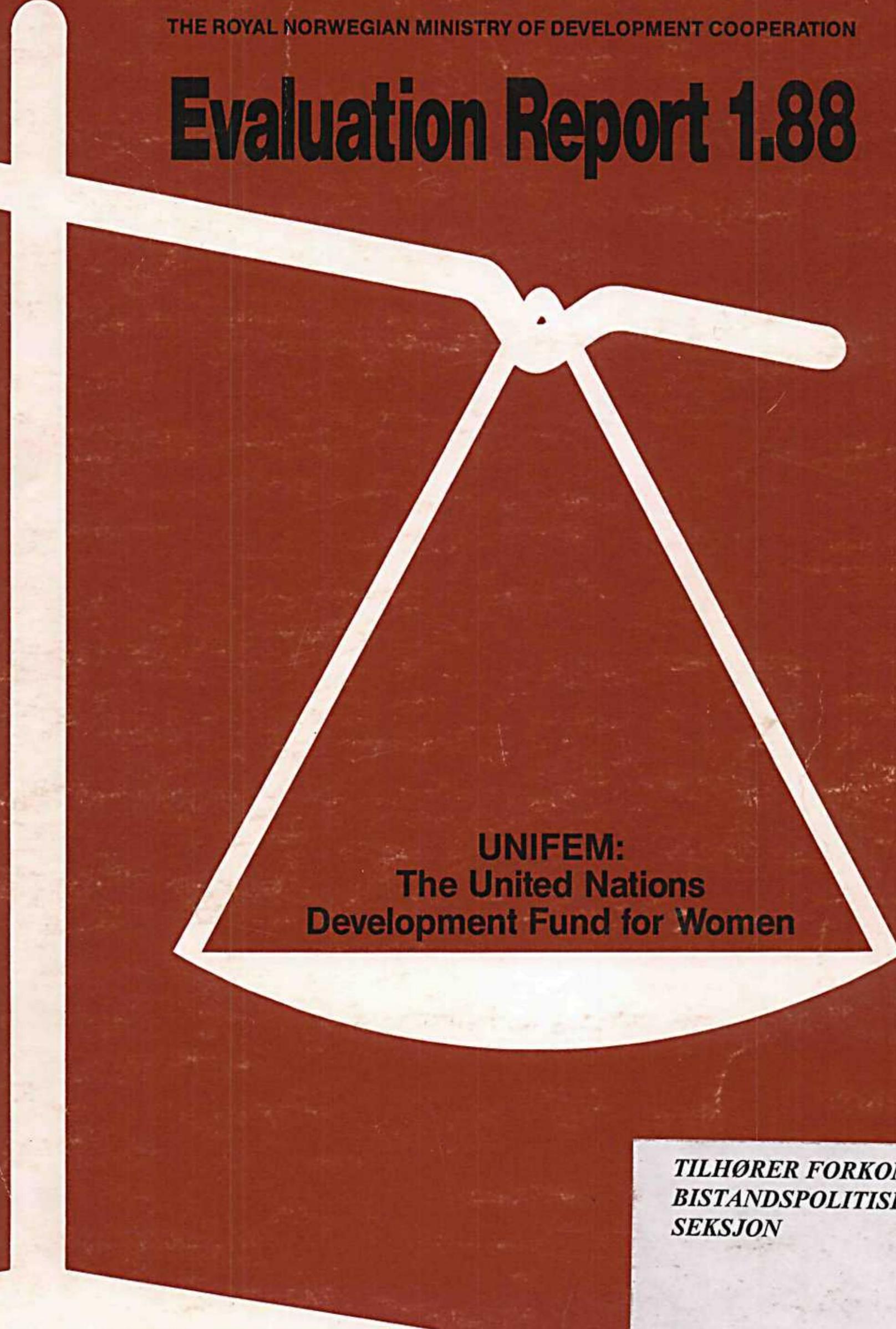


THE ROYAL NORWEGIAN MINISTRY OF DEVELOPMENT COOPERATION

Evaluation Report 1.88



UNIFEM:
The United Nations
Development Fund for Women

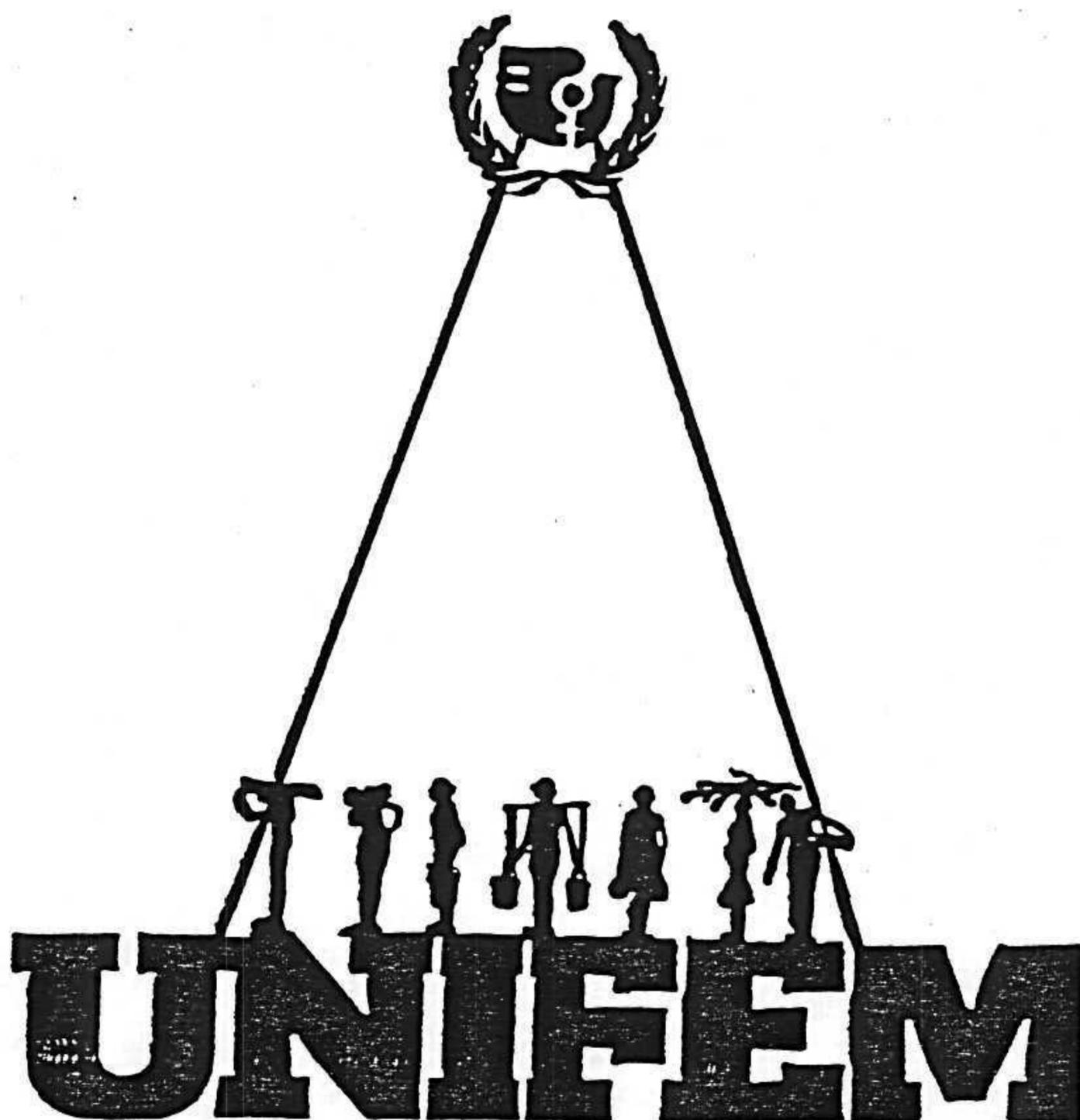
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An independent report
by
HIFAB International



EVALUATION OF:

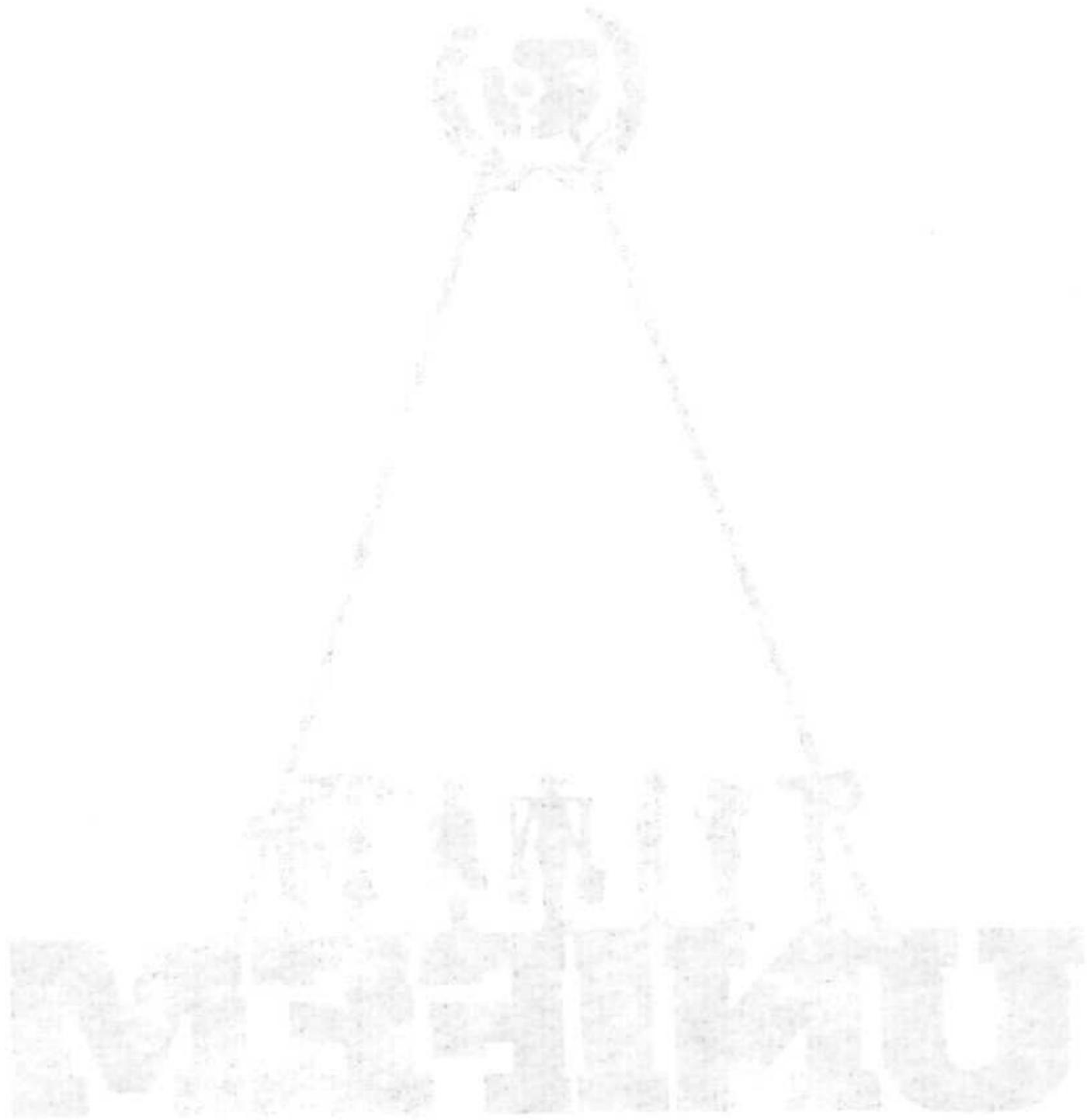
The United Nations
Development Fund for Women



FINAL REPORT,

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AIP	=	Africa Investment Plan
BPPE	=	Bureau for Programme Policy and Evaluation
CC	=	Consultative Committee
CDF	=	Capital Development Fund
CEO	=	Central Evaluation Office
CP	=	Country Programme Planning
D1/2	=	Employment level, Directors
DGIP	=	Department of Global and Inter-regional Programmes
DMIS	=	Division of Management Information Service
DOF	=	Department of Finance
ECA	=	Economic Commission for Africa
ECLAC	=	Economic Commission for Latin America and the Caribbean
ECWA	=	Economic Commission for Western Asia
FAO	=	Food and Agriculture Organization
GA	=	General Assembly
GC	=	Governing Council
IFAD	=	International Fund for Agricultural Development
INSTRAW	=	International Research and Training Institute for the Advancement of Women
JPO	=	Junior Professional Officer
LDC	=	Least Developed Countries
MULPOCS	=	Multilateral Programming and Operational Centers
NATCAP	=	National Technical Cooperation Assessment and Programmes
NGO	=	Non-Government Organizations
OPE	=	Office for Project Execution
P5	=	Employment level, professional
PAPLAC	=	Participatory Action Plan for Latin America and the Caribbean
PS	=	Permanent/Principal Secretary
RBA	=	Regional Bureau for Africa
Res. Reps.	=	UNDP Resident Representatives
RT	=	Round Table
SADCC	=	Southern African Development Co-ordination Conference
TCDC	=	Technical Cooperation between Developing Countries
TOR	=	Terms of Reference
UNCDF	=	United Nations Capital Development Fund
UNCTAD	=	United Nations Conference on Trade and Development

UNFPA	=	United Nations Fund for Population Activities
UNICEF	=	United Nations Children's Fund
UNIDO	=	United Nations Industrial Development Organization
UNV	=	United Nations Volunteers
UNWFP	=	United Nations World Food Programme
WID	=	Women in Development

ITINERARY

- 1 - 5 December -86 Meetings with:
* UNDP representatives
* UNIFEM representatives
(Ref. attached Meeting Schedule, Appendix 7)
- 11 January -87 Departure from Oslo
- 12 January Arrival Swaziland
Meetings with:
* PS, Min. of Agriculture
* PS, Tinkhundla (rural/tribal ministry)
* UNDP, Res.Rep.
- 13 January Field visit to:
* WID Training Project, Entonjeni Project Centre. Meetings with Centre personnel and representatives from local branch of Swazi Development and Savings Bank
- 14 January Field visits to:
* Siphofaneni
* Sithobela
two of the 5 centres in the WID Training Project
- 15 January Meetings with:
* ZENZELE Women's Organization in rural areas
* UNICEF Res.Rep.
* Swazi Development and Savings Bank
* Economic planning
* Lutsango Lwabomake, an umbrella women's organization
* SEDCO (Small Enterprise Development Company)
* USAID
- 16 January Meetings with:
* Project Personnel, WID Training Project
* PS, Tinkhundla
* UNDP Res.Rep., debriefing
- 17 January Departure Swaziland
Arrival Dar es Salaam, Tanzania
- 19 January Meetings with:
* UNDP Res.Rep's Office and Programme Officers

- 20 January** Meetings with:
* UNDP Programme Officers, including JPO responsible for UNIFEM activities
* UNIDO Programme Officers on the Kurazini Project
* UNFPA Programme Officer, formerly in charge of UNIFEM activities
- 21 January** Visit to:
* The Kurazini Project
Meeting with:
* UNDP Programme Officers, including JPO responsible for UNIFEM activities
- 22 January** Meetings with:
* UNICEF, Focal point on women
* Pan African Congress, Women's Coordinator
* PS, Ministry of Community Development, Culture, Youth and Sports
* Ministry of Finance, Economic Affairs and Planning
- 23 January** Meeting with:
* UNDP Ass. Res.Rep., debriefing
- 23 January** Departure Dar es Salaam, Tanzania
- 24 January** Arrival Oslo
- 30 January** Departure Oslo, Norway
- 31 January** Arrival Lima, Peru
- 2 February** Meetings with:
* Representatives from:
- UNDP representatives, including JPO responsible for UNIFEM activities
- UNFPA
- UNWFP
- UNICEF
- 3 February** Meetings with:
* UNDP Programme Officers
* Local NGOs (ONAA, Flora Tristan)
* Local Consultants
* ILO Regional Programme Officers
- 4 February** Meeting with:
* National Institute of Planning (Social Planning Dept.)
- 5 February** Field visit to El Salvador:
* Inspection UNIFEM supported projects

- 6 February Meetings with:
* UNFPA Programme Officers
* Development Institute of the Informal Sector
* Min. of Education
* UNDP, UNFPA, UNWFP, UNICEF representatives, debriefing
- 7 February Departure Lima
Arrival Barbados
- 9 February Meeting with:
* UNDP Res.Rep. and JPO responsible for UNIFEM activities
* Department of Extra-mural Activities, University of the West-Indies (WAND)
- 10 February Meeting with:
* NGO (Women in Development Ltd.)
* NGO (National Organization for Women)
- 11 February Meetings with:
* Min. of Employment, Women's Affairs
* UNDP, Programme Officers

Departure Barbados
Arrival Grenada
- 12 February Meetings with:
* Min. of Health, Women's Affairs
* Representatives from Women in Motor Mechanics Project
- 13 February Meetings with:
* Min. of Finance, Planning
* Min. of Health
* FAO Regional Representative
- 15 February Departure Grenada
- 16 February Arrival New York
- 17 - 27 February Meetings with:
* UNDP representatives
* UNIFEM representatives
(Ref. attached Meeting Schedule, Appendix 7)

February 1st
The first day of the month
The weather was very cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 1st

February 2nd
The second day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 2nd

February 3rd
The third day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 3rd

February 4th
The fourth day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 4th

February 5th
The fifth day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 5th

February 6th
The sixth day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 6th

February 7th
The seventh day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 7th

February 8th
The eighth day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 8th

February 9th
The ninth day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 9th

February 10th
The tenth day of the month
The weather was still cold
I went to school as usual
The teacher gave us a test
I did my best and passed
The principal gave a speech
He said we were doing well
The students were very happy
The school was very busy

February 10th

100

1. INTRODUCTION

The Consultative Committee to the United Nations Development Fund for Women (UNIFEM) requested in October 1986 the Norwegian Government to sponsor a Review of UNIFEM to establish the procedures, routines and means by which UNIFEM operates and cooperates with UNDP and other international agencies, governments and non-governmental organizations (NGOs). The assignment was accepted by the Norwegian Government who through the Ministry of Development Cooperation contracted the Norwegian project management company, HIFAB International AS, through its project managers, M. Jørstad and B. Lunøe, to perform the Review.

The Review was initiated with a desk study in November followed by one week's interviews primo December in New York primarily consisting of meetings with officers from the UNDP and UNIFEM Headquarters.

The meetings confirmed the important role that the UNDP Res.Reps. play in the cooperation between UNDP and UNIFEM and thus underlined the importance of visiting a selective number of UNDP Field Offices and UNIFEM sponsored projects.

In cooperation with UNDP and UNIFEM the countries (of the Res. Reps' offices) chosen were:

- Swaziland
- Tanzania
- Peru
- Barbados/Grenada

Four to five work days were spent in each of the four countries with a final ten days' session in New York, again with representatives from UNDP and UNIFEM.

This draft final report is submitted first week of March.

The Terms of Reference (TOR) for the Mission is appended as Appendix 1.

2. EXECUTIVE SUMMARY

2.1 Introduction

The Consultative Committee to the United Nations Development Fund for Women (UNIFEM) requested in October '86 the Norwegian Government to sponsor a review of the UNIFEM organization to establish the procedures, routines and means by which UNIFEM operates and cooperates with UNDP and other international agencies, governments and non-governmental organizations. The assignment was accepted by the Norwegian government who, through the Ministry of Development Cooperation, contracted the Norwegian project management company HIFAB International AS to perform the review.

The review was initiated with desk studies in November '86 followed by one week's visit to New York (UNIFEM and UNDP Headquarters) primo December.

Field visits were paid to the UNDP Resident Representatives for Swaziland, Tanzania, Peru and Barbados/Grenada, from medio January to medio February '87. Further meetings were then conducted in New York the two last weeks of February, and the Draft Final Report was submitted to the Ministry of Development Cooperation 6 March '87.

2.2 Background

The General Assembly Resolution of 1985 confirms the continuation of the activities of the voluntary fund for the UN Decade for Women through the establishment of a separate and identifiable entity in autonomous association with UNDP (Appendix 2, Resolution 39/125 of 15 February '85, "The Expanded Mandate").

2.3 UNIFEM and the Headquarter Organization and Policy

Main observations:

Six full-time professional and five general service staff.

10 contract personnel, part and/or full-time with varying assignments and contract periods.

250 projects in 1986.

275 projects predicted for 1987.

6 mill USD turnover in 1986.

7 mill USD predicted turnover for 1987.

20 mill USD predicted for early 1990's.

The organization has with few exceptions well educated but inexperienced personnel, the workload is too high and the organization has not established adequate administrative procedures. In addition, there is a need for increased dissemination of information about UNIFEM.

UNIFEM's objectives and policies are governed by:

- a) Memorandum of Understanding (1980)
- b) The forward-looking assessment
- c) The Expanded Mandate
- d) The PAPLAC Document
- e) The Africa Investment Plan
- f) The Policy Document on Asia (expected to be completed late 1987)
- g) Documents on Country Programming, Round Tables and NATCAP.

All these documents are far reaching and ambitious inasmuch as they are resource demanding.

2.4 Recommendations

The overall most important and far reaching recommendations deal with the development concept of the UNIFEM organization, its growth, its professionalization and its administration. It is recommended to carry out an operational analysis based on the agreed objectives, policies and growth expectations. The main components of the operational analysis are to establish:

- a) ACTION PLANS for long and short term development including priority analyses of actions and geographical areas
- b) Overall staffing requirements, both short term and long term, including cooperation with UNDP and other resources
- c) Policy of centralization versus decentralization
- d) The administrative tools, procedures and systems needed to reach the established goals.

In this context it is also recommended to investigate the realistic administrative support costs necessary to reach the desired goals and objectives.

2.5 Project Cycle

The Project Cycle as referred to by UNIFEM and enclosed as Appendix 4 was studied.

The main recommendations concern:

- a) Improvements to the Project Manual procedures on
 - Design
 - Implementation reporting
 - Evaluation
- b) Project approval procedures including the role of the Consultative Committee and the Administrator (ref. chart, Appendix 2A)

2.6 UNIFEM - UNDP Headquarters

The main recommendations are:

- a) UNDP Programme Review Committee
 - Women's division to be represented
- b) UNDP Project Appraisal Committee
 - UNIFEM to be represented
- c) UNDP Action Committee
 - No representation from UNIFEM recommended
- d) UNDP Division of Women's Programme
 - The review team supports the programmed close cooperation with UNIFEM and that the division not be operational.
 - It is recommended that the division cooperates with UNIFEM on the development of a data bank, and that institutionalized cooperation between the Division, UNIFEM and INSTRAW be considered.
- e) UNDP Regional Bureaux
 - Closer cooperation with UNIFEM should be promoted.

2.7 Planning, Monitoring and Evaluation of Projects and Programmes

The review observed the differences in methodology, formats and approach re Women in Development between UNDP and UNIFEM.

The main recommendations are:

- a) that Project Documents differentiate between events, programmes and projects
- b) that UNDP and UNIFEM documentation formats be harmonized that adequate support be given in the field to monitor
- c) and assess development impact.

2.8 UNIFEM - UNDP Field Offices

Main observations:

- a) The Field Offices are understaffed
- b) UNIFEM projects are given low(est) priority
- c) The most junior professional staff is handling UNIFEM projects

The main recommendations are:

- a) General strengthening of the offices seems necessary
- b) UNIFEM projects should be given the same priority as the UNDP projects, alternatively UNIFEM must be strengthened in the field
- c) JPOs should be trained before going to the field
- d) The WID issue should be included in all UNDP staff training programmes.

2.9 UNIFEM - UN Organizations

The main observations are:

- a) There is varied knowledge about and attitude towards UNIFEM and WID
- b) Some agencies feel they could handle WID without the assistance of UNIFEM

The main recommendations are:

- a) UNIFEM should discuss and assess what constitutes catalytic and innovative development projects
- b) UNIFEM should spread information about their mandate and the basic justification for WID.

2.10 UNIFEM - Governments and NGOs

The main observations are:

- a) Most governments have established a women's desk which, however, is not always operational
- b) Most NGOs appreciate the role of UNIFEM ("the only UN organization with a holistic view of women")
- c) UNIFEM has a wide and close contact with the grass root level through the NGOs.

The main recommendations are:

- a) UNIFEM should continue their work on data collection for impact assessment
- b) UNIFEM should expand their links with research institutions and government departments dealing with WID
- c) UNIFEM should give support to NGOs administrative costs when this is relevant in connection with UNIFEM supported project implementation.

2.11 UNIFEM and Consultants

It is recommended that UNIFEM continue a core of consultants, both at HQ level and in the field.

2.12 Conclusion

A main summary conclusion of the Review is that provided the recommendations are accepted and implemented, UNIFEM should be able to operate successfully in an autonomous association with UNDP, as called for in the resolution adopted by the General Assembly and reflected in the Expanded mandate.

3. BACKGROUND

1. The United Nations Voluntary Fund for Women was established in 1976, in connection with the United Nations Decade for Women.

2. In 1981 a resolution was passed that the Fund be continued beyond the Decade for Women.

3. In a resolution of 1983 the Secretary General of the United Nations stated that all possible options on the future of the Fund would be reviewed in depth.

This statement refers to a conflict of opinions on whether the Fund should:

- organizationally be placed with the Department of International Economic and Social Affairs of the Secretariat of the United Nations and its Centre for Social Development and Humanitarian Affairs, which implied that the Fund would be moved to their Headquarters in Vienna,
- organizationally be attached to the United Nations Development Programme, with Headquarters in New York.

4. In 1985 the General Assembly adopted a resolution for the Expanded Mandate (Appendix 2) of the Voluntary Fund for Women, deciding that:

- the activities of the Voluntary Fund for the United Nations Decade for Women shall be continued through establishment of a separate and identifiable entity in autonomous association with the United Nations Development Programme, which will play an innovative and catalytic role in relation to the United Nations overall system of development cooperation,
- the modalities for the future management arrangements between the Fund and the United Nations Development Programme, as contained in the annex to the present resolution, decide that these arrangements shall enter into force at the latest on 1 January 1986.

5. The evaluation team will not attempt to analyze or comment on the process that led to the present organizational solution. The policies and interests that surfaced during those negotiations are reflected in the above text.

When it is said today that the text creates difficulties in the communication and cooperation between UNIFEM and various UNDP offices, it should be taken into account that the text reflects already existing differences on the degree of autonomy considered necessary for the Fund.

Some UNDP Headquarter officers indicated that the sometimes strained relationship between UNIFEM and UNDP, apart from being caused by conflicting policies and the inherent controversy of the WID issue, also was caused by a natural process: UNIFEM has grown and become more visible, and visibility attracts criticism.

An additional difficulty is that the need for taking special measures in order to involve women in mainstream development programmes is considered a non-issue or a controversial issue in many quarters. There is, however, reason to believe that funds may not be forthcoming from some of the major donors unless the Fund is given a certain degree of autonomy. This is considered necessary in order to press the issue of Women in Development, in order to be innovative and in order to be a catalyst for governments and the entire UN system on the issue.

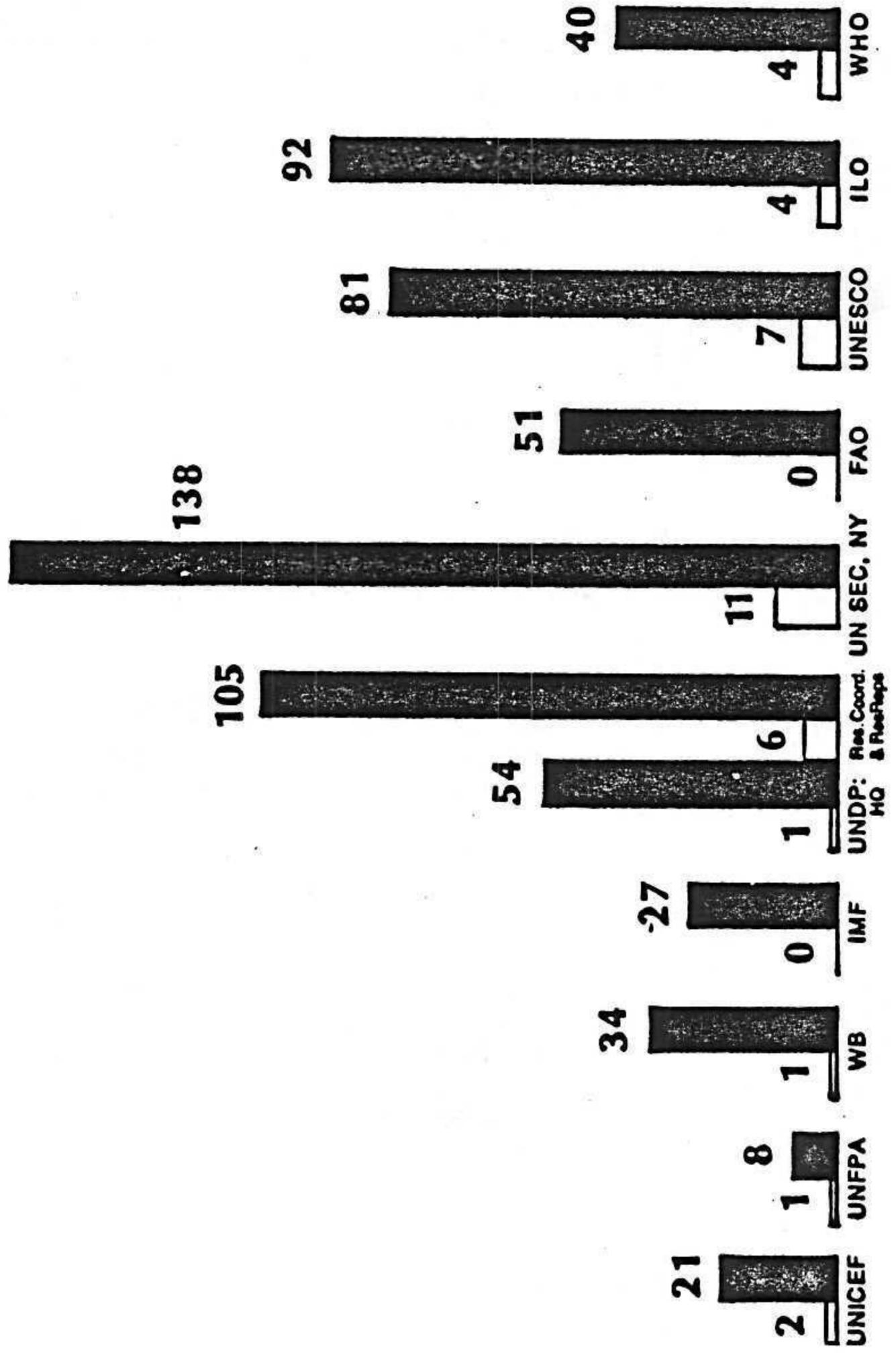
6. It is outside the Terms of Reference of the evaluation team to discuss possible amendments or redesign of the Expanded Mandate. We will, however, refer to the text in the context of operational routines and regulations as applied in the daily performances of UNIFEM and UNDP. When assessing the degree of function on the processes and tasks included in our Terms of Reference, our recommendations will to some degree reflect our interpretation, issue by issue, on where autonomy is necessary or desirable and where a close association seems warranted.

7. The name of the Voluntary Fund for Women has been changed to UNIFEM, which we will consistently use in our report.

8. The issue of Women in Development (WID) still needs to be addressed and pursued, also within the UN-family system. The following chart was made on the basis of the United Nations System of Organizations and Directory of Senior Officials, 1986, by Equal Time.

Ratio of  **WOMEN**
to  **MEN**

as Senior Professionals in
the UN system (Equal Time, 1986).



4. UNIFEM AND THE HQ ORGANIZATION AND POLICY

4.1. INFORMATION AND STATISTICS

4.1.1 Personnel

The Fund's HQ organization as per end of January '87 consists of:

Six professional staff
Five General Service Staff

Staff financed by projects and other funds

10 professional staff, all with varying assignments and contract periods.

General Service

Two general service posts.

Additional Staff

The Director has requested UNDP for additional

- 3 posts at P5 employment level
- 2 general service staff at Headquarter

Ref. Appendix 3.

4.1.2. Projects

The HQ staff handled:

- 250 projects in 1986, including new and ongoing projects and is expected to handle
- 275 projects in 1987

4.1.3 Funding

The project expenditure:

- USD 4,5 mill. for 1986
- USD 5,7 mill. for 1987 (estimated)

Total turnover for 1986:

- USD 6 mill.

Estimated turnover for 1987:

- USD 7 mill.

Target turnover for 1988:

- USD 10 mill.

Target turnover by early 1990's:

- USD 20 mill.

4.2. THE ORGANIZATION AND ITS ADMINISTRATION

4.2.1 Personnel

The objectives and policies as depicted in the Expanded Mandate and the subsequent policy documents call for a mixture of innovative ingenuity and technical professionalism, which will require well qualified and experienced project management personnel. With a few exceptions it may be stated that the present project staff, although well educated, does not meet such requirements, basically due to:

- lack of relevant project management experience,
- lack of experience from project work in developing countries in general, and from the geographical areas under their supervision in particular.

The present workload is too high for the limited number of staff members. This observation is not only obvious from the figures quoted under 4.1 above, but is supported:

- through interviews with staff members,
- by observing the working hours spent in the office by some staff members,
- through interviews with UNDP Headquarters and Field Office staff working in close cooperation with UNIFEM,
- by the fact that the Financial and Administrative Manager is also given responsibility as a Project Officer,
- by the fact that the Director and her Deputy double as Project Officers in addition to their administrative, coordinating, fund raising and policy making duties.

4.2.2 Office Facilities

The UNIFEM office facilities are cramped and without absorbing capacity for increased staffing, unless short term staff is replaced by permanent staff.

4.2.3 The Administration

The Fund has grown relatively fast over the 10 years it has been in existence. Relevant administrative and project management know-how, techniques, systems, and appliances have not developed accordingly. This is evident from:

- apparent lack of delegation (somewhat understandable, considering the inexperienced personnel available),
- lack of clear definition of responsibilities within the office ("everybody does a bit of everything"),
- ad hoc and infrequent, not institutionalized staff meetings,
- no apparent uniform system, by hand or computer, which allows systematic and continuous time and cost project planning and monitoring ("everything is in the responsible officer's head"). Apart from being generally unacceptable, it i.a. makes any takeover or overlap of responsibilities difficult or even haphazard,
- several complaints from the field of slow or no communication on issues which at least by the field are considered important. It should be said, however, that the complains checked by the team were found unjust. This only goes to show, though, that there is room for improvement in the relationship and communication with the field,
- relatively limited knowledge among the UNIFEM staff members as to available services from the UNDP system, both formal and informal, and how to approach and utilize/maximize such services (observation based on statements made by members of UNDP HQ and from interviews with UNIFEM staff).

4.2.4 Accounts

The UNIFEM accounts are today kept by the UNDP Bureau for Finance and Administration whilst the UNIFEM Account and Administration Officer provides input and information only.

4.2.5 Information about UNIFEM

Interviews with UNDP Headquarters and field staff show that the mandate, objectives and policy of UNIFEM are not sufficiently known in the UNDP organization. Similarly did we come across experienced UN field staff who were ignorant of UNIFEM's existence.

It is primarily the duty of the Director with the assistance of the Information Officer to prepare and distribute information about UNIFEM and its operation. Again one must assume that the workload has not allowed the Director to pay sufficient attention to this item, which must be considered very important for UNIFEM's visibility, image, fund raising activities and working relationship with UNDP, other UN agencies, local governments and NGOs.

In this context it was noted that written information on the organization is available from leaflets, pamphlets, newsheets, etc., in what may appear to be arbitrary colours, shapes, forms, and sizes.

4.2.6 Fund Raising

As of 1987, 98 governments have contributed to UNIFEM, and governments will continue to be the primary targets of resource mobilization efforts. The main target groups are said to be:

- permanent UN missions. Need for personal contacts with relevant ambassadors in New York, and other diplomats,
- major donor Governments
- individual opinion-holders, parliamentarians who may be reached at specific times, e.g. during General Assembly,
- press, TV, radio,
- international organizations and national committees on UNIFEM,
- women's organizations, other NGOs, etc.

According to information received from the UNIFEM Director, she spends about 5% of her working time on fund raising, while she considers it necessary to increase this effort to 50%, in order to meet her future budgetary targets.

4.3 GOVERNING OBJECTIVES AND POLICIES

The evaluation of the need for qualified and adequate staff and corresponding management techniques and systems is closely linked with the agreed objectives and policies of the organization's operation.

The main policy documents influencing the present and future operation of UNIFEM are:

- (a) Memorandum of Understanding (1980)
- (b) the Forward-Looking Assessment which established "the Experience and Future Directions of the Fund" and also influenced the development of the:
- (c) Expanded Mandate (A/RES/39/125) (Ref. Appendix 2)
- (d) The PAMPLAC Document
- (e) The Africa Investment Plan
- (f) The forthcoming policy document on Asia (expected completion ultimo '87)
- (g) UNIFEM strategies on participation in Country Programming developments, Round Table Conferences and NATCAP preparations.

4.3.1 Memorandum of Understanding (1980)

This document stipulates the original framework for cooperation between UNDP and the Voluntary Fund, later to become UNIFEM.

4.3.2 The Forward-Looking Assessment

The relevant policy recommendations of this document are:

- "The Fund must grow" - influencing the planned budgetary and professional expansion
- "The Fund must accelerate its specialized professional attention to the Project Cycle"
- "The Fund must keep pace with and contribute to the resolution of the development issues and processes involved in providing technical cooperation".

Apart from influencing the development and policy of the Expanded Mandate, the above recommendations are naturally also reflected in the ensuing policy documents and guidelines developed subsequent to the Forward-Looking Assessment. The Director's aspirations for a budgetary growth pattern as depicted under 4.1.3 and her recent request for staff increase must also be seen in the light of the above.

4.3.3 The Expanded Mandate

The Expanded Mandate is specific on the future objectives and policy of UNIFEM:

- "The operations of the Fund shall be conducted taking into account the innovative and catalytic nature of its development cooperation activities for women and its existing criteria and operational procedures."
- "The resources of the Fund shall be used mainly within two priority areas: First, to serve as a catalyst, with the goal of ensuring the appropriate involvement of women in mainstream development activities, as often as possible at the pre-investment stages; secondly, to support innovative and experimental activities benefiting women in line with national and regional priorities. Fund resources should be a supplement to and not a substitute for the mandated responsibilities of other United Nations development cooperation organizations and agencies, including the United Nations Development Programme."
- "All the administrative and programme support costs of the Fund shall be met from its own resources."

4.3.4 The PAMPLAC Document

This document which specifies the policy guidelines for UNIFEM's operations in Latin America and the Caribbean is far-reaching and ambitious, and thus great resource demanding. Its long-term objective is "to contribute to the creation of a different model of development, which benefits whole societies with women as active agents in the process".

It advocates the following priority subject areas:

- Rural women as central to the peasant economy, especially in agriculture and agro-industries;
- Urban women as workers in the informal sector, in particular domestic service, cottage industry and independent or family trade;
- Violence against women in the public sphere and in the family;
- Communication systems at different levels, as means of accomplishing PAMPLAC objectives in the priority areas.

It deals with the required administrative structure in proposing

- a minimum of three (3) Project Officers to designated sub-regions, positioned in the country where the PAMPLAC policy is to be initiated,
- a new working relationship with UNDP at field level which, based on the observed low priority given today to UNIFEM projects, most likely will increase the workload of the UNDP officer considerably.

The future capacity and professional capability of the UNDP Field Offices in the regions will thus play an important role in this context,

- necessary supportive activities to be supplied at Headquarter level.

It should be noted that the document, apart from proposing sub-regional representation, does not make a full consequential analysis as to required staff and management techniques, interaction/cooperation with other relevant agencies including UNDP, etc.

It is further observed that the document has not been submitted to Res.Reps. in the Regions for their comments. UNDP also states that the PAMPLAC document was neither discussed nor distributed to the Regional Bureau for Latin America and the Caribbean prior to its presentation to the Consultative Committee. This may cause operational problems later.

4.3.5 Africa Investment Plan (AIP)

The Africa Investment Plan is as ambitious in objectives and policy as PAMPLAC. It was adopted by UNIFEM in 1984 and establishes the framework for UNIFEM's activities in that region. The recommended priority support areas are:

- activities to increase food production
- credit support systems
- activities linked to major development assistance
- management support to government ministries and NGOs dealing with women's programmes

General priority to LDCs and close cooperation with ECA/MULPOCS is advocated.

With reference to the management and organization of the AIP it is proposed to develop an operational framework expected to consist of:

- a coordinator at Headquarter jointly financed by UNIFEM and UNDP/RBA (not yet in position)
- cooperation with the 10 programmed UNDP economists through the development of National Resource Persons and/or assistance from JPOs at field level linked to the UNDP Field Offices.

4.3.6 The Policy Document on Asia

The information received would indicate that this document will be completed for presentation to the Consultative Committee by the end of '87. It is reasonable to assume that this document and its proposed policy will be as ambitious and resource demanding as PAMPLAC and the AIP.

4.3.7 Country Programming, Round Tables and NATCAP

All of these are planning and monitoring activities and tools institutionalized by UNDP. UNIFEM's experience of involvement in these activities has indicated the need for a clearly defined role and a more systematic approach to participation. This issue was i.a. dealt with in a "Brainstorming Seminar" in Niamey, Niger, in July '86.

The relevant operational recommendations (also ambitious and resource demanding) from the Seminar may be summarized as follows:

A. Country Programming

- UNDP Res.Reps./RBA should keep UNIFEM informed on the programming of the Country Programme development stages, for UNIFEM to participate as appropriate.
- National Resource Persons should be established to assist in the formulation of Country Programmes and work closely with relevant committees, groups, the national machinery for advancement of women and Government agencies.
- The working relationship between UNIFEM and ECA/MULPOCS should be planned and formalized, (it is not yet known, however, whether MULPOCS will be funded as of July '87).

Observation

In our limited sample survey there was a correlation between UNIFEM's participation in the Country Programme Planning exercise and women's involvement in the planned activities, as versus exercises where UNIFEM did not participate, resulting in no mention of women in these documents.

B. NATCAPS

- UNIFEM/ECA/MULPOCS should be involved in the NATCAP exercise as an integral part of the UNDP team.
- An international consultant should participate in the team to work out the women's component of the programme.
- A National Resource Person should be developed to be responsible for the undertaking and follow-up of the women's component of the NATCAP exercise. Joint financing of the Resource Person should be considered by UNIFEM and UNDP.
- Efforts should be made to support the national machinery for advancement of women and to involve them in the NATCAP exercise.

C. Round Table Cyclus

- Formal agreements should be reached with UNDP on UNIFEM's and ECA/MULPOCS participation in the Round Table cyclus process.
- UNIFEM should participate in the machinery through which the women's issue will be considered in the Round Table documentation.
- UNDP should inform UNIFEM of the Round Table schedules.
- The national machinery (for women) shall be strengthened for Round Table participation.

UNIFEM has recently commissioned a survey to establish "UNIFEM'S ACTIVITIES IN CONNECTION WITH ROUND TABLES, COUNTRY PROGRAMMES AND RBA'S NATCAP EXERCISES". This survey has a number of recommendations which follow the principles of the recommendations recited above, although exemplified and elaborated in more implementation oriented detail.

4.4 RECOMMENDATIONS ON THE UNIFEM ORGANIZATION AND OPERATIONAL POLICIES

4.4.1 Country Programming, Round Tables and NATCAP

We support the recommendations as depicted under A, B and C above underlining the need for UNIFEM to be kept properly informed of the timing of the exercises to ensure forward planning on possible input and intervention in the processes. This presupposes institutionalized communication with the relevant UNDP Field Offices.

4.4.2 Operational Analyses

The overall and most important and far-reaching recommendation deals with the development concept of the UNIFEM organization, its growth, professionalization and its administration. UNIFEM's aim is reportedly to reach a yearly turnover of USD 20 mill. by the end of the eighties/early nineties. It is, however, believed that unless the organization is able to:

- refer to reasonably successful projects
- refer to feasible plans for improving and strengthening the organization in cooperation with UNDP, in compliance with the agreed objectives and policies and in tune with the budgetary aspirations, the WID and UNIFEM may lose credibility and thus visibility and funds.

It will be necessary to carry out an operational analysis of the agreed objectives and policies as depicted under 4.3. above, to establish:

- a) action plans for long and short term policy development and project support, including a careful priority analysis
- b) relevant staffing requirements and plans at Headquarters, regional and field levels with well defined areas of responsibility, authority and Job Descriptions, stating required qualifications and experience.

The staffing plans must consider i.a. the most cost effective use of:

- * the UNDP machinery and relevant support services available at Headquarters and the field;
- * established or new, qualified consultants and local resource persons who may be utilized at all levels

This must be seen in the light of c) below.

- c) a policy of centralization versus decentralization, i.e. decision making authority at field, regional and Headquarters level including the level of advice to be sought from the Consultative Committee (ref. also para. 4.5.4)
- d) relevant office requirements, immediate and long term
- e) the future employment level of the Director (D1 today) in view of:

- * administrative and project management responsibilities,
- * established level for other UN Funds (all reported to be at D2 level),
- * the reported level of the new Division of Women's Programmes (D2)

- f) as to whether or not UNIFEM should be solely responsible for their financial management. This should not be considered in isolation, but be seen as an important issue in this recommended operational analysis.

In an improved administrative and project management system there are strong arguments for including financial management in the organization's daily operation. Among items to be considered are:

- * Cash flow statements
- * Statement of source and application of funds
- * Statement of project budgets and revisions
- * Improved project cost control
- * Relevant software development and purchase/installation of hardware

The important issue is to have easy access to relevant information at all time.

- g) relevant administrative and project management tools, procedures and systems, predicting priority areas, volume of work, size and complexity of projects over the next number of years. Available systems and expertise within UNDP may constitute valuable input in this context.
- h) time spent on Headquarter activities as input to the analysis.

The present UNIFEM staff should therefore immediately be required to register the time spent on daily activities (time sheet).

In analyzing the most suitable and cost effective administration, due consideration should be given to the complexity of the tasks to be performed by UNIFEM as policy makers and influencers and as project planners and implementors. The UNDP (and GC/GA) rule of thumb percentage of total budget to cover administrative support cost necessary to reach the desired goals and objectives and satisfy the policy aspirations, may thus not be appropriate.

4.4.3 Immediate Staffing

Notwithstanding the above, an immediate strengthening of the professional staff is considered absolutely necessary for reasons cited under 4.2 above.

The Director has proposed to the Chief, Budget Section and the Administrator that the Programme Budget for the Biennium 1988-1989 included three additional core staff at P5 level. This request is in principle supported by us.

It also seems logical to give priority to personnel with regional responsibilities.

Should it be difficult to find immediately the three persons requested, priority is proposed be given to Africa and Latin America and the Caribbean. The personnel should have project planning, implementation and monitoring experience from developing countries and should be employed without delay. To ensure a smoother cooperation with the UNDP system than is experienced today, it is suggested that UNDP officers with relevant qualifications and experience and a positive and well established professional reputation within UNDP (e.g. former Res.Reps.) be (permanently) seconded to the UNIFEM Headquarters.

Alternatively, UNIFEM could approach donors with vested interests in the organization for secondment of or support for such personnel.

It is also recommended that in analyzing the need for immediate additional general staff, administrative assistance to the Director should be considered.

The above recommendation presupposes that immediate measures be taken to restrict the workload at the Headquarters. This may only be done by restricting immediate future involvement in new areas in order to consolidate and improve on evident weak points and communication with the field. It is important that the need for professionalization is understood and that this may only be achieved in the short term perspective by not undertaking new activities until the recommended long term analyses and improvements are realized.

Detailed Job Descriptions for required personnel should be prepared.

It is further recommended that the personnel recruited on project contracts be specialists within priority areas, such as:

- credits
- women and agriculture
- training
- etc.

4.4.4 Project Management System

The Operational Analysis (4.4.1) should consider the development of an adequate computer based Project Management planning and monitoring system.

This could be done with the assistance from DMIS and e.g. CDF/OPE and possibly an outside consultant (who may bring in new and fresh ideas from the outside Project Management world), along the lines already developed for OPE, CDF and others, but adjusted to satisfy size and complexity of typical UNIFEM projects. (Ref. also paragraph 4.5 and 5.4 on recommended Project Manual improvements.)

4.4.5 Project Manual

The Project Manual systems and routines should be harmonized with the UNDP system and amended as proposed in paragraphs 4.5 and 5.4.

4.4.6 Information on UNIFEM

To increase information on UNIFEM policy, mandate and objectives the following actions are recommended:

a) Through meetings, workshops and participation in the formulation and implementation of the UNDP training programmes and by other possible means inform UNDP staff and other relevant UN agencies of the mandate, policy and work plans of UNIFEM.

b) Information to potential contributors, Executing Agencies, governments, etc. about UNIFEM, its mandate, policy and action plans is also considered to be important. To this end it is recommended that professional advice be sought to standardize and professionalize the information approach, methods and material. Examples of issues to be considered are:

- a larger and more visible logo
- slogans
- video/TV spots
- slide shows from important programmes
- posters/calendars/postcards
- a UNIFEM colour for all papers which is easily recognizable on overloaded desks
- UNIFEM folders and filing boxes for easy filing of information material
- standard presentations which may be performed by UNIFEM employees on a country/field visit

4.4.7 Fund Raising

A priority plan for fund raising in compliance with the budgetary aspirations should be developed and implemented. Long term plans must be closely coordinated with the Operational Analyses proposed under 4.4.1.

4.5. THE PROJECT CYCLE

Statement

"The Regional Bureaux, other organizational units and Field Offices of the United Nations Development Programme shall continue to assist the operations of the Fund, i.a by joint programming missions to ensure the involvement of women in technical cooperation activities financed by the United Nations Development Programme and by supporting the project cycle activities of projects financed by the Fund. For its part, the Fund shall participate in existing machineries for coordination of technical cooperation at Headquarters and field levels."

(From the Expanded Mandate)

Observation

The Project Cycle as referred to by UNIFEM is enclosed as Appendix 4. Generally we are left with the impression that the principles of the Cycle function satisfactorily. A closer study of the process and the management procedures and formats available has, however, resulted in the ensuing observations, comments and recommendations.

4.5.1 Project Design

Observation

NGOs/Government Institutions/other UN Agencies may participate or even initiate the formulation of a project design. As to the design requirements, UNIFEM is in the process of making available a redesigned Project Manual covering data which will facilitate impact evaluation. (See also 5.4)

Recommendations

- a) Reference is made to paragraph 5.4, which i.a urges harmonization with the standard UNDP format with appended specific UNIFEM requirements.
- b) With reference to the Project Design format, general experience shows the need for:
 - identifying all participants in the project organization both institutions and individuals (e.g. counterparts), all with descriptions of responsibility and authority.

Preferably an Organization Diagram should be prepared. This is more often than not neglected/forgotten by most institutions - it is often difficult and requires special expertise. Neglecting it, however, may cause problems to the implementation, - problems which might otherwise have been avoided.
 - closely identifying consequences of technology choice in terms of necessary training, need for continuous spares supply (availability, repair, foreign exchange, etc.), organization and cost of adequate maintenance, operational costs, etc. - often related to the question of projects' sustainability (see also paragraph 5.4).
- c) Possible local training institutes which may be attached to the project should be identified.
- d) Project activities should be related to alternative ways of organizing the project to optimize funds and available personnel. Suitable management tools and procedures should be identified at this stage.
- e) The schematic workplan should be improved to include a simple time schedule (exemplified in Appendix 5) which will facilitate:

- time scheduling and planning
 - specified responsibility for implementing project activities
 - resource (funds and personnel) allocation to each activity
 - personnel planning, indicating activity involvement, recruitment time, start/completion of contracts, need for overlaps, etc.
- f) At design stage, identify expected and possible problem areas, constraints and bottlenecks on which special reporting will/may be required by the officers in charge of monitoring. (By attempting to identify such items, counter-measures are often identified which otherwise may not have been considered).
- g) A PROJECT SHOULD NOT BE IMPLEMENTED UNLESS UNIFEM IS ASSURED THAT REQUIRED AND QUALIFIED PERSONNEL IN FACT ARE AVAILABLE FOR THE PROJECT - INCLUDING NECESSARY TRAINING

4.5.2 Appraisals

Observation

The project appraisal process includes:

- The Res.Rep.
- The Regional Bureau
- The Regional Commission
- The BPPE
- The relevant technical agency
- The UNIFEM

A minimum of three independent appraisals is required by the Director. This system seems to function satisfactorily.

4.5.3 Formulation of Recommendations to the Consultative Committee

Observation

The presentation of recommendations to the Consultative Committee is done by UNIFEM upon receipt of written comments/recommendations from the relevant appraisal parties. There have been some complaints that such comments/recommendations have merely been appended without comments to the UNIFEM presentation. Reportedly this will no longer be the case as such comments in the future will be built into the presentation proper.

The presentation documentation is rather elaborate and voluminous and obviously represents a considerable amount of time and effort on an already overloaded UNIFEM organization.

Recommendations. Ref. 4.5.4 below.

4.5.4 The Consultative Committee

Statement

The Consultative Committee, whose members should have relevant expertise and experience in development co-operation activities, including those benefiting women, shall advise the Administrator on all matters of policy affecting the Fund. (From the Expanded Mandate.) (Ref. Appendix 2A).

Observations

The Expanded Mandate implied an extended role for the Committee, whose work-load in appraising projects has increased steadily.

It is also noted that the Expanded Mandate does not provide for actual approval of policy recommended actions/advice from the Consultative Committee. However, the Director has reportedly to date not approved or implemented projects or policy not recommended by the Committee.

Recommendations

a) With the planned and expected growth of UNIFEM, we recommend a new appraisal be made of the capacity and role of the Committee. We believe that a continued review of all projects above USD 40,000 will not be feasible, taking into consideration the constraints on their time.

b) Project appraisals are presently performed by the Res.Reps. and UNIFEM, BPPE and Regional Bureaux Programme Officers. In addition, a Project Review Committee should be formed with:

- the Director of UNIFEM
- the Administrator, possibly represented by the Director, Division of Women's Programmes
- the Director of BPPE
- the Director of relevant Regional Bureaux

The role of the Consultative Committee should be:

- i) Policy issues, such as:
 - Interpretation of the Expanded Mandate
 - Assessment of policy papers (PAPLAC, AIP and the expected one for Asia)
 - Management issues
 - Priorities (regional, sector-activities etc.)
 - Cooperation (in what form, with whom etc.)
- ii) To receive and analyze information in view of the agreed policy. In order to do this, the kind of information presented by the secretariat for Consultative Committee meetings should in future be more along the lines of:
 - number and type of project proposals received, related to region, sector, amount requested etc.
 - the number and type of projects recommended/approved, broken down in the same manner as above
 - the number and type of projects that are not recommended/approved, broken down in the same manner as above, and the reasons why they have been turned down (or postponed) stated
 - a standardized format (checklist) on progress/problems of ongoing projects.

On the basis of such information the Consultative Committee should perform its advisory role by assessing whether UNIFEM projects fall within the policy framework of being catalytic and/or innovative, - and by performing continuous revisions of the definition and understanding of what a catalytic and innovative project is, where Women in Development should be to follow up on projects that have succeeded in involving women in mainstream development activities, in order that they do not remain isolated cases.

The Committee should follow up on high-risk projects that failed or that did not improve the marginalized position of women, in order that improved knowledge becomes a basis for future approvals and implementation strategies. (Reference is made to Appendix 2A).

4.5.5 Implementation Reporting

Observations

UNIFEM, has developed a format for Progress reports. Such Reports when completed by the Executing Agencies are submitted through the Res.Rep., who normally passes them on without substantive comments to UNIFEM Headquarters.

Recommendations

- a) The Progress Report format should be harmonized as far as possible with the UNDP formats, with special UNIFEM requirements appended.
- b) The Progress Reports if properly designed, filled in and actively used by the recipient may be an important management tool. The present Report format specifies very clearly that all problem areas and resolving actions taken must be reported on. General experience shows, however, that unless main problem areas to be reported on are identified (e.g. as proposed under 4.5.1 (f) above) the Executing Agency such as an NGO may want to conceal rather than focus on a problem. Close monitoring from the field and the Headquarters is essential.
- c) It is understandable and acceptable that full Progress Reporting is limited to once every 6 months. On a difficult and/or experimental project, field monitoring should be more frequent, however, depending on a number of factors such as:
 - experience and professional capability of the Executing Agency and the Project Manager
 - type, complexity and risk of failure of the project
 - the attention given to the project from qualified and experienced UNDP personnel

The required additional monitoring and reporting should be designed into the project and agreed with the field, accepting that reporting over and above the formalized 6-monthly Progress Reports may be less standardized and less formal, as long as the responsible Project Officers in the field and at the UNIFEM Headquarters receive the essential information needed for appropriate action.

- d) General experience shows that reporting, however simple, usually meets resistance and is done at the last minute. It is therefore extremely important that the reporter is given the satisfaction of having the Report acknowledged and commented upon. It is observed that the Field Office normally passes on the Report without comments (with the possible exception of the financial report) and we received several complaints that UNIFEM Headquarters "never commented upon any Progress Reports".

It is thus recommended that it be institutionalized that comments to the Progress Reports be made:

- by the UNDP Field Office to UNIFEM Headquarters
- by UNIFEM Headquarters to the Executing Agency/Project Manager, via the UNDP Field Office

This will lead to increased motivation in the field, and will generally improve the monitoring standard.

- e) The Progress Report format requests reporting on actual activity dates. It is recommended that actual dates are reported against planned dates. This may expose problem areas which otherwise may have gone unnoticed.
- f) The Progress Report should include a simple cost reporting schedule (not to be confused with financial statements). The cost report should indicate:
- budget sum
 - amount already spent
 - amount committed, but not spent
 - estimated/revised budget
 - amount available
 - estimated savings/over-runs

This will facilitate a more timely action if additional funds are required, rather than having to wait for the financial statements which may be 3 - 6 months behind the actual situation.

4.5.6 Final (termination) Report

It is believed that a Final or Termination Report should become part of the Project Cycle.

4.5.7 Reviews/Evaluation

Observation

UNDP Tripartite Reviews normally take place every year on projects of value above USD 400,000. Participants are

- Government
- UNDP
- Executing Agency

Recommendation

- a) UNDP Field Offices should keep UNIFEM informed on timing of all Tripartite Reviews of projects with a UNIFEM component, irrespective of project value, for UNIFEM to decide on possible participation.
- b) For Evaluations, please refer to paragraph 5.4, Planning, Monitoring and Evaluation of Projects and Programmes.

5. UNIFEM - UNDP HEADQUARTERS

5.1 PROJECT APPRAISAL PROCEDURES

5.1.1 Programme Review Committee (PRC)

Statement

"The Programme Review Committee (PRC) will function as a sub-committee of the Executive Management Committee (EMC), acting on behalf of the EMC, to ensure that appropriate high-level standards, as well as established policies and procedures, are satisfactorily observed in Country and Intercountry Programme matters."

The PRC is basically established to ensure high level standard of Country Programmes with combined resources above USD 10 mill.

Observations

The PRC will also consider Intercountry and Global Programmes and policy related matters.

The PRC participants are:

- Regional Bureaux
- Division for Global and Interregional Programmes
- Unit for Europe
- BPPE
- Planning and Co-ordination Office
- Others as required

It is believed that the introduction of the PRC has generally raised the standard of the CP design and presentation. The PRC has a hectic schedule (between September 1986 and January 1987, the Committee reviewed 48 Country Programmes, 2 Intercountry - and 1 Global Programme).

For all practical purposes this would exclude possible participation of UNIFEM due to the organization's limited capacity.

Recommendation

A representative from the Women's Division (in close coopeation with UNIFEM) should participate to ensure that the Administrator's policy directions and instructions

as to WID are in fact being complied with by the relevant UNDP field and headquarter officers. (As mentioned elsewhere in this report, we saw clear indications that this may not always be the case.)

5.1.2 Project Appraisal Committee (PAC)

Statement

"The chairman may also invite representatives of other organizational units (e.g. Department of Finance, Central Evaluation Office, Capital Development Fund, Fund for Population Activities etc.) when project proposals of particular concern to them are being considered, or when otherwise deemed appropriate. The services of specialized consultants may also be secured to advise the Committee."
(From the PAC's Terms of Reference.)

Observations

The PACs are established for each Regional Bureau as part of the Administrator's measures to improve programme and project quality. They shall:

- (i) review proposed projects (over USD 1 mill.)
- (ii) ensure compliance with policies and procedures
- (iii) determine the suitability of the project proposal

Recommendation

- a) Although UNIFEM is not specifically mentioned in the PAC's TOR, a system should be designed to ensure that "project proposals of particular concern to UNIFEM" will be appraised with participation from a UNIFEM representative in collaboration with the Women's Division.

5.1.3 The Action Committee (AC)

Statement

The Administrator has newly introduced this committee to review all project proposals over and above USD 400,000.

Observations

All project proposals considered and recommended by the PACs will be examined by the AC. The AC is attended by the Administrator, the Assistant Administrator, BPPE and all Regional Bureau Directors.

In reviewing projects, the Action Committee has commented and provided guidance on a significant number of them. Several of these were returned with a request for modifications ranging from relatively minor changes to substantial revisions. In some cases, these amounted to reformulation of the projects as a condition of approval by UNDP.

Recommendations

- a) UNIFEM/Women's Division may have some influence in this context, but it is believed that a more effective and productive impact may be achieved through participation in PACs.

5.2 DIVISION OF WOMEN'S PROGRAMMES

Statement

"There is a need for a Women's Desk in UNDP Headquarters, and the new Division of Women's Programmes will serve that purpose."
(A Resident Representative)

In an effort to support the WID issue, UNDP is establishing a new Division of Women's Programmes. The mandate is i.a.:

- to maintain close liaison and establish an effective working relationship with UNIFEM in order to maximize the complementarity of approaches and inputs and avoid duplication and contradiction between the approaches and activities of the UNIFEM and of UNDP,
- to increase and support recruitment of women in UNDP employment, also in senior posts
- to identify the role of women as participants and beneficiaries in the economic and social development in recipient countries, in programmes and projects funded by UNDP and the operational funds,

- to improve the data base on matters relevant to the participation of Women in Development

(From Division of Women's Programmes, Functions (draft).)

Observations

We have heard a variety of interpretations within UNDP as to why this Division has been established. The most common remark is that this was done by the new Administrator as a genuine effort at promotion and support of the Women in Development issue. There are, however, fractions that see it as a punitive measure against UNIFEM: "If they will not become integrated they will become marginalized."

Since communication and cooperation between certain groups in UNDP and UNIFEM are already strained, it seems important that a potential for widening the gap and overlapping of efforts be kept to a minimum. UNIFEM has written a memorandum on how they and the Division may cooperate (see Appendix 6) and we commend the constructive approach.

We see a potential for mutual reinforcement of efforts and cooperation between the Division and UNIFEM, provided a few issues are clarified.

Recommendations

- a) The mandate of the new Division does not establish that implementation of projects be one of their responsibilities. We fully support this decision.
- b) The team has not been able, due to time constraints and lack of qualifications, to assess how a data base on matters relevant to the participation of Women in Development should be established. UNIFEM has come a long way in assessing what kind of data are needed (the Knowledge Bank). We have made a recommendation (see 5.4) that the methods of obtaining these data may have to be refined. We do not feel qualified in recommending how the data can be computerized. Our recommendation therefore is that qualified personnel, ideally recruited from outside of the UN system, be asked to assess the scale and system of computerization.
- c) We recommend that a basis for cooperation with and utilization of INSTRAW be discussed, in connection with the data base.

- d) For recommendations on further cooperation between UNIFEM and the Division, see 5.3 a) below.

5.3 THE REGIONAL BUREAUX

Statement

"The Regional Bureaux shall continue to assist the operations of the Fund, inter alia by joint programming missions to ensure the involvement of women in technical cooperation activities financed by the United Nations Development Programmes and by supporting the project cycle activities of projects financed by UNIFEM."
(From the Expanded Mandate of UNIFEM.)

Observations

Project proposals are usually sent to the relevant Regional Bureau for appraisal and comments. According to UNIFEM, the comments are received within the time limit required and the comments are appreciated. The Bureaux, however, are not satisfied because their comments are usually appended to the proposal when presented to the Consultative Committee, instead of being incorporated in the text. They also request that UNIFEM give feed-back on their comments, and keep them informed on whether these were incorporated in the final document (although they are invited to the Consultative Committee meetings and receive their report). (Ref. also 4.5.3)

UNIFEM has rarely been asked to assist the Regional Bureau with advice on matters concerning Women in Development. One person from each Regional Bureau at Headquarters has been appointed Focal Point for women's issues. This is but one of their many responsibilities, and there is little contact between them, and between them and UNIFEM. The UNDP Standing Committee on Women has held about 3 meetings over the last 2 years, and the Director of UNIFEM is not a member.

Recommendations

- a) It is a responsibility of the new Division of Women's Programmes to develop and maintain a close liaison and working relationship with the Bureaux and with UNIFEM. We recommend that the Division promotes and supports a closer cooperation between the groups, including UNIFEM.

5.4 PLANNING, MONITORING AND EVALUATION OF PROJECTS AND PROGRAMMES

5.4.1 Harmonization of formats

Statements

"General questions of development and access of women to development resources have, as a common objective, to create conditions which will improve the quality of life for all.

The completion of the forward-looking assessment of the activities assisted by the Fund and the findings and conclusions with regard to women and development and their implications for technical cooperation agencies and organizations, are welcomed."

(From the Expanded Mandate of UNIFEM)

Observations

The fact that the various UN Agencies and Funds have differing formats for performing the above functions is increasing the work-load, not only for UNDP field offices who often represent other UN institutions, but also for recipient governments and NGOs. We heard complaints from these categories of personnel and UNDP Headquarters that UNIFEM (and other UN organizations) insisted on using formats other than UNDP's. An often implicit or explicit consequence has been that assistance on filling in and submission of these different formats were given low priority.

Taking into account that the most junior person in the field offices normally is in charge of UNIFEM activities, and that this person usually is a Junior Professional Officer with frequent turn-over (contracts of 1 - 2 years), it is understandable that there is a certain resistance and lack of capacity to learn the use of yet another format.

We heard complaints that the standardized UNIFEM Project Document was not suitable for the varying activities, i.e. there should be different formats for programmes/projects/ events. It is likely that these complaints would also apply to the UNDP format, as exemplified by the difference in planning, monitoring and evaluation of, for instance:

- a national hydrogeological survey
- a rural low-cost water supply
- a seminar on maintenance for water operators

Appreciating that everything possible must be done in order to streamline procedures and reduce the workload of the Field and Headquarter Offices, we have assessed and compared the project documents of UNDP and UNIFEM as a basis for making recommendations. Their mandates call for assistance to governments and target groups in developing countries, which will improve the quality of life for all. We have attempted to assess to what degree this is reflected in the various planning, monitoring and evaluation documents.

There are some major differences between UNDP and UNIFEM project documents concerning:

a) Women's Involvement

The UNDP Project Document mentions women once, in a foot-note:

"List any of the following goals to be addressed by the project: women in development, TCDC, environment, energy, low-income groups, investment follow-up."

There is no other mention of women in this document.

The UNDP Project Performance-Objectives Sheet asks in its Instructions for the Completion format:

"Give the proportion of women among the beneficiaries."

It also requests that the gender of all project personnel and trainees be stated.

There is no other mention of women.

Both UNDP and UNIFEM documents use the words participants and beneficiaries. The UNIFEM documents require a breakdown of these categories into gender whenever relevant. They also demand specific data on the participants' economic, social, geographic etc. status, in order to be able to measure changes over time, as a possible consequence of the project. These data will be fed into the computerized Knowledge Bank which will become the base for continuous monitoring, impact evaluations and general knowledge on community men's and women's participation in development activities.

- b) Project results (output, or short-term objectives) and project impact (outcome, or long-term objectives)

The UNIFEM formats evidence a philosophy that development activities demand a strategy for change through one or several channels of activity, which will depend on and vary with the different causes for underdevelopment, as experienced in different regions of the world.

UNIFEM has made a commendable effort in their attempt to analyse differences between regions as related to development in-put and planning strategy.

Expected results of a UNIFEM project have to be listed and assessed in sub-categories under some main sectors of development and change for the target groups:

- Economic
- Social
- Political/policy
- Information
- Technological
- Participatory modes
- Personal development

It is implicitly and explicitly assumed that development and change are a generative process and that changes in one of the above sectors, whether positive or negative, will lead to changes in one or more of the other sectors (positive or negative). The UNIFEM formats attempt to understand and measure the aggregate results of development and change.

This is in sharp contrast to the UNDP Project Document, which interprets development and change as a simple linear function of inputs:

"The logic of a project is embodied in its project elements ..; each element in the chain as one extends from development objective down through inputs is supportive of those which precede it, i.e. the logic of a project relating to its immediate objective can be stated as follows: In order to achieve its immediate objective, project has to produce certain designated outputs. In order to produce these outputs it has to carry out specific activities. In order to carry out these activities, it must obtain various inputs, at specific points of time, in specific quantities and with defined qualities. The chain of logic is thus of considerable importance in project formulation."

Given such fundamental differences in the understanding of development and social/behavioural change processes, it is perhaps inevitable that baseline, progress and evaluation report contents are different.

We have observed conflicting signs that UNDP will amend their formats. The Final Draft Report of the Administrator of 9 February 1986 states:

"It is now proposed to broaden the ... (UNDP's Programme and Project Management Information System) ... in order to monitor more closely the thousands of projects currently in operation. Qualitative judgements will be introduced into the data base, drawn from progress, evaluation and similar reports ... A task force is currently reviewing the management reporting system as it relates to qualitative aspects of programme activities."

However, the UNDP Project Performance Evaluation Report contains the revised procedures and is dated 19 December 1986. Amongst its new features is not listed the qualitative aspects (impact) of development projects.

We will restrict ourselves to making one more observation on the differences between the formats.

UNIFEM is explicitly concerned with both results and impact of projects. As a consequence, their evaluation format requests information on probable self-sustainability of the project.

5.4.2 Community Analysis

The UNIFEM format requires a Community Analysis and progress assessments on:

Community type, resources, migration patterns, economic situation, occupation, education, housing, workload, health and participation in political and social organizations. Progress and success of a project will be estimated on the basis of changes in these sectors.

Some comments are warranted. UNDP Field Offices and representatives from NGOs and government institutions complained that the provision of the data required was time-consuming, complex and sometimes impossible. Our experience supports their views that reliable data on participant or household incomes is difficult/impossible to obtain through the interview method, and that more reliable information requires in-depth studies of the specific communities. The same is the case with data on time-use for specific

daily tasks. Even if available they will often show great cyclic variations over the productive and climatic seasons. In Tanzania, a sensitive question which obtained unreliable answers was information on educational level of participants (due to the rather forceful policy pursued by president Nyerere). Some informants admitted that they had filled in the format with their own guesstimates for some of the columns.

UNIFEM Headquarters informed us that they have had initial difficulties with the adoption of the format, but in specific countries (Asia) where they have provided expert support, the formats are now being used reliably.

5.4.3 UNDP and the WID strategy

The general objectives of the WID strategy is to increase the efficiency and effectiveness of development programmes supported by UNDP through the active involvement of women as participants and/or beneficiaries.

According to the UNDP General Objectives, the attainment of goals will be measured and reported on through continuous monitoring and review, and indepth evaluations as appropriate.

It was stated in paragraph 4.3.3 - 4.3.5 that resource demanding regional UNIFEM policies and guidelines should be accompanied by an analysis of budgetary and personnel requirements. Their PAPLAC and AIP are highly recommendable, and so are the new UNDP General Objectives of the WID strategy. Concerning the latter, it seems that funds are available for the training of UNDP staff on the WID issue, and in fact the content/curriculum of the course has been prepared. We assume that UNIFEM staff, specialized on the WID issue, will be involved in the final design of these courses.

We have not been able to ascertain that additional funds and personnel required for monitoring, review and in-depth evaluations of the WID strategy, when incorporated in UNDP supported programmes, will be made available.

The UNDP Central Evaluation Office/BPPE has performed a pilot study on how UNDP project evaluations deal with issues of women's involvement in development (November 1986).

The major findings were summarized as follows:

- "i) Forty per cent of the evaluation reports reviewed refer to women.
- ii) Women's concerns are reflected primarily in evaluations of projects which are designed to achieve direct local-level/target-group impact and which operate in the more traditional domains of women's life such as the social and agricultural sectors.
- iii) Women's issues still remain excluded from evaluations relating to projects at the macro-economic and sectoral levels, such as projects supporting national development planning.
- iv) Only one evaluation mission out of 20 was specifically requested by its Terms of Reference (TOR) to examine WID issues.
- v) Available empirical evidence does not permit to draw a clear conclusion about the importance of the composition of the evaluation team. Sometimes the presence of a female evaluator mattered; and other times, it has no obvious bearing on the team's perspective on the project.
- vi) The reports which refer to women, discuss the relevant issues usually in a somewhat superficial fashion, lacking depth of analysis, clear concepts, criteria and indicators of success.

Nevertheless, in spite of the observed shortcomings, it could be concluded that the findings of the present study are encouraging. Women's issues seem to be raised as frequently as issues of beneficiaries in general.*) As regards the latter aspect, other CEO studies have shown that the question of beneficiaries, without distinction between males and females, is usually being considered in one third to one half of all evaluations."

- *) According to this statement and i) above, beneficiaries are assumedly mentioned in only 40% of the evaluation reports. The implication is that monitoring is less than adequate. We have reason to believe that UNDP/UNIFEM do not presently have the resources necessary to improve the situation, and we have seen no UNDP plans that will positively influence the situation.

We are not the only ones concerned about the ratio and professionalism of support staff to programmes. Some of the high-level officers within the organizations are concerned that UNDP, bilateral donors and recipient governments have together created "a system of mutual self-deception". There are repeated indications that all three parties want a re-negotiation in development assistance based on the realistic situation. The realistic situation is not only that the Women in Development issue, as represented by UNIFEM, is treated less than seriously by the organizations who instituted the Women's Decade. The real situation is that little is known about the impact of projects and programmes on the poor populations in the developing countries.

The findings of the above pilot study are followed by a question which leads to our recommendations: "The question is ... whether the instrument of evaluation is being fully exploited for the purpose of promoting progress towards WID objectives."

Recommendations

a) Project Documents (proposals, progress and evaluation reports) should distinguish between, and probably cut down on requirements for data, on:

(i) events (workshops, seminars, etc.)

(ii) national surveys, provision of certain national infrastructural components, certain training programmes etc.

as opposed to

(iii) projects where the ultimate beneficiaries are involved

b) Project Documents should consist of a basic and identical format for UNDP and UNIFEM (and other UN Agencies and Funds), with Appendixes for specific information required by specific mandates.

The indicated possibility that UNDP will include qualitative data and therefore, hopefully, impact information, creates a potential for a common basic format, where the Appendixes will constitute the minor part.

c) UNIFEM's Community Analysis

No report should contain requests for data that are impossible to obtain (within the given time or monetary limits), or whose reliability is highly questionable when provided. Further field-testing of the format under the supervision

of qualified and expert personnel is recommended. When necessary, indicators will have to be found and used, instead of direct information, on issues of a sensitive nature. These may vary from region to region. It would seem advisable that expertise, such as national University groups or core consultants be contracted to teach and supervise the use of the format in the initial stages of introduction.

- d) UNDP must follow up their commitment to UNIFEM field support and the WID issue through continuous monitoring, reviews and in-depth evaluations of impact on the total target group.
- e) Alternatively, UNIFEM must be given the resources to follow up.
- f) We recommend that donors, UNDP and governments accept that funds will not have optimal development impact (and can easily have a detrimental impact), unless relevant expertise is available in the field. Thus, personnel expenditure to projects and programmes should be assessed more on the basis of need than on the basis of a generally established percentage of the budget. This is a general recommendation, with specific importance in the case of innovative, small and high risk ventures like those undertaken by UNIFEM.

6. UNIFEM - UNDP FIELD OFFICES

6.1 ABILITY AND WILLINGNESS TO SUPPORT CATALYTIC AND INNOVATIVE ACTIVITIES

Statement

In a Memorandum of Understanding between the United Nations and UNDP (1980), the latter is made responsible for maintaining the same standards of accountability for UNIFEM projects that it does for its own projects.

"The resources of the Fund shall be used mainly within two priority areas: first, to serve as a catalyst, with the goal of ensuring the appropriate involvement of women in mainstream development activities, as often as possible at the pre-investment stages; secondly, to support innovative and experimental activities benefiting women in line with national and regional priorities."

(From UNIFEM's Expanded Mandate.)

Observations

The management responsibilities carried out by UNDP Field Offices in support of UNIFEM are mainly:

- an assessment by the Res.Rep. of all project requests before sending them to UNIFEM,
- transmission of reports prepared by the Executing Agencies:
 - * a progress report on substantive and financial matters every 6 months
 - * a review and evaluation report once every two years (on projects of more than USD 40,000)
 - * a termination (final) report
- assistance to UNIFEM consultants and staff when on official mission,
- supervision of UNIFEM sub-regional or country officers.

As would be expected, there are occasions when UNIFEM and UNDP are mutually dissatisfied with each other's performances, but generally these procedures seem to function.

6.1.1 Understaffing

Based on our sample survey, UNDP does not provide the same standards of monitoring and supervision for the UNIFEM projects as it does for its own. Most field offices and several officers at UNDP Headquarters freely admitted that UNIFEM was given low(est) priority.

Several field staff personnel stated that it is only natural that UNIFEM is given low priority taking into account that:

- everybody is overloaded with responsibilities
- they consider themselves first and foremost the employees of UNDP
- priority is given according to project costs, which implies project importance
- it is felt that UNIFEM's mandate is unnecessary, since women constitute half the target population of any project or programme, anyway

Given the shortages of staff at field offices, UNDP can not provide the required close supervision and monitoring of the implementation of UNIFEM projects, in most cases.

One UNDP field office visited is reportedly planning cost-saving modalities by:

- using UNVs instead of experts or Programme Officers
- using associate experts, provided free by some donor agencies, instead of Programme Officers
- using regional experts at cost-saving salaries (the salaries, not the expertise, is the relevant issue)
- using governments as executing agencies in order to save overheads

There is increasing concern within UNDP about the decrease in professional standards in Field Offices, also due to increasing replacement of Programme Officers by Junior Professional Officers.

UNDP plans to support field activities by recruiting 10 economists for the African region.

UNIFEM is considering to add on to these 10 economists a consultant, national resource person or a JPO for each, using the status of the economist to gain access to central decision-makers and planners.

UNIFEM projects require close monitoring and supervision. UNDP requires professionals to carry out tasks to which they have committed themselves, i.e. impact evaluations and analyses, and the integration of the WID issue in all programmes.

6.1.2 Professional level of support - JPOs

Innovative projects can be high risk ventures, and this must be accepted. However, high risk due to less than adequate professional support and back-stopping from either field office, regional level or Headquarters is not acceptable.

We found in all offices that a JPO was in charge of UNIFEM activities, as one of a large number of other responsibilities. All of these JPOs were women. In one office we found that the JPO responsible for all UNIFEM activities in the region, has visited the area of an innovative, ongoing UNIFEM project three times, but she had never visited the project. She had never read the project files on it (in spite of having ample warning that this mission was coming). On her rounds in the Ministries she had never visited the Department of Women's Affairs, who is the executing agency. She had asked to be relieved of the responsibility for UNIFEM activities due to heavy workload, but there was no one else who would or could take over.

Apart from our concern that UNIFEM activities are generally given low priority by the Field Offices, we question whether the complex and controversial issue of Women in Development can be properly handled by junior personnel with little experience in development assistance and the third world. When discussing this point at UNDP Headquarters, it was suggested that new JPOs are often very motivated and will put a lot of effort into their responsibilities. We all agreed that this could be a positive factor, but we also agreed that high motivation combined with little

or no experience can sometimes make matters worse. In fact, relevant cases were actually quoted by Headquarter staff.

Of the JPOs met, who were responsible for UNIFEM projects, all had a high level of formal education, but none had any previous development assistance experience, nor working experience from a developing country. Nevertheless, they could be responsible for upwards of 30 UNDP projects.

The JPOs interviewed, handling UNIFEM and other responsibilities, were partly dealing with Permanent Secretaries and Ministers on the government level, with Senior Technical Advisers on the project management level, and with Parliament or Congress Members as leaders of NGOs. All the JPOs appeared to enjoy or to be enthusiastic about their work. One of them told us that she had just come from a meeting with a Minister who had strongly disagreed with her on an issue, "but I got my way in the end", she said. She may or may not have been right on the issue debated, but the procedure does not reflect well on UNDP/UNIFEM.

In many countries, the higher ministerial level personnel have interpreted it as an insult that UNDP/UNIFEM sometimes oblige them to deal with young, low-administrative status and inexperienced personnel.

What is worse is that the JPOs also deal with marginalized, oppressed and illiterate members of target groups, who often have no means of complaining when things start to go wrong.

On the average, the turn-over of JPOs is slightly lower than 2 years. However, since the most junior JPO tends to be given responsibility for UNIFEM activities, the turn-over of responsibility for such activities is more frequent than 2 years, in offices where there are more than one JPO.

The degree of supervision of JPOs varies from office to office.

We found that some JPOs, responsible for UNIFEM activities, did not participate in women's network meetings.

6.1.3 Training courses - JPOs

All JPOs go through a training course at UNDP Headquarters. These are held twice yearly. In the case of one of these JPOs, she was scheduled for this training course when she was 9 months into her contract period, and the situation was similar for some of the others. JPO contracts are for one year, with possible prolongation for another year. We are concerned about the timing of the training courses, for two reasons:

- The investment of training would seem to be more necessary and profitable before the start of the contract period, in which the execution of the specific tasks taught are relevant
- Although a period of trial and error can be a great motivating factor for later and more specific learning processes, the target groups, who to a large degree consist of people who live below the officially stated minimum subsistence level, can ill afford that unnecessary mistakes are made through a trial and error process.

Recommendations

- a) UNDP Field Offices should be given the possibility to adequately monitor and supervise their own and UNIFEM projects.
- b) Headquarters should ascertain that instructions are followed to supervise and monitor UNIFEM projects on the same standards of accountability as their own.
- c) Alternatively, UNIFEM should be given the possibility to adequately monitor and supervise their own projects.
- d) The specialized professionalism necessary to supervise and monitor UNIFEM projects should be utilized in the planning of the incorporation of Women in Development in all UNDP projects and programmes.
- e) In order to adequately handle the monitoring and supervision reports from the field, UNIFEM Headquarters should be strengthened numerically and professionally. (Ref. paragraph 4.4.1/2)
- f) We recommend that donors, UNDP and governments accept that funds will not have optimal development impact (and can easily have a detrimental impact), unless relevant expertise is available

in the field. Thus, personnel expenditure to projects and programmes should be assessed more on the basis of need than on the basis of a generally established percentage of the budget. This is a general recommendation, with specific importance in the case of innovative, small and high risk ventures like those undertaken by UNIFEM.

- g) If the above recommendation (f) is not approved, discussions should take place as to how to adjust project implementation to the existing human resources capacity and capability in the field. Possible measures could be geographic or sector-wise concentration of projects, a reduction in number of projects, etc.
- h) We recommend that no JPO is sent to the field without training.
- i) Not all JPOs will be given responsibility for UNIFEM projects, but all UNDP field staff will, according to the new UNDP policy, take part in a strategy to involve Women in Development. (Women in Development: Implementation Strategy, Thirty-third Session of the Governing Council, 1986.) We therefore recommend that the training courses incorporate this component in all issues where it might be relevant.
- j) The turn-over of responsibility for UNIFEM activities should be reduced to the frequency of turn-over of personnel. We recommend that this constitutes an instruction to the Resident Representatives, and that exceptions are made only when this is likely to benefit UNIFEM.
- k) We recommend that with the zero-growth situation in the UN system, a task analysis be carried out in order to establish whether economic expertise is the most critical need in the Field Offices for their monitoring, supervision and coordination of projects and programmes.
- l) We recommend that UNIFEM pursue their tentative proposal of including or attaching personnel, with experience in the WID issue and impact analyses, to the 10 new expert positions. We do see the necessity that the attached personnel be experienced. Their increasing professionalism and value to the system can only be insured by a continuity which is not likely to be provided by attached JPOs.
- m) Field Office staff who are responsible for UNIFEM activities should participate in national women's network meetings.

6.2 ATTITUDES TO UNIFEM AND WID

Statement

"The Fund has a unique contribution to make to the achievement of the goals of the Third United Nations Development Decade, and even beyond it.

The important actual and potential contribution by women to development, as evidenced in the forward-looking assessment of the activities assisted by the Fund and the crucial role of the Fund as a specialized resource base for development cooperation, and the need for continued assistance to activities directly benefiting women is recognized."

(From the Expanded Mandate of UNIFEM).

"The proposed strategy to strengthen the capacity of (UNDP) to deal with issues of women in development entails the creation within UNDP of an institutionalized process of dealing with all aspects of project identification, design, planning, implementation and evaluation in such a manner that women's interests are furthered and safeguarded. UNDP is firmly committing itself to the implementation of the strategy and is allocating responsibility, with accountability, for its execution."

(From Report to Governing Council, 26 February 1986).

Observations

We found in the field a variety of attitudes to UNIFEM and the WID issue, as illustrated by some of the statements made:

- "The WID issue is like a chili. It will take a long time for you to be able to eat a whole one."
- "The UNIFEM projects are in a mess here."
- "How can you be a hero with only pocket money? When you come with money, you can talk", (i.e. push your issues).
- "I don't care whether men, women or animals are involved in our projects."
- "We could incorporate the Women in Development issue. We do not need UNIFEM to do it."
"But have you done it?"
"No, we have not, and maybe it is because we have not given instructions to our Programme Officers to do it."

"But you have been given instructions from New York to involve women in the development activities of UNDP?"

"Well, yes, but what can they do to me if I don't? They may even promote me"

- "You need professional backstopping to push the issue."
- "UNIFEM is not going to make a big difference, because of lack of funds. How can small projects raise consciousness?"
- "The issue of WID is like the issue of a change in income distribution. We haven't been able to make a change there either."
- "Backstopping in New York is too weak, it is only chit-chatting of a bunch of old ladies on food, dresses and so on."
- "I would welcome UNIFEM inputs to the Country Programme Planning exercise, if it is relevant."

Recommendations

We find the recommendation of UNDP, that they will institutionalize a process of dealing with all aspects of WID adequate, if followed up by professional and experienced personnel at Headquarters and field levels.

7. UNIFEM - EXECUTING AGENCIES

7.1 UN ORGANIZATIONS OTHER THAN UNDP

Statement

The mandate stresses the need for close and continuous working relationships between UNIFEM and the bodies, organs and organizations of the United Nations system concerned with women's issues and development cooperation.

Observations

Examples of UNIFEM's inter-action with other UN-family organizations, are for the months of January and February 1987, as follows:

- Individual meetings with FAO, ILO, IFAD, UNIDO, the World Bank, etc. during the Commission on the Status of Women, 12 - 16 January
- The Interagency meeting on women, 19 - 20 January
- Meeting with the Director-General, 21 January
- Annual Informal UNIFEM/Regional Commissions meeting at UNIFEM with the Senior Women's Programme Officers of the UN Economic Commissions, attended by ECA, ECLAC, ECWA, for 2 days, 21 - 22 January
- Individual meetings with the representatives.
- Consultations at Headquarters of ILO, UNCTAD and UN Volunteers, Geneva 2 days and UNIDO, Vienna 1 day, by UNIFEM's Deputy Director
- Informal sessions with other agencies at the SADCC Conference, Botswana, February.
- Phone consultations with UNCTAD, FAO, ILO.
- Also: Documentation prepared for:
 - * ACC Task Force on Rural Development, for April meeting.
 - * System-wide medium term plan for women and development.
 - * UNDP Governing Council; and
 - * UNDP Biennial budget.

Each of the UN organizations has appointed a coordinator for Women's Affairs. UNIFEM takes part in their one yearly meeting where policies and priority areas are discussed.

About one-third of UNIFEM's projects are executed by UN organizations. The degree of attention, supervision and monitoring of the UNIFEM-financed components of the projects will vary.

We observed one project with a potential for success (provided that other in-puts are forthcoming), which was closely monitored and supervised by a UN organization. We surveyed another UNIFEM project, which was very successful, but whose self-sustainability depends on some needed arrangement for transacting profits into foreign exchange in order to buy spare-parts. This project was poorly managed and supervised by another UN organization.

We heard statements from some UN agencies that they would not touch a UNIFEM project, whereas others had experienced good working relationships with UNIFEM, and expressed opinions that the UNIFEM components had benefited the overall project through the involvement of women.

We noted that many UN-organization personnel had little knowledge about UNIFEM and their mandate, and we met one Programme Officer who had worked within the UN system for 6 years, without having heard about UNIFEM.

Our mission and assignment was too short for us to feel competent about presenting reliable information on the cooperation between UNIFEM and other UN organizations. There were some indications, however, that amongst the UN agencies, UNICEF and UNFPA might consider UNIFEM somewhat redundant, as they felt that they themselves were competent in taking care of the WID issue.

We consistently asked other organizations and institutions what they saw as the role of UNIFEM. Some said UNIFEM was redundant, since women invariably constitute part of their target group. In one case a UN field officer meant to prove this point by telling us that they were actually planning a project for 24 women to learn embroidery and knitting. Generally, there seems to be little understanding of the difference between development projects and social welfare projects, especially where women are concerned. Some informants assessed that even amongst UNIFEM projects, only 30 - 50% were catalytic and innovative development projects.

Recommendations

- a) For later presentation to the Consultative Committee, we recommend that UNIFEM through an internal policy seminar bring up for broad discussion what constitutes catalytic and innovative development projects, as opposed to social welfare projects. Once established, these criteria should be used for the approval and decisions on prolongation of all UNIFEM projects, and for dissemination and discussions in UN-family seminars. (Ref. recommendation on priority, paragraph 4.4.2 (a))
- b) There is an obvious need for UNIFEM to spread information about their mandate and the basic justification of the issue of Women in Development among the other UN organizations. To the degree that an improved staffing situation at Headquarters facilitates, we thus recommend that UNIFEM participates at as many UN conventions, planning seminars and meetings as possible, in order to increase other UN Agencies' awareness and gradual understanding. (See also paragraph 4.4.5)
- c) The UNIFEM Director told us about an approach she had heard at a seminar, where the speaker had asked the audience to consider that 9 million hours per day were spent by Kenyan women in collecting water. He added: "We don't ask you to feel sorry for them, but we ask you to consider the economic disaster implied by this figure." We suggest that a whole programme of information components be built and disseminated around the productive and economic issues of Women in Development, supported by the speech of the UNDP Administrator to the Thirty-third session of the Governing Council:

"Women as well as men represent a resource in development, not a special category of activity, and it is only good sense to bring all resources available for development into one, unified framework."
- d) We suggest that UNIFEM use some of the tricks of the commercial trade in order to improve visibility. (See also paragraph 4.4.5)

7.2 GOVERNMENTS

Statement

UNIFEM has a "broad range of linkages with national Governments, national women's groups, non-governmental organizations and women's research institutes".
(From the Expanded Mandate)

Observations

Roughly one-third of all UNIFEM projects are executed by UN organizations, one-third by NGOs and one-third by Governments. To the degree to which these institutions have or can provide personnel who are experienced and qualified for involving women in development activities, the UNIFEM projects will have potential for success. Knowing that in some regions of the world a main cause for underdevelopment is the lack of human resource persons, having assessed the lack of experienced personnel and their work-loads in the UNDP field offices whose responsibility it is to monitor and supervise the projects, adding the inadequate back-stopping capacities at UNIFEM Headquarters - the general conclusion must be that UNIFEM projects are high-risk ventures which must result in some percentage of failures.

Most governments have established a Women's Desk, a Women's Affairs or similar. These are usually placed in one of the weaker Ministries. In one of the countries visited, a competent and dynamic woman was responsible for Women's Affairs - but the whole unit existed of her, a general staff person and no budget.

Through her support, an innovative UNIFEM project was functioning well and promises to become a success. She was appreciative of UNIFEM, saying it gave her office and the WID issue status and visibility.

In another country visited, neither UNDP, the involved NGO nor government officials found it worth our while that we visit the Women's Desk, since the person supposedly behind it was totally marginal.

Government officials, when asked whether UNIFEM support was welcomed, and in what capacity, were mostly positive - and all welcomed the extra funds. Most of these officials were men. One of them stated that UNIFEM's contributions were uniquely necessary, because of the generally low level of organization and recipient capacity of women. They could not therefore be reached by large projects, but needed the smaller projects and funds provided by UNIFEM to build up their capacity. Most of the government

officials did not see a great necessity for the catalytic role of UNIFEM, stating that the governments were sensitized to the WID issue.

Female government officials had a positive perception of UNIFEM as a catalyst, saying that the governments were just paying lip service to the WID issue. They saw the need for innovative projects, but the number one priority listed was training of women in organizational, management and income generating activities. Concerning the latter, there was great appreciation that training was not enough, but that a form of credit or revolving fund was necessary in order that the new capabilities lead to economic and social change for the participants.

We saw an example of a UNIFEM project which may lead to major changes, if not in legislation, at least in practice. A national bank is now, contrary to regulations, lending money to women without collateral. This could take place because UNIFEM deposited guarantee funds with the bank. The repayment rate of women (reportedly above 95%) has made it unnecessary for the bank to touch the trust funds, and there are now discussions that general lending to women may become a possibility.

(See Recommendations under 7.3.)

7.3 NON-GOVERNMENT ORGANIZATIONS

The NGOs used by UNIFEM as Executing Agencies are usually managed by women. Their perceived view of UNIFEM's role coincides with the view of female government officials. They do not see a role for UNIFEM in directly influencing legislation on women's issues within countries, but they appreciated the role of UNIFEM through project and training activities, to stimulate organization around and awareness creation of the WID issue. Partly through one such project (terminated), the women's organizations were becoming so consolidated that they were now pressing for and had partly succeeded in new legislation on domestic violence, improved maintenance procedures for divorced women with children, rape etc.

UNIFEM has a large network of supported and supportive NGOs who frequently offer dedicated execution of the projects.

We were told that in Africa there is a number of WID projects with duplication of efforts, and we noted that there were sometimes little communication and coordination between the different NGOs and support

groups for women. We assume, and in some cases verified, that this could be due to competition about funds, jealousies, national politics or lack of communication support.

Some representatives of NGOs and researchers on the WID issue underlined the importance of UNIFEM, as the only UN agency who has a holistic view of women. The technical agencies tend to see women as either just mothers, or water-carriers, or food processors, or agriculturalists, or wage-earners etc. - but rarely as all or most of these and as contributors to the national economy.

UNIFEM seems to be in a rather unique situation within the UN system (probably with the exception of UNICEF) in having a wide and close communication and cooperation with NGOs. Their involvement in projects is often the best guarantee of grass root contacts and a participatory approach. The participating NGOs met during our survey were all sprung from the grass root and were constantly in touch and involved at this level. In our limited survey, we found that UNIFEM reaches the deprived parts of the population. Within the selection criteria used to reach this group, there are indications that they reach the level above the most destitute. This is to be expected, since even the potential to go for training or to apply for credit requires some resources.

We want to briefly mention here the importance of involving grass root NGOs and impact evaluations, which is part of the UNIFEM policy. We surveyed a project for training and credit assistance with the objective of raising incomes. The number of trainees was high and increasing and so was the number of applicants for credit. The project was excellently executed by a UN organization. During the field visit a representative of the involved NGOs expressed concern that in spite of the high number of participants, the project might have a negative impact, because other essential inputs were needed in order that the local community women and men could initiate self-sustained economic activities. The local NGO was concerned that the project might be income consuming.

In some cases NGOs cooperate with University research units, and the combined efforts have been found to function very adequately for baseline studies and monitoring of development activities. A recurrent problem for both of these organizations is that whereas funds are given for the project, there are often no overhead funds available for travel to coordination meetings, consolidation and extension of expertise and continuity of function.

Recommendations

- a) It is not within our Terms of Reference to assess impact of projects. We are concerned, however, that data on which impact can be assessed are often lacking, and we recommend that UNIFEM goes ahead on their planned programme of refinement of methods and data collection for this purpose (see also paragraph 5.4.3 c)).
- b) Recommendations often heard from UNDP is that UNIFEM should use their scarce resources to piggy-back on large UN-family projects in order to gain visibility and support. We agree that this is a sound policy, but would add that the present cooperation with NGOs and Women's Affairs etc. is as necessary and sound. Thus, our recommendation is that UNIFEM continue to choose their executing agencies along the same lines as is presently done.
- c) The field suggested and we recommend that UNIFEM should create links with research institutions and government departments dealing with WID to coordinate and share information for baseline studies and monitoring purposes, and to possibly create a reference centre. In this context it is also important to guide donors.
- d) The possible need for overhead funds to involved NGOs and research institutions should be assessed in each case.

8. CONSULTANTS

Statement

"The innovative and experimental activities of the Fund directed to strengthening both governmental and non-governmental institutional capacities to ensure access for women to development cooperation resources and their full participation at all levels in the development process is recognized."

(From the UNIFEM Expanded Mandate.)

Observations

We met former and present consultants to UNIFEM at Headquarters and in the field. Our interaction with them was too short and superficial to present statements on their level of professionalism. Our impression is, however, that they have extensive experience in and knowledge of the sector and/or region with which they work. (We should probably mention a specific case where two experienced social scientists unfortunately have been understood by others to pretend to be experts on computerization.)

UNIFEM, due to their critical staffing situation, have evolved a team of core consultants who are frequently given assignments within their specific fields. These have a thorough knowledge of UNIFEM's administrative procedures, and mandate, combined with experience in and dedication to the WID issue, plus sectoral and/or regional experience. In addition, UNIFEM's consultant roster (included in the UNDP roster) contains names and CVs of a number of consultants who are used more occasionally.

We discussed with various field personnel the advantages/disadvantages of choosing a national as the in-country resource person (PAPLAC). It has been observed in many developing countries that nationals often do not have the same easy access to government decision makers and planners as expatriates have. Our informants agreed that resource persons from neighbouring countries (expatriates) might have an advantage in this connection. In some cases, however, the disadvantages of their not knowing the local cultures would be significant.

Recommendations

- a) We recommend a continuous promotion of professionalism and use of core consultants and of the established network of fringe consultants. This

procedure facilitates the work of UNIFEM Headquarters, the Regional Commissions and UNDP Field Offices. The involved offices should assess and provide feedback on the performances of the consultants through comments to their reports.

b) The established pool of core and fringe consultants provides a base for selecting the various national, sub-regional and regional resource persons recommended for the implementation of the (PAPLAC and AIP) policy papers.

c) We support the statement of a Deputy Res.Rep.:

It is important that missions are manned with professional people who should have sufficient time to get the feel of the social fabric associated with the project. They must know the culture, they must appreciate the women's traditional activities, what women do, what women may and may not do.

d) Whether a national or sub-regional person should be appointed national resource person should be discussed in each specific case.

DES. 16
~~Nov. 17~~. 1986

TERMS OF REFERENCE

EVALUATION

UNITED NATIONS DEVELOPMENT FUND FOR WOMEN

1. INTRODUCTION

The United Nations General Assembly established the Voluntary Fund for the United Nations Decade for Women in 1976 to ensure support for women's productive activities in rural and poor urban areas of developing countries. An expanded mandate was adopted in GA resolution 39/125. Renamed the United Nations Development Fund for Women (UNIFEM) in 1985, the Fund has become a vital force in promoting self-reliant, long-term women-oriented development in African, Pacific, Asian, Latin-American and Caribbean countries.

Norway is a main contributor to the Fund and is presently represented on the UNIFEM Consultative Committee. In compliance with the recommendations of the 20th session of the Consultative Committee, Norway has decided to sponsor an evaluation of administrative and technical aspects of UNIFEM's activities within the established objectives of the mandate to ensure that funds are administered with maximum efficiency and effect.

2. THE REVIEW

2.1 Background

1. The objectives and the mandate for UNIFEM was established in GA res. 39/125, which inter alia expanded the Fund's mandate to serve as catalyst, with the goal of ensuring the appropriate involvement of women in mainstream development activities, as often as possible at the pre-

investment stages.

2. The mandate establishes the organizational association and the operational responsibilities with UNDP.
3. A study (The Forward Looking Assessment) was carried out in 1984 which established "The Experience and Future Directions of the Fund". Among its most important recommendations were:

- (i) The Fund must grow
- (ii) The Fund must accelerate its specialized professional attention to the Project Cycle
- (iii) The Fund must keep pace with and contribute to the resolution of the development issues and processes involved in providing technical cooperation.

The expanded mandate is i.a based on these recommendations.

4. The Evaluation shall be carried out within the parameters established above.

2.2 The UNIFEM Organization

The Fund works in an autonomous association with the United Nations Development Programme (UNDP). UNDP and the United Nations Regional Commissions provide technical and field support to project appraisals and execution. ✓

The Fund also cooperates with UN specialized agencies such as FAO, ILO, UNIDO, etc. and with other funds and programmes such as UNICEF and WFD.

The Consultative Committee representing Member States of each region advises the use of Fund's resources to the appropriate bodies. Present members of the Consultative Committee are: German Democratic Republic, India, Colombia, Kenya, and Norway.

The Evaluation shall analyze, assess, and make necessary proposals and recommendations for possible amendments and changes on the ensuing issues:

1. The organization of the UNIFEM secretariat/implementation with special emphasis on:
 - communication procedures with UNDP headquarters and field
 - staffing (present and projected)
 - Job Descriptions
 - Organizational and Project oriented reporting procedures and systems, internal, with UNDP and with outside org. donors, NGO, etc.
 - institutionalized and ad hoc meetings, procedures, and routines
 - training programmes for UNIFEM and project staff.
2. Funding methods, systems and routines, and magnitude (past and projected/budgetted), including joint funding with other agencies, donors, etc.
3. Financing/disbursement methods and procedures.

2.3 The Project Cycle

The UNIFEM Project Cycle is based on the Project Cycle appended to these TOR.

In this context the Evaluation shall analyze, assess, and make necessary proposals and recommendations for possible amendments and changes on the ensuing issues.

1. Project Sectors
 - Type, complexity and magnitude of projects in relation to UNIFEM's capacity and professional capabilities and access to supplementary expertise
2. Project Development
 - Project initiatives and request, forming and handling

of same by the various bodies involved.

- Project planning systems, routines, procedures and responsibilities, including the possible use of and cooperation with professional assistance form within and outside the UN system.

- Project execution/implementation, systems, routines, procedures, and responsibilities including the use of and cooperation with professional assistance and project personnel from within or outside the UN system, including backstopping services provided by UNIFEM/UN bodies.

Special attention be given to utilization of local expertise.

- The implementation of the UNIFEM mandate in the projects planned and executed, i.a.

(i) the catalytic aspects

(ii) the innovative aspects

(iii) the contribution to development strategies.

- Project monitoring, review and evaluation systems and procedures.

3. Project Funding

Ref. 2.2.2 above

2.4 The Evaluation Execution

The Evaluation exercise shall be carried out by (i) desk study, (ii) visits to the UNIFEM and relevant UN bodies and others with UNIFEM experience including independent consultants, (iii) visits to selected projects, all according to timing and conditions to be agreed.

The Evaluation Draft Final Report shall be submitted to the Royal Norwegian Ministry of Development Cooperation by the Study Team by the first week of March '87.

Enclosure

UNITED
NATIONS

General Assembly

Distr.
GENERALA/RES/39/125
15 February 1985Thirty-ninth session
Agenda item 93

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

[on the report of the Third Committee (A/39/702)]

39/125. Future arrangements for the management of the Voluntary Fund for the United Nations Decade for WomenThe General Assembly,

Recalling its resolution 31/133 of 16 December 1976, containing the criteria and arrangements for the management of the Voluntary Fund for the United Nations Decade for Women,

Recalling also its resolution 36/129 of 14 December 1981, in which it decided that the Fund should continue its activities beyond the United Nations Decade for Women: Equality, Development and Peace,

Stressing the urgency of determining at its current session the most effective arrangements for continuing the activities of the Fund beyond the Decade in view of the need for ensuring the long-term stability of the Fund,

Recalling further its resolution 38/106 of 16 December 1983, in which, inter alia, it decided that, when considering the reports of the Secretary-General on the future of the Fund, all possible options would be reviewed in depth,

Reaffirming that the Fund has a unique contribution to make to the achievement of the goals of the Third United Nations Development Decade, and even beyond it,

Recognizing the important actual and potential contribution by women to development, as evidenced in the forward-looking assessment of the activities assisted by the Fund and the crucial role of the Fund as a specialized resource base for development co-operation, and the need for continued assistance to activities directly benefiting women,

Considering it, accordingly, to be of paramount importance to establish a future organizational framework that will secure the ability of the Fund to act as a catalytic agent on the main United Nations development co-operation system,

Considering also the innovative and experimental activities of the Fund directed to strengthening both governmental and non-governmental institutional capacities to ensure access for women to development co-operation resources and their full participation at all levels in the development process,

Stressing that general questions of development and access of women to development resources have, as a common objective, to create conditions which will improve the quality of life for all,

Welcoming the completion of the forward-looking assessment of the activities assisted by the Fund and the findings and conclusions with regard to women and development and their implications for technical co-operation agencies and organizations, 1/

Conscious of the highly specialized professional competence of the Fund in the area of development activities for women and the need for strengthening that competence,

Aware of the broad range of linkages of the Fund with national Governments, national women's groups, non-governmental organizations and women's research institutes, besides its close co-operation with United Nations development agencies, including the regional commissions,

Taking into consideration the moderate size of the Fund and its continued need to draw on the operational capacity of other agencies and, in this regard, expressing its appreciation to the United Nations Development Programme for its continuing technical and resource assistance to the Fund,

Expressing appreciation to the Department of International Economic and Social Affairs of the Secretariat and its Centre for Social Development and Humanitarian Affairs for their contribution to the work of the Fund during its initial operational years,

Taking note of the reports of the Consultative Committee on the Voluntary Fund for the United Nations Decade for Women on its fifteenth and sixteenth sessions, referred to in the report of the Secretary-General, 2/

Taking note also of the reports of the Secretary-General on the Fund, 3/

1/ See A/39/569, sect. II.

2/ Ibid., sect. III.

3/ A/39/146 and Corr.1 and Add.1, A/39/569 and Add.1 and A/39/571.

1. Decides that the activities of the Voluntary Fund for the United Nations Decade for Women shall be continued through establishment of a separate and identifiable entity in autonomous association with the United Nations Development Programme, which will play an innovative and catalytic role in relation to the United Nations overall system of development co-operation;
2. Endorses the modalities for the future management arrangements between the Fund and the United Nations Development Programme, as contained in the annex to the present resolution, and decides that these arrangements shall enter into force at the latest on 1 January 1986;
3. Reaffirms the criteria laid down in its resolution 31/133 on the use of the resources of the Fund and the guidelines established on the advice of the Consultative Committee on the Voluntary Fund for the United Nations Decade for Women, emphasizing the use of these resources for technical co-operation benefiting women;
4. Requests the Consultative Committee at its seventeenth session, to propose an appropriate future title for the Fund;
5. Stresses the need for close and continuous working relationships between the Fund and the bodies, organs and organizations of the United Nations system concerned with women's issues and development co-operation, in particular with the Department of International Economic and Social Affairs of the Secretariat and its Centre for Social Development and Humanitarian Affairs;
6. Expresses its appreciation for the contributions to the Fund made by Governments and non-governmental organizations, which have a vital role to play in maintaining and increasing the financial viability of the Fund and the effectiveness of its work;
7. Notes with concern that contributions to the Fund have not been sufficient to enable it to respond to all the deserving requests for technical assistance that it has received;
8. Urges, accordingly, Governments to continue and, where possible, to increase their contributions to the Fund, and calls upon those Governments that have not yet done so to consider contributing to the Fund;
9. Requests the Secretary-General, after consultation with the Consultative Committee at its seventeenth session, to report to the General Assembly at its fortieth session on the arrangements he has made with the Administrator of the United Nations Development Programme for the future of the Fund;
10. Requests that the Consultative Committee monitor the process of implementing the arrangements for the management of the Fund contained in the annex to the present resolution and that the Committee's views on this matter be reflected fully in the annual report on the Fund to the General Assembly, particularly in its initial years.

101st plenary meeting
14 December 1984

/...

ANNEX

Arrangements for the management of the () Fund

1. The (name) Fund (acronym), hereinafter referred to as "the Fund", is hereby established as a separate and identifiable entity in autonomous association with the United Nations Development Programme. The Administrator of the United Nations Development Programme, hereinafter referred to as "the Administrator", shall be accountable for all aspects of the management and operations of the Fund. There shall be a Consultative Committee to advise the Administrator on all policy matters relating to the activities of the Fund in accordance with paragraph 13 below. The following arrangements for the management of the Fund shall apply:

I. Transfer of existing resources, solicitation and acknowledgement of pledges and collection of contributions

2. The Voluntary Fund for the United Nations Decade for Women and its subsidiary Supplementary Trust Fund, which was established by a memorandum of understanding between the Secretary-General of the United Nations and the Administrator on 25 June 1980, are hereby liquidated and their assets transferred to the Fund.

3. Governments, intergovernmental and non-governmental organizations and other donors may contribute to the Fund.

4. The Fund shall be included among the programmes for which funds are pledged at the annual United Nations Pledging Conference for Development Activities. The Administrator shall assist with the mobilization of financial resources for the Fund. The contributions to the Fund and the bank accounts into which they are deposited shall be in accordance with the applicable Financial Regulations and Rules of the United Nations Development Programme.

II. Operations and control

5. All operations of the Voluntary Fund for the United Nations Decade for Women are hereby transferred to the Fund.

6. The Administrator, in consultation with the Consultative Committee on the Voluntary Fund for the United Nations Decade for Women, shall appoint a Director of the Fund, hereinafter referred to as "the Director", bearing in mind the relevant qualifications and experience with technical co-operation, including those benefiting women. The Administrator shall appoint the staff of the Fund in consultation with the Director, pursuant to the Staff Regulations of the United Nations and the relevant provisions of the Charter of the United Nations.

7. The Administrator shall delegate the management of the Fund and its administration, including responsibility for the mobilization of resources, to the Director, who shall have the authority to conduct all matters related to its mandate and who shall be accountable directly to the Administrator.

/...

8. The operations of the Fund shall be conducted taking into account the innovative and catalytic nature of its development co-operation activities for women and its existing criteria and operational procedures. The present procedures of the Fund, including those governing the identification, formulation, approval, appraisal, execution and evaluation of projects established in accordance with the requirements set out in the criteria adopted by the General Assembly in its resolution 31/133 and on the advice of the Consultative Committee, shall remain in force. Subject to the provisions of this annex, the regulations, rules and directives of the United Nations Development Programme shall be applied to the operations of the Fund.

9. The resources of the Fund shall be used mainly within two priority areas: first, to serve as a catalyst, with the goal of ensuring the appropriate involvement of women in mainstream development activities, as often as possible at the pre-investment stages; secondly, to support innovative and experimental activities benefiting women in line with national and regional priorities. Fund resources should be a supplement to and not a substitute for the mandated responsibilities of other United Nations development co-operation organizations and agencies, including the United Nations Development Programme.

10. All the administrative and programme support costs of the Fund shall be met from its own resources.

11. The regional bureaux, other organizational units and field offices of the United Nations Development Programme shall continue to assist the operations of the Fund, inter alia by joint programming missions to ensure the involvement of women in technical co-operation activities financed by the United Nations Development Programme and by supporting the project cycle activities of projects financed by the Fund. For its part, the Fund shall participate in existing machineries for co-ordination of technical co-operation at headquarters and field levels.

12. The proposed biennial budget for the administrative costs of the Fund shall be reviewed initially by the Consultative Committee prior to its submission by the Administrator for approval by the Governing Council of the United Nations Development Programme.

III. The Consultative Committee and the relationship of the Fund to other organizations

13. The President of the General Assembly shall designate, with due regard for the financing of the Fund from voluntary contributions and to equitable geographical distribution, five Member States to serve on the Consultative Committee for a period of three years. Each State member of the Consultative Committee shall designate a person with relevant expertise and experience in development co-operation activities, including those benefiting women, to serve on the Committee. The Committee shall advise the Administrator on all matters of policy affecting the activities of the Fund, including the application of the criteria set forth by the General Assembly in respect of the use of the Fund.

/...

14. The Fund shall establish and maintain close and continuous working relationships with other United Nations organs, in particular the Department of International Economic and Social Affairs of the Secretariat and its Centre for Social Development and Humanitarian Affairs, the regional commissions, the United Nations Children's Fund, the United Nations Fund for Population Activities and the International Research and Training Institute for the Advancement of Women, as well as through the Administrative Committee on Co-ordination and with the specialized agencies and other United Nations entities concerned, in particular the International Fund for Agricultural Development. Co-operation shall also be established for the sharing of information with the Commission on the Status of Women and other relevant global and regional intergovernmental bodies concerned with development and with women. As appropriate, the activities of the Fund may be drawn to the attention of the Committee on the Elimination of Discrimination against Women.

IV. Reporting and auditing

15. The Director shall prepare substantive and financial progress reports on the use of the Fund for the Administrator to submit to the Consultative Committee.

16. Taking into account the advice of the Consultative Committee, the Administrator shall submit to the Governing Council of the United Nations Development Programme an annual report on the operations, management and budget of the Fund. He shall submit a similar report to the General Assembly, to be referred to the Second Committee for consideration of its technical co-operation aspects and also to the Third Committee.

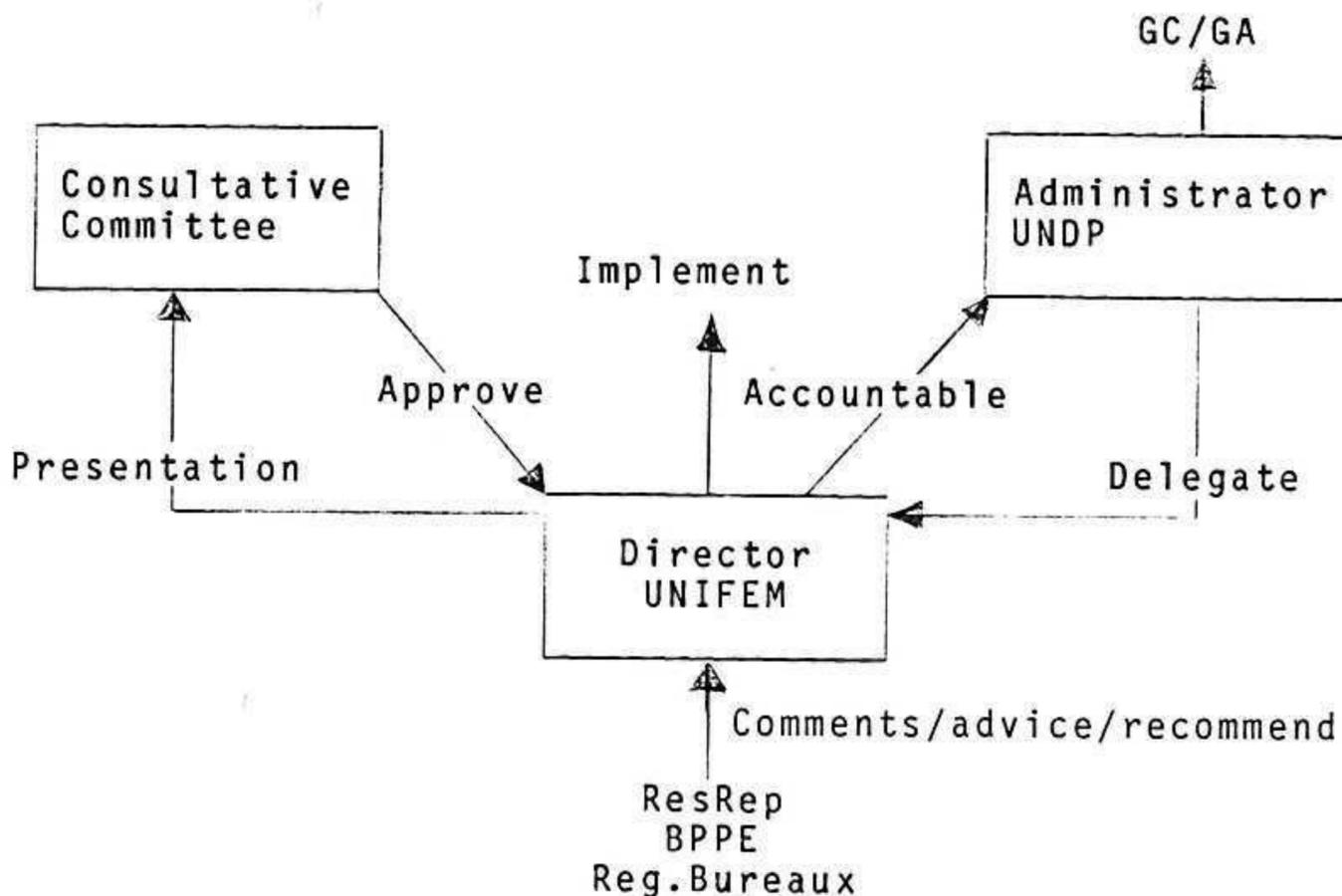
17. The Commission on the Status of Women shall also be provided with the annual reports referred to in paragraph 16 above.

18. The Administrator shall be responsible for reporting all the financial transactions of the Fund and shall issue annual financial statements in accordance with the Financial Regulations and Rules of the United Nations Development Programme.

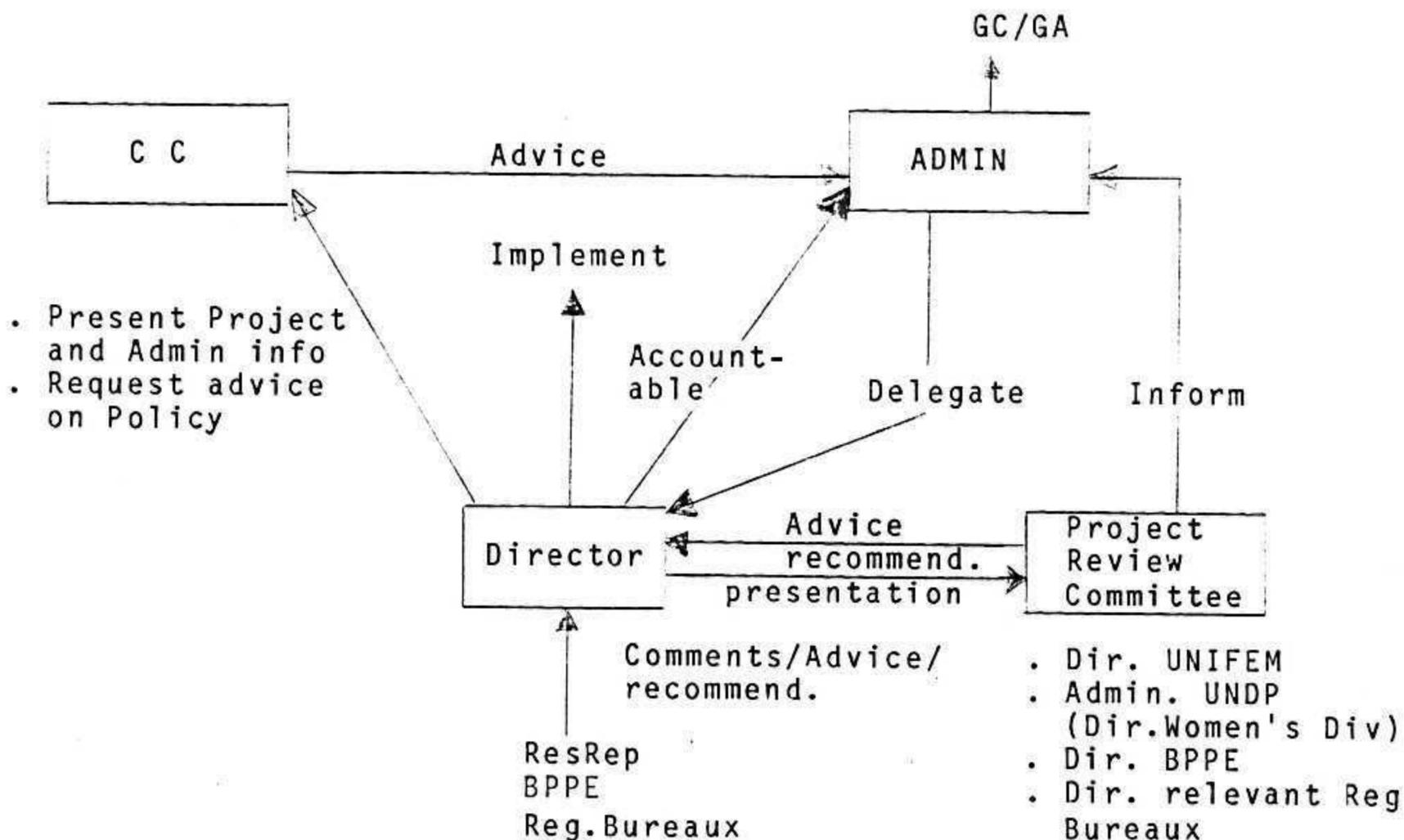
19. The Fund shall be subject to the internal and external auditing procedures provided for under the financial regulations, rules and directives of the United Nations Development Programme.

RELATIONSHIP CC - ADMINISTRATOR - DIRECTOR

PRESENT (As understood by the review team):



RECOMMENDED:



PROBABILITY THEORY

Let X and Y be two independent random variables. Then the joint probability density function (PDF) of (X, Y) is given by the product of their individual PDFs. That is, if $f_X(x)$ and $f_Y(y)$ are the PDFs of X and Y respectively, then the joint PDF $f_{X,Y}(x,y)$ is:

$$f_{X,Y}(x,y) = f_X(x) \cdot f_Y(y)$$

For example, if X and Y are both normally distributed, then their joint distribution is also normal. This property is useful in many applications, such as in the analysis of multivariate data.

Another important concept in probability theory is the Central Limit Theorem (CLT). It states that the sum of a large number of independent and identically distributed (i.i.d.) random variables will be approximately normally distributed, regardless of the underlying distribution of the individual variables. This theorem is the foundation for many statistical inference techniques, including hypothesis testing and confidence intervals.

Finally, it's worth noting that probability theory is a vast field with many branches, including combinatorics, stochastic processes, and Bayesian statistics. Each branch has its own set of tools and techniques for analyzing random phenomena.

U N I F E M O R G A N A G R A M M E

FUND DIRECTOR - D1

DEPUTY FUND DIRECTOR - P5
FOR PROGRAMMES

ADMINISTRATION + FINANCE
Senior Officer - P3
Accounts Clerk
Secretary

KNOWLEDGE BANK
Programme Officer - P3-(Support costs)
Computer

PROGRAMMES

SPECIALISTS (Support costs):
- Technologies
- Credit

DIRECTORATE
Information Officer - P3
Secretaries - (Director)
 - (Dep. Director)
 - (Info)

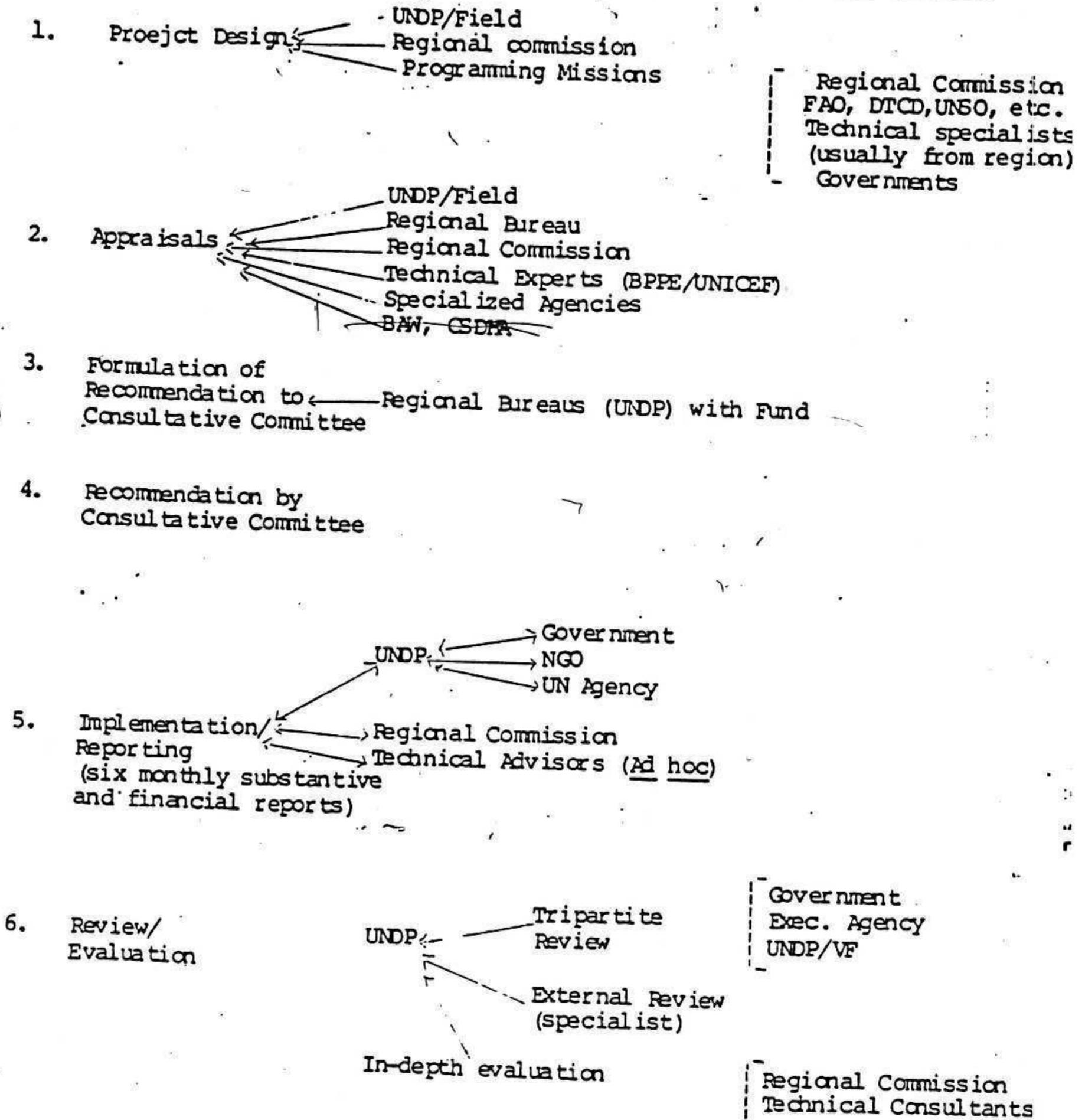
	<u>AFRICA</u>	<u>ASIA/PACIFIC</u>	<u>LAT. AM/CARIBBEAN</u>	<u>W. ASIA</u>
Programme Officer - <u>A</u>	P5*	P5*	P5*	P3
Programme Officer - <u>B</u>	P4*	P4	P3	
Secretary	GS	GS	GS	

* Proposed (Note: Deputy Fund Director and Africa PMO are presently combined)

VFDW PROJECT CYCLE SUPPORT SYSTEM

Project Cycle Activities

Support System



NOTE: Procedure 3 is under refinement towards the creation of a Technical Advisory Group for the Fund.

THE HISTORY OF THE UNITED STATES

CHAPTER I

THE EARLY PERIOD

The first settlers of the United States were the Pilgrims who came to the Massachusetts coast in 1620. They were followed by other groups of settlers from England, France, and other European countries.

The Pilgrims were a group of English Puritans who sought religious freedom in the New World. They established the Plymouth colony in 1620, which became one of the first permanent settlements in North America.

The early period of American history is characterized by the struggle for independence from British rule. The American Revolution began in 1775 and culminated in the signing of the Declaration of Independence in 1776. The new nation was founded on the principles of liberty, equality, and democracy.

The American Revolution was a turning point in the history of the United States. It established the United States as an independent nation and set the course for its future development as a democratic republic.

The early years of the United States were marked by westward expansion and the search for new lands. The Louisiana Purchase of 1803 and the Texas Revolution of 1835-1836 were significant events in this period.

The American Civil War, which began in 1861, was a major conflict in the history of the United States. It was fought between the Northern states, which supported the Union, and the Southern states, which seceded to form the Confederate States of America.

The Civil War was a defining moment in American history. It resulted in the abolition of slavery and the preservation of the Union. The war also led to the Reconstruction era, which sought to rebuild the South and integrate African Americans into the American society.

The late 19th century saw the rise of industrialization and the growth of the United States as a major world power. The Gilded Age was a period of rapid economic growth and social change.

The late 19th century was a period of significant social and economic change in the United States. The Industrial Revolution brought about new technologies and ways of production, leading to the growth of large cities and the emergence of a new middle class.

The late 19th century also saw the rise of the Progressive Movement, which sought to address the social and economic problems of the Gilded Age. Progressives advocated for reforms such as antitrust legislation and the regulation of business.

The early 20th century was a period of rapid change and progress in the United States. The Progressive Movement continued to push for reforms, and the United States emerged as a world superpower.

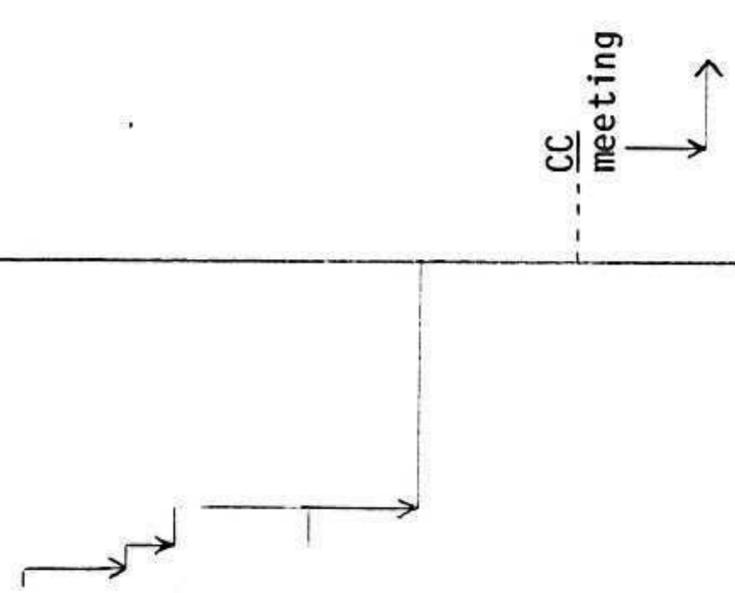
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UNIFEM EXAMPLE, TIME AND RESOURCE PLANNING

ACTIVITIES	RESPONSIBILITY	1987 A M J J A S O N D	1988 J F M A M J J	RESOURCES USD	PERSON	NOTES
4.4.1 OPERATIONAL ANALYSIS						
1. Consult UNDP for assistance	UNIFEM					<p>Amounts to be filled in for each cost bearing item.</p> <p>Resource persons, preferably by name, to be allocated for each activity shall be stipulated. This way one will soon discover whether</p> <ul style="list-style-type: none"> - resource persons are overloaded leading to alternative time planning, - more people are needed.
2. Prepare TOR, search for and commission Consultant	UNIFEM ODE OTHERS					
3. Secure necessary Funds	UNIFEM UNDP DONORS					
4. Assist in the Analysis	UNIFEM UNDP					
5. Present recommendations of analysis for Implementation	UNDP UNIFEM					
6. Implement	UNDP UNIFEM					



UNITED NATIONS DEVELOPMENT
FUND FOR WOMEN (UNIFEM)
304 East 45th Street, 11th Floor
New York, N.Y. 10017, Tel. (212)906-8400
Cable: UNDEVPRO, New York.

IN ASSOCIATION WITH THE
UNITED NATIONS DEVELOPMENT PROGRAMME



HOW MAY UNDP'S DIVISION OF WOMEN'S PROGRAMMES AND UNIFEM CO-OPERATE?

With the creation of UNDP's Division of Women's Programmes, co-operative opportunities are seen by UNIFEM as follows (based on the Terms of Reference of the Division and the Mandate of UNIFEM):

DIVISION OF WOMEN'S PROGS (DWP)

UNIFEM

Overall Role

Promote and assist in ensuring women as participants/beneficiaries in UNDP's administration, programmes and projects; i.e. management and motivation functions within UNDP, for the reorientation of existing resources.

Specialized instrument to provide financial and technical assistance to developing countries in accordance with the Fund's mandate (above); i.e. operational functions.

Be UNDP focal point on women's issues.

Resources of the fund firstly to serve as catalyst with goal of ensuring the appropriate involvement of women in mainstream development activities, as often as possible at the pre-investment stages, secondly, to support innovative and experimental activities benefiting women in line with national and regional priorities (A/RES/39/125)

Functions

Promote and monitor the recruitment and advancement of women in UNDP administration at HQ and in the field.

Play an innovative and catalytic role in relation to the UN overall system of development co-operation.

Ensure women's actual/potential roles are reflected in the identification, formulation and implementation of programmes/projects funded by UNDP and the operational funds; therefore engage in project development, appraisal, monitoring, evaluation.

Develop models/approaches on a selective basis for participation in country programming, round table and NATCAP teams: share experience of these; finance innovative and experimental activities and play a catalytic role in relation to UN system of development co-operation.

DIVISION OF WOMEN'S PROGS (DWP)

UNIFEM

Maintain close liaison and establish an effective working relationship with UNIFEM.

- Mutual -

Recommend instructions and guidelines for UNDP on the participation of women.

Share ideas and experience with DWP; circulate UNIFEM procedures in order to facilitate government and NGO access to its complementary resources.

Prepare and undertake training programmes for UNDP and Government staff on techniques for ensuring women's participation.

Assist the development of training, including case studies on request; develop a training module on UNIFEM for use within the overall UNDP staff training.

Assist in improving the legal and social position of women in their societies; assist improving the data base.

Through financial and technical assistance, pursue the goal of development, through full involvement of women; continue to finance data collection, etc.

Attend UNDP senior management meetings as full participant.

Be full member of Joint Consultative Group.

4395v/pp. 9-10/MS:leb/1080v
10.2.87

UNITED NATIONS
DEVELOPMENT PROGRAMME



PROGRAMME DES NATIONS UNIES
POUR LE DEVELOPPEMENT

ONE UNITED NATIONS PLAZA
NEW YORK, N.Y. 10017

TELEPHONE: 966-5000

CABLE ADDRESS: UNDEVPRO • NEW YORK

REFERENCE:

INTEROFFICE MEMORANDUM

4 December 1986

To: All UNIFEM Staff

From: Margaret Snyder, Fund Director *MS*

Subject: December 5th Schedule of Norwegian Evaluators

Schedule of Norwegian Evaluators
Mr. Bjorn Lunoe
Ms. Mette Jorstad

Friday, 5 December: at UNIFEM

9:30	Ruth Engo
10:00	(their appointment)
10:30	Virginia Ofosu-Amah, Consultant
*11:30 - 1:00	All UNIFEM staff
1:15 - 3:00	Lunch
3:00	Danielle Bazin, consultant
4:00+	To be determined

* * * *All GS and professional staff kindly be prepared to spend a few moments individually with them, in the reference room. It will be helpful if lunch arrangements can be made around this schedule also.

DRAFT

Schedule of meetings: Norwegian evaluation study of the
Administrative and Technical Aspects of UNIFEM Activities:

Mr. Bjorn Lunoe
Ms. Mette Jorstad

Monday, 1 December

10:00-12:00AM Initial Briefings on UNIFEM:

- 11th floor
FF building
1. Review and revision of draft schedule, including establishment of priorities regarding information required by the team
 2. Introduction of staff
 3. Review of documentation

2:30 -3:00 Introductory Meeting with Norwegian Representatives Permanent Mission and Evaluation Team (Hank Shannon Room, DC1-21st floor)
Mr. Wm. Draper, III, ^{1/}
Mr. G. Arthur Brown, Associate Administrator, UNDP, Chair

1. Norwegian briefing on the purposes and needs of the mission
2. UNDP response
3. UNIFEM response

3:30 - 5:00 Briefings on UNIFEM, continued:
(FF Building; The Expanded Mandate
(9th floor Conference Room)

^{1/} Meetings with Administrator himself to be scheduled separately pending his travel schedule.

Introduction:

Substantive priorities and action frameworks: AIP, PAPLAC, WAFT, CRESS

1. Direct support to projects:
 - a. Historical Overview:
 - b. The Project Cycle
2. Pre-investment and other catalytic activities:
 - a. Country programme; round tables; NATCAPs
 - b. Niamey assessment exercise
 - c. African crisis actions
 - d. Membership on inter-agency committees
3. Initial discussion of country visits

Tuesday, 2 December

10:00 - 12:00 Briefings on UNIFEM Organization

FF: 9th floor

1. Human resources and communications
 - a. Communications with UNDP: Headquarters and field
 - b. Job descriptions/staffing/staff meetings
2. Resource mobilization: government open-ended and earmarked contributions
3. Relations with NGO's
4. Information activities
5. Human and financial resource needs

2:30 - 5:00 UNIFEM briefings, continued

FF: 11th floor

1. Consultants:
 - a. Knowledge Bank: C. Pezzullo and F. Silver t
 - b. Africa field: (consultant) D. Bazin
 - c. Others

Wednesday, 3 December

10:00 - 12:00 To be determined

3:00 - 5:00 Mr. K. King
DC1-2064

Thursday, 4 December

10:00 - 11:00 Decisions on country visits, remainder of Thursday and Friday
to be programmed.

Note:

UNIFEM conference room to be available with selected references, ie. publications of UNIFEM and financed by UNIFEM; project files as requested, etc; 11th floor, FF Building. Meetings with UNIFEM on Monday and Tuesday.

ANNEX

Participants in Monday meeting, 2:30 - 3:00

UNDP/BPPE: Mr. K. King
Ms. F. Panis
Ms. I. Kaul

UNDP/PCO: Mr. N. Tal
Mr. F. Schiller

UNDP/RB's: Mr. P. C. Damiba, AFRICA
Ms. J. Hartvelt, LAC
Ms. L. Miller, RBAP
Ms. K. Leitner, RBAS
Ms. S. Timpson DGIP/PROWESS

UNIFEM: M. C. Snyder, FUND DIRECTOR, UNIFEM
O. K. Akerele, DEPUTY DIRECTOR, UNIFEM
Ms. M. Cabal, LAC
Mr. K. Naka, AP/AS
Mr. J. Djeu, FINANCE

1952

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20 February 1987

REV. 1

UNDP Programme for Norwegian Evaluation Team Studying
Administrative and Technical Aspects of UNIFEM -
Visit in New York 17 - 27 February 1987

Norwegian evaluators: Mr. Björn Lunöe
Ms. Mette Jörstad

Thursday, 19 February

10:45 - 11:00
Subject: Review of appointments

11:00 - 12:00
Subject: Resource Planing Tables

12:00 - 13:00
Subject: PIM

15:30 - 16:30
Subject: JPO's

Mr. Fredrik Schiller, PCO
Room DCI-2184 - Tel. 906-5721

Mr. Johannes Swietering
Senior Planning and Co-ordination
Officer, PCO
Room DCI-2176 - Tel. 906-5716

Mrs. Linda Schieber
Chief, Documentation and Statistics
Office, Bureau for Programme Policy
and Evaluation (BPPE)
Room DCI-2040 - Tel. 906-5034

Division of Personnel
Room DCI-1826
Mr. Toon Vissers, Chief, Staff
Development and Placement Section
Tel. 906-5209
Mrs. Barbara Basma, Senior Executive
Officer
Tel. 906-5202
Mr. Gerhard Putman-Cramer
Chief, Recruitment Section
Tel. 906-5222

Friday, 20 February

11:00 - 12:00
Subject: WID and the new
Division in BPPE

12:00 - 13:00
Subject: Budget and Staffing

Ms. Frieda Panis, Technical Advisor,
BPPE/TAD
Room DCI-2048 - Tel. 906-5036

Mr. Robert England, Chief
Budget Section
Room DCI-1964 - Tel. 906-5346

Monday, 23 February

10:00 - 11:00

Mr. Herbert Behrstock
Senior Management Officer
Regional Bureau for Africa (RBA)
Room DCI-2422 - Tel. 906-5932

Subject: UNIFEM, NATCAPS and
Tripartite reviews

11:00 - 12:00

Mr. Jacques Loup, Director
LDC Support and Co-ordination Unit, RBA
Room DCI-2418 - Tel. 906-5906

Subject: UNIFEM and Round Tables

12:00 - 13:00

Mr. Anton Kruiderink, Chief
Resources Mobilization Unit
Room DCI-2140 - Tel. 906-5706

Subject: Resource Mobilization

Afternoon

The Consultative Committee

Tuesday, 24 February

To be determined.

Wednesday, 25 February

10:00 - 11:00

Ms. Ann Francis
Principal Officer
Directorate, BPPE
Room DCI-2018 - Tel. 906-5070

Subject: UNIFEM and the PRC and
PACS

Thursday, 26 February

16:00 - 17:00

Mr. Nissim Tal
Director
Planning and Co-ordination Office
Room DCI-2180 - Tel. 906-5718

Subject: UNDP-administered
Trust Funds

17:00 - 18:00

Mr. William H. Draper III
Administrator
Room DCI-2128 - Tel. 906-5791
and
Mr. G. Arthur Brown
Associate Administrator
Room DCI-2118 - Tel. 906-5788

Friday, 27 February

To be determined.



