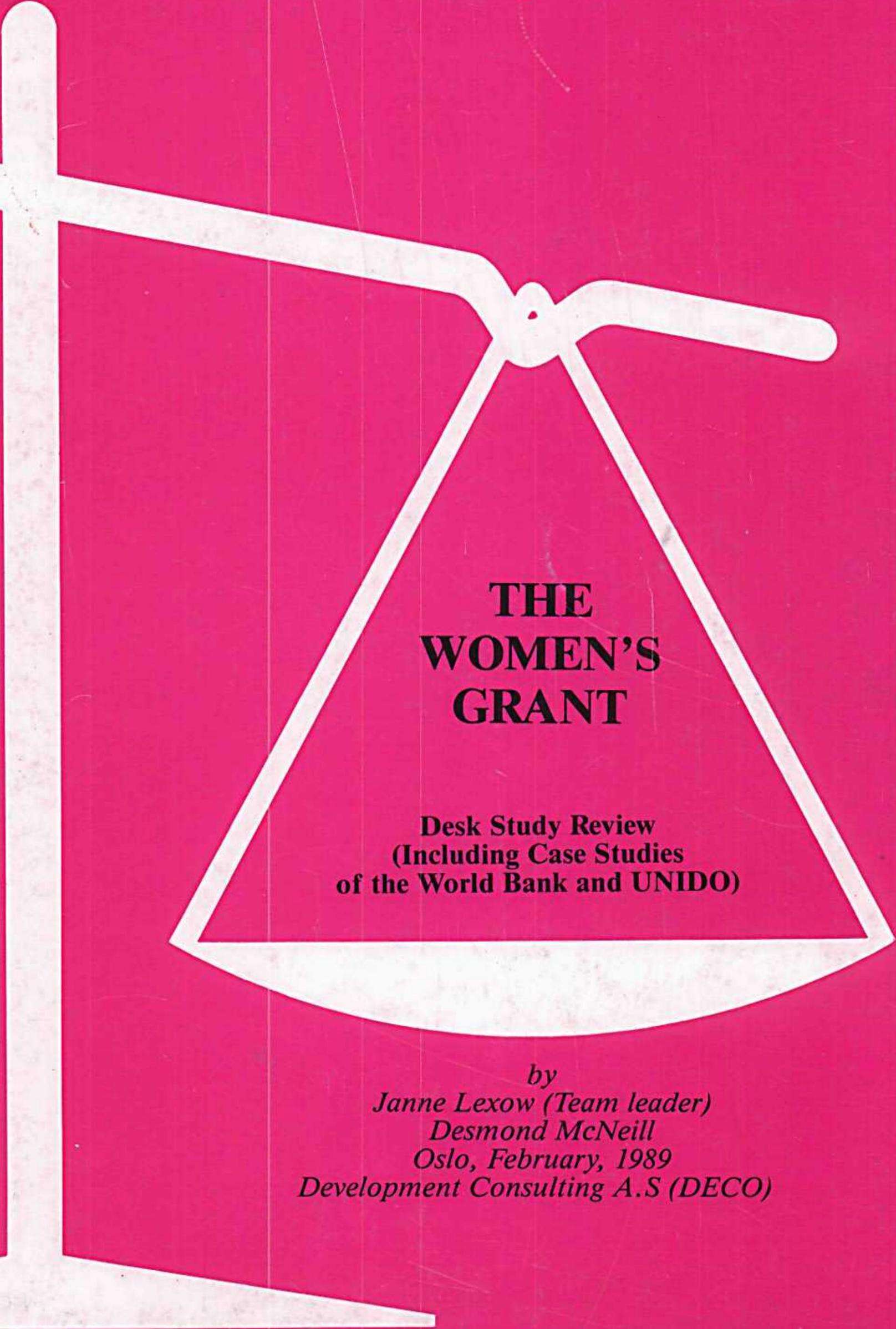




THE ROYAL NORWEGIAN MINISTRY
OF DEVELOPMENT COOPERATION

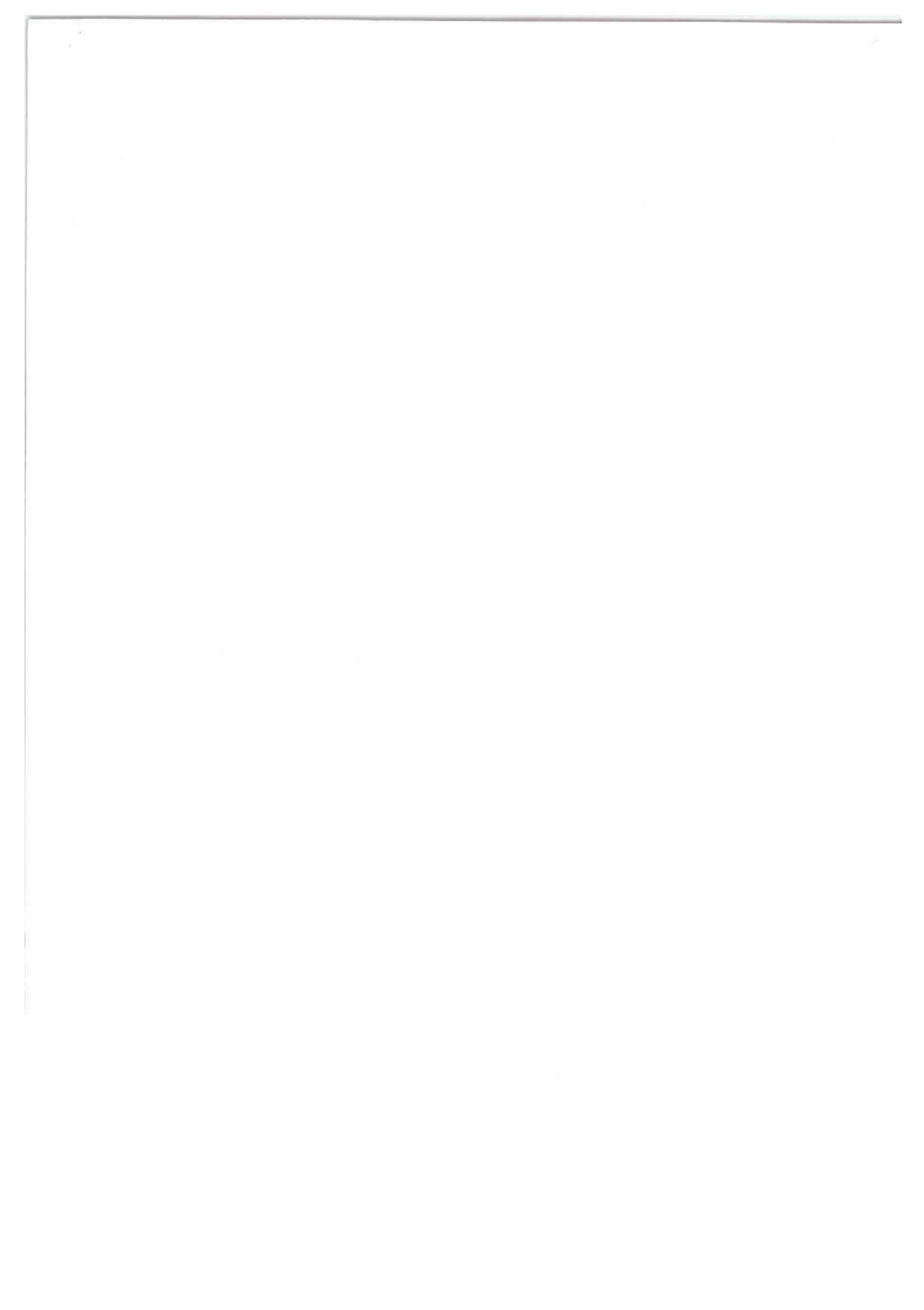
Evaluation Report 2.89



THE WOMEN'S GRANT

**Desk Study Review
(Including Case Studies
of the World Bank and UNIDO)**

by
Janne Lexow (Team leader)
Desmond McNeill
Oslo, February, 1989
Development Consulting A.S (DECO)



THE WOMEN'S GRANT

Desk Study Review

(Including Case Studies of the World Bank and UNIDO)

by

Janne Lexow (Team leader)

Desmond McNeill

Oslo, February, 1989

Development Consulting A.S (DECO)

THE WOMEN'S CRISIS

THE WOMEN'S CRISIS

THE WOMEN'S CRISIS

THE

THE WOMEN'S CRISIS

CONTENTS

	Page
SUMMARY	5
1. Introduction	13
PART I. THE ADMINISTRATION OF THE WOMEN'S GRANT	
2. Objectives and Framework	15
3. Economy of the Grant	20
4. Utilization of the Grant	31
5. Administrative Aspects	36
PART II. THE GRANT IN THE BILATERAL CONTEXT	
6. Relation of the Grant to Ordinary Budgets	50
7. Relevance to the Norwegian WID Strategy	58
8. Relevance to National Action Plans	62
PART III. THE GRANT TO MULTILATERAL AGENCIES: TWO CASE STUDIES	
9. World Bank	68
10. UNIDO	78
11. Strategies for Promoting WID: Some Policy Issues	86
12. Conclusions from the Case Studies	91
Annex 1. UNIDO: Details of Projects	97
Annex 2. Officials Interviewed: World Bank and UNIDO	99
Annex 3. Breakdown of activities. Tables 1-6	101
Annex 4. UNIDO: Organization Chart	104
Annex 5. Terms of reference	

SUMMARY

The purpose of this evaluation is to provide a basis for MDC considerations regarding the continuance of the Grant as an instrument of the Norwegian WID policies. The WID policy itself is not at issue; nor is it intended - at least within the scope of this study - to assess the impact that the Grant has had in terms of specific benefits from specific activities financed. Rather, this is an evaluation of an innovative **instrument** of policy; an instrument designed for the specific purpose of providing rapid and flexible support to WID activities. There have been no field visits to recipient countries; the findings are based solely on a desk study and interviews in Oslo, and brief visits to two multilateral agencies supported by the Grant: World Bank and UNIDO. The findings of the study are here summarised in three parts, followed by a brief conclusion.

I. The Administration of the Women's Grant

Objectives and framework

The written objectives are not sufficiently clear, in two respects: first, they give no indications as to how eventual successes or failures can be measured, so that evaluation of the Grant will be difficult; second, they provide little guidance for the utilization of the Grant. Furthermore the lack of precise definitions of target groups, beyond "women" in general, is not quite consistent with the political mandate which puts the Grant in a clear poverty-oriented perspective.

Economy and utilization of the Grant

During the years from 1984-87 there has been a remarkably improved overall efficiency, as measured in terms of the conversion of inputs to outputs. The distribution mechanisms and criteria appear to be relevant and efficient. The Grant is distributed on the basis of two main criteria: reported needs, and previous expenditure.

Efficiency should not, however, be measured only in terms of "cleverness" in expenditure, i.e the ability to spend the funds allocated. Without actually examining the activities supported, an evaluation of the results of the Grant is not possible; but another indicator regarding its administration is the number of activities financed (since the Grant is intended to support a wide range of different ones). As might be expected, the NORAD representations score well in this regard, with more than 256 different projects, followed by NORAD Technical Divisions, Planning Department and Multilateral Department.

In the main partner countries, pipeline problems are recognized at some NORAD representations. It is clear, however, that those responsible for the management of the Grant have developed a flexible approach to reallocations between different

representations within the financial year. Thus more funds are allocated to the countries where the needs are the greatest.

The Multilateral Department is pursuing a policy of utilizing the Grant as one of the means to achieve institutional changes within the multilateral organizations. This is reflected in the selection of the organizations supported and more emphasis on providing seed money to already established WID Focal Points within the organizations.

All in all, seven regional network organizations have been supported by the Grant through the NGO-Department's share of the fund. The guidelines following the Grant open for support to the establishment of such organizations. However, most of the organizations supported have been established for years; and some organizations e.g. ISIS International have previously received Norwegian support through regular channels.

Analysis of Utilization of the Grant in the period 1984-87

Main partner countries: The most notable change in utilization of the fund is that in 1984, 44.3% was allocated to various kinds of events such as seminars, conferences, workshops and travel support; in 1987 this was reduced to 14.2%. This change is a result of a conscious policy in which the impact of some forms of support (particularly to international seminars) has been questioned. It appears that participants in such events are recruited from academic or upper class circles of the society, and it has been unclear how the experience generated has been diffused through the lower levels of the organizations.

Multilateral Department: In the first years one particular programme, the UNDP/Water Decade dominated the Multilateral Department's share of the Grant. However, in 1987 the Grant has been spread to many organizations and different types of projects, with nearly 50% allocated to "seed money" to the WID Focal Points in the organizations.

The Planning Department: During the whole period it has spent the larger part of its share on studies and research (72.8% in 1987). Some of the studies can be characterized as innovative in the sense that no systematic knowledge about the topics have previously been generated within the context of Norwegian development assistance.

Administrative aspects

The administrative set up is certainly complex, as it involves virtually all levels, divisions and departments within the whole MDC/NORAD structure. The decision making process of the Grant is decentralized. This makes possible a flexibility and a closer contact with the recipients.

The absorptive capacity of the grassroot NGOs in the bilateral context is in most cases very low. What they often need is small quantities of flexible funding

- which the Grant can provide. But it is not easy to administer; particularly if the activity is not a well defined project. As far as routines for applications, monitoring of individual activities and learning from experience, the present practices are very much on an ad hoc basis. The result is support to and handling of a large number of projects of which there are few possibilities for follow up by MDC/NORAD staff. One of the main causes for this is lack of time and capacity for those who have the main day to day responsibility for coordination of Grant activities; the Women Contacts.

Procedures for feedback between the respective divisions and departments are perhaps well established on paper, but in practice they do not function adequately. One reason is lack of reporting to the Planning Department, which has the main coordinating function regarding the Grant. The archive system of MDC/NORAD is also very complex, and indeed the different archives in use are very unsystematic. A prerequisite for an appropriate distribution of the Grant and preparation of guidelines must be to base these on as relevant information as possible.

Conclusions - Part I

* There is a need for better mechanisms and better criteria: to assess and appraise the project proposals from the NGOs; to monitor implementation; and to ensure that MDC/NORAD as an organization learn from experience. Applications must not be accepted and treated on an ad-hoc basis. However, the administrative strain on staff should not be increased. Some specific proposals may be offered:

- As far as possible the streamlining of project proposals should be left to the organizations themselves. One way of doing this is to prepare a short standardized form for applications which can give a summary of objectives, target groups, activities, budgets etc, which can follow the more general application.

- It is important that the organizations indicate how they themselves can carry out a self-evaluation of the activity/project, if they are to be considered for support.

- Smaller activities should be avoided to the extent possible, as a too fragmented approach would easily result in an inefficient management of the Grant.

- For each project, a second standardized form could be prepared by the NORAD personnel. So far the "Melding om nytt tiltak" has been used, but this relates more to overall budget control and has little information value. The form could indicate what type of project it is, how it related to regular activities etc. This might facilitate better coordination at the central level.

* AUK should perhaps in future include the WID Contact from NORAD NGO-Division.

* Minutes from AUK should be distributed to the WID-Contacts at NORAD representations, in order to make them feel more in touch with the general WID policy issues and "WID- thinking" within the MDC/NORAD structure.

* If otherwise feasible, the WID-Contact function at the NORAD representations should be transferred to a more influential level within the administrative set-up, e.g. Deputy Representative. This position entails an overall policy overview, contact with recipient authorities etc.

* A firmer policy as regards utilization of the Grant should be developed, in particular at the level of NORAD representations. A closer linkage to use the Grant in connection with the implementation of the Action Plans is needed.

* If more emphasis is to be put on pilot projects which in turn can serve as a model for regular activities, it is important that the time limitation of the Grant is relaxed.

* As one of the real bottlenecks to promotion of WID still seems to be lack of knowledge about women's living conditions and position in the society, a larger share of the Grant should be used for various research-related tasks, for female researchers in main partner countries, especially for topics related to social science. (The Grant has fruitfully been used to support "Women in Development Studies" in Kenya). As far as possible, the research carried out should be linked to issues of importance for the regular programmes: both to generate knowledge of direct relevance to NORAD and to be able to draw upon the expertise developed for later consultancies etc.

* Support to the network organizations should still be given high priority in NORAD, but not financed from the Grant. The very nature of these organizations implies that they need more permanent support. They should therefore be earmarked within the regular budgets.

Part II. The Grant in the Bilateral Context

The topics covered in this part refer to the specific questions raised in the Terms of Reference. The findings are necessarily limited, being based only on material within the MDC/NORAD Headquarters.

There is good evidence that the Grant has had many beneficial effects. In the main partner countries, support to women's organizations and NGO's has made women more visible in the societies; a much larger number of organizations has appeared on the scene; and the Grant has indeed made it possible for some voluntary organizations to undertake innovative work.

In the bilateral context, it seems that most of the activities which have been supported could not have been accommodated under regular budgets. In the multilateral context it is still too early to evaluate whether the activities supported have resulted in "long term endeavours" financed by the regular budgets (see Part III below).

In the main partner countries the achievement in terms of integration into regular budgets is not remarkable; for many reasons. First is the profile of the country programme itself. Development assistance is very largely committed to commodity assistance, import support, infrastructure and other macro-economic interventions. These are sectors which are not easily targetted to specific groups in the first

place. A second problem may be the recipient governments' lack of will to change on-going projects, and NORAD's limited influence in this respect. On the other hand, the third group of obstacles which prevents integration can be changed; namely the time limits for Grant support. A one year support can hardly be sufficient for developing pilot projects, if such projects are to develop new and refined methods which can later be used as models for regular programmes. Furthermore, the location of the WID-Contacts within the NORAD structure (combining responsibility for WID and NGOs) makes it nearly impossible to have influence over the regular country programmes. WID tends therefore to be closely linked up to support to various NGO's. Lack of WID-competence at all levels is another problem. It is quite clear that the WID- Contacts in many NORAD Representations are working more or less on their own, with few initiatives taken by the rest of the staff.

An analysis of possible linkages between the activities supported by the Grant and the eight parameters stated in the WID-strategy reveals that 62% of the activities appear to correspond - judged simply on the basis of their thematic content. A closer review of the activities supported in the main partner countries reveals that of a total number of 163 projects, 77 seems to link more closely to the WID-parameters. On the other hand the linkage to the NORAD Action Plans is rather weak for reasons which have already been discussed, e.g the profile of country programmes.

Conclusions - Part II

Although there are some weaknesses in the implementation of the Grant, the evidence available indicates that beneficial effects have been greater than the weaknesses. Because of the Grant MDC/NORAD has been able to put more strength to its efforts to promote WID vis a vis multilateral organizations and bilateral partners. These efforts would no doubt have been undertaken even without the Grant, but perhaps at a much slower pace. But more important is it that women and women's issues in development assistance have become more visible. New groups of women have appeared on the development arena; and in a long term perspective they may prove to be important agents for change within the respective organizations, in government structures etc. More money is of course not the only solution to the obstacles encountered in seeking to place women in mainstream development, but it is quite clear that, without money, resolutions and policies would have remained at a paper level.

III. The Grant to Multilateral Agencies: Two Case Studies

The administration of the funds

The Grant is administered in an astonishingly flexible way. The use to which funds may be put is specified only briefly, and very broadly, in formal documentation.

There is no obvious evidence of wasted resources in either World Bank or UNIDO. In both agencies, the standard accounting controls are exercised by the agency itself.

The World Bank and UNIDO both appear satisfied with the administrative arrangements. Nor is there evidence that either agency resents what might be portrayed as interference with their internal priorities; although the World Bank appears rather more sensitive on this point.

Progress so far

The degree of importance currently attached to the issue of women in development in the two agencies may be gauged by a number of indicators (some of which also show changes over time).

- Attitudes of agency staff

In both agencies attitudes among many of the staff outside the WID Units are still sceptical. However, the issue is now on the agenda; it is not considered irrelevant to raise it in discussion; and there are enough sympathetic senior level staff for the WID Units to work with.

- size of the unit

The number of staff in both agencies has increased considerably in very recent years: in the World Bank from one person to six (plus as many long term consultants mainly not funded by the Bank); in UNIDO, from one to five (two core staff plus three Associate Experts).

In terms of four other criteria, however, the standing of Women in Development as an issue is still low:

- Location of the WID unit within the organization
- Volume of funds provided by the agency itself
- Official statements of agency policy
- Status of WID Guidelines

In summary, there has been some progress, but it must be recognised that WID is not at this time generally regarded as a major concern in either World Bank or UNIDO.

The strategy being followed

In both agencies the heads of the WID section have been very effective publicists. They have sought and achieved a high profile, both internally and externally; and they have adopted a pragmatic approach: starting many different activities in the expectation that some will succeed. In both agencies, although specific outputs are few, the WID Units are probably moving as fast as is feasible; and this achievement is largely thanks to funds from the Women's Grant - especially in the case of UNIDO. But there are problems.

In the World Bank the approach so far adopted has had two costs. First, the work programme for staff of the Division has not always been clear, resulting in some confusion and perhaps wasted effort. Second, a demand for the services

of the staff of the Division has now been generated - especially from Operational Departments; and the Division cannot satisfy it. There is now a pressing need (well recognised by the Head of the WID Unit) to establish a clear strategy for the future.

In UNIDO, the staff situation is much weaker than in the Bank, (in terms of numbers and experience). Although the WID issue is now on the agenda, those outside the WID Unit feel little obligation to act. The Head of the Unit recognises the need now to move from publicisation to substantive work; but the constraints are such that it is difficult to avoid concentrating mainly on "women's projects", in small-scale industry or agro- industry, and on collection of data.

In what is still a largely neutral or even hostile environment, these units will find it difficult to do more than that which the climate of their institution allows. The Women's Grant has certainly had some effect in changing the climate. But it is important for Norway to provide not only support but also pressure. The constraints on the Women's Units must be recognised, and sympathetically taken account of; but if they do no more than the institution would in any case countenance then the long term justification for the Grant is weak.

Conclusions - Part III

In both agencies, the bureaucratic skills of the Head of the Women's Unit have allowed the Grant to be used to considerable effect. The remarkable flexibility of the Grant is an important virtue which should not be lightly abandoned. There is no evidence of this loose arrangement being abused; perhaps precisely because of the close personal links between those in the agencies and those in Norway.

The aim should be to retain the considerable merits of this (flexible) mechanism, while ensuring that what is achieved is in line with Norway's intentions. This need not require closer control, but it may require closer monitoring - sometimes, perhaps, independently of Multi. An appropriate policy might be to continue to provide a modest amount of wholly untied funds (seed money), and to provide other funds for purposes which remain broadly defined - subject to the condition that Norway approves the strategy being pursued, and the rate of progress made.

To judge by appearances alone, WID might seem to be well established in both the World Bank and UNIDO. What matters, however, is the extent to which the emphasis on women is translated into action. Here the achievement is much more limited.

It will be several years before either of the agencies has moved so far that Norwegian money is unnecessary. In UNIDO, if the Grant were cut off tomorrow, institutional inertia would ensure that the programme continued for a while; but it is extremely unlikely that commitment to the issue is sufficient to ensure continued action without external support. And even with support, expectations from UNIDO should be modest. Good progress has been made in this rather unpromising environment, but it seems unlikely, for a number of reasons including the rather narrow and

technical focus of its work and its weak financial standing, that UNIDO will be a major force for promoting women in development.

If the Women's Grant to the World Bank ceased, they would still continue activities in this field, financed both internally and by other donors. But the Bank would clearly not itself make good the whole (or probably even the greater part) of the funds from Norway. Despite, or perhaps precisely because of, this unfavourable outlook, a good case can be made for continued support. The World Bank is extremely powerful; important to influence not only for its own sake, but also because of the impact this can have on development thinking and action among all other agencies. Norway's support to the rather modest level of activities which are currently being financed by the Bank could make a major contribution to promoting WID internationally. But it is important to ensure that the strategy which the WID Unit pursues is one which will be effective, and which Norway actively endorses. The objective and approach of the World Bank is rather different from that of Norwegian aid. This is not an insurmountable obstacle; and indeed closer dialogue may possibly be of mutual benefit; (on the Norwegian side, the gain would be access to, and involvement in, up to date, high quality policy related research work in this area.)

In summary, it is rather early to judge the extent to which the Grant has been successful (especially in the World Bank), but the indications are favourable. This is an innovative approach with much to commend it. Its success so far derives to a large extent from mutual trust and personal commitment of those involved in the agencies and in Norway (and also, in part, on the unusually weak financial situation of UNIDO and, to a lesser extent the World Bank). But it must be recognised that for real and lasting change to be brought about the time scale is long. This approach certainly has the potential for considerable success. If the Grant continues, there will be a need for careful monitoring on the Norwegian side; and for the judicious application of pressure from time to time.

Conclusion

On the basis of the evidence from this study, it is strongly recommended that the Grant should be continued. This applies to both the bilateral and the multilateral components, although the justification for each is rather different and some changes may be necessary in both.

A number of measures for improving the bilateral component are proposed in this report. These are all of an administrative nature, which reflects the nature of this study. It is recommended that there be a follow up of the content of a representative selection of the activities, to evaluate their relative merits and hence provide more guidance for the selection and design of future activities.

In the case of the multilateral component of the Grant, the evidence from the studies of World Bank and UNIDO indicates that this is indeed an unusually effective way of influencing policy, at only modest cost. It is recommended that the strategies adopted by the two WID Units be discussed and examined in some detail to ensure their compatibility with Norway's intentions.

1. INTRODUCTION

In 1984 the Norwegian Ministry of Development Cooperation (MDC/NORAD) introduced a special allocation for women in development; the Women's Grant (hereafter called the Grant). In the five years from 1984 to end-1988 a total of MILL NOK 108.531,- has been allocated to this fund.

The purpose of the evaluation is to provide a basis for the MDC's considerations regarding the continuance of the Grant as an instrument in the implementation of the Norwegian WID policies.

It is not feasible to organize the evaluation as an ordinary evaluation in terms of impact and effects of the Grant for the following reasons:

- the Grant was established as late as 1984 and the capacity to utilize the Grant during the early years was relatively low. Hence a study of long term effects or impact is unrealistic.
- the Grant is characterized by a high number of small inputs widely spread geographically and thematically. Assessment of every input would be practically difficult and economically not recommendable.
- the Grant itself is supposed to promote flexible approaches to WID. The activities supported differ greatly from one year to the next.

The evaluation therefore aims at identifying and assessing some important issues related to the role of the Grant as a catalyst for WID-strategy. It is concerned more with practical routines and administrative systems than with the content of the activities supported under the Grant.

Part I, The administration of the women's grant, describes the objectives and framework of the Grant, and analyses how it has been used - based on different breakdowns by year and category. It also describes and assesses the administrative procedures followed.

Part II, The grant in the bilateral context, indicates how the Grant relates to ordinary budgets, and assesses its relevance to the Norwegian WID Strategy and to national Action Plans prepared for main partner countries.

Part III, The grant to multilateral agencies, provides two case studies - of World Bank and UNIDO - based on visits of one week to each. The administration of the Grant is evaluated, together with an assessment of the status of WID issues in the two agencies, and some comments on the strategies currently being pursued.

The information for Parts I and II of this report was gathered through a desk study of MDC/NORAD archives and interviews with staff. The problems encountered

proved particularly difficult since the Grant covers hundreds of small projects, at all administrative levels and in all departments. To get a wholly accurate overview of the Grant proved nearly impossible; not least because of the limitations and inconsistencies in the data provided. (The inadequacy of the archives is noted in Part I, and problems with the financial data are evident from notes to many of the tables).

It should be stressed that it has not been possible to evaluate individual activities. Yet, given the very nature of the problems of women-oriented development assistance, one small project may in the long run have more impact on women's living conditions if adequately managed and implemented, than larger sums allocated to other activities.

The period for data collection was in mid-1988. Therefore most of the tables and discussion about the Grant are based upon data from the period 1984-1987 only. The report is therefore discussing Grant issues from a retrospective point of view, at the expense of current trends or recent changes in Grant implementation.

In view of the above, the conclusions drawn in the report should be interpreted with some caution. But even if the "final truth" about each and every project or activity has not been discovered, the trends and patterns which have emerged may be considered valid.

2. OBJECTIVES AND FRAMEWORK

2.1 Discussion of the objectives

Are the objectives clear, realistic and achievable?

The clarity of the objectives is important because they will serve as a guidance for implementation. All actors involved in the implementation of the Grant should agree on the interpretation of the strategies selected. The objectives should also be consistent with the wider purpose for which the Grant has been established. Furthermore some of the problems pertaining to the Grant may not be attributable only to the way it is implemented, but rather to a more basic cause relating to the intended objectives. Also, the merits of the Grant can only be measured against a clear statement of its intended purpose. Achievements must be assessed with reference to some objective in order to provide a reasonable basis for the main purpose of this study; to give recommendations as to its continuation. It is also necessary to decide whether the Grant is a realistic means in the contexts in which it is implemented i.e. whether there is a clear need for a special allocation for women in development. Finally it is also necessary to assess whether the objectives are attainable, within the constraints imposed in these bilateral and multilateral contexts.

From the available documents it has been difficult to identify the development objectives of the Grant. The terms of reference for this evaluation describes the purpose of the Grant in the following manner:

"The Ministry of Development Cooperation's (MDC) Grant for Women in Development was established in 1984 for the purpose of strengthening the Ministry's efforts to integrate a women-oriented perspective in the overall development assistance. To this end the Grant was to provide support for a wide range of activities

a) for which there were no other established channels or financial resources available

b) of pilot project nature, often testing out women's own ideas and initiatives which could serve as models for regular WID-oriented projects, and /or

c) which could strengthen the possibilities of integrating the WID-aspect in regular activities, ongoing or planned.

The Grant was also intended to provide "seed money" in the sense that the WID experience reaped through such activities were ploughed back into the regular development projects and programmes".

One paragraph in the Norwegian WID-Strategy is devoted to the Grant:

"The special allocation for women is important because it opens the opportunity to support activities and inputs that do not fit into the ordinary budget quotas, for example regional measures. The special allocation also permits greater flexibility

and innovation, such as pilot projects. It is important that the Grant remains at its present day level, to ensure that it is used as an "oil-in the machinery" mechanism and avoids becoming an alibi for not integrating women in important sectors."

It is clear that these formulations allow a wide range of possible interpretations of the purpose of the Grant. The only "development objective" which can be identified is "strengthening the MDC's efforts for the integration of women". As the formulation stands it refers rather to an activity than as a clearly stated goal. There is no further clarification as to how such strengthening might eventually be measured or which areas of the MDC's efforts should be given priority. Thus it allows the Grant to be used at all levels, be it the MDC/NORAD administrative structure in Oslo, in main partner countries, regional/international organizations etc. This may be a realistic response if a high degree of flexibility is needed, but may also be confusing to the various actors if no firm policy is established which can limit the scope of possible utilization of the Grant.

As a consequence of the above it is also not clear whether the Grant should be used strictly as a follow up of the WID-Strategy. The Strategy itself indicates that it should not, by singling out regional measures and pilot projects as the specific mentioned areas for the Grant's utilization. However, from other documents e.g guidelines following the budget texts of the Grant as well as with interviews carried out as part of this assessment, the objective of the Grant as a means to speed up the WID strategy clearly emerged. The distinction between whether the Grant should be confined to speed up the WID-Strategy or "overall development assistance" may be a fine one, but is still important. The WID-Strategy document is comprehensive. It prescribes changes at virtually all levels, within the main important sectors in bilateral as well as multilateral development assistance. It was presented at the Nairobi conference in 1985, a year after the Grant was introduced. Since then, a lot of experience about women's issues have been generated and some sections in the document may therefore no longer be valid. It shall also be noted that the WID-Strategy is a Norwegian document, and as such does not serve as an officially accepted strategy for the recipient countries' governments or the multilateral organization in question. As such the references to "regular activities" may be extended to mean that the Grant can also be utilized for activities not specifically mentioned in the WID-Strategy document. Still the formulations regarding how this should be done, at which levels, and not least how achievements should be measured, remain unclear.

The problems are further compounded with the definition of the target group as "women" in general. In practice this can be interpreted as support to all groups of women, rich and poor, urban or rural, elitist or disadvantaged. This conflicts with the political mandate (White Paper 36:100) for the introduction of the Grant which puts it in a clear poverty-oriented perspective. It is stated that the reason for the Grant is to provide measures which can improve the situation for **deprived groups of women**. The White Paper specifically notices the danger that more resourceful groups of women may take advantage over the less privileged, and stresses that development assistance must be designed in order to avoid such unfavourable tendencies. The formulation of the objective of the Grant does not clearly reflect this view.

The purpose of the Grant is to support activities such as:

** pilot projects, serving as models for regular women-oriented activities, and strengthening WID-aspects in regular activities, as well as provide seed money which can generate "WID-experience".*

The team is asked to assess whether these strategies are logically related to the objectives in bilateral and multilateral context. The previous arguments that the objectives are not sufficiently clear prevents assessment of logical relationship between development goals, subgoals and strategies in this respect.

However, in a very crude manner attempts have been made to illustrate this relationship if the overall objective can be established as "integration" of women:

OVERALL OBJECTIVES:

Integration of women

IMMEDIATE OBJECTIVES:

Funding through regular channels

Pilot projects, knowledge base

OUTPUTS:

Bilateral act.

Multilateral act

ACTIVITIES:

THE GRANT

INPUTS:

The implication of the above should not be stretched further than to illustrate that in order to reach the overall objectives there has to be a causal relationship between the different levels. Given the fact that objectives are the same for all projects or activities supported; each and every activity should be selected based on reasonable assumptions that it will contribute to the overall objective of integration.

This means that the overall objectives must be obtainable by the strategy selected within the given constraints imposed in the bilateral or multilateral context. The objectives of the Grant offer no definition of either pilot projects or seed money or the distinction between the two. We must assume that "seed money" refers to processes or activities in which the objectives are more generalized and less clear and where completion dates are more indeterminate, or even non-existent. Pilot projects on the other hand might be defined as innovative, experimental undertakings which are designed to achieve certain specific objectives within a given budget and within a specific period of time. It is clear that pilot projects should involve the same requirements concerning planning and reporting as any

other project. But if the objective of becoming models for regular projects is to be realistically attainable, they must prove themselves to be feasible both to the donor agency, recipient government or organization as well as the target group. The following limitations imposed by the guidelines of the Grant indicate that this may be difficult to achieve:

** activities supported should not be running for several years, unless it is otherwise specified that they will be covered by ordinary budget posts after the first year (in 1988 the one-year restriction is modified to first phase).*

** the Grant should not be used for activities which naturally fit within the Country Programmes, NGO- allocations, fellowship funds, research etc.*

** support to multilateral projects should primarily be granted to organizations with which Norway have no multilateral agreements.*

The crucial issue is how a "pilot project" can become a model project only after one year of financing of the Grant. Is such a strategy really realistic? Given the long term planning involved in the bilateral country programmes, it may be difficult to envisage that a "pilot project" which "naturally does not fit" within the Country Programmes, can serve as a model for regular women-oriented projects and be accommodated by regular budgets only after one year. The time restrictions would perhaps have been more realistic if the project actually fitted within the Country Programme, but had not yet been agreed with the recipient Government in question. The same applies for support for multi-bilateral projects. It should be noted that in practice there has been a rather flexible approach to the time-restrictions. A special feature of Norwegian support to multi-bi projects implemented by an organization with which we have no formal multi-bi agreement is that Norway can exercise relatively little control in terms of monitoring and follow up, as there are no institutional arrangements established for this. It is not totally clear whether pilot projects could be a feasible strategy in this context, as usual monitoring routines must be part of all such assistance, in particular if the project has to be accommodated over regular budgets after a short period. For multilateral organizations with which Norway has no formal agreements it may be more realistic to finance various "processes" in terms of seminars, conferences etc. This has also partly been the policy adapted by the Multilateral Department.

In summary:

- As far as the objectives of the Grant are concerned, they are not made sufficiently clear either from the point of view of providing guidance for the utilization of the Grant or from the point of view of the evaluation, since they give few indications as to how eventual successes or failures can be measured.
- There is also a lack of clear definition of "pilot projects" and "seed money" and the distinction between the two.
- Doubts must be expressed as to the the time-limits emphasized in the guidelines for the Grant, in terms of being realistic for achieve the goal of developing "models" for regular activities.

- The lack of precise definition of a target group, other than "women" is not quite consistent with the political mandate which puts the Grant in a clear poverty-oriented perspective.

It should be stressed though, that the above arguments pertain to the written formulation of objectives only, and should not be taken as arguments against the Grant as a realistic response to the problems of WID in the prevailing multilateral and bilateral contexts. In this regard, some more general points about the potential contribution of the Grant should be noted.

During the 1980's WID issues have really had a "breakthrough" in multilateral organizations. WID is now backed up by political mandates. WID strategies or guidelines have been prepared in most UN organizations. However, as one member country cannot pursue special interests such as WID with earmarked allocations in general, these political mandates must be agreed in the secretariats and decision making bodies as a first and necessary step. The present problem is that the political support has not been followed up by significant allocations of resources to the respective WID-Focal Points which have been established. It is in this context that the Grant may provide a relevant additional input to the regular budgets.

The Grant may also be an appropriate response to the promotion of WID in the bilateral context. The potential to pursue the WID Strategy varies considerably between Norway's main partner countries. But among the recipient governments there is a wide area of agreement concerning the general objectives of placing women in mainstream development. However, this "ideology" has not been followed up by a real commitment to actually change the main direction of ongoing activities in development assistance. Indeed, the National Action Plans that have been prepared by most of the NORAD representations give numerous examples of the constraints and bottlenecks inherent in the on-going project/programmes which make it difficult to promote WID, or even add a few WID-aspects to the regular activities. Lack of money in itself may not be the basic constraint limiting progress in ensuring that women benefit more from development assistance. But it is equally clear that if only traditional avenues of promoting WID are pursued, progress will be very slow. The opening for support to a "wide range of activities" including e.g. local women organizations and national NGO's may prove to be a realistic shortcut to speed up this process .

3. ECONOMY OF THE GRANT

3.1 Utilization of the Grant

3.1.1 Overall efficiency

Table 3.1

THE GRANT'S BUDGETS AND EXPENDITURE 1984-88 (000 NOK)

YEAR	BUDGET	CARRY OVER FROM PREV. YEAR	TOTAL AVAILABLE	EXPENDITURE a)
1984	18.000 b)	-	18.000	13.024
1985	15.000	c)	15.000	11.651 d)
1986	20.500 e)	3.300 f)	23.800	17.492 g)
1987	21.500	6.300	27.856	25.480
1988	21.500	2.375	23.875	h)
TOTAL	96.500		108.531	91.528 i)

a) Information obtained from print out of PLAN II and statistical reports from MDC/ 5.Adm. unless otherwise specified.

b) First appropriation was NOK 10 Mill. (St.prp. nr 1 1983-84) During the year it was increased by NOK 8 MILL.

c) The Grant was not transferable.

d) According to the Planning Division/MDC the expenditure for 1985 should be NOK 11. 513. In addition some funds may have been allocated, but not paid. 5 Adm/MDCs printout from Plan II gives NOK 7.171.000.

e) According to the Annual WID report (1987) originally NOK.16.5 Mill was appropriated, and NOK 4 Mill was later added to the Multilateral Department's share.

f) St. Meld. 34 (1985-86) p. 35 gives NOK. 4.5 Mill.

g) An additional NOK 1.3 MILL (not included here) was apparently allocated.

h) Expenditure not known at time of data collection.

i) Including the available budget for 1988.

The expenditures as percentages of "total available" in the four years from 1984 to 1987 were 72%, 77%, 73% and 91.5%. The significant increase regarding expenditure from 73% to 91.5% in only one year, indicates a remarkably improved efficiency as measured simply in money terms. Correspondingly the reduced carry over from 1987 budget to 1988 confirms the conclusion that the managerial performance of the Grant is increasingly becoming more efficient.

3.1.2 A short overview of main users

Table 3.2

GRANT EXPENDITURE BY MAIN USERS IN DUH/NORAD (1984-87)
(Bilateral part also divided between Divisions and Representations)

	1984		1985		1986		1987	
	000 NOK	%	000 NOK	%	000 NOK	%	000 NOK	%
PLANNING DEPT.	641	5	922	8	1.677	10	1.734	6
MULT. DEPT.	7.595	58	4.480	38	8.258	47	11.890	47
NORAD	884	7	886	8	2.202	13	3.807	15
- INFO	884	7	621	5	16	-		
- STIP			45	-				-
- PRIV.ORG.			220	2	2.104	12	3.022	
- LADU					70	-	48	-
- ET					12	-	29	-
- FISK							443	
- BA							24	
- LAND							270	
RES.REPS.	3.904	30	5.363	46	5.355	31	7.860	31
- Bangladesh	329	3	295	3	116	1	781	
- Botswana	200	2			57	-	270	
- India	693	5	1.141	10	1.173	7	2.027	
- Kenya	1.561	12	1.230	11	1.012	6	1.191	
- Mozambique	23	-	406	3	369	2	691	
- Sri Lanka	248	2	(c) 367	3	396	2	517	
- Tanzania	833	6	1.293	11	1.256	7	1.100	
- Zambia	17	-	419	4	802	5	1.265	
- Zimbabwe			214	2	174	1	89	
Total	13.024	100	11.653	101	17.492	100	2529.1	99

Table 3.2 shows that the Grant has been used by all departments and divisions in the period reviewed, to varying extents. Some technical divisions has used the Grant on special occasions only, whereas others are regular users.

3.1.3 Relevance and efficiency of distribution criteria

The efficiency of the management model can, in rather simple terms, be measured by two indicators: the relationship between actually available budgets and expenditure, and the number of activities supported.

Table 3.3
Distribution of the Grant between Planning Department, Multilateral Department and NORAD

	%			
	1985	1986	1987	1988
PLANNING DEPT.	13.3	19.3	9.4	8.4
MULTILATERAL	33.3	39.9	41.5	41.8
NORAD	53.3	40.5	49.0	49.8
	100	99.7	100	100

The Planning Department/MDC is responsible for the distribution of the Grant between Multilateral Department, NORAD and the Planning Department in close collaboration with AUK. PLAN's proposals are always presented to AUK for discussions and modifications before the final decision as to the distribution is taken. Thus also the distribution mechanism entails some elements of decentralization and makes possible considerable influence from the respective NORAD and Multi members in AUK as well as from the two WID-Advisors who are permanent members of AUK. In terms of distribution of the Grant in accordance with the user's priority and needs this model seems to be appropriate.

The Grant is distributed mainly on the basis of two criteria: reported needs, and previous year's expenditure. These criteria have both advantages and disadvantages. On the one hand the "reported needs" ensures that the departments are active in trying to identify areas for potential support at an early stage. This may reduce an eventual later pipeline problem. On the other hand, the "previous expenditure" criterion may work against the objective of flexibility, as new needs may develop during the year. To a large extent this problem is reduced due to the possibilities for reallocations during the financial year.

As can be seen the Grant does not exactly follow the usual distribution pattern between bilateral and multilateral development assistance (approximately 50%-50%). However, the discrepancies are not large. Few conflicts have emerged concerning this distribution, perhaps because the size of the Grant so far has been regarded as sufficient. In 1988 this situation has been slightly changed. This is the first year that the total funds did not increase. The Planning Department thus had to cut the allocations to all, even though this would mean that the reported "needs" could not be met. For example, there was a shortfall of NOK 3.6 MILL between the reported needs and funds at NORAD's disposal. If the future framework allocations for the Grant will not be significantly increased, more conflicts between the different Departments may be expected if the distribution still will be based on the same criteria.

One way of assessing efficiency is to establish the relations between available funds and expenditure:

Table 3.4

LINKAGE BETWEEN AVAILABLE BUDGETS AND EXPENDITURE BETWEEN PLANNING DEPARTMENT, MULTILATERAL DEPARTMENT AND NORAD

YEAR	PLAN		MULTI		NORAD a)		NORAD b)	
	Avail.	Expend.	Avail.	Expend.	Avail.	Expend.	Avail.	Expend.
1985	2.000	0.922	5.000	4.480	3.000	0.886	5.000	5.363
1986	4.550	1.677	9.500	8.258	2.000	2.202	7.750	5.355
1987	2.500	1.734	11.000	11.890	4.500	3.807	8.500	7.860

a) NORAD, Technical Divisions
b) NORAD, Resident Representations

From the table it is clear that if we measure the efficiency of the Grant in terms of expenditure of total available funds in the period; Multilateral Department is most efficient with an expenditure of 96.6%, followed by NORAD representations with 87.4%, NORAD Technical Divisions with 72.6% and Planning Department with 48.1%. Following the argument raised above about distribution criteria this will mean that the present level of the funds allocated to the Multilateral Department seems to be adequate, whereas the funds could be slightly reduced for NORAD and significantly reduced for Plan. However, the trends over time must also be taken into consideration. In 1987 NORAD's expenditure had increased to more than 90% of total available funds, and NORAD Representations even more with close to 93%. Correspondingly the Planning Department used 70% of the means initially at their disposal. This increase in efficiency is probably due to three factors: that the various users find it increasingly easy to identify "supportable projects"; that the Grant has become more known among the potential beneficiaries; and that the need for WID activities to be supported by irregular channels has at least not decreased in the period.

Efficiency can also be measured from another angle. Given that the purpose of the grant was to support a wide range of activities, the number of activities may provide an alternative indicator to a measure which simply indicates "cleverness" in expenditure.

Table 3.5

ACTIVITIES FINANCED THROUGH THE GRANT, THEIR NUMBERS AND AVERAGE SIZE, BY YEAR AND USER IN MDC/NORAD

	NUMBER OF ACTIVITIES AND SIZE IN 000 NOK							
	1984 (a)		1985		1986		1987	
	No.	Average size	No.	Average size	No.	Average size	No.	Average size
PLANNING DEPT.			7	132	12	152	17	102
MULTI. DEPT.			2	2.240	7	1.180	12	991
NORAD			76		86		131	
- TECH.DIVISIONS			9	98	11	200	17	224
RES. REPS.			67		75		114	
- Bangladesh	2		8	37	11	11	15	52
- Botswana	1				1	57	4	68
- India	2		12	95	10	117	24	84
- Kenya	3		9	137	8	127	11	108
- Mozambique	1		8	58	5	74	7	98
- Sri Lanka	2		6	61	8	50	8	65
- Tanzania	5		12	108	10	126	13	85
- Zambia	1		7	60	18	45	29	44
- Zimbabwe			6	36	4	44	3	33
Total	17		85		105		160	

(a) Not possible to identify from source

The table above shows a significant overall increase in number of activities supported by the Grant by all Departments and Divisions. This suggests increased efficiency in managerial performance, especially considering that there is no member of staff within the whole structure who has management of the Grant as his/her main task. But it is also evident that the relative performance of the different Departments/Divisions also varies considerably. In the period 1985-87 the NORAD Representations supported 256 different activities (or possibly even more, given the problem of identifying very small activities from the information available), followed by NORAD Technical Divisions with 37, Planning Department with 36 and Multilateral Department with 21.

So far as it is possible to judge on the basis of these measures, the criteria and mechanisms for overall distribution between the Departments seem to be efficient. It is clear that efficiency measured both in terms of utilisation of funds and numbers of activities supported have increased significantly in recent years.

3.2 Distribution between main partner countries

The Project Department/NORAD is responsible for distribution of the Grant between NORAD'S Technical Divisions and Resident Representatives. The same criteria are applied for distribution of the Grant: reported needs and previous expenditure.

Table 3.6

	1985	1986	1987	1988
NORAD Technical Div.	3.00	2.00	4.50	3.80
NORAD RES. REP.	5.00	7.75	8.50	8.10
Bangladesh	0.50	0.75	0.40	0.95
Botswana	0.25	0.25	0.30	0.20
India	0.75	1.50	1.80	0.20
Kenya	0.50	1.50	1.30	1.50
Mozambique	0.25	0.50	0.60	0.50
Sri Lanka	0.50	0.75	0.50	0.50
Tanzania	0.50	1.50	1.60	1.10
Zambia	0.50	0.75	1.00	1.30
Zimbabwe	0.50	0.50	1.00	0.30
Pakistan	0.25	-	-	0.45
Nicaragua	-	-	-	0.70

As a response to the overall budget cuts in 1988, several NORAD representations received far less than requested. The allocation to India was cut by NOK 500.000, basically to give room for allocations to Pakistan and Nicaragua. Nicaragua received its first allocation in 1988, but apparently the NORAD representation faced no problems in identifying activities/projects to support.

But also for the main partner countries it is relevant to assess the distribution of the Grant between the countries in terms of efficiency. Measured in the relation between expenditure and available funds, there are significant differences both between the main partner countries and over the years.

Table 3.7
UTILIZATION IN % OF AVAILABLE FUNDS BETWEEN NORAD REPRESENTATIONS IN TWO SELECTED YEARS 1985 AND 1987.

Country	1985	1987
Bangladesh	59	68
Botswana	-	90
India	152	112
Kenya	252	91
Mozambique	162	115
Sri Lanka	73	103
Tanzania	258	88
Zambia	83	126
Zimbawe	85	9

The table above illustrates that efficiency in terms of expenditure relative to funds available varies considerably between the main partner countries. Some of the causes for difficulties in implementation will be further discussed below. The table shows that some countries use more than requested whereas others use considerably less. This indicates that at least regarding allocations the criteria reported needs and previous use are not always relevant. Precisely because the Grant is flexible, because it is supposed to be a **response** to requests, it is not possible to plan in detail each and every activity. Rather one has to plan on the basis of rough estimates. A special feature which perhaps distinguishes the Grant from other budgets in development assistance is that greater flexibility is made possible through reallocations between different main partner countries within the financial year. It is also possible to transfer unutilized resources from one year to another and even between different departments.

3.3 Multilateral organizations

For the Multilateral Department the period 1984-87 is characterized by a vast diversification in organizations supported by the fund. It started with only a couple; but ended with 14 different organizations. The diversification seems to continue also in 1988, but as figures from this year were not available during data collection, the following discussion is limited to a retrospective view only.

Table 3.8

Distribution between multilateral organizations

PROGRAMMES	1984 a)		1985		1986		1987		TOTAL	
	000 NOK	%	000 NOK	%						
UNDP-Women/ Water Decade consultancy	6.000	77	4.300	86	5.068	61	420	5	15.368	52
ICOMP-semin. UNICEFproj.	b)1.567	20	700	14	180	2	870	10	1.750	6
FAO IAWSsem. UNESCO	b) 28	-								
-seed money					500	6				
-Bhutan					802	7			1.202	4
ESCAP										
- WID coord.					986	12				
-seminar							1.708	20	2.694	9
UNIDO										
- seminar	179	2					630	7		
-seed money					500	6	500	6	1.809	6
ILO										
- seed money					250	3				
- projects							1.221	14	1.471	5
HABITAT-sem.							986	12	986	3
IBRD										
-secondment										
-consultants										
-guidelines									3.085	10
ITC-projects							1.030	12	1.030	3
CSDHA-sem.							67	1	67	-
IUSSP-conf.							57	-	57	-
UNCDF							945	11	945	3
-projects										
TOTAL	7.774		5.000		8.286		8.434		29.494	

a) Distribution not clear in source

b) These amounts came under Planning Department, not MULTI. It may be noted that the funds for UNICEF were not used - at least until 1987.

The administration of the support to international organizations by the Grant follows the usual responsibility lines between NORAD and Multilateral Department: UN-organizations are the responsibility of the Multilateral Department, and NGO-regional organizations are the responsibility of the NORAD NGO Department.

Multilateral Department's policy regarding utilization of the Grant has changed considerably over the years. One programme, UNDP/Women Water Decade "PRO-WWESS" received NOK 15.368.000 or about 76% of the Multilateral Department's share in the period 1984-1986. Given the limited means at disposal, the domination of this programme prevented a diversification of the Grant to numerous organizations. It should be noted however, that this particular programme was financed before the Grant was decentralized between MULTI-PLAN and NORAD. In the last

couple of years the Multilateral Department's policy is to work for **institutional change** as the first but necessary step to WID-orientation also at project/programme levels. This has resulted in an increased number of organizations selected for support.

The selection of organizations has not followed a specific set of criteria. No organization is necessarily excluded, although some are more or less women-oriented by definition. It should be kept in mind that Norway has, in close collaboration with the Nordic countries, put considerable pressure on the multilateral organizations to follow up in practice the various recommendations of the "Nairobi Forward Looking Strategy", which among other issues includes the establishment of **WID-Focal points** within the organizational structures. The organizations selected for "seed money" support have been organizations in which WID personnel face considerable constraints due to lack of resources. Support to UNIDO, for instance, was based on such criteria. Industrial development is a traditionally male-oriented sector, and the nomination of a WID-Focal Point could easily become an excuse for not allocating sufficient resources. It is a condition, however, from the Norwegian point of view, that the Grant shall be an additional resource for the WID-Focal point and not the only financial means available.

Other organizations have been supported because of their importance, both in terms of affecting women's living conditions directly in Third World countries, but also because if WID get a real breakthrough within the organization itself other important multilateral organizations will follow. Support to the World Bank is one such example. Here, too, a WID-Focal point was already established; in addition, women's issues were receiving increased attention at the top leadership levels.

Others again have been selected because Norway is already involved in co-financing projects under regular budgets, for example UNCDF's school furniture project in Nicaragua. The Grant has then been used to support of closely linked activities, such as training and establishment of kindergartens, to increase the opportunity for women also to benefit from the project's activities. The point to be considered from Multilateral Department's point of view is that for supporting multi-bi projects as such the Multilateral Department is dependent on requests and proposals from the organizations.

Norway has multi-bi agreements with 11 UN-organizations (ESCAP, FAO, ILO, IMO, ITC, UNCDF, UNDP, UNESCO, UNFPA, UNICEF, UNSO). As can be seen from the above table, the support by the Grant to organizations with which there are no formal multi-bi agreements has been in form of various seminars and conferences. Thus the utilization of the Grant seems to follow the guidelines which do not recommend use to multi-bilateral projects to organizations with which Norway has multi-bilateral agreements.

Efficiency, in terms of spending the funds has not been a major problem for the Multilateral Department. This may be due to the close informal contacts maintained between the WID Focal points and Oslo, which ensure a flow of readily acceptable requests.

3.4 Distribution to regional/international NGOs

White Paper no 36, Chapter 7, allows women-oriented assistance also to be increased to countries other than the main partner countries.

"The needs of developing countries, viewed in relation to Norway's capacity and expertise, indicate that certain sectors of Norwegian aid should also be offered to countries other than the priority countries. This applies to efforts in the field of basic needs, e.g. to assistance directed at improving conditions of women".

The guidelines of the Grant allow support to establishment of international and regional network and women's organizations. The NGO Department is given priority in the distribution of the Grant to follow up this. Administratively some projects supported through the Project Department's general fall under the NGO-Department. But Planning Department and NORAD's Technical Division also have supported regional organizations:

Table 3.9

DISTRIBUTION TO REGIONAL /INTERNATIONAL ORGANIZATIONS IN 000 NOK (GLO 002 + GLO 0322)

1984	1985	1986	1987
1.042 a)	1.316 b)	2.486 c)	3.030 d)

a) Distribution not clear in source- probably under Planning Department

b) NOK 531.000 initiated by NGO-Division. The balance is spread between Planning Department, and NORAD Information Division and Scholarship Divisions

c) Planning Department: NOK 147.000

Country Division: NOK 70.000

The balance is distributed through the NGO-Department

d) SADCC: NOK 298.000

Planning Department: NOK 273.000

The balance is distributed through the NGO-Department

Geographically, support to regional organizations in Latin America predominates, followed by Asia and Africa. Latin America is particularly important to the NGO-Department because there has been no NORAD Representation in any countries (prior to the one recently established in Nicaragua), but where NORAD still have financed a number of projects/activities carried out by NGO's.

In monetary terms a major share of the allocations over the Grant in this respect have been to international information and media organizations. Special features of these organizations are that they seek to change public opinions in general through an active influence of mass media, with newsletters and other types of information about women's role in society. Many of the organizations supported by the Grant are well established and have been financed both by NORAD as well as other donor agencies (for example SIDA) for several years, e.g.

- * **IWTC**, International Women's Tribune Centre (1976), is presently among one of the most influential and expansive organizations working with information and networking among women in developing countries.
- * **ISIS**, International Women's Information and Communication Service, Rome, was established in 1974 and works with global communication between women through distribution of international material and information through affiliated organizations. ISIS has gradually become more developing country oriented, with an organizational set up in Latin America.
- * **ISIS/WICCE**, Women's Cross- Culture Programme in Geneva, has been supported by the Grant for its Cultural Exchange Programme.
- * **ILET** - Women's Alternative Media Unit, Chile has received support only once, in 1984 (Planning Department). ILET's newsletters are primarily distributed throughout Latin America.
- * **IPS**, Inter Press Service, was supported by the Grant in 1984- 85, through NORAD's Information Division. IPS has established an information network in Asia.
- * **IBFAN**, International Breast Feeding Action Network.
- * **FLORA TRISTAN**, (1977) an independent regional women's organization with headquarters in Peru. It works in close collaboration with ISIS International.

3.5 Other countries

This category refers to countries other than Norway's main partner countries or those included in projects implemented by multilateral organizations and regional/international women's organizations. With respect to distribution of the Grant, the "other countries" category is too small to be of importance to the main areas of discussion in this report. Support provided includes a single study carried out in connection to a road construction programme in Madagascar, a consultancy in Angola, and a few travel allowances to seminars in Philippines, or other Asian countries.

4. UTILIZATION OF THE GRANT

4.1 Breakdown of activities

In the following a thematic breakdown of the expenditure of the Grant has been attempted. A review of the sources for the breakdown gave too little information about many of the activities to make possible an accurate breakdown into categories. It was relatively simple to identify which activities would be characterized as events, but relatively difficult to identify activities such as projects or general support to women's organizations. The main intention with the tables, therefore, is to show whether it is possible to identify significant changes or trends over time. Figures are given only for the period 1984-1987.

It should further be noted that different categories have been chosen for support to main cooperating countries, Planning Department and NORAD Technical Division and to Multilateral Organizations. For the latter only three categories have been selected :

- 1) Project/programme support
- 2) Events
- 3) Seed Money

The full list of categories selected is as follows:

- * Events (seminars, conferences, workshops and travel support in connection with participation in a seminar)
- * Skills (training programmes, scholarships, upgrading courses)
- * Institution building (essentially, support to women's organizations or schools)
- * Documentation (films, brochures, publications, and other materials portraying women)
- * Projects/programmes (pilot projects, inputs to ongoing programmes etc. which may or may not be linked to MDC/NORAD projects/programme under regular budgets)
- * Support to regional organizations
- * Norwegian organizations
- * Studies and research (at all levels)
- * Seed money (capital fund)

4.2 Main Partner countries

Table 4.1

UTILIZATION OF THE GRANT BY CATEGORY: MAIN PARTNER COUNTRIES

CATEGORY	1984		1985		1986		1987	
	MILL	%	MILL	%	MILL	%	MILL	%
EVENTS	1.731	44.3	1.703	33.6	2.776	28.6	1.100	14.2
SKILLS	0.477	12.2	0.796	15.7	2.049	21.4	1.816	23.5
INSTITUTION	0.649	16.6	0.847	16.7	1.727	17.8	1.338	17.3
DOCUMENTATION	-	-	0.375	7.4	0.422	4.4	0.796	10.3
PROJECTS	0.847	21.7	1.123	22.1	1.820	18.8	1.752	22.7
UNCERTAIN	0.200	5.1	0.227	4.5	0.897	9.3	0.925	12.0
TOTAL	3.904	99.9	5.071	100	9.691	100	7.727	100

(Note: The support to different main cooperating countries in the period 1984-1985 was administered at HQ-level.)

As the above table shows, there are significant changes in the utilization of the Grant as far as the main partner countries are concerned between the period 1984-87. The most notable change is the reduction of support to activities in the "event" category, from 44.3% in 1984 to only 14.2% in 1987 with a gradual reduction in the years between. The largest share of the Grant to "events" in 1984 and 1985 can be related to the international women's conferences (UN-Women's Decade and NGO-Forum) in Nairobi which took place in 1985. Participation in these conferences had a strong official Norwegian support, and the guidelines of the Grant from 1984-85 also allow for support to participation, preparatory work and follow up of activities to relevant women's organizations, regional organizations etc. A significant "carry-over" of Nairobi-related activities must also explain the relatively high share of the Grant to the "event category". However, the reason for the significant reduction in this category cannot only be related to the Nairobi-conferences. Both guidelines and policies developed at the individual NORAD representations strongly recommend that support to conferences, seminars etc. be reduced. Many of the "events" supported had an elitist bias, in the sense that the participants on e.g. international conferences were largely recruited from the more privileged classes of society.

The share of the Grant to "project/programme" category has remained relatively stable over the period. As will be referred to later in the report, one reason relates to the limited capacity of the recipient organizations to identify and implement projects. In the bilateral context the majority of recipients of the Grant have been local/national NGOs. Frequently reported problems pertaining to such organiza-

tions are lack of technical expertise among the members and lack of experience with project-related activities.

Apart from the categories "institution-building" and "projects/programmes" which have been relatively stable in the period, the share allocated to the other categories has increased steadily. The amount in the "uncertain" category increased from a mere 5.5% share in 1984 to 12% in 1987. This may be attributed to lack of information available to the consultant. This is clearly the case with many activities which have only been reported to the MDC/NORAD HQ as "various women's activities", or activities which have been reported on the relevant form with only a heading and no further information. It may, however also indicate that many more activities have been supported in 1987 which do not necessarily belong to either of the above chosen categories. But also the relative share of support in the other categories shows interesting trends, e.g the 11.3% increase in the "skill" category.

4.3 Multilateral organizations

Table 4.3
BREAKDOWN OF ACTIVITIES BY CATEGORY:
MULTILATERAL DEVELOPMENT ASSISTANCE

CATEGORY	1984		1985		1986		1987	
	000 NOK	%	000 NOK	%	000 NOK	%	000 NOK	%
PROJECTS/PROGR.	7.567	97.3	4.300	86	5.870	69.3	3.196	27.7
EVENTS	207	2.7	700	14	180	2.1	2.610	22.7
SEED MONEY	-	-	-	-	2.416	28.5	5.713	49.6
TOTAL	7.774	100	5.000	100	8.466	99.9	11.519	100

The major shift in emphasis, from support to projects (multi-bi projects) to seed money and events, is a reflection of a shift in policy adopted by the Multilateral Department in 1986. After a period in which the UNDP Water Decade "PROWESS" programme had virtually been the only project supported, the Grant has been more evenly spread over various projects, and time-limited conferences and seminars, as well as "seed money" to the various WID Focal Points in the multilateral organizations. Seed money can be defined as capital funds for immediate tasks identified as important by the WID-personnel in the multilateral organizations themselves. They are intended to give the WID Focal Points a little room for action, the "little extra" above the meagre sums they already have at their disposal. Only in exceptional cases has the Grant been used to finance the position as such. (The WID-coordinator position at ESCAP is one such exception.) The seed money as categorized above is rather "inclusive" and extends beyond support to the WID Focal Points only. For example the "seed money" has partly been used to finance Norwegian economists (preferably women) on consultancies to the WID Division of the World Bank. It should be noted that the policy of the Multilateral Department regarding seed money is to keep the provisions at a relatively low level. Seed money is only one of several means to exert pressure on the organizations ultimately to finance all WID-activities themselves. It is not

so much output-oriented; rather, it is intended as a strong signal of Norwegian interests and an input to the process of making the organizations themselves responsible for implementation of their own WID-Strategies. The support to multi-bi projects is another important field of Multilateral Department's policy.

4.4 Planning Department

Table 4.4

BREAKDOWN OF ACTIVITIES BY CATEGORY: PLANNING DEPARTMENT

CATEGORIES	1985		1986		1987	
	000 NOK	%	000 NOK	%	000 NOK	%
STUDIES/ RESEARCH	465	50.5	85	5.0	1.256	72.8
EVENTS	351	38.1	1.026	61.2	416	24.0
DOCUMENTATION	104	11.4	114	6.8	54	3.1
REGIONAL ORGAN.	-		451	27.0	-	
TOTAL	922.4	100	1.676	100	1.726	99.9

Of the total used by Planning Department 41.8 % has been for various studies, evaluations and reviews. The studies have covered areas such as "Women and Culture", "Women and the Informal Sector", "WID-Competence in Consultancy Firms", "Women in Statistics" and "WID-issues in Nordic Development Assistance". Some of the above studies are really innovative in the sense that very little information has so far been generated on such issues within the MDC/NORAD system. Others are initiated as a direct follow up of the WID-Strategy. It should be noted that for 1987 NOK 800.000 has been used for direct support to the Women's Studies Group at the University of Nairobi, Kenya. This group is supported by another NOK 800.000 under Kenya's share of the Grant.

In monetary terms the studies/research category is closely followed by "events" with 41.5 % of the total. It shall be noted that the peak period was during 1986 where a lot of activities went on as a follow up of the Nairobi conferences. Nine of the total number of activities supported in 1987 were Norwegian based, whereas the others have been conducted in either main countries or African region. Regional support is basically given as support to specific seminars and conferences.

4.5 Utilization by NORAD Technical Divisions

Table 4.5

BREAKDOWN OF ACTIVITIES BY CATEGORY: NORAD TECHNICAL DIVISIONS

CATEGORY	1985		1986		1987	
	000 NOK	%	000 NOK	%	000 NOK	%
REGL/INTERNATL ORGANIZATIONS	215	24.8	1.851	70.0	1.987	50.9
EVENTS	540	62.2	703	26.6	586	14.0
NORW. ORGAN. STUDIES	-	-	-	-	400	12.2
PROJECTS	-	-	-	-	811	20.8
DOCUMENTATION	-	-	-	-	123	3.1
TOTAL	113	13.0	87	3.3	-	-
TOTAL	868	100	2.641	99.9	3.907	101

(Note: In 1986 the NGO-Departments share was 96.7% of the above, with NOK MILL 1.851 (72.4%) allocated to international or regional organizations. In 1987 MILL NOK 2.555 (65.4%) of the total was utilized by this department with about 30% such "networks".

However, the exact figures for 1987 are not totally corresponding to what can be found in NGO-Department's own files or the form "Melding om nytt tiltak". If these figures were taken into consideration the NGO-Department's share should have been added NOK 885.000 in 1986/87, and Flora Tristan, which have been included in the 1986 column of the table above, should according to the files also have received NOK 500.000 in 1987. In addition there seems to have been held a seminar for Norwegian NGO's at a cost of NOK 100.000. The above table is based, however, on statistics recieved from 5.ADM/MDC)

On the basis of the above table it is difficult to identify particular trends over the years. The support to Norwegian organizations which is new in 1987 may be rather special to this year than actually reflecting a trend. Two activities have been supported under this category; NOK 400.000,- to Norwegian women's organizations to prepare application for the NRK (Norwegian Broadcasting Corporation) annual fund raising campaign, and the other to a seminar of Norwegian NGO's which was carried out with the objective of identifying feasible WID-Strategies.

It is significant that support to international network organizations is still kept on a relatively high level, although there was a reduction from about 70 % in 1986 to about 50% in 1987. It is clear that support to the network organizations is given high priority both in the WID Strategy and by the NGO-Department, but the utilization of the Grant for such organizations has been questioned by the WID-Contacts at the NGO- Department from the very start.

5. ADMINISTRATIVE ASPECTS

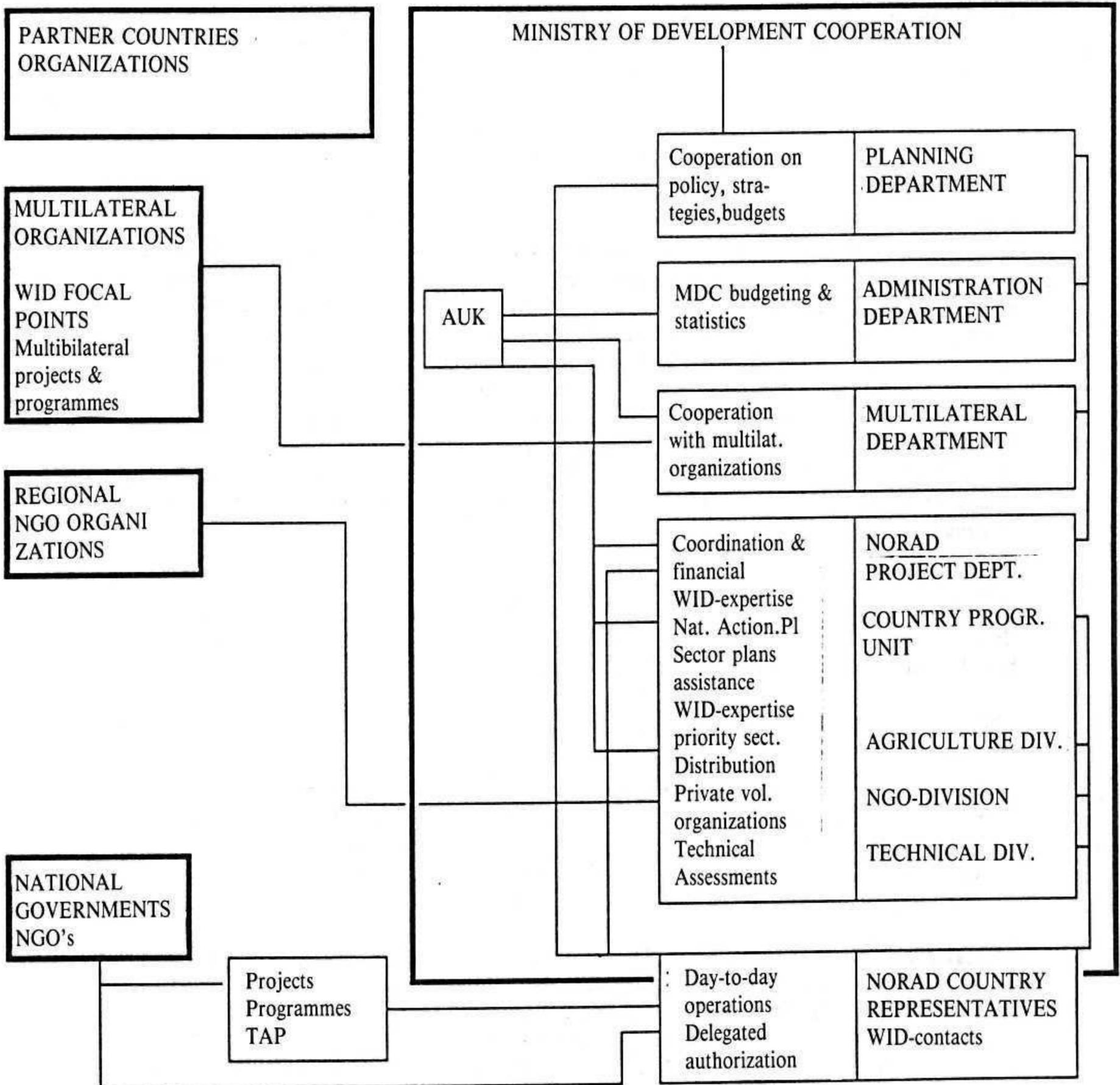
5.1 Management issues

The central issue regarding the management model developed for WID in general and the Grant in particular is how MDC/NORAD, at different levels, can achieve coordinated action under such difficult circumstances; i.e. when what is required is a major change in regard to the kind of action the organization is used to do.

It is important to establish as smooth an organizational and administrative set up for decision-making, reporting, budget control etc. as possible. When dealing with WID issues one also has to face problems such as motivation and commitment; creating an atmosphere facilitating positive actions. Even a well functioning management model cannot by itself solve problems related to personal attitudes and lack of will to change among the staff in general. What may be most crucial is the ability to motivate people, to establish a good organizational climate, to create appropriate social networks and to develop a powerful "WID-ideology" within MDC/NORAD. In this respect the personal qualities and commitment of the persons in the various positions can count even more than the formal tasks and obligations connected to these positions.

However, within a bureaucratic hierarchical organization there will be certain minimum requirements for efficient management that will limit the degree of flexibility that can possibly be accepted at the top level: adequate budget control, monitoring, reporting etc. Thus the two objectives efficiency and flexibility have to be combined in a meaningful way. The following is an attempt to describe the present management model from the point of view of the two demands of efficiency and flexibility as they are reflected at the level of MDC/NORAD and Country Representations respectively.

5.2 Overview of administrative levels involved in implementing the Grant



The above highlights some of the main command/communication and reporting lines related to the administration of the Grant. As can be seen there are many actors involved at all divisions and departments. This is a reflection of the intention

of the Grant itself because it is to be used by all divisions and departments at all levels within the MDC/NORAD structure. In reality the picture is not as complex as it may look although there are a number of external, internal, administrative and personal factors affecting each line. The most critical of these relates to the question of what stage in the decision making process the different actors are involved and what degree of influence the actors have on the decisions taken.

5.3 Overall coordination

According to the mandate the Planning Department is responsible for policy issues, monitoring of the strategies, overall planning, development of guidelines and distribution of the Grant between the operating units. The Planning Department also has the leadership functions, as well as the secretary functions of the WID advisory group (AUK). In short, the Planning Department is the coordinating unit and the main WID Focal Point in the structure. In a sense it has a superior role over the other departments regarding policy matters which is a reflection of this department's close links to the political leadership in a field that is of high Norwegian political importance. However, the relationship between the Planning Department and the other departments regarding the actual utilization of the Grant is not totally clear. This is reflected in both decision making processes and reporting routines.

The responsibility lines for the various aspects of the Grant follows the routines already established for implementation of the WID-Strategy in general. This means that no additional positions have been established in connection with the Grant, but that the tasks are only added to the regular tasks of the staff.

There are some critical points and personnel in the structure regarding the use of the Grant:

- * **AUK or the WID Advisory Board.** AUK has 10 members, including the two WID Advisors in NORAD, and the Heads of Multilateral and Planning Departments. AUK's role in the use of the Grant has been reduced over the years due to a decentralization of the decision making processes. Nevertheless, AUK plays an important role in influencing policy matters.

- * **The two WID advisors** have different functions in connection with the Grant. The WID Advisor at the Agricultural Division has an active role in concrete matters in bilateral development assistance, such as distribution of the Grant between NORAD's main partner countries. The WID Advisor at the Country Programme unit has responsibility inter alia to follow the implementation of the National Action Plans, but so far this responsibility has not been extended to a detailed follow up of the use of the Grant. However, both the WID Advisors exert direct influence in AUK.

- * **WID Contacts in the MDC/NORAD structure** may initiate activities to be financed at HQ level. They also coordinate the use of the Grant within their

office. As few projects really are initiated at this level, their role has been relatively minor so far. Exceptions are the WID contacts at the NGO-Division and Multilateral Department who administer large numbers of projects.

* **WID Contacts in the Field Offices** coordinate Grant activities in the main partner countries. The possibilities for WID Contacts to initiate projects and to influence decisions are particularly critical regarding the use of the Grant in bilateral contexts.

5.4 Introduction and promotion

There is little information available about how the Grant has been introduced or promoted among potential beneficiaries. The most common way of "promotion" seems to be through the informal networks that are already established with various women's organizations or by "rumours" within various relevant milieux.

There are a few exceptions to this point: the NORAD representation in India has made more than 100 Women Organizations acquainted with the existence of the Grant through letters. The reason for this was apparently that the applications otherwise received mainly were proposals for support for participation in international workshops and conferences, with little documented relevance to e.g Rural Women's Organizations or ongoing project portfolios.

In other cases, there have been active attempts by NORAD to influence e.g. a national Women's Bureau to prepare proposals to activities of special interests for Norwegian aid in Kenya.

During interviews, NORAD staff expressed a certain reluctance actively to promote the Grant to potential recipients, on the grounds that the Grant might be considered a reflection of Norwegian "ideology" which did not correspond to actual socio-cultural conditions in the country in question. The Grant should then be utilized on the basis of expressed needs and not merely because it exists.

The number of applications received by the NGO-Department in Norway has all the time extended far beyond the number which can possibly be accommodated by the Grant or any other budget for that matter. The NGO-Department thus has to reject many proposals even though they may be considered highly supportable from a WID- perspective.

Whether the Grant's profile in terms of number and quality of the projects supported would have been significantly changed if a more active promotion and introduction had been carried out, remains an unanswered question. To a certain degree the lack of an active profile in this respect may limit the number of adequate applications, and also the extent to which they are innovative. As we have seen the Grant began by supporting mainly participation in conferences and seminars. In the beginning this may have led to a belief in the women's milieux that MDC/NORAD has a special fund available exclusively for that purpose.

Hence the majority of applications received fall within the sphere of "events". And in order to avoid underutilisation of the funds these applications were approved, and so the "circle" was completed. Truly, the majority of e.g. NORAD representations seem to be very much aware of this problem. For example in Bangladesh letters of rejection of such applications expressly noted NORAD's policy not to support international conferences as the main cause for rejection.

Another issue related to the above is how the Grant has been introduced and promoted to the MDC/NORAD staff in general or to Norwegian recruited personnel e.g. bilateral projects/programmes. Undoubtedly all MDC/NORAD staff are "aware" of the Grant; another issue is whether they feel committed to identify areas of possible projects to be financed linked up to their daily responsibilities. This is a problem identified in some of the National Action Plans prepared for the main cooperating countries. For instance the Bangladesh Action Plan indicates that the WID Contact is more or less on her own in the work connected with the Grant. Due to severe time constraints:

..it has mainly been possible to respond to requests without being able to play an active role in seeking interesting experiments outside the capital.... It is also important that the other staff dealing with different projects and sectors begin to take WID seriously. Specific training might be necessary in this respect. Only when each and everyone involved in the planning and implementation of development activities are fully aware of the women's perspective, will the Special Fund for Women's Activities (the Grant) be utilized to its full potential".
(National Action Plan, Bangladesh, p 40)

5.5. Routines and regulations pertaining to applications for Grant assistance

Available reports give no indication that routines and regulations for project approval should not follow those applied to regular Norwegian Development Assistance. On the other hand it is nowhere stated exactly which routines should be applied. We then have to assume that all routines and regulations pertaining to regular project approval have to be followed. This means that projects should be subjected to regular appraisal, monitoring, reporting requirements as ordinary projects, and this should not be regarded as "easy money" (salderings post).

On the other hand we have seen that the number of activities is vast. So is the thematic coverage. Some of the activities supported from NORAD representations amount to only a few thousand NOK; even as little as one thousand. At the same time the total number of projects in the NORAD bilateral portfolio was about 150 in 1985 with the whole NORAD system as backstopping apparatus available. It cannot be feasible, and perhaps even not desirable, to impose the same requirements regarding project assessment and monitoring for very small projects as for large bilateral state-to-state projects. For certain, administrative capacity would be completely strained if that was required.

One way of easing the burden of the administration would be to implement set routines for handling the applications. Apart from the general problems mentioned above about the small size of many of the projects, there are two additional ones which can be related to the relatively loose structure of the Grant:

- (i) There is no special form to be filled out by potential applicants. Due to lack of capacity to actively promote the Grant, there is little scope for NORAD to provide any assistance in preparing applications.
- (ii) There is no fixed date by which the applications should be received at the various MDC/NORAD levels.

As can be expected as a result of (i) above, the quality and content of the applications vary considerably, although this issue is perhaps more pertinent in the bilateral and NGO-department contexts. The multilateral organizations follow their usual procedures, which do not differ significantly from other project applications. The routines involved from the Multilateral Department point of view seem in fact to follow the regular patterns, with the exception of the WID-Contacts being routinely involved in project assessments.

The situation in the main partner countries is more or less reversed. A special feature of the applications received is that very few are initiated or requested by the national authorities as is the case with the major bulk of "regular" projects. In most cases they are initiated either by individuals, e.g. researcher or by an NGO. The quality of the applications received varies considerably from highly professional with proper budgets and plans of operation to quite loose applications covering few of the specific issues needed for a proper assessment. The same is the case with the applications to the NGO-Departments. The large network organizations that are used to dealing with donor agencies usually prepare applications which correspond to the needs of the donor agency. Clearly, "good" professional applications are more likely to be approved than the more loosely formulated. But they are not necessarily more innovative or in keeping with the objectives of the Grant than the less professional. Indeed, information obtained from the NGO- Department suggested that the opposite may be the case; so that the small, unprofessional organizations should have been taken more into consideration for support under the Grant, with a corresponding reduction of support to the large international organizations.

In the bilateral context very few of the projects are assessed using the regular routines such as appraisal missions. Advice or comments from the MDC/NORAD WID personnel in Oslo cannot normally be sought; unless the sum applied for is in excess of the delegated framework allocation, the power to decide rests with the Resident Representative who may or may not be well acquainted with WID issues. (It may be added that within NORAD technical divisions, also, the WID Advisors are not routinely involved in project appraisals.)

As far as the NGO-Department is concerned, assessment of project proposals is initially done by the WID-Contact; then being presented to the Department Head for approval. Frequently the applications have to be translated into Norwegian.

The organization itself may be unfamiliar to NORAD or the project may fall under a special technical division. There are no routines to involve any of the WID Advisors in the assessment; although comments from them are sometimes requested.

5.6 Approval procedures

(i) Centralized or decentralized decision-making?

In the first phase of the Grant's existence the decision-making authority for all approvals was within the responsibilities of the Secretary General. The approval procedure may be illustrated as follows:

Application goes to:

- Resident Representative
- Project Department
- Country Programme Unit
- Technical Division
- Country Programme Unit
- PLAN
- AUK
- Country Programme Unit
- PLAN
- Secretary General
- Resident Representative

- and back to the applicant

In some cases the background information from the Resident Representation was not sufficient, in which case the procedure would include even another round involving the Country Programme Unit and the Resident Representative.

Although the above may be one extreme example, it nevertheless illustrates the complex procedures which resulted from the centralized management model. Given the small size of many projects the whole process took both an unnecessarily long time and involved too many people at various levels. It can also be mentioned that the WID-Advisory Group (AUK) was involved in nearly all assessments of applications. To cite only one example: at a two hour meeting of AUK (in March 1984), the group was required to make an assessment of seven different applications as well as dealing with six other major items on the agenda.

The first step to decentralization was made to facilitate all the applications in connection with participants to the two Nairobi conferences. All Resident Representations were given authority within the limits of NOK 250 000.

In 1985 a new system was started which allocated each NORAD Field office decision making authority for funding of individual activities up to NOK 100

000. This sum was later increased to NOK 250.000. The system of decentralization was at the same time expanded to NORAD Technical Divisions and units, Multilateral Department and Planning Department.

(ii) Approval procedures in the Field Offices

The Resident Representatives have the authority to approve or reject any application for the Grant up to the amount of NOK 250 000. All the staff, including the WID Contacts which coordinate the utilization of Grant in the Field Offices, can come up with proposals for activities to be supported. Only if the project is above the authorized amount (or otherwise will mean an overall policy decision), is the representation requested to send the application to MDC/NORAD in Oslo.

(iii) Extraordinary projects

A regular uncomplicated project application above NOK 250 000 in one of the main partner countries will have to be approved by the Project Department. If the project falls under one of the Technical Division's tasks, the feasibility and relevance of the project will be assessed here. There are often several uncertainties connected to this procedure:

- * the technical division may have too little knowledge about the particular conditions in the country in question.
- * the staff may not be competent to assess the project's WID-relevance.

In most such cases either both or one of the WID Advisors may be requested to assess the project. Upon recommendations based on such WID-expertise, the project will then be approved or rejected by the Head of Department.

If the WID Advisors are uncertain as to the relevance of the project, or if the project will entail some policy decisions, the project will be subject to further assessment by AUK. Such projects can be of various kinds, such as

- projects that will run for more than one year,
- projects which might be financed from other sources,
- projects with unclear objectives or doubts pertaining to the implementing capacity of the organization,
- project proposals considerably larger than NOK 250 000,

AUK's role in this respect is limited to advisory functions only. It has no decision-making power; but in general AUK's recommendations are followed up. The Planning Department (which, as noted above, plays an important role in AUK, having both leadership and secretariat functions) may in some instances bring a case to the political leadership for final decision.

Although the above indicate that there are several institutionalized routines to be followed in the approval procedures, the reality is often much more complex:

- * the field staff and staff at various divisions and departments are not always certain about the procedures. Hence they do not always know to whom to send what.

It happens therefore that applications are circulating within the system for a long period of time.

* applications are often sent directly from one organization to a division at MDC/NORAD with which previous contacts have already been established. In such cases approval procedures may be delayed because it may take some time to find out under which department or division the project will eventually fall.

* The WID Advisors are not routinely involved in all decisions.

* the system provides little backstopping to conflicts which may occur between WID-Contacts and Resident Representations in the field offices. This matter will be further elaborated below in the discussion of the utilization of the Grant.

5.7 Budget control

(i) MDC/NORAD level

The overall budgetary control at NORAD is carried out by the Programme Department on the basis of reported use of the Grant by the respective Departments, divisions and country representations. A special form, "Melding om Nytt Tiltak", is filled out when:

- a new activity /project is approved
- when there are budgetary changes during implementation
- when the activity is completed

The project is then registered in the PLAN II system which is the present financial control system at NORAD. A regular feedback system from PLAN II to all administrative levels has been established; e.g. each representation receives print out from PLAN II monthly. Available unutilised funds are reported.

Few problems are reported about the efficiency of this system. In general the informants in the present desk study are satisfied with the control procedures. Some problems may nevertheless be noted. The information on the "Melding om nytt Tiltak" form is scarce. Very often the activity is called simply "women's projects" or "seminar" without further information about implementing organization or objectives of the project. Neither does the information give any further information about the activity's linkage to for instance country programme activities or priority sector. Sometimes the same project or activity gets different names in different sources of information, which adds to the complexity of adequate monitoring. Apart from this lack of information also entails a potential danger of double-financing of some projects. This has been reported as a special problem for the NGO-Division, which might approve the application to one organization without knowing whether this organization has received funds from other sources in the system. In order to ensure that the Grant is used in the way they have been authorized they

would need a better coordination of information and more streamlined feed-back routines from the Project Department. However, we are again dealing with a problem that can not easily be solved even by better routines. There has to be a balance between the efficiency of the control routines and the size of the Grant in relation to other priority activities that have been carried out. Undoubtedly, control routines can always be better. One relatively easy way of accomplish this will be through a more consistent use of the forms, and ensuring that these forms contain relevant information which can also be used for monitoring purposes, not only for administrative control. But in any event, control procedures should not take too much time for the administrative levels involved.

(ii) **Vis a vis recipients**

Budgetary control with regard to recipient organizations and individuals varies considerably according to the size of the fund allocated. The recipients are requested to present adequate accounts after completion of an activity. Needless to say there is a vast difference between MDC/NORADs checking of the account on a cost-consuming activity such as a large multilateral project and travel support to an individual researcher who is to participate in a local seminar. Only in rare cases has there been a need to exert pressure in this respect. Information from Sri Lanka, for instance, shows that the organizations are remarkably efficient in submitting the required reports and accounts to NORAD, given the fact that not all organizations have special accounting sections or can draw upon professional expertise to assist.

5.8 Monitoring, feedback mechanisms, and reporting

5.8.1 Monitoring of activities

In principle, MDC/NORAD should not be engaged in activities which cannot be monitored adequately. Certainly the Grant seems to be an exception to this rule. So far there have been few possibilities for reviewing or monitoring projects or activities supported. The reasons are rather obvious; the vast number of activities prevents considerable efforts in this. In the NGO- Department the view was expressed during interviews that systematic monitoring of some of the projects was required. Many of the networks organizations for instance had been supported over several years, without any evaluation or active follow up of the activities from the NORAD staff. This was due to both the **geographical location of the organizations** and also the general workload of the staff at the Department, and no resources being set aside for the staff to follow up Grant activities more systematically.

The very large multilateral programme, UNDP/Water Decade "PROWESS", has been reviewed twice: a desk study review of the reporting system (Brekke 1987) and a mid-term review initiated by UNDP and MDC in 1988 (Hammond). According to the information available, no other reviews have been carried out.

The possibilities for systematic building on the experience of Grant activities in the main partner countries are not better. The work-load, the small fragmented

activities supported, and lack of resources make it nearly impossible to continuously assess the projects. This situation gives cause for concern, because even after five years of Grant implementation little is known about the Grant's relevance, effectiveness or impact seen from the recipients' point of view.

5.8.2 Feedback

Feedback systems are not established systematically; and from a coordinating point of view this may be problematic. It is indeed difficult to prepare guidelines and coordinate the distribution of the Grant when there is insufficient information on how the Grant works in practice. The problem has been noted by the Planning Department itself, which has repeatedly stressed that a condition for the decentralization process was adequate and efficient feedback to the department.

Some of the WID-Contacts met during the data collection phase maintained that feedback problems also arose in the other direction: that is from the Planning Department, AUK or WID Advisors to the NORAD resident representations, and in particular from AUK to the NGO-Department which has no representative in this committee. Obviously there is a need for more systematic feedback also in this direction. The WID Contacts who had worked at NORAD representations felt that they had little feedback, either positive or negative, on how they handled the Grant. Were they doing it according to intentions? How could eventual conflicts be resolved etc? Indeed the feeling of working in a vacuum was mentioned, with little response from either the rest of the staff within the office or MDC/NORAD WID expertise at Head Quarter level.

5.8.3 Reporting

(i) External reporting

External reporting is the reporting requirements imposed by the various actors at MDC/NORAD vis a vis the recipients of the Grant, in terms of budgets and reports during or after project implementation:

(a) From recipients to Resident Representation

Often the recipient in this connection will be a national NGO or a specific Womens Organization. The degree of reporting requirement will vary with size and type of activities supported, although a some kind of budget report is always demanded. In most cases the recipients fulfil such obligations without problem. As can be expected however, the larger organizations are the most professional in this respect. Smaller organizations or individuals may be less experienced in budget preparations. The problems pertaining to the external reporting seem to be how much efforts and time the WID-contact shall put into revision of budgets and follow up of reports. Given the number of activities supported and small amounts of money involved, there is obviously a limit to the control measures that can be put into such activities.

(b) From Multilateral organizations to Multilateral Department

Again there are different reporting requirements according to type of support e.g. whether is a specific time-limited event such as a seminar, a multi-bilateral programme or seed money to a WID Focal Point.

The use of the Grant for seminars carried out by organizations with which Norway has no multilateral agreement makes follow up and reporting difficult. From time-limited events there has usually been no other requirements than a report that the meeting or seminar has been held. In such cases reporting may be quite informal, through personal contacts.

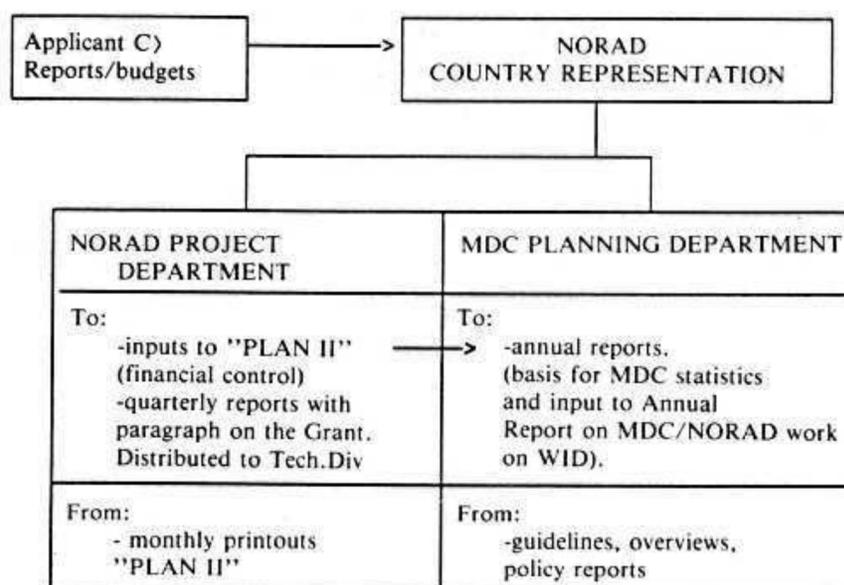
Support to a multi-bilateral project implies higher demands for regular reporting. These demands are usually met by the organizations but the frequency will depend on how the reporting requirements are stated in the contract. The PROWESS programme may again be taken as an example of how important it is that MDC/NORAD stress what they want to have assessed in the reports. As early as 1985 MDC expressed concern that the programme did not meet the intentions set by MDC, i.e. improving the wellbeing of women and the poorest, training and awareness raising of women, women's implementation of the projects etc. But over the years the project's ability to achieve its objectives were not documented in the reports to the Multilateral Department. The mid-term review carried out by Hammond 1988, did find that the support had contributed to these goals. The problem had rather been inadequate reporting.

(c) From the NGO's to the NGO-Department

Here, there is a large information-flow from the organizations without the corresponding administrative resources to follow up the reports. The NGO Division is presently streamlining its internal reporting forms in a way that will make follow up of the use of the Grant much easier.

(ii) In- house reporting

The routine based in-house reporting system can be illustrated with the following example of the report circulation between NORAD country representations and MDC/NORAD:



In general the communication lines between MDC/NORAD and the Resident Representation regarding the above seem to run smoothly. As for the value of various reports as a basis for overall monitoring it is also essential with efficient information flow between the different departments and divisions within the MDC/NORAD structure. That is the various actors must receive the reports necessary to be able to make decisions on a fair basis. The Planning Department reports back to all representations about the total use of Grant. This is very useful.

5.9 The efficiency of the reporting system

One aspect of the efficiency of the reporting system pertains to filing of data and information on Women Grant issues, so as to feed back this information in turn to the decision makers. The archive system for the Women's Grant reflects both the organizational complexity and the complexity of special allocations that involve many actors at different levels.

(i) What can be found where?

There are five different archives located at four different places at the MDC/NORAD level which all contain various data about the Grant:

ARCHIVE I (NORAD)

(i)- various data about the grant from the partner countries are filed under separate project numbers. The content of each file varies considerably reflecting perhaps lack of consistency in reporting routines. A few of these files contain annual reports about the grant.

(ii)- the general quarterly reports from the representations are filed under separate numbers. Each report contains a small paragraph on women's grant.

(iii)- various data from the period 1984-85 are kept in a separate file.

(iv) - another separate file named "Women's Issues" contain some data about women's issues in general and about the Grant. From the filing system it is not possible to identify which is which.

ARCHIVE II (PRIV. ORG)- contains information about support to regional organizations. However, most of the reports from the organizations are collected outside this archive together with other information from the organizations.

ARCHIVE III (MDC)

- archive for the Administrative Departments which contains overall statistics and budgets. There is no special file for the Women's Grant, which makes identification of the special allocation complicated.

ARCHIVE IV (MDC)- archive for the Planning and Multilateral Departments combined. A separate file for the Women's Grant also contained much data of the earmarked allocation for environment.

ARCHIVE V (LADU,SI,I&N)- data falling under the responsibility of, inter alia, the Agriculture and Rural Development Division filed under separate project numbers in addition to one file called "Women's Issues".

During the period of data collection certain problems with the existing archive system were pinpointed by the archive personnel and executive staff:

(i) There is a conspicuous lack of material in the respective archives. Few executive staff forward reports etc to the archives. This is particularly true for the staff at Multilateral Department, where each individual builds up his/her own archive system. Most of the staff were not aware of the Women's Grant file at Archive IV.

(ii) The complexity of the archive system seems to generate confusion about which archive the respective documents belong to. Complaints have been raised that the archives are not adapted to the users' needs, and hence there is a fear on the executive staff's side that documents will "get lost" in the system.

(iii) The archive personnel do not always know that the documents should be filed as "Women's Grant" due to insufficient information from the executive personnel.

(iv) The computer-based recording of documents in the archives does not give room for identification of "Women's Grant". At best documents are recorded under the heading "women". It is indicative of the problem that a test trial to identify how many documents existed in the five archives on "Women's Grant", identified a total of only five.

(ii) Use of reports

The complexity of the archive system makes a total overview of the Grant very difficult and lack of filing routines may lead to inadequate information-basis for the decision makers. So far, however, these problems are limited due to the informal personal WID-network between the different divisions at MDC/NORAD, which probably ensures a relatively sufficient flow of information and communication. But in a long term perspective smooth operation of informal personal networks may break down when/if change of personnel take place.

PART II. THE GRANT IN THE BILATERAL CONTEXT

6. Relation of the Grant to Ordinary Budgets

6.1 General

Since this study is primarily concerned with the Grant as an administrative instrument, and does not include an evaluation of the impact (short or long-term) of the activities supported under the Grant, an assessment of its role and effects is necessarily limited. It should also be stressed that the Grant is only one component of the general efforts of MDC/NORAD to promote women- in-development issues. Grant activities were never intended to substitute the regular efforts, but rather to provide a supplement to these. Nevertheless it has been frequently reported to the team that the Grant is the most visible and tangible of the MDC/NORADs efforts. It carries a great deal of symbolic effects and gives evidence of the fact that MDC/NORAD takes its responsibilities to WID seriously.

Exactly how visible the Grant is in the larger context of development assistance varies. Apparently some other donor agencies have followed the Norwegian policies of establishing a special fund for women in development with interest, and as a result of this it was indicated to the team that Canada and the Netherlands have also considered introducing similar funds. If this comes about, the Grant's role may have had important bearings also outside the Norwegian context.

Financing of seminars and conferences by Grant allocations has also probably contributed to make WID-issues more visible in the international community. What kind of effects, in terms of goal achievements of the Norwegian WID-policy, such seminars might have in a longer term perspective remain uncertain. The reason for this doubt is that such events tend to favour the articulate and privileged groups of women. It is unknown to the NORAD staff how the support will benefit those at the lower levels of an organization or local women in general. Still one should not immediately draw the conclusion that support to "events" has been a waste of money. The more "powerful" groups of women may be very important change agents. Because of their relatively advantaged positions these "upper class women" may be in a position to exert influence at high political levels. They may indeed be interested in changing laws which discriminate against women's access to and control over political and economic power. Such changes are also necessary and important issues to confront in the context of WID in development assistance.

6.2 Has the Grant addressed activities which are covered under ordinary budgets?

As noted in the discussion of the objectives of the Grant, it should only be

used when other financial resources are not available. This implies that the Grant is not to be a substitute, or an excuse for the programme officers to utilize the Grant for all women-oriented activities. The documentation available for this report gives little evidence of this being the case, either in the bilateral or multilateral context, but it has not been feasible to investigate whether alternative resources in fact were available for each and every activity supported.

It may also be noted that over the years considerably more conscious policies have been developed regarding utilization of the Grant. This further limits the danger that the special allocation for women is utilized indiscriminately. It is worth mentioning in this context that the NORAD National Plan of Action for Zimbabwe gives numerous recommendations for changes within the regular programmes (country programme), with specific references to the "ordinary" budgets only. Furthermore, in the period we are dealing with there is reason to believe that it has become increasingly more easy to negotiate for women-oriented assistance under ordinary budgets with both national governments and vis a vis multilateral organizations.

6.2.1 Bilateral context

In addition to the budgets available under the country programmes, the NGO-budgets will be considered as "regular" budgets in this respect. Some other special schemes also exist which function in a similar manner as the Grant; the funds for environment and conservation and culture. In addition there are scholarship funds and funds allocated for research.

As will be further discussed below, the linkage between activities supported by the Grant and the country programme is relatively weak. Experience has shown that it has been so difficult to link up additional short term WID-components to ongoing programmes, that it is hardly relevant to discuss whether the regular budgets in this respect should or could have been used at all. A few examples can still be given such as when the Grant is utilized for seminars in connection with large integrated rural development programmes (HIRDEP and MONDEP) in Sri Lanka. It is pertinent to ask why it is necessary to finance WID-seminars with Grant resources in two programmes which are considered to be women-oriented from the start. Apparently the "time-delays" which could have been expected if the seminars had been financed by regular channels, was the main reason for selecting the Grant.

Bureaucratic "hassles" may take its part of the responsibility for using the Grant as a **last resort** in other cases. As part of the Bangladesh country programme grants for a "Framework for Women Oriented Activities" were set aside. The negotiations with the Government of Bangladesh took more than two years before final agreement was achieved. In the meantime, several projects which originally were planned under this "umbrella" were financed by the Grant, in order at least to get started.

Training and education can normally be catered for by either:

- training as part of manpower development in the projects,
- further education through scholarships (for study in the home country, a third country, or in Norway).

Regarding training possibilities as part of on-going projects, the opportunities for women are limited indeed. A prerequisite is often that only personnel already connected to the projects are selected for further training, be it within the project or abroad. If no additional funds were made available for training of women outside the regular projects, the situation would certainly have been serious. The reason is of course that a special feature of the regular programmes is that so very few women are employed there. Hence the regular funds for training tend to favour male students more.

The initial selection of candidates for Diploma courses in Norway is done by national authorities. Indeed; NORAD has put pressure on the authorities to find female candidates, which in the last few years have resulted in an increased number of female students to Norway. Still, prevailing socio-cultural conditions as well as type of courses offered within traditionally male sectors, have not yet made the regular scholarship funds benefit women to the extent desired. The recent decentralization of the scholarship allocations will probably give more opportunities for NORAD to influence the choice of candidates to various courses in the future.

The beneficiaries of the Grant in the main partner countries have mainly been NGOs. There is no doubt that most or even perhaps the majority of the NGOs that are supported under the regular NGO- allocations carry out women-oriented activities or at least activities with high relevance to women and children. Among other things this explains the predominance of the use of the Grant for events rather than for projects. The latter category will, if otherwise qualifying for support, be financed under the regular budgets. But this is not always feasible; for instance for smaller projects. In fact all annual reports from the NORAD representations stress the use of regular budgets for NGO support. One factor which contributes to this is the location of the WID-Contact within the NORAD structure. In most cases this person is also responsible for the NGO activities, and with both budgets at hand it is relatively easy to identify which budget could be used for each activity. However, as have been stressed in other places of this report, the location of the WID-Contact prevents a more effective overview of the total development assistance, and also lead to a limited possibility to influence decision-making processes of relevance to the country programme with the potential bias of utilization of the Grant as a NGO- fund.

Many projects supported by the Grant have been categorized as "documentation" (1987: 10.3% of the Grant total). A number of these are support to various films, videos, theatre groups etc. The most relevant fund to be utilized for such activities would be the special "Cultural Fund". However, this fund is significantly smaller than the Grant, and therefore the most probable reason for not utilizing this fund to a larger extent also for films for and about women, may be lack of funds available. In the Tanzanian case for instance, this fund has been primarily used for large investments in construction of museums and development of libraries; leaving little for use on other activities.

In a review of WID-issues in NGO-organizations (Skjønberg 1986) administered by NORAD NGO-Department it is recommended that a special earmarked allocation

within the regular budget is reserved for support to regional and international women's organizations (networks). This point is followed up in MDC/NORAD Annual Reports on WID-activities in 1986 and 1987. So far this proposal for an allocation has not been implemented. The WID-Contact at the NGO-Department has raised the problem of supporting network organizations from the Grant on several occasions. One problem pertains to the Grant being not permanent, whereas the network organizations have to rely on continuous support. Another issue is that some organizations previously have been supported from regular NGO-budgets, e.g. ISIS- International (DUH 1986: Samarbeidet med private organisasjoner). A third reason for not using the Grant for such organizations is that they absorb large sums of money, at the expense of "field work" organizations which work in close connection with the grassroots. Furthermore the special feature of network organizations is that it is difficult to identify the differences between support to establishment of an organization which the Grant actually give room for, and ordinary running costs. By their very nature, the network organizations tend to expand their activities, perhaps split into sister organizations etc.

6.2.2 Multilateral context

The crucial question to address in this connection is why the multilateral organizations do not finance women-oriented development activities themselves.

The issue was raised by the Planning Department already in 1984 when the financing of the UNDP-Water Decade "PROWESS" programme was discussed. In a response to the request for utilizing the Grant for this programme it was considered as unfortunate in general that projects initiated in the UN Decade- in which women had been an important target group, needed additional Grants to incorporate women perspectives in water and sanitation programmes. Furthermore, the UNDP as an organization had repeatedly been pressured by the Norwegian Ministry of Foreign Affairs to more actively integrate women in general planning, design and implementation of projects. Still, as means for more specifically women-oriented activities were not reserved in the already approved budgets, decisions were made to co-finance the "PROWESS" programme over the Grant. It should be kept in mind that the "PROWESS" programme was intended to complement already existing "hardware" projects carried out by UN or bilateral agencies in cooperation with governmental ministries in the respective countries. If the "PROWESS" programme was not financed there are reasons to believe that these projects would still have been carried out; but without women's perspectives included at all. As additional information to indicate the rationale behind this decision it may be mentioned that Norway already had financed the preparatory phase for the project (in 1983); the continued financing may therefore have been considered as a natural follow up of programme in a sector of high political priority from a Norwegian point of view.

ILO has been given increased support by the Grant in 1987 and 1988. For some of the projects the final decision to utilize Grant-resources has been preceded by a certain amount of debate, as the following brief examples show:

In 1987 the ILO project: *"Promotional Action to Integrate Women into Mainstream Projects in the SADCC Region"*, was supported by the Grant. The aim of the project was to increase women's participation in social and economic activities in the SADCC region. The target groups were national planners, national and international programme officers and employees at ILO headquarters. In this context it should be noted that ILO itself has stated a commitment to WID in the 1985 ILO Resolution: *"Equal Opportunities and Equal Treatment for Men and Women in Employment"*.

On the basis of consultations with the Planning Department (Deputy Director) the project was not recommended with reference to the resolution. ILO could have financed WID-projects itself. It was also mentioned that the aim of the project could be interpreted as a means for ILO to develop WID-Competence within its own organization. However, as also the NORAD WID-Contact in Tanzania supported the project, the Multilateral Department decided to finance the project on the grounds that SADCC is a region of high political importance, and the Grant allocation could be used as a pressure on ILO for future support to women's projects over regular budgets.

A second project implemented by ILO, *"Improvement in the Working and Living Conditions of Women Workers in the Plantations"* (sisal plantations in Tanzania) was assessed by the NORAD WID-Advisor (LADU). Here it was argued that even if the project corresponded with the overall objectives of Norwegian WID-assistance, it was doubtful whether a 3-4 years financing which the project implied really should be covered by the Grant. It was finally agreed that only a first phase was to be considered for Grant allocations.

The third and last project which will be considered in this context is the recently approved support (1988) to the *"Safe Motherhood"* programme with WHO as an executing agency. The objectives are to reduce mortality related to pregnancies and births and generate experience and disseminate information to other relevant agencies. Initially the programme was recommended supported from NORAD Project Department's share of the Grant. The WID advisor (LAND) did not recommend support to the programme, based on the following:

- The Grant should only be used to integrate women in mainstream activities in which involvement of women otherwise would have been problematic. A "safe motherhood" programme should by definition be women-oriented in that respect.
- Financing could rather be considered from the research allocation.
- In any event the administrative responsibility should be with the Multilateral Department.

As it turned out, also the Multilateral Department found the programme unqualified for Grant support. However, AUK recommended support from the Grant because the expected outputs of the programme would have significant importance to the family planning and health sector in general, which is a prioritized sector for Norwegian development assistance.

6.3 Has sufficient emphasis been laid on the integration of activities within the ordinary budgets?

Without having access to more exact data from the field it is impossible to measure "what proportion of seed money has resulted in longterm endeavours financed from regular sources", as requested in the terms of reference for this desk study. To establish what would be "sufficient" in this respect certainly depends on the perspective taken. If the term sufficient means that "full integration" of women in regular development assistance has been achieved, the answer is clearly no. On the other hand if "sufficient" means that some efforts or attempts have been put into this, the answer will be a positive yes. This is clearly reflected in the annual reports from the NORAD Representations. It may be of interest here to note that some of the studies financed by the Planning Department have provided new and interesting information about central issues regarding women; as for instance women and culture and women's role in the informal sector. The crucial question however, is whether such studies are followed up or have important bearings for the direction of the development assistance in general. This remains to be seen, but at the time of the present study a planned evaluation of socio-cultural factors in Norwegian Bilateral development assistance seems to be a direct outcome of the women's study, and the study "Women and the Informal Sector" has led to an increased emphasis on the informal sector in general; as exemplified in the document "Development Assistance in year 2000" (source: Planning Department).

6.3.1 Bilateral context

Without going into detail about each and every activity it must be stressed that in bilateral development assistance there are a number of constraints to a significant improvement of integrating the activities supported by the Grant into the regular country programmes. One reason may be lack of will or interest from the national governments in question, which of course NORAD can only to a limited extent influence. Another issue, which is closely linked with the recipient orientation of the Norwegian development assistance, is the profile of the country programmes in the main partner countries. Indeed, the present profiles represent major allocations to sectors such as commodity and import support, infrastructure and other macro-economic interventions which are not easily tied up to particularly target groups. However, in the last four years the Norwegian aid projects and programmes have been developed with more consideration to gender issues in development. Although such factors should not be underestimated, the main concern here is rather how the characteristics pertaining to the Grant itself and structural conditions within MDC/NORAD in fact involve a danger of marginalization of women rather than integration.

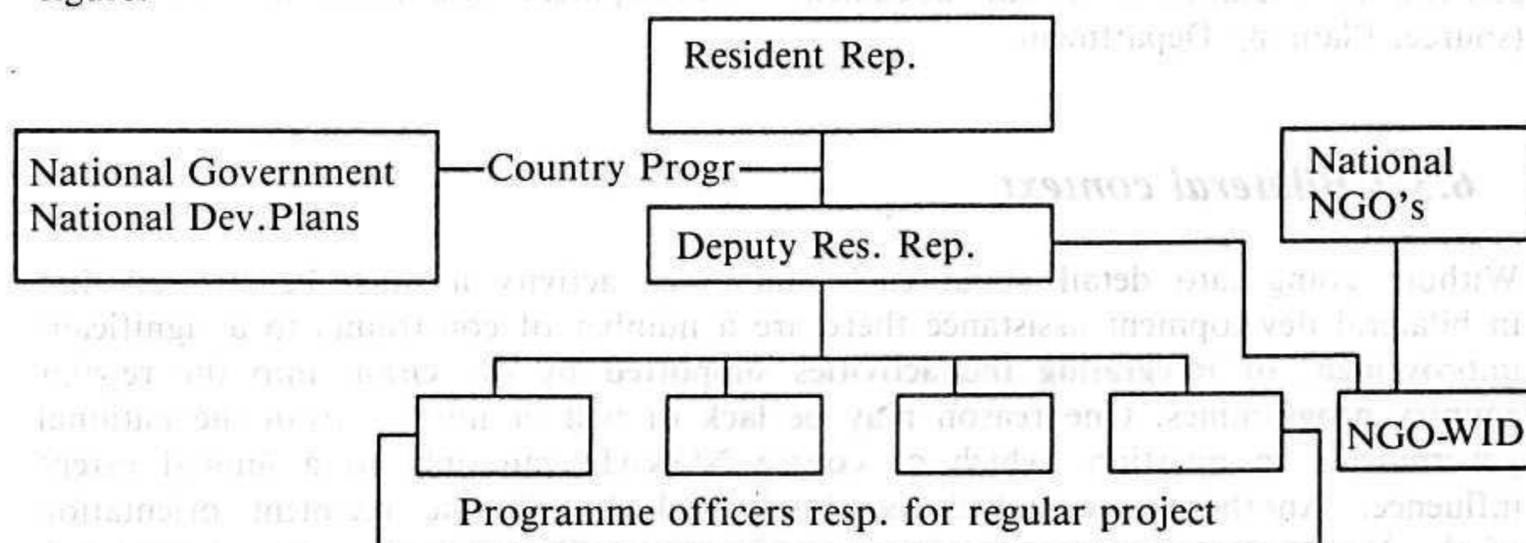
(i) The time limitation

As shown above, the activities supported are time specific events (27.7%, on average, of the total bilateral Grant), scholarships, research, studies (19.5%), support

to women's groups (17.3%), documentation (6%) with only 20.9% left for projects/programmes (8.6% not possible to categorize). However, the majority of these projects seem to be carried out by organizations which fall outside the requirements of regular support. Indeed, from a review of the documentation available, it seems that very few activities can be considered as of immediate relevance to the regular activities. Hence, further financing under the regular budgets will in many instances not be relevant at all. To this it shall be added that in a longer time perspective the situation might be completely different. It should also be kept in mind that one explanatory factor will be the **guidelines of the Grant** itself, which limits the support to a one-year perspective. Regarding small pilot interventions where innovative methods are tested and refined, their influence may be very limited unless timely and effective documentation can maximize spin-off effects to other areas. It must be questioned whether this can be feasible at all within a one-year period.

(ii) The location of WID-Contacts within the structure

The majority of the WID-Contacts have been assigned to the tasks of coordinating the Grant without adequate possibilities to influence the regular bilateral development assistance programme. That is they are responsible for the NGO-tasks at the Representation. The problems of this location can be illustrated by the following figure:



The combining of WID-Contact and NGO-tasks, raises a number of problems for the WID-Contact who:

- * lacks a total overview of policy issues and projects within the regular bilateral programme, and hence has few possibilities to influence at this level. It is therefore difficult to use the Grant more effectively in incorporating women as part of the overall schemes.
- * has a network primarily within the NGO communities. This may ensure a grassroots initiation of activities but perhaps at the expense of the impact being marginal.

* has few chances to investigate the possibilities for alternative financing of an activity.

* lacks detailed knowledge of what is going on within the different regular projects, and may therefore lack relevant proposals for WID-orientation in this respect. This problem is further reinforced by the other staff's tendency to see WID-issues as something relevant for NGO's as WID falls under NGO tasks. Lack of WID-competence may also prevent them from coming up with viable recommendations.

* has few chances to network with technical assistance personnel at the projects. As a result these personnel may conclude that WID naturally falls under NGO responsibilities.

* does not receive all Terms of Reference for the various missions and teams for assessment, and hence may have very limited influence at this level.

In some Field Offices however e.g. Kenya and Bangladesh, the tasks of the WID-Contact have been part of the Deputy Representative's responsibilities. In view of the above, this seems to offer numerous advantages; that is, the Deputy Representative has the overview of policy issues, and will have adequate possibilities to influence the country programmes.

(iii) Lack of WID-Competence

A frequently reported problem related to the WID-Contacts, as well as the other personnel categories is lack of WID-Competence. To be a woman is not itself a qualification of competence (and indeed not all WID-Contacts are women), but WID competence relates to matters such as understanding of the processes which create and maintain unfavorable conditions for women as well experience in how to initiate development projects corresponding to women's needs and interests. Among other issues this will mean a practical approach to projects not only because of the importance of women's involvement and promotion in principle, but to matters such as relating women's issues to sectoral and technical sustainability in mainstream development assistance.

(iv) Lack of time

Lack of time seems to be a problem regardless of the location of the WID-Contact function in the structure. It may be relevant to note that on one case, after the departure of the Deputy Representative (also WID-Contact) the tasks previously handled by one person were delegated to three full time posts. Needless to say, handling of the Grant cannot be given as much attention as desired under such circumstances. The problem of time constraints may be solved by hiring local personnel to carry out parts of the work. This has been successfully done in e.g. Kenya.

6.3.2 Multilateral context

Also in the multilateral context there are problems of influencing the organizations

to actually follow up Norwegian supported activities with new ones financed by regular budgets.

But also here it should be kept in mind that the time perspective of this report is very limited. It should be noted that many of the multi-bi projects have been supported over a period of two-three years and are still not completed. In most cases it will therefore be too premature to assess the the issue of the Grant as a means to integration in a long terms perspective.

The "seed money" to WID Focal points is intended to initiate a process, to start up activities which later have to be included in regular programmes. Indeed, the report from the "Informal Consultation on Strategies for Women in Development", a seminar in Oslo 1988 with 12 WID Focal Points present, gives evidence to substantiate the assumption that the capital funds provided have such effects. But the conclusion is not always so clear. For example, UNIDO was granted support in 1988 to a pilot project called "Managerial and Entrepreneurial Skill Development for Women Entrepreneurs in Development Countries" with NOK 1.830.000. On the basis of review of the project papers available it is quite clear that the project is a **result of previous "seed money" to UNIDO**. As such one could have expected that UNIDO would have begun to finance the project from regular budgets. UNIDO has, however, made it clear that an eventual continuation of the project will later be financed from alternative sources. If this does indeed happen, the previous Grant support will clearly have contributed to this.

Also on the positive side it can be mentioned that the Multilateral Department has made considerable efforts to inform the organizations that they in the future must follow up their own policies and commitments to WID, without additional resources. This has been particularly relevant vis a vis organizations such as ILO which could perhaps more easily promote women's issues more actively, than organizations such as UNIDO.

7. RELEVANCE OF THE GRANT TO THE NORWEGIAN WID-STRATEGY

The Norwegian WID Strategy underlines that development assistance must secure:

- * increased education to women, particularly to poor rural women
- * increased credit facilities to women
- * improved technology made available to women
- * increased and improved training facilities for women
- * increased support to women's organizations
- * provision of elementary services (water, health, schools, housing)

- * increased emphasis on income generation for women
- * increased emphasis on making women and men aware of the important role women play in social and economic development

As part of this study, a rather crude attempt has been made to identify possible linkages between the activities supported under the Grant and the above mentioned parameters. The nature of the activity in each case has been established simply on the basis of a brief description, so that the analysis is necessarily subject to error. The summary results are shown in Table 6.1.

Table 7.1
POSSIBLE LINKAGE TO WID PARAMETERS GRANT TOTAL (1984-87)
NOK 000

	1984	1985	1986	1987	Total	%
Education	525	430	843	2024	3822	5.6
Credit	0	656	84	19	759	1.1
Technology	204	1091	854	317	2466	3.6
Training	150	74	665	227	1116	1.6
Women's Org.	330	200	1468	2174	4172	6.2
Elementary Services	8433	4462	5308	1821	20024	29.5
Income gen.	23	284	1133	1828	3268	4.8
Awareness	2615	4570	5433	10316	22934	33.9
Not relevant	744	241	1694	6565	9244	13.7
Total	12008	13024	17492	25291	67815	100

* source: Based on print out from Plan II system.

The table shows that 62% of the activities supported have an apparent linkage to important parameters stated in the WID-strategy. However, this linkage does not in itself mean that the Grant has led to significant impact on women's living conditions or enhanced their active participation in the society at large, for there is little information about the actual outcome of the activities, in terms of short or long term impact on women. Next, an attempt has been made to link the activities supported by the Grant in the **main partner countries** to the above WID-parameters. The exercise proved to be difficult indeed, mainly because of lack of adequate information. The text in the PLAN II print-outs certainly gives no other information than simple "headings"; what is hidden behind the headings remains unknown. More information was therefore sought in the various annual reports submitted from the Resident Representations to the Planning Department. Even if this proved to be more informative for our purpose, the information is still scarce. It has only been possible, therefore, to make a crude assessment of certain linkage between the activities and the parameters, so that the analysis should not be taken as very accurate.

Two classification criteria have been selected:

a) Probable

Reviews of documentation reveals that most likely there is a direct linkage between the actual WID parametre and the activity supported by the Grant.

Again it must be stressed that the linkage relates to content of the project and not its actual impact on the target group.

b) Possible

In this category the linkage seem to be more indirect or uncertain. If more information had been available to the consultant, undoubtedly many more projects would have been classified under "probable" instead. As it is, information such as "seminar", "film", "printing of books" or "travel support", certainly cannot be stretched further than having a possible linkage to "awareness creation".

Each project has been linked to only one parameter. No attempt has been made to identify the trends over years, as different periods have been selected according to the information available. The data are therefore not easily comparable. Another limitation of the table below is that only where more documentation has been available/easy accessible have the projects been considered in terms of linkage to the WID-Strategy at all. This means that a number of projects have not been classified.

Country	No of projects considered:	Period	Total no. of projects in the period:
India	36	1985-87	46
Zimbabwe	6	»	13
Mozambique	24	»	20
Sri Lanka	17	»	22
Kenya	24	»	28
Bangladesh	18	1986-87	26
Tanzania	12	1985-86	22
Zambia	33	1984-87	55
Total	163		232

**Table 7.2 Selected projects and linkage to WID-strategy, in numbers.
Main partner countries (excl. Botswana)**

Country	IND		ZIB		MOZ		LKA		KEN		BGD		TAN		ZAM	
	a	b	a	b	a	b	a	b	a	b	a	b	a	b	a	b
Education	3	1	1		1		3		1				1		9	
Credit									2							
Technology	1	1							1				1			
Training			1		3	1	3		8				1		3	4
Organizat.	3	1											4			
Services					5											
Income gen					2		1		2				1		10	3
Awareness	2	23		4		6		10		10	4	14		5	1	3
Total	9	26	2	4	11	7	7	10	14	10	4	14	8	5	23	10

a) Probable

b) Possible

A total number of 77 projects is found to have a probable linkage with one of the eight WID parameters based upon information from annual reports or other reports which give some further details about each project. 86 projects of the 163 considered seem to have only a possible linkage.

If we look a bit closer at each parameter we see that the bulk of the projects (82 projects) link to "Awareness" or more specifically "increased emphasis on making women and men aware of the important role women play in social and economic development". In this category there are a number of activities which previously have been considered as "events" (seminars, conferences, workshops) or "documentation" (films, books, studies). From numerous reviews and evaluations carried out by MDC/NORAD in recent years it is clear that one obstacle to integration of women in mainstream development is lack of knowledge about women's living and working conditions in a given country or contexts in which development interventions are carried out. Undoubtedly many of the projects which have so far been supported by the Grant do contribute to generating of such knowledge and dissemination of existing knowledge e.g at seminars and conferences. One film or one seminar in this respect may not in itself be of major importance in changing structural conditions which hamper the development for women. But altogether there is no doubt that as a result of the Grant much important information has been generated. Women have been given a chance to meet and discuss a variety of problems of direct relevance to their needs, on a national and international level. Following the previous discussion about information serving as one means to increase women's power, it is clear that the Grant has contributed to this, although most of the women who have benefitted from the participation in seminars belong to the upper classes in society;

24 projects fall under the "training" category. In the WID- strategy document there is hardly one page in which increased "training facilities" for women is not mentioned. On the basis of this, one could perhaps have expected even more emphasis put on various aspects of training. The explanation may partly be found in the time-limits of the Grant itself. Even informal training will need time and resources over a prolonged period of time for planning, provision of teachers, books and equipment. Still there is reason to believe that the biggest obstacle to achieving more in this respect is that the NGOs responsible have largely been concerned with social welfare aspects and very little with income generating activities for which training is more needed.

The 20 projects which have been included in the "education" category relate more to formal education than training. For instance several women have been granted sholarships for international courses in Great Britain (Sussex); a few to courses in Norway. The rest of the funds have been for top-up financing of other scholarships e.g. additional travel support. Education is a priority sector in the WID-Strategy together with agriculture and credit.

The support to Women's Organizations (8 projects) may seem rather limited. In this respect it should be noted that many projects which have been included under the other categories in fact are closely linked up to women's organizations. They can take a variety of forms such as income generating activities organized

by OMM in Mozambique or by a number of women's organizations in Zambia. As many as 19 projects are income generating activities.

The largest "improved technology" project is implemented in Tanzania; the "Morogoro Fuelwood Stove Project". This project has been supported for three years (starting from 1985). The project includes support to development, testing, information and sale of fuelwood saving technology.

Kenyan Women Finance Trust Ltd. has been supported twice in Kenya, with amounts totalling approx. 1 MILL NOK. Indeed the credit sector as such is a priority for Norwegian Development Assistance to women. But certainly to utilize the Grant for strengthening women's position in this respect will depend on the existence of already well-established and functioning credit institutions in the country. In addition such institutions tend to absorb large amounts of money. Norway does support a number of credit institutions which are of benefit also to women. The most well known in this respect is Grameen Bank in Bangladesh. These institutions are financed by regular budgets. But Kenyan Women Finance Trust is designed for women only, which makes it a special case compared to other credit institutions.

8. RELEVANCE TO NATIONAL ACTION PLANS

8.1 The NORAD Action Plans

The NORAD National Action Plans are important instruments for improved women-oriented development assistance in the bilateral context. So far such plans have only been prepared for Sri Lanka, Botswana, Tanzania, Zimbabwe (Draft report), Bangladesh and Zambia. Plans for Kenya, India, Mozambique and Nicaragua are still under preparation.

It took some time before proper guidelines for the preparation of the Action Plans were developed at NORAD, and the Action Plans at the consultant's disposal for this report vary considerably in quality and content. For the purpose of our study therefore, that is to assess the relevance of the Grant in connection to the National Action Plans, the plans submitted to NORAD in 1985 (for Botswana, Zambia and Sri Lanka) have proven to be of relatively lesser value than the ones submitted in 1987 or 1988 (Tanzania, Bangladesh and Zimbabwe). In the first documents the Grant is hardly mentioned (Botswana, Zambia), the recommendations to changes of regular projects is characterized by a lot of "wishful thinking" as to how women can be integrated in all the projects/programmes, rather than setting priorities and recommending concrete activities that are to be implemented. Those submitted at a later stage are generally more realistic in terms of level

of ambition, and they also consider the constraints pertaining to the fact that the Plans of Action are NORAD documents and consequently not approved as guidelines or directives for the relevant National Government etc. If compared with the early Plans of Action the late ones reflect the fact that within a relatively short period of time (1984-87) much more knowledge and experience of WID-oriented development assistance has been generated within the whole MDC/NORAD structure. Considering the Women's Grant it is also clear that within the period the utilization of the special allocation for women has been more streamlined and found a more precise form than in the initial period where more feeble attempts to add some women's components to already on-going projects or to various kinds of events characterize the implementation of the Grant. However, the problem with these late National Action Plans is that they have been prepared in the same period as this report covers. They are not evaluation reports dealing with problems and obstacles to WID in retrospect. Rather they are forward looking papers which recommend future activities to be carried out. Therefore a more general approach has been considered for the following discussion, rather than trying to establish a link between the Grant and the Action Plans in terms of either number of activities or share of allocations.

The three National Action Plans (Tanzania, Bangladesh, Zimbabwe) have been prepared on the same model with one part dealing with the women's situation in the country in general, including relevant government policies, another with the country programme profile and a third with NGO's, research, identification of women's milieux. Most efforts are concentrated to review of the country programmes, which are the most important channel for bilateral development assistance.

Tanzania

The Tanzania National Action Plan states (p.36) that the present profile of the country programme gives only limited opportunities for a development assistance aimed at women. Indeed, not all projects are considered relevant for a WID-orientation: e.g the Energy sector and Coastal transport (harbour development and shipping); and the Import Support which at the time constituted about 50% of the total bilateral programme.

The on-going water development and rural development programmes were those considered to have the greatest potential for women. WID-orientation of these programmes have to a large extent been catered for by the regular budgets. Those sectors within the regular country programme for which the Grant seem relevant are activities connected to:

- the road project (TAN 036)
- the Mbegani Fisheries Development Centre (TAN 052)
- Sao Hill Saw Mill

With direct linkage to the Mbegani Fisheries Development Centre the Grant has been utilized to finance a study conducted by the Institute of Development Studies (IDS) of 3 villages outside the Centre of the situation of women within the fisheries' sector. The study presented a whole range of recommendations for activities which would improve the situation of women; including training at the Mbegani FDC. Several of these recommendations have apparently been followed up.

Another issue of concern for the Grant was to generate income opportunities for women living at the centre. The wife of a Norwegian expert started a sewing machine group with about 60 participants. A proposal from the WID-contact to support this group for investing in sewing-machines was rejected by the the NORAD representative on the basis of NORAD guidelines to support for business enterprises (Memo- 22/5/86) which limits such support to established organizations and institutions covering a certain geographical area, and not to locally based organizations which are established with the aim of pursuing particular business interests.

Other attempts to link the Grant to other country programme projects, e.g establishing child care centres in connection with the road programme to enhance the opportunities for attracting female employees at the project, failed because the Government of Tanzania was not willing to attach more and new components to an already on-going programme.

On the other hand, the Action Plan stresses that one important objective of development assistance is to ease the daily burden for women. This means among other things development of new technology. The utilization of the Grant for the Morogoro Fuelwood Stoves programme may be relevant to such goals.

Education is considered in the National Action Plan as one of the best ways to improve the situation of women. However, Norway is not involved in this sector in Tanzania to a large extent. As part of the Grant implementation, a variety of activities related to training and education has been supported e.g. support to Institute of Adult Education, which could not have been supported under regular budgets.

Bangladesh

As in the Tanzanian case, the Plan of Action for Bangladesh states that the participation of women in several, in fact most, projects has never been an issue, and indeed many projects are not seen as of immediate relevance for WID-orientation, e.g Inland Water Transport, and the Petroleum Institute; and Commodity and Import Support which constituted 35% of the total allocations in 1986-89.

In general the Plan gives a clear picture of the difficult situation for women in Bangladesh, and the relatively little effort and interest shown by the Government to change the situation. Any review of women-orientation of NORAD supported programmes must bear this fact in mind. Regarding the Grant the Plan of Action considers that:

"In the context of Bangladesh the special fund for women's activities has proved to be very useful. It allows MDC/NORAD to sponsor individuals and organizations which do not get state patronage....

The Special Fund avoids bureaucratic delays which are considerable. Individual initiatives and experiments can be encouraged with a great deal of flexibility".

One of the few projects within the country programme where the Grant has been utilized has been in connection with the Bangladesh Railway Telecommunication

project. When MDC/NORAD tried (as an afterthought) to involve women, the British engineering firm in charge of the implementation showed very little enthusiasm. With considerable pressure from NORAD it was finally agreed to offer a eight week course to women for training in installation and maintenance of the local telecommunication network.

The NGO sector is recognized in the plan as an important channel for women-in-development issues. They play an active role in most sectors, although this role is not fully recognized by the Government of Bangladesh. Thus regular funds to NGOs are subjected to many more bureaucratic "hassles" than funds disbursed to the government. This certainly does not give room for flexibility and quick responses to people's needs. The Grant has obviously been an important facilitator in this respect. It has been possible to fund studies and projects of importance such as legal aid to women through NGOs, studies of the situation of destitute women and rehabilitation of prostitutes etc. Although a major share of the Grant has been utilized to seminars and conferences; there is an increased tendency to link up the activities to more concrete projects.

Zimbabwe

The Plan of Action for Zimbabwe is an example of how initial difficulties of indentifying "good" projects for women, have changed over the years. Undoubtedly this must be seen as both a result of the a NORAD representation being built up, as well as more experiences generated through previous use of the Grant. Prior to 1986 the Grant was administered through the Norwegian Embassy.

So far the Grant has mainly been used in connection with NGO-activities such as "Home for Abandoned Single Mothers" and through Zacro's "Rehabilitation of Female Prisoners". The Grant as a means to support activities for particularly vulnerable groups of women is stressed also in the recommendations for future projects, such as support to organizations/institutions which work to change the policy of expelling pregnant girls from schools and liberalization of existing laws on abortion. Important also is to offer NGOs, local municipalities, or other relevant institutions support to establish creches. Furthermore research is given priority through the recommendations of introducing a 4-5 year multidisciplinary research programme on women and gender issues which are proposed to be financed through the general schemes for research or the Grant.

8.2 Differences in Grant implementation between main partner countries

Differences in Grant implementation are most easily identified from differences in size of the Grant expenditure. Throughout the period investigated (1984-87) some NORAD representations have been "high-users" (India, Kenya, Tanzania and Zambia) with Bangladesh, Mozambique and Sri Lanka as "middle-users", followed by the "low- users", Botswana and Zimbabwe.

One should be particularly cautious not to conclude that in the high-user group the development assistance as such is more women-oriented than in the low-use group. On the contrary, it may happen that in the "low-use group" a large Grant expenditure is simply not needed because of the relatively favourable WID-orientation of the regular projects/programme. A country of relevance here may be Botswana, in which considerable emphasis has been put on WID-orientation in the regular projects. Conversely, the Country Study of India (1987) actually states that **the main sign of gender awareness** in MDC is "the recent special allocation for women's projects..." and that the bulk of the Norwegian aid programmes in fact lack gender issue considerations (p.135). The latter point is also pinpointed in the Kenya Country Study where the integration strategy (MDC/NORAD) at present appears to be more of a policy statement on the part of the donor than a realistic development approach in the Kenyan setting. Inter alia, the reasons for this are lack of a coherent policy or strategy across the operating ministries on issues relating to women and development, and ill-defined objectives of many development programmes as far as targetting is concerned (1987:66). A further examination of this point would require an extensive review of each main cooperating country's bilateral development portfolio.

Within the framework of the above, it is clear that the choices of area in which the Grant could be utilized in many countries have been limited. The most ready solution has been to implement the Grant within the existing NGO framework or identify new organizations who can absorb and have sufficient implementing capacity to make efficient use of the money. In India these options are nearly unlimited, given the vast number of professional, experienced NGOs and women's organizations. In many African countries such as Botswana and Mozambique the situation is opposite. These countries have very few NGOs in general or women's organizations in particular.

Although the existence of NGOs may be the single most important factor for explanation of differences between the main partner countries, such differences may also be a result of what kind of policy for Grant utilization has been adapted at the NORAD representations, and how the guidelines and objectives of the Grant have been interpreted. The table below puts the policy aspects in relation to the categories of activities supported in the main partner countries.

Table 8.5
EXPENDITURE OF GRANT IN 000 NOK AND PERCENTAGE OF ALLOCATIONS BY CATEGORY
Aggregated figures from 1984-87

CATEGORY	EVENTS		SKILLS		INSTITUT		DOCUMENT		PROJECTS		NON-CATE	
	NOK	%	NOK	%	NOK	%	NOK	%	NOK	%	NOK	%
Bangladesh	348	18	205	11	408	21	142	7	348	18	35	2
Botswana	50	6	28	3	-	-	6	0.7	555	63	239	27
India	1.447	24	1.056	17	833	14	982	16	1.008	17	796	13
Kenya	1.841	31	1.732	29	1.677	28	61	1	129	2	540	9
Sri Lanka	947	52	247	14	26	2	231	13	58	3	317	17
Mozambique	258	16	263	16	180	11	114	7	793	49	-	-
Tanzania	1.043	23	776	17	725	16	-	-	1.897	42	99	2
Zambia	731	25	831	28	610	21	25	1	629	21	142	5
Zimbabwe	183	38	-	-	107	22	33	7	105	22	81	17

It is difficult to identify the reasons for the variations between each country. In the reports available to the consultant there are few evidences that particular policies have been established regarding utilization of the Grant at the NORAD representations, with the possible exception of policies which limit significant allocations to the "events" category. It is likely that the objective of flexibility regarding the Grant in fact has resulted in a lack of clear and firm policy regarding Grant utilization, so that support has simply been given to what has been put on the table. Again this is a result of problems previously discussed in the report: the lack of time for the WID Contacts to actively seek out projects, the limited capacity of the NGOs etc. The guidelines issued from the Planning Department have stressed a more concerted effort to support larger projects. For reasons already noted in this report, it has not always been possible to follow these up.

PART III. THE GRANT TO MULTILATERAL AGENCIES: TWO CASE STUDIES

9. THE WORLD BANK

9.1 Introduction to the Case Studies

A part of the Women's Grant is used to provide funds for multilateral agencies. The intention is to try and encourage the efforts of these agencies to integrate a women-oriented perspective into development assistance. The question which this component of the evaluation seeks to answer may therefore be simply expressed: is the Grant to multilateral agencies an efficient and effective means of achieving this objective of bringing about lasting change in the policies and programmes of the agencies concerned?

Out of the several different multilateral agencies to which Norway has provided funds from this Grant, two were selected for study: the World Bank (IBRD) and UNIDO (United Nations Industrial Development Organization). Visits, each of four to five days, were made to Vienna and Washington to collect information concerning the work of the WID Units, and more specifically the use made of the Grant from Norway. In each case, interviews were held with the Head of the Women's Unit and several of their staff, with some of those above them in the hierarchy, and with a selection of others in the agency - including someone in each agency concerned with promoting the position of women within the agency itself (see Annex 2 for details). In each of the agencies, the Head of the Unit was extremely frank and helpful, both in providing information and in arranging meetings; and although those met did not constitute a random sample, efforts were made to ensure that persons likely to be neutral or even opposed to WID were included.

Details of these two case studies - of World Bank and UNIDO - are given below. A more detailed discussion of the substantive issues concerning the strategies adopted by each of these agencies is contained in Section 11. A summary assessment, of progress so far and prospects for the future, is in Section 12.

The Women in Development Division

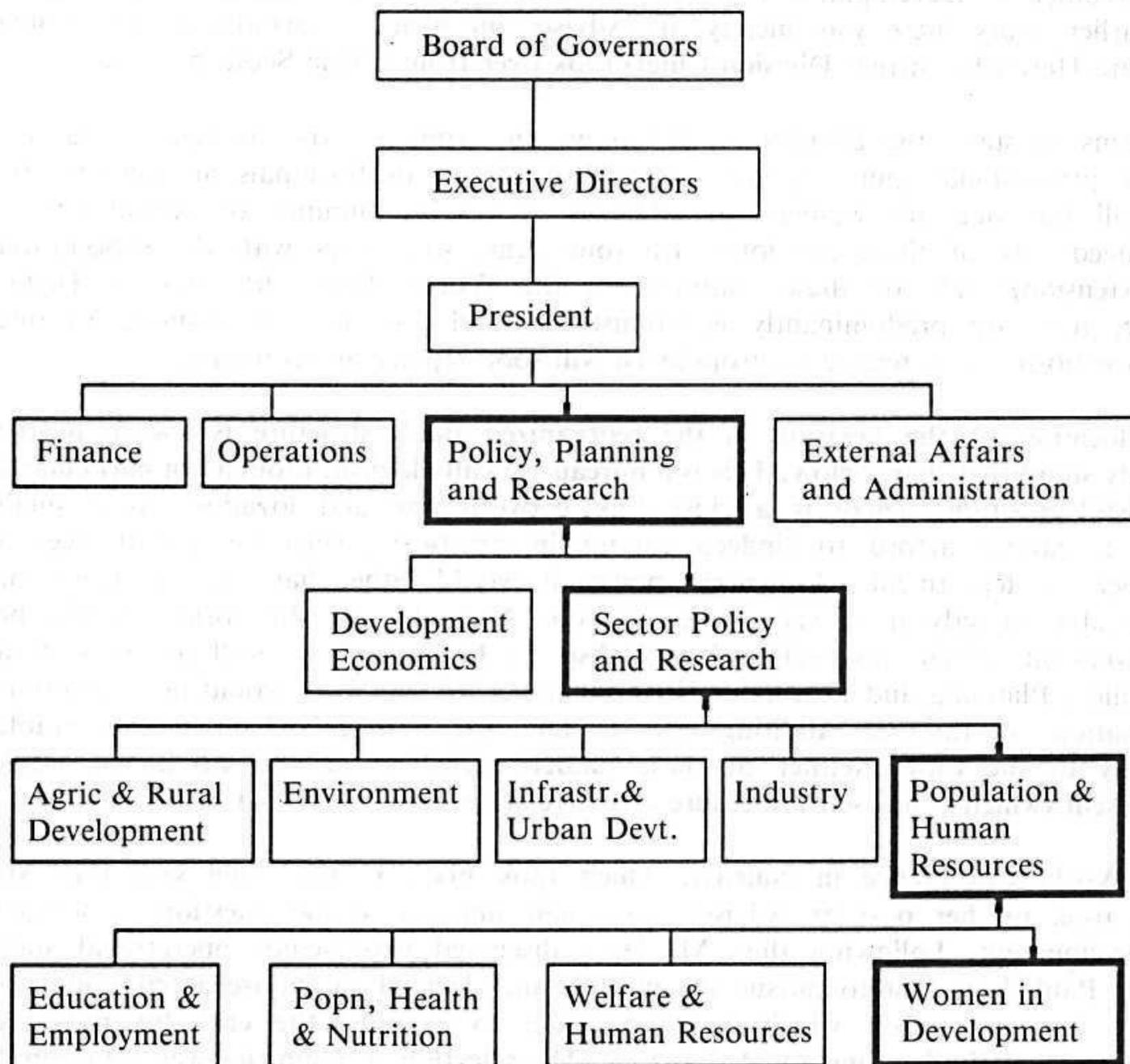
The Women in Development Division was established in the World Bank in 1987. In earlier years there was merely an Adviser on women's affairs, a post which Barbara Herz (the current Division Chief) took over from Gloria Scott in 1985.

In terms of staff, the Division itself has grown, from one (before reorganization), to six professionals plus support staff. Most of the professionals are economists; and all but one are women. In addition, a varying number of consultants is employed. Six of these are long-term (one year, sometimes with the expectation of extension); five of these stationed at the World Bank, the sixth in Delhi. These, too, are predominantly economists and all but one are women. In one of these positions, a female anthropologist will soon replace an economist.

The location of the Division in the reorganized Bank structure is shown in the slightly simplified chart below. This is a bureaucratically logical, though not particularly powerful position. There is a close link between size and location; as a small unit, it cannot afford to (indeed cannot in practical terms) be spread over a number of departments. For more power it would either have to be bigger or answerable directly to a very senior person. A model for the former would be Environment which has technical specialists in Operations as well as its section in Policy, Planning and Research (PPR). A model for the latter would be Operations Evaluation or Internal Auditing. (In UNDP, the Women's Unit is answerable directly to the top). Neither of these models seems to be realistic in the Bank at present (which is in itself a measure of the relative status of WID.)

The World Conference in Nairobi, which took place in the same year that Ms Herz took up her post as Adviser, gave new impetus to the question of women in development. Following this, Ms Herz discussed with senior operational staff in the Bank how best to pursue the matter, and decided to choose a few countries and a few sectors on which to concentrate: to examine the case for pursuing the issue, and the best means of doing so. The selection of countries was determined pragmatically, depending on who expressed interest. Ms Herz also visited Scandinavia and Netherlands in search of ideas and empirical data. She found some sociological evidence, but little detailed research - certainly in economic terms.

WORLD BANK -ORGANIZATION CHART
(detail)



9.3 The Grant from Norway

After the Nairobi Conference, the Multilateral Division of the Norwegian Ministry of Development Cooperation contacted Ms Herz and asked how they might help. They made it clear that they were willing to provide funds and on a very flexible basis. A dialogue was thus established which has continued since - based on mutual trust, now strengthened by personal contacts.

Formal requirements to obtain the first funds, in 1987, were minimal. Although Ms Herz prepared a more detailed proposal in draft, all that was contractually required was a brief letter, of a page and a half, in which the activities which Norway would finance were stated as briefly as shown in Table 9.1. The expected outputs from the second grant, in 1988, were even more loosely specified; although

in each case there were a number of conversations between the two parties involved to ensure full agreement.

Although the amounts specified in Table 9.1 are divided between consulting fees, mission travel and support services, there is no regulation, either from Norway or the World Bank, to prevent funds being shifted between these different items. Any major change from the original proposal would, however, be cleared with Norway.

Follow up requirements were also minimal. No formal reports have yet been requested; although it is understood that a report will be submitted when the second Grant has been used up (probably by end 1989).

Table 9.1 Allocations from the Women's Grant to World Bank

Grant I (1987-88)	NOK '000	US \$ '000 (at 6.7 NOK)
Analyses of best practice projects	700	104
Development of WID economics and sectoral guidelines	650	97
Short-term consultants	600	90
Total	1,950	291
Grant II (1988-89)		
Country WID strategies and innovative operational approaches	3,000	448
Policy development and related research	3,000	448
Other, including training, and safe motherhood	2,000	299
Total	8,000	1,194

In addition to the above should be included the work of the staff member fully financed by Norway and attached to the Unit for a two year period.

The total funds provided by Norway, excluding the WID specialist, thus amount to about \$ US 1.5 million, over a period of three years. This is a substantial proportion of the total Women's Grant allocated to multilateral agencies. At about \$500,000 per year, it is also substantial in comparison with the amount that the World Bank itself spends in the Division (see next section).

9.4 Resources Provided by the Bank

The discretionary budget for the Division (i.e for travel, consultants etc.) is \$190,000 in 1989 financial year. Other donors, mainly UNDP but also Canada and Netherlands, provide nearly \$200,000 in addition.

In addition, salaries and related expenses for the Division itself account for a further \$400,000 per year (approximately). Other supporting services - space, materials etc. - are not separately costed.

Expenditure in other parts of the Bank, which might reasonably be classified as promoting women in development is impossible to calculate. It has certainly increased (from a small base) but such expenditure is not yet, in most cases, formalised as a separate item - whether in money terms or in staff-weeks.

9.5 Results from the Grant

Since the first Grant was received as recently as mid 1987, tangible outputs (in the form of written materials) are still largely in process. Progress to date may be briefly summarised under each of the headings in Table 9.1:

- Analyses of best practice projects: a search through Staff Appraisal Reports identified 14 ongoing and 8 planned projects designed to reach women. It is hoped to build up knowledge and expertise by attaching members of staff of the Division to suitable missions in the coming years, at various stages of the project cycle. Since the term "best practice" seems to be premature, this component of the work has been retitled "promising projects".

- Development of WID Economics and Sectoral Guidelines:

Work on the economic guidelines has extended over about a year, based on consultations within the Division and with numerous people elsewhere in the Bank. A draft is complete, but still being internally reviewed. The precise purpose and status of these guidelines has been a matter of debate (for example, should they be schematic, laying the groundwork for more detailed sector and/or country work - or should they be far more detailed, following after, and benefitting from, these other studies?)

Sectoral guidelines are planned for a number of sectors. Those for forestry are almost complete. Work is in progress on agricultural extension (where UNDP is funding the Africa component). Credit will be the subject of the next, and others are likely to follow.

- Short-term Consultants: The intention was to hire young Norwegian economists who could work at the Bank for periods of a few months, thus both building up their own expertise and contributing to the work of the Division. It was impossible to find suitable candidates, acceptable to both sides, and instead two economists at the Central Statistical Bureau in Oslo have been engaged to contribute to the statistical analysis for the Division's work on Peru. A report from them is due imminently.

- Country WID Strategies and Innovative Operational Approaches: The Kenya study is at present under review by the Government of Kenya; the summary has already been distributed publicly. The India WID strategy has almost reached

first draft stage. The Bangladesh and Pakistan studies are both being put into first draft form, following extensive sector work.

- Policy Development and Related Research: This covers more general conceptual work in the Division, which will, in part, be based on findings from country and sector work. A brief paper will be completed this financial year.

- Other, Including Training, and Safe Motherhood: As the name implies, this is partly a residual category. The Safe Motherhood Initiative has been given high priority in the World Bank, and the WID Division is working with others to develop measures to improve maternal health. Training has not been a major priority of the Division, but this will be gradually included as the materials on which to base such training become more available. Staff elsewhere in the agency have expressed a preference for short seminars for middle level management.

- Norwegian-financed staff member: She has worked largely in the field of Safe Motherhood Initiative. (Note: the consultants were informed that from the viewpoint of the World Bank it would probably be preferable if funds were available for employing staff of any nationality, rather than being tied to Norway. But for Norway the arrangement does have the advantage of offering valuable experience to individual professionals, and of giving MDC/NORAD a better knowledge of the work of the Unit.)

These are the immediate tangible benefits of the Norwegian grant. (It seems extremely unlikely that there has been any offsetting effect, in the sense that such activities would have been funded by the Bank itself if these funds were not provided by Norway).

The indirect benefits of the Grant are of two kinds. First, there are activities which the Bank is currently engaged in which they would otherwise not have done. The second is the more lasting, future effect of this support: on attitudes and on actions.

Even before the Grant was given, the Bank was already devoting some effort to WID - and not only in the WID Division. And there are other pressures influencing the amount that they spend in this area (see below). It is therefore difficult to assess with any accuracy the resources which the Bank itself devotes to WID; and even more difficult to identify a specific proportion of this amount as being attributable to the effect of the Grant.

From interviews it certainly appears that other divisions, mainly in the operational sections, are engaged in WID issues to a greater extent than they would have been in the absence of the Women's Grant. But the longer term impact of the grant depends on the success of the strategy pursued by the Women's Division - politically and intellectually. This is discussed in Section 11. As background to this discussion, however, it is necessary first to describe the context within which the Division is working; and hence how Norway, and the Grant itself, might influence the activities of the World Bank in this regard.

9.6 The Culture of the Bank

The World Bank is by far the largest, and most powerful provider of funds to developing countries. It stresses, to varying degrees (depending on the occasion, and the changing climate of world opinion), the fact that it is a Bank and therefore must ensure that its projects are financially viable. But its mandate is not to maximise profit, and within the constraint of maintaining its creditworthiness as a Bank it has the power to pursue a range of objectives. In the seventies equity was pursued as a valid goal along with growth (and not only on the grounds that the two were wholly compatible). Recently, thanks in part to the world recession, the emphasis has been more on growth through efficiency; and there has been a shift from projects towards an emphasis on macroeconomic policy - "getting the prices right". But the world recession has most seriously affected many of the weakest and poorest countries, especially in Africa. This has made the issue of poverty again central, so that a rather mixed message is currently conveyed: achieve structural adjustment, but at minimum damage to the poorest.

When projects were the major form of intervention, and redistribution was a well established objective, there were instances e.g. in the urban sector, where the Bank could be seen to be actively promoting equity issues. In recent years there have been two shifts: towards more general country support, and now to more sector lending. Conditionality has been to varying extent enforced with regard to both; but, in the face of what has been seen as the more pressing problems of structural adjustment and debt, equity almost disappeared from the agenda. There is evidence that it is now beginning to emerge again, though sometimes in varied guises: poverty alleviation, food security etc.

The relative power of the two main departments of the Bank - Operations and Policy - is influenced by such changes; as well as by the recent reorganization. The former is responsible for the more direct task of maintaining a steady stream of major loans, and all that goes with it - identification, appraisal etc. The latter is responsible for setting policy and undertaking research etc. Whether this is more of a servicing, advisory, or instructional role varies to some extent over time, and according to the issue. But the day to day power, in terms of allocating money, lies with the operational departments; perhaps even more so since the reorganization.

The language of the Bank is economics. In contrast to UNIDO (and, to an even greater extent, to MDC/NORAD) a very large number of the staff are economists. Those who are not trained as such generally acquire the economic way of thinking quite quickly, whether because they believe in its merits, or because of its dominance within the Bank. Many have argued (for example in the Cassen Report commissioned by the Bank "Does Aid Work?") that there is a need for more "soft" social scientists. Until recently there were almost none. A few are now employed, working largely in the environment sections.

This raises the question of whether it is either desirable or feasible to try and change this situation; whether the issue of women in development can be adequately dealt with in purely economic terms.

Development planning, ideally, involves a process in which valid and effective instruments of intervention are used to achieve agreed objectives, based on a clear understanding of the problems faced. Economics has a rightful place in all three aspects of the Bank's work: analysis/understanding, objectives, and instruments. But is economics enough? Is there a place for other disciplines? And more specifically (in the context of the present study) for a gender perspective? Is a special focus on women, as some would claim, irrelevant for understanding economic behaviour, invalid as an objective of development, and ineffective as an instrument of policy? And what of the interrelations between these aspects of the process: e.g. is it invalid to use economic means to bring about social objectives, or vice versa? The matter is too complex to pursue in this study, but a brief assessment of the strategy of the WID Division of the Bank is contained in Section 11.

(Here, a difference should be noted between Policy/Research and Operations with regard to the way economics is used. In the former, the need to justify arguments by strict economic theory, preferably supported by hard empirical data is strong. In Operations, experience has shown that for many projects, especially in "soft" sectors such as health, education, and some infrastructure, the rigour which economic theory demands can never be achieved in practice. Thus although appraisal reports may include economic analysis which appears to offer objective scientific proof of the merits of a project, this typically is offered only when such analysis conforms with informed judgment. In many cases, it is the latter which is in fact the more important.)

The Bank is subject to changes in the general climate of aid. But as the biggest donor, and a powerful intellectual force (both in itself and by virtue of its power to hire other brains) it tends to initiate, or very rapidly take over, new ideas in the development field.

The financial position of the Bank is, at present, unusually weak. Given its high level of fixed costs, funds at the margin are very limited. (Thus, for example, the consultancy budget for some Divisions suffered a 30% cut this year). This means that funds such as the Women's Grant are particularly important - although they may become less so when the Bank's finances improve.

9.7 The Determinants of World Bank Action

The World Bank, or more accurately the individuals that constitute it, are subject to a range of pressures. To simplify the matter considerably, these may be briefly summarised as follows, in relation to the issue of women in development.

1) pressure from the top of the agency

A number of policy statements have been made which include reference to women, but the issue is not manifestly of high priority. Thus, the last three Addresses to the Board of Governors make only scant reference to the issue, and generally in the context of another objective e.g. reduced population growth, or food security.

It is understood, however, that the current President, Mr Conable, does attach particular importance to this issue, with active encouragement from his wife.

2) pressure from donor countries

Although enjoying a high degree of autonomy, the President is answerable to the Board, via the Executive Directors (see organization chart). Individual donor countries have the opportunity to exert pressure either at Board meetings or on other formal occasions. Thus, for example, the Senior Vice President for Planning, Policy and Research was asked by a Norwegian representative at the recent World Bank meeting in Berlin in what ways the Bank was assisting women. Such pressure can be most effective.

3) pressure from recipient countries

As members of the Board, the recipient countries, too, have some say. They also, of course, have some say in accepting or rejecting policies and programmes. With regard to the latter, their power varies considerably; also, the World Bank may be more prepared to confront national sovereignty on some issues (such as the exchange rate), rather than others, such as the role of women.

4) bureaucratic self interest

World Bank staff work hard, and competition is intense. Performance, especially in the operational sections, is measured largely by a person's ability to process large loans in a short time. There is less "payoff" to "social" projects, in the sense that the effort expended is thought to be higher per million dollars lent.

In policy and research, ability is assessed largely on the quality of (economic) analysis. Since the issue of women in development, and the analytical work done so far, is viewed with suspicion - as dangerously "soft" and "fluffy" - people may wish to avoid it (or demonstrate their analytical powers more by their criticisms of it).

5) intellectual conviction

The Bank staff are susceptible to intellectual argument, but as already noted this typically has to be couched in economic terms. It may be possible to convince staff, on the basis of economic studies, that the objective of integrating women in development makes sense. But to convince them intellectually in terms other than economic would at best be difficult. Some might even take the view that, at least within the World Bank, intellectual argument must necessarily be translated into economic terms; what cannot be so translated is not pertinent. (See Section 11 on the implications of this view for WID strategy).

6) professional conviction

A number of staff have seen enough of the field to acknowledge, on the basis of experience, the potential benefits of taking greater account of women; for example, they are aware that the majority of farmers are women in many countries, or that many households are women headed. Whether the case has been statistically proved, they recognise its merits at least in some countries and sectors.

7) personal conviction

A number of male Bank staff are committed to WID through personal conviction; in spite of rather than because of self-interest and the culture of the World Bank. Perhaps they come from a culture which is particularly favourable to women, or for some other reason deriving from their own home circumstances they sincerely believe that this is an issue which merits consideration by an aid agency. Female staff may be no more convinced than men. (see below)

9.8 Women in the World Bank

The proportion of women employed as professionals in the World bank has fallen from 21% to 14% in the last seven years. At senior, and even middle, levels the figure is very substantially lower. There is a Status of Women Working Group concerned with this issue, and they recently conducted interviews with 143 staff members to assess attitudes. Their report is expected soon.

There has been some discussion as to whether this internal issue should be linked with the external issue of World Bank development policy, but the consensus is that it should not.

In the WID Division, as noted, almost all are women. Although there is some evidence that women in other parts of the agency take a greater interest in the matter than men, it is reported that many women are neutral or actively distance themselves from the issue.

9.9 The Role that Norway and the Grant could Play

In order to assess the merits of the Women's Grant as an instrument of Norwegian policy, it is necessary to examine what pressures Norway generally, and the Women's Grant in particular, can bring to bear with regard to each of the seven influences on World bank action just identified.

1) Norway can do little or nothing on this; but hope that the current President remains in post under the new administration.

2) Here Norway can exert some influence; but it may be reduced to the extent that they also press for other issues. The most obvious conflict is with the environmental question. It might be argued that this is now well supported by other countries (with some notable response in the Bank) so that a greater stress on women in development would be a more effective use of Norway's limited power. (It may be added that this power is particularly effective while the current President is in office since he may be unusually responsive to pressure on this issue).

It is of course possible to link such pressure to the provision of funds to the WID Division. Certainly Norway's case is stronger as long as it "puts its money

where its mouth is". It is also possible to make the link still more direct, by threatening to discontinue funds.

3) There may be some merit in trying to influence recipient countries directly, but it is not clear how this might be done, nor would such activity be funded through the Multilateral component of the Grant. If recipient countries are lukewarm, or even negative on the issue, this weakens the case for WID.

4) The WID Division (with the help of Norwegian money) may be able to make it less of a problem to incorporate WID: indirectly, by improving guidelines; directly by funding consultancy time. The latter might be more immediately effective, but both are somewhat unlikely. It will be years (if ever) before it pays in terms of effort per dollar lent to incorporate WID. And there are few rewards for effort alone - merely for trying to incorporate WID. The change of heart would have to go deeper than it does at present. But this might be achieved slowly. This can best be achieved by action on some or all of the next three points discussed; this is where the Grant can be most directly effective.

5,6,7) The Grant itself can be effective mainly by strengthening the personal, professional and intellectual convictions of staff members. The danger is that these may be in conflict. If the case is argued predominantly in intellectual terms (and more specifically in economic terms), then this could have two adverse effects: first, to delegitimise professional and personal conviction as grounds for support; second, to limit action to those areas where a watertight economic case has been established.

The matter is by no means as simple as this brief outline suggests. The substantive issues of strategy are discussed at more length in Section 11; and a summary assessment of progress so far, and future prospects, is given in Section 12. The important conclusion to note, however, is that if Norway and the Grant are to have the desired effect, then the strategy which the WID Division follows must be fully discussed and clearly agreed on both sides.

10. UNIDO

10.1 The Women in Development Section

In 1984 a "Focal Point" for women was established in UNIDO. Mrs Chambalu, who had previously worked as a programme Officer for Africa, was appointed to this position, with a half-time secretary. Women's issues were not at that time of priority in the organization, but the forthcoming world conference in Nairobi (in 1985) certainly exerted some influence.

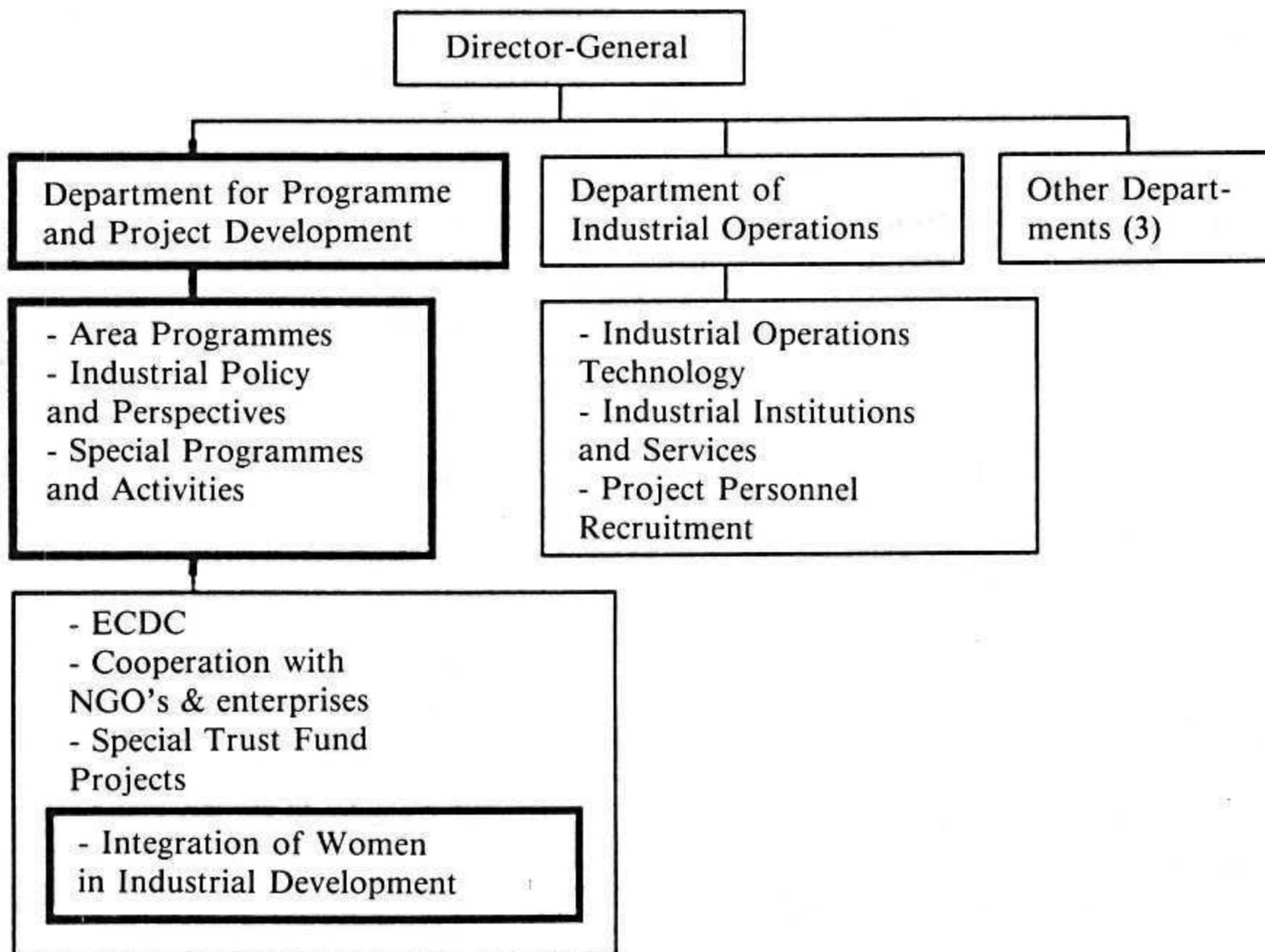
In 1986, UNIDO's status was changed to that of a Specialized Agency. A new Director General was appointed, and a Unit for the Integration of Women in

Industrial Development was established. The location of this unit within the organization is shown in the simplified chart below. In terms of resources to the Unit, however, the only substantial change was the provision of a full time secretary.

UNIDO has five departments; each headed by a Deputy Director - General:

- External Relations, Public Information, Language and Documentation Services
- Department of Administration
- Department for Programme and Project Development
- Department of Industrial Operations
- Department for Industrial Promotion, Consultations and Technology,

UNIDO: A Simplified Organization Chart
(Ref. Annex 4 for complete chart)



As in the case of the World Bank, links with Norway were initiated and developed largely through personal contacts. Ms Chambalu knew Ms Skar when she was focal point at UNESCO; and at the Nairobi Conference, which Ms Skar attended, invited all focal points to meet, and expressed Norway's interest in providing assistance. In 1986, the Norwegian delegate at the Industrial Development Board also discussed the possibility of Norway providing seed money.

In January 1987, Mrs Chambalu attended a conference in Oslo, in a personal capacity, and took the opportunity to meet people in the Ministry to whom she explained the problem of lack of staff. Norway offered to provide an Associate Expert, but found great difficulty in recruiting a candidate. Finally, having apparently had no success with Norway, Ms Chambalu circulated the request to other countries and received a positive response from both West Germany and Japan. Each provided an Associate Expert in late 1987. A Norwegian, too, was finally recruited and arrives in November 1988. Ms Chambalu also requested an additional professional staff member from within UNIDO. From April 1988 this was provided, from redeployment within UNIDO. Thus there are now 5 professional staff, all of them women. The need for a second secretary is pressing; and this matter was under discussion at the time of this evaluation.

10.2 The Grant from Norway

In recent years, and on the basis of the contacts established, Norway has provided a number of grants in support of women's activities (see Table below, where the salary of the Associate Expert is excluded).

Table 10.1 Allocations from the Women's Grant to UNIDO

	NOK '000 (approx)	US \$ '000 (net *)
Expert Group Meeting on Women in Agro-Industries (1985)	280 **	37 **
Seed Money for the Coordinator of the Unit (1986/87)	1140	138
Managerial and Entrepreneurial Skill Devt. for Women (1987/88)	2400	331
UNIDO/NGO Meeting (1988)	370	51
Total	4190	557

* after taking account of the 13% overhead charge which UNIDO levies on technical cooperation projects.

** this includes the unspent balance from a small grant for a workshop, given in 1984.

The procedure for the first grant of seed money was simple. Mrs Chambalu put up a two page note identifying two needs: staff training and programme development. This resulted in the so-called "seed money" grant. For formal, contractual purposes, Norway suggested only an exchange of letters. UNIDO preferred to use a standard Trust Fund Agreement. This sets out the rules and conditions in some detail; but the substantive definition of the outputs required from UNIDO

remained minimal. For the second grant of seed money, an exchange of letters was used to replenish this existing Trust Fund. (Note: Norway does not contribute to the Industrial Development Fund, but does contribute to UNIDO through Trust Funds, and accounts for about 0.5% of UNIDO's regular budgets).

10.3 Resources provided by UNIDO

UNIDO itself provides the salaries of the Coordinator and one professional staff member, plus support services for all. Of the current work of the Unit, UNIDO is also funding the "Study on the impact on women of the introduction of new technologies in the textile and garment industries: emerging trends and implications for women", at a cost of \$ 10,500. The total outlay is thus small by comparison with Norway's input. As noted above, the issue of a second secretary for the Unit was being discussed at the time that interviews for this evaluation were taking place. It may be indicative that during the course of these, the question was put to the consultant whether Norway might be prepared to pay for this also.

Apart from the two Associate Experts, the only other support from other donors to the Unit itself is two small grants from Netherlands: about US \$20,000 for the Expert Group on Agro-Industries, and \$30,000 for the UNIDO/NGO meeting. This brings the total of recent and ongoing projects of the Unit backstopped by the Unit to nearly \$900,000 (see Annex 1 for details). Against this, UNIDO earn an overhead on the projects of the Unit which amounts to about 11.5 % (13/113).

10.4 Results from the Grant

The direct benefits of the Norwegian funds are the tangible outputs which may be summarised in accordance with the different grants indicated in the table above.

* Expert Group Meeting on Women in Agro-Industries. This meeting (from which a written document was prepared) led, amongst other things, to the sector study on fisheries - "The Integration of Women in the Fisheries Industrial System".

* Seed Money for the Coordinator, Integration of Women in Industrial Development. This money is used for a number of different purposes. For example:

- to fund three participants from Guinea in a training programme in Mali on the shea butter process;
- to develop a project for solar drying and processing of fruits and vegetables in West Africa.
- to finance a mission to Guinea to assess the situation of women in small-scale agro-industrial production.

Progress reports and the use of seed-money are required on a half-yearly basis. In these reports the following more specific programmes are indentified:

- staff training: two one-day workshops on Women in Industrial Development were held for managerial and supervisory staff in February 1988 (which included showing two videos, on Sri Lanka and Sierra Leone, commissioned by the WID Unit).

- data base on women in industry: a personal computer has been purchased for the Unit; apart from giving access to a bibliographic package, "Information system on Women" this will be used for report writing and other purposes.

- * Managerial and Entrepreneurial Skill Development for Women in Developing Countries. The Pan-African Institute of Development in Zambia, and the Intermediate Technology Development Group are to be engaged for further work on this major project. The training courses are to be designed initially for East and Southern Africa.

- * UNIDO/NGO Meeting on Contribution of Women to Human Resource Development for Industry. A two-day meeting was held in March 1988 and brought together 52 representatives of international and national NGO's from developed and developing countries. The meeting made recommendations for action by UNIDO and by NGO's.

The indirect benefits are of two kinds. First, there are activities which UNIDO would not be engaged were it not for the Grant; whether funded by UNIDO or by other development agencies. Annex 1 gives a full list of ongoing and possible projects which relate to women, (including those of the Unit itself, just described). In many of these, staff of the Unit have been involved; in some cases directly funded from the "seed money" - sometimes at very little cost e.g. travel expenses. The projects most directly attributable to Norwegian funding are: Solar Drying of Fruits and Vegetables - a \$3.5 million project for which funding is sought from Japan; Transfer of Malian Shea Butter Process to Guinea, Pilot Phase (\$100,000) and Promotion of Salt Production by Guinean Women (\$50,000).

The second type of indirect benefit from support to the Unit is possible lasting changes, in attitude and policy in the agency. To assess the likelihood of these it is necessary to examine the nature of the organisation.

10.5 The Culture of UNIDO

The following summary may be rather less well grounded than that of the World Bank, but in addition to interviews with a range of staff members, the consultant also had the opportunity to view the video film taken of the training session for UNIDO staff, which was very instructive.

By comparison with the World Bank, UNIDO has a narrower focus - on industry alone, and a very different role: to provide technical assistance rather than funds for projects. It is, in addition, in severe financial crisis (see below).

The total annual budget is about \$185 million (cf. \$20 billion in loans provided each year by the World Bank). Of this, over half is spent on technical assistance (broadly defined: about 40% on experts, the rest on subcontracts, equipment, training etc).

UNIDO has specialised expertise in a range of industrial sectors, and this type of technical emphasis pervades the organisation. However, on the policy and planning side, economists have a good deal of influence. What has not been apparent is any significant emphasis on people, or on social issues. Although there are clear official statements to back up the claim that UNIDO has a social mandate, the view is expressed by some that this is properly the task of other agencies, such as UNESCO or ILO; or that even if there is a mandate, UNIDO is not well-equipped to fulfil it.

UNIDO's role is widely regarded as advising on technology, and often high technology. The issue of women may here be perceived as of marginal importance; or of relevance mainly in negative terms -raising problems but not contributing to solutions. Despite the work of the Women in Development Unit, there is widespread doubt and even skepticism. One of the more negative but not wholly unrepresentative views is that this is a passing fashion. If it helps to use such "buzzwords" in order to please donors, then so be it.

And the power of donors is considerable. UNIDO has recently been given a new status as a specialised agency. At the same time it has run into an extreme financial crisis which has weakened it considerably. (This is caused largely by nonpayment of outstanding dues. At the end of 1987 over 50 countries owed \$26 million, of which the USA accounted for \$19 million). The need to balance its operational budget, in accordance with a decision of the Industrial development Board, led to a net loss of 108 posts in 1987. These pressures have caused it to take on a role which, currently, may best be described as self-interested broker between donor and recipient countries.

Any development agency is a mediator between donor and recipient, and answerable to both. But the relationship of UNIDO to both donors and recipients is different from, for example, that of the Bank. Although UNDP still finances the greater part of UNIDO's technical cooperation expenditure, a large (and growing) proportion of it is tied: mainly the Industrial Development Fund, but also Trust Funds, which together account for nearly 25% of the total. Thus donors exert direct influence.

Recipients must, of course, approve of the projects undertaken in their own countries. But since these projects are provided as technical assistance, not loans, recipients are even less likely than in the case of the World Bank, to raise objections. Thus UNIDO is a broker; but the two parties between whom they act are not of equal influence.

And UNIDO is particularly self-interested, at least at present. It needs to secure its own survival at a time when it has recently been made a Specialised Agency, and when its finances are in dire trouble. Narrowly interpreted, this means maximising revenue from the 13% overhead which UNIDO charges on all technical cooperation projects delivered. This implies an immediate aim of maximising the quantity of technical assistance delivered (measured in money terms). More broadly interpreted, it means ensuring that those who fund the agency are satisfied with the work it does. The immediate future for UNIDO is tough; and the direction of its work may change. Thus the target is for \$50 million to come from the Industrial Development Fund. And a growth area may be in "enterprises"; encouraging cooperation with private sector enterprises in the developed world.

10.6 The Determinants of UNIDO Action

The very severe financial crisis has contributed to a situation in which the balance of forces is rather different from that in the World Bank. These may be briefly summarised, using the same headings as for the analysis of the World bank.

Board members have recently emphasised the importance of women. (Thus a large number of country representatives commented on this issue in the last Board meeting). But most have not come up with any money.

Recipient countries have generally not been very active. Indeed it is claimed that they are generally uninterested if not actually opposed. (But it should be noted that among the Board members who submitted comments on WID were several developing countries).

In seeking a balance between what may sometimes be the conflicting views of donors, recipients, and UNIDO itself, the Director-General, anxious to ensure the health of the agency, is perhaps more than usually swayed by the need to comply with the wishes of donors, who predominantly control the purse strings.

In the current financial climate, bureaucratic self-interest of individual staff members is largely served by attracting projects to the maximum value (measured in terms of their money cost). Insofar as "women in development" projects are particularly attractive to donors, they are thus also attractive to UNIDO staff.

Both professional and intellectual conviction regarding the importance of promoting WID may well be less than in some other agencies, because of the nature of UNIDO's work, as discussed above. Many claim that UNIDO is primarily a technical agency, and that gender has little or no relevance to the sorts of issues with which they are concerned. Even those supportive of WID consider that the implications are necessarily largely negative (showing the problems for women that arise from rapid industrialization).

But it is still important that the case for WID be well grounded, in professional and intellectual terms. This is unlikely to be sufficient, in the sense that this

alone will ensure that WID becomes a central concern for the agency. But it is probably necessary; for if the case can easily be faulted in professional or intellectual terms, opposition to WID will be more effective. Even if funds are readily available for WID, control can be exercised in various ways within the agency, through standard approval procedures (such as the Contracts Committee).

Personal conviction appeared to be strong among at least some of those interviewed outside the WID Unit; though not notably more among women than men. (But it is pertinent to note that Ms Chambalu herself, a very ardent advocate of WID issues, was, before accepting the post of Coordinator, by her own account quite uncommitted to the issue).

10.7 Women in UNIDO

Compared to the World Bank, rather more women are employed in professional positions; the proportion has increased from 11% to 18%, but still falls short of the agreed target of 25%.

There used to be a Standing Committee of the Joint Advisory Committee, which then became the Subcommittee on the Employment of Women in the Secretariat. Another body, the Inter-Divisional Working Group on the Integration of Women is apparently dormant. A few years ago there was a seminar for management which discussed the status of women explicitly; but efforts to repeat this have at least until now been not been approved.

There have been no formal moves to link the internal issue (of women in the agency) and the external issues of women in development; but some people do feel that these issues are related, and that they should be seen as such. At the least, women professionals may be more likely to be sensitive and competent to deal with the matter, if they have the necessary WID-competence and professional background. The Head of the WID Unit is eager to support measures to increase the representation of women - e.g on expert rosters, in UNIDO training programmes - and it may be possible to find further ways to do this.

Although a number of women in UNIDO are particularly supportive of the work of the Unit, there are some who feel that the issue may be pushed too far, and some who explicitly cast doubts on the validity of the Unit's purpose, if not its work.

10.6 The Role that Norway and the Grant can Play

In the current circumstances, the most effective instrument of Norwegian policy is the provision of funds for the Unit. Certainly it is helpful to maintain pressure through other means, e.g at Board meetings; but these are most effective when backed up by money. (And for this reason, it may, at some point, be necessary to link the two explicitly).

The mere fact that money is available for women in development will exert influence on the agency at the highest level; and it will also appeal to individual self-interest. And, since the funds are provided as grants, recipient countries, unless very actively opposed, are likely to be at least acquiescent.

Paradoxically, however, for the same reason that such pressure is easy to apply, the likelihood of its having lasting effect is less. The case for WID is by no means well enough established in UNIDO for it to be supported in the absence of the funds. And in any case, conviction of staff members alone, at least in the current climate, is not enough.

The Grant is of very great importance for the Unit. But it is doubtful how long its influence would last if the funds were cut off. The strategy currently being followed is discussed in Section 11, which also provides a summary assessment of progress so far. Ideally, the case for WID can be established so convincingly - in intellectual, professional and personal terms - that it becomes central to UNIDO actions. But such a time seems very far off.

11. STRATEGIES FOR PROMOTING WOMEN IN DEVELOPMENT: SOME POLICY ISSUES

In World Bank, and to a lesser extent UNIDO, the question of Women in Development is now on the agenda: an acceptable topic for discussion. And some specific actions promoting the interests of women are being undertaken. There are many who are unconvinced that this issue should be actively promoted; but to hold such a view is certainly not regarded as out of place.

If further progress is to be made in this direction, effort must now shift to the more substantive issues: strengthening the case for WHY women should be involved; and demonstrating HOW to do it. The purpose of this section is to assess how much has so far been achieved in these respects by the WID Units in UNIDO and World Bank; and what further might be done.

There are some who would argue that WID is necessarily an ideological issue, that cannot be debated without explicit reference to power relations and states of consciousness. Perhaps unsurprisingly, this is not the way that the case is presented by either of these two agencies in formal statements of their position. Even in other documents made available to the consultants there are, at most, only heavily coded references to such an argument. Nor (with perhaps one or two exceptions) was such a view expressed in the course of the many interviews, with both men and women, conducted in the two agencies. Many people (not only in the WID Units) commented on the technical emphasis of UNIDO, and

the dominance of economics in the World Bank; and some related this to wider issues about the nature of these institutions: hierarchical, authoritarian, competitive; stressing the virtues of "hard" data and "technical" expertise in contrast to the "fluffy" thinking of "soft" social scientists. But there was no suggestion that such views had an appropriate place in the debate about WID within the agencies. It was accepted, often apparently without question, that the terms of the debate are set; and it is in these terms that the case must be made. This may well be an accurate assessment of the situation; but it may be helpful to recognise explicitly that this is so.

To understand the acceptable language of debate in the two agencies it is necessary to appreciate the culture of each of them, as briefly described in Sections 9 and 10. In UNIDO, as one of those interviewed said, "we have only just started taking people into account". By implication, the issue of women in development is merely one aspect of this novel approach; and it would be premature to expect rapid results.

In the World Bank, objectives other than merely maximising economic growth have been on the agenda for some time. Yet the discussion of such issues is still framed in economic terms. It may be too much to expect that this situation will change - at least for a long time to come. But it is necessary to recognise the constraints that this imposes on those who promote issues other than pure economic efficiency; and the dangers that may arise in falling too readily in line with such an approach.

This complex issue may be best elaborated by reference to the World Bank, where substantive work on WID has progressed further. A review of some of the documents so far issued, and discussions with the staff of the Division, indicate that a number of different arguments are being put forward in statements from the Division, and further developed in research work done by the staff or consultants. These may be summarised as follows:

1) economic efficiency: women could and should contribute more to output. A highly regarded academic economist was commissioned by the Division chief to examine this argument, and recently presented his paper, which argued that failure to take adequate account of women results in a misallocation of resources, thus wasting the nation's productive potential. For example if far fewer girls than boys attend school, the investment in education is suboptimal.

2) equity: there are different strands to this argument, but the most notable are that women are economically disadvantaged relative to men; and that they have less access to services. Traditionally, economics does not distinguish between individuals in terms of their place within the household. This argument therefore may involve entering the largely unexplored territory of intra-family equity. In this case, too, a highly regarded academic economist has been asked to submit a research proposal, which he has recently done.

3) other objectives: focussing on women can contribute to other valid objectives of the Bank, for example reduction in population growth, food security, environmental

protection etc. Some work is being done, largely within the Division, to examine the validity of these arguments.

4) operational effectiveness: for a range of projects and programmes, it is far more effective to focus more on women: e.g. in extension programmes where the majority of farmers are women; or in primary health programmes; and women may be better able to make use of credit, and have more reliable repayment records. The work on "Best Practice projects" may be of relevance here.

Two points may be noted with regard to the foregoing. First, promoting women in development is rarely if ever stated as a valid objective **in itself**. Second, even the equity argument is played down: the emphasis is on economic productiveness. This may be a necessary strategy, and one which will bring some measure of success. But other possible approaches should perhaps also be considered.

A comparison with the Environment issue is of relevance here (a comparison which some advocates of WID resent, but one which is nevertheless instructive). Environmental issues are far better established on the agenda of the Bank. Thus:

- The number of staff involved is quite large and they are represented in Operations as well as Policy, Planning and Research. Although about 500 staff positions were eliminated in the reorganization, about 40 new environmental positions were added.

- The environment is presented as a valid objective in itself (though this does not preclude also showing how it contributes to other objectives).

- There are at least some who argue that economics is an inadequate discipline for analysing environmental issues. Thus the Senior Adviser to the Environment Department in the World Bank is quoted as saying that "while economic tools are essential for implementing policies, the policies themselves require weighing of both human and environmental factors that defy economic analysis." And the World Bank hired Herman Daly, "a heretic in his profession", noted for his rejection of traditional economic theory.

Does translating the case into Bank language itself subvert the argument; and is there any alternative (in the case of WID or the environment)? It must be recognised that in the case of the environment, lobbying by outside bodies, with heavy pressure through the media, has exerted very great influence on action in recent years. It is largely for this reason that the Bank has changed its position so substantially. And even so, social scientists who work in the Environment Sections still find it necessary to debate the matter mainly in economic terms.

Yet the comparison may still be instructive; not least because such changes as have been achieved have come about not simply (or even mainly) because an unanswerable case has been made on purely economic efficiency grounds. It is beyond the scope of this study to analyse this complex issue in detail, but the following effects of pursuing a "hard line" economic approach to WID may be considered:

- 1) It promotes the market view (women's work has no price and therefore no value) and a bargaining/conflict model of the family.
- 2) It reinforces the view that the merits of a project not only should, but can in practice, be assessed on the basis of the money value of benefits accruing.
- 3) It could limit interventions only to areas where the economic case is strong.
- 4) It has implicit (or explicit) "how" consequences, e.g emphasising pricing or investment as instruments of policy, rather than community involvement.

It should be recognised that both professional and personal conviction are important. Promoting the intellectual argument solely in economic terms - especially in the narrowest terms of productivity - could have the effect of making professional and personal conviction less legitimate grounds for supporting WID. This is a matter which merits further debate. To what extent can the professional and personal cases be made in intellectual terms? Does intellectual necessarily mean economic? It also raises the question of what form staff training should take. Should its aim be to prove the economics case? Or the professional case? Or to sensitise Bank staff to the issues? Can Guidelines relating to an issue such as this ever serve the same purpose as those relating to other aspects of project appraisal, such as the economic or financial?

These are not mere questions of philosophy; they have immediate implications for the allocation of resources and for the political strategy to be pursued within the World Bank. Should the Division concentrate effort on the Operations Department or Policy, Planning and Research? Should funds be used mainly to try and substantiate the economic argument?

Ms Herz recently invited comments from other staff in the World Bank on a range of alternative options for the Division: whether to concentrate effort on pure research, on providing assistance to Operations, etc. The recommendations received were very varied, although there was some tendency for those in Policy, Planning and Research to favour more work on their side, and for those in Operations to argue for more on the practical side. There is a close link between this decision, and the decision as to how best to pursue the intellectual argument. And it is clear that a choice has to be made with regard to where the limited resources available are to be concentrated. On the basis of the limited information obtained our judgment is that effective change will come about by changing the behaviour of those in Operations Divisions. It may well be necessary to present a good case on theoretical, and to a lesser extent empirical grounds. But this should not be the major part of the Unit's work, or use up the greater part of its funds. This would be at best a waste, and at worst counterproductive for the reasons indicated above. To the extent that research is undertaken by the Division, resources can best be used not for financing the collection of primary economic data, but for collecting, analysing and disseminating secondary data. Given that much of such information is not of a quantitative, economic type, this raises the intellectual challenge of translating such important information into terms which are usable by the World Bank. The response to this challenge should

not be to reject such data, but to seek ways of making it useful. (This does not preclude others from primary data collection, Indeed the World Bank could invite university researchers to collaborate with them; but not necessarily at their own or Norway's expense).

There are a number of different, and valid reasons for promoting WID, which do not rely on treating women as a wasted productive asset, or a regrettable reproductive liability. One of the most promising is one which explicitly accepts that WID is about power and consciousness, but sees the economic as a means to achieve change: by providing women with cash earnings, and with credit to empower them economically; and through education as a means of raising consciousness, and power to negotiate. Such an approach does not deny the importance of economics, but it adopts a very different approach to it.

In summary, the WID Division in the World Bank, and Norway, should discuss the strategy adopted and assess whether this is the right one. We have offered here only some comments on the current strategy, and indications of alternatives, for it is beyond the Terms of Reference of this study to do more.

In UNIDO the situation is rather different. Such support as WID receives outside the WID Unit derives very largely from personal conviction. (This seems to be based more on equity grounds than arguments in terms of economic efficiency. And despite the general statements contained in, for example, the guidelines, it is equity which seems to be a primary basis of support for WID in UNIDO). Where support is lacking among staff in UNIDO, the importance of intellectual conviction is likely to be far less significant than the simple leverage that the WID Unit exerts by virtue of having funds at its command.

But this can be used to considerable effect. For example, the cost of a desk study, undertaken by UNIDO staff, on the status of women in industry in a selected country, is very small. Or the WID Unit can easily, and at little cost, attach an additional consultant to a UNIDO mission, or set up a project (financed from its own resources). WID specialists would no doubt be welcome on missions, both for their general contribution, and for advice on how projects might be modified in the interest of women. But they would be far less welcome if they took on what might be seen as an obstructive role: indicating the negative effects of projects for women.

This creates a dilemma for the WID Unit. They are in a weak political position within the agency; or, more accurately, such strength as they do possess derives almost entirely from the funds at their command. As a result, there may be a tendency to concentrate largely on relatively "safe" data collection and analysis, or "women's projects".

In neither UNIDO nor World Bank does the Head of the WID Unit explicitly include the status of women in the agency within their mandate, or formally link this internal issue with the external issue of women in development. But in UNIDO Ms Chambalu does see the merit of increasing the representation

of women in a range of positions - on missions, in expert meetings etc. This may indeed constitute an important part of her strategy.

It should be remembered that until a year ago, the Unit effectively had only one professional staff member. Her strategy has been to get the issue on the agenda - using all the resources, informal and formal, at her command. This she has done to considerable effect. But, as she herself recognises, the need now is to move on to more substantive work; and this will be difficult, for the reasons just outlined.

12. CONCLUSIONS FROM THE CASE STUDIES

The assessment of the Grant to World Bank and UNIDO may be summarised in the form of answers to four questions:

1. Is the administration of the funds flexible and efficient?

The Grant is administered in an astonishingly flexible way. The use to which funds may be put is specified only briefly, and very broadly, in formal documentation. In principle "seed money" is less tied than grants for more specific purposes; but in effect the extent to which some of the other funds is specified is so slight that there is very considerable freedom here too.

This study is not intended as an audit, so that examination of budgets and expenditure has been very cursory; but there is no obvious evidence of wasted resources in either World Bank or UNIDO. In both agencies, the standard accounting controls are exercised by the agency itself - for example to ensure that consultant fees are at an appropriate level. It should be noted, however, that it was with difficulty that the records of payments made from Norway were reconciled with payments received by the agencies, mainly because of deficiencies in the records in Norway (noted elsewhere in this report).

There is no indication that the World Bank is dissatisfied with the administrative arrangements (e.g. by requiring that more complex bureaucratic controls be imposed); but in the case of UNIDO there have recently been slight difficulties, e.g. where the Contracts Committee questioned why a consultancy contract was not put out on a competitive basis. (On rare occasions Norway has intervened to insist on specific points regarding the use of the funds; but only in consultation with, or indeed at the request of, the WID Coordinator in UNIDO).

Nor is there evidence that either agency resents what might be portrayed as interference with their internal priorities; although some variation between the two is evident in this respect. The World Bank would be concerned if this fund

were portrayed as "leverage" on their activities; it can be justified without difficulty as long as it can be shown to support activities which the Bank already favours. They are also concerned to ensure that Bank staff are not seen as "soliciting" funds from external sources - such as Norway. UNIDO, however, is in a state of financial crisis. It is also already heavily (and increasingly) dependent on funds which are tied to varying extents: and this grant has the merit that it is not tied for reasons of donor self-interest.

In both agencies, the bureaucratic skills of the Head of the Women's Unit have allowed the Grant to be used to considerable effect. In the World Bank, for example, at the end of the financial year when extra funds from the Departmental budget suddenly became available, it was possible to use these to replace Norwegian money which had been committed but not yet spent - thus releasing some Norwegian funds for use in the following year. In UNIDO, on more than one occasion, Norwegian funds have been committed against an expenditure which has ultimately been charged to another source (e.g. UNIFEM) - where the other source has been quite willing to provide the funds, but unable (because of the necessary bureaucratic processes) to move quickly enough. Also in UNIDO the freedom that the "Seed Money" Grant allows has made it possible for valuable visits to be made at very small cost (e.g. two days' living allowance, or a small addition to an air ticket).

The remarkable flexibility of the Grant is an important virtue which should not be lightly abandoned. There is no evidence of this loose arrangement being abused; perhaps precisely because of the close personal links between those in the agencies and those in Norway. The aim should be to retain the considerable merits of this mechanism, while ensuring that what is achieved is in line with Norway's intentions. This need not require closer control, but it may require closer monitoring - sometimes, perhaps, independently of Multi. An appropriate policy might be to continue to provide a modest amount of wholly untied funds (seed money), and to provide other funds for purposes which remain broadly defined - subject to the condition that Norway approves the strategy being pursued, and the rate of progress made.

2. How much progress has been made so far?

The degree of importance currently attached to the issue of women in development in the two agencies may be gauged by a number of indicators (some of which also show changes over time).

- location of the unit

In the World Bank the location of the Unit (in Population and Human Resources) is organizationally logical, but not very powerful. In UNIDO, the situation is rather similar, though relatively more favourable, since Special Operations may be a growth area and the Head of this section gives particular support to the WID Unit.

- size of the unit

The number of staff in both agencies has increased considerably in very recent years. In the case of World Bank the increase is from a single person to six (plus as many long term consultants mainly not funded by the Bank). In UNIDO, the increase is from one to five (two core staff plus three Associate Experts).

- funds

Funds provided by both agencies (other than staff and supporting services) are small - certainly much less than the amount of the Norwegian grant.

- official statements

In recent years a number of official statements on the importance of women in development have been made; but to judge them in context, the issue is not given very high priority by comparison with others.

- attitudes

In both agencies attitudes among many of the staff outside the WID Units are still sceptical. However, the issue is on the agenda; and it is not considered irrelevant (or even foolish) to raise it in discussion. There are enough sympathetic senior level staff for the WID Units to work with; but it must be recognised that WID is not at this time generally regarded as a major concern in either World Bank or UNIDO.

- status of the Guidelines

The World bank guidelines are not yet complete. If they become an effective instrument it will only be after a long time. In UNIDO, although the guidelines were issued in 1986, and again in 1987, they are still not used; and there seems little prospect of their being so at present.

3. Is the strategy being followed likely to achieve results as fast as is reasonable given the constraints?

In both agencies the heads of the WID section have been very effective publicists. They have sought and achieved a high profile, both internally and externally.

Both have also adopted a pragmatic approach: starting many different activities in the expectation that some will succeed. As well as making the Unit's work public, this has the merit of testing out the strength of the case in intellectual and professional terms, and establishing what are the effective political constraints within the organizations. For the strategy adopted is necessarily constrained - not simply by lack of resources, but by attitudes within the agencies, and the competing claims of other issues regarded as priority. In both agencies, the WID Units are probably moving as fast as is allowed by these constraints. But there are problems.

In the World Bank the approach so far adopted has been effective; but has had two costs. First, the work programme for staff of the Division has not always been clear, resulting in some confusion and perhaps wasted effort. Second, a demand for the services of the staff of the Division has now been generated - especially from Operational Departments; and the Division cannot satisfy it. This does indicate the success of the Division in getting the issue on the agenda, and puts effective pressure on those who will otherwise have to undertake the work; but it carries with it the danger of antagonising those whom it is important to win round. The quality of the written work so far produced seems to be high - although only a minor part of this can properly be attributed to the Grant itself.

In summary, the Chief of the World Bank WID Unit has taken the Division to where it is now as quickly as can reasonably be expected (and largely thanks to funds from the Women's Grant); but her route there creates some problems for the future. There is now a pressing need (well recognised by her) to establish a clear strategy for the future. What has been achieved so far is considerable; but the approach of advancing on all fronts can no longer be effective.

Despite also adopting a pragmatic approach, the UNIDO Unit has not run into the same problems. This reflects, however, largely on the less favourable circumstances which they face. In UNIDO, although the Grant has been provided for a longer period, there was until 1987 only one staff member. Even now the staff situation is much weaker than in the Bank, (in terms of numbers and experience) and so far little substantive work has been possible. Although the WID issue is now on the agenda, those outside the WID Unit feel little obligation to act. Without funding from Norway almost nothing would have been achieved in the past, and little will be achieved in the future. The Head of the Unit recognises the need now to move from publicisation to substantive work; but the constraints are such that it is difficult to avoid concentrating mainly on "women's projects", in small-scale industry or agro-industry, and on collection of data. In sum, progress is commendable given the constraints; but it is slow.

An assessment of the strategies being pursued by the WID units in both agencies is contained in Section *. In what is still a largely neutral or even hostile environment, these units will find it difficult to do more than that which the climate allows. It is therefore important for Norway to provide not only support but also pressure. The constraints on them must be recognised, and sympathetically taken account of; but if the Units do no more than the institution would in any case countenance then the long term justification for the Grant is weak.

4. Is the likely rate of progress such as to make Norway's continued assistance either not necessary or not worthwhile?

Like all aid agencies, Norway seeks to make ripples in a pond, act as a catalyst, plant seeds etc. In other words, the amount of resources they can provide is very small relative to the magnitude of the objective which they hope to attain. The difference in this case is that the recipient of the resources is not a developing

country but a donor agency. Can the strategy of support - or leverage - be as effective, or even more effective, under these unusual circumstances?

One would expect success where there is a very receptive environment, strongly committed to the objective and lacking only the resources necessary to accomplish it. This is an accurate description of the WID Units in the two agencies, but not of the agencies themselves.

To judge by appearances alone, WID might seem to be well established in both the World Bank and UNIDO. What matters, however, is the extent to which the emphasis on women is translated into action. Here the achievement is much more limited. (And here a possible danger should be noted; that the very success of the WID Units in publicising the issue externally may reduce pressure for real action internally). This should not, however, be taken as a criticism of the work of the WID Units, but merely a recognition that change - of a real and lasting kind - cannot quickly or easily be achieved.

It will be several years before either of the agencies has moved so far that Norwegian money is unnecessary. In UNIDO, if the Grant were cut off tomorrow, institutional inertia would ensure that the programme continued for a while; but it is extremely unlikely that commitment to the issue is sufficient to ensure that continued action without external support. And even with support, expectations from UNIDO should be modest. Good progress has been made in this rather unpromising environment, but it seems unlikely, for a number of reasons including the rather narrow and technical focus of its work and its weak financial standing, that UNIDO will be a major force for promoting women in development.

If the Women's Grant to the World Bank ceased, they would still continue activities in this field, financed both internally and by other donors. But the Bank would clearly not itself make good the whole (or probably even the greater part) of the funds from Norway. Despite, or perhaps precisely because of, this unfavourable outlook, a good case can be made for continued support. The World Bank is extremely powerful; important to influence not only for its own sake, but also because of the impact this can have on development thinking and action among all other agencies. Norway's support to the rather modest level of activities which are currently being financed by the Bank could make a major contribution to promoting WID internationally. But it is important to ensure that the strategy which the WID Unit pursues is one which will be effective, and which Norway actively endorses. The objective and approach of the World Bank is rather different from that of Norwegian aid. This is not an insurmountable obstacle; and indeed closer dialogue may possibly be of mutual benefit; (on the Norwegian side, the gain would be access to, and involvement in, up to date, high quality policy related research work in this area.)

In summary, it is rather early to judge the extent to which the Grant has been successful (especially in the World Bank), but the indications are favourable. This is an innovative approach with much to commend it. Its success so far derives to a large extent from mutual trust and personal commitment of those involved in the agencies and in Norway (and also, in part, on the unusually weak financial

situation of UNIDO and, to a lesser extent the World Bank). But it must be recognised that for real and lasting change to be brought about the time scale is long. This approach certainly has the potential for considerable success. If the Grant continues, there will be a need for careful monitoring on the Norwegian side; and for the judicious application of pressure from time to time.

ANNEX 1. UNIDO: DETAILS OF PROJECTS

Approved/ Ongoing Projects Backstopped by WID Unit

Title of Project	Source of Funds	Amount (\$'000)
UNIDO/NGO Meeting on Contribution of Women to Human Resource Devt for Industry	Norway & Netherlands	89
Seed Money for the Coordinator	Norway	138
Managerial and Entrepreneurial Skill Development for Women in D.C.'s	Norway	323
Study on Impact on Women of New Technologies in textile and garment inds.	UNIDO	11
Expert Group Meeting on Women in Agro-Industries	Norway & Netherlands	48
Associate Experts	Japan West Germany Norway	119 116 56
TOTAL		898

Projects Backstopped by Other Sections	Amount (\$'000)
Botswana: Establishment of Clothing Unit for local manufacture of uniforms	607
Cuba: Upgrading of production from "Guaniquique" and other reeds	80
Gambia: Salt production and marketing in Darsilami village	79
Jamaica: Experimental artemia culture in solar pilot plant at Portland cottage	32
Ivory Coast: Technical advisor to Ministry for the Promotion of Women	120
Malawi: Business Advosry Sevrices for Women	668
Mozambique: Assistance to Mozambique Women's Organization, garment cooperatives	55
Niger: Assistance in semi-industrial production of salt	10
Nigeria: Assistance to salt production by rural women	300
Local production of appropriate technologies for women	54
Zambia: Pilot fruit processing polant by rural women at cottage industry level	100
TOTAL	2,102
Advanced Pipeline Projects: - various, including:	
Integration of women in agro-industrial development: solar drying of fruit and vegetables	3,450
Local production of improved agricutural tools for rural women using appropriate technology	826
Organization, promotion of production and marketing of rural industry and crafts products by women and productive families	2,925
TOTAL	8,528

ANNEX 2. LIST OF OFFICIALS INTERVIEWED

WORLD BANK:

Hierarchy above the WID Division

Mr V. Rajagopalan, Vice President, Sector Policy and Research

Ms A. Hamilton, Director, Population & Human Resources Department

Women in Development Division

Ms Barbara Herz, Chief.

Ms Ann Duncan, Economist.

Mr Gotz Schreiber, Economist.

Ms Nancy Gillespie, Economist (consultant)

Ms Anne Grimsrud, WID Specialist (Norway funded)

Others in Policy, Planning & Research

Ms Nancy Barry, Industry Development. (Also, Status of Women Working Group).

Operations

Mr Robert Hindle, Food Security, Africa

Mr Francis Lethem, Projects Adviser, Africa II

Mr Michael Cohen, Chief, Country Operations Division,
EM I (Pakistan and Turkey)

Mr Dan Ritchie, Chief, Country Operations Division,
Asia I (India)

Mr Martin Karcher, Chief, Population & Human Resources Division,
Asia IV

Ms Paula Valad, Projects Officer, Population & Human Resources Division,
Asia IV.

Mr Armeane Choksi, Director, Country Operations, Brazil.

Mr M Potashnik, Senior Country Officer, Bolivia (LA 3)

Mr Shelton Davis, Latin America Technical, Environment.

Others

Mr Svein Aass, Nordic Mission, Executive Director's Office

UNIDO

Hierarchy Above the WID Unit:

Mr D. Siazon, Director-General

Mr H.P.F Wiesebach, Deputy Director-General, Department for Programme and
Project Development

Mr H. May, Director, Special Programmes and Activities

The WID Unit:

Ms B. Chambalu, Coordinator, Unit for the Integration of Women in Industrial
Development

Ms. G. Zahniser, Industrial Development Officer

Ms. A. Fujino, Associate Expert

Ms. C. Kuesel, Associate Expert

Others in Department for Programme and Project Development:

Area Programmes - Least Developed Countries Branch

Ms. J. Jensen, Industrial Development Officer,

Ms. M. Martin, Industrial Development Officer,

Industrial Policies and Perspectives Division:

Mr H. Muegge, Head, Regional and Country Studies Branch,

Mr C. Falcke, Chief, Methodology Unit, Sectoral Studies Branch,

Special Programmes and Activities:

Ms. M. Souza, Industrial Development Officer, ECDC (Also, member of the
Committee on the Employment of Women in the Secretariat)

Department of Industrial Operations

Industrial Operations Technology:

Ms. A. Tcheknavorian-Asenbauer, Acting Director

Mr. H. Seidel, Senior Industrial Development Officer, Engineering Industries

Industrial Institutions and Services:

Mr. A. Bassili, Senior Industrial Development Officer, Industrial Management and
rehabilitation

Others

Mr. K. Ahmed, Director, Personnel Services, Department of Administration

Ms. E. Jonsvik, Norwegian Embassy, Vienna.

APPENDIX 3

BREAKDOWN OF ACTIVITIES TO CATEGORIES IN MAIN PARTNER COUNTRIES

Table 1 **EVENTS** (Seminars, conferences, workshops, travel support) MILL NOK

Country	1984	1985	1986	1987	Total
Bangladesh	0.073	0.268	0.321	0.148	0.810
Botswana	-	-	0.020	0.030	0.050
India	-	0.561	0.666	0.220	1.447
Kenya	1.334	0.117	0.273	0.117	1.841
Sri Lanka	0.098	0.325	0.451	0.073	0.947
Mozambique	-	0.087	0.171	-	0.258
Tanzania	0.209	0.120	0.328	0.386	1.043
Zambia	0.017	0.122	0.466	0.126	0.731
Zimbabwe	-	0.103	0.080	-	0.183
Total	1.731	1.703	2.776	1.100	7.310

Table 2 **SKILLS** (training, scholarships, education, research, studies) MILL NOK

Country	1984	1985	1986	1987	Total
Bangladesh	-	-	0.067	0.138	0.205
Botswana	-	-	0.020	0.008	0.028
India	-	0.056	0.612	0.388	1.056
Kenya	0.227	0.289	0.635	0.581	1.732
Sri Lanka	0.150	-	0.067	0.030	0.247
Mozambique	-	-	0.080	0.183	0.263
Tanzania	0.100	0.414	0.198	0.064	0.776
Zambia	-	0.037	0.370	0.424	0.831
Zimbabwe	-	-	-	-	-
Total	0.477	0.796	2.049	1.816	5.138

Table 3. INSTITUTION BUILDING (support to NGO's, universities, women's organizations & groups) MILL NOK

Country	1984	1985	1986	1987	Total
Bangladesh	0.256	0.002	-	0.145	0.408
Botswana	-	-	-	-	-
India	0.242	0.042	0.099	0.450	0.833
Kenya	-	0.646	0.863	0.168	1.677
Sri Lanka	-	-	-	0.026	0.026
Mozambique	0.023	-	0.157	-	0.180
Tanzania	0.128	0.100	0.447	0.050	0.725
Zambia	-	-	0.113	0.497	0.610
Zimbabwe	-	0.057	0.048	0.002	0.107
Total	0.649	0.847	1.727	1.338	4.561

Table 4. VISUALIZING WOMEN (media, film, information, reports, documentation, brochures) MILL NOK

Country	1984	1985	1986	1987	Total
Bangladesh	-	0.008	0.013	0.121	0.142
Botswana	-	-	0.006	-	0.006
India	-	0.213	0.286	0.483	0.982
Kenya	-	0.061	-	-	0.061
Sri Lanka	-	-	0.060	0.171	0.231
Mozambique	-	0.057	0.057	-	0.114
Tanzania	-	-	-	-	-
Zambia	-	0.004	-	0.021	0.025
Zimbabwe	-	0.033	-	-	0.033
Total	-	0.375	0.422	0.796	1.594

Table 5. PROJECTS/PROGRAMMES (economic activities, welfare & health projects)

MILL NOK

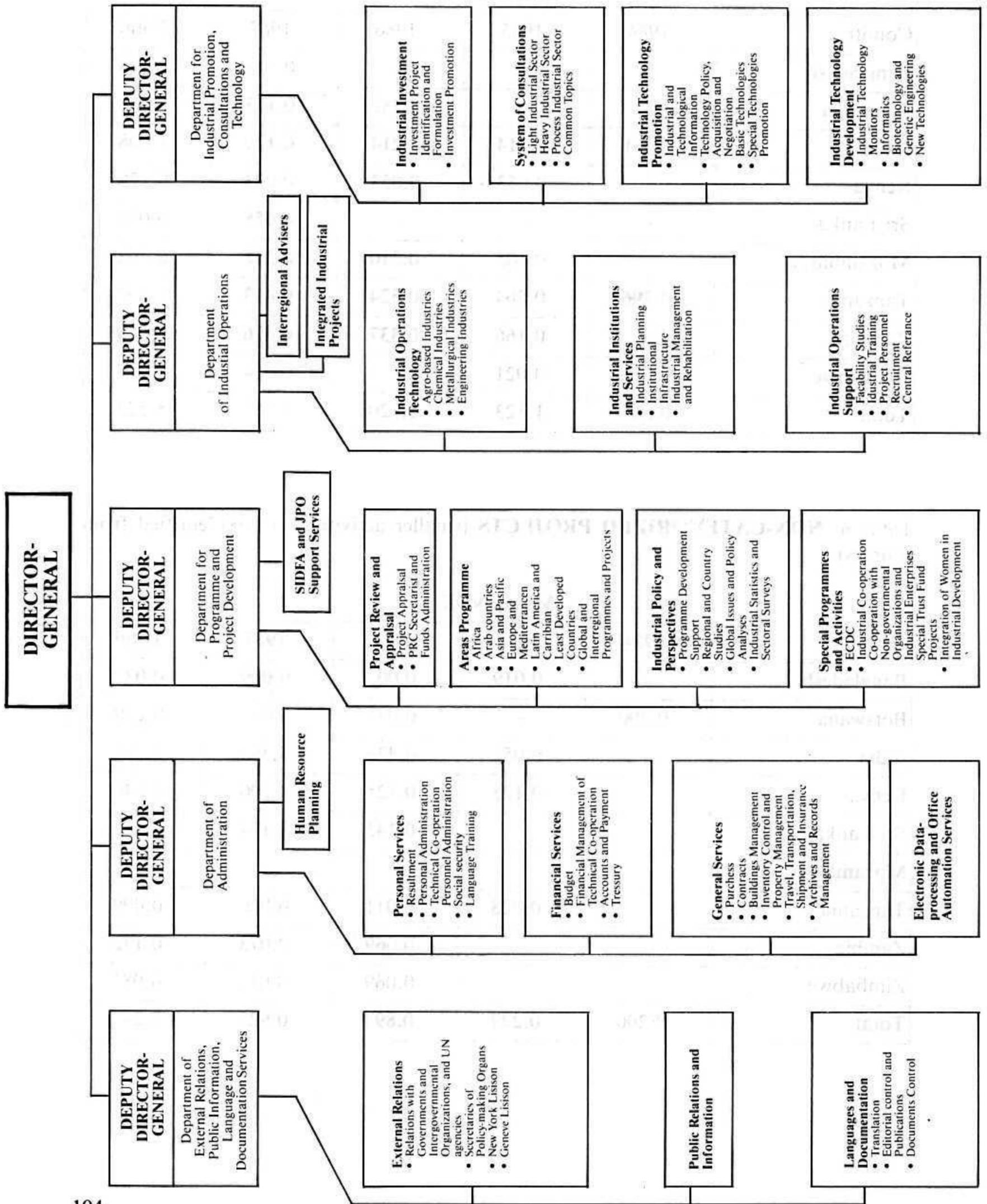
Country	1984	1985	1986	1987	Total
Bangladesh	-	-	-	0.348	0.348
Botswana	-	-	0.382	0.173	0.555
India	0.451	0.214	0.214	0.129	1.008
Kenya	-	0.053	0.053	0.023	0.129
Sri Lanka	-	-	-	0.058	0.058
Mozambique	-	0.105	0.310	0.378	0.793
Tanzania	0.396	0.564	0.524	0.413	1.897
Zambia	-	0.166	0.337	0.126	0.629
Zimbabwe	-	0.021	-	0.084	0.105
Total	0.847	1.123	1.820	1.752	5.522

Table 6. NON-CATEGORIZED PROJECTS (smaller activities and unidentified from sources)

MILL NOK

Country	1984	1985	1986	1987	Total
Bangladesh	-	0.019	0.007	0.009	0.035
Botswana	0.200	-	0.037	0.002	0.239
India	-	0.055	0.436	0.305	0.796
Kenya	-	0.125	0.125	0.290	0.540
Sri Lanka	-	-	0.143	0.174	0.317
Mozambique	-	-	-	-	-
Tanzania	-	0.028	0.011	0.060	0.099
Zambia	-	-	0.069	0.073	0.142
Zimbabwe	-	-	0.069	0.012	0.081
Total	0.200	0.227	0.897	0.925	2.249

ANNEX 4 UNIDO ORGANISATION CHART as of Februar 1989



TERMS OF REFERENCE 19.8.88

EVALUATION OF MDC GRANT FOR WOMEN IN DEVELOPMENT

1. Background

The Ministry of Development Cooperation's (MDC) Grant for Women in Development (hereinafter called "the Grant") was established in 1984 for the purpose of strengthening the Ministry's efforts to integrate a women-oriented perspective in the overall development assistance. To this end the Grant was to provide support for a wide range of activities

- a) for which there were no other established channels or financial resources available
- b) of pilot project nature, often testing out women's own ideas and initiatives which could serve as models for regular WID-oriented projects, and/or
- c) which would strengthen the possibilities of integrating the WID-aspect in regular activities, ongoing or planned.

The Grant was also intended to provide "seed-money" in the sense that the WID experience reaped through such activities were ploughed back into the regular development projects and programmes.

Since 1984 the investments through the Grant have reached a total of about NOK 42 million. It is the intention of the MDC to carry out evaluation of the Grant's function and achievements in relation to its objectives, with a view to assessing its usefulness, especially as regards the integration of WID in regular development assistance activities.

2. Objectives

The purpose of the Evaluation is to provide a basis for the MDC's considerations regarding the continuance of the Grant as an instrument in the implementation of the Norwegian WID policies.

3. Project Description

3.1 Strategies

The evaluation will include desk studies based on existing documentation in MDC/NORAD-archives, interviews with MDC/NORAD-staff and other resource persons. Information

will also be gathered from institutions and persons in Norway, recipient countries and selected multilateral organisations who have received allocations through the Grant.

3.2 Aspects to be addressed by the evaluation mission

I. OBJECTIVES AND FRAMEWORK

The evaluation team shall:

- A. assess whether the development objectives of the Grant are concise, clear and realistic in relation to the WID-strategy of MDC
- B. discuss and assess the strategy of the Grant in both multilateral and bilateral contexts and assess whether it is logically related to the objectives,

II. UTILISATION, FOLLOW/UP AND CONTROL

Based upon a systematic breakdown of activities/projects supported through the Grant, the evaluation team shall assess:

- A. the relevance and efficiency of the management model selected for Grant utilisation, including the mechanisms and criteria for distribution of the Grant
 1. between the Planning Department, the Multilateral Department and NORAD.
 2. by these departments to activities/projects within:
 - the main cooperation countries
 - other countries
 - multilateral organisations
 - regional organisations
- B. how the Grant has been introduced and promoted to potential applicants by the Planning and Multilateral Departments and by NORAD.
- C. the experience with the Grant as a flexible tool for the implementation of the WID strategy
- D. the policymaking, administrative and control procedures for the Grant, including:
 1. routines and regulations pertaining to applications for Grant assistance
 2. approval procedures and decision making (including AUK's advisory role)
 3. reporting, systematising and disseminating of experience gained.
 4. budgetary coordination and control systems

III. ROLE AND EFFECTS OF THE GRANT

The evaluation team shall within bilateral and multilateral contexts:

- A. assess whether the Grant has addressed activities which are covered by ordinary budgets. If ordinary financing has been available, the team shall discuss whether financing has been justified by other reasons, (for instance minimising delays)
- B. evaluate whether sufficient emphasis has been laid on the integration of activities within the ordinary budgets (i.e. what proportion of "seed money" has resulted in longterm endeavours financed from "regular" sources)
- C. assess the relevance of the Grant in relation to implementing the different activities proposed in the WID Strategy and the action plans formulated for the different main cooperating countries.
- D. if possible, comment on differences in Grant implementation within the main cooperating countries and between different multilateral organizations.

IV. OTHER ASPECTS

The evaluation team is in addition free to assess other aspects found relevant and important for the evaluation of the Grant implementation.

4. Conditions for implementation.

The study will be undertaken by Development Consulting AS (DECO) who will make available the services of the following team of consultants: Anders Wirak, Desmond McNeill, Janne Lexow

The team will report to the Ministry of Development Cooperation, 2nd Planning Division.

The report and supporting materials shall be in English.

5. Work Programme

A. PROPOSED WORK PROGRAMME

Phase 1.

Desk study in Norway

- Interviews in Oslo with MDC/NORAD staff and other resource people,
- study of archives in MDC/NORAD

Present and interim report on the findings, including proposal on recipient countries and multilateral organisations for further detailed studies.

Phase 2.

Special study of Multilateral Organisations

- interviews and archive studies in selected multilateral organisations, related to findings of phase 1.

Collect, systemise and prepare information obtained in order to answer relevant questions in TOR.

Phase 3.

Studies in two recipient countries

- Study of documentation in Res. Rep.s files,
- conduct interviews with staff at the Res. Rep. office
- interviews with representatives from organisations receiving grant money, other resources persons (women groups, national women associations etc.) and government representatives,

The findings of the phases 1, 2 and 3 will be presented and analysed in an integrated report.

6. Deadline

The interim report based on the findings of phase 1 will be presented to MDC by 15.10.88

A Draft Final Report based on the analysis and integration of the findings of phases 1 and 2 will be presented to MDC by 20.12.88. The Final Report will be prepared after the comments of MDC on the Draft Final Report have been received.

