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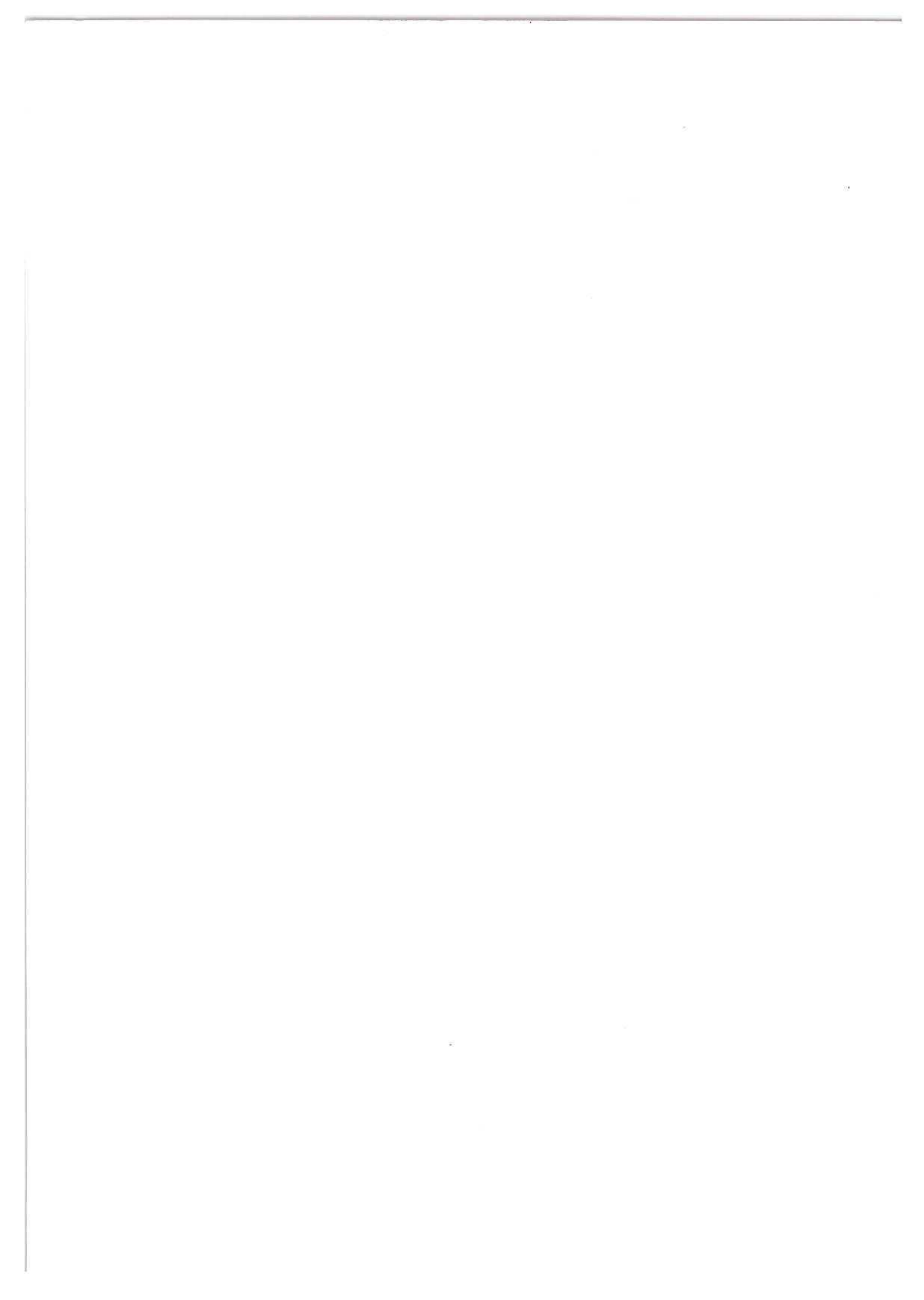
Evaluation Report 3.91



**THE WOMEN'S
GRANT IN
BILATERAL
ASSISTANCE**

by

Development Consulting AS
(DECO)



THE WOMEN'S GRANT IN BILATERAL ASSISTANCE

MAIN REPORT

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The views expressed in this report are those of the authors and should not be attributed to the Royal Norwegian Ministry of Foreign Affairs.

THE WOMEN'S GROUP IN BILATERAL ASSISTANCE

MAIN REPORT

1964

Prepared for the Board of Directors

1964

This report was prepared by the Women's Group in Bilateral Assistance, a subcommittee of the Board of Directors, to provide information on the activities of the group during the year 1964.

1964

GOVERNMENT OF CANADA

1964

1964

The Women's Group in Bilateral Assistance was established in 1962 to provide a forum for women to discuss and coordinate their activities in the field of bilateral assistance. The group has since that time held regular meetings and has been active in a number of projects. The following is a summary of the group's activities during the year 1964.

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Foreword and Acknowledgements

This evaluation has been carried out by DECO-Development Consulting AS (Oslo, Norway) on the commission of the Royal Norwegian Ministry of Foreign Affairs, Programme Department, Evaluation Division.

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The output of the evaluation is presented in four reports, three country reports from India, Zambia and Kenya and this main report which presents summaries from the three country reports and from findings regarding the Women's Grant seen in a wider perspective.

The team has benefitted greatly from the assistance and cooperation of MFA/NORAD staff in Norway and at the NORAD representations, a number of representatives from various Ministries and local authorities in India, Kenya and Zambia, project personnel, members of women's organisations and individuals. We would like to take this opportunity to thank them all.

Executive Summary

(i) The evaluation reports:

This report should be seen in connection with the Phase 1 evaluation (1989) which addressed the Grant as an instrument of the Norwegian WID-policies. The main focus was the administrative set up seen as analyzed by review of documentation and information available in Norway and a visit to two multilateral agencies supported by the Grant; World Bank and Unido. The findings which were presented in Evaluation Report 2.89 and issues of this overall structure which also have been relevant for this study have not been repeated here, but a short summary of conclusions is presented in Chapter 4.

Furthermore, this main report is only a summary and further discussion of the country reports that are part and parcel of the evaluation. The main report does not do justice to all the issues raised in these reports, neither is it intended.

Each of the reports provide valuable information and details of the Grant which, apart from short summaries and references are not repeated in this report.

(ii) General Conclusions

Objectives:

Numerous activities widely spread geographically and thematically have been supported. The study cannot yield conclusive results of all aspects of the Grant, as many factors which have influenced its utilization have not been studied. The unclear formulations as to the intentions of the Women's Grant makes it very difficult to draw general conclusions as to whether the Grant has attained the objectives. The answer is both yes and no, depending largely on the perspectives taken. At one level the Grant has contributed towards providing more possibilities and opportunities for women in the general development process. On the other hand, regarding integration into regular development assistance, doubts can be raised whether the Grant has contributed significantly to this.

One problem lies not in the results of the activities that have actually been supported, but in the objectives of the Grant. As was stated in the Phase 1 report (1989) the written objectives are not sufficiently clear. They give little guidance as to how the Grant should be used nor do they give any indication as to how to measure eventual progress, successes and failures. On the level of each NORAD office, this has left room for a wide interpretation of how the Grant should be utilized and an apparent lack of visions as to what the Grant can be expected to achieve. At least based on the results from the three countries, one can argue that the objectives are too ambitious and broad.

Assessed through the evaluation of the case studies, the overall objective of "integration in regular development assistance" appears unrealistic given the small size of the Grant. The effectiveness of the Grant lies more in support to small women's projects outside this framework.

Beneficiaries and recipients

Another issue relates to lack of target group definition. Neither in the Norwegian WID-strategy nor in the strategies for the Grant are there any other definition of target groups, than "women" in general. There is evidence that some Grant projects have been directed towards improving the living conditions of the poor, i.e. through income generating activities. But the overall pattern that leaps to the surface is that the Grant has been more addressing the needs of middle class women in terms of participating in various events, for scholarships, conducting research etc. However, as will be seen in the country reports many of these middle class women have actually been catalysts for initiating projects for the poor both in a direct and more indirect way. They (middle class women) have also influenced national policies and impacted legislation in favour of all categories of women (re: advocacy work and lobbying in Kenya and Zambia- law of inheritance). Some women's organisations and NGOs play a very important role for implementing various social and welfare programmes for poorer women. Over time there seems to be a more conscious policy of trying to meet also this overall goal of Norwegian aid policy, although on an aggregated level the results in this respect are not remarkable.

Economy and utilization of the Grant 1984-89

The size of the Grant has increased steadily since 1984 and reached a peak in 1989 with an allocation to NORAD field offices of approximately 11 Mill.NOK. In terms of efficiency, an overall measure shows a decline from the peak year in 1987 in which 95% of the allocated budget was used- in 1989 the percentage dropped to 73.5% which is below 1985 level (78.4%). This is perhaps partly due to variation in the profile of the Grant utilization over the years. There is evidence of a more conscious change of policy towards more difficult areas of support, with a general reduction in support to events and increase in activities such as research, studies, institution-building and projects.

Relevance of strategies

On the level of each NORAD office however, the strategy of mainly using the Grant for support to women's projects outside the framework of Norwegian development programmes (this strategy was expressed with different clarity within the three offices from quite clear in India, a little bit less so in Zambia and quite unclear in Kenya) seems more realistic based on:

- need for funds as expressed in number of applications
- country programme's profile and own budgets

- the danger of the Grant losing its potential power, strength and characteristics by being swallowed up by the dominant NORAD "culture" of strict bureaucratic procedures and regulations.
- the need for special programmes for women; supported also by 60% of the NORAD staff

Effects/impact:

The empirical picture becomes brighter when we look at the impact of the projects that have been supported. In this respect it must be noted that effects of support sometimes have a long time-lag and that snapshots at one particular time may not be adequate. The achievements of the Grant has to be seen within the contextual framework in which it operates and from the merits that have been observed in the light of the activities that have been supported.

a) Empowering women

Within the wide variety of projects and activities that have been assessed as part of this evaluation there are of course also a wide variety of results that have been observed and measured. But in most cases the teams found that the funds had been well spent by the women's organisations and other recipients. There are important positive changes in terms of access to more opportunities for women; to expose themselves nationally and internationally in terms of participation in various seminars and conferences, to organise in groups and more formal institutions, to make films and prepare documentation depicting women's living conditions etc. In some cases the activities have directly or indirectly impacted on the larger reality and perhaps also in that sense contributed to a changing of existing gender relations. Many projects have also received attention by media, TV, newspapers, magazines and radio-programmes and there are a few cases that have contributed to changes in policies of national governments or seem to be leading up to such effects.

b) Institution-building and sustainability

Not all projects have been successfully implemented. There are women's organisations which have failed to reach their targets, projects which have been conceived in an unrealistic manner, and women who have not been able to generate income or change their living conditions. Within the Grant contexts of several hundreds projects, this was only to be expected. However, an important issue that was raised by the different country teams, was that some of these problems could have been avoided by a) more clear criteria for selection procedures and assessment of project proposals, b) more streamlined attempts at monitoring and generating information/experiences from previously supported similar projects so that failures did not need to be repeated and c) if the funding had been extended so as to cover also the follow-up activities to maximise results and benefits. This pertains also to the fact that many organisations are very weak in implementing capacity and institutional structures. In general, institution-building has been little addressed, and more emphasis has been given to one-time individual support rather than seeking to build up viable institutions for longer-term impact.

There are a few successful cases of sustainable projects being built up by initial Grant support, but these belong to the exceptions rather than the rule. It is quite clear that unless there is scope for generating income within the institution itself i.e. by membership fee or through sales, most institutions will remain dependent upon donor funding.

c) Within NORAD

In terms of awareness raising within the NORAD system as a whole, or changing direction of regular programmes, the effects have been less observable, if not completely absent. The reasons for this can be attributed to a large number of factors, some of which can only be sketchily outlined below. (These issues are further elaborated in the country reports).

- Tension between NORAD/GRANT cultures:

There are some inherent conflicts and potential tensions between formal administration for regular programmes and the flexible, innovative Grant. Rationality which is the quality appreciated in NORAD is being expressed and supported by the staff, including the WID-coordinators, in the sense that both own and other staff's performance is measured within very narrow criteria. Also the formal structure and pressures on all staff also seem to stretch into the operation of the Grant. The Grant tends to be perceived as relatively insignificant and receives little attention in the system.

- Administration of the Grant

The manner in which the Grant has been administered tends to reinforce the above. There is a lack of formal procedures and criteria for assessing project proposals, selecting organisations, developing strategies and priorities. Although the flexibility and unbureaucratic procedures are appreciated by all teams in the sense that it allows for rapid responses to applicants; it may seem that the pendulum has swung too far in the direction of informality and permissiveness. This contributes to lack of generating experience (positive and negative) to be used as inputs for formulations of better strategies and areas of use on the part of the WID-coordinator. Also it prevents communication and promotion in the wider NORAD system.

- Conflicting demands:

The staff works under considerable time pressure and have to pursue many conflicting demands. There does not seem to be a strong and coherent "WID-culture" within any of the offices in the sense that the various actions and activities are seen as linked to and reinforcing each other. In practice not all staff are working for the same goals in terms of addressing gender issues.

- Risk avoidance:

In light of the above there is a certain tendency towards "risk avoidance" and support activities and projects where the outcome is fairly well known. Pressure on the staff to avoid pipelines contributes to concentrating in areas of little complexity. There is a

tendency to see the utilization of the Grant as end in itself. Pipeline problems penetrate the whole system and this means eventually that there are few rewards to personnel who take risks and try to develop new ideas and new thinking.

- The WID-coordinator:

Responsibility for initiatives in the use the Grant is left nearly entirely to the WID-coordinator (or local counterpart). They are supposed to interact at all levels and with all sectors which in itself is a task of extreme complexity, and made worse if the WID-coordinator is not competent to handle gender issues.

The assumption that the Grant could better facilitate integration in regular development assistance if the role of WID-coordinator is automatically linked to a high-authority position within the office e.g. Deputy level; is not substantiated in this evaluation. In this connection it must be stressed the many tasks associated to the position of Deputy, which limits the time available for special funds in general.

- The country programme profiles

It proved very difficult to assess the Grant's impact in terms of changes in the country programme profiles, partly because of lack of data. Clearly the profile and content of the country programmes and other regular programmes influence how the Grant is being used. There are different interpretations in definitions of "WID-integrated projects". As part of statistical reporting to OECD/DAC, some NORAD field offices report that nearly 50% of the total bilateral programme is "WID-integrated", whereas other sources of information indicate nearly the opposite for some of the projects initially reported as "WID-integrated".

- General lack of gender awareness

The above point to another set of problems that have been pointed out in this evaluation. The teams underline that there is considerable lack of gender awareness among NORAD staff; not necessarily in terms of sensitivity to the issue but in "how to do it" in practice. One indicator is the misunderstanding in terms of reporting projects as "WID-integrated" if women are participating in a small component or are assumed beneficiaries in the long run. However, such "platitudes" are far from being in accordance with the OECD/DAC definition of "integration".

Final comments:

During this evaluation it has become clear that there is no fast route towards "integration" of gender issues in development assistance. There is no sweeping action, no sensational activity to recommend for replication in all countries or in all contexts. There is no single obstacle which when removed will solve all problems in the future. Rather,

and here comes the strength of this flexible fund; there is a need for addressing several constraining factors and at the same time continue to encourage women themselves to make use of the few options that are available to them. In this context the Grant has proven to be a very useful instrument, and indeed all the team members agree that in spite of weaknesses in the implementation of the Grant, the beneficial effects have been greater than the weakness. Women and women's issues have become more visible in the development arena as a whole.

(iii) Recommendations

The following recommendations are general only. Specific recommendations for each country are found in the country reports.

*** Continuation of the Grant**

Scepticism has been expressed by some NORAD staff of the relevance of special funds to reach specific target groups or promote special NORAD policy concerns. This scepticism would be shared also by the team if the Grant had been used to compensate for lack of regular efforts. However, there are few evidences that this has been the case. The team is of the opinion that the Grant should be continued for the following reasons:

- there is still need for additional funding to support specific needs of women. Under the prevailing economic situation in most development countries and the reduction in public expenditures as a result of the structural adjustment requirements, there are few public funds which allow flexible support.
- women's voices are far from being heard when content and direction of aid are decided.
- information on how women have so far gained from NORAD regular programmes is poor and scanty, but what is available indicate rather few benefits for women in general.
- the profile of the country programmes focus to a large extent on commodity aid and infrastructural support. New models are definitely required if women are to be benefitting from NORAD supported programmes.
- the government in developing countries seldom exerts any independent pressure to the donors for WID. With the present policy of NORAD being that of "recipient responsibility" there are few chances of relevant requests to be presented to NORAD.
- arguments disfavouring the Grant based on "economics of scale",ie. that the Grant is not cost-effective as it demands as much administrative capacity as large

programmes will not be valid if improved simple routines for handling the Grant are introduced.

Still, although strongly recommending the Grant for the future; it does not mean that it should continue for ever. If after e.g. five years no improvements in neither administration nor in its effects can be ascertained; there might be a relevant case to discontinue the Grant.

*** Objectives and strategies**

Some clarifications of the objectives of the Grant seem to be needed. The team proposes that the overall objective of the Grant concurs with those of the Norwegian Strategy for Women in Development ie. improved living conditions for women and strengthen their role in the development process. The aim is to integrate a women-oriented perspective in all Norwegian supported projects and programmes. However, there are many alternative routes to achieve this aim and in this respect the specific objectives of the Grant should be to strengthen women's own initiatives and efforts with the aim of providing opportunities so that they too can decide upon the future development process and become deliverers of premises for change on an equal base with men. The Grant can thus be used to "empowerment of women" by releasing creative energies, mobilizing resources with the emphasis on inducing processes rather than seeing the Grant as a static input-output measure.

This means that the Grant can be used to support activities both within and outside the context of Norwegian development assistance such as national plans and priorities, women's organisations and movements and under certain conditions also other institutions and NGOs. The mainstream other that NORAD programmes must be recognized for their importance for women. Most national governments have for instance developed plans and set priorities which could be fruitfully supported by the Grant provided that other funds are lacking. These priorities may not always be "projects" but may be initiatives to strengthen the national authorities to become aware of gender related problems or to assist them in formulating and developing project proposals. In a longer term perspective this may lead to changes in the NORAD country programme profile in terms of requests for project support which can be included in the regular bilateral budgets.

Grassroots movements, women's organisations and regular NGOs are increasingly recognized by national governments as important complements to government-run programmes, not at least under the present structural adjustment programmes which have led to considerable reduction in public expenditures in e.g. social programmes. In many countries such organisations are also increasingly gaining in political strength and may be seen as important catalysts for change in the society. It is however, important that future strategies for using the Grant do not lead to dispersing and scattering the fund in all directions, or to a large number of projects with no common characteristics or interconnections. There are not enough available resources, neither financially nor in terms of administrative capacity, to meet all demands. Within the individual NORAD

office therefore, priorities must be established and to a certain extent resources consolidated within areas perceived as being of significant importance, to a few organizations or to support a limited number of government programmes.

*** Linkage to the NORAD country programme**

The Grant should be used within the framework of the NORAD country programmes with caution. First, within the country programme framework there is considerable scope for increased efforts in addressing gender issues by the use of regular budgets already available. For new projects the team see no reasons why gender issues should not be adequately addressed already from the start, rather than drawing upon the limited resources which are committed to and earmarked for WID.

The Grant, being allocated on such a small scale to each NORAD office will not only be quickly exhausted if used to a larger extent within these programmes, but may in fact easily lead to a set back on progress of seriously addressing gender concerns and changes within these programmes. Moreover, if the Grant is used towards "integration" in this respect, the fund may easily lose its contours and potential sting and strength. The Grant must not be degenerated to mere support measures for the implementation of the country programmes. If gender perspectives are difficult to address in these programmes, there is instead a need to have a closer look into what is possibly wrong with them and try to change them. Most important in this respect is probably to avoid fixed blue-print models and allow for more flexibility also in the country programmes.

Still, it is important to note that important linkages to the country programme should still be maintained. The Grant may be used to support complementary activities to major country programmes such as strengthening collaborating institutions, support to gender training among staff, production of training materials etc. The complementary activities can enhance gender awareness within a sector of relevance for a NORAD country programme project e.g. agriculture, it can be within the same geographical area or in other ways closely linked up to issues for which an increased knowledge base is considered necessary. Feedback and learning with the aim of improving regular programming are essential concepts in this respect.

*** Target group**

Many women active in formulation policies at national levels are "middle class women" belonging to privileged and articulate groups. This does not mean however, that women from other groups of society do not benefit from such work. In the past however, there seem to have been a confusion between terms such as recipients and beneficiaries and in the future it is recommended that clear distinctions between the two are documented. Care should be taken to avoid support to individual women with no institutional attachment. Priority must be given to support activities of relevance for a larger group of women; e.g. by supporting groups who work with structural transformation. There are

certainly needs to developing methods to better reach poor groups of women and to support organisations that address such issues.

The Grant should not only target women, although women should still remain the absolute core of attention. But development for women cannot be visualized in a vacuum. It is necessary to take men along the various stages of planning and implementing projects if a meaningful partnership in development is to be achieved. A very important step in gender awareness raising would be to send men in key positions to gender awareness training seminars. By introducing technology appropriate for men within areas traditionally regarded as belonging to a women's sphere, it is possible to reduce women's workload significantly. The use of ox-charts and wheel-barrows for carrying water instead of carry it on the head or back as one such way of reducing women's work. In terms of pilot projects more emphasis should be placed on testing out such models.

*** Duration of funding**

The time limits for funding of projects should be relaxed, also when they are not planned to be "integrated" in regular budgets. Pilot projects and institution-building efforts need more regular and sometimes prolonged funding. In order to maximize benefits in a longer term perspective, funding commitments must correspond to the needs for adequate funding for completion of projects. On the level of policy in Norway this means that the temporary character of the fund must be changed to a more permanent one i.e. the NORAD offices must be allowed to rely on availability of funds for more than one year at a time.

*** Other funds:**

There is scope for using the Grant in connection with NGO, scholarship, research and the special funds for culture and environment. In the case of NGOs the Grant could be used for initiatives as a seed fund that enables an organisation to work out concrete project proposals or related initial tasks for later funding under the regular budget and less for direct implementation of projects. There is a definite need for additional funds for scholarships. The strict routines and criteria for support under the regular scholarship budget will also lead to the exclusion of women in many cases. The institution building aspect should be more addressed by for instance giving priority to several candidates recruited from one institution within a certain topic or area of general NORAD interest.

*** Organisation:**

It is important that the personalized elements in handling the Grant are limited and that in-house learning of experiences is improved and institutionalized. A forum could be established for assessing Grant applications and for exchange of information and experience. In some NORAD offices establishing a Mini-KVIM unit (women, environment, socio-culture) could be organized through which strategic documents and

decision-making could be channelled to ensure that officers responsible for WID and Environment are consulted.

Alternatively institutionalized decision-making fora may be established with other relevant programme staff. The point is that problems which have hitherto been seen as being the responsibility of the WID-coordinator, have to be tackled on a more collective level in the future. This will enhance the status of both the Grant and the WID-coordinator/local counterpart. It will also make WID a concern of the entire staff.

*** Administrative procedures:**

Efficiency can be improved by strengthening administrative procedures for handling the Grant in all offices. The formal NORAD structure has to be recognized as a significant mode within which the Grant should operate. At the same time one must avoid to inflict too many routines and formalities on the Grant, as these would stifle its impact and make it ineffective. Bureaucratization of the Grant is what one has to guard against, not formalization. Within the Grant a context of accountability in terms of formal procedures must also be established by:

- working out the modalities for the selection of programmes/ organisations within the specific socio-cultural context (examples in the three country reports).
- outlining priorities and stick to them in the form of e.g. a three year plan.
- good, appropriate and timely reporting which is essential for monitoring.
- ensure that contracts with recipients include the necessary aspects of self-evaluation,
- make a clear identification of the units in charge of data collection i.e. what is the responsibility of the recipients and what are those of NORAD.
- ensuring that all activities supported are well documented. The most effective way of doing this would be establish a uniform system for all NORAD offices, in the sense of a one- page stringent formula accompanying each activity. The sheet should include all vital data such as names and addresses, telephone numbers and name of contact person. Name of the organisation is not enough. Further, the objectives of the activity, the needs of women it intends to meet, possible linkage to other NORAD activities, reporting requirements should be indicated etc. The forms must be computerized so as to facilitate an easy access to information both during and after completion.

Reporting to NORAD-Norway must be more meaningful than the present one. Strategies and priorities should be reported as well as experiences, positive and negative, of the activities supported. It should be made clear whether the project has impacted on

addressing Practical Gender Needs (PGN): inadequacies in living conditions such as water provision, health care and employment or Strategic Gender Needs (SGN) which relate to changed division of labour, power, control and self-reliance (empowerment).

*** The WID-coordinator**

The Grant has some characteristics that allow for dropping conventional methods of recruiting staff. The most important criteria for recruitment should be competence and knowledge of local circumstances. In addition there is evidence that personal commitment to WID is one of the determining factors to promote strategic actions. The responsibility for appointing the WID-coordinator lies currently within the respective offices and should remain so as this provides for more flexibility. All reporting and documentation of the Grant should be in English to better access the locally recruited WID-personnel to all information.

*** Training**

The rigorous need for training in gender awareness and gender planning is apparent in all three countries. Training opportunities should be provided at all levels, with the first priority given to the Resident Representatives and the WID-coordinators. Training of local counterparts is also important in this context. The training should follow the pattern of the recent "Gender Planning Methodology Workshop" held in Norway October 1990 (conducted by Caren Levy and Marni Pigott. This course is very useful in providing a common language for discussions, establishment of parameters such as the above mentioned PGN and SGN, and its practical approaches to gender analysis).

*** Promotion**

There is a need for more strategic promotion of the Grant, to various ministries and key personnel within the public sector.

More emphasis should be directed at promoting the Grant also within the NORAD-offices. There is in many cases an obvious need to "tear down the walls" between the sectoral programme officers and in particular in the larger offices. In the long run the Grant cannot be sustained unless supported also by the other staff. But they will need more information and thus be encouraged to introduce some of the relevant experiences gained also in other projects.

*** Type of activities**

The actual types of activities have to be decided on the level of each NORAD office but in general terms, it can be stated that the most promising results in terms of effects and impact can be found within projects that aim at increasing women's self-reliance:

- a) activities that address overall framework conditions e.g. policy and legal issues
- b) education and skills providing more opportunities for women.
- c) institution-building

Chapter 1

INTRODUCTION

1.1 Background of the Evaluation

In 1984 the Norwegian Ministry of Development Cooperation (MDC) introduced a special allocation for women in development; the Women's Grant (hereafter called the Grant). In the period 1984-89 the Grant allocations have amounted to about NOK 126 million. The allocations have been divided nearly equally between bilateral and multilateral assistance.

In 1988 the MDC (since 1989 amalgamated in Ministry of Foreign Affairs) decided to evaluate the Grant's functions and achievements in relation to its objectives. Phase 1 of the evaluation was carried out in 1988-89 and its findings and recommendations presented in Evaluation Report 2/89. Phase 1 was limited in scope with a main purpose of providing a basis for the MDC's considerations as to the continuance of the Grant. It was however, concerned more with practical routines and administrative systems than with the content of the activities supported by the Grant. It was not an impact study in terms of addressing specific benefits from the activities financed. Rather it was an evaluation of the Grant as an innovative instrument of policy; an instrument designed for the specific purpose of providing rapid and flexible support to women-in-development activities. During the course of Phase 1 visits were made to two multilateral organizations; The World Bank and Unido.

1.2 Conclusions from Phase 1

Objectives

As far as the objectives of the Grant are concerned it was concluded that they were not made sufficiently clear to provide guidance for the utilization of the Grant. There were no indicators set for measuring goal achievements. The formulation open for a wide scope of possible interpretations, and there are also some potential conflicting terms, i.e. between strengthening the ministry's efforts for integrating and support women's own ideas.

The budget text accompanying the grant imposed a rather strict time limit, which may constrain the possibilities for embarking on pilot projects.

Target Group

There was a lack of precise definition of target group, other than "women", which is not quite consistent with political mandate (White Paper no 36:100) which puts the Grant in a clear poverty perspective.

Bilateral utilization

- There were few evidences that the Grant had substituted general efforts to promote WID.
- The recipients of the Grant were mainly NGOs.
- Events had been given priority over projects, defined as pilot i.e. deliberate efforts to test out new models.
- Few evidences that activities had been integrated in ordinary budgets, apparently due to factors such as profile of the NORAD country programmes, little interest from national governments, the WID contact personnel lacked both relevant competence and possibilities to influence on mainstream NORAD programmes.
- There were significant differences in utilization of the Grant between the various NORAD offices - due to different needs for supportive measures.

Overall Conclusion

Despite several weaknesses, the Grant was found to be an useful innovative instrument of policy; an instrument designed for the specific purpose of providing rapid and flexible support. In order to achieve better performance however, the evaluation team recommended numerous changes; better criteria and better mechanisms for screening project proposals, improved

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

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

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

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

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

"The special allocation for women is important because it opens the opportunity to support activities and inputs that do not fit into the ordinary budget quotas, for example regular measures. The special allocation also permits greater flexibility and innovation, such as pilot projects. It is important that the Grant remains at its present day level, to ensure that it is used as an "oil-in the machinery" mechanism and avoids becoming an alibi for not integrating women in important sectors."

reporting and budgetary control, better feedback and monitoring of activities to enhance learning.

1.3 The Evaluation

1.3.1 The Terms of Reference - Phase 2

The terms of reference for the study are comprehensive and require analysis of different levels. The main purpose is to assess the effectiveness and efficiency in the use of the Grant in bilateral development assistance, and also the Grant's catalytic effects on gender relationships in regular development activities. The latter is stated to have a bearing on the development process itself, i.e. in terms of increased women awareness, increased community participation, inter-institutional coordination, the building of national capacity etc. The terms of reference are presented in full in Appendix 1.

1.3.2 Inception report

An inception report presented the framework for the methodology and practical issues for the evaluation. The inception report was distributed to various decision making levels; the Ministry of Foreign Affairs and to NORAD offices in Norway and the nine field offices. All main issues were approved:

(a) Selection of countries

The main criterion used for selecting countries for further studies was degree of Grant utilization. It was decided that one should select among the "high-users" because the activities and strategies of the Grant were varied thus were expected to display a significant level of diversity.

On this basis Zambia, Kenya and India were selected for further study in this evaluation.

(b) Selection of cases

The selection was based on the following criteria:

- the cases should provide examples and illustrate the most important trends of utilization of the Grant,

- they were assumed to provide a good potential for learning and therefore be used as basis for decision making and strategy formulations for the future use of the Grant,

(c) The evaluation team

Development Consulting AS (DECO) was commissioned the coordinating role. The members of the country teams were selected in collaboration with staff at the three NORAD offices. The country teams have been headed by two team leaders who have collaborated closely during the evaluation and have contributed with inputs and recommendations to the country teams all through the field work period. The editing of the country reports has however mainly been done by the separate teams.

d) Time Frame and work schedule

This part of the evaluation was carried out in the period September-December 1990. Each country team was allocated 30 days which included preparatory work, field work and report writing. Given the scope of the evaluation it was soon evident that limited time was a major obstacle.

1.3.3 Unexpected events

During the evaluation two events in particular influenced the implementation of the evaluation according to the plans set.

- the diplomatic break between Kenya and Norway with the consequent moving out of the NORAD office in Nairobi. The Kenya country team was thereby prevented from presenting results in NORAD so that no feedback could be obtained before preparation of the final report. This must be considered as a serious drawback leading to possible misunderstanding regarding some issues. This also caused problems during the preparation of the main report, as the Norwegian team leader had no possibilities for communication with the team to propose eventual corrective measures.

- the Gulf crisis which caused severe fuel shortage in Zambia and prevented the team from travelling to the extent planned originally.

1.3.4 The reports

The outcome of the evaluation is presented in 4 reports; three country reports and one main report. The latter contains summaries of findings from each country and Grant

performance seen in a wider and more general perspective. The country reports present details of methodology, conclusions and recommendations.

the evaluation team

the country reports were prepared by a team of experts in the field of gender equality and women's empowerment. The reports provide a detailed overview of the current situation in each country, including the challenges and opportunities for women's participation in the economy and society. The reports also identify the key areas for intervention and provide recommendations for policy and practice.

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1.2.3. Objectives

The objectives of the evaluation are to assess the impact of the grant on women's participation in the economy and society, and to identify the key areas for intervention.

The evaluation will be carried out in three phases. The first phase will involve a scoping study to identify the key areas for intervention. The second phase will involve a detailed assessment of the current situation in each country. The third phase will involve the development of policy and practice recommendations.

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1.2.4. Methodology

The methodology of the evaluation will be based on a combination of quantitative and qualitative methods. Quantitative methods will be used to measure the impact of the grant on women's participation in the economy and society. Qualitative methods will be used to explore the experiences of women and to identify the key areas for intervention.

Chapter 2

FRAMEWORK OF THE EVALUATION

2.1 The Conceptual Framework

2.1.1 NORAD Regular Programmes

In the context of the Grant it should be noted that there is some confusion of the terms "general", "regular", "overall", "development", "mainstream development" and "development assistance". These have been loosely, interchangeably and inconsistently used in various policy papers regarding the Grant. In the context of NORAD development assistance "regular" and "overall" programmes refer to those funded under the bilateral agreement with the recipient government in addition to NGOs, research and scholarship which are part of this agreement but not routed through the Government. Development and mainstream development are taken to mean the larger context which includes the national programmes and the NGO/Women's organisations.

2.1.2 WID/Gender Policies

A brief discussion of the terminology is important for what it reveals of the Norwegian policies and strategies regarding women in development issues in general and for the evaluation approach chosen in this study in particular.

a) Policy of "integration"

Even though the concept of "integration" really seems to have penetrated nearly all development agencies' rhetoric, its meaning and implications for development policies are far from clear.

(i) The abstract goal

At the very abstract level the concept of integration entails an idea of equality which implies that both men and women will benefit on an equal basis from all development interventions. Ultimately this points towards a situation in which gender will not be a

determining factor for development policies and as such describes an utopia under the prevailing socio-cultural conditions in large parts of the world.

(ii) The "mainstream" model

Mainstream in development assistance is defined as **"general development co-operation resources in contradistinction to resources in support of activities specifically benefitting women"**(UNIFEM Occasional Paper no 5. 1987). Mainstreaming of women in general development assistance is one of the goals of the Norwegian development policies.

Implicitly, however, the mainstream model does not challenge the current development models, but is based on an assumption that women will benefit if only they are provided with opportunities to participate.

This approach gives little attention to the different "gender relations" in different socio-cultural contexts. Gender is a social construction and means that men and women as biological sexes are attributed different roles derived from and maintained in a specific social context. As such there will be no universal cross cutting definition of the "position" of neither women nor men, but this will vary according to the circumstances in question.

(iii) "Empowerment model"

Another strategy, and often pursued simultaneously, is a strategy of women-specific projects. The Norwegian Strategy for Assistance to Women states that **"successful women's projects will liberate local (female and other) resources and provide insights into how to reach women with development assistance in general and into the importance of mobilizing women"**. Furthermore, the Strategy stresses the importance of fora where **"women can voice their own aspirations, demands, needs and formulate the initiatives which should be taken"**..(1985:6)

Although not at all challenging the existing development models, the emphasis on women-specific projects reveals that the Strategy acknowledges the existence of gender-based discrimination in conventional models. The introduction of a special earmarked fund for women can be taken as a practical manifestation of this.

The emphasis on the two models of explaining "integration" does not mean that one is superior to the other. But they serve different purposes and are based on different norms. Both have their strengths and weaknesses. Whereas the "mainstream model" perhaps have its greatest weaknesses in that women oriented development assistance frequently is based on the assumption that there is an automatic link between inclusion of women in existing projects and programmes, and benefits for women; it still has the advantages of addressing mainstream activities that are followed up with the necessary political support of the national institutions and governments.

In the same line the women-specific model may be just reinforcing the existing gender imbalances, for e.g. by having "welfare projects" depict women as passive recipients of aid. In the context of the formulations in the WID-strategy for the Grant this was not the

intention. Rather the emphasis of women's own initiatives and efforts can be taken for a support to the Grant as a means for **empowering** women. It implies that incorporating or including women's components in just any type of project will not necessarily lead to improvement in women's lives. Empowerment strategies have potential for addressing women's real needs in a given situation and in a longer term perspective also enable women to influence the mainstream in such a way that development projects will be adapted to their needs as defined by themselves, development of new values and changing existing ones and leading to an altered image of women both in their own view and in the society as a whole.

(iv) Three mainstream lines

In the context of this evaluation we will operate with "mainstream" from three different perspectives:

- the mainstream NORAD programmes
- mainstream government programmes for women in development which are defined as priority areas in development plans but which may have no direct linkage to NORAD programmes
- mainstream programmes/projects and priorities as defined by women themselves, which may be part of the two other mainstream lines but usually are not. These priorities very often per definition challenge the existing state of affairs of both donor programmes and government programmes.

2.2 Methodological Framework

2.2.1 Problems

Numerous methodological problems emerged during this evaluation, some of which were not easily resolved:

(i) Goal attainments

As was concluded in the Phase 1 of the evaluation the written objectives and guidelines of the Grant were found not to be sufficiently clear in that they give little indication as to what are the intentions of the Grant in terms of produced effects or impact. Hence it is quite clear that it is difficult to measure impact of the Grant on objectives.

(ii) Number and types of projects and activities

Through the Grant hundreds of small and larger projects and activities have been supported, in many countries and in different socio-cultural contexts. There are no established or well known analytical methods that can be applied to address all relevant issues, all countries, all contexts and all individual cases. To illustrate the methodological problems we can consider the differences from the point of view of evaluation approach in the following two projects; one that has been used to train women in making baskets and another in which the Grant has been used to send an individual to a conference in general gender awareness. It is clear that the last one is not exactly as measurable and identifiable as the first. We can rather easily investigate whether a woman actually has learnt to make a basket, how many she makes and the income she generates, whereas for the second type of project there is no single skill, no specific area of recognizable activity that can be assessed. Rather the evaluation of the second type of project will involve all aspects that we see as being part of development of a personality such as increased sensibility to own and other women's situation.

It was thus quite clear that methods to be used had to be tailored both according to characteristics of the selected case study projects and the socio-cultural context.

(iii) The terms of reference

The methodology had also to be tailored according to the information needs of the client as depicted in the TOR for the study. These require assessment and analysis of a wide variety of issues that obviously had to be limited - particularly as the team already in the Phase 1 of the evaluation had made it clear that not all information would be readily available.

Furthermore the terms of reference seem to require effects and impact of the Grant which are even stretched further than those which can possibly be identified through objectives and guidelines, in that the Grant is supposed to:

"have important bearings on the development process itself i.e. in terms of increased awareness, increased community participation, inter-institutional coordination, the building of national capacity etc".

The written objectives of the Grant itself do not identify all these goals. Rather these may be seen as interpretations of the various goals identified in the Norwegian WID Strategy as such. But also here there is room for variation of interpretation; the overall goal of the WID-strategy is increased participation of women, but not specifically community participation; it is called for increased support to women organizations, but not specifically inter-institutional coordination etc.

It is more clear that the Grant is supposed to develop new models through pilot projects and new experience that can be used to integrate WID- issues in regular development activities.

Contribution to increased awareness of women's issues at several levels becomes central to achieving these goals: one reference to this is the intention that the Grant should strengthen the possibilities for integration of the WID aspect in regular activities, the other is that WID experience reaped through the provision of seed money should be ploughed back into regular projects and programmes.

(iv) Other constraints

The methodology had to be tailored according to other constraints; time, costs and logistics. As all these resources were limited; rapid and inexpensive ways of information gathering had to be developed.

2.3 Parameters for Evaluation

There may be more than one view on how to assess the effects and achievements of the Grant. This can be seen from the discussions about the issue in all three country reports. The details provided in these reports will not be presented here. But the general frame under which all country teams refined the approaches of assessing the effects of the Grant was done under the following conceptual framework:

2.3.1 "Catalytic effects"

The point of departure for the evaluation was to assess the "catalytic effects" of the Grant activities on the gender relationships in regular development. In order to forestall any misunderstandings as to the outcome and scope of the evaluation this will not imply an assessment of the gender relationships in all regular development activities as such, which of course would require analysis of an immense variety of variables, activities and projects and would be beyond the scope of any realistic evaluation approach. Furthermore, an assessment of the catalytic effects will not imply a direct **impact** of the activities on the target groups in terms of direct changes in women's living conditions in the family, household, community etc. Rather, the focus of this evaluation will be to assess "catalytic effects" of the Grant as having some similarities with "snowball effect" in the sense that new insights and understanding of women's problems and potential will grow cumulative and generate new situations, opportunities and activities that in the long run can mean a reorientation of development assistance to benefit women and men by establishing a base for new thinking in development assistance.

2.3.2 Integration

As can be understood from previous discussions this was the most problematic part of the evaluation.

It can be measured directly; by following the links between one activity and another and see whether one project has actually been taken up in any of the regular programmes i.e. follow the flow of money from an initial step and over a period of time.

It can also be measured more indirectly; in terms of linkages between Grant funded activities and the bilateral aid programme such as , thematic contents, geographic concentration, methodological approaches, target group approach etc. Furthermore linkages can be measured in terms of training, backup research, consultancy services. On an aggregated level such linkages could be seen e.g. in a better balance between type of programmes, staff gender awareness, programmes, recruitment of staff to NORAD office etc.

Integration can also be measured in terms of responses from government officials and incorporation in mainstream development programmes at this level, as well as responses from national existing structures.

2.3.3 Empowerment

Under the "empowerment" model there will in most cases be a question of analyzing more indirect effects which may or may not have a potential also for influencing the mainstream in a longer term perspective. The point is that even if the effects can only be analyzed via several steps the overall objective of the Grant must still be kept in sight. For this group of activities "effects" will in many cases have to be analyzed through their catalytic outreach in terms of their linkage to a wider understanding of "mainstream". This means that "mainstream" is extended beyond the immediate development cooperation sphere, at least in a short term perspective, to include areas that women themselves define as important gender issues and which in a long term perspective also may influence development cooperation in general.

2.4 Methods of Information Gathering

The evaluation has been based on several sources of information:

(a) Desk studies and assessment of documentation, records, archives and files. These were so inaccurate and incomplete at all levels, including in Norway, that lack of reliable information became a real obstacle during the whole evaluation.

b) A questionnaire distributed to selected NORAD staff i.e. WID-coordinators and country responsible at NORAD offices -Norway, all staff from programme officers and above in all NORAD's main partner countries. Altogether 56 questionnaires were completed.

- c) Interviews with key personnel at NORAD, in organisations and ministries, based on prepared checklists and informal interviews.
- d) Structured questionnaire to some selected recipients of the Grant i.e. under the "events" category.
- e) Detailed studies of selected projects, including interviews with project participants at all levels.

2.5 Limitations

2.5.1 Grant profiles

Prior to the Phase 1 evaluation any attempt to systematize the Grant activities appeared nearly impossible. With the scanty information available in archives and files as well as inconsistency in use it was found that the Grant activities seemed to be spread in all directions with little or no information about relations and links between them. Indeed a rather confusing picture emerged of a seemingly unstructured collage of activities. Further, no base line information was available to enable the team to assess progress over time.

The first attempt to systematize the Grant was done by dividing activities into categories of support. The categories were based on information as to content and type of activity that was supported. The activities were clustered in 7 categories with each one representing typical areas of support. The categories are not always mutually exclusive as some activities and projects could be justified for inclusion in more than one category.

The categorization served as an important channel for identifying trends over time and establishing a basis for comparison between different NORAD offices utilization of the Grant. It should be noted, however, that the categorization is intended to get an overview of the utilization only. There are in principle no values attached to the categories in the sense of an a priori assumption that e.g. events are of lesser importance than projects.

During the present phase of the evaluation each country team was asked to further elaborate and give substance to the categories. But these attempts were partly stalled due to lack of information.

2.5.2 Generalization

Finally, a note of caution about the issue of generalization related to the effects of the individual cases is necessary. There is little basis for the generalization beyond the cases themselves. The socio-cultural context is unique to each country and a generalization on this would require a comparison between these different settings which at the onset must be regarded not only as unfeasible but also false.

There are however better possibilities to establish a basis for generalization in terms of assessing the way the different NORAD offices handle the Grant. The framework in which the Grant operates in this context is in principle the same for all offices in terms of overall policies, mandates, administrative procedures, budget control and reporting requirements. In the sense that recurrent themes emerge, special problems and constraints or that NORAD staff share the same experiences that can be related to this framework; generalizations can be made.

Due to the diversity of methodological requirements and problems involved the team is aware that other methods than those selected might have resulted in some other conclusions. Other case study projects might have given other results. Also, dealing with gender issues in development assistance and lack of concise methods for all aspects may in some cases have resulted in that the researchers' own values are creeping into the formulations. But then women-in-development problems are not value-free, and to a certain extent demand a personal stand.

Chapter 3

OVERALL VIEW OF THE GRANT

3.1 Administration

The basic principles of the overall administrative routines have remained the same also after the re-organisation of the system in which NORAD obtained the status of authority:.

- Overall policy guidelines are issued by the Ministry of Foreign Affairs, Programme Department.
- Allocation between the different users to the various levels is based on reported needs and previous use.
- The Grant is decentralized i.e. each office can decide upon support for projects below a ceiling of NOK 250 000.
- Overall budgetary control is done under the Plan II system and all activities have to be reported to this system on a special form.

Since the Phase 1 evaluation the following changes should be noted:

(i) AUK-The Advisory WID Committee is no longer a focal point in the structure, but has been dissolved. This committee was composed of members from all administrative sections at the previous Ministry of Development Cooperation (under which NORAD was the implementing agency). AUK has not yet been replaced by another similar committee. Instead, the NORAD WID-section seems to have gained in importance regarding matters such as deciding e.g. support to projects above the defined ceiling.

(ii) Separate annual reports regarding the overall ministerial efforts on WID-issues have not been issued since 1988, apparently on account of lack of administrative capacity to follow up tasks of this magnitude.

The present system seems to function reasonably well. But already the Phase 1 evaluation recommended changes to some serious problems, which for some reasons have apparently not been followed up:

a) Inconsistencies in reporting from the field offices as part of budgetary control:

- the same recipients are sometimes registered under different project numbers
- different titles and names have been used for the same project (sometimes even different names referring to the same organisation)
- one recipient may have one project number in one disbursement; whereas in the next the same activity has been registered as "various activities" (project no 200-Plan II)
- registration under no. 200 does not seem to be based on any consistency regarding size of the allocation.

b) Reporting as inputs to policy making

In order to be able to make the right policies for a fund that is decentralized in nature, the policy makers are of course dependent on being provided with adequate information from the "users". One way of getting the information is of course to request it. When a decentralized model of decision making was initially agreed to, the Planning Department (at the previous MDC) specifically noted that in order to make policies, a certain amount of information about Grant activities was needed.

In 1988 a memo to all field offices clearly stated that reporting to the HQs should be very short and contain only some information and assessment of supported activities and how the Grant was administrated (PLAN 07.12.1988)

c) Guidelines 1989

These are not completely identical with previous guidelines as some new formulations have been included:

"In developing countries poor women depend on direct utilization of natural resources for satisfaction of basic needs such as food, fuel wood and water. The Strategy for Women in Development aims at improving women's living conditions and strengthen their role in the development process. This will contribute to a better management of natural resources. A follow-up of the WID-strategy is therefore an important element in the efforts for inducing sustainable ecological and economic development. In this connection women's responsibilities for children's welfare and development are vital...." (translation by author).

According to the team the assumption that a follow up of the recommendations contained in the WID-strategy will lead to a sustainable ecologic and economic development process seems to lack empirical prerogatives. The WID-strategy contains

numerous goals and sub-goals which are all treated as side-valued and non-hierarchical. There are no further references as to the linkages and interaction between them. Nor are there references to the empirical basis of the recommendations and how an eventual implementation of these may lead to the overall goals. Moreover, the strategy document was written in a period when sustainable ecologic development had only to a little extent been seen as interlinked with the role of women in development, and actually few recommendations regarding this aspect are included in the document. The 1989 guidelines therefore reinforce the conclusion from the Phase 1 evaluation that the general and broad character of the WID-strategy in practice may provide little guidance for the utilization of the Grant.

3.2 Utilization and Economy of the Grant

3.2.1 Main users of the Grant

TABLE 1. Women's Grant Expenditure by Main User in DUH/NORAD (1984-89).

	1984		1985		1986		1987		1988		1989*	
	1000 NOK	%	1000 NOK	%	1000 NOK	%	1000 NOK	%	1000 NOK	%	1000 NOK	%
Plan. Dept.	641	5	922	8	1677	10	1734	6	2142	9	2813	9
Multi. Dept.	7595	58	4480	38	8258	47	11890	47	10005	43	10458	36
Norad	884	7	886	8	2202	13	3807	15	3214	14	5525	19
- INFO	884	7	621	5	16						769	
- STIP			45									
- PRIV**			220	2	2104	12	3022				2344	
- LADU					70		48					
- ET					12		29					
- FISK							443					
- BA							24					
- LAND							270					
Res. Rep.	3904	30	5363	46	5355	31	7860	31	7700	33	10511	36
- BAN	329	3	295	3	116	1	933		584	3	953	
- BOT	200	2			57		312		27		519	
- IND	693	5	1141	10	1173	7	2027		1213	5	1408	
- KEN	1561	12	1230	11	1012	6	1191		1395	6	1642	
- MOZ	23		406	3	383	2	691		257	1	334	
- LKA	248	2	+367	3	396	2	517		669	3	586	
- TAN	833	6	1293	11	1256	7	1100		1080	5	1091	
- ZAM	17		419	4	802	5	1265		1327	6	1725	
- ZIB			214	2	174	1	98		433	2	456	
- NIC									256	1	1296	
- PAK									450	2	501	
TOTAL	13024	100	11653	101	17492	100	25291	99	23061	100	29307	

Notes: Sources are printouts from MDC (not dated) and printouts from Plan II (28.01.1988). The sources are not consistent and the figures must be considered as approximates.

(*): Some confusion about distribution of Grant use due to the new organizational structure of MDC/NORAD in 1989.

(**): Acc. no. 620.002, 620.092

(+): Including Pakistan?

The general trend is that of increased use of the Grant in all NORAD field offices. The majority, 39.2% of the NORAD staff responding to the questionnaire see the present size

of the fund as appropriate, 25.5% would like the fund somewhat increased, 25.5% much increased and a total of 12% indicate that the fund should be greatly or somewhat reduced.

The next figure illustrates the Grant relative expenditure over the years between NORAD Oslo and in the field offices, Multilateral Department and the Planning (Programme) Department at the Norwegian Ministry of Foreign Affairs. The Multilateral Department was initially the largest user of the Grant, but from 1988 the relative increase has stagnated.

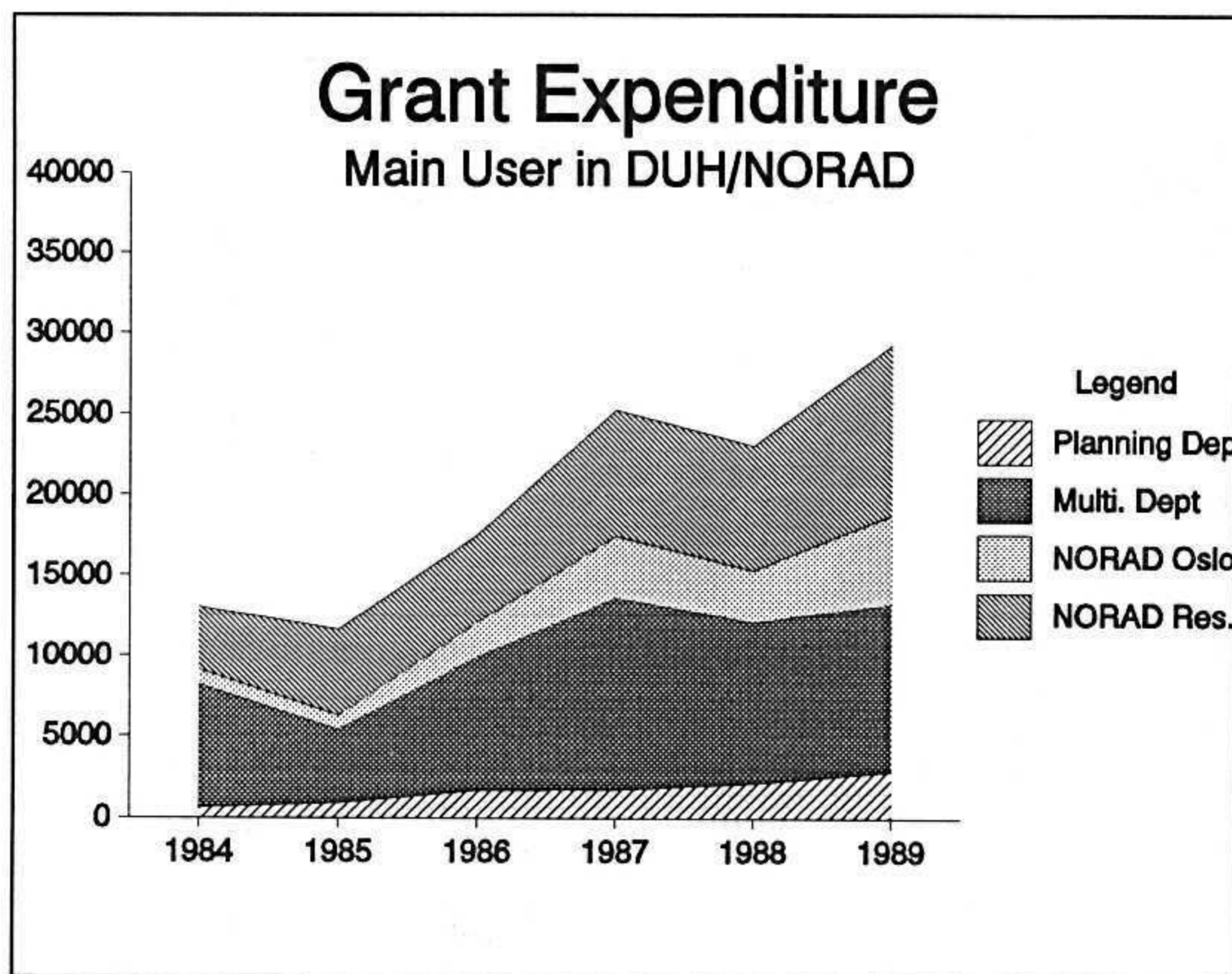


FIGURE 1 Grant Expenditure by Main User in DUH/NORAD. Source: Inception Report. 1000 NOK.

3.2.2 Number of activities

The table on next page indicates that the number of activities have decreased since 1988 whereas the average size of the activities have increased. This may lead to a conclusion that more conscious efforts are being made to concentrate assistance to a few prioritized areas. To this it shall be specially noted that under the present budget control system a large number of small activities have been counted as one. This may account for the

opposite view taken in the country reports when a closer scrutinization allows for stating that the number of activities have in general increased to date, but that the average size has decreased. Most probably are there big variations between the various countries in this respect.

TABLE 2. Activities Financed through the Grant, their Numbers and Average Size (in 1000 NOK), by Year and end User in MDC/NORAD.

	1984		1985		1986		1987		1988		1989*	
	No.	Aver. size	No.	Aver. size	No.	Aver. size	No.	Aver. size	No.	Aver. size	No.	Aver. size
Plan. Dept.			7	132	12	152	17	102	14	153	21	d)134
Multi. Dept.			2	2240	7	1180	12	991	14	715	12	871
Norad			76		86		131		183		151	
- Tech. div				98	11	200	17	224	16	201	10	e)271
Res. Rep.			67		75		114		167		141	
- BAN	2		8	37	11	11	15	52	17	34	12	79
- BOT	1				1	57	4	68	4	7	7	74
- IND	2		12	95	10	117	24	84	44	28	45	31
- KEN	3		9	137	8	74	11	108	15	93	13	126
- MOZ	1		8	58	5	50	7	98	11	23	4	83
- LKA	2		6	61	8	126	8	65	6	112	5	117
- TAN	5		12	108	10	45	13	85	19	57	16	68
- ZAM	1		7	60	18	44	29	44	37	36	26	66
- ZIB			6	36	4		3	33	10	43	5	91
- NIC									3	85	5	259
- PAK									1	450	3	167
TOTAL	174		85		105		160		208		184	

Notes: The number of activities for Project no 200 (Varous activities) is counted as one.

(b) Not possible to identify from source

(c) All information: "Statistikk Kvinnebevilgningen 1988", 1. Plan, 10.02.1989

(d) Includes International Women's Organisations e.g. DAWN, International Women's Tribune Centre

(e) Includes Priv. Org./KVIM, GLO 001, GLO 002 (NOK 1460 to ISIS Santiago)

3.2.3 Efficiency

In terms of actual efficiency for NORAD as a whole the illustration shows a recent decline from the peak year in 1987 when 95% of allocated funds were utilized to 73.5% in 1989 which is below the 1985 level (78.4%). But one should be rather careful by measuring efficiency only within the narrow terms of being able to spend the budgets. Decline in efficiency may be a result of increased efforts to support more administratively difficult projects. The above illustrates clearly that the distribution mechanisms which allow for reallocation between different users within one year seem relevant. The Multilateral Department has for instance been spending more than the initial allocations on account of the reallocation mechanisms.

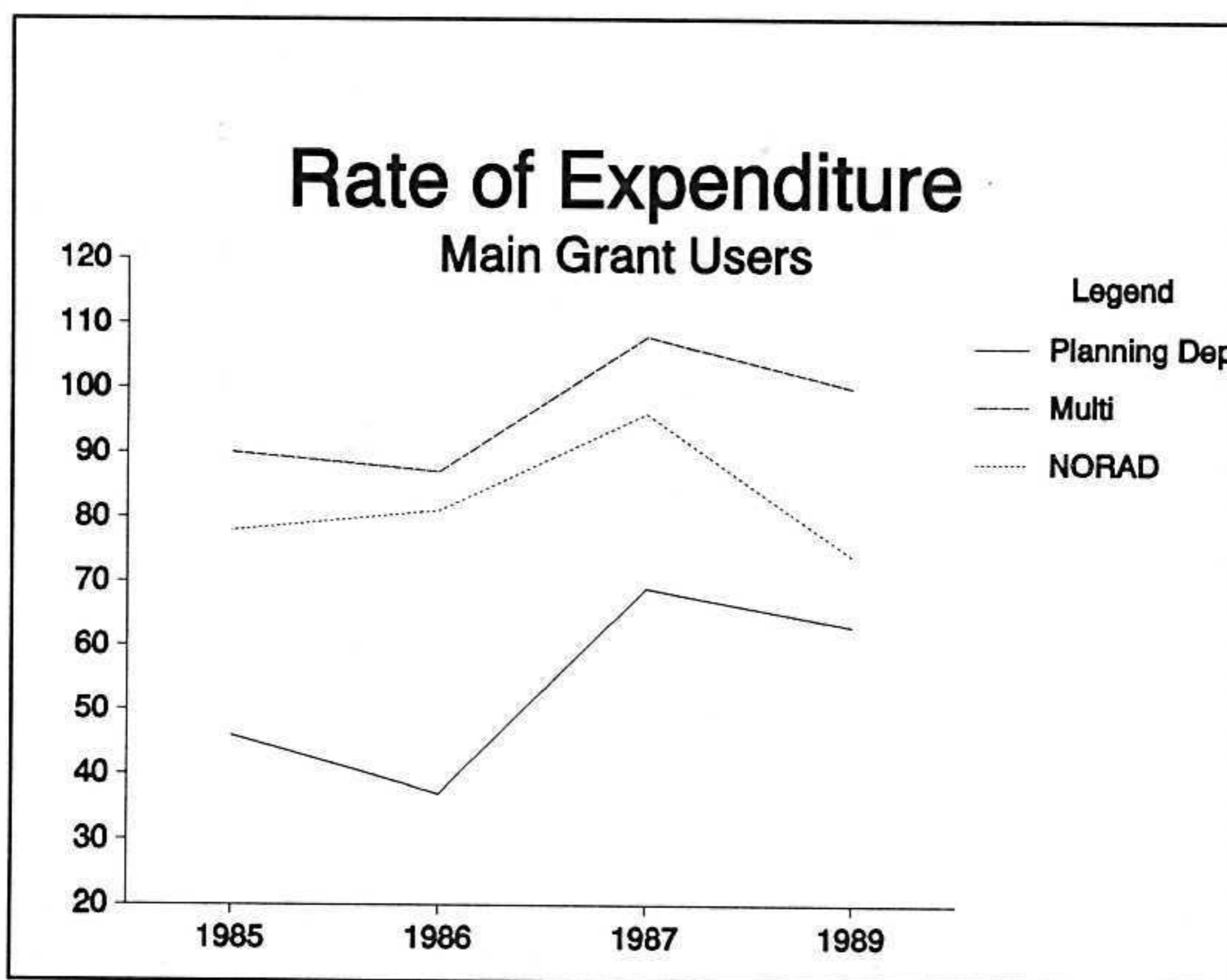


FIGURE 2 Rate of Expenditure. Main Grant Users in DUH/NORAD. Percent. Source: Inception Report.

3.3 Profile of Grant Utilization

3.3.1 Overall Profile

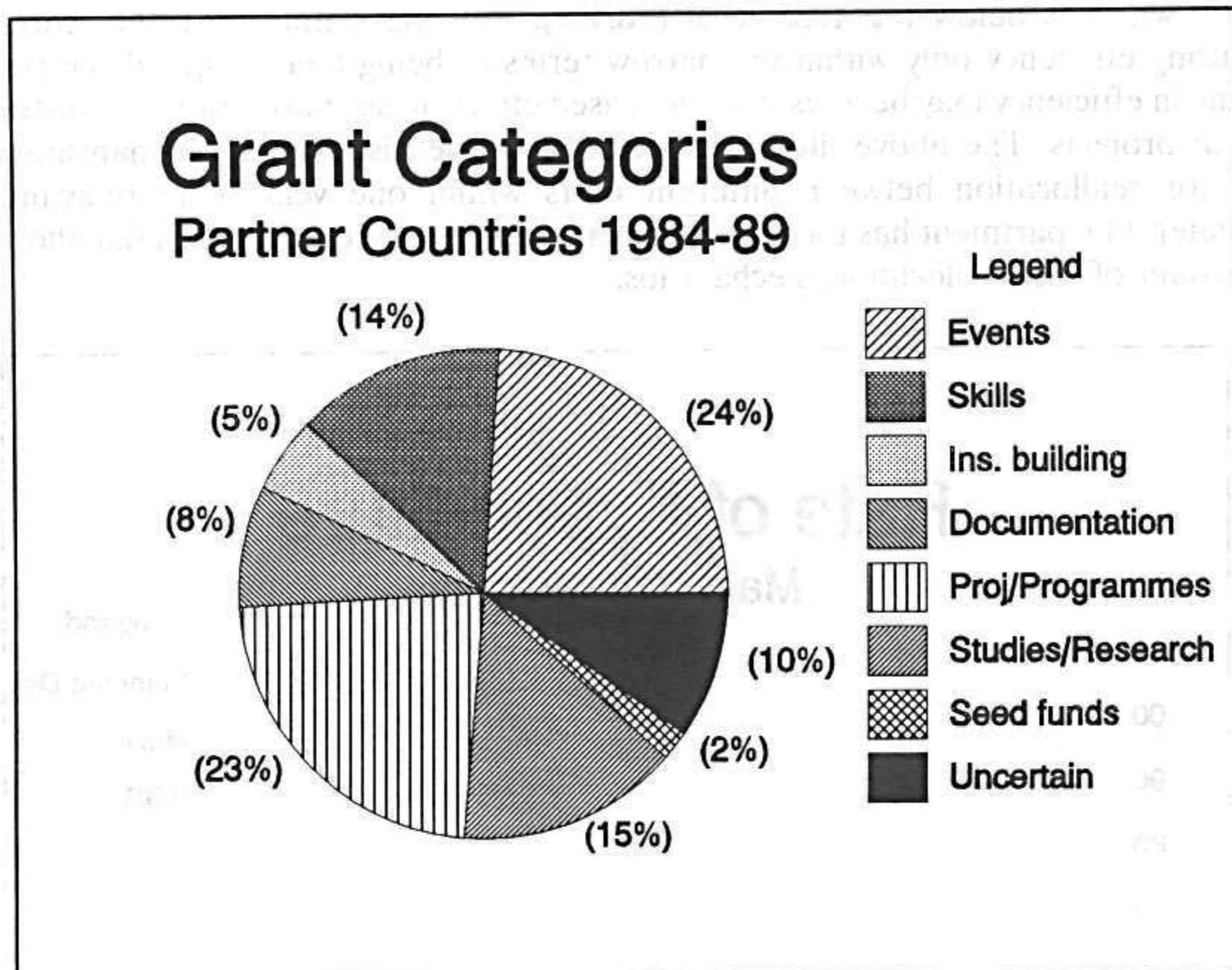


FIGURE 3 Grant Allocation. Categories and Main Partner Countries. Aggregated figures. Source: Inception Report.

The above figure illustrates the distribution of all main partner countries according to categories. It should be kept in mind that the categorization is done partly on the basis of inaccurate data. Still, it is clear that support to events such as participation to seminars, conferences and workshops has taken rather a substantial amount of NORAD's total fund in the period 1984-89.

3.3.2 Overall Trends over Time

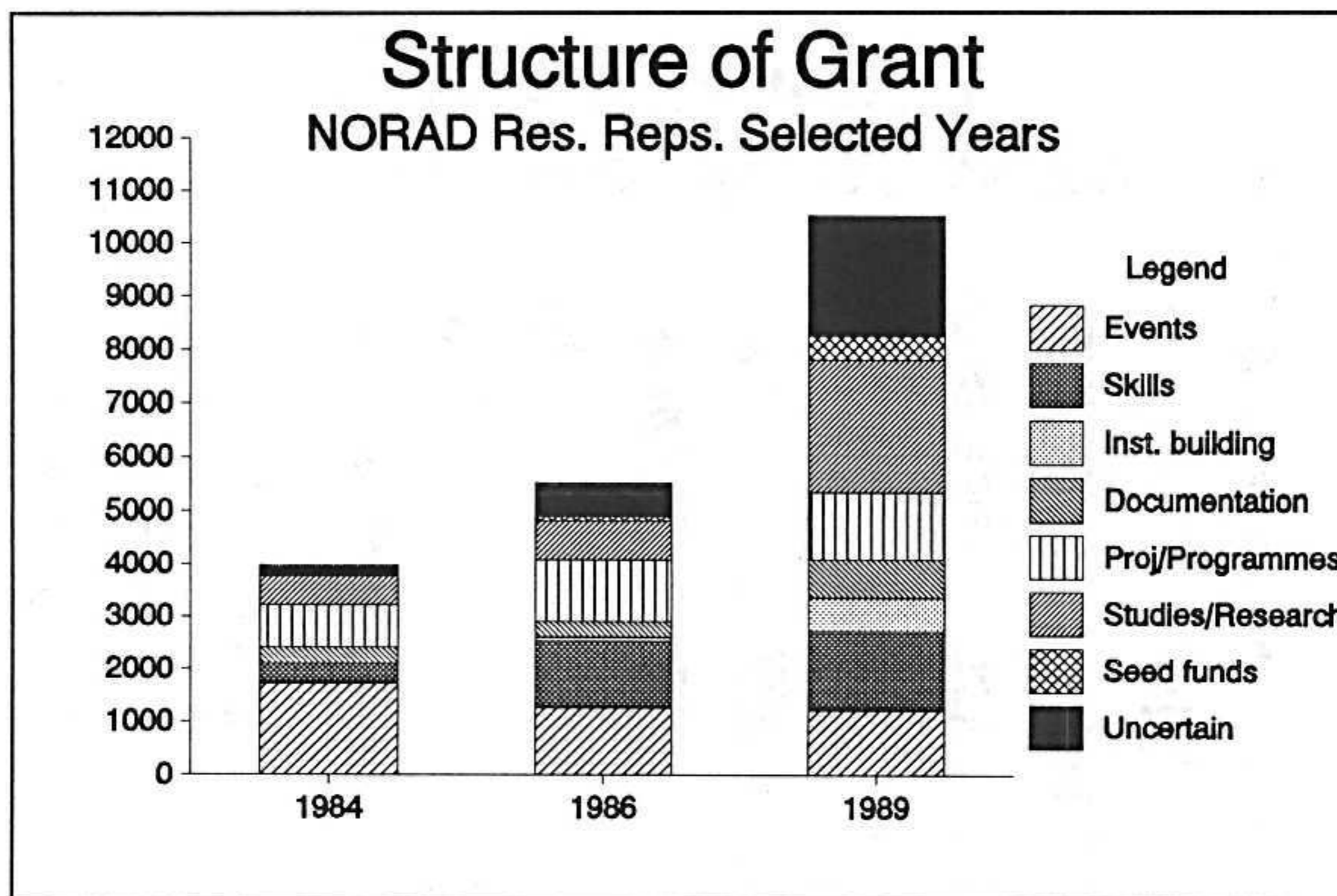


FIGURE 4 Structure of Grant. NORAD Resident Representatives, 1984, 1986 and 1989. Source: Inception Report

Seen over years there is a clear tendency for decline in the overall support to events, whereas support to studies and research shows the most marked increase. Seed funds and support to institution building account for a relatively small proportion of the funds in the three selected years, however, from being nearly invisible in the beginning of the period there is a marked increase of such support in 1989. The uncertain category is rather high in 1989. It should be noted that "uncertain" in this respect refer to the team's access to information, and does not necessarily reflects uncertainty as to what the Grant has been used for on the part of the administrator. Mostly, small projects are reported in this category.

3.3.3 Categories and main partner countries

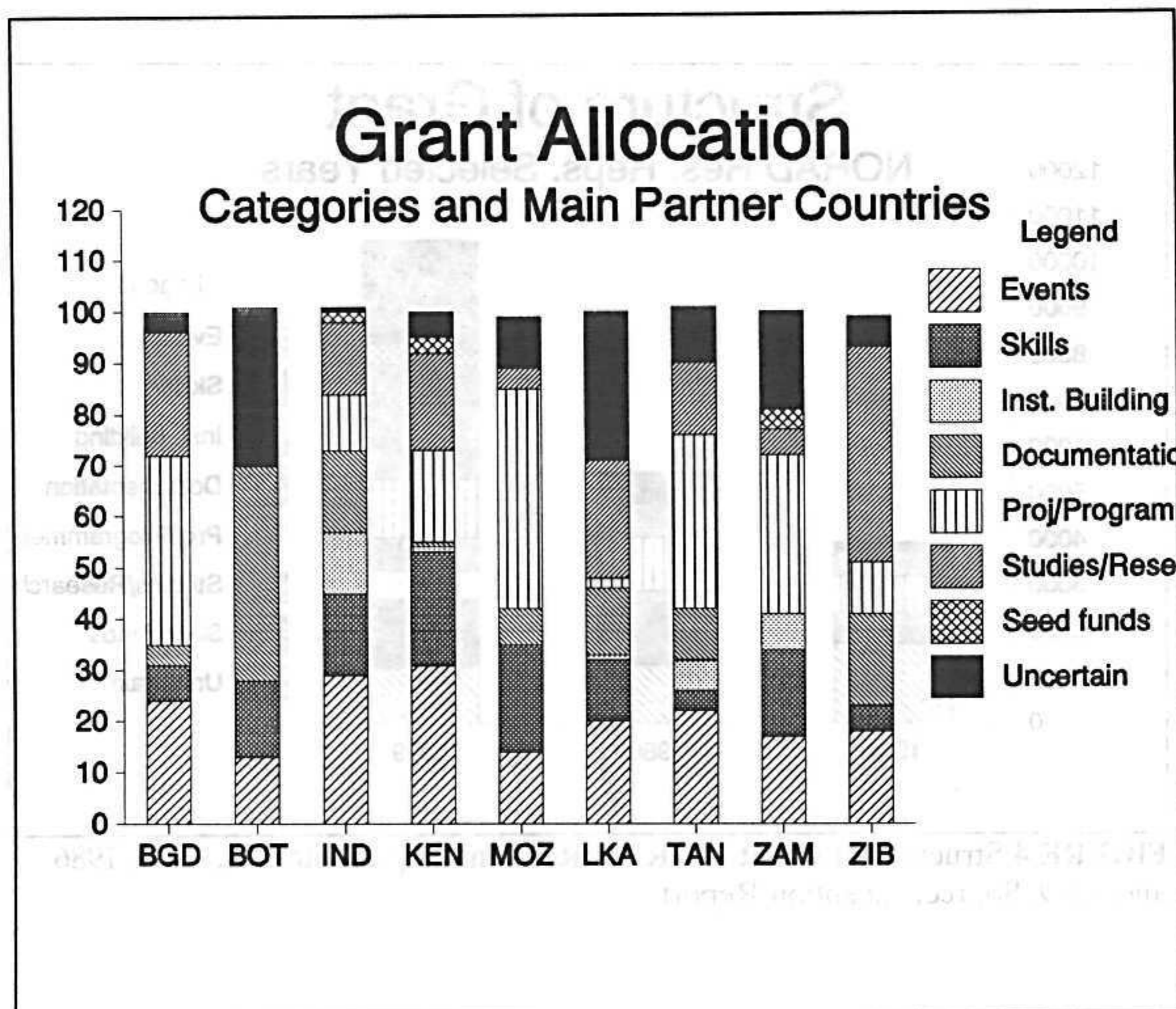


FIGURE 5 Grant Allocation. Categories and Main Partner Countries. Source: Inception Report

Measured according to the proportion of each category of the total allocations 1984-90, it is quite clear that different NORAD offices have put different emphasis on some categories relative to others.

Chapter 4

SUMMARY OF FINDINGS AND CONCLUSIONS IN THE COUNTRY REPORTS

The following summary cannot do justice to the detailed information presented in the various country reports. Only some main points have been included.

4.1 ZAMBIA

4.1.1 The Grant in Zambia

In Zambia there has been a gradual increase in size of the fund from a very limited total of approx NOK 5,000 in 1984 to approx NOK 1.7 in 1989. The Grant total amounts to approx. NOK 6 Mill. In comparison the NORAD country programme for only one year; 1989, amounted to NOK 174 MILL.

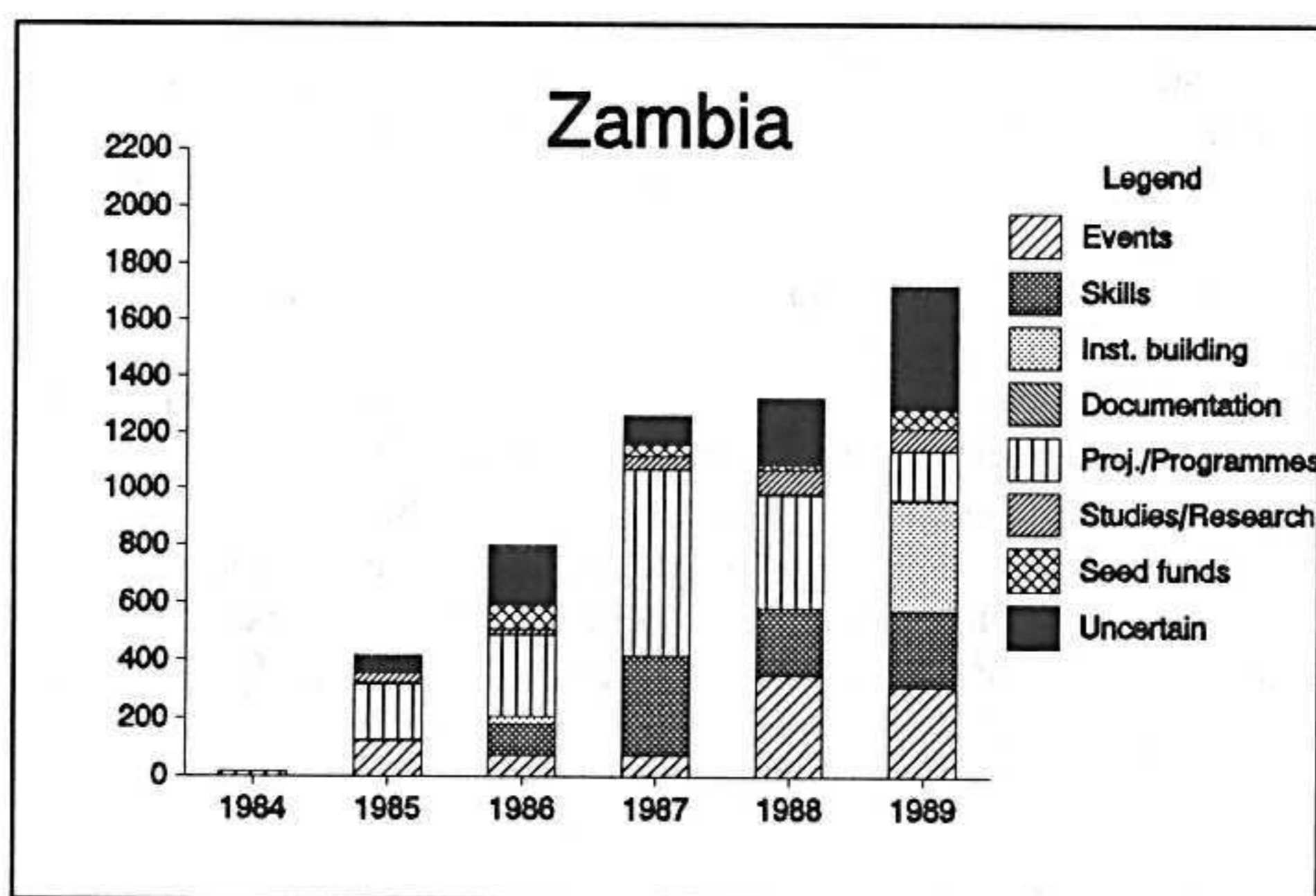


FIGURE 6 Women' Grant to Zambia 1984-1989. Divided by categories. 1000 NOK.

4.1.2 Concurrence with Zambia National Policies

The team points out that although specific national policy documents have been lacking until recently, the Zambian Government introduced important measures towards integration of women in the development process in the 1980s. After many years of representation from the Women's League of the political movement, a special WID Unit was set up in the National Commission for Development Planning and the current national development plan (The Fourth) contains a separate chapter on women in development issues.

The Women's Unit has been supported by the Grant since its establishment and under the Forth National Development Plan the Women's Unit will be elevated to a full department which from 1991 will be from within the country programme; a fact that in itself is indicative of the close collaboration between NORAD and the Zambian government regarding the Women's Grant.

4.1.3 NORAD Assistance to Women in Zambia

The major categories of aid in the bilateral country programme have largely been concentrated on rural development, in particular to agriculture and water supply, and to Zambia's poorest provinces in the north and the west. Other sectors that have received support are power supply, education, transport and industry.

NORAD also considers NGOs to be a valuable channel for development aid in Zambia. NGOs are seen as fitting well into local environments, they are less bureaucratic, they have gained valuable experience at grassroots levels and they are flexible. The increased importance that NORAD attaches to NGOs is confirmed by the increase in allocation which in 1984 was MILL NOK 3.6 and in 1989 approx MILL NOK 13.

Whereas the NGO-allocation has poor rural women as one of the main target groups, the team notes that in general Norwegian supported projects/programmes under the country framework have not catered for the specific needs of women. This is mainly because of lack of awareness about WID-issues on the part of most of the staff responsible for major programmes, planners in relevant ministries and implementing officers at all levels. Furthermore, lack of consideration at the planning stage has been a major impediment to integration of women in regular development programmes. However, several of the programmes have attempted to rectify this situation at later stages; most notably the VAP programme but also those concerning water development.

4.1.4 Plan of Action

A local NORAD Plans of Action for Assistance to women was prepared by NORAD-Lusaka in 1986 and is currently being revised. This plan contains proposals for support to women in all major fields of Norwegian assistance. Seen from the NORAD office

point of view, these plans are no longer seen as being the main framework for utilizing the Grant as a follow up of the various recommendations contained therein should be catered for by regular efforts and budgets.

Once the women's department is established at NCDP however, NORAD intends to lay more emphasis on provisions in the WID chapter rather than the NORAD Plan of Action, as a guide to action to ensure further strengthening of the national WID-objectives.

4.1.5 Utilization of the Grant in Zambia

The following figure illustrates breakdown of Grant according to categories for the period 1984 to 89.

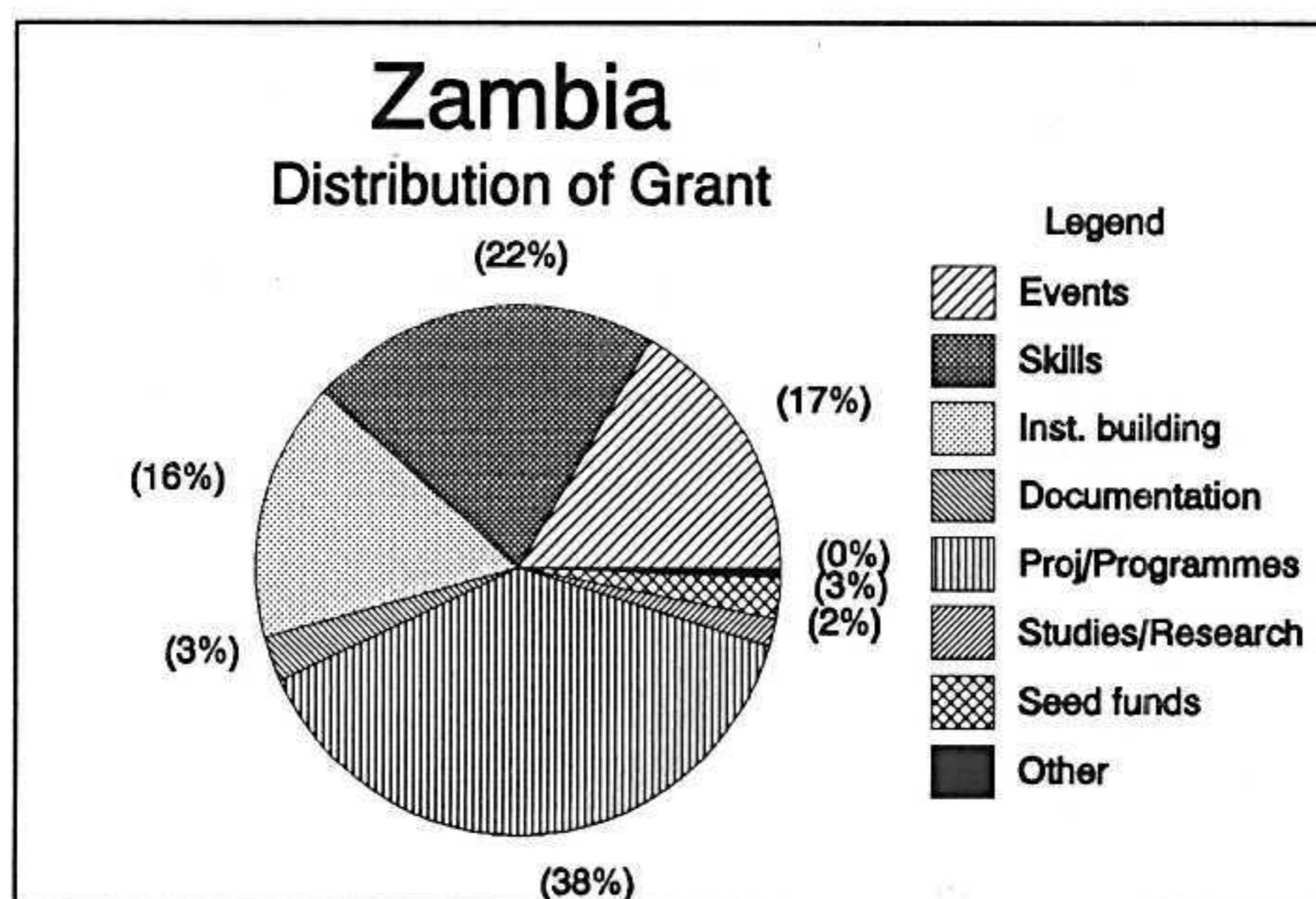


FIGURE 7 Zambia - Distribution of the Grant. All Years. Source: Zambia Case Study

4.1.6 Profile of the Grant

The main characteristics of the Grant have been in terms of continued increase in the number of diverse and geographically widely spread activities financed.

An important feature of the Grant is that there has been a growing response to the needs of poor urban women. In the last few years there has been an almost equal distribution between rural and urban areas. This is clearly contrary to the bilateral

country assistance programme in Zambia, in which the major attention has been to channel aid to rural areas.

In terms of areas of support the major emphasis of the Grant activities can be found within the following:

- a) TRAINING/EDUCATION
 - through scholarships for international, regional and national education
- b) SEMINARS/CONFERENCES
 - overseas, regional and in Zambia
- c) DIRECT SUPPORT TO WOMEN'S ORGANISATIONS
- d) STUDIES AND RESEARCH
- e) INCOME GENERATING ACTIVITIES FOR WOMEN GROUPS IN BOTH RURAL AND URBAN AREAS.

There has been a marked change in emphasis of support within these categories over the years. Most notably there is a shift in participation in training or seminars/conferences located in industrialized countries. In 1987 as much as 16% of the annual allocation was spent on training in industrialized countries, but this dropped to 7.2% in 1989. In the same year only 0.2% of the annual allocation was spent on training in Zambia whereas this was increased to 12.5% in 1989.

A notable shift has also occurred in support to women's organisations with 14.7 % of the annual Grant in 1986 to 3.6% in 1989 (percentages derived from table 1a in the Zambia country report).

In terms of sectors **agricultural activities** (for household food security and for sale), **appropriate technology** (cost-saving and labour-saving for low-income women) and **health and nutrition** (to promote primary health care) predominate the profile of the Grant in Zambia.

4.1.7 Priorities and strategies

Without limiting Grant assistance to these groups only, the most important target groups for support are women in vulnerable and risk groups.

Present priority areas for assistance are:

- a) Assistance to school-leavers (skills training for girls)

- b) Support to income generating activities with skills training and upgrading courses in relation to this.
- c) Institution-building at the level of national machinery
- d) Improving the legal status of women

NORAD applies diverse strategies for assistance within these areas ranging from small one-time support to larger assistance on a more continuous basis according to the nature of the problems addressed in each circumstance. In terms of institution-building and complex issues such as addressing legal issues; several activities have been supported either simultaneously or in a sequence in order to ensure the desired effects. In many cases, therefore, the overall policy of one-year support only within the Grant context has been left in favour of more long-term support to areas of priority.

4.1.8 Administration of the Grant

a) WID-Coordinator

The WID-contact person (or the WID-coordinator as she is called in NORAD-Zambia) is playing an instrumental role in administering the Grant as well as coordinating the implementation of Norway's WID-strategy in regular development assistance. In addition she has other areas of responsibilities; health, aids and culture.

She is a Senior Programme Officer and this status is considered as being an important signal to the emphasis put on WID-issues within the NORAD Office. In general, the team make several references to the personal commitment and motivation regarding her enhancing gender issues at nearly all levels. The location of her position, however, is still outside the mainstream of the country programme activities, and lack of institutionalized mechanisms for consulting her before important strategic decisions are made are sometimes preventing her from influencing these programmes to the extent desirable. Thus many bilateral programmes-e.g. upgrading and maintenance of secondary schools, commodity assistance programmes, Luangwa Valley Integrated Development Programmes as well as SADCC Regional Programme have been planned and implemented without her involvement at all. There has been an improvement of this situation from late 1990. The WID-Coordinator is now more actively involved in the country programme and overall policy discussions.

b) Promotion of the Grant

The WID-Coordinator has chosen an active role regarding both promotion of the Grant at various levels and publicity about Grant funded activities. Through conferences, seminars, meetings and correspondence she has succeeded in making the Grant widely known to women's groups, individuals, governments and other donor agencies. She has also made considerable efforts to publicise the Grant at various NORAD supported projects, both through letters and through personal visits. She has had a particular close relationship with the Volunteer section at NORAD and as a consequence much of the

support to women's clubs have been channelled through Volunteers. The response from NORAD staff and staff at project levels in terms of actual formulated proposals for Grant utilization has in general been far from encouraging, although there are some positive examples to the contrary particularly in the water development programmes.

c) Criteria for funding

Criteria for funding activities appear very flexible and financial accountability on the part of recipients is not always mandatory. In the last few years there has been increased collaboration with other donor agencies to avoid double-funding. The WID-coordinator collaborates closely also with the programme officers handling the allocations for scholarships and NGOs when need arises.

Otherwise there are no special criteria for funding established. Selection of organisations and institutions that should receive support is done on the basis of a detailed knowledge of the local circumstances which is a result of more than 25 years living and working in the country on the part of the WID-coordinator.

d) Monitoring

This is a weakness in the administrative handling of the Grant. Even though at least completion reports are asked of all recipients, failure of provision of such reports is quite often not followed up. The WID-coordinator herself has few chances to travel to the various projects spread out in the country, but in those cases where the Grant has been channelled through Norwegian Volunteers, the scope of efficient monitoring is enhanced.

4.1.9 Effect/Impact

The country team analyses effects and impact through several case studies within all the main areas of priority for utilization of the Grant.

(i) Education and training

The Grant has been used for support of numerous activities and projects at various levels within this category- ranging from support to nursery schools implemented by a NGO (YWCA), primary schools through support of Parents-Teachers Associations, secondary schools with the primary objective of promoting science education for girls, and education at University/college levels.

a) Summary of findings:

The importance of support to women's education is in general terms very high, particularly in Zambia where available statistical evidence indicates that women have lagged far behind men in this sphere.

In the context of regular NORAD assistance to this sector, The Grant's support to women gains importance as other NORAD programmes e.g. have not seriously addressed gender issues. In Zambia increased access to education at various levels furthermore has the potential for becoming a tool in empowering women and enabling them to participate at high-level decision-making in a long term perspective.

The actual results from the different projects supported do of course vary. Some are particularly noted by the team as successful:

- the **nursery school project** which was targeted for low-income women marketeers has become sustainable and the NGO which is implementing the project is now able to pay the teachers.

- the efforts to **promote science education** among girls have not given any remarkable results in terms of numbers of girls taking up science studies. The reasons lie both in a reluctance on the part of the girls to engage in this type of studies and a high drop-out rate of girls at this level due to pregnancies. The school itself is still continuing the efforts to encourage girls for this important part of education through introduction of various incentives.

- the impact of the numerous **scholarships** that have been provided was assessed by the outcome of the education received. All scholarship recipients reported positive benefits derived from the support although their own expectations were not always immediately fulfilled. One candidate had become the first female holder of a Masters Degree in Agricultural Extension which apart from the improvements in her own career obviously had important signal effects to a wider public. Other candidates which had participated in training programmes without academic qualifications as such .i.e. in ESAMI courses had managed to implement what they had learnt in their respective areas of work. Others again had been less successful and lacked financial means to proceed with actual implementation of their training in their jobs as Social Development Officers.

(ii) Income generating projects

Two basket making projects were assessed, one in Monze and the other in Choma. The latter one emerged out of ideas spread from the Monze Homecraft Centre run by Catholic Christian Missionaries. The project in Choma is implemented through the Department of Social Development and supervised by a Norwegian Volunteer. The project in Monze can be characterized as a full-fledged project in which emphasis has been put on producing high-quality baskets and with the implementing organisation providing a wide range of services to the producers- from making raw materials cheap and accessible to the women to ensuring an efficient and diversified market outlet. There is clear evidence that the women producers in this project gain economically from their production and that the project has thus attained its main objectives.

The Choma project however seems to have encountered more problems. The women's clubs show poor performance in basket production and economic benefits derived from this projects have been minimized. This is attributed to several factors;

- the Grant has been channelled outside the established administrative structures of the Department of Social Development directly to the Volunteer. The project lacks integration in the formal system resulting in dependency on NORAD and the Volunteer in implementing project activities and handling the fund,

- compared to the Monze project; the women's clubs in Choma receive limited services apart from training. Various incentives provided in Monze such as introduction of competitive prizes based on quality and establishment of a revolving fund have not been introduced in Choma.

The importance of ensuring integration into formal administrative structures is reinforced by the team's assessment of the **Mtendere Production Unit**, a tailoring project for female handicapped. In establishing this unit NORAD and The Lusaka District Council (LUDC) collaborated closely and after initial support the project has become incorporated in the Council's larger clothing factory. All the tailors have been permanently employed and the project is an example of the benefits gained when training is linked to employment with a clear aim of ensuring sustainability after external assistance has ceased.

(iii) Agriculture sector

The support to this sector has taken various forms. In the earlier years of the Grant the support was mainly in the form of material provisions (ploughs, ox carts and seeds) to women's clubs participating in other Grant-supported activities such as health and nutrition training and/or based on initiatives from Norwegian Volunteers who were working with these groups in various districts. The effects of this support are still not known but the report indicates that women have derived few economic benefits from farming in clubs.

In the last years more determined plans to strengthen the Ministry of Agriculture's own efforts to direct more attention towards the vital role of women in agricultural production has emerged. Accordingly, the Grant was used to assist MoA to prepare a training plan for manpower development aimed at key staff within the different departments of the Ministry. As this plan materialized, the scholarship fund took over and has from 1990 been used to establish a pool of funds for six scholarships per year for a period of three years. SIDA is also collaborating with NORAD to this effect and provides funds for two additional scholarships annually.

It is still premature to evaluate the effects of this support both in a short and long-term perspective, but some important factors which may promote long-term positive effects are clearly visible:

- scholarship recipients are key personnel within the Ministry; and not only are they guaranteed jobs upon their return but their potential for influencing

important policies and decision making within their respective departments is great,

- the inter-departmental approach may in a long term perspective benefit also women in the rural areas (who constitute the majority of agricultural producers in Zambia) as more gender-aware personnel in all departments may lead to increased collaboration and make possible policies and interventions at many levels which may be mutually reinforcing and leading to concerted efforts at improving the conditions for subsistence production in the country,

(iv) Women's Unit of NCDP

Of all the activities supported from the Grant in Zambia the Women's Unit has both received most in terms of money as well as continuous support for the longest period of time. But this was not the original intention. Rather, it was an early decision made by NORAD that when the Zambian Government's Plan to elevate the Unit into a formal department, continued NORAD support should be through the Country Programme allocations. The delay apparently can be attributed to slow bureaucratic procedures both on the part of Zambian government in following up the decision made and during the process of preparing an agreement between Norway and Zambia. In the meantime the Grant has been used to support various activities carried out by the Unit. During this evaluation the final agreement was signed by the two parties.

(v) Appropriate technology

Alleviating women's work load has been one priority area for Grant's utilization. Hammer mills and energy saving stoves have been the main entry to attain this aim. Both type of projects apparently have some problems in terms of actual direct results.

Women's clubs operating hammer mills face severe problems in access to spare parts and general maintenance. One of the hammer mills supported has on account of this been out of operation for a long period of time. Future strategies by the Department of Social Development indicate that more emphasis should be put on training club members in maintenance in order to ensure at least operation when problems of functioning are not directly related to access to spare parts. The team notes however that hammer mills have the potential of becoming viable if more backup services are provided for maintenance and that such projects do have the effects of both generating income for those clubs that are operating them and reducing of work load for the women that are using the services provided.

The entry point for NORAD towards development of **energy saving stoves** has been through support of a national workshop organised by Zambia Alliance of Women. The fact that a women's organisation actually addresses such questions is in itself an indication of the important role the women's movement can play in the Zambian context. Moreover, that participants were drawn from high level civil servants covering all provinces, government institutions as well as from several large NGOs and other donor agencies underline this importance. The role the participants play in the development

process in Zambia has facilitated a wide-spread dissemination of information about the stoves throughout Zambia. In terms of actual adoption of the stoves by rural and urban women the results are not remarkable, however. There seems to be a widespread reluctance towards this new technology, which makes the team question whether the technology was really appropriate after all.

b) Summary of conclusions:

The Zambian team emphasises the importance of the active role undertaken by the NORAD WID-coordinator in promoting the Grant at various levels. The efforts to mainstreaming activities in terms of collaborate closely through government machineries and NGOs is very important for ensuring continuity of activities. Channelling assistance through Norwegian volunteers have been less effective and tended to promote dependence on the part of the recipients.

In terms of mainstreaming into regular NORAD programmes and projects under the country framework the Grant has yet to be used to this effect. The team emphasizes the lack of gender awareness among officials (both at the NORAD office and in the Civil Service) as well as the general public.

4.2 KENYA

4.2.1 The Grant in Kenya

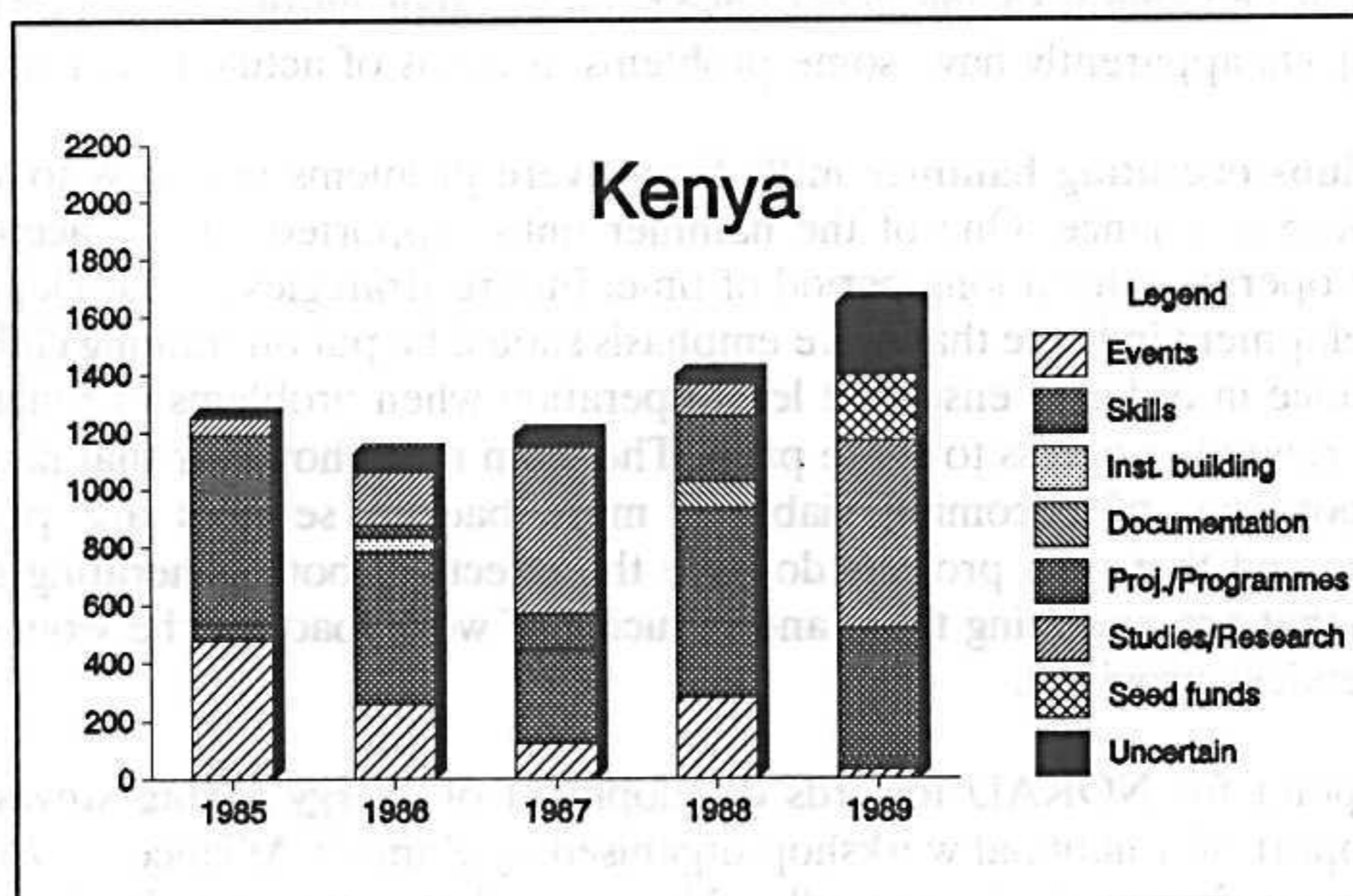


FIGURE 8 Women's Grant in Kenya 1984-89. Divided by categories. Source: Inception Report.

During the period between 1984-89, the Grant in Kenya has amounted to approximately NOK 8 Mill. Over the years this accounts for about 13 to 20% of the total Grant.

4.2.2 Concurrence with Kenyan National Policies

The official government policy as stated in the country's constitution assumes the equality of all Kenyans regardless of sex. Women are said to have equal rights as men and to be equal participants and beneficiaries in the development process. Kenya has no explicit and systematic policy on WID, although some official documents underline the constraints to women's development activities. In 1976 however, the government established a Women's Bureau, to serve as a national machinery within the government and coordinate support to women's development efforts.

In spite of current efforts to develop a National WID-policy, the team states that lack of such policy has been one of the main factors impeding deliberate actions towards integration of women issues in various development projects and programmes.

4.2.3 NORAD Assistance to Women in Kenya

In spite of being the first NORAD office (1983) to prepare a local Action Plan for Women in development, this plan was available only in 1990.

This document notes (1989:63) that the majority of bilateral on-going projects/programmes were started prior to the formulation of the Norwegian WID-Strategy of 1985 and their original formulation and conception did not emphasize gender orientation. Moreover, current activities lie within sectors of high technology with water and road sectors as two main areas of NORAD support, besides rural development. A great deal of efforts have nevertheless gone into identifying gender issues in these "hard sectors" with some attempts to follow up in practical implementation of women's components. With regard to new development activities, the Bungoma Rural Development Programme is the most explicit and with great potential for emphasizing target group orientation.

The team notes that lack of NORAD Plan of Action in fact has resulted in the Grant being implemented in a policy vacuum, but that when finally prepared efforts were being made to use the Grant for the purpose of its implementation.

4.2.4 Utilization of the Grant in Kenya

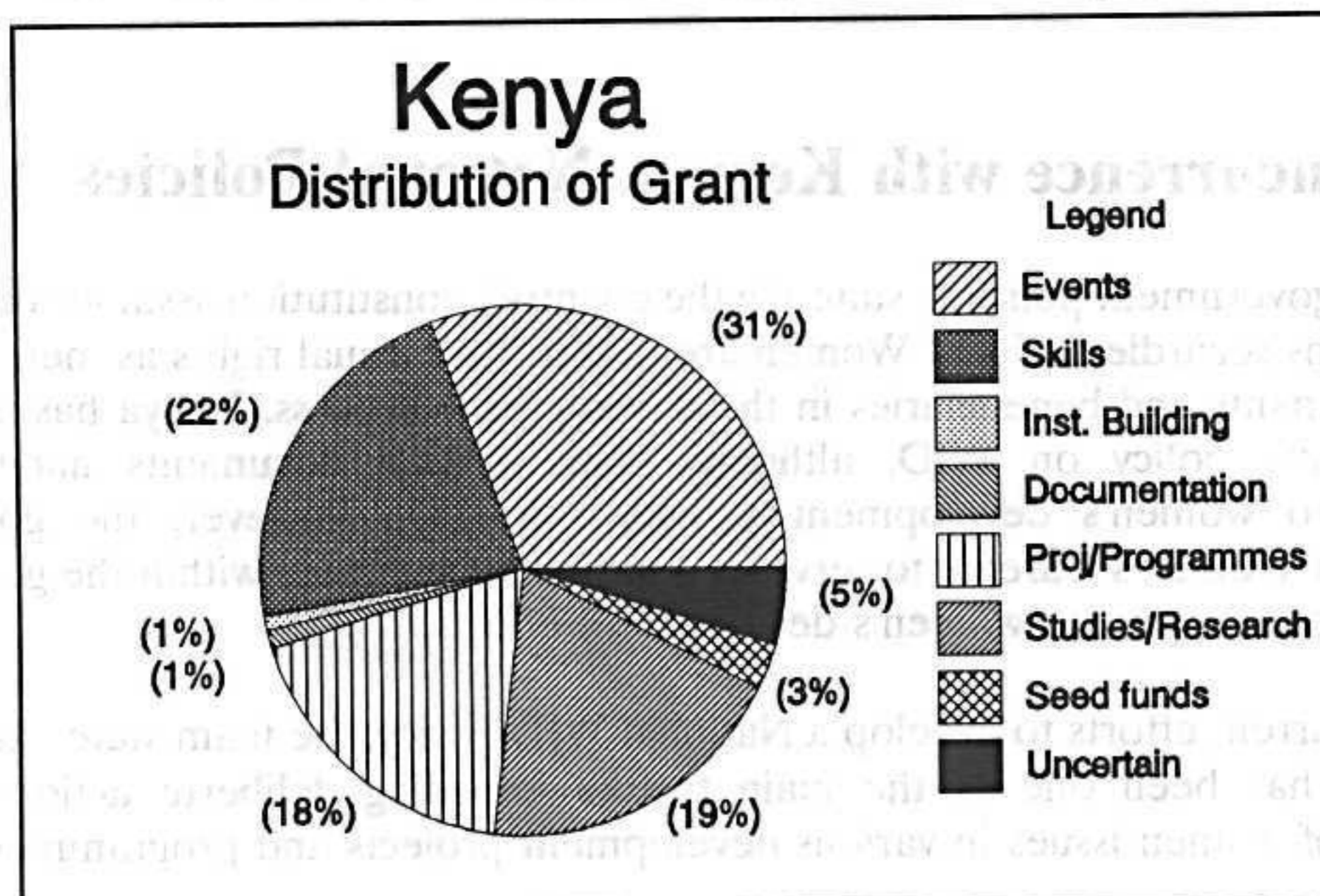


FIGURE 9 Kenya - Distribution of the Grant. All Years. Source: Inception Report

4.2.5 Profile of the Grant in Kenya

The projects are mainly implemented by various NGOs. The team notes that due to lack of available documentation in NORAD it is not possible to identify socio-economic characteristics of the Grant recipients and beneficiaries.

The geographic scope of the Grant supported activities covers the whole country with a fair balance between urban and rural areas. This is viewed as a positive development that recognizes the diversity of women's needs. Although the Grant lacks a clear focus there has been a certain emphasis on training/ and upgrading of skills in connection with income generating activities.

4.2.6 Priorities and strategies

According to the Kenya country report, the Grant has mainly been used as an instrument for supporting NGOs, rather than a strategy for mainstreaming activities towards ongoing NORAD supported projects and programmes or other programmes implemented within the government machinery. Lack of clear WID-policies at the office has further left room open for a personal interpretation of the strategies of the Grant according to the WID-

coordinators own views, with no modifying measures such as ensuring that the WID-coordinator has the necessary competence to make correct decisions.

The situation was somewhat improved after the NORAD Action Plan was developed. More emphasis was then put on identifying gender issues within existing programmes. The Grant has consequently been utilized for funding seminars within the two large integrated rural development programmes; one in Turkana, the other in Bungoma. The specific aim of these seminars was to identify appropriate projects and channels through which gender issues could be seriously addressed in the future regular budgets.

4.2.7 Administration of the Grant

a) WID-coordinator

In Kenya the responsibility for being WID-coordinator lies at Deputy Representative level. In principle, this high level position makes possible for the influencing of all major decisions taken in NORAD and playing an important role in negotiations and collaboration with the Kenyan government. In the last few years a local counterpart has been attached to the WID-coordinator; mainly for handling Grant matters in day-to-day administration. The authority and responsibility however rest with the Deputy who also signs all contracts.

So far the NORAD office in Kenya has had two WID-coordinators, both at Deputy level. The Kenyan evaluation team stresses that clearly these two persons have interpreted their roles differently. Whereas the first WID-coordinator played a very active role in identifying projects and keeping in touch with the women's organisations; the present WID coordinator and his counterpart have both kept a very low profile. In this connection it must be stressed that a Deputy has many other pressing tasks which consequently limit the time available for a detailed follow-up of the Grant.

b) Promotion of the Grant

There have been no systematic efforts to promote the Grant at various levels, and hardly any attempt to promote this fund at various government levels. The promotion of the Grant has been based on informal and highly personalized contacts. In some instances the Grant has been promoted at seminars and conferences where the WID-coordinator is present.

c) Criteria for funding

The evaluation team found no written conditions of funding under the Grant. The lack of such established criteria was found to result in a haphazard and inconsistent funding pattern which in the case of pilot projects frequently resulted in extended funding phases beyond what could be considered pilot phases.

In assessing project proposals the team found that there is a lack of objectivity and that decisions on projects to be funded is left to the personal inclinations of the WID-coordinator. The lack of specific policy statements require competence in WID issues, and the team stresses that in the recruitment process of the WID-coordinator or the local counterpart apparently little emphasis had been placed on their WID-competence.

d) Monitoring

The team found that there has been minimal follow up on the part of NORAD of the different projects/activities that have been funded. Furthermore little was done to ensure progress reports are submitted on time. The present WID-Coordinator or his local counterpart did not make field visits and did not express particular motivation for doing so when interviewed. This, however, was also part of a deliberate policy on the part of the NORAD staff, of leaving responsibility for implementation of projects to the recipient organisations rather than NORAD's role becoming that of an implementing agency.

Furthermore the team found that a major problem in the evaluation was access to relevant documents at NORAD archives. Many documents were missing, either because they were misfiled or disposed of, or were in Norway. The WID coordinators also appeared uninformed about the existence and location of important Grant documents. Apart from contributing to the problems faced by the evaluation team, the lack of documentation of course makes systematic monitoring of the Grant very difficult.

4.2.8 Effect/impact

Summary of findings and conclusions

a) Institute of African Studies (IAS) The Women's Studies Project

This project which is located at IAS at the University of Nairobi, was launched in 1987 as a five-year project on women's studies. The short-term objectives were three-fold: initiate and conduct research on gender issues, start a training programme for staff and students and establish of a documentary/ dissemination centre for gender materials. In a long-term perspective the project was assumed to act as catalyst for sustained activities in the field of women studies (regional centre for gender studies) and contribute to policy-related changes in the Kenya society as a whole.

(The project formally falls under the administrative responsibility of the previous Norwegian Ministry of Development Cooperation -Research- now Ministry of Foreign Affairs- although this is not reflected in the country report- which assigns NORAD as the collaborating partner. The references made to NORAD in the report should therefore be treated with caution. However, this reflects partly one of the main arguments presented by the team as being lack of clear division of responsibilities for this project).

The Women's Studies Project is part of institutional collaboration between IAS and the University of Trondheim, although the latter appeared on the scene after IAS had prepared and submitted the project proposal to NORAD.

The main components of the project have focused around actual conduction of research, computer training conducted by staff from University of Trondheim, developing curricula for conducting courses for students at the University, seminars, collection of materials for the documentation centre and publication of research outputs.

The Norwegian support, which is earmarked for the project and not part of the general university budget, has been used for the acquisition of a variety of equipment (vehicle, computers, typewriters, office material etc), financing personnel at various levels (secretary, consultancy fees to IAS staff and principle researchers who are employed and salaried by the University and to research assistants) and travel grants and scholarships.

Main results:

- field work, data analysis and report writing for four districts are completed.
- one booklet on Kakamega District has been published
- 47 documents in the documentation centre have been collected
- University of Trondheim has conducted computer training for research assistants and conducted a training programme for the 2 project coordinators in Trondheim
- curriculum for gender training courses have been developed and courses for undergraduate students held.

Assessment:

Support to this project from the Grant can be justified on the basis of its innovativeness and also the apparent lack of gender related data available in Kenya. The original intention of supporting the project from the Grant only in the initial period has not been met. According to the team, the funding problem should have been resolved as the project clearly exceeded what could be justified as the pilot period.

The location of IAS as part of the university structure is also positive because of the potential for a wide outreach as well as for integration into this structure which would be very high.

However, the project has been designed and implemented in such a way that severely hampers its potential for attaining the objectives both in a short and long term perspective.

Institutional collaboration:

There has been no clear division of responsibilities between IAS and UiT. This has made the cooperation between the two institutions very weak especially in the area of computer training. Principal researchers and project coordinators have not attended the computer

training courses, notably because of lack of interest. Only four research assistants recruited from outside the university structure got trained. Those responsible for conducting research continued to use questionnaires which had not been tailored for subsequent computer processing. Moreover, there were no feasibility studies before the training was conducted to establish the needs for soft-ware in computer training. The lack of interest from the researchers could be attributed to lack of ensuring that the technology chosen was relevant for their needs and learning capacity.

Institutional capacity:

Of the four research assistants trained in computer- use and analysis of statistical data, only one was left at the time of the evaluation. The three others had been attracted by other jobs with prospects of being permanently employed. The team stresses the lack of integration in the university structure as a major cause of this problem. The result was however, that there were severe operational problems related to the computer use.

Also principal researchers have had a high turn-over rate. IAS seemed to have monopolized the research process out in the field and claimed that the principal researchers should only stay in the field for one week, making the researchers dissatisfied with the influence they could exert over the research. Consequently some of them left the project and this has weakened the competence capacity of the IAS to undertake research.

Quality of research:

The strengthening of IAS to conduct quality research has been minimal. The project reflects limited theoretical basis and the project lacks methodological rigour. The booklet produced from Kakamega reflects limited understanding of gender issues by the male contributors who have been in majority of the researchers. Furthermore, the project manager at IAS has pursued a highly individualized approach in selecting principal researchers. This has resulted in assignments of research areas in which the researchers are not specialized.

Increased enrolment of students:

On the positive side there are presently two Master of Arts students enrolled who are writing thesis on gender issues. The offering of courses in "Gender issues" has also attracted more students to IAS.

Increased demand from donors:

The project is fairly well known in the donor community, and IAS has received increased demands for publications from various donors.

In terms of catalytic effects in a wider sense, there are few indications that this will occur with the present set up;

- the documentation centre with the 47 documents consist mainly of photocopies from documentations available at other institutes at the University. This will hardly attract a wide readership,

- there are no inter-institutional links or collaboration between IAS and other institutes at the university. There is little awareness of the project within the rest of the university community.
- in terms of addressing itself to policy makers (in order to influence policy decisions) this has not taken place, and none of the ministries visited during the evaluation had been made aware of the project.

Lack of integration in the University system makes sustainability of the project uncertain. The project must probably attract more funding from external sources; which in itself will be contingent on the ability of the project personnel to acquire competence in undertaking high-quality research.

Still, the project is recommended for continued funding. The poor performance of the project is partly a result of lack of clarity in NORAD funding policy, poor follow up (many of the issues raised above have been pointed out to NORAD but with no follow up) and some administrative constraints within the project at IAS. With appropriate measures these constraints can however be resolved.

b) Public Law Institute (PLI) and Women's Rights Awareness Programme (WRAP)

PLI is the only public interest legal agency in Kenya and works on issues requiring legal representativeness but which do not or cannot secure such representation through government structures or within the privately controlled expensive legal structure. Its operations are allegedly constrained by the government's general sensitivity to any opinion or view critical of its official stand. Therefore PLI pursues a strategy of "critical collaboration" with the government machinery. In the WRAP project this collaboration is between PLI and the Women's Bureau- with PLI providing legal expertise and WB ensuring contact with women and policy makers.

In 1985 PLI/WB decided to embark on a nationwide education process by developing a brochure using simple layman's language on the subject of women's legal rights. The brochure was supplemented by a poster disseminated in public transport places (buses and railway stations). This poster campaign was the first phase of the project and it was the posters that drew the NORAD WID-Coordinator's attention to PLI in 1986 and encouraged the PLI director to apply for funding through NORAD.

Since then three separate grants have been disbursed to the project totalling NOK 463000,-. The Grant has mainly been used for the legal awareness campaign regarding violence against women and training of leaders of women's groups in legal aspects of their work.

After six months of the poster campaign the PLI conducted its own evaluation revealing:

- an overall message effectiveness measured in significant public attention and increase in telephone calls from women and violence against women related cases to the PLI-office,

- that the posters had been poorly displayed and limited to public transport places only,
- that the messages had been distorted and misunderstood due to poor artistic style of the drawings,
- and that the language used was too sophisticated for comprehension of common Kenyans.
- that the majority of men and women in fact already were aware that violence against women was against the law, and rather that the major problems were prevailing socio-cultural conditions and lack of knowledge of appropriate strategies to be taken,
- that PLI/WB staff had limited knowledge of the dynamics of violence against women,
- and finally that PLI/WB had no institutional capacity to sustain a nationwide campaign.

During the next phases therefore the emphasis was put on systematic legal education and training as well as research. Also a seminar drawing participants from a wide cross section of professional was held. The proceedings from this seminar have been published in the form of a book entitled "Women and Law in Kenya" which is available in all major book stores in Kenya.

The research in various fields has also resulted in booklets in simple swahili and english, but these booklets (5) have been distributed to a limited public; women groups and policy makers.

The legal awareness training for women has been in the form of seminars in two districts targeting leaders of women's groups. It is assumed that these leaders will in turn train other women.

Men have been excluded from this training, and in the team's opinion this is bound to limit the effectiveness of the training, especially as matters such as violence and family law can hardly be seen as matters in which women only ought to be sensitized.

In spite of several weaknesses WRAP is considered reasonably successful. It is a very important project in the Kenyan context and has undoubtedly increased legal awareness among the public and gender sensitive scholars to begin to examine the law from a women's perspective. There is reason to question the using of women's groups and as long as political interventions continue to occur in women's affairs, WRAP cannot count on strong support from women's groups.

In terms of sustainability no provision has so far been made for generating income internally within PLI (legal services to women are provided free). In the long term however, the Grant should not be necessary as strong institutional and administrative machineries are in place to ensure the continued survival of WRAP.

**c) ILO "Improve Your Business Project" (IYB)- Women's Project
Kenya Women Finance Trust (KWFT)
Kenya Business and Professional Women's Club (KBPWC)**

The three organisations ILO, KWFT and KBPWC have all been supported by the Grant for various activities related to training of women entrepreneurs and managers of small-scale business ventures. KWFT has also been assisted in establishing credit facilities for women, in terms of NORAD support to a) Revolving Loan Fund and b) Loan Guarantee scheme. In the following most emphasis will be put on the experiences drawn from the assessment of Kenya Women's Finance Trust Ltd. (KWFT).

(i) Training

The support to ILO-IYB Women's project started in 1986 with the major emphasis on developing training manuals for small scale women entrepreneurs, conducting seminars and liaison and networking with local organisations and assisting them in setting up sustainable units within their organisation so that they in turn could conduct training courses based on the "Improve Your Business Training" material. In addition to the above mentioned organisations ILO -IYB would work through Kenya Small Traders' Society, Young Women Christian Association, Church Province of Kenya and the Women's Bureau within Ministry of Culture and Social Services.

KWFT and KBPWC have both received money directly from the NORAD Grant and under the ILO IYB- programme for this purpose, without the team obtaining clear understanding from NORAD why this had happened, other than the potential for a greater geographical coverage of the programme. (One interesting issue which can be added to this was that during the Norwegian team leader's first field trip to Kenya, NORAD's local counterpart in WID expressed the view that this "double- funding" was discovered **after** the approval of the project proposal, but that a letter had been sent to the organisations requesting more information why they needed additional support. The organisations then drew up the argument of the geographical spread; which was an acceptable argument for NORAD. No further information regarding the organisational capacity to implement the programme and follow- up of the trainees was henceforth requested).

According to ILO's own internal evaluation of the IYB programme in 1990, a total of 40 seminars have been funded by the NORAD Grant. KWFT had conducted four with a total of 81 participants and KBPWC had conducted eight for a total number of 396 trainees. Information about the exact distribution between the training seminars financed directly by the ILO-IYB grant and those financed directly from NORAD was not obtainable.

In the case of KWFT the target group for the training programmes are those women who are deficient in basic entrepreneurial skills, and more specifically 1) prospective beneficiaries of Revolving Loan /Credit Guarantee Scheme, 2) those who lack basic skills in business management and 3) those needing credit and skills to improve their business ventures.

The trainees are not the "poorest of the poor" but women who either want to start up a small business or have been in business for a long period of time. The same courses are offered to all participants regardless of educational background or previous business experiences and indeed each and every course tries to address the needs of all these participants at the same time. The problems and also lack of fitness and relevance to the individual needs resulting from this practice is known to the KWFT, but so far nothing has been done to address these issues.

The training materials produced by ILO is perceived by the trainers as already outdated and indeed many relevant issues are not included e.g. legal awareness or import/export businesses. (In ILO's own evaluation it is further referred to the fact that whereas the trainers find the manuals useful for themselves, they do not find them useful for the women trainees. The examples in the manual do not reflect those businesses women themselves are engaged in). The trainers try therefore to introduce these topics, although with varying degree of success. The problems of access to trainers were not resolved by ILO's Training of Trainers programme, in which the trainers were supposed to belong to the organisation's own staff. Outside consultants have to be hired up to a considerable degree; something that naturally adds to the operational costs of the programme and weakens the institutional capacity building aspect. Furthermore KWFT has not regarded the trainers sex as an important criteria, but used both men and women trainers. This is understandable from the point of view of the difficulties encountered in getting enough trainers, but hardly from the point of view of exposing the prospective women entrepreneurs to female role models.

In terms of benefits from the training received, there is evidence that at least the majority of women have improved existing or actually started new businesses. They also do make use of the training received in record keeping and stock-keeping. The long term follow-up of the KWFT trainees is less than in the KBPWC programmes. In the latter organisation a completed training programme is perceived to include three courses over three years with the same participants. The organisation was in the second training round during the course of this evaluation.

It should be noted that ILO-IYB, KWFT and KBPWC report that there is a lack of institutional linkages and collaboration between the organisations regarding the training programmes and thus one of the ILO-IYB objectives has not been attained. Notable also is the fact that due to various factors e.g. lack of funding, the ILO-IYB project has discontinued its operations in Kenya and moved the office to Harare. Left behind in Nairobi are the Kenyan staff who nevertheless have established themselves as an IYB-NGO project. The financial foundation is however uncertain and IYB-NGO project intends to continue its services to the collaborating organisations by selling their services. In connection with problems arising from voluntarism in the KWFT board by the team, it can also be added that voluntarism prevails also in the other organisations and that members run most of the programmes un-salaried. Given the financial strain on these organisations; it is doubtful whether the training programmes can be sustained in the future.

(ii) KWFT Credit programme.

The Grant has been used by KWFT to establish two types of credit support: 1) Revolving Loan Scheme and 2) Loan Guarantee Scheme.

Under the Revolving Loan Scheme 46 loans have been disbursed, to clients that have undergone training to secure a minimum standard of record keeping and knowledge on how to run a business. The repayment period is 2 years. The team endorses the project's as being conceived as a very good idea and certainly appropriate to Kenyan women. The beneficiaries (who operate mostly in the informal sector) are by and large excluded from conventional banking possibilities and the idea of revolving fund schemes are part of the traditional credit pattern in Kenya. 3 loans have been completed under the Guarantee Scheme.

However, high interest rates create problems of defaulters, and default cases have sometimes risen to 20%. This results partly from KWFT's poor outreach service, partly from the small size of the businesses which make profits unlikely, and the fact that the clients in the informal sector are constantly harassed by the Nairobi city askaris who confiscate their goods and thus incurring losses.

Also the businesses are concentrated in a few activities and thus creating stiff competition. KWFT has not offered advisory services and courses in diversification to change this situation.

KWFT has also faced severe organisational problems under this period; which have resulted in reluctance by the donors (there are several donors, out of whom NORAD is one) to continue funding. The team states that NORAD's follow up in terms of trying to address the various problems has been minimal. Also the different donors have all had different reporting and auditing requirements. The lack of collaboration between the donors in this respect has resulted in overload of the already strained organisational capacity. On the other hand, this raises the critical issue of how much should be demanded from NORAD in terms of active follow-up.

Also only when problems pile up does NORAD express concern about sustainability of the organisation and the programmes, but this appears not to have been considered prior to the establishment of the programme or during various proposal discussions.

4.3. INDIA

4.3.1 The Grant in India

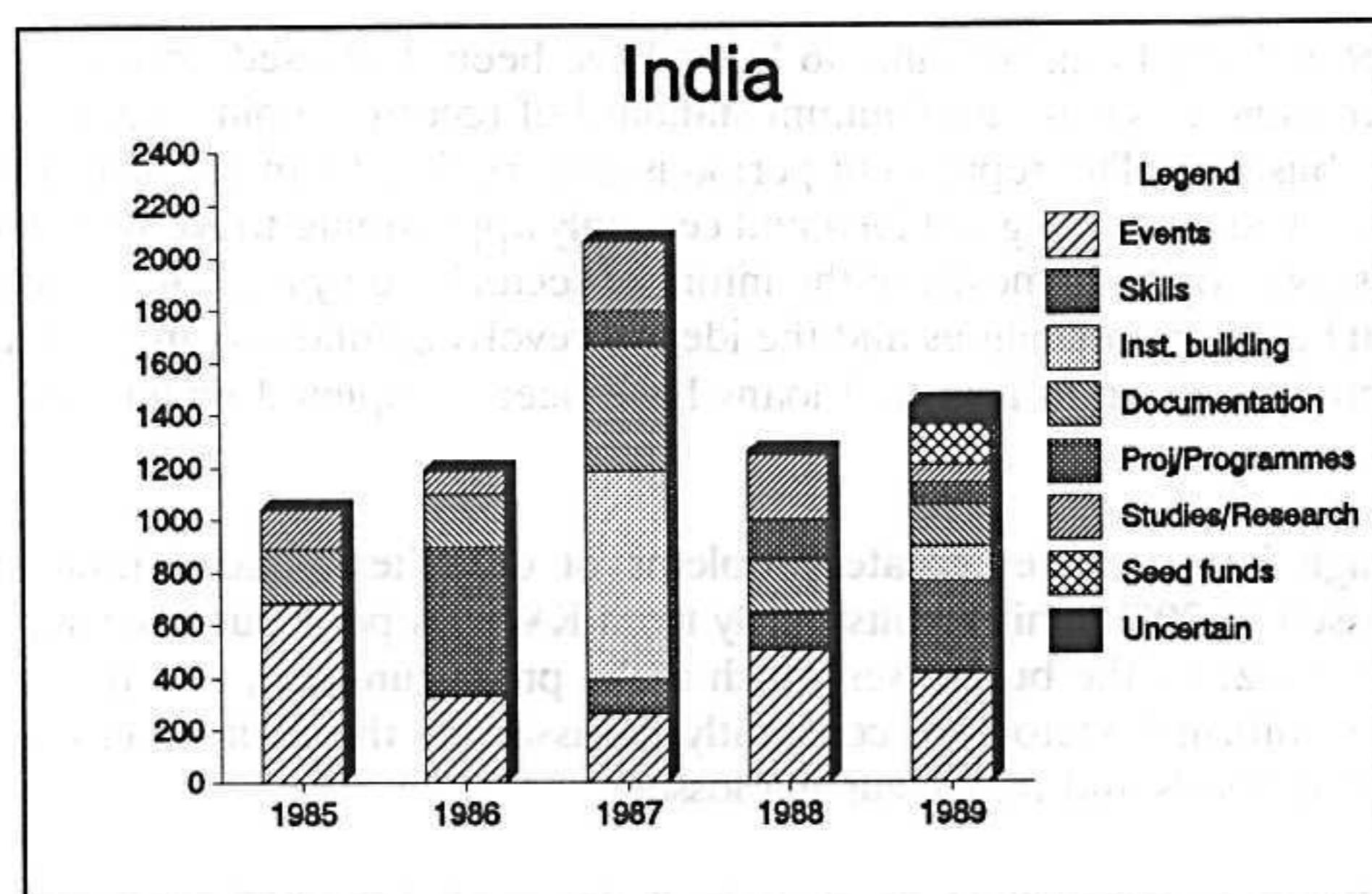


FIGURE 10 Women's Grant in India 1984-89. Divided by Categories. Source: Inception Report.

4.3.2 India National Policies

The Government of India started to address women in development issues in the latter part of the 1970's by focus on new programmes for strengthening women's economic participation, awareness and empowerment, in addition to strengthening the traditional sectors of education, health and welfare. Necessary institutions were established and many ministries got Women's Cells or departments for Women's Welfare to safeguard women's interests within the larger programmes. The main nodal point for coordinating women's programmes is the Department of Women and Children's Development in the Ministry of Social Welfare. The departments of Rural Development, Science and Technology and Environment also have a strong women's focus.

The latest policy documents brought about by the government are the National Perspective Plan for Women (NPP), 1988 to 2000 and the Report of the National Committee for Self-Employed Women in the Unorganized Sector. The NPP objective has been specified as "the economic development and integration of women into the mainstream of the economy, as well as equity and social justice to all women".

The team also stresses the important role women's organisations and women's movement play in the Indian context.

4.3.3 NORAD Assistance to Women in India

The Country Programme can be categorized into 5 major sections, with a total annual budget of 140 million NOK (1990). The sections are:

(i)	Health and Social Welfare	60%
(ii)	Fisheries	8%
(iii)	Science and Technology	31%
(iv)	Commodity Assistance, and	
(v)	Environment	1%

In addition, NORAD allocates about 10 million NOK for support to NGOs. Within the country programme, women are major focus in:

- i) Training and Employment Programme for Women (emphasis women in non-traditional occupations)
- ii) Integrated Child Development Service (ICDS) Programme.
- iii) Non-formal education for adolescent girls
- iv) All India Hospital Post Partum Programme

In other sectors where the technological component is high, the WID-component is marginal, though it does vary, with attempts being made in some cases to involve women actively or at least take their perspective into account.

4.3.4 Profile of the Grant

It was not possible to determine the sectoral spread of the grants from the meagre data available. The geographical spread has been wide, with no effort at concentration, as this has not been perceived as an issue in the utilization of the grant.

The team notes that it was difficult to comment on the profile of the grant with reference to its utilization in terms of socio-economic backgrounds of grantees, in view of lack of data available. The perception of the WID-coordinator is that its orientation has not been sufficiently towards the poor and rural women but rather more towards urban middle class women. At the same time the team underlines that middle class activists with urban background often play a catalytic role in the empowerment of poor/urban women.

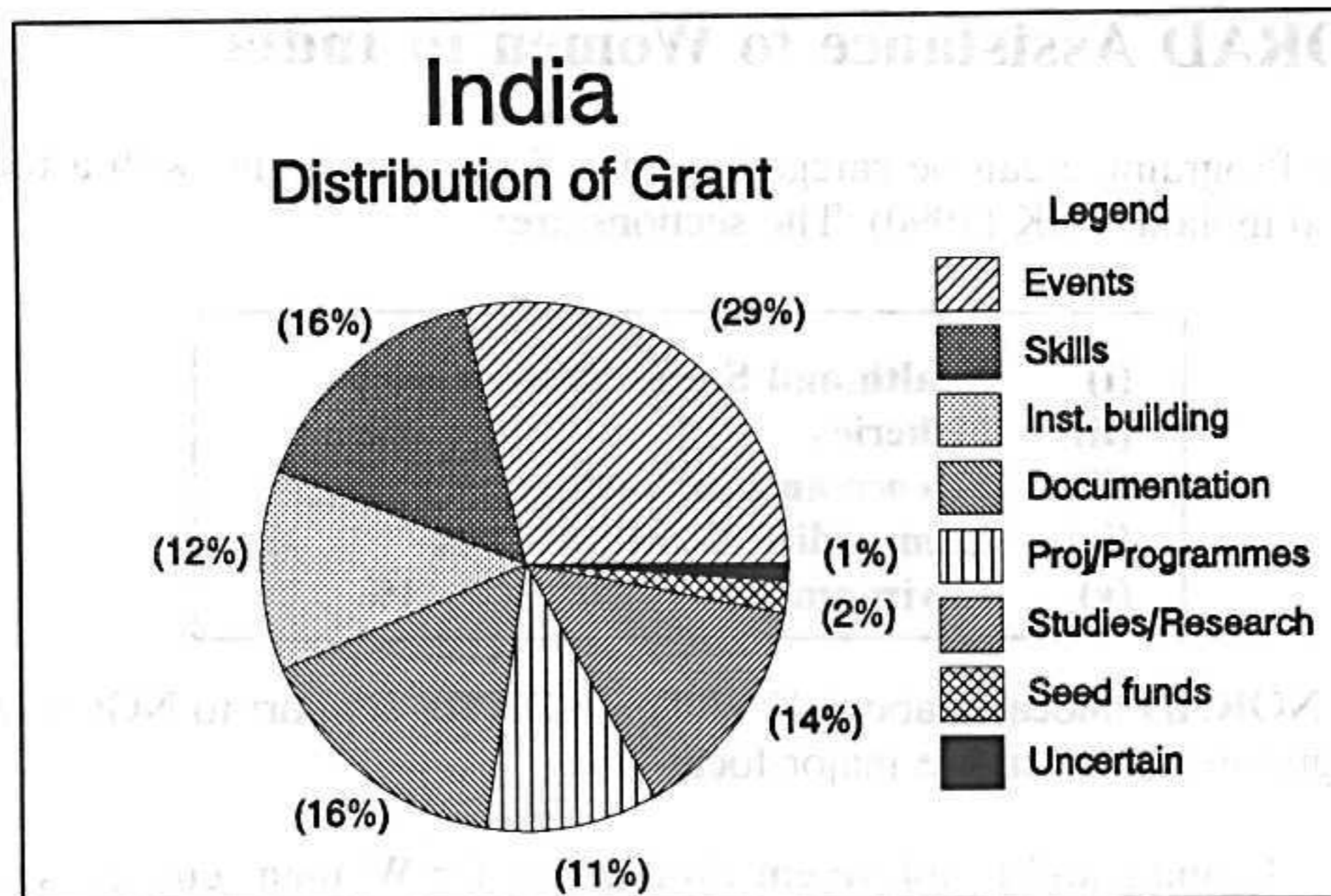


FIGURE 11 India - Distribution of the Grant. All Years. Source: Inception Report

4.3.5 Priorities and strategies

Use of the Grant to facilitate the WID-component in development assistance has not occurred in the country programme. The policy has been to use the Grant mainly to support individual researchers and activities and innovative women's projects and pilot projects that could not be supported by the regular NGO funds.

4.3.6 Administration of the Grant

a) WID-Coordinator

The Grant is administered on a daily base by a local programme officer who has also been appointed as a consultant to handle the regular NGO funds. In addition she handles the fund for culture and part of the social sector of the country programme. The programme officer works in close co-operation with those handling the NGO-fund and the overall NORAD WID-Coordinator under whose authority disbursements are finally sanctioned.

The team stresses the fact that the WID-competence of both the programme officer and the coordinator is unquestionable. It is however, left to their advocacy to bring about sensitivity and responsiveness to WID issues in the other offices. There is little provision for systematic incorporation of WID-issues in bilateral programmes. The heavy work-load of these officers,- to which the team makes several references throughout the report may be an obstacle for effective use of their competence.

b) Promotion

In 1987, a letter was circulated to NGOs and activists, informing them about the availability of NORAD's assistance for women's programmes and inviting applications for funding for a wide variety of activities such as "projects, training, organising activities and research". The letter resulted in many applications to NORAD. At present informal networks operate among NGOs and activists. The fear of being flooded by too many applications which would be time consuming to process, has apparently restrained NORAD from more active promotion of the Grant. It should be noted though, that no attempts have been made to promote the Grant to the national ministries.

c) Criteria for Selection of Grantees

Some specific criteria have been utilized for different categories of funding.

Research: Action related and action oriented research. Researchers linked to organisations, rather than individuals. **Documentation and communication:** Films and videos with a potential for raising women's awareness. Otherwise no formal set of criteria or checklist has been formulated.

An earlier procedure followed was that the WID-coordinator would prepare a note on each project proposal received. These were discussed at a meeting attended by the programme officers and coordinators of the NGO-Grant and the WID-coordinator. Minutes from the meetings were recorded. This procedure has lately been discontinued.

d) Monitoring

Reports are called for at the end of projects, but in a very few cases are reports available. There is no record or comment once the project is over, nor any analysis of impact. Lack of time, lack of travel budget were cited as main reasons for this

Very little information was available in the archives, and even that was kept unsystematically. In some cases no information apart from a name of the recipients could be traced. Large parts of the archives pertaining to the period before 1987 had been disposed of.

4.3.7 Effect/Impact

(i) Events/Skills

Of the 20 selected recipients in the sample, 10 had received support for travel abroad either for participation in an event (workshop, seminar, conferences etc), skills upgrading and exposure or experience sharing. Most of them were members of organisations which in some way or another were already funded by NORAD. This enhanced the possibilities for dissemination of experience upon return, and indeed in these cases the team found

evidences that sharing of experience and dissemination of skills and knowledge acquired had actually taken place.

Some of the grantees in this category without initial organisational affiliation have been able to move towards this as a result of the participation in conferences. For instance one scientist involved in science teaching who was funded for participation in an international conference on Women in Science and Technology has later formed an action oriented women's organisation addressing crucial issues of women's scientific education with particular focus on programmes for rural women. After an additional grant to the same person to participate in Low Cost Science Teaching in Norway; she has been able to participate in production of a 13 part radio serial on "Method of Science" which was broadcast to children in remote rural areas.

Also other examples in this category show that individual support to events have usually not resulted in empowerment for the individual only but has had more widespread catalytic effects. The Grant has also been used for financing regional conferences with themes that were perceived as of paramount importance in understanding women's oppression in the Indian socio-cultural context; such as the Asian Conference on Women, Religion and Family Law which drew participants from the whole region,. Others have clearly had a rural focus such as Stree Adhar Kendra, a women's organisation which was funded under the Grant for the organisation of a series of 5 seminars. The process initiated through these sessions has provided scope for developing further action-programmes.

On the whole the team concludes that the travel support has been well within the overall goals of the NORAD strategy. The events covered by the Grant have been relevant to the work of the individuals and their organizations.

(ii) Documentation

When analyzing the effects of support to this category the team has been particularly concerned with the dissemination process of the films, books, pamphlets and videos for the production of which the Grant was used.

Experience from the support is mixed. A research-cum-documentation project, "We also made History" is considered a real pioneering effort. It deals with the Ambedkar movement of the untouchable (dalit) for social justice. The important roles women played in that movement had never before been recorded and analyzed. The book has been widely disseminated and an important spin off has been awareness generated among the present generation of dalit women who have been inspired to do some follow-up.

The dissemination process has turned out to be an obstacle for the catalytic effects of the films produced. The outreach to a wider audience has been limited, partly because of technology chosen and partly because the distribution network has not been ensured prior to the implementation of the project. For instance the films have not been linked up to the government sponsored networks which would have facilitated distribution and

also ensured that there were no topical overlap between films sponsored by the Grant and those sponsored by other channels.

(iii) Projects

Two projects were assessed during the evaluation, one an income generating project run by AWAG, an organisation with focus on awareness raising and unionisation of women contract labours such as sweepers and coal loaders; the other an integrated project focused on women and housing starting with a study on the housing needs of single women and moving on to concrete designs for different types of accommodation.

Both projects took off positively, but the effects have been limited as none of the projects have really been completed. Lack of continuous funding for their completion has been a main obstacle. With regard to the income generating project support would have been needed for some more years before becoming viable. In retrospect it is the view of NORAD that the project should not have been funded under the Grant in the first place, but under the NGO fund. Another view expressed was that AWAG should not have gone into income generation as its main experience was in organising. From the point of view of AWAG it was a traumatic experience that the funding was stopped without adequate explanation as perceived by them as they had already invested a lot into the project.

For the women and housing project the actual project itself has been completed, but lack of provisions for the publication of the designs as a catalogue for distribution to the concerned government departments/officials responsible for public housing schemes to needy groups has limited its effects.

(iv) Institution building

Two areas of support related to institution-building were assessed. The evaluation team is positive to the attainments of goals in both projects. The Women's Centre in Bombay was assisted to relocate the centre by purchasing a larger place, serve as a nodal point both literally and symbolically, to bring visibility to many important areas of relevance to women's development. As a resource base, the centre plays an important role in sensitising women, the public and officials through workshops, theatre and documentation. The centre has firm institutionalized links with more than 32 organisations, training programmes are conducted regularly for development workers and the centre has been able to expand its activities and reach out to more women.

KALI for Women, which is the first feminist publishing house in India received support from the Grant at a stage when the organisation was still finding its feet. The grant provided enough support for KALI to achieve self sufficiency and the organisation now supports itself through the sale of titles. Some of the titles have had a wide outreach both in India and abroad.

Chapter 5

THE GRANT IN A WIDER PERSPECTIVE

5.1 Conclusion from the Country Reports

The following points summarize the feedback from the country reports:

On the positive side:

- the Grant is a flexible administrative instrument able to respond to applications rapidly and with minimal bureaucratic constraints
- the projects investigated have their own merits, and many interesting and good new ideas have been supported- also some which have a potential for leading towards more fundamental changes,

On the negative side:

The conclusions from the country reports show that the initial assumptions made in the inception report are now reinforced:

- there is little evidence to show that the Grant has been successful as a tool for "integration" of projects in the regular development assistance in general and less still in the country programmes,
- there are few pilot projects that have been implemented with a determined view of testing out new models for women-oriented perspectives so that the knowledge thus generated has been ploughed back to the regular development assistance
- there is lack of documentation, reports and archives

But the Grant results cannot be seen in isolation from other NORAD activities. The Grant is part of the larger NORAD structure which clearly influences how it is used. The above conclusions do not gather meaning unless they are linked to what is happening in the regular programmes in which the Grant supported activities are supposed to be integrated. In the following we will look at the Grant from this other perspective; namely

in terms of interaction between regular programmes and the Grant and how the various potentials and constraints identified are part of the explanations underlying these conclusions.

5.2 The Culture of NORAD

5.2.1 Rationalistic decision mode

NORAD administrative structure is basically designed and organised to deal efficiently with mainstream bilateral development assistance. The framework for decision making is structured and rationalistic; which is particularly illustrated in the recently adopted Logical Framework Analysis (LFA). Currently most NORAD officers are receiving training in LFA or are going to be trained soon. The basic principle of the LFA is that one attempts to predict the effects of a considered action on objectives in a logical, structured manner in which the various inputs and resources are interlinked in a hierarchical logical set up.

5.2.2 Administrative framework

In a very simplified manner one can state that at least in principle the rationalistic decision- mode is reflected in a quite formal administrative structure. The administrative set up requires a well functioning system for decision making, budget control, documentation and feed back to NORAD HQ, and hierarchical levels above the individual NORAD office. Ad-hoc procedures are certainly not appreciated, although in practice there might be several weaknesses also in this system. The important point to make, however, is that the formal rationalistic mode coupled with smoothly functioning administrative systems are basic characteristics of NORAD as an organisation, and a system to which most staff at least try their best to adhere.

5.2.3 Organisational values

From an organisational point of view NORAD tends to judge organisational action as well as staff performance by elements such as the speed at which funds are disbursed and (but perhaps to a lesser extent) size of projects/ programmes in monetary terms. Within an office, large complex programmes tend to receive more attention than smaller ones, in office meetings and as general subjects for discussions. This attention is for example reflected in the varying degree of formal procedures that are requested for small and large projects. Larger projects, and in particular those within the country framework are usually underlined with formal procedures such as appraisals and reporting. They are more often reviewed and also exposed to formal evaluations. Smaller projects on the other hand tend more often to be exempted from formal appraisals on the grounds that the expense and personnel resources involved in such work is not justified in relation to

the size of the disbursement involved. In particular this relates to projects under the NGO-framework. Another reason for exempting these smaller "outside country framework" from formal procedures may also lie in the fact that NORAD has lesser control with their implementation and also that indeed it is very difficult to address impact both in a short and long term perspective.

In the NORAD system there seems to be a "penalty" for failing to spend the budget. This penalty is of course not in a literal sense or put on any individual staff. But for the organisation as a whole failures to spend the budget get serious repercussions in the sense that unspent funds are no longer being automatically transferred to the next year. The most recent evidence that this is a central concern in NORAD can be illustrated in the following note in the internal NORAD Newsletter (4/90) which is distributed to all staff:

" The alarm went off last new year (1989). We (NORAD) ended up with NOK 735 MILL in unutilized funds. This is a record in a catastrophic direction. The message from NORAD's General Director is clear: this must not happen again".

Needless to say, such statements do, as indeed are their intentions, signal to the staff that better performance is expected in the future, and that this performance at least partly will be measured in terms of the staff's ability to use the budgets. Within the individual NORAD office therefore, the responsible officers have a tendency to measure both own success as well as others in terms of their ability to spend the budgets.

5.2.4 Pressure on staff

An important element of the Norwegian WID-strategy is personnel. All staff is in principle responsible for the implementation of the strategy. But NORAD staff work under a considerable time pressure. Some of them are responsible for several large sectorial programmes, each with its own set of objectives, tasks and requirements for monitoring. The pressure for adequate reporting both internally and to NORAD HQ is high and has probably increased during the last few years as a result of the general decentralized policy leaving implementation responsibilities to the field offices. As (perhaps) one extreme illustrative example one programme officer indicated that approximately 80% of his time was spent on satisfying the various reporting demands from NORAD-Norway. In many cases the staff express significant frustration over all the formal demands which are preventing them from being engaged in "more interesting activities" such as follow-up of projects in the field.

5.2.5 Conflicting demands

Furthermore, but nevertheless important, WID or gender issues are only one set of objectives and demands to be fulfilled in Norwegian aid programmes. NORAD staff do consider that this is sometimes constraining the staff from actively addressing gender issues; 17% feels that this is a very constraining factor, 35 % to a high degree, 24.1 and 17% say that the conflicting demands and objectives lead to some lack of attention while only 7% feel that this is not a constraint at all.

5.3 The Determinants of NORAD Action

"We (in NORAD) are engaged in a very serious cause, and literally speaking a matter of life and death for many of our partners. And the most determining constraints; yes nearly all, relate to ourselves" (NORAD General Director. Inter/NORAD 4/90, translated by the author).

In terms of regular development assistance and more specifically the country programmes NORAD is subject to a range of pressures which limits the scope for intervention.

(i) The country programme:

Norway pursues the strategy of recipient-orientation; which means that projects and programmes originate from the development plans or priorities of the recipient governments in question. The actual profile and content of the country programme is decided on a macro level and is a result of negotiations between the recipient government and Norway. Each year the overall budget for the following year is negotiated and eventually new projects/programmes or new components added to the existing ones are also negotiated at this level. In principle therefore the profile of the country programme which constitutes the mainstream of the activities of bilateral development assistance at each NORAD office, is determined by the recipient government priorities, although Norway is of course influencing this to a large extent. The ultimate pressure from Norway can be to refuse to finance a certain project but in many cases the two parties instead do seek to modify and enter into compromises so that they are both satisfied with the result.

(ii) Support to NGOs

In many countries NGOs are playing an increasingly important role on the development scene, in terms of taking more responsibility for implementing projects addressing the needs of the poorer part of the population, and a number of NGOs in the various countries have virtually mushroomed over the last few years. Norway has responded positively to the credibility the NGOs have developed in this sphere, by more than doubling the allocations channelled to such organisations over the last decade. The number of staff administering these funds at NORAD have not increased proportionally.

The result is that not only has it become increasingly difficult to select between the different organisations, but possibilities for follow up and active interference on the part of NORAD has been reduced. One example that can illustrate this is that the NGO - officer in NORAD-Zambia is receiving more than 1000 applications annually.

5.4 The Culture of the Grant

5.4.1 Impressionistic decision mode

The formal NORAD framework is also the one in which the Grant operates. But in many ways the country reports have presented a decision mode regarding the Grant's utilization that can be called "impressionistic" as opposed to the rationalistic decision mode for regular NORAD development activities. This decision mode is characterized by ad-hoc decision, non- formal criteria for support, and a high degree of permissiveness in terms of what kind of activities could be supported. The administrative set up is correspondingly loose, and lack of documentation, reports and monitoring characterize the Grant in all three countries. From the country reports it is evident also that there is a strong personalized element in handling the Grant. It is possible for individual WID-coordinator to put a lot of own attributes and inclinations into its administration.

At the same time the Grant works on the assumption that it is possible to merge the two cultures to the extent that activities supported by the Grant can eventually be incorporated in the formal rationalistic NORAD framework and even influence the country programme which at least in principle has emerged from the recipient government's own priorities. In practice this means that different elements of two "cultures" can be brought together and reinforce each other. The opposite is of course that the same elements are split in different directions. From the country studies there seem to be a tendency for the Grant operating parallel to the regular activities, and more specifically the country programmes, instead of moving towards integration.

In order to understand why this situation has emerged, we will look more closely into some determinants for a merging of the two cultures in the context of how NORAD staff in general regard the situation, and through the role the WID-coordinator plays in the administration of the Grant.

5.5 Determinants for mainstreaming the Grant

5.5.1 Support from NORAD-Norway

Political will is essential for a flexible fund like this. The fact that the Grant has been sustained over a period of several years, instead of being just a temporary measure as was originally intended, suggests such commitment.

In terms of actual implementation problems; the Grant is decentralized and the NORAD WID-unit offers few suggestions on the utilization of the Grant. Indeed it would not have been possible to detailed influence from this level; and instead the NORAD WID-Coordinator have suggested that one way of moving towards integration would be to follow up the local Action Plans. This has for various reasons been done only to a minimal extent.

There are some areas where WID-Coordinators have expressed more desire for active support. One, is to influence on policy making so that WID-coordinators automatically are consulted and allowed to participate in various decision-making processes within the NORAD office. The other is to make sure that the local Action Plans are integrated in job descriptions of all staff.

5.5.2 Support from field office

The Grant cannot move towards integration unless it is actively supported by the rest of the staff. All the country teams conclude that the entire responsibility for the coordination of the Grant rests on the WID-coordinator, and in some cases the local counterpart. The results from the survey may modify this; as 25% of the respondents stated that they were involved with the Grant to some extent. 12.5% had never been involved, and 21.4% answered within the area of none/some involvement.

Active support from the Resident Representative is an important signal to the WID-coordinator that the Grant is important. Indeed, the degree of such active involvement varies from office to office; apparently very much depending upon the individual leadership modes. Certainly also, a high degree of involvement on the part of the leadership work both ways. The Resident Representative has the power to turn project proposals down, but that does not necessarily mean that he has the information and knowledge necessary to determine whether the project is supportable and corresponding to the Grant intentions. In the cases that the Resident Representative has taken active part in decision making, the criteria he uses seem to emerge from the very formal criteria that pertain to decision making procedures in regular programmes. In the Grant context, we have already seen that there is lack of strict regulations and bureaucratic demands. Given the fact that most women's organisations or individuals in the recipient countries are less familiar with conventional donor criteria that should be met in project applications, the consequence of too much demands for formalization does not only lead to delay but also rejection of projects that are essentially interesting and good. Within the decentralized model of the Grant, it is quite clear that the power to decide rests with the leader of the office as does also the responsibility.

Problems occurring as a result of the above were reported more from other countries than those in the sample. There, the dominant working mode seems rather to be that everyone stick to his/her area of responsibility at least for those concerned with country

programmes. The Grant is seen as belonging to the WID-Coordinators sphere of responsibility.

5.5.3. Administrative framework

The NORAD administrative set up may be well organised for its main purposes; but the same set up may not be as efficient when it is supposed to deal with other types of activities, such as flexible, innovative women's projects. Indeed, many NORAD staff themselves indicate that the administrative framework does not allow for innovations and experiments of the type that is required for the Grant:

" 51.8% of the NORAD respondents of the questionnaire say that the administrative framework in general do not allow for innovations. The rest of the staff have more modified views, whereas 19.6% do say that innovations are possible within the same framework" (survey results).

5.5.4. Administrative pressures

From the Kenya report it was evident that the WID-coordinator felt a strong pressure to spend the budgets. Similar tendencies were apparent also in the other country reports. In this respect one can see how demands in the formal NORAD structure are stretched into the culture of the Grant and may lead to a situation where in the most extreme cases the utilization of the Grant becomes an end in itself and not the instrument for achieving something else.

One of the most frequently reported features on how administrative pressures limit the possibilities for "mainstreaming" was that the handling of the Grant was very time consuming and administratively demanding due to the large number of applications that have to be assessed. Work burden on the staff is however not unique for the WID-Coordinator, nor does it distinguish him/her from the rest of NORAD staff. The interesting issue in this respect is whether the administrative pressure could have been relieved if the Grant had been handled differently.

In principle the WID-coordinator has two different options regarding the utilization of the Grant:

- (i) Depend on applications that come in to the office
- (ii) Actively seek supporting activities within or closely linked to already ongoing activities

The latter strategy has a considerable better potential for influencing on NORAD's mainstream activities than the first where one can hope for a change to occur in a long term perspective. The chances for short term effects in this are considerably lesser.

It is therefore interesting to note that the predominant strategy chosen in all three countries has been to depend on applications coming in, although there are some cases of active initiatives on the part of the coordinator in all countries.

First, it is clear that the interpretations of the guidelines within each office deviate from the mainstream model. All WID-coordinators, although with varying degrees, have interpreted the guidelines so as to utilize the fund primarily as a response to women's own ideas and projects.

Secondly, in most countries available funds for women's own activities are highly unusual and new. The Grant was a real pioneering effort in the donor community in this respect. Rumours about NORAD's willingness to support women's project spread easily (particularly in Africa), which resulted in considerable demands for support from the external WID-milieus. In addition; the WID-coordinators are subject to a large number of ad hoc calls and visits which of course add to their time pressure.

In the country reports however, the teams underline that there have been few attempts to develop any stringent methods for dealing with the large number of applications. There is a lack of criteria for funding, or selection between different organisations. As a whole the administrative framework around the Grant may be taken to be so loose that counter-productivity may be the result. At least, in the case of Kenya, the current situation was not satisfying from any point of view, including those of the WID-coordinator and the local counterpart. But due to considerable work pressure they seemed to be unable to change the situation and continued to work in a way which simply reinforced the existing state of affairs.

5.5.6. WID-competence and status

All country teams suggest that WID-competence of regular staff within the NORAD offices determine the extent to which the Grant can move towards integration. In the Zambia and Kenya country reports, the respective teams were quite clear in their conclusions that most staff lacked gender-awareness. The Kenya team indicates that apparently the recruitment process in Norway does not adequately address the issue of WID-competence either for the position of WID-coordinator or the rest of the staff.

On the other hand for the team in India the competence of both the WID-coordinator and the local counterpart was un- questioned. In the Zambian case the present WID-coordinator has been in this position from 1985, in addition to intimate knowledge of the working and living conditions in Zambia.

In both Kenya and India, locally recruited programme officers are administrating the day-to-day activities of the Grant. Both have responsibilities also within the regular NGO-framework.

In terms of formal status the location of WID-coordinators varies between the countries. In the inception report it was assumed that a high-status position such as Deputy, would entail better possibilities for "integration" than if the position had lower status. However, this assumption was not verified during the evaluation. There does not seem to be an automatic link between the location within the office or its status and "integration", as was clearly shown in the Kenya case study report. Rather, on the basis of the conclusions made from Zambia; which has the most marginalized position of the three WID-coordinators; the processes towards integration were perhaps the most visible.

At the same time the WID-coordinator is supposed to be a "jack of all trades", and influencing activities within all sectors. This is an nearly insurmountable task in itself, and absolutely impossible if recruiting WID-coordinators or local counterparts is not done on the basis of their competence.

The survey-results reinforce the teams' conclusions that the NORAD staff in general lack training in gender issues. On the question as to whether NORAD staff needed more training in this respect, the majority of staff (67,5%) also indicated in the questionnaires that more gender training was needed and the fact that so many are actually aware that they need to increase their own competence must be taken as very encouraging.

5.5.6. Turn over of personnel

NORAD-personnel, including most WID-coordinators, work in the field offices on the basis of two years contracts. This leads to a high turn over rate of personnel who barely get to understand local circumstances before they are transferred.

The high turn- over also means that personnel cannot take responsibility for actions taken by their predecessors. In Kenya for instance several of the activities actually evaluated were initiated before either the present WID-coordinator or the local counterpart were attached to the office. But the fact that there is a tendency to "inherit" projects, also often means that modes of work or areas of support are inherited. This may account for the Grant being used in similar ways over a period of time, without much change of direction or content.

5.5.7. Promotion

(1) To potential applicants:

One clear result from the country reports is that an active promotion of the Grant is one "integrative factor". In the three NORAD offices dealt with, diverse strategies have been pursued regarding promotion. In Zambia, the Grant has been promoted widely, both to organisations and at the level of ministries. The Grant in India has been promoted to NGOs only, whereas few promotional steps have been taken in Kenya, also among NGOs

In Zambia there are more examples of Grant activities being part of government "mainstream" development programmes, than in either of the other countries. At least this partly reinforces the initial assumption that neglect of the promotional part of the Grant may be an obstacle for mainstreaming in a wider sense.

Many arguments were raised during the evaluation against an active promotion of the Grant. The most frequent one was the fear of NORAD being overloaded with applications. The point to make clear here is that an active promotion does not mean a wide promotion. Rather, as one of the entry points for utilizing the Grant a mainstreaming perspective has to be through some strategic focal points or change agents in society. It is to these agents the Grant has to be strategically promoted. The point is to ensure that NORAD receives enough relevant applications and to avoid pressures of spending funds on projects that are not within the area of priorities.

(2) Within the Norad office:

Given the fact that the rest of the staff take little direct actions for utilizing the Grant, one could have expected that an active promotion or communication of Grant results had taken place within the office. But any attempt to promote "new models" for women-oriented activities begets neither credibility nor interest in a formal time-pressured structure if there are no concrete results to show.

The three country teams all indicate that lack of monitoring of the Grant is a severe weakness. In two offices there was near complete absence of documentation of results, those reports that were available had not been read or analyzed, and there were few documented attempts to indicate that experiences, negative or positive, have been generated, assessed or analyzed.

As a consequence, some WID-coordinators seem to keep a low profile in the system, at least concerning the Grant activities. They do not take the opportunity to use the main information channels within the office to the extent that could have been expected from a fund which certainly is unusual in the context of NORAD bilateral assistance. In the institutionalized office meetings there is seldom any references to the Grant activities or results as a result of initiatives from the WID-coordinator (or local counterpart).

On the other hand, information of Grant results is not very much asked for in the office. This reflects perhaps the relatively low priority given to the fund. Had it been perceived as important more attention in terms of demands for showing concrete results would have invariably been put on the WID-coordinator, at least on the part of the resident representative who has the overall responsibility for all activities within the office, including the Grant. Also, the disposal of archives would probably never have taken place for programmes that are considered important within the office, regardless of eventual physical space problems.

Lack of monitoring depends also to a certain extent on the regime within the different offices. Some resident representatives seem to be particularly reluctant to allow staff the

freedom of field visits (usually on grounds related to time-pressure), others are more permissive and will even encourage the WID-coordinator to personally keep track of major events within the women's movement or make visits to projects that have been supported. In the case of the former WID-coordinator in Kenya and the present one in Zambia there seems to be a flexible and open attitude towards the WID-coordinator's expressed need to keep in touch with the reality outside the office.

The lack of possibilities to show and the lack of demand for results, clearly raise many dilemmas. First, the potential for influencing the regular activities remains very limited. Second, it tends to reinforce the perception of the Grant as something marginalized and therefore of little concern. Thirdly, the evaluation has shown that some of the activities really could have been of significant value for the on-going regular activities. And finally, in the context of the Grant being a pilot project, lack of empirical data makes future policy decisions difficult also from the point of view of policy makers.

The survey results do support the above arguments; which are basically drawn from information gathered in the field both from interviews with the WID-coordinator and the selected staff and with 15.1% strongly in favour of more communication regarding the Grant within the office, 30,2% are quite in favour, followed by 26.4% who felt such a need to some extent.

5.5.8. WID-Action Plans

Regarding the NORAD Action Plans which have been developed at all (nearly) NORAD offices, we can talk about first and second generations of documents. The first was developed between 1986-88. Most of them reflect rather unsophisticated attempts to add one or more WID-components to the already ongoing projects/programmes with no real change of direction of the same projects/programmes. Also the basis on which the recommendations have emerged can be questioned. As they stand these documents seem to present "sandwich lists" of wishes with little references as to how the wishes can be implemented at all.

The second generation, or those which constitute the present set of plans have for the most part been developed within the framework of LPA. Indeed, this has improved both lay-out and content. In principle, the recommendations contained should be based on inputs from staff involved with the specific project at NORAD office, and those working directly with project implementation. Usually one or two local consultants have been assigned to prepare the documents. As far as the team was informed; the ideal situation of receiving inputs from staff in order to ensure a realistic basis for the recommendations, left much to be desired in actual practical work. This may have been caused by lack of interest, but even more significant were other constraints such as time pressure which prevented people from exploring opportunities with imagination, as well as lack of information and data bases on gender issues within the specific sectors.

Furthermore, even if the documents reflect the priorities and interests of NORAD, they do not necessarily reflect the priorities of the recipient government or the cooperating

ministry in question. In most cases NORAD has attempted to present the plan at these levels, but this does not deny the fact that the NORAD Plans of Action are basically reflecting Norwegian interests. This is further underlined in the country reports, and the WID-coordinator perceive the value of these documents from different perspectives. In the case of Zambia where the government has prepared its own development plan for WID; the whole process of preparing the plan is perceived more as a being done to satisfy strong signals from Norway, rather than being a useful document to actually be followed up with Grant funds.

In Kenya, on the other hand, the long-awaited plan of action, really started a new active process and change of direction regarding utilization of the Grant when it finally appeared (although as a draft). Special chapters were presented to relevant ministries e.g. the roads programmes. With the Grant funds it was possible to, and in close collaboration with the Roads Department, to prepare a separate plan of action and start up a pilot project for women in road construction. Furthermore the Grant made it possible to organise valuable district-based seminars with a wide participation, which aimed at generating new ideas on how the two large rural development programmes in Turkana and Bungoma could better address gender issues.

5.5.9 Recipient country policies

As already stated, in principle the profile and sectors determining the various country programmes emerge from the recipient government's own priorities. One could therefore assume that one reason for not linking up Grant activities to the country programme was to be found in the absence of priorities for projects that would address gender issues. Indeed, this may be the case in actual negotiations between the two bilateral parties, but the findings in the evaluation do not suggest that policies and priorities are a major obstacles for WID-integration in the three countries of study. However, the survey results indicate a large variation in this respect. In the case of Nicaragua as many as 80% of NORAD staff found that the country's policies were conducive for addressing gender issues, closely followed by Sri Lanka (78%), Kenya (71%), Zambia (70%), Tanzania (70%), Botswana (67%), Bangladesh (50%) and at the bottom line Pakistan (14%) and Mozambique (0), (no answer obtainable for Zimbabwe).

5.6 Tensions between two "Cultures"

The above discussion has identified some areas where there is a potential tension between the two cultures, the formal NORAD structure and the open, informal culture of the Grant. Such tension can be observed in tendencies to measure the Grant's performance against very narrow goals of effectiveness, the fact that administrative demands put some constraints on permitting innovations, and that various characteristics of the country programmes may explain also how and why the Grant has been utilized in a special manner etc.

Also some initial assumptions of factors promoting or impeding processes towards integration have been identified. Some factors which were assumed to promote

"integration" such as the location of the WID-coordinator were not verified. Others were substantiated; such as the importance of adequate promotion.

But even more important; it is quite clear that the role of the WID-coordinator and local counterpart becomes particularly crucial in the Grant context.

It is a fact that the complexity of demands in this fund primarily affects the WID-coordinator (or local counterpart). They represent the programme in NORAD, and they are linked up to and answerable to the formal demands this organisation sets as well as to the dominating regime within the individual offices. Furthermore, they are answerable to the enormous needs for support to women on the other hand. The problems involved therein may seem insoluble. In practice therefore, it is quite easy to understand why some WID-coordinators actually just try to respond as best they can to the applications coming in, keep a low profile within the office in terms of communication and perceive the Grant as very time consuming. As time constraints seem to be part of the general ethos within any NORAD office, such arguments are acceptable and do not lead to further demands on showing results. The point is (but with no reference to any of the WID-coordinators in the sample), that the time constraints also may be used as a kind of *raison d'être* justifying the very functions of the WID-coordinator in the sense that everybody knows that handling the Grant is very time-consuming, but very few knows exactly what is going on. In fairness, it must be said that all WID-coordinators in the sample indeed also had other major responsibilities apart from administrating the Grant.

The fact that the WID-coordinators are part of the formal NORAD structure, and indeed also perceive their own performance related to this framework, seems to result in a certain "risk avoidance" in utilizing the Grant. The Grant opens up considerable scope for supporting pilot projects, with the specific purpose of testing out new models for WID. But pilot projects also involve a risk of failures. The outcome is not certain or reliable. At the same time pilot projects demand very much in terms of absorbing administrative capacity to follow up and generating experience on the part of the WID-coordinator. Funding of such pilot projects will also have to be stretched over a longer period of time than the usual one-year requirement established for the Grant. In general the NORAD formal structure seems to reject support to activities whose results are not predictable and even more so after the introduction of LPA. Thus there is a tendency to support activities where the outcome is fairly well known, such as conferences, travel, documentation etc. The danger is that too much avoidance of risks reduces the Grant to a matter of disbursement, and thereby its potential sting and strength tend to diminish.

5.7 Room for Manoeuvre

But the findings also show that in effect it is possible for the individual to rise above their defined roles and find considerable room for manoeuvre within the constraining administrative framework. To a certain degree this is clearly related to the officer's WID-competence, as is the case in India. Even with a limited scope of interventions, with the majority belonging to the "events" category, sound knowledge of both local conditions and

which activities are important from a WID-point of view, seem to have modified the potential negative effects of support within this category.

But formal WID-competence is only part of the explanation. In Zambia the WID-coordinator has taken a more active approach at nearly all levels. Indeed, she is often excluded from major decision-making fora within the office, partly due to negligence from the resident representative. But she has tried to modify this by becoming a resource centre within the office in terms of a well developed library. She is continuously distributing reports of interest from a women's perspective (not necessarily related to the Grant) to staff as well as organisations and individuals. And she has demonstrated considerable commitment in terms of trying to route funds through ministries to strengthen the capacity of those institutions of primary concern both for women in Zambia and main sectors of NORAD support.

It is very difficult to assess whether opportunities for such interventions are better in Zambia than in other countries. Still, there is probably more room for manoeuvre also in other contexts. The point is that these opportunities have to be actively made use of and expanded by the WID-coordinator (or local counterpart) him/herself. Within the general NORAD stress, there are few chances that any other officials will contribute significantly in this respect. To further strengthen this argument, the Kenya team introduced the differences in "personalities" when they explained why one WID-coordinator was showing more commitment to the tasks than the other. Perhaps this is to stretch the argument too far, nevertheless it is interesting to note that the role of WID-coordinator allows for a personal interpretation and self-attribution. In this context, whom NORAD recruits to the WID-position becomes perhaps more important than those staff who administer regular programmes where the scope for personal interpretation is considerably less.

5.8 Integration in Regular NORAD Development Assistance

5.8 1 Integration in the country programmes

"We (in NORAD) live with a set of rules, habits and constraints and lack of ideas which we to a great extent have created ourselves. And this leads to baroque results, e.g. that in a world full of disasters and needs we find ourselves in a position where we have problems in identifying projects and programmes for a sensible use of allocated resources". (NORAD General Director, InterNORAD 4/90, author's translation).

(i) The country profile:

In the context of the Grant it is clear that one should not only ask questions as to how the Grant influences the country programmes. The reverse is equally important i.e. how the profile of the country programmes influences how the Grant is utilized.

The profile of the country programmes seems to influence the Grant utilization in at least two major ways:

(a) When gender issues are reasonably well addressed within the major projects/programmes under the country framework, the Grant is seen as a complementary fund to be used for activities outside this framework. The arguments are that in some of the major projects, there are both funds and personnel specifically designated to deal with gender issues. Examples of such programmes are most rural development programmes (Kenya and Zambia), water development programmes (Zambia) and other programmes within "soft sectors" such as health or social development. In the case of Rural Development Fund in Kenya, this argument was also supported by top-level civil servants within the implementing ministry who stated that in fact the main constraint for addressing gender issues within that nation-wide programme, was not lack of funds. Money would be available if any opportunity arose of finding ways to support more women in the programme.

In Zambia, the regular support to e.g. Northern Province includes both a special WID-coordinator coupled with funds and a special Action Plan developed for the purpose. The same is true of the support to Turkana Rural Development Programme in Kenya. The fact that all efforts within these programmes were not successful, should not become excuse for using the Grant to a wider extent, but rather provide opportunity for reformulation and redesigning of strategies pursued within these programme so that they could be made more effective.

In the case of India, women are the main focus of four large programmes under the country framework. The Training and Employment Programme for Women, routed through the Department of Women and child Development (WDC), emphasizes women's participation in non-traditional occupations. This explains for instance why relatively little attention has been given to support income-generating activities within the Grant context.

In general, there seems to be a clear understanding that when country-framework programmes do allow for attention to gender issues, the WID-coordinators have chosen to direct the Grant funds to projects where no other budgets are available at all. This however, should not be confused with a notion that the WID-coordinators think that the gender issues in such programmes are adequately addressed.

(b) Some sectors appear to be perceived by the various actors as being "gender neutral" in the sense that they are of a general national interest, e.g. infrastructure programmes. There are examples that demonstrate that the Grant has been used towards introducing a special women's component in such programmes; e.g. employment of women as manual labourers within the road sectors in both Kenya and Tanzania. There are examples of special WID-components such as employment training opportunities for women telecommunication in Bangladesh. The Grant has been used for what is called "side-activities" to hard sector programmes, e.g. a weaving project in conjunction with a power supply project in Mozambique. But a weaving project has essentially little to do with the main programme, and is hardly established to change the content of the power supply project.

Indeed there are examples to show that the Grant used to attach a WID-component to a main programme has led to changes or integration in the latter. However, the effects may also in some cases mean that even though some opportunities have been created for some women, WID components attached to main programmes may simply reinforce the status quo regarding the country programme as a whole.

To the question whether the various sectors NORAD was involved in gave room for special emphasis on gender issues, the absolute majority of NORAD staff answer that this is the case. Exempted are Mozambique (25%), Pakistan (40%) and Bangladesh (50%).

(ii) Overall effects:

The survey results show that 40% of the NORAD staff say that NORAD is already addressing gender issues to the extent possible in the country programme whereas 60% had the opposite view.

TABLE.3 Some Key Figures. Women Related Assistance to Selected Countries. 1000 NOK

Country	Total Bilateral Assistance*	"Code 1": Integrated	"Code 2": WID Specific#	Total Code 1 and 2	Code 1 + 2 as % of Total Bil. Asst.
KEN	187.447	65.762	2.236	67.998	36
TAN	396.694	105.154	1.917	107.071	27
ZAM	241.346	66.572	2.105	68.677	28
BOT	129.378	34.561	986	35.547	28
MOZ	341.354	63.787	2.071	65.858	19
LKA	91.479	42.438	1.251	43.689	48
IND	172.258	76.390	11.787	88.177	51
BGD	231.946	104.965	10.211	115.176	50
ZIB	119.296	33.404	1.156	34.560	29

NOTES:

(*) Source; NORAD Annual Report for 1989

(**) "Kvinnerettet bistand", source: Ministry of Foreign Affairs

(#) Same source as (**)

In terms of reporting to OECD/DAC statistical overview, Norway scores quite high on proportion of funds that are channelled into projects/programmes defined as "WID-integrated". The figures in the table above have emerged on the basis of reporting from each NORAD office at the HQs about projects which satisfy all the four tests required. These tests are quite demanding and include factors such as participation, consultation,

identification of barriers and measures to overcome them, as well as extensive use of WID-expertise throughout the whole project cycle.

This was the first attempt at reporting of this kind. From the statistics it was not possible to state whether Norway is performing increasingly better year by year on the issues of WID-integration. The statistics give really only a snap-shot of one individual year. The projects/programmes mentioned in the statistics as "integrated" range from maritime institutes and power plants to rural development programmes. (Women-specific projects are listed in a separate statistic).

However, information gathered during the present evaluation revealed that the situation is more complex than from a first-sight impression. An interesting finding was that clearly other staff perceive Norway's achievements regarding WID-integration from different perspectives:

Further questioning to the NORAD offices that initially had reported the projects as being WID-integrated resulted in a more modified picture than the above statistics indicated. On the question as to whether named projects really satisfied all four criteria demanded for reporting as WID-integrated, considerable doubts were expressed. For some projects it was clear that what one had meant was that the project would in due time benefit women and men (this pertained particularly to the infrastructure programmes e.g. power supply), or that a women's component had been added after realization that the original project design would not give adequate attention to women's participation in the project) or that women participated to a certain degree as e.g. manual labour (which is specifically mentioned by OECD as a factor not to be counted as WID-integrated).

A further review of some NORAD Action Plans further underlines some of the above problems. In the Tanzania Plan of Action, it is for example specifically stated about TAN 025 Dar es Salaam Maritime Training that:

"women are not a particular target group and will not to any substantial degree become involved in the project".

TAN 046 Mtera Hydro Power Plant and TAN 062 Pangani Power Plant:

"hardly any efforts have so far been made to incorporate women's concerns"

The Kenyan Action Plan states concerning the integrated water and sanitation programme that:

"compared to the water programmes in other main partner countries, (Tanzania and Zambia) women in Kenya have not been involved in the planning and implementation of the programme activities".

Yet, these projects in addition to many other questionable projects are listed as "WID-integrated", although other sources of information indicate nearly the opposite. The point

here is however, not to assume that the reporting on which the statistics have been made is false; rather that there are different opinions about them. Still, there are reasons to believe that not all the projects which have been classified as "women-integrated" will remain so if sources other than the NORAD offices in Norway had been used. Those concerned with WID-orientation at the NORAD offices in the respective main partner countries certainly do express more modified views about many (but not all) projects.

5.8.2 Other programmes

Other programmes are defined as those belonging under the framework of NGOs, Scholarship and Research allocations. The scope for linking the Grant with these programmes is better than for the country programmes. In all the three countries there has been a close collaboration between those officers who administer these funds and the WID-coordinator. In two of the countries, Kenya and India, the local programme officers for the Grant were involved with NGO-programme. In the case of Zambia the WID-coordinator has worked in close collaboration with the two officers dealing with scholarship and NGO. In India it was clear that NORAD demands that NGOs eligible for support should not only incorporate women's components for the activities, but also have a reasonable balance between gender representations on the board and other decision-making bodies.

In Zambia the 1989 allocation for scholarships was distributed on a 50-50 basis between women and men; a result which of course cannot be attributed to the Grant only, but also to a general awareness of the importance of providing educational opportunities to women.

Nevertheless, as pointed out by the Kenyan team, NORAD lacks routines for take over by regular budgets. Some of the projects assessed and which obviously could have been supported from other budgets (research and NGO respectively) had not been given priority under these programmes. Furthermore, it was not possible to identify the reasons why those projects were supported by the Grant in the first place or why they had continued to be under the Grant-umbrella for several years with no apparent attempts to consider other opportunities.

5.8.3 Role of Grant in General Development

It should be kept in mind that it is not only the WID-coordinator who is working towards integration of gender issues within NORAD. NORAD is full of individuals trying to bring about change, some in sectorial programmes, others in NGOs. However, it is rather difficult to say whether these efforts have contributed to a change in the development assistance as a whole. Moreover, if steps towards positive changes can be wholly identified; it has not been possible to state for certain that this can be attributed to the Grant.

TABLE 4 NORAD employees' responses to central statements regarding the role of the Women's Grant. Absolute numbers.

Statement	"1" "No impact"	"2"	"3" "Some impact"	"4"	"5" "High impact"	N.a	Total
"Role of the Grant to improve the general situation of women in the main countries of cooperation"	2	18	24	8	1	3	56
"Role of the Grant to strengthen recipient governments' policies in relation to gender issues"	5	13	22	9	5	2	56
"Role of the Grant to strengthen other donor organizations' policies in relation to gender issues"	9	13	16	13	2	4	56
"Role of the Grant to integrate women's issues in general Norwegian development aid"	4	4	21	18	6	3	56

Source: Questionnaire administered as a part of the evaluation.

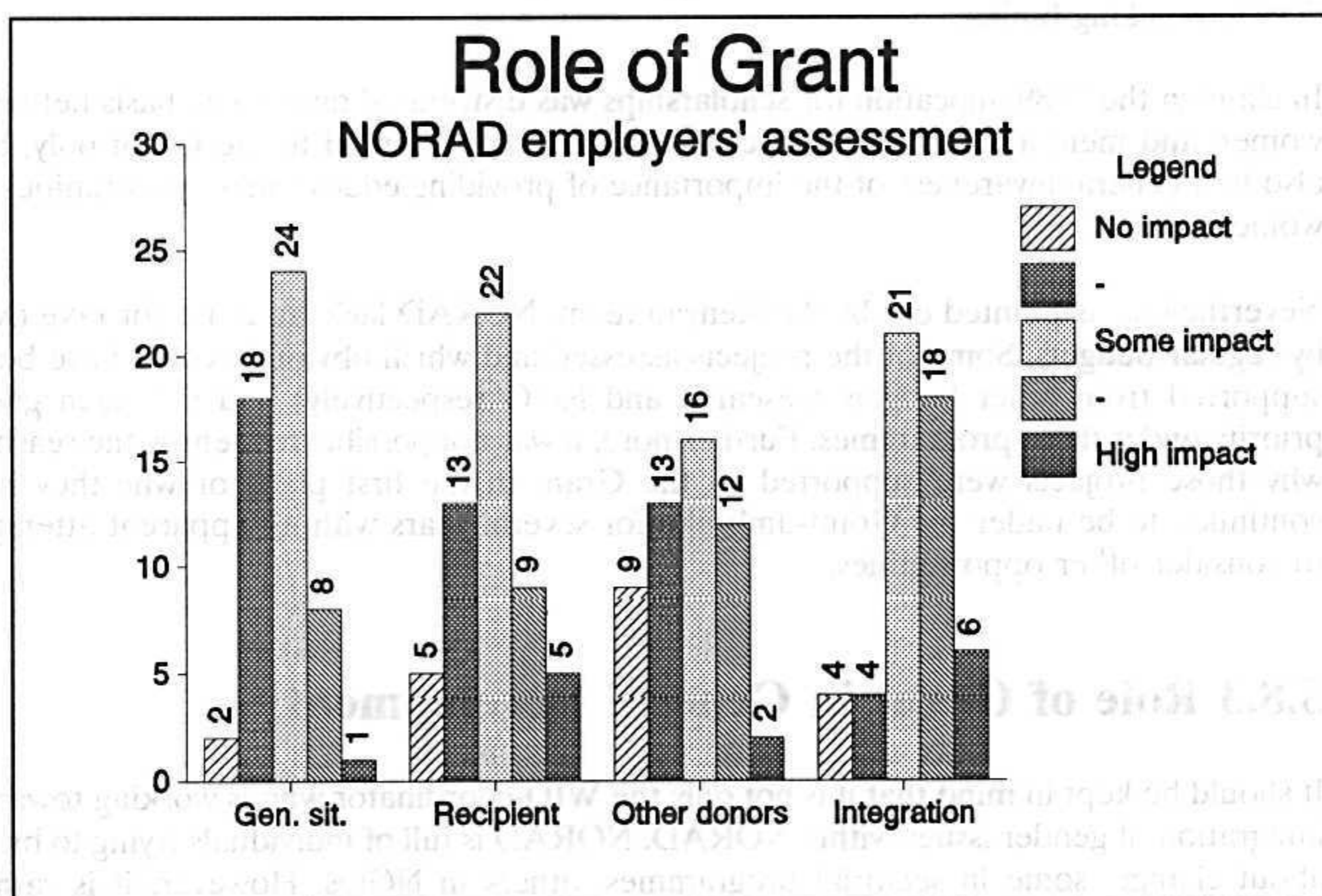


FIGURE 12 NORAD's employees assessment of the Grant. Source: Survey.

Appendix 1

TERMS OF REFERENCE

Evaluation of the Grant for Women in Development, Phase 2

1. Background

The grant for women in Development (hereinafter called "The Women's Grant") was established in 1984 for the purpose of strengthening the Ministry's efforts to integrate women-oriented perspective in the overall development assistance. (Since 1990 the Grant is administered by the Ministry of Foreign Affairs.) To this end the Grant was to provide support for a wide range of activities

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

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

In the period 1984-89 the Grant allocations have amounted to about NOK 126 million. The allocations are divided nearly equally between bilateral and multilateral assistance.

The Grant's functions and achievements in relation to its objectives are presently being evaluated. Phase 1 of the evaluation was carried out in 1988-89. Its findings and recommendations are presented in Evaluation Report 2/89: The Women's Grant;

Desk Study Review (including Case Studies of the World Bank and UNIDO). Phase 2 is mainly directed towards the direct development effects and usefulness of the Grant in integration of women in bilateral development assistance.

2. Objectives and Strategy for the Evaluation

2.1 Objectives

The objectives of this evaluation are to assess effectiveness and efficiency in the use of the Women's Grant in bilateral assistance, and also the Grant's catalytic effects on the gender relationships in regular development activities. The latter has a bearing on the development process itself, i.e. in terms of increased women awareness, increased community participation, inter-institutional coordination, the building of national capacity, etc.

2.2 Methodology of the Evaluation

After consultation with the Evaluation Division, Department of Development Cooperation Programmes in the Ministry of Foreign Affairs, the team shall select a total of 2-4 Grant recipient countries for in-depth assessments, but also draw on general experience from other partner countries.

The selection shall be based on the differences in the use of the Grant in recipient countries, e.g. concerning the level of disbursement, number and size of allocations and support categories. The period 1984-89 inclusive shall be examined. The evaluation shall include:

- a) Interviews and desk studies based on existing documentation in Ministry of Foreign Affairs/Norad headquarters and at NORAD Resident Representatives and other institutions.
- b) Interviews with authorities in the recipient countries and other resource persons.
- c) Visits to selected women's organisations/ projects/activities supported by the Grant.

3. Scope of Work

The evaluation shall, in selected countries and to the extent that available data permits, address, but not necessarily be limited to, the following:

3.1 Objectives and framework

- 3.1.1 Assess how the objectives, policies and strategies for utilization of the Grant concur with the recipient country's policies concerning gender issues.
- 3.1.2 Assess how the objectives, policies and strategies of the Grant are interpreted and implemented by the various parts of the bilateral aid administration.
- 3.1.3 Assess the role of the Grant in the implementation of recommendations in the local NORAD Action Plans for Women in Development.

3.2 Utilization, administration, follow-up and control of the Grant

- 3.2.1 Identify activities/projects according to support-category (e.g. a) institution building, b) skills development or c) project), and present a breakdown of the disbursements of the Grant for 1984-89.
- 3.2.2 Where information is readily available, classify and assess the profile of the composition of the support (e.g. sectors, geographical and social distribution, administrative levels, etc.)
- 3.2.3 Assess whether the Grant has been used to support activities which could have been covered by ordinary budgets. If ordinary financing could have been available, the team shall discuss whether Grant financing has been justified by other reasons (for instance minimizing delays, innovative character or activities, etc).
- 3.2.4. Discuss the emphasis given to integration of activities within ordinary budgets e.g. what proportion of seed-money has resulted in long endeavour financed from regular sources (the Country Programme, NGO-budgets, research allocations, etc.).
- 3.2.5 Identify and assess the efforts made by the Resident Representative offices to introduce and promote the Grant among various categories of potential beneficiaries.
- 3.2.6 Assess the priority given to the Grant at the Resident Representative offices, in particular the functions of the WID contacts regarding the use of the Grant.
- 3.2.7 Assess the methods/procedures applied by Ministry of Foreign Affairs/NORAD at different stages of the projects/activities cycles (identification, design, appraisal, negotiation, planning, implementation, accounting, control, evaluation).

3.3 Effects of the Grant

The evaluation of the effects of the Grant shall start with an elaboration and discussion of the parameters and of evaluation methods applied by the team.

To the extent that existing information permits, the data under 3.3. shall be discussed according to socio-economic characteristics of the recipients, kind of institutions they represent, and to the geographical distribution of Grant allocations.

For a selected number of projects/activities within different support categories, the team shall:

3.3.1 Discuss to what extent the Grant has substituted regular efforts at integration of women in mainstream activities.

3.3.2 Assess to what extent the aims of the Grant have been reached. For the following three support categories, issues to be discussed may include

- For the institution building category: Assess effectiveness of support, their immediate effects and the potential long-term benefits in terms of increased level of activity and sustainability of the institutions.
- For the skills category: Have those who have participated in activities under this category been able to diffuse their experiences, improve their positions, employment opportunities and performance?
- For the project category: Trace in selected cases project initiators and planners. Investigate the degree of participation by intended beneficiaries and discuss the activities' potential to trigger off processes which may led to sustainable development and which are beneficial from a gender perspective. Special emphasis shall be put on pilot projects and the experiences gained in developing methods and generating knowledge which later can serve as models for regular women-oriented activities. Moreover, the significance of local action plans for WID shall be assessed.

3.4 Conclusions and Recommendations

3.4.1 With due attention to geographical variations between grant recipient countries, categories of support, etc., the team shall present conclusions regarding:

- The relevance of the Grant i.e. adequacy of aims, strategies, regulations, priorities and administrative procedures.
 - The incorporation of the projects/ activities funded by the Grant into ordinary budgets and the effectiveness of the Grant as an instrument to integrate women in mainstream development activities.
 - Immediate and catalytic effects of selected activities supported through the Grant.
 - Sustainability of supported activities.
- 3.4.2 The team shall present general as well as country specific recommendations regarding:
- objectives, strategies, regulations and administrative procedures, including intended beneficiaries and support categories.
- 3.4.3 In annex form, the team shall discuss:
- criteria for honouring Grant applications
 - parameters for evaluating impacts of the Grant with respect to promotion of the WID perspective.

4. Work Programme

Part I

Inception study at headquarters shall consist of:

- updating of data and selection of potential countries for evaluation.

Visits to these countries that include:

- Preparation of the details of evaluation, i.e. work plan.
- Identification of special case studies which should be undertaken in order to supplement the existing information on projects.
- Identification and selection of local consultants.

Drafting of inception report including work plan with budget for further detailed studies in Norway and in recipient countries.

Part 2

Part 2 will start after MDC's approval of the work plan. Duration is estimated to be four and a half months.

The study in each selected recipient countries shall consist of:

- Studies of documents and interviews at Resident Representative offices
- Interviews with representatives from organisations/institutes and women groups receiving Grant funds, government representatives, etc.
- Collection of information at project level.

A brief of the findings shall be presented to the authorities of the recipient countries and to NORAD's Resident Representatives for discussion during the final stages of the field work.

A draft report shall be submitted to MDC not later than 30 November 1990. A final report shall be presented not later than three weeks after the receipt of written comments to the draft report.

Appendix 2

OECD/DAC definition of "WID-Specific" and "WID-integrated".

"WID-specific" projects, i.e. the full value of each project in which women are the primary and main target group (agent and beneficiaries) of the project.

"WID-integrated" projects, cover the full value of each project in which women are identified explicitly as part of the target group (agents and (or) beneficiaries) of all main components of the project, or are involved in certain components of the project and are so identified.

All four tests below must be satisfied for an amount to be counted as WID-specific or WID-integrated:

1. Women from the recipient country who will be participating in the project, with priority given to women of the target population, must be consulted in the design of the project. The project document should make it clear how women will be consulted.
2. Women from the recipient country who will be involved in the project, with priority given to women of the target population, must be active participants during implementation of the project. The project document should make it clear how women will be involved. Active participants are defined as women from the recipient country who offer assistance or advice, participate as trainers, managers, extension agents, and/or consultants. This definition excludes situations in which women are only involved in the project as manual labour participants or beneficiaries.
3. Barriers to female participation in the project must be identified in the project document and the measures to overcome them described.
4. WID-expertise must be utilized throughout the project cycle to ensure the full participation of women, and the project document should make it clear how this expertise and the WID-factors will be applied. WID-expertise is defined as the ability to recognize the operation of structural and cultural factors which either restrain or stimulate women in their access to economic, political, and social resources, and which limit or enlarge their opportunities to self-reliance and self-respect. WID-factors are defined as the issues which either restrain or stimulate the access of women to economic, political and social resources, and which limit or enlarge their opportunities for self-reliance and self-respect.

Appendix 2

RESEARCH DESIGN AND METHODOLOGY

The research design for this study was a quantitative, cross-sectional survey. The data was collected through a structured questionnaire distributed to a sample of 100 participants. The questionnaire was designed to measure the variables of interest, including demographic information, usage patterns, and attitudes towards the technology. The data was then analyzed using statistical methods to identify trends and correlations.

The sample was selected using a simple random sampling method to ensure that the results are representative of the population. The data was collected over a period of six months, from January to June 2023. The questionnaire was distributed through various channels, including email, social media, and direct mail. The response rate was 75%, indicating a high level of participation.

The data was analyzed using SPSS software. Descriptive statistics were used to summarize the data, and inferential statistics were used to test the hypotheses. The results of the analysis are presented in the following sections. The findings indicate that there is a significant positive correlation between usage and attitude, suggesting that as usage increases, attitudes become more positive. This finding is consistent with the research objectives and provides valuable insights into the relationship between technology usage and user attitudes.

The study has several limitations, including a cross-sectional design that does not allow for causal inferences. Additionally, the sample size was limited to 100 participants, which may affect the generalizability of the findings. Future research should consider a longitudinal design and a larger, more diverse sample to further explore the relationship between usage and attitude.

EVALUATION REPORTS

- 1.85 LO's (Norwegian Trade Union) Development Assistance
2.85 Rural Water Supply Reconstruction and Development Programme
- DDF, Zimbabwe
3.85 Opplæringsstøtteordningen
4.85 REDD BARN Development Efforts - Ethiopia and Sri Lanka
5.85 Lake Turkana Fisheries Development Project, Kenya
6.85 Development Centres for Women in Bangladesh
7.85 Description of the Planning Model of HIRDEP, Sri Lanka
- 1.86 Stockfish as Food Aid
2.86 Mali - matforsyning og katastrofebistand
3.86 Multi-bilateral Programme under UNESCO
4.86 Mbegani Fisheries Development Centre, Tanzania
5.86 Four Norwegian Consultancy Funds, Central America
6.86 Virkninger for kvinner av norske bistandstiltak
7.86 Commodity Assistance and Import Support to Bangladesh
- 1.87 The Water Supply Programme in Western Province, Zambia
2.87 Sosio-kulturelle forhold i bistanden
3.87 Summary Findings of 23 Evaluation Reports
4.87 NORAD's Provisions for Investment Support
5.87 Multilateral bistand gjennom FN-systemet
6.87 Promoting Imports from Developing Countries
- 1.88 UNIFEM - United Nations Development Fund for Women
2.88 The Norwegian Multi-Bilateral Programme under UNFPA
3.88 Rural Roads Maintenance, Mbeya and Tanga Regions, Tanzania
4.88 Import Support, Tanzania
5.88 Nordic Technical Assistance Personnel to Eastern Africa
6.88 Good Aid for Women?
7.88 Soil Science Fellowship Course in Norway
- 1.89 Parallel Financing and Mixed Credits
2.89 The Women's Grant. Desk Study Review.
3.89 The Norwegian Volunteer Service
4.89 Fisheries Research Vessel - "Dr. Fridtjof Nansen"
5.89 Institute of Development Management, Tanzania
6.89 DUHs forskningsprogrammer
7.89 Rural Water Supply, Zimbabwe
8.89 Commodity Import Programme, Zimbabwe
9.89 Dairy Sector Support, Zimbabwe
- 1.90 Mini-Hydropower Plants, Lesotho
2.90 Operation and Maintenance in Development Assistance
3.90 Telecommunications in SADCC Countries
4.90 Energy support in SADCC Countries
5.90 International Research and Training Institute for Advancement
of Women (INSTRAW)
6.90 Socio-cultural Conditions in Development Assistance
7.90 Non-Project Financial Assistance to Mozambique
- 1.91 Hjelp til selvhjelp og levedyktig utvikling
2.91 Diploma Courses at the Norwegian Institute of Technology
3.91 The Women's Grant in Bilateral Assistance

Country Studies and Norwegian Aid Reviews

(Most studies are available in English and Norwegian)

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1987 Kenya	1988 Tanzania	1988 Botswana	1989 Zimbabwe	1990 Mozambique

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