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**EVALUATION REPORT**



**TRANSTEC**  
PROJECT  
MANAGEMENT

**UDF-JAM-07-209 - Strengthening Women's Leadership in Jamaica**

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All errors and omissions remain the responsibility of the authors.

**Disclaimer**

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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## I. Executive Summary

### *(i) The project*

The “Strengthening Women’s Leadership” Project sought to address the under representation of women in decision making positions within Jamaica, and in particular on private boards and public commissions. This was to be done by: 1) increasing the participation of women on boards and commissions at the national level through training and awareness building; and 2) increasing the participation of women in leadership in community based organizations (CBOs), including school boards, also through training and awareness building. It also sought to create a national conversation on the need to open spaces for the greater participation of women in decision making positions in Jamaica. There was a separate women’s leadership research activity undertaken in Trinidad and Tobago.

The project was implemented by the Women’s Resource and Outreach Centre (WROC), a NGO based in Kingston, Jamaica that provides holistic services and programmes promoting gender equality and the empowerment of women and youth. The project proposal included several partners: the Bureau of Women’s Affairs, the Centre for Gender and Development Studies at the University of the West Indies, Private Sector Organisation of Jamaica (PSOJ), Rural Women’s Network, Women’s Media Watch, Women Working for Progress, and the NGO Network of Trinidad and Tobago. WROC intended to achieve its objectives through the gender and good governance training of 100 mid-professional women who could serve in leadership positions on private sector boards and public sector commissions (referred to as Component 1), training 10 grass-root level women as community facilitators capable of educating persons about the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (referred to as Component 2), and establishing a data base of women able and willing to serve on boards and commissions. This USD 300,000 project ran from February 2009 through the end of March 2011. The evaluation field work took place in July 2011, well after the project had been completed. As a result, the evaluators relied on 1) project and other documents; 2) interviews; and 3) project-related products to conduct the evaluation.

### *(ii) Assessment of the project*

The project objectives and activities seemed appropriate and **relevant**. Women are under-represented in leadership positions, especially in the political and private sectors. Although women comprise more than 70% of university graduates, only 13% of parliamentarians are women and only 16% of the board positions in the private sector are filled by women. The project believed that by training 100 women it could make a strategic infusion of talented and enthusiastic women into the boardrooms, and transform their gender dynamics. WROC primarily targeted mid-level professional women for its training, taking a two-pronged approach of increasing their awareness of gender inequities with the boardroom and then providing them with appropriate training so that they would feel capable of serving in these positions. It also developed a second component that trained 10 working class women as it did not want to forget women’s leadership at that end of the spectrum. The women at grass roots level face extremely difficult conditions in all spheres and providing them with training that foster basic leadership skills and confidence to participate in their community life seemed extremely pertinent.

The project appeared to have been **effective**. WROC leveraged its network of domestic and international partners to help develop the training curricula raise awareness of the issues, identify women for training, participate in its affirmative action policy paper, and obtain complementary funding for awareness building and advocacy activities. Its use of

accomplished and well known women as trainers served as a draw for the women to participate as well as provided real world experience for the trainees. Component 1 training mixed entry-level women with mid-level and senior level professionals which seemed to have been an effective approach as it broadened their networks and opened professional doors for the newer professionals. The project also reached outside of Kingston, providing training to women in Mandeville, Ocho Rios and Montego Bay. As the paucity of women on boards is a national problem, reaching out regional participants was appropriate and greatly appreciated as many said most training programmes are not provided outside of Kingston. Component 2 training included a practicum where by the 10 women were given small sums of money to implement a community project in their area of interest. This served to reinforce the training and provided hands on experience to these women in a mentored environment. This appeared to have helped ensure the success of most mini-projects which in turn helped increase the trainees' confidence and self-esteem and contributed to their community's perception of them as leaders.

The project appeared to have been implemented **efficiently** as it met most of its targets. However, it had difficulty recruiting project staff because of the low salary levels and because it under-estimated the level of effort which it would take to mobilize the Component 1 women outside of Kingston. This delayed implementation of some activities and required a three month no-cost time extension. Not all of the activities had been completed by the time of the evaluation, in particular the database which was not yet available on-line and the hard copies were just being distributed. But it appeared that this would be wrapped up within the month and WROC appeared determined to maintain the database and advocate for its use.

The activity in Trinidad and Tobago was an outlier. It was implemented by a local NGO and focused on issues within Trinidad and Tobago and obviously did not contribute directly to the stated objectives of strengthening women's leadership in Jamaica. However, WROC felt that involving the wider Caribbean would create a platform that could give support to the efforts being extended in Jamaica.

Project **impact** was visible in the demeanour and sense of confidence in the participants. This was most visible for the entry level women, returning professionals and community level women, although even some of the senior level women appeared to have gained an increased sense of purpose and interest in serving on boards. Results in terms of increased number of women on boards were not yet visible, although they are to be expected. In one case where the project partnered with the Friedrich Ebert Stiftung Foundation (FES) and the National Council of Education, the number of applications of women for local school boards was triple the number that had applied prior to the introduction of the project. Impact down the line is also probable through the continued networking of these women, as the networks include the very accomplished and high powered women who served as trainers. Returning professional women who had spent years abroad, also seemed to feel more grounded after the training, citing both the advantages of the networking for personal and professional support and having gained a better understanding as to the gender dynamics and issues within Jamaica. The Component 2 women seemed to have been fundamentally changed by their experience. They seemed empowered, interested in helping their communities and in advancing both personally and professionally. At least three of them had engaged in the establishment of informal organizations consequent to the training and one expressed a strong desire to serve on a school board.

The changes within the Component 1 women are likely to be **sustainable** as it built on the already solid educational and professional qualifications of the participants. They felt empowered and capable of serving on boards. They are maintaining contact with the women in their training group, exchanging information and news through e-mail. The late launch of the data base at a convention in Kingston also served to reinforce the links between the women as it brought them all together well after the end of their training. Some of the women

appeared to be working voluntarily on different issues related to the project, but with the economic situation in Jamaica and the busy lives of most of the professional women, it is unlikely that the actual project activities will be able to be sustained without continued funding from some source. The Component 2 women also had fundamentally changed attitudes but as these are nascent and they live in such difficult circumstances, continued mentoring is recommended to help maintain that level of confidence and interest. Any donor could have funded this activity, but **UNDEF's value added** was providing its name to the effort which raised the project's profile and reinforced WROC's right based approach to gender equity and good governance.

### **(iii) Conclusions**

The Strengthening Women's Leadership in Jamaica Project met its main objective of increasing the number of qualified women trained and available for service on public commissions and private sector boards. Some of these women were already high profile leaders and board members, but most were entry and mid-professional women with leadership potential that still remained to be tapped. The delays in project implementation and the fact that the database remained to be published meant that it was too soon during the evaluation to determine whether or not the project will actually result in improved gender parity in the board rooms.

- **To capture this level of results, WROC will need to put a mechanism into place where it can track the success of its beneficiaries** both in getting onto boards and in the improved governance that was expected to occur from their participation.

- **The project appears to have successfully started a transformational change for the 14 community women who participated in the project.**

They seemed empowered and were already acting in some ways as community leaders. But given their difficult circumstances, continued nurturing and support is likely needed to complete the transformations.

The degree to which the project met its anticipated outcome of increased national awareness and action in support of increased participation of women was hard to determine. It did reach beyond the project participants but, without baseline or post-project information, the extent of this reach was an unknown. Anecdotal information provided to the team suggests there was some reach and effect, most notable in the National Educational Council volunteers. But the cultural and social attitudes that prevent gender parity are deeply entrenched and it will take more than time and/or the quotas recommended by WROC to achieve true gender equity.

- **The project did develop a policy position to advance women's participation in leadership, which was its third intended outcome.**

It opened a debate among the women participants on the value of quotas, but it still needed to be marketed to key policy makers and change agents so that it could become part of the national dialogue on gender equity.

The activity in Trinidad and Tobago was an outlier and did not contribute directly to the stated objectives of strengthening women's leadership in Jamaica nor did it achieve its intended outcome of completing research on gender and leadership within board leadership in Trinidad and Tobago.

#### ***(iv) Recommendations***

The evaluation team recommends that WROC:

- **Develops a feedback mechanism which can systematically track the success of its beneficiaries in being named to boards** and their accomplishments once there.

The database needs a good marketing campaign to be effective so that the boards and others know that it exists and that there are qualified women available and willing to serve.

- **Develops a community-level empowerment programme** as it appears that its Component 2 training I activity (in these communities in extremely difficult circumstances) has the potential to empower its participants and to make a significant difference in their lives and communities.

- **Ensures the continued management of the e-mail network of women participants** to ensure it remains dynamic and useful for its members until it become self-sustaining.

## II. Introduction and development context

### (i) *The project and evaluation objectives*

The Strengthening Women's Leadership in Jamaica Project was a two-year USD 300,000 project implemented by the Women's Outreach Centre (WROC). The project ran from 1 February 2009 to 31 March 2011, which included a three month no-cost time extension. The project worked to develop the capacity of professional and community level women in Jamaica for national and local level boards and commissions. It also supported a baseline assessment of women's participation on boards and commissions in Trinidad and Tobago.



The evaluation of this project is part of the larger evaluation of the Round 2 UNDEF-funded projects. Its purpose is to contribute towards a better understanding of what constitutes a successful project which will in turn help UNDEF to develop future project strategies. Evaluations are also to assist stakeholders to determine whether projects have been implemented in accordance with the project

document and whether anticipated project outputs have been achieved.<sup>1</sup> The evaluations are more qualitative in nature and follow a standard set of evaluation questions that focus on the project's relevance, effectiveness, efficiency, impact, sustainability and any value added from UNDEF-funding. This is to allow meta-analysis for cluster evaluations at a later stage. This report follows that structure.

The evaluation took place in June - July 2011 with the field work in Jamaica done 4-8 July, 2011. The evaluation was conducted by Sue Nelson, an expert in democratic governance, and Charles Clayton, an expert in development and planning. The evaluators reviewed available documentation on the project and gender in Jamaica (Annex 2). Interviews were held with the WROC in Jamaica, and its main partners, participants, government agencies and the Friedrich Ebert Stiftung Foundation (FES) and the Canadian International Development Agency (CIDA) which funded complementary activities. The team also interviewed participants in Kingston and Mandeville, and those outside of those areas by phone (Annex 3).

During the preparatory work, the evaluators identified several issues which they followed up during the field work in Jamaica. These included:

- **Partnerships** which the project appeared to have developed and leveraged effectively, including the raising of additional funds to complement project activities;
- **Sustainability** issues in hiring additional project staff rather than leveraging its extensive network of partners;
- **Effectiveness of the awareness raising and training** as the project only reported on its outputs, such as events and the number of women trained; and,
- **Project design** and how the research work in Trinidad and Tobago contributed towards its intended outcome of strengthening women's leadership in Jamaica.

<sup>1</sup> Operations Manual for the UNDEF-funded project evaluations, p. 3.

## **(ii) Evaluation methodology**

The project was implemented by the Women's Resource and Outreach Centre, a Jamaican NGO based in Kingston, Jamaica that focuses on gender issues and the empowerment of women and youth. WROC has been working on in this area since 1983. WROC designed the project on the basis of its 2008 research and used its long-standing partnerships with several NGOs, professional women and donors to help design the project and provide complementary funding for the activities.

The project was managed by Linnette Vassell, a board member of WROC. She was assisted by Samora Bain who was hired as the Project Administrator and helped to organize the trainings, recruit the trainees, prepare the hard copy database and coordinate the media and communications activities; and by Tameka Hector-Boyd who come on as a Project Assistant. The project contracted a training expert to conduct a needs assessment for the national and community level training, and five writers/trainers were hired to develop the curriculum for the national level course and to deliver the training. Of the 100 women who were recruited to take the course, 92 attended the 3 day training course that took place in Kingston (September and October 2009), Mandeville (February 2010), Ocho Rios (April 2010) and Montego Bay (June 2010).

The project contracted eight trainers to develop and deliver the curriculum for the 14 women recruited for the 6 day community-level training which was provided in January - February 2010. The community-level women were originally conceived as trainers of trainers (TOT), but the project realized they needed more training to achieve this goal and called them instead community facilitators. Each one was required to implement projects in their community as part of a practicum but this was interrupted by violence related to the extradition of a drug lord. The projects were eventually started in July 2010 and 7 were completed. As a result of these changes, the planned development of training manuals and DVDs for the TOT was scaled back from producing 50 manuals and 100 DVDs to 5 sets.

WROC collected data for the database from the women during training. WROC and the PSOJ (Private Sector Organization of Jamaica) intended to co-host the database, but decided to keep it only at WROC to ensure the privacy of the participants, with a link placed on the PSOJ site. WROC convened a conference in March 2011 in Kingston to launch the database, however, the hard copy was only finalized after the project was over. The electronic database was not yet up and running as of the evaluation. A consulting firm developed the software and trained three WROC persons on database maintenance.

The project developed a policy paper on achieving gender equity in the board rooms from late 2010 to early 2011 through a participatory approach. It presented the policy paper at its March 2011 *Women's Convention 2011: Women's Leadership Wellspring for Transformation*



**participants in Montego Bay**

attended by 173 persons (trainees, other NGOs and partners). WROC intends to present the paper to the Prime Minister but this had not happened as of the date of the evaluation.

WROC developed its public education programme with the help of complementary funding from CIDA. A communications person was hired in August 2009 to design and implement the activity, which included 11 radio

messages, newspaper articles, electronic brochures, meetings with CBOs and a drama piece

(*Women on Board*) which it used as part of its community discussions on gender and leadership.

WROC signed a Memorandum of Understanding (MOU) with the NGO Network of Trinidad and Tobago in September 2009 to undertake the research on women's leadership on boards in Trinidad and Tobago, Initial research was done by the NGO Network but various factors prevented the entire study from being carried out including illness of the primary person implementing the study, and WROC cancelled the research after its initial phase.

### **(iii) Development Context**

The promotion of women is becoming a development priority in Jamaica where women make up about 43% of the workforce but are concentrated in the lowest paying sectors of the economy.<sup>2</sup> The 2006 CEDAW report noted continuing discrimination which kept women predominately at these lower levels primarily from embedded attitudes and role stereotypes. It also noted that although Jamaica had promoted the educational advancement of women, it had not yet taken any systemic steps to effectively address the under-representation of women in decision making positions, especially in the political, economic and social decision making areas.

Women comprise only 13% of the Members of Parliament (MPs), 11% of cabinet positions, and 7% of the mayors.<sup>3</sup> Research by WROC found that only 16% of the board members in the private sector were women and although the representation was better on the public sector commissions (33%), this was because most of their seats were tied to their government positions.

Prior to 2011, legislation against discrimination was based only on race and religion. In 2011, the Jamaican Parliament enacted a constitutional amendment (Charter of Rights and Freedom) which will prohibit discrimination on the grounds of sex, in addition to race, place of origin, social class, colour, religion or political opinion. However, legislative language is not gender neutral and gender stereotypes are institutionalized within the media, educational system, religion and family.<sup>4</sup> Many women tend to be dependent economically on men and social stereotypes limit their access to land and credit. Gender based violence is common.

Research done in 2008 by WROC identified some of the main constraints to women advancing to leadership roles. These included:

- Structural constraints from the way the systems are set up and managed;
- Cultural attitudes that place women in the home, men in positions of leadership and leave most women invisible and reluctant to lead;
- Lack of time as women are the primary care givers and household managers;
- Lack of financial means;
- Persistence of the old boys networks which promote their own and the lack of similar networks for women; and,
- Lack of confidence among the women to step forward and promote themselves into positions of leadership.

The Bureau of Women's Affairs established in 1974 is responsible for ensuring women are empowered to achieve their full potential as individual and contributors to national development. It is in the process of establishing a National Gender Advisory Commission and has launched a National Policy on Gender Equality which is expected to mainstream

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<sup>2</sup> UNESCO, Institutes for Statistics, *Jamaica*

<sup>3</sup> UNESCO Ibid

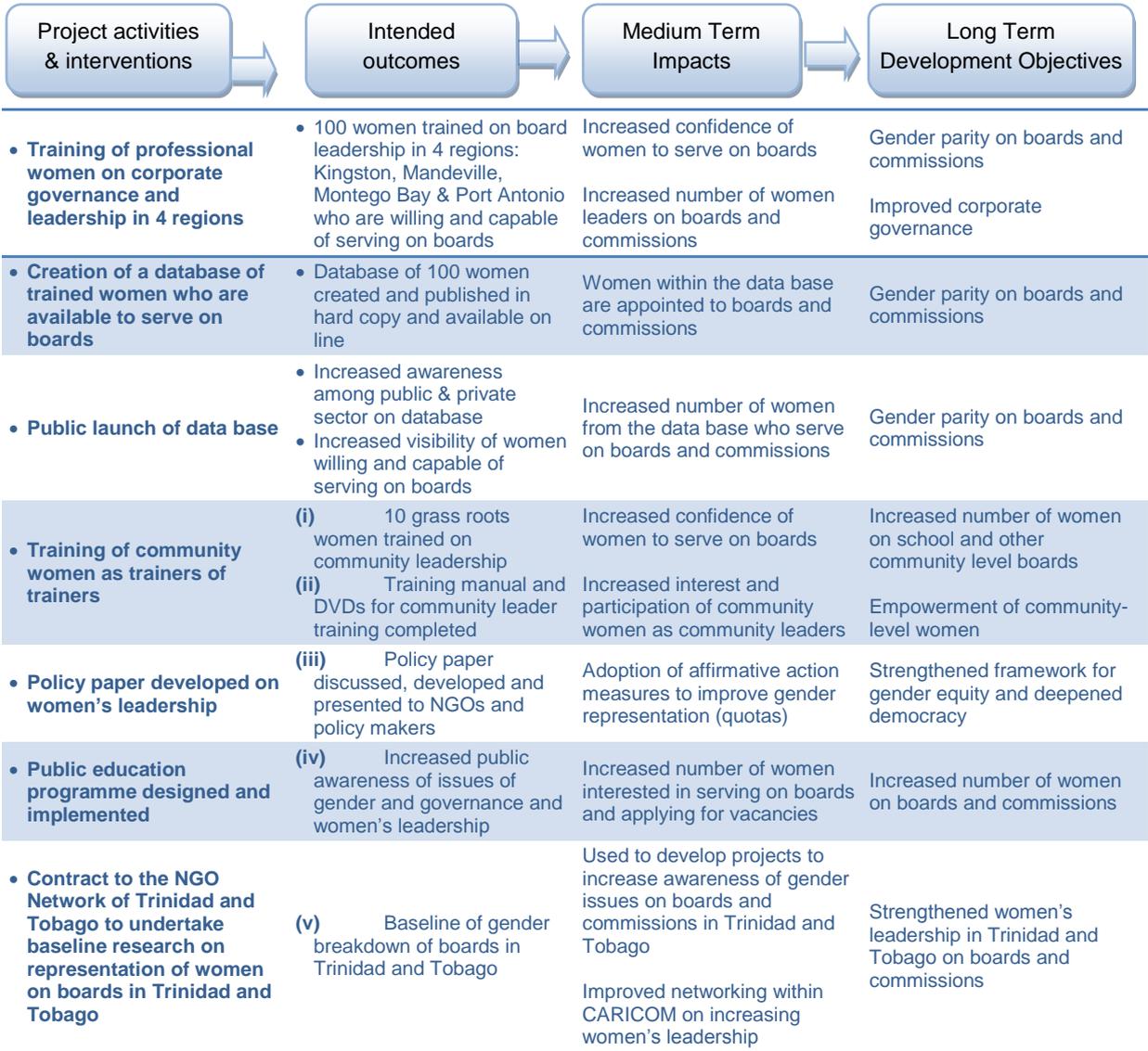
<sup>4</sup> SIGI, *Gender Equality and Social Institutions in Jamaica*

gender in public policies, programmes and plans; as well as create more opportunities for redress regarding offences committed against women and girls.

Article 2 of CEDAW requires States to take all appropriate means and policies to eliminate discrimination against women. Although the principle of equality of men and women was recently enshrined in the National Constitution, some organizations, including WROC are asking for affirmative action measures to increase the level of women’s participation in politics and decision making.

### III. Project strategy

**(i) Logical framework:**



## **(ii) Project objectives and strategy**

The “Strengthening Women’s Leadership in Jamaica” Project sought to strengthen the leadership capacity of women at the national and local levels by 1) increasing the number of women trained and available for service on boards, commissions and CBOs; 2) developing a policy position to advance women’s participation in leadership; 3) increasing national awareness and action in support of an increase in the participation of women in leadership; and 4) indicative research on gender and leadership at the level of boards and commissions completed in Trinidad and Tobago.

WROC found that most research and efforts in Jamaica focused on women in politics, and that issues of women’s leadership in corporate governance and on public commissions were ignored. Its 2008 study, funded by CIDA on *Gender and Governance: Implications for the Participation of Women on Boards and Commissions in Jamaica* found that the situation for women in the private and public sectors paralleled that of women in politics. Despite increased educational opportunities for females, there had only been a 2% increase in the past decade in the number of women serving on private sector boards and a 4% increase on public commissions.

WROC built its project around the findings of this research. It wanted to address the barriers to gender parity on boards and to better prepare women to serve in these decision-making positions. Its approach included developing policy positions and providing training interventions, “*targeting the system of governance as well as men and women as individuals.*” It noted the importance of boards which set the standards for corporate governance and accountability. They expend resources that affect the lives of Jamaicans in many ways. Inequality in decision-making, including those of boards and commissions, impacts the quality of life. Having women involved in defining policies and shaping institutions that determine these policies, increases the possibility for the needs and interests of both men and women to be taken into account in making decisions, and contributes to gender equality.<sup>5</sup>

The 2008 study also showed that while most men thought women were prepared to serve on boards, women felt they needed training even though they knew that they had the academic qualifications and intelligence to serve. The study also found that the women did not promote themselves in the same way as men and lacked the networking base through which most men were brought into boards. As a result, WROC designed the project so that it would 1) increase the pool of qualified women through training and increasing their awareness of the problem and interest in serving; 2) increase their visibility by developing an on-line and published database with the profiles of these women; and 3) address the larger environmental issues by developing a policy paper that recommended remedial affirmative action mechanisms to address the gender imbalances (40% quota).

The main target group was the middle strata of professional women which it intended to develop into a pool of qualified women interested and able to serve on boards and commissions. WROC included a community-level component with 10 working class women, because it said it did not want to leave the grass-roots women behind in this effort. They also contracted a research study on the participation of women on boards in Trinidad and Tobago as the WROC wanted to stimulate the same movement there as part of the Caribbean networking of women. They felt it was important to work regionally because of the Commonwealth’s commitment to reach 30% of women in positions of decision-making which none of the countries in the region had yet met.

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<sup>5</sup> Strengthening Women’s Leadership in Jamaica, *Training programme Series, Module 1 : Gender & Good Governance*, pg 12

## IV. Evaluation Findings

### (i) Relevance

The project objectives and activities seemed appropriately targeted at addressing the under-representation of women on public and private sector boards and commissions. Other projects and NGOs had tackled the issues of women in politics, but few appeared to have focused on the dearth of women in leadership positions in the private and public sectors.

Component 1 activities directly targeted the main constraints identified in the 2008 WROC research, specifically the invisibility of women, their lack of awareness of the importance of gender equity on boards and their lack of self-promotion, support networks and confidence to serve on boards. These issues were integrated into the curriculum that focused on: gender, good governance and national commitments to gender equity; transformational leadership and strategic communications; financial statements for business making; and, corporate governance. From the interviews, it appeared that the topics were timely and relevant and provided the participants with the skills, knowledge and information needed to serve on boards. The financial training also appeared to have been especially appreciated, with many participants saying they had had no idea how to read financial statements and felt empowered by the information. Some said that they were applying the new knowledge in their current profession. The value placed on the training was evident from the fact that most of the women were employed and said they had to take time off from work to attend the three-day training.

The policy recommendations and awareness raising activities were also directly relevant to the project objectives, as they focused on raising the general level of awareness on the problems and recommended affirmative action as a means to improve the ratio of women on boards. This was intended to contribute to the demand side for women’s leadership, although the project’s main approach was on increasing the supply side.

The efforts at the community level were primarily undertaken because WROC did not want to leave them behind. The women at these levels are in especially dire straits due to their socio-economic conditions and pervasive violence in their neighbourhoods. Although the activities



**Component 2, Training in social and business etiquette**

targeted strengthening their leadership capacities it was not as focused on board service as the Component 1 training. WROC found that its original idea of having them be trainer of trainers as stated in their proposal was unrealistic given their educational and economic conditions. It changed the concept to community facilitators which seemed appropriate to the evaluators. The training appeared to have been extremely relevant for their own personal growth and to develop a sense of leadership within their communities. Their curriculum included: developing the self for leadership; gender and leadership; basic and participatory methods of research; effective communication; social skills and business etiquette; and money management and developing training skills.

The activities with the NGO in Trinidad and Tobago were relevant to the situation within that country, but did not directly contribute to the project’s stated goals of increasing women’s leadership in Jamaica. WROC has an interest in developing networks of CARICOM women to increase the level of leadership of women throughout the region. This research activity appears to have been a tag on to the project more than a part of an integrated plan of assistance developed for Jamaica.

**(ii) Effectiveness**

WROC met most of its outcomes as stated in its project document although it took longer than expected and required more staff time than was anticipated. The training for Component 1 went as anticipated although WROC had also underestimated the level of effort required to mobilize women for training outside of Kingston. It also refocused the Component 2 training after realizing that the women needed more preparation to fulfil a TOT role than a three-day training. This seemed appropriate, especially as developing trainer-of-trainers raises the issue as to the ultimate purpose for their training and whether there would be continued future funding to implement their subsequent training activities. The activity in Trinidad and Tobago was curtailed due to a number of issues. As it was an outlier in terms of contributing to the project goals, it did not affect the outcomes other than to reduce the amount of project funding available for work within Jamaica by the USD 11,700 cost of that activity.

Project training appeared to have been effective for both components. The use of accomplished and well-known women as trainers served as a draw for participants as well as provided real world experience for the trainees. One was the wife of a former Prime Minister, another was the Chief Executive Office of the Private Sector Organization who served on six private and public boards. Another was a certified trainer for the hotel industry as well as a successful female executive and board member.



**Community facilitators training**

The mix in Component 1 of entry, mid and senior level professionals also seemed to have been an effective mix that broadened their networks and opened professional doors for the newer professionals. Having training in four locations nationwide helped link these dispersed and sometimes professionally isolated women into a common network. They felt it gave them a sense of belonging and commitment, and anticipated that it could help them with their decision-making and assuming a role of a change agent. They liked the interactive training, with some suggesting it be expanded to include actual board scenarios and to demonstrate the different ways public and private sector boards worked.

The project attempted to address the supply side of the women’s leadership problem by increasing awareness of the need to serve, training those interested with leadership and governance skills, and developing the database as a pool for recruitment. It was too soon to know how effective this approach will be in reality. The database has not yet gone public and WROC did not put mechanisms into place that could track its participants and their successes after the leadership training.

Component 2 training was extremely practical, and included a practicum where the participants were given small amounts of money to implement a community project in their area of interest. This served to reinforce their training and provided hands-on experience in a mentored environment. Each project was to have a research component to identify the main problems in their community, do an intervention and target female community leaders. These hands-on experiences reinforced the training and increased their confidence and self-esteem. The practicums also provided a set of secondary benefits to the members of their communities as discussed in the impact section.

WROC also appeared to have been very adept at obtaining media coverage of its project activities and findings of its research and policy recommendations. It provided more than 15 articles to the evaluators that covered their project and training. This was a cost-effective way to increase awareness of the project and its training, and to recruit more women for training.

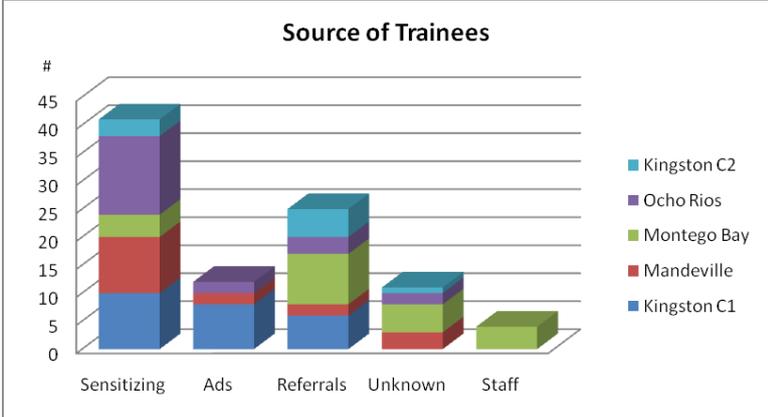
**(iii) Efficiency**

As noted, the project was implemented as planned, but took longer than expected. Few were willing to work for the amount budgeted for Administrative Assistant and WROC underestimated the level of effort it would take to develop and implement the project. They found it especially time consuming to mobilize women for training outside of Kingston. Although it had a network of partners developed during the 2008 research, the economic situation within Jamaica meant that partners had neither the extra time nor staff to help out with the project on a voluntary basis. Thus, WROC needed to contract additional staff to administer and manage the project and training. This reduced the anticipated amount available for some activities which WROC effectively covered by raising complementary funding from FES and CIDA. The FES funding (USD 7,763) allowed them to



**Participants at Mandeville**

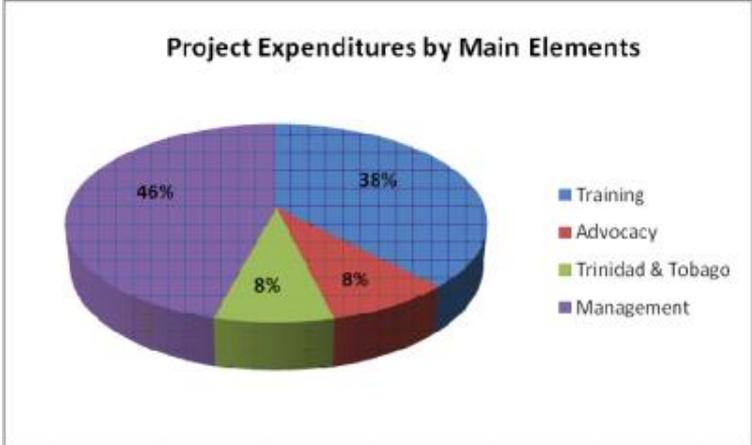
hold workshops in the regional towns to raise awareness of the upcoming training and to identify women to attend. This also enabled the project to reach an additional 100 women than if it had just implemented the training without the awareness building aspect. It also helped to weed out women who were not interested in boards. All of the women the team spoke to were happy with the training and felt it would help them in the future, but one. This person came to the training through a newspaper ad, telling the team she was a graduate student and would not be hired for a board because of her lack of experience and that the



networks were not useful as “we already know everyone here, we have nothing to offer each other.” She also declined to have her information put into the database. This illustrates the importance of the pre-training activity which appears to have effectively screened out women who were not interested or ready to assume for leadership positions.

The CIDA funding (Canadian \$22,000) was used to help expand general public awareness of the gender issues with radio spots, web-based newsletter and brochures. The UN Women helped to fund the Convention held in March which was used to announce the database and discuss the project’s policy recommendations on affirmative action. This helped reinforce the training activities and networking which had taken place the year before.

The project did fall behind its timeline and required a no-cost time extension in order to cover the March 2011 convention under the project. The database activity was still being completed during the evaluation. The 100 hard copies had been printed but were not yet distributed and the electronic base was not yet operational. But it appeared that this would all be wrapped up within the month and WROC appeared determined to maintain the database and advocate for its use into the future. One of the former project staff had not found subsequent work and was volunteering her time to complete the activity.



WROC appeared to have a solid understanding what it needed, to do to successfully implement its project, and adapted activities as the project unfolded to ensure their relevance and effectiveness. As an example, it recognized the need for the community-level women to address some of their unresolved issues before they could absorb and use the project training. As a result it took the women on a retreat and provided a psycho-social counselling

environment where the women could express their problems and frustrations. This served as a bonding experience as well as grounded the training for the women, making it more relevant and meaningful and easier to internalize. WROC also effectively leveraged other funding opportunities to complement and complete activities- such as the FES funding which not only helped to raise awareness among regional women on the training and gender problems, but sorted out the women who really wanted to benefit from the training opportunities, resulting in very few drop outs.

The total funding for the grant was USD 300,000 with USD 25,000 retained by UNDEF to cover the evaluation costs. Of this, WROC spent more than a third on salaries (USD 105,000) for the two project staff and part time accountant. The contractual services to develop the curriculum and deliver the training took another USD 48,000. WROC did require a small payment from participants to attend the course (approximately USD 35). This was a more of a symbolic commitment to the course than cost-recovery. However WROC refers to its curriculum as a “marketable” product, which assumes that these modules will be used again in the future and for some type of remuneration. The costs for awareness building and advocacy were relative minor for this project, but in effect were much larger as these were the areas contributed to by FES and CIDA. The estimated cost for the research in Trinidad and Tobago was USD 20,000 but as the work was halted before it was completed, only USD 10,000 was spent.

**(iv) Impact**

The impact of the project was immediately visible in the sense of confidence projected by the participants. This was most visible for the entry level women, returning professionals and community level women. Even the more senior level women appeared to have gained an increased sense of purpose. Results in terms of increased number of women on boards was

not yet visible, although it is reasonable to assume that some percentage of the project participants will at some point serve on one or more boards. If they will then be able to subsequently change and/or improve corporate governance and public services is unknown but as this would be the ultimate purpose for the project, this is something that WROC should attempt to track. The extent of use and impact of the database was also an unknown at the time of the evaluation.

**Participant reorganizes local business, creates national network to reach battered women nationwide**

Participant Marie Sparks used her business skills and the network of women from the Component 1 training to reorganize her local business (psycho social therapy for sexual trauma). She streamlined her business which increased her margin of profit and developed a non-profit network of volunteers who are providing low-cost therapy to battered women across Jamaica.

There were other indications of impact noticeable in the information provided during interviews. One of these was the National Council of Education which said that it had developed new criteria for participation on school boards which required more education and experience than previously required. WROC was a participant in this and helped to present the revised criteria to decision-makers. The Council placed advertisements in the papers and partnered with the project to raise awareness of the new criteria and to recruit volunteers for the boards. In

Region 5, where it worked with WROC, it had over 200 new volunteers come forward. This can be compared with other regions that had between 48 and 63 volunteers. The irony is that the Council did not know the percentage of men/women on its school boards so it did not know if gender equity was an issue for school boards, nor did it know the number of its new volunteers that were generated as a result of the project activities.

Returning professionals who had spent years abroad, also seemed to feel more grounded after the training. They mentioned both the renewed sense of belonging through the networking and having gained a better understanding as to the gender dynamics and issues within Jamaica. As one Mandeville participant put it: *"I didn't anticipate the difficulties of doing business in Jamaica. Getting to who you need to see is difficult, and I was frustrated with the gatekeepers. I felt isolated and as a professional woman I was not making any connections with local women."* The training gave her the network of like-minded women and she used the skills from training to transform her struggling local business into a national network of therapists and treatments for indigent persons..(see text box above)

Some of the younger participants in Component 1 expressed a renewed interest in running for office. Others were looking for professional advancement. Almost all noted the networking and information-sharing through e-mails following the training. *"I get invited to different seminars, it keeps me in the loop and helps me with my decision-making."*

The Component 2 women seemed to have been fundamentally changed by their experience. They seemed empowered, interested in helping their communities and in advancing both personally and professionally. One of the participants, Yvonne Doiley Greaves - a sanitation worker - told the team *"I used to be shy and from training I gained a lot of confidence, People now come to me for problem solving. I see myself as a real leader in the community"*. Her mini project helped 100 of her neighbours get their birth certificates so they are now able to participate in civic life (text box). Another participant, Christine Senior said the training taught her patience and gave her the interpersonal skills needed to manage conflict easier. Her practicum was research on extremely young parents, finding the lack of role models as a primary cause for the problems. Althea Blackwood and Paulette Burke looked at the specific challenges and techniques used to parent boys and found that the strength of the mother was the major factor in ensuring a positive outcome; while Althea Chinquee worked with a girls club to help build their self esteem.

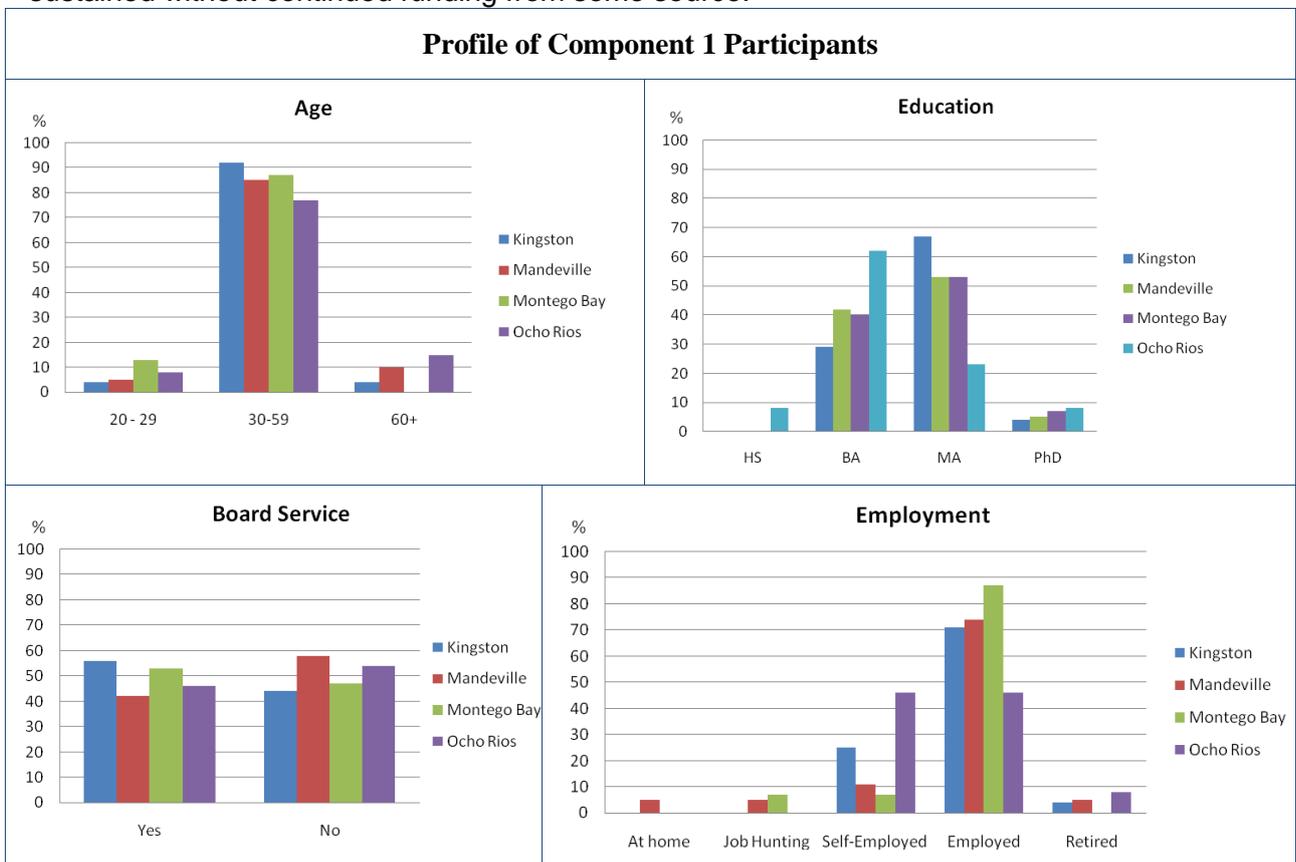
WROC does not have a mechanism in place to capture these types of changes. Some of these are important changes of attitudes and practices. The 2008 research gave them a baseline profile of board members, but only outputs were tracked during the project and participant satisfaction with training. As a result, WROC has no way of knowing if and how its assistance will change in the situation of women in the boardroom and corporate/public sector governance.

**Participant helps inner-city residents gain their citizenship rights**

Participant Yvonne Doiley Greaves arranged for the government to register undocumented Jamaicans in her neighborhood after the lack of birth certificates was raised as a key problem in a community meeting. Many people living in the inner city do not have these certificates which give them their official identity and allow them the rights of citizenship (voting and running for office) and to obtain the documents needed for everyday life (such as drivers licenses). As a result of her efforts, more than 100 community members became documented.

**(v) Sustainability**

The participants in Component 1 had solid educational and/or professional qualifications as can be seen in the table below. The training built on this existing base which increases the likelihood that the participants will retain and use their project training and networks. They seemed empowered and capable of serving on boards, and anxious for professional advancement. The project is still maintaining contact with most of the women through e-mails with news and information. The late launch of the database at the Convention in Kingston reinforced the links between the women and with other organizations. Some of the women appeared to be still working voluntarily on different issues related to the project, but with the difficult economic situation within Jamaica and the busy lives of most of the professional women, it is unlikely that the actual project activities (outside of the database) will be sustained without continued funding from some source.



The Component 2 women also appeared to have fundamentally changed attitudes, but as these are nascent and they live in such difficult circumstances they are likely to require continued mentoring to maintain that level of confidence and interest.

Continuing the networking aspects of the project also contributes to continued benefits for the participants-especially the newer and returning professionals as this network provides support and helps open doors. The long-term sustainability of the network will require the continuing interest and participation of those within the network, which is likely to dwindle over time to smaller circles of contacts. Several participants noted the need to keep the momentum generated by the project so that they would not be overcome by everyday events and needs.

WROC did list a large number of partners for this project which normally would help ensure sustainability after donor funding ended. The team found that most of these partners were associated with the research and planning for this project rather than for its actual implementation. WROC itself however appears to be well networked within the organizations and donors working on women’s leadership issues and appears to have a long-term commitment to the project’s objectives. It can be expected that it will place the database on its website and maintain it for the foreseeable future.

**(vi) UNDEF Value Added**

Any donor could have funded this activity, but UNDEF’s value added was loaning its name to a nationwide effort for gender equity in the public and private sector boardrooms. This legitimized and reinforced the project’s right based approach to gender equity and good governance. In fact, some of the articles at the start of the project thought the 2008 research that highlighted the disparities of gender equity “promoted the United Nations Democracy Fund to sponsor a training later this year.”<sup>6</sup> The project and its products were all well branded as UNDEF-funded.



**Linette Vasselli (right) and Samora Bain (left) at the Women's Convention in March 2011**

<sup>6</sup> Jamaica Observer, *Study: Male corporate executives aware of need for diversity*. 11 May 2009

## V. Conclusions

The project was generally well designed and implemented, even though its implementation took longer than expected. It achieved its main objectives as stated in its project documents. Specifically, it:

**(i) Increased the number of women trained and available for service on boards and commissions** through the training of 92 professional women and 14 community women. The Component 1 women appeared to be energized, confident, and anxious to become more involved in public and private sector boards and their decision making. Although it was too soon to tell whether or not the project will result in them being asked to serve on boards, it has definitely increased the pool of qualified women, which was the project's intended outcome. It was unrealistic to have expected the Component 2 participants to serve as trainer-of-trainers on CEDAW in their communities. The path taken by the project, to empower them and provide them with a community-base practicum, appeared to be much more suitable and effective intervention. Participating in the project was an empowering experience for them. However, given their conditions, this was only a start, and continued nurturing and support will be needed to complete their transformation.

**(ii) Developed a policy position to advance women's participation in leadership**, specifically asking for affirmative action means, to address the gender imbalance on public commissions and private sector boards. Although the issue of quotas is the subject of debate, even among the women associated with the project, the policy paper was endorsed by all of the participants and demonstrates the seriousness with which the gender imbalances are taken by professional women. Having the idea of quotas accepted will be a hard sell, and WROC and its partners will need to implement a very effective marketing campaign for its policy recommendations as well as to find champions to promote it with policy makers.

**(iii) Increased national awareness in support of increased participation of women in leadership** through its pre-training workshops and public information campaign. As the project did not have a mechanism in place to measure changes in public awareness it is impossible to assess the degree of change and action generated by project activities. However, from anecdotal information, it is evident that the project reached two to three times the number of women trained and in all likelihood, well beyond that through the word of mouth by the participants and community activities. The impact of this on increased participation was also not captured by the project but there did appear to be some anecdotal evidence of this, most notably with the increase in applications received by the National Council of Education. .

The activity in Trinidad and Tobago, which was their 4<sup>th</sup> outcome, was an outlier and did not contribute directly to the stated objectives of strengthening women's leadership in Jamaica nor did it achieve its intended objective of completing indicative research on boards and commissions in Trinidad and Tobago.

The activity in Trinidad and Tobago was an outlier and did not contribute directly to the stated objectives of strengthening women's leadership in Jamaica.

## VI. Recommendations

**(i) Continued management of the network created by the project.** WROC should assign someone (either staff or a volunteer) to continue the management of the e-mail network created by the participants in the project. Having one person responsible for driving the network can help ensure it is dynamic and useful enough to maintain the interest of its members- at least until it is fully rooted and becomes self-sustaining.

**(ii) Development of a feedback mechanism,** which will enable WROC to systematically track the number of project participants who are subsequently named to boards and their main accomplishments once on boards. This would help WROC to document the impact of its assistance and validate their supply-side approach and training curriculum. WROC should also include instruments to measure knowledge before and after training.

**(iii) Continued marketing and advocacy of the database,** so that boards and others across Jamaica know that this resource is there and that it includes information on professional women who could contribute to board performance and who are available to serve.

**(iv) Continued advocacy for the policy paper for affirmative action.** WROC still intends to present the paper to the Prime Minister, but it should also use its networks to develop a sustained and coordinated advocacy and awareness campaign so that the issue and work to date stays in the forefront of policy makers. The project also primarily concentrated on women, but for its benefits to be sustainable, men should be brought into the equation.

**(v) Development of a community-level empowerment programme.** It appears that the training at the community level - in these extremely difficult circumstances of violence, sexual abuse and poverty - has the potential to make a significant difference in the lives of the participants and their communities. WROC could use its experience and partnerships to develop an effective programme and to find funding. It could build on the base started with the communities from its Component 2 participants.

## **VII. Overall assessment and closing thoughts**

The project appeared to have been a sound investment of scarce resources. It addressed a previously ignored but extremely important area of gender discrimination in the public and private sector boardrooms. Although efforts had been made over the years to increase women's educational opportunities, there had been almost no improvements on the boards and commissions since WROC had done its original research in 1998. WROC wanted to use this project to make a strategic insertion of qualified women into the picture at the board level. It did not target men, nor integrate them in any way into the activities, including the Convention.

Whether or not this approach will be successful remains to be seen. The seeds have been set and the work done by this project at this top level should have set things into motion for significant improvements in women's representation in the private and public sector boards. This would be a big step towards achieving gender equity and deepening democracy in Jamaica. Mentoring this process through to gender parity on these boards and commissions will probably require significantly less effort from organizations such as WROC, than trying to achieve similar results at the lower levels. However, the team found that the scope for change at the community level was so great, and that the transformation among the participants seemed so significant, that it believes an expanded leadership programme at the community level would provide the greatest return - especially if it used the Component 2 approach that included psycho-social counselling and pragmatic practicums that integrated their communities into the effort as well.

## **VIII. Limitations, constraints and caveats**

The evaluation took place well after the end of the project and relied on project documents and interviews to make its assessments. Had the evaluation taken place during project implementation, the findings would have been more focused on implementation modalities and issues such as the quality of training. But with such a gap in time, the evaluation focus was primarily on what seemed to have been accomplished and what effect and/or impact was still visible by the time of the evaluation. Due to the number of partners, participants and their scattering across Jamaica, the team was only able to speak in person to a small sample of women in Kingston and Mandeville. It also interviewed a random sample of participants from Montego Bay and Portland by phone. WROC has also not yet launched its database so the team was unable to make any determination in that case for the extent of its potential use and effectiveness.

## IX. Annexes

### Annex 1: Evaluation questions

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> <li>Were the objectives of the project in line with the needs and priorities for democratic development, given the context?</li> <li>Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why?</li> <li>Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?</li> </ul>
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> <li>To what extent have the project's objectives been reached?</li> <li>To what extent was the project implemented as envisaged by the project document? If not, why not?</li> <li>Were the project activities adequate to make progress towards the project objectives?</li> <li>What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?</li> </ul>
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> <li>Was there a reasonable relationship between project inputs and project outputs?</li> <li>Did institutional arrangements promote cost-effectiveness and accountability?</li> <li>Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?</li> </ul>
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> <li>To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address?</li> <li>Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative?</li> <li>To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization?</li> <li>Is the project likely to have a catalytic effect? How? Why? Examples?</li> </ul>
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> <li>To what extent has the project established processes and systems that are likely to support continued impact?</li> <li>Are the involved parties willing and able to continue the project activities on their own (where applicable)?</li> </ul>
UNDEF value added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> <li>What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc).</li> <li>Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?</li> </ul>

## Annex 2: Documents Reviewed

Bureau of Women's Affairs, *Jamaica Report to the Tenth Session of the Regional Conference on Women in Latin America and the Caribbean*, August 2007

Dunn, Leith and Judith Wedderburn, *Gender and Governance*, Working Paper Series 5, University of West Indies, 2008

*Jamaica and CEDAW: The NGO Perspective, Alternative Country Report (Jamaica) to CEDAW*, Submitted by the Association of Women's Organizations in Jamaica, August 2006

Jamaica Observer, *Women's convention pushes transformational leadership agenda*, 21 March 2011, [http://www.jamaicaobserver.com/magazines/allwoman/Women-s-convention-pushes-transformational-leadership-agenda\\_8541826](http://www.jamaicaobserver.com/magazines/allwoman/Women-s-convention-pushes-transformational-leadership-agenda_8541826)

Private Sector Organisation of Jamaica, *Handbook and Tool Kit on Good Governance, Volume 2*, 2009

Social Institutions and Gender Index, *Gender equality and social institutions in Jamaica*, <http://genderindex.org/country/jamaica>

Sunday Herald, *Ten inner-city Jamaican women celebrate a milestone in their transformational leadership journey*, 3 January 2010  
[http://www.sunheraldja.com/index.php?option=com\\_content&view=article&id=619:ten-inner-city-jamaican-women-celebrate-a-milestone-in-their-transformational-leadership-journey&catid=123:features-b&Itemid=732](http://www.sunheraldja.com/index.php?option=com_content&view=article&id=619:ten-inner-city-jamaican-women-celebrate-a-milestone-in-their-transformational-leadership-journey&catid=123:features-b&Itemid=732)

Strengthening Women's Leadership in Jamaica Project Documents:

- *Proposal*, 2008
- *Project Document*, UNDF-JAM-07-209 dated October 2008
- *Mid-Term/Annual Progress Report*, June 2010
- *Final Project Report*, June 2011
- *Budget Revision Request Form*, July 2010
- *Final Budget*, 2011
- *Needs Assessment for Component 1*
- *Position Paper- Wellspring for Transformation*
- *Report on the Women's Leadership Conference March 2011*
- *Newspaper articles* (collected by WROC on their project activities)
- *Profiles of Women for Participation on Boards and Commission*, 2011
- *Curriculums: Component 1 & 2*

The Jamaica Observer, *Study, male corporate executives aware of need for diversity*, 11 May 2009

The Network of NGOs of Trinidad and Tobago for the Advancement of Women, website, <http://www.networkngott.org/>

UNESCO Institute for Statistics, Education (all levels) profile - Jamaica, [http://stats.uis.unesco.org/unesco/TableViewer/document.aspx?ReportId=121&IF\\_Language=eng&BR\\_Country=3880&BR\\_Region=40520](http://stats.uis.unesco.org/unesco/TableViewer/document.aspx?ReportId=121&IF_Language=eng&BR_Country=3880&BR_Region=40520)

United Nations, Report of the Working Group on the Universal Periodic Review, Jamaica, Addendum, A/HRC/16/14/Add.1, March 2011

World Bank, Gender at a Glance, Jamaica, <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/EXTANATOOLS/EXTSTATINDATA/EXTGENDERSTATS/0,,contentMDK:22867798~menuPK:7819977~pagePK:64168445~piPK:64168309~theSitePK:3237336,00.html>

WROC website and information on the project <http://www.wrocjamaica.org/>

## Annex 3: Persons Interviewed

Ms. Linnette Vassel	Project Coordinator; Board Member, WROC
Ms. Dorothy Whyte	Executive Director, WROC
Ms. Samora Bain	Project Administrator
Mrs. Faith Webster	Executive Director, Bureau of Women's Affairs
Dr. Carolyn Gomes	Executive Director, Jamaicans for Justice
Ms. Judith Wedderburn Friedrich	Ebert Stiftung
Mrs. Sandra Glasgow	Executive Director, Private Sector Organisation of Jamaica
Mrs. Deborah Duperly- Pink	Coordinator, Democracy and Governance Fund and Canada Fund for Local Initiatives
Ms. Merris Murray	Executive Director, National Council on Education
Ms. Geraldine Wright, Trainer,	Ministry of Tourism
Ms. Indi McLymont Lafayette	Trainer/Participant, Regional Director, PANOS Caribbean
Ms. Marlene Thomas	Participant, Entrepreneur
Ms. Christine Senior	Participant, Community Facilitator
Ms. Yvonne Doily-Greaves	Participant, Factory Worker
Ms. Corrine Henry	Participant, Attorney at Law
Ms. Cordia Chambers	Participant, Kingston Restoration Company (KRC)
Ms. Tamara Brissett	Participant, Accounting Supervisor, Ministry of National Security
Ms. Myrna Bailey	Participant, Retired, Volunteer
Ms. Trudy Banton-Meikle	Participant, STATIN
Ms. Marie Sparkes	Participant, Company Director
Ms. Denise Francis	Participant, Tour Guide
Ms. Tamara Snow	Participant, Supervisor, Jamaica Fire Brigade

## Annex 4: Acronyms

CBO	Community Based Organization
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CSO	Civil Society Organization
FES	Friedrich Ebert Stiftung Foundation
NGO	Non Governmental Organization
PSOJ	Private Sector Organisation of Jamaica
TOT	Train the Trainer
USD	U.S. Dollar
WWFP	Women Working for Progress
WROC	Women's Resource and Outreach Centre