyse the gender dimensions of development; identifying gender-responsive policies and actions important for development effectiveness in the country; and integrating these policies and actions into policy dialogue and the country assistance programmes. It establishes accountability for gender mainstreaming with the country director, requires the establishment of results based monitoring systems, and asks for periodic reports by operational Vice-Presidents on progress in policy (OED 2002a:1).

Efforts to address the increased participation of poor women in economic development have been made in only about one-quarter of the projects outside the health and education sectors. These efforts have been without a strategy, limited to small ad hoc WID components. There is also no indication that either the Bank or the Governments have been able to effectively upscale or replicate any of these efforts (OED 2002a:14).

Women constitute the backbone of the agricultural labour in many of these countries. Increased access to services, assets, and capital is very important for increasing their

productivity and incomes. In addition, given the different roles and responsibilities in the sector and the wide gender disparity in access to land and other resources, the impact of gender-blind development interventions is bound to be different and often adverse vis-à-vis women (OED 2002a:16).

The evaluation only examined whether the Bank provided strong and gender-aware safety nets. Accompanying social safety net interventions were weak in protecting economic risks. Social Fund projects were implemented in Ecuador and Zambia to provide decentralized mechanisms to assist the poor through community-initiated and managed sub-projects. The projects focused on constructing large numbers of small infrastructure in remote areas. None of the projects included a gender strategy. The projects generated temporary employment mainly for men, while in many cases, women provided free community labour warns OED (2002a:16).

5.15 Gender sensitivity in evaluation practice

Some of the religious systems prohibit contact between women and men, especially outsiders. And a topic such as HIV/AIDS would be strictly taboo. A male evaluator may not be able to administer a questionnaire on sexual practices directly to a woman. At the same time, a female evaluator might not be admitted to the household at all. If the husband considered that women should not leave the home, he might consider a female evaluator to be setting a bad example, say Patel & Russon (2000:125).

Women as important stakeholders should be involved at an early stage. For IPDET (2002:4-3) it may be somewhat unwieldy, but involvement of stakeholders in this first step is likely to:

- Generate better questions;
- Generate support for the evaluation;
- Increase access to whatever information is available; and
- Enhance the acceptance of the final report and recommendations.

By engaging women early on, "everyone will have a better understanding of the intervention and the challenges it faces in implementation. In addition, the evaluation team will be better informed about what information is needed, when, and by whom" (IPDET 2002:4-3).

Over the last few years, the World Bank has reaffirmed its mission of poverty reduction, and identified two key pillars of focus: improving the climate for investment,

jobs and growth; and empowering poor people to participate in development and investing in them. In this development environment, the empowerment of women has become a central element in the World Bank's strategy for poverty reduction (Valdivieso 2002).

According to IPDET (2002:m12p77) "Gender in Development Evaluation" includes:

- Gender mainstreaming within the thematic area of Sustainable Human Development;
- Gender equity within the poverty reduction strategy;
- Participatory evaluation include women views and voices; and
- Community mapping may reveal the gendered-nature of community life.

It cannot be assumed that women are always being accompanied by men. Todaro (2000:300) warns: "Though historically many women were simply accompanying their spouses, a growing number of unattached women in Latin America, Asia and Africa migrate to seek economic opportunity."

5.16 Development and the gender development agenda

The first crucial stage in evaluating gender impacts is to make women "visible" through the introduction of gender-disaggregated data. For Caroline Moser (1995:129) the goal is twofold:

- to quantify the full extent of women's participation in economic and social life (the economic justification for investing in women), and
- to demonstrate women's true status in terms of income, health, and education, as well as legal and other human rights (the equity justification for gender concerns).

For Moser (1995:129) "Grafting women onto impact evaluation" and gender-disaggregated data is crucial "What is not counted is usually not noticed" (Galbraith quoted in Moser 1995:129).

The development effort can only ensure its credibility "by getting results on the ground – and good evaluation is central to improving our effectiveness" (Sandstrom, 1995:14). To explore the multiple intersections between the new development agenda and the methods, instruments, and processes of evaluation, the World Bank sponsored a conference on 'Evaluation and Development', which was held in Washington, DC, in December 1994 (Picciotto & Rist, 1995).

The most important consequence of the fundamental paradigm shift that has taken place from Women in Development (WID) to Gender and Development (GAD) is that women are no longer treated as a special interest group but as an integral part of any development strategy that place women and men within their socio-cultural and political context (Moser 1995:127). Gender Analysis no more looks into the problems of women, but provides a forum to identify and address issues of both men and women (Bamberger 2000). "WID recognizes that women are active, if often unacknowledged, participants in the development process, providing a critical contribution to economic growth. This approach argues that, as an untapped resource, women must be brought into the development process. GAD, in contrast, recognizes the limitations of focusing on women in isolation. It highlights the need to look at women in society, at the social relations between men and women, and at the way in which unequal relations between these categories have been socially constructed" (Moser 1995:127). It is thus clear that *participatory equity* belongs to the domain of poverty-focused evaluation (Essama-Nssah 2000).

Evaluators must take note of the threefold role of women in development. In most poor communities men have the primary productive role while women are responsible for reproductive work, the childbearing and rearing required to guarantee the biological and social reproduction (Moser 1995:127). Nowadays Women also have a productive role, as well as a community-managing role, plus their "reproductive role." At the community level men more generally are involved in community politics. The most important planning implication is that women, unlike men, are severely constrained by the need to balance three roles, with value placed only on their roles as paid labourers" (Moser 1995:127).

According to IPDET (2002:12-9) women, because of their social role as caregivers, have different development needs. "But women are not all the same; some are old, while others are young. Rich and poor women, single and married women and those with and without children will vary in their needs and ability to participate in development. Development needs to be responsive to this variation."

5.17 Evaluation for development and women construction entrepreneurs

"As a follow-up to the World Conference on Women and Development, many African countries are currently implementing programmes that address gender issues and women empowerment. Monitoring and evaluation (M & E) is considered an integral component of successful social action projects" (Ogula 2000:173). The ultimate test

of development is results in the field and a "critical tool for achieving results is evaluation" (Sandstrom, 1995:). More than ever, the focus is on implementation and results. Evaluation must aim at "strengthening this orientation" (Choksi 1995:15).

An important area for women construction entrepreneurs to take note of is the development project cycle. "Detailed interventions to introduce gender-consciousness at each stage of the cycle include terms of reference for staff and consultants, training, and guidelines on the composition of mission teams (Moser 1995:128). The major purpose of logic analyses is not necessarily to rule out alternative explanations, but "to use the available evidence to suggest potential leverage points for improving the program in the next program cycle" (Scheifer 2000:144). The project cycle includes evaluation (Patel & Russon 2000:125). Part of the tension between the programme implementing and the monitoring and evaluation staff comes from cost. Programme Officers are often keen to use all of their funding for programme implementation within the project cycle, rather than spend any of it on evaluation. In other cases, donors may require formal evaluation, even if it is considered unnecessary by other stakeholders, such as the government (Patel & Russon 2000:125).

"Let's develop the plans of action, and then let's monitor it, and let's have a group here whose task it is to keep us honest. So that you will not get tokenism in what we're doing or even large numbers, which, as we all know, can conceal quite a lot. But we'll have a chance country by country and region by region to try and determine how it is that this issue of engendering development can be carried through" (Wolfersohn 2002).

An evaluator who is forced to administer a questionnaire on gender specific aspects of behaviour to a woman through her father or husband may not receive valid information. The father or husband may not have accurate knowledge of the women's behaviour and further may not admit that but instead give inaccurate answers to the questions (Patel & Russon 2000:125).

Gender concerns are integrated into development initiatives to serve a wide range of goals. Since these initiatives are evaluated against their original goals, these goals have important implications for evaluating gender impacts and for choosing indicators to be used for measurement (Moser 1995:126). Atkinson's (1970) framework for inequality analysis illustrates how to factor efficiency and equity considerations in a *social evaluation function* (Essama-Nssah 2000).

"Engendering Development" a Policy Research Report by the World Bank further examines the conceptual and empirical links between gender, public policy, and development outcomes and demonstrates the value of applying a gender perspective to the design of development policies (World Bank 2002).

There appears to be emerging a much greater focus on finding out which types of government and donor interventions work well for women, which do not, and the reasons why (Mackay 2000:43). One important message was that poverty has different consequences for each gender and that women's and men's distinct needs are often not fully recognized through conventional methods of poverty analysis and other quantitative/ operational studies (Bamberger 2000).

5.18 Prescriptions of international donors and DFIs

Todaro (2000:595) asks the question "Why Donors Give Aid?" and answers it as follows: Donor countries give aid primarily because it is in their political, strategic, or economic self-interest to do so. Some development assistance may be motivated by moral and humanitarian desires to assist the less fortunate (e.g., emergency food relief programmes), but there is no historical evidence to suggest that over longer periods of time, donor nations assist others without expecting some corresponding benefits (political, economic, military etc.) in return. Todaro (2000:595) characterizes the foreign aid motivations of donor nations into two broad, but often interrelated, categories: political and economic.

Logframes are required by most development agencies for funding applications over a certain sum (£100,000 in the case of DFID) (Pasteur 2001). DFID recommends the use of evaluation constructs like the Logframe on their projects to:

- bring together a clear, concise and accessible statement of the key components of a project;
- clarify how the project is expected to work and what it is going to achieve. It helps to ensure that inputs, activities, outputs and purpose are not confused with each other;
- identify the main factors related to the success of the project; and
- clarify how project success (qualitative and quantitative) will be judged or measured, thus providing a basis for M&E (Pasteur 2001).

Specific procurement notices for contracts to be bid under the World Bank's international competitive bidding (ICB) procedures and for large-value consultants'

contracts are announced from time to time (World Bank 2002; World Bank 2002a). Although logical thinking is a prerequisite for most construction projects, “not all organisations, however, devise their own Logframes. There is a vibrant industry of consultants who ‘Logframe’ proposals on behalf of organisations” (Pasteur 2001).

A "Country Assistance Rationale" is used by DFIs according to IPDET (2002:m12p48) that includes:

- Test the performance against country plan;
- Test the relevance of the country program activities relative to country needs;
- Test the implementation and results of country program;
- Identify different outcomes and experiences in different sectors and approaches; and
- Demonstrate the effectiveness of aid.

For Todaro (2000:541) bankers are an unknown factor to many developing countries: “If I were the president of a Third World nation... I would be far more frightened by a well-dressed gentleman bringing loans from the IMF or Citibank than by a bearded guerrilla muttering threats of revolution...”

5.19 A window of opportunity for women construction entrepreneurs

DFIs do not bring in their own people from their own countries to do the construction, but make use of local construction entrepreneurs that understand development evaluation concepts and operate within the legislation and enabling measures of that specific country. At the moment the legislation and procurement procedures in South Africa benefit women construction entrepreneurs and is in itself an important window of opportunity.

Wickham (2001: 211) identifies the "five stages of the strategic window: spotting, locating, measuring, opening and closing." A window of opportunity is defined by Hisrich & Peters (1998: 41) as the time period available for creating the new venture. The market size and the length of the window of opportunity are the primary risks and rewards. To recognise these opportunities is one of the key elements that "defines entrepreneurship and makes it unique" (Kuratko 2001: 157).

For Eloff (2001:1) the new economy has seen the elimination of boundaries, major technological advances, the opening of global markets, entrepreneurial dynamism and intense global competition. It is estimated that more than \$21 trillion of the world's combined output will be open to global competition.

Results orientation is important to survive and grow. Women construction entrepreneurs, who acquaint themselves with these prescriptions and include it in their business plans, will find it much easier to obtain business opportunities. In a competitive construction sector women entrepreneurs should follow the advice of professor Crijns: "You need to be quick, or else another hunter seizes the opportunity" (Crijns, 2002). The change from output orientation to outcomes, provide a window of opportunity to women construction entrepreneurs, because it is crucial "if change occurs, to spot the change and configure a set of resources and an organisation to meet the new needs and the new realities" (Dollinger 1999:69). Programme evaluation and quality assurance are important for survival in construction and both functions can now be built on a single, comprehensive programme information system (Patton 2002:147). An opportunity analysis or assessment (e.g. the opportunity to change emphasis from outputs to outcomes), is not a business plan, but is shorter and focus on the opportunity, not the venture (Hisrich & Peters 1998: 41).

For Wickham (2001:211) a business environment is full of opportunities because existing businesses always leave gaps. The strategic window of opportunity is a visual metaphor, which allows entrepreneurs to make sense of the opportunities they pursue. Women construction entrepreneurs, who are aware of the advantages of using international accepted methodologies, ensure that fundamental questions are asked and weaknesses are analysed, in order to provide decision makers with "better and more relevant information" (NORAD, 1990:10). For Wickham (2001:11) "At the end of the day, the entrepreneur is a *manager*." Women construction entrepreneurs need to manage these opportunities.

5.20 Conclusions

Social injustices flourish in a state of poverty. Then, women and children experience the harshest deprivation. Women make up a substantial majority of the world's poor, they are most likely to be poor and malnourished and less likely to receive medical services clean water, sanitation, education and other benefits.

The situation is changing and women are nowadays regarded as the hidden resource of construction entrepreneurial potential and development. IDEAS (2003:4) is interested in private sector organisations involved in public-private partnerships. Development Evaluation in Public-Private-Partnerships is an important theme that will examine best practice and evaluation methods for such partnerships.

KPMG (2001) notes that in today's business environment, pressure is increasing on companies to make the right decisions, and to make those decisions faster than ever before, just to ensure survival. At the same time, stakeholders are becoming much more involved in those decisions, or the way in which those decisions are made. AccountAbility (2001a) asks the question: What does it mean for an organisation to perform well? To answer, of course, depends on whom you ask: a shareholder or an employee, a customer or a supplier, a local or international community, a regulator or a government.

There are many ways that women construction entrepreneurs could optimise the benefits of evaluation concepts and practice. This is similar to entrepreneurial success as Kuratko (2001: 157) states: "There is no one correct path, but rather many paths that can lead to entrepreneurial success." Women construction entrepreneurs who acquaint themselves with evaluation principles, and include it in their business plans, will find it much easier to obtain business opportunities. Legislation and procurement procedures in South Africa benefit women construction entrepreneurs, and are in itself an important window of opportunity.

This chapter propagated the use of evaluation concepts and constructs in management and entrepreneurship of women construction SMMEs particularly. It also pointed out that to be successful, women construction entrepreneurs should have an evaluative focus, women should think evaluation and foster an evaluation culture in order to give them a competitive advantage. The next chapter will point out HOW this could be done.

Some of the evaluation models and techniques used by management and entrepreneurs for estimating time on task are PERT charts and Gantt charts. PERT is an acronym for "Program Evaluation and Review Technique" and was developed by the U.S. Department of Defence as a management tool for complex military projects to reach the outputs in time (Worthen 1997:287). For many evaluations, PERT may be more cumbersome and time-consuming than it is enlightening. In most evaluation studies, a simplified version of PERT, in which one estimates the time required for each task and links the task with others to be performed either simultaneously or before or after the task at hand, is sufficient (Worthen 1997:287), up to the stage when the output is produced or delivered. Logical modelling is an extension of PERT, because it reaches beyond the output phase by emphasising outcomes.

According to Patton (2002:169) conducting an evaluation can be a heavy load, and evaluation models help with the heavy lifting. "Models provide frameworks like the