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GOVERNING COUNCIL

Thirty-sixth session

SUMMARY RECORD OF THE 29th MEETING

Held at Headquarters, New York,  
on Monday, 19 June 1989, at 10 a.m.

President: Mr. PIBULSONGGRAM (Thailand)

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The meeting was called to order at 10.10 a.m.

OTHER FUNDS AND PROGRAMMES

(e) UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (DP/1989/51 and Add.1)

1. Ms. CAPELING-ALAKIJA (Director, United Nations Development Fund for Women) said that the report on the United Nations Development Fund for Women (UNIFEM) (DP/1989/51 and Add.1) featured examples of the activities implemented within the framework of the Fund's three regional plans. Steps had been taken to strengthen programming capacity and specialized knowledge in two substantive areas: credit support systems and food cycle technologies.
2. A recent survey revealed that UNIFEM had nearly doubled the value of its own investments by attracting additional resources for its projects. Its catalytic activities had expanded beyond the activities of UNDP and the other agencies of the United Nations system to include direct collaboration with various Governments on their national development plans, particularly with regard to the women in development (WID) component.
3. Although it was recognized that poverty affected a disproportionate number of women, and that women were usually less well educated than men, received lower wages for the same work and had less access to land, capital and technology, most development programmes still aimed at improving the productivity of the male worker. Consequently, the labour productivity gap between men and women continued to widen. In addition, despite the demonstrated multiplier effect of women's poverty and the growing acknowledgement by various agencies of the vital role of women as primary producers in rural areas, progress in improving the status of women quantitatively and qualitatively had been partial, slow and inadequate.
4. The various countries' general development goals did not take into account the specific needs of women. By identifying women as agents and beneficiaries of development and providing funds to support their innovative efforts, UNIFEM gave visibility to new issues raised by women, served as a catalyst by attracting resources, and developed model approaches that could be replicated and scaled up, all of which helped women to participate more effectively in mainstream development.
5. UNIFEM strongly supported the setting up of WID units, which now existed in most United Nations agencies. The establishment within UNDP of the Division for Women in Development was a constructive response to UNIFEM's persistent advocacy in that regard. With increased and systematic collaboration between UNDP and UNIFEM, their respective efforts would reinforce each other. For example, if the UNIFEM support for strengthening women's bureaux in developing countries was combined with the training provided by UNDP to its field offices on WID questions, that would enable women to acquire a greater share in the control and management of the process and outcome of development. Decision-makers would be required not only to take women into account but to take women into their midst.

(Ms. Capeling-Alakija)

6. UNIFEM project activities should be innovative and should experiment with effective approaches and methodologies that, once refined, could be proposed to agencies, institutions, Governments and non-governmental organizations that had the capacity to apply them on a larger scale. UNIFEM would ensure that the variables that contributed to success at the microlevel were not lost in the process of macrolevel applications. The experience accumulated through UNIFEM initiatives should be documented, so that the WID focal points within the United Nations system could use them in institutionalizing WID and in training persons active in the development field. That experience should also form the basis of UNIFEM's contribution to the ongoing international policy discussions, thus ensuring that they were rooted in the real-life situation of poor women in developing countries.

7. With respect to management issues, a number of initiatives to improve UNIFEM management capacity had been taken since she had assumed the directorship of the Fund. Among the strategic objectives that had been set for the coming year was the introduction of a work-planning and performance appraisal system. The continued advice and support of the Consultative Committee on the Fund for the strategic planning exercise had been most encouraging.

8. She expressed appreciation for the contributions received from Governments, non-governmental organizations and individuals. The voluntary contributions for 1989 activities were expected to increase by approximately 23 per cent. The Federal Republic of Germany, the United States of America and Belgium had significantly raised their contributions. Norway, Canada, the Netherlands and Finland continued to be among the largest contributors, and Guatemala and the Central African Republic had joined the list of contributors. Since the report had been submitted, the Government of Denmark had endorsed a \$4.2-million UNIFEM credit scheme for the United Republic of Tanzania, and the Government of Australia had contributed \$450,000 towards a project to maximize women's access to national planning in four Pacific countries. Zonta International, the major non-governmental-organization contributor, had pledged \$1 million over the biennium in support of UNIFEM projects and had already allocated more than half.

9. Despite those generous contributions, the level of resources needed to carry out WID activities had not yet been reached. To that end, a fund-raising strategy had been endorsed by the Consultative Committee on the Fund at its twenty-fifth session in April 1989. The strategy, however, must be supported by powerful ideas, relevant programmes and efficient management, the essential cornerstones of any effective strategy.

10. Ms. DORTE RIGGELSEN (Observer for Denmark), speaking on behalf of the four Nordic countries, said that UNIFEM was to be congratulated if it succeeded in implementing its ambitious work plan for 1989 (in document DP/1989/51/Add.1). The Nordic countries believed that, in the light of the Fund's limited resources, a comprehensive operational analysis of the agreed objectives and policies of UNIFEM should be undertaken with a view to establishing long- and short-term policy priorities.

(Ms. Dorte Riggelsen, Observer,  
Denmark)

11. Since the new Director should be given a chance to develop her own ideas, the Nordic countries proposed that the Council should discuss that important subject in depth at the following year's session. The evaluation of the impact of UNIFEM's experiences could serve in that connection.

12. It was important for UNIFEM to share its know-how and experiences with UNDP and other agencies of the United Nations system and the World Bank and other development banks, as well as subregional and regional organizations. Most of those organizations had far greater financial resources at their disposal than had the Fund, which was why they themselves should allocate the resources for implementing their WID policies. UNIFEM could not be expected to allocate part of its limited resources to implement other organizations' projects. If such organizations relied on UNIFEM expertise, UNIFEM ought to be reimbursed for its services. The Fund's resources should be concentrated on the task which was its reason for being: its catalytic, innovative and experimental role.

13. Mr. ZHANG Guanghui (China) said that he hoped that UNIFEM would be able to create opportunities for women, thus helping to integrate them more into the social and economic development process. Since the establishment of UNIFEM, in 1987, over 400 programmes had been implemented in Latin America, Asia and Africa to train and ensure participation by women.

14. Economic independence was vital for improving both the status of women and conditions for families, and UNIFEM was therefore a very important agency in the United Nations system. The Fund served millions of women throughout the world, and China therefore hoped that the international community would give it the necessary support to carry out its work.

15. Ms. BECKER (United States of America) said that her delegation supported the steps taken to improve the Fund's performance, and urged that all possible measures should be taken to increase its effectiveness.

16. The United States agreed with the selective approach that UNIFEM took in deciding which activities it should become involved in, and was particularly pleased with the development of areas of specialization, such as "food cycle technologies" and "credit support systems". That approach would enable UNIFEM to concentrate on areas where it had a good chance of being successful.

17. Her delegation was pleased that UNIFEM had obtained the staff it needed in order to monitor its projects. Furthermore, the United States supported the progress made in developing the UNIFEM Knowledge Bank, particularly since the Bank would record not only what had been done but also what had been learned from UNIFEM projects. It noted with interest the Consultative Committee's suggestions regarding areas of UNIFEM emphasis, as well as the work plan set out in document DP/1989/51/Add.1.

18. Mr. SAHLMANN (Federal Republic of Germany) said that the Administrator's report (DP/1989/51 and Add.1) was encouraging, owing to the substantial progress made by UNIFEM with very modest resources.

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(Mr. Sahlmann, Federal Republic  
of Germany)

19. In an effort to enable UNIFEM to support the key role of women in development the Federal Republic of Germany had raised its contribution from DM 100,000 to DM 1 million, and the relevant committees of the German Parliament had requested that they should be kept informed about UNIFEM activities.

20. With regard to the Fund's principal role as a catalyst, the time had come to rethink priorities, the division of labour and organizational arrangements in the light of the evaluation referred to in paragraph 22 of document DP/1989/51. Since in several parts of the United Nations system substantial progress had been made where the issue of women and development was concerned, an endeavour should be made to ensure that UNIFEM co-operated with those parts of the system that were still in the initial phase of the process in question.

21. Since the report did not mention preparations for the fourth United Nations development decade, his delegation wondered whether UNIFEM had made or was thinking of making any contribution in that respect. If one took the draft report of the Committee for Development Planning as an indicator of the state of preparations, it was clear that it would be necessary to include a more specific reference to the role of women in the chapter on human development and to integrate the role of women explicitly into the "four themes" of the proposed strategy - that was to say, also into the themes of growth, reduction of absolute poverty and the environment.

22. UNIFEM could also strengthen governmental and non-governmental institutions and organizations that integrated issues relating to women in development into their activities, lobbied for such issues at the national level in developing countries and at the same time promoted specific improvements in the status of women, whether by means of new legislation or by means of the implementation of existing legislation.

23. As to innovative and experimental activities, UNIFEM should concentrate on a substantially lower number of programmes and projects than the 193 activities referred to in paragraph 41. It should reduce its involvement in areas that could now - perhaps owing to the catalytic role played by UNIFEM - become part of the professional responsibilities of the specialized agencies or various bodies in the United Nations system. Another possibility would be to cluster small projects within larger programmes. Lastly, UNIFEM should further develop its own profile of activities that would be crucial for women in the fourth development decade but were not likely to be covered adequately by other organizations.

24. Decision and control mechanisms, as well as reporting procedures, must be further streamlined. The Consultative Committee must concentrate more on institutional, programme and policy issues, while leaving the Director of UNIFEM more flexibility at the level of project decisions and programme implementation.

25. UNIFEM should participate in the Standing Group on Women of the Joint Consultative Group on Policy, in which it should play an active role in accordance with its mandate to act as a catalyst.

(Mr. Sahlmann, Federal Republic of Germany)

26. On the initiative of women's organizations in the Federal Republic of Germany much progress had been made in establishing a UNIFEM national committee, which would result in additional pressure to integrate women's concerns into development co-operation, as well as in additional support for UNIFEM.

27. Mr. DOEPEL (Australia) said that his country would continue to support the Fund's role as a catalyst for appropriate involvement of women in mainstream development activities and as an agency providing support for innovative and experimental activities directly benefiting women.

28. The issue of women in development was crucial, not just on equity grounds but principally because of the critical role that women could play in development, particularly in such sectors as agriculture, health, population and education. Women should also fulfil their potential in non-traditional sectors, and an endeavour should be made to improve conditions for women living in critical poverty. With careful development of a strategic plan that did not overlap with other agencies' activities, UNIFEM could make a major contribution, despite its small size.

29. Australia looked forward to seeing the results of the assessment of the Fund's mainstream experiences (DP/1989/51, para. 22) and to comparing those results with the attempt made by the Australian Aid Bureau in that respect. As to areas of specialization (DP/1989/51, para. 24), UNIFEM should build up expertise in just a few areas, such as those of food cycle technologies and credit support systems; the work plan for 1989 seemed to indicate that UNIFEM was trying to do too much. Australia certainly appreciated the quality of the work plan and its format, but UNIFEM should not broaden its activities until it had the capacity to do so.

30. He welcomed the co-operation of UNIFEM with UNDP and other United Nations agencies, international financial institutions and some non-governmental organizations, and the increase in national committees for UNIFEM. Co-operation with UNICEF, UNFPA and INSTRAW and also with the World Bank and the Asian Development Bank should be encouraged. In Australia action was under way to establish an Australian national committee on UNIFEM and it was hoped that the committee would be launched on International Woman's Day, 8 March 1990. The aim was to raise the profile of UNIFEM and to create a greater awareness of the goals for the year 2000 as laid down in the Nairobi Forward-looking Strategies for the Advancement of Women.

31. He commended the efforts made by UNIFEM to strengthen its human resources capacity, to ensure more timely and accurate financial reporting and to improve management information systems, including development of the Knowledge Bank. Making that bank fully operational should be a priority for 1989. On previous occasions, responsibility for monitoring UNIFEM projects and programmes had been entrusted to the least experienced and often untrained officers. His delegation would be interested to hear what remedial measures were being taken.

(Mr. Doepel, Australia)

32. His delegation had taken note of the recommendations of the Advisory Committee concerning priority allocation of higher levels of resources to the Asia/Pacific region to facilitate intensification of programming activities in that area (DP/1989/51, para. 63 (h)). Australia had been seeking more UNIFEM activity in that region for several years and had contributed to a UNIFEM project identification mission in 1988; subsequently it had provided \$450,000 for co-financing the Pacific planning project which had been identified by that mission. The aim of that project was to assist in integrating the issue of women in development into national development planning. He hoped that that was only the beginning of a greater UNIFEM focus on the needs of the millions of poor women and girls in Asia and the Pacific.

33. Mr. SOUTTER (Canada) said that Canada attached much importance to the inclusion of women in development. Canada's Official Development Assistance Charter, which had been approved by the Canadian Parliament in 1988, recognized the importance of increasing the participation of women in the planning and implementation of programmes and projects for economic growth and social change, and other programmes intended especially for women. UNIFEM played a unique role within the United Nations system and had sensitized people to issues of women in development and introduced such issues as components of the system's operations, and it deserved wide support from member countries.

34. In 1988, Canada had supported the Administrator's proposal for a partial funding system for UNIFEM; the impact of that system would be assessed in 1990. The increase in the programme delivery rate was not the only useful aspect of partial funding. The potential for improving project quality must also be borne in mind. The critical review of UNIFEM projects had shown that duration and scale were critical factors of any project. The financial constraints of the earlier total funding system had reduced flexibility significantly and as a result projects had been too short and too small in almost all cases.

35. The Advisory Committee had taken a number of commendable decisions, in particular it had approved a package of projects that took into account the possibilities of the new system, and had approved the increase in the Director's annual and project authorization ceiling and the credit support systems programme. That programme could break new ground and might be emulated by other organizations. Canada was also interested in the project relating to women and food cycle technologies and was contributing to it financially. Even though it was easier to identify that sector of activity with women, UNIFEM's approach was fundamentally innovative.

36. Canada welcomed the establishment of the regional plan for Asia and the Pacific. Regional plans should be useful in terms of setting priorities for activities and ensuring that activities were consistent. Canada would even support more ambitious regional plans, because they could serve to mobilize funds.

37. The signs of greater professionalism shown by UNIFEM in recent years should become even more evident in the near future, auguring well for practical and beneficial undertakings for women in the developing world.



38. Mr. HUGHES (Observer for New Zealand) said that New Zealand strongly supported UNIFEM's catalytic role for mainstreaming women at the early stages of project planning. UNIFEM could exert considerable leverage over resources, far in excess of its own budget. The fact that UNIFEM had nearly doubled the value of its own investment over the past three years, through co-financing or mainstreaming, was impressive and he expressed the hope that that trend would continue. New Zealand looked forward with interest to UNIFEM's assessment of its mainstreaming achievements, which was to be presented to the Council at its thirty-seventh session.

39. UNIFEM's own project support role was also very important. It was frequently by that means that UNIFEM was able to demonstrate in practice which development models could attract support from, or be replicated by, other donors. His delegation also welcomed the Asia and Pacific development strategy and looked forward to co-operating with UNIFEM in that region.

40. His delegation was pleased to see that UNIFEM had achieved a healthy increase in funding and expenditure over the last year and it accepted UNIFEM's proposal to defer to 1990 presentation of the Fund's budget to the Council. It also agreed with the Administrator's recommendation to upgrade the post of Director to the D-2 level but, as noted in the Budgetary and Finance Committee during consideration of the budget for the 1990-1991 biennium, the position should be funded from within the existing allotment of D-2 posts.

41. The work plan for UNIFEM was impressive in its clarity and its ambition. He expressed the hope that UNIFEM would achieve the important goals it had set for itself.

42. Mr. CABEIRO QUINTANA (Cuba) said that his delegation had been greatly impressed by the UNIFEM report, particularly the proposal to work in specialized areas, and it supported the work plan for 1989 (DP/1989/51/Add.1). Development could be achieved only if women participated actively in all spheres, economic, social and political.

43. Mr. LEENSTRA (Netherlands) said that there were still considerable barriers to the advancement of women in the political and private spheres and at the international, national, local and family levels. Measures and strategies were needed on various levels to ensure the full and effective participation of women in development. As long as those barriers had not been eliminated and that participation had not been achieved, the continued existence of a United Nations Development Fund for Women would be justified.

44. With regard to the Fund's first priority - to serve as a catalyst with the goal of ensuring the appropriate involvement of women in mainstream development activities - UNIFEM should bring to its co-operation with other agencies and the regional development banks the specialized knowledge it had gained from its very varied experience. The agencies and regional banks should not look upon UNIFEM as a source of funding for their WID activities. He agreed with the representative of the Federal Republic of Germany that the agencies and banks should steadily

(Mr. Leenstra, Netherlands)

allocate more funds of their own for such activities and that UNIFEM must be the co-ordinating centre for the resources. The Netherlands also supported UNIFEM co-operation with Governments and national organizations. It was a way for UNIFEM to help improve and strengthen national machinery and local organizations for women. His delegation, like others, looked forward with interest to the evaluation, at the Council's thirty-seventh session, of the UNIFEM mainstreaming experience.

45. With regard to the second priority - to support innovative and experimental activities directly benefiting women - such support should focus on genuinely experimental and innovative projects that created new options and made it possible for women to try out new ideas and possibilities. It was important to consider both the innovation criterion and the possibility of replication in other countries and regions in a preliminary evaluation of a project. It was essential for project implementation that UNIFEM should provide support, specialized knowledge and adequate supervision. In view of its small scale, UNIFEM could not deal with all countries or sectors but must focus on a limited number of activities and countries, at least in a given year. UNIFEM had already indicated the parameters of such an approach in the regional plans.

46. Mrs. ARUNGU-OLENDE (Kenya) said that a parallel could be drawn between what UNIFEM was actually doing and the calls for realistic and innovative approaches to development made in the Ad Hoc Committee of the Whole for the preparations of the international development strategy for the fourth United Nations development decade. Those who said that the UNIFEM projects might be isolating women from overall development programmes did not fully grasp the objectives of the Fund, one of which was to bring women, through its catalytic approach, into mainstream development. What women lacked was an opportunity to share in the development process, and they would fully participate only when given such opportunities. The majority of women did not have the means and the knowledge to participate in mainstream development activities and required assistance, which had to go far beyond the UNIFEM general resources of \$7 million (DP/1989/51, para. 59).

47. To bring about development with a human face, all available human forces must be used, men as well as women, and all production restraints must be removed.

48. UNIFEM was a unique instrument for strengthening the position of women in the developing world and for the practical realization of their potential. The Fund must therefore be helped to grow and to become independent.

49. Mrs. MUKHERJEE (India) observed that as long as social prejudices and underdevelopment persisted, UNIFEM, the only United Nations fund for women, was essential. It was a medium-level fund that served as a catalyst, especially in the developing countries. Its projects helped to integrate women in development and not to isolate them.

50. India, which was privileged to chair the Consultative Committee on the Fund, endorsed the report of the Administrator and the work plan of UNIFEM (DP/1989/51 and Add.1), particularly the operational objectives of mainstreaming and project

(Mrs. Mukherjee, India)

support. It also supported the concept of revolving loan funds for women, which had been successfully set up in various developing countries, and the managerial objectives outlined in part II of the work plan. It further supported the regional plan for Asia and the Pacific and the new plan for Western Asia.

51. She gave specific examples of useful action by the Fund in various countries, including her own.

52. Her delegation supported the elevation in rank of the post of the Fund Director, since that would promote improved management of UNIFEM.

53. Mr. THOMPSON (Fiji) said that he was pleased that, thanks to a co-operative effort between Australia, UNFPA, UNDP and UNIFEM, a joint project for the Pacific had been organized, and that he looked forward optimistically to the application of that initiative, which could serve as an example for general development activities.

54. Mrs. GARUBA (Observer for Nigeria) said that she endorsed the report and the work plan of UNIFEM (DP/1989/51 and Add.1), as well as the plan outlined by the Director of UNIFEM, particularly with regard to the involvement of women in mainstream development activities and managerial structures. She supported the eloquent remarks of the delegations of Kenya and India and pointed out that plans were well under way for establishing a national committee for UNIFEM in Nigeria.

55. Mr. CZARKOWSKI (Poland) said that he believed UNIFEM was filling a vacuum and helping women to play the full role they should have in development. His country supported the work of the Fund and also its work plan. In Poland, possible ways of co-operating with the Fund were being studied, especially in the area of project execution in the developing countries. He urged the Director of UNIFEM to bear in mind the work done on a convention on the rights of the child.

56. Miss DOHERTY (United Kingdom) emphasized the need for the Fund to ensure that its project implementation structures were solid and to scrutinize carefully the activities it proposed to finance. She supported the statements of the delegations of the Netherlands and the Federal Republic of Germany. She asked for information on what was being done in the area of administrative matters.

57. Mr. VAN NORT (International Maritime Organization) said that progress was being made towards greater equality even in the area of maritime transport, where male predominance was traditional. He described the courses at the International Maritime University, which were attended by women, and pointed out that a number of women would be trained not only in administrative tasks but in other kinds of work at institutions in Jamaica, Ghana and Bangladesh that were receiving funds from UNDP and the International Maritime Organization. In the legal sphere, the women lawyers who had specialized in the law of the sea could serve as a model for other women. The School of Maritime Law established in Malta reserved half of its places for women.

58. Mr. FERNANDEZ (Philippines) thanked UNIFEM for the assistance given in launching the development plan for women in his country, and reiterated his support for the work of the Fund.

59. Ms. CAPELING-ALAKIJA (Director, United Nations Development Fund for Women) took note of the comments made by some delegations on results-oriented management and UNIFEM representation in relation to resources. With regard to the questions about programming, UNIFEM was evaluating its work relating to the involvement of women in mainstream development activities, and in August it would submit to the UNIFEM Consultative Committee a preliminary report containing data provided by various organizations (such as UNICEF, ILO and the World Bank). Given the importance of that part of its work, UNIFEM staff devoted one third of their time to it, even though the amount allocated to it in the budget came to only about \$200,000 annually.

60. With regard to projects, she welcomed the comments made by the Federal Republic of Germany and Australia, and said that with the Fund's limited resources, it could not begin to satisfy even a fraction of the needs of poor women in the developing countries. The Fund's objective must be to develop models and approaches which would be useful on a larger scale or in other circumstances. To be innovative was to run the risk of failure at some point, but as much could be learned from failure as from success. With regard to management, the joint project for Africa, which would be undertaken shortly on a large scale with UNDP assistance, was an example of activities combining the involvement of women in mainstream development with innovative work playing a catalytic role. The Fund was also co-operating with the World Bank in the Gambia. Similarly, conversations had begun with a view to holding a regional workshop on food security in Asia, using the experience gained in Africa.

61. Referring to the comments made by the Federal Republic of Germany and the Nordic countries on management questions, she said that UNIFEM had successfully implemented many of the recommendations contained in the 1987 UNIFEM evaluation report. With regard to programme analysis, a workshop for UNIFEM staff on strategic planning, held in May 1989, had examined the changing context of the Fund's work: the debt crisis, food and environmental problems, trends among multilateral donors, the emergence of co-ordinating centres for women in development within the United Nations system, and finally, internal operations. As a result of that workshop, a strategic plan had been included in the operational plan, and resources had been redistributed in order to begin implementing some of those long-term strategies. During the Consultative Committee session to be held in August, a two-day strategic planning activity would take place. It might be advisable to concentrate on a group of projects within a single region in order to monitor their progress.

62. She stressed that the Fund's uniqueness lay in its capacity to utilize experience gained; in that connection, the Knowledge Bank would be fully operational by the end of the year. In September the Knowledge Bank might undergo critical evaluation by a group of technical experts which was to meet under the auspices of the Norwegian Agency for international development.

(Ms. Capeling-Alakija)

63. With regard to the outreach element included in the Fund's mandate, she said that UNIFEM was represented by UNDP within the Joint Consultative Group on Policy, and also took part in the Group's Committee on Women in Development.

64. UNIFEM would welcome the opportunity to take part in the elaboration of the development strategy for the fourth United Nations development decade in order to ensure that women's activities were integrated into the fundamental themes for the decade, as suggested by the representative of the Federal Republic of Germany.

65. Finally, she was pleased to hear that several countries, both industrialized and developing, had established national committees for UNIFEM. Those committees would play an important role as advocates for the involvement of women in development and for the Fund's work.

66. The PRESIDENT said that, if he heard no objections, he would take it that the Council wished to request the Drafting Group to prepare a draft decision on the item under consideration.

67. It was so decided.

#### PROGRAMME IMPLEMENTATION

##### (b) IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL AT PREVIOUS SESSIONS

##### (v) WOMEN IN DEVELOPMENT (DP/1989/24)

68. Ms. EIDE (Programme Director, Division for Women in Development, Bureau for Programme Policy and Evaluation), referring to the experience gained with regard to women in development, and future perspectives in that area, said that the UNDP strategy for women was a corporate strategy which encompassed the organization as a whole. It was a theme found in all UNDP activities and was promoted in accordance with the Programme's basic objectives and characteristics. The Division's Director was part of the Programme's senior management, and therefore had an opportunity to influence the entire organization.

69. Women's activities were directly or indirectly relevant for UNDP projects, which was not surprising inasmuch as women's labour accounted for two thirds of the total hours worked.

70. UNDP had acknowledged that the status of women was a development issue, which must always be dealt with in a professional manner. Although the Division had not fully achieved that goal, it was making rapid progress, and she asked the Council for support in strengthening the Division's capability in that area. To add that dimension to the professionalism of an organization as complex as UNDP required staff training, support mechanisms which increased the visibility of women, and persistent exemplification of what was meant in practice by the advancement of women. It was precisely the practical implications which were the test of professionalism.

(Ms. Eide)

71. The knowledge and information relevant to women's activities, and their relation to economic and social priorities and conditions, were another test of professionalism. Without adequate data, the Programme's advocacy of women in development would be less effective and efficient in the national context. It was precisely in that context that knowledge and information, which were frequently fragmented and under-utilized, must be generated and accumulated.

72. Several UNDP field offices were now co-operating with specialized agencies and government counterparts to create a better and more accessible information base, which would facilitate the building of consensus on the relevance and urgency of WID issues. The six projects launched by the regional programme for Africa had the same purpose. UNDP could fulfil its role as an advocate of WID considerations only if it was well informed as to the needs and priorities of the respective countries.

73. With regard to professionalism in general, the ideas of partnership and information-sharing had come to the fore in recent decades, while the previous notions of authoritarian and arrogant professionalism - which could be likened to conditionality in development co-operation - had waned. UNDP was firmly committed in its work for women in development to the sharing of relevant information for the purposes of better dialogue and advocacy, in accordance with a more contemporary view of professionalism.

74. The Division intended to strengthen that approach, and, in particular, to strengthen the staffing of field offices and involve national specialists to a greater extent in specific activities. UNDP currently had one international and one national staff member at all field offices designated as women-in-development focal points. However, those 224 staff members also had many other urgent tasks to perform.

75. UNIFEM and UNDP attempted to share their experiences through close co-operation, but they had distinct mandates, structures and modes of operation. That made it difficult to cover the entire range of problems.

76. The Division for Women in Development was an intra-organizational support mechanism for UNDP. Its initial mandate had been to increase the participation of women in UNDP's projects and programmes. The Division had attempted to take advantage of every entry point for women-related issues in institutionalized procedures or ongoing projects. The field offices had systematically reviewed projects (new or ongoing) from the perspective of women in development. The report (DP/1989/24) set forth the results of project reviews conducted by the field offices, which had found the exercise to be much more of an eye-opener than they had expected. Consequently, the Division intended to maintain, improve and reinforce such project reviews.

77. Two perspectives on the future work of UNDP for women in development emerged: stepping up activities in areas and sectors in which women traditionally participated, and creating opportunities for women in new areas of activity. It should be borne in mind that modernization frequently marginalized women - a trap which developing nations currently seemed more motivated to avoid.

(Ms. Eide)

78. Against that background, UNDP also intended to devote more explicit attention to women-in-development issues in the country programming process by finding out how women contributed to the economy and society at household, community and national levels, in order to remove obstacles to the development of their potential, particularly in priority sectors.

79. The mid-term reviews of country programmes provided an excellent entry point for women-related issues and for dialogue with the Government and specialized agency representatives. That was already being done in China, Indonesia, Liberia and Saudi Arabia.

80. The fifth country programming cycle would respond to national plans aimed at coping with the economic crisis, high poverty levels and social disintegration, whose chief victims were women. Several Latin American countries had elaborated innovative projects which recognized and supported survival strategies for households and communities, for which, in most cases, women were directly responsible.

81. Several developing countries - for example, India, Indonesia and the Philippines - had published innovative national development plans for women. UNDP could draw on such initiatives in order to make country programming gender-responsive. It had already included them in training seminars for its own staff and for counterparts. The fifth country programming cycle, in which the basis for development co-operation in the 1990s would be defined, must remain decentralized and UNDP's activities in support of women in development must take that into account. Moreover, the Division and the field offices must increase their interactive capacity in order to collaborate in a more innovative and productive manner at the national level.

82. Two decades earlier, when it was discovered that development co-operation had largely bypassed women or misinterpreted their roles, efforts had been made to correct the situation by introducing separately funded women's projects. However, well-intentioned though they were, those projects tended to confine women to unproductive or unprofitable activities. Subsequently, an attempt was made to attach projects or components for women to other, larger projects. Currently, men and women were viewed as equal constituents in every project. That was the idea which UNDP wished to propagate.

83. Mr. DOEPEL (Australia) said that delivering effective development assistance which would benefit, rather than harm, women was an extremely complex process. In order to achieve success, and not only for reasons of justice, the interests of women must be incorporated in the pre-planning phases of project design.

84. It was therefore with great interest that his delegation had read the report on the initial experience of the Division for Women in Development and possible approaches for more gender-responsive country programming (DP/1989/24). The conclusion that women had yet to be sufficiently taken into account in country programming was not surprising, but it was depressing, and the report was perhaps

(Mr. Doepel, Australia)

too tolerant in its assertion that the situation was "partly understandable, considering that most country programmes were formulated between 1985-1987, in other words, before the reinforced emphasis on women in development" (para. 9). Even before 1985, there had been abundant talk of women's issues. As correctly affirmed in paragraph 17, the integration of women in development in UNDP's country programming would be successfully realized only if it was approached "as a continuous, long-term process".

85. Australia knew from its own experience just how hard that process was. A 1988 study had pointed up where his country had fallen short in that area and had recommended that the Australian International Development Bureau (AIDAB) should redouble its efforts to integrate women-in-development policy in country programmes and dedicate more human resources to the task. The Bureau had already initiated staff training and advisory activities. A parliamentary review of the Bureau's work had concluded that "improved performance on women-in-development issues would be one of the major indicators of AIDAB's effectiveness. That observation could also be applied to UNDP and other United Nations agencies.

86. The project review form mentioned in paragraph 18 of the report appeared useful and should be applied to a greater number of projects.

87. The Division's efforts to train all levels of staff were to be applauded and, it was his delegation's hope that they would continue. While his delegation did not support the across-the-board staffing increases requested by the Administrator, it did recognize the Division's need for two additional posts.

88. The section of the report on complementarity and co-operation between the Division for Women in Development, UNIFEM and INSTRAW was very informative. Collaboration among the three agencies had been fruitful and their work was mutually supportive. Such machinery was not unlike the machinery which existed in Australia in that area.

89. His delegation strongly supported the principles contained in General Assembly resolution 42/62, paragraph 14, calling upon the specialized agencies and other United Nations bodies to establish five-year targets at each level for the percentage of women in professional and decision-making positions, and to set additional targets for 1990 and beyond. The implementation of that resolution was not only a matter of justice, but also a requirement in order for those bodies to function effectively and for the interests of women to be taken into account in the elaboration of policies. The Administrator should provide information on the measures taken by UNDP in that regard.

90. Mr. MOLIN (Sweden), speaking on behalf of the four Nordic countries, said that in the brief space of two years, the Division for Women in Development had achieved significant results. The current report (DP/1989/24) reflected concrete results and provided better and more specific information than the previous one.



(Mr. Molin, Sweden)

91. Of course, much work remained to be done. Future efforts should be concentrated on the integration of women's interests in programmes and projects already under way, rather than establishing separate programmes and projects for women. Such integration must take the long-term approach, although special programmes should not be excluded in the short run, where necessary.

92. The report lacked sufficient information on the constraints which the Division had encountered in attempting to achieve integration. For instance, up until that point, UNDP programming cycles had posed a problem in the implementation of the WID policy. Fortunately, the current preparations for the fifth programming cycle would make it possible to overcome that constraint.

93. The implementation of a training programme was crucial for the integration of women-related considerations in the UNDP planning process as a whole. That task must be given priority and the participation of men and women in different programmes must be analysed. More women must also be included in regular programmes, thereby enabling UNDP to assist other organizations in the United Nations system in organizing their training programmes.

94. The Division for Women in Development lacked sufficient staff and if the problem was not resolved, the essential interaction between the Division, regional bureaux and field offices could not be increased.

95. Two tools which were important to the future work of the Division must be developed further: first, adequate guidelines for evaluation and review of gender analysis in ongoing programmes, and second, a pool of competent persons who could act as evaluation and review consultants. Such persons should have expertise in the field of women in development and also in concrete areas, such as agriculture and health.

96. Referring to Governing Council decision 88/28, the Nordic countries would welcome more information on co-operation between the Division for Women in Development and UNIFEM and also INSTRAW. It was important that UNIFEM and INSTRAW should agree with the Division's strategy, the primary approach being to integrate WID interests in ongoing programmes rather than to establish separate programmes for women. Both UNIFEM and INSTRAW could support that approach by developing improved mechanisms for the effective integration of WID issues.

97. Ms. BECKER (United States of America) said that her delegation strongly supported UNDP's women in development policy, and its goals and implementation strategy, on which document DP/1989/24 provided very useful information.

98. Her delegation noted with satisfaction the requirement in the programme and projects manual that women-in-development considerations should be included in country programming, project cycles and the monitoring, review and evaluation processes (para. 4). Her delegation was concerned, however, that women's actual and potential contribution was still not sufficiently taken into account in UNDP programmes and projects (paras. 5 to 8), and urged UNDP to take advantage of the

(Ms. Becker, United States)

mid-term review in order to ensure that women-in-development considerations were incorporated in ongoing programmes. In that connection, UNDP should provide information at future Council sessions on the results of such reviews and the tripartite reviews.

99. Her delegation commended the Division's participation in the Action Committee, which was responsible for the final approval of projects and also the use of the women-in-development project review form across all sectors, an analysis of which would provide a valuable baseline for future monitoring activities (para. 4). Her delegation approved of conducting baseline studies, mentioned in paragraph 12 of the report. UNDP should continue to co-ordinate its work with the other organizations in the United Nations system involved in the collection and dissemination of gender-desegregated data in order to avoid the duplication of efforts.

100. Her delegation commended the scope and variety of the activities reported on by the Division for Women in Development and urged the Division to continue co-operating with UNIFEM and other organizations in the United Nations system. Her delegation also encouraged the conduct of joint follow-up activities with UNDP's Central Evaluation Office, including special studies in order to provide a more comprehensive assessment of the progress achieved.

101. Mr. SAHLMANN (Federal Republic of Germany) said that his delegation agreed with the basic approach of the Division for Women in Development, which was that women-in-development considerations should be taken into account in evaluating and reviewing ongoing programmes and in planning future programmes. His delegation encouraged UNDP to continue its efforts to integrate WID in its activities, for there could be no success in development without the active participation of women.

102. Support for the institutions of developing countries and baseline studies (DP/1989/24, paras. 10 and 12) were particularly important, although UNDP should - perhaps with the assistance of UNIFEM - try not to duplicate existing studies. With regard to project review (paras. 18 to 27), there seemed to be a need to maintain pressure for the systematic presentation of reports on ways of integrating WID and on a possible solution to any related problems.

103. In the area of interorganizational co-operation, it was necessary to concentrate on specific tasks and not to overlap activities. The question arose, for instance as to why the Sub-Committee on Women of the Joint Consultative Group on Policy should not include a key role for UNIFEM. According to its mandate, UNIFEM was to serve as a catalyst with respect to women in development, while the Division for Women in Development was an intra-organizational support mechanism for UNDP and ensuring that executive agencies were gender-responsive in formulating policy was not its main responsibility.

104. On the other hand, it was necessary to strengthen the WID focal points in the UNDP field offices. The idea of joint advisory-cum-training missions was encouraging, although the INSTRAW training services and UNIFEM staff should be used

(Mr. Sahlmann, Federal Republic of Germany)

flexibly, taking into consideration the country-specific experience of individuals. More complementarity and co-operation was needed with all United Nations agencies and interested countries in the area of country profiles. A first step could be the distribution of a list of countries for which profiles already existed.

105. Mr. HUGHES (Observer for New Zealand) said that the Division for Women in Development, which had a critical function in development planning, still had much ground to cover, doing work that was complementary to that of UNIFEM and INSTRAW. A great deal of staff effort would be required to ensure the proper integration of WID perspectives in the reviews and appraisals of UNDP activities.

106. Regarding the Division's monitoring role, he wondered whether the project review form was sufficient for the purpose. In-depth follow-up was also essential, and it must go further than the suggested briefs from project managers.

107. Concerning the Division's programme of research, his delegation would like to have further information on the methodology that would be followed in the baseline studies and to receive further material on the Division's training work.

108. New Zealand continued to support WID objectives through its bilateral and regional programmes, multilateral agencies like UNIFEM and INSTRAW, and non-governmental organizations. It had recently set up a fund to promote WID activities in the South Pacific by non-governmental organizations, under which grants were made to projects that expanded opportunities for women. The fund was also intended to encourage the establishment of non-governmental-organization links with women's groups in the South Pacific.

109. Also, in February 1989 a WID Adviser had been appointed within the Appraisal, Evaluation and Analytical Support Unit of New Zealand's Ministry of External Relations and Trade.

110. Mr. SOUTTER (Canada) said that the report (DP/1989/24) carefully avoided giving the impression that the Division aspired to a leadership role or a co-ordinating function. However, Canada encouraged UNDP to increase its efforts in those areas and to inform the Council about what it had done at a later session, bearing in mind UNDP's more global role and the constraints all agencies encountered when striving to include women as a target group within their programmes.

111. His delegation expressed satisfaction regarding the systematic inclusion of WID concerns in UNDP's management, programming and planning, the training of all Professional staff in that subject, the activities of the Division for Women in Development, and the obligation to analyse every project's impact on women.

112. Mrs. SAKHOROVSKA (Poland) said that her delegation had carefully studied documents DP/1989/51 and Add.1 and DP/1989/24, which provided a broad and complex

(Mrs. Sakhorovska, Poland)

picture of all the steps and approaches taken by United Nations bodies on women in development.

113. An international seminar held in Poland at the end of May 1989 was an example of an initiative to promote the appropriate involvement of women in mainstream development activities in Europe. Women and men from Eastern Europe, Western Europe and the Arab region had participated in that seminar, co-sponsored by UNDP, the United Nations Office at Vienna, the Centre for Social Development and Humanitarian Affairs, and the Government of Poland.

114. The three-day seminar had concentrated on problems related to socio-economic and political changes and their impact on women and the family, legislative and policy innovations, and issues concerning the employment of women and their participation in the formal and informal sectors of the economy. The working group discussions and the national presentations had noted the achievements of particular Governments and women's organizations with regard to those issues, and had highlighted many unresolved problems and many concerns of various bodies and of women themselves. Recommendations had been made for action to be taken by United Nations bodies, international organizations, Governments, women's organizations and individuals. Those recommendations, which were in line with those advocated under WID programming and would thus be of interest for other regions as well, included the organization of courses for both women and men on child care, nutrition, hygiene and household budgeting; the promotion of a more flexible sharing of responsibilities between men and women; a more active involvement of women in policy-making bodies; the provision of adequate education for women, including in-service training and vocational training to enable them to reach higher positions; and the improvement of family laws discriminatory to women in many countries.

115. Although it was the first time that representatives of European and Arab countries had been brought together, they had discovered more similarities than differences. The need to exchange information, ideas and experience through mutually beneficial interregional activities had been demonstrated.

116. Poland was involved in many other WID-related projects in the United Nations framework and had numerous highly qualified women experts who could participate in technical assistance projects in the developing countries. In view of the United Nations resolutions on the participation of women in United Nations activities, Poland was convinced that such potential would be used more in the future.

117. Miss DOHERTY (United Kingdom) said that she welcomed the progress made on women's issues in the two years that the Division for Women in Development had been in existence. UNDP had a valuable part to play by encouraging countries to include WID-related considerations in their country programming, and by itself including such considerations in the mid-term review. The United Kingdom hoped the Division would play a greater role in the preparations for the fifth programming cycle. It would welcome more specific information about the number and the proportion of mid-term reviews that had examined projects from a WID perspective.

(Miss Doherty, United Kingdom)

118. Her delegation agreed with the suggestion that a study of evaluations should be carried out within the coming year to determine if the tripartite review reports were better addressing gender issues. She also welcomed the intention to conduct baseline studies for use in country programmes.

119. Some projects had failed to take women into account, despite the fact that they contributed significantly to the respective sectors. It would be interesting to have more information and to learn the reasons for that, so as to avoid repeating the same errors in the future. While the inputs into interregional co-operation had been noted, it would be useful to know how effective they had been and if they could be developed in the future.

120. The United Kingdom had noted with interest the establishment of WID focal points in each UNDP field office.

121. Women's issues were an important concern of her Government, which had recently published a booklet entitled Women, Development and the British Aid Programme, which was available to the members of the Council.

122. Ms. EIDE (Programme Director, Division for Women in Development) said that a great deal of information regarding women was available in many project documents and other sources because of the efforts made by various organizations and Governments; the latter, for example, were paying more and more attention to the situation of women when taking censuses. It would be useful if the staff of the UNDP field offices could centralize that information so that all interested parties could utilize it better. She was gratified that the Council had highlighted the importance of the data and the role played by the Division in gathering it. At the same time, the information-gathering process should be decentralized rather than being carried out exclusively at UNDP headquarters. The information would be particularly useful to the field offices and the Governments concerned. In fact, two thirds of the decisions relating to UNDP issues were taken in the field.

123. In response to remarks made by certain delegations, she said that the most important part of the Division's work concerned the local level in the field. Development planning required "supplementary" information, which should be obtained at the national level. With respect to projects, a one-page form had been used for information, but a somewhat longer form was in preparation.

124. There was a conflict between strict adherence to procedures and reliance on individual capabilities and human intelligence; a balance between bureaucracy and individual innovation was needed. She welcomed the interest taken by delegations in staff training.

125. Turning to other questions, it might be worth while to include the developing countries in the dialogue on planning strategies. She emphasized also that the support of delegations was essential to the Division's work.

126. The PRESIDENT and Mr. DRAPER (Administrator) paid tribute to Mrs. Eide's work and personality, noting that it was her last appearance before the Council as Programme Director of the Division for Women in Development.

127. Mr. LEENSTRA (Netherlands) said that support for women in development stood on its own as an issue and that the work of the Division during the last two years fully demonstrated the Division's usefulness.

128. The PRESIDENT said that if he heard no objections, he would take it that the Council wished the Drafting Group to prepare a decision on that item.

129. It was so decided.

#### FINANCIAL, BUDGETARY AND ADMINISTRATIVE MATTERS

##### (e) OTHER MATTERS

#### ROLE AND FUNCTIONS OF THE OFFICE FOR PROJECT SERVICES (DP/1989/75)

130. Mr. BERNANDER (Assistant Administrator and Director, Office for Project Services) said that document DP/1989/75, prepared at the request of the Budgetary and Finance Committee, went beyond budgetary and financial considerations; for that reason, he was introducing policy questions for consideration in the plenary.

131. In his opinion, UNDP's experience of direct project implementation during the previous decade demonstrated the positive role of the Office for Project Services (OPS) in international co-operation for development.

132. Few UNDP departments had been subjected to such close scrutiny at the policy and operational levels, and each evaluation had ended with a vote of confidence in OPS. To understand the growth of its operations, staff and budget, one had to be familiar with its basic character: OPS existed for and through projects, which were, by definition, short- or medium-term, lasting no longer than two or three years. Thus, OPS had to adapt to the diverse requirements of those who applied to UNDP in general, or to any other funding organization with a specific mandate.

133. As indicated by the Consultant who had been requested by the Administrator to carry out an evaluation of OPS management and organization, OPS must be flexible in its structure, operating procedures and staffing in order to adapt to the demands of each project. OPS was currently organized thus, since it needed to be able to expand or contract according to the necessities imposed by its work, which could not be planned in advance.

134. It had been said that the activities of OPS might affect the multilateral character of UNDP. Although there was, in general, acceptance of OPS work in respect of projects funded from country, regional and interregional IPFs and of its activities on behalf of trust funds and special funds administered by UNDP, objections had been raised regarding management services, in particular those provided in the framework of bilateral programmes.

(Mr. Bernander)

135. In 1988, the Council had approved the provision of such services and had requested the Administrator to report again to the Council in 1990. OPS expenditures under the heading of Management Services had risen to \$67.5 million in 1988, or 33 per cent of OPS project disbursements. Of that amount, \$15.7 million represented services provided to borrowers from the World Bank and IFAD, in other words, services in a multilateral framework. The remaining \$51.9 million, corresponding to services provided to 16 countries which were recipients of bilateral grants from seven separate donors, represented no more than 6 per cent of UNDP's total programme expenditures from all funding sources, which in 1988 came to \$930 million. Such a percentage could hardly constitute a threat to the multilateral character of the programme. In addition, the bulk of those funds were not tied to procurement from suppliers in the donor country.

136. It had also been suggested that some limitation should be placed on UNDP's ability to accept management services. Thus, some requests for services would have to be rejected and priorities would have to be set among those that were accepted. He wondered what kind of criteria UNDP could apply in such circumstances. Once donor and recipient had concluded that the best option for the project was to request the services of OPS, there seemed to be no good reason why OPS should be prevented from providing them. On the contrary, every effort should be made to ensure that OPS had the staff and the capacity it needed to carry out its tasks effectively. It was in the light of those considerations that the reorganization and budget proposals put before the Budgetary and Finance Committee must be examined.

137. Use of OPS in the implementation of projects was supplementary to project execution through the specialized agencies. Aside from providing technical assistance, OPS could take management responsibility for construction projects involving large works contracts.

138. In essence, OPS was reaching out to other institutions, such as research institutions, consulting firms and non-governmental organizations, which would not otherwise participate in multilateral technical co-operation. Recipient Governments should have the opportunity to tap such resources. There was no reason to believe that the participation of those institutions was inimical to the concept of partnership within the United Nations system. On the contrary, that system was enriched through interaction at the operational level with outside bodies whose exclusion would be prejudicial to the effectiveness of development co-operation.

The meeting rose at 1 p.m.

