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S U P P O R T

PROGRAMME IMPLEMENTATION

Integration of women in development

Report of the Administrator

Summary

This report responds to decision 80/22, II, of the twenty-seventh session of the Governing Council.

Against the background of trends and patterns in women's participation in UNDP-supported activities, follow-up action to the joint agency/UNDP action-oriented assessment of Rural Women's Participation in Development (Evaluation study No.3, summarized in DP/453) is presented. The report indicates that considerable progress has been made throughout the United Nations development system in institutionalizing a standing concern with women's interests in the planning, implementation and evaluation of projects through action in three main areas: staff training, adoption of procedures designed to ensure women's participation in project activities, and the provision of guidelines and instructions to field and headquarters staff. Substantive progress has also been made in improving the data base for planning for women's participation in development and in implementing the proposals for action that were made by the special programming missions that constituted an integral part of Evaluation study No.3.

The Administrator recommends that the Council adopt the recommendations for action contained in paragraph 49 of the report.

INTRODUCTION

1. The results of Evaluation Study No. 3, an "Action-oriented assessment of rural women's participation in development," were presented in summary form (DP/453) to the twenty-seventh session of the Governing Council. The summary was concluded by a set of recommendations for action (paragraph 75), including a proposal to submit a report on the progress made in implementing these, to the twenty-ninth session of the Council. Decision 80/22 II endorsed the recommendations and the present report has been prepared in compliance with said decision.

2. As the assessment of rural women's participation in development was a joint agency/UNDP undertaking and the recommendations for action concerned policies and administrative measures of all relevant member organizations of the United Nations development system, an attempt has been made to extend the coverage also to include agencies and funding organizations other than UNDP, in some cases covering a somewhat longer period than the last two years. The following organizations have provided inputs to the report: the Food and Agricultural Organization of the United Nations (FAO); the International Fund for Agricultural Development (IFAD); the International Labour Organization (ILO); the United Nations; United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Industrial Development Organization (UNIDO); The World Bank; the World Health Organization (WHO); United Nations Fund for Population Activities (UNFPA); United Nations Children's Fund (UNICEF) and the World Food Programme (WFP).

3. From the point of view of operational action, two major conclusions emerged from the assessment. Firstly, it was confirmed that government understanding of and interest in programming for rural women's participation in development had reached the point where, in most instances, action was not only possible but welcome and opportune. Moreover, although the programming missions that constituted an important part of the assessment primarily concerned rural women, there was every reason to believe that the growing understanding of women's special role and problems in the development process referred to urban as well as rural women. Secondly, on the part of the United Nations development system, it was concluded that a heightened sensitivity to the potential for and benefits of increased participation in development by women and a more systematic and vigorous effort to provide the necessary assistance to Governments were called for. Specifically, it was noted that an intensive action programme was needed to provide more systematic and effective programming assistance through the removal of remaining obstacles posed by lack of experience and competence, bureaucratic inertia, persistent attitudinal barriers, and the need to reallocate resources.

4. The present report provides an outline of the progress made in overcoming these obstacles and makes recommendations for continued action in the field of technical co-operation, thereby assisting in the implementation of the Programme of Action for the second half of the United Nations Decade for Women^{1/} and the

^{1/} Report of the World Conference of the United Nations Decade for Women: Equality, Development and Peace (A/CONF.94/35), chapter I.

International Development Strategy for the Third United Nations Development Decade set forth in General Assembly resolution 35/56 of 5 December 1980. It covers five main subject areas:

- (a) Trends and patterns in women's participation in UNDP-supported activities;
- (b) Steps taken to provide special programming assistance to ensure women's participation in UNDP-supported projects;
- (c) Action taken to improve the data base for planning for women's participation in development;
- (d) Implementation of proposals for action by programming missions to four selected countries; and
- (e) Recommendations for action.

I. TRENDS AND PATTERNS IN WOMEN'S PARTICIPATION IN UNDP-SUPPORTED ACTIVITIES

5. The special effort to promote women's participation in UNDP-supported projects commenced in earnest in 1975. Since then various reports have been prepared, outlining the progress and problems involved in bringing about the necessary changes.^{2/} So far, the reports have been mainly qualitative, including many illustrative examples of different categories of projects and project activities. Quantitative analysis has been hampered by the difficulty of assembling the necessary information since activities involving women are not limited to specific sectors and, moreover, usually appear as integrated components in many diverse kinds of projects.

6. To remedy this situation, an attempt has been made for the first time to capture a significant part of the desired information in the Project Institutional Memory (PIM), one of the four components that together form the computerized UNDP Programme and Project Management System (PPMS). (The others cover project budgets, project expenditure and country programme management plans.) The method used is to review project documents or fact sheets for all projects in order to identify those in which women participate. It is important to note that "participation" is defined as women's direct participation in the design and implementation of project activities, and/or their specific identification as intended beneficiaries. The goal is, in other words, to try to obtain a rough measure of the growing but still very limited deliberate efforts to bring women into the mainstream of societal change and development. Women may, of course, benefit indirectly from many developmental changes, though often not to the same extent as men. (Conversely, development and change may easily be a negative factor in people's lives, an experience that tends to hit women particularly hard.) The coding used does not take account of the many projects in which women participate in this indirect manner.

7. An attempt is made to classify the degree of participation of women. The following three classes of projects are distinguished: (a) the participation is major, i.e., the project is for all practical purposes devoted entirely to women's special interests; (b) the participation is significant, meaning that a limited

^{2/} For references, see paragraph 1 of DP/453.

number of project activities envisage direct participation of women and (c) the participation is minor, meaning that women may be assumed to participate in project activities in a marginal way only.^{3/}

8. Further to this classification, an attempt has been made to estimate to what extent the UNDP financial contribution is devoted to activities of immediate interest to women. This is an even more problematic operation than the above-described classification. Except for the "major" category, where 100 per cent of the budget may be assumed to involve women, there are no firm data to use as a basis for the calculation. Nevertheless, some estimates concerning orders of magnitude appear feasible and reasonable. There is, practically without exception, a large gap in resource allocation between the "major" and "significant" groups of projects. Among projects with significant participation by both sexes, no projects have been noted where women's interests predominate over those of men; nor is there any noticeable indication of equal participation by men and women. "Significant" participation by women has therefore been judged to indicate an allocation of between 10 and 30 per cent of the UNDP contribution for activities and programmes of special relevance to women; the corresponding figure for the "minor" category of projects has been estimated at 7.5 per cent.

9. On the basis of the described classification and estimates, three tables have been prepared. Table 1 indicates the trend in approval of projects in which women participate for the period 1974 to 1980. At the time of preparation of the present document, data for 1981 were incomplete and are therefore not included in the table; reference will, however, be made to them in the text. The number of projects in which women participate in varying degrees tripled from 1974 to 1979 in relative as well as absolute terms. In 1980 there was a significant decline, which according to preliminary estimates sharply accelerated in 1981. For the six-year period 1974 to 1980, four per cent of all projects approved (i.e., 416 projects) were considered to involve women's participation. Of these 66 may be labelled "women's projects," 136 concerned women to a significant extent and the largest group, 214, to a minor extent.

10. In financial terms the relative figures are lower but the trend is similar. The portion of the UNDP contribution to projects estimated to be used for activities of special interest to women increased from .4 per cent of the entire UNDP contribution in 1974 to 1.2 per cent in both 1979 and 1980. Preliminary figures for 1981 indicate that the decline in project numbers is fully matched by a decline in the UNDP financial contribution; at the time of writing the estimate is .3 per cent. For the period 1974-1980, it is estimated that .9 per cent of approved UNDP contributions went to project activities of special interest to women. In absolute numbers, the contribution amounted to \$28.7 million. During the years 1979-1980, UNDP contributions to project activities of special interest to women have been estimated at \$6.2 million per year compared to \$1.6 million in 1974.

^{3/} At times it is possible to review the coding on the basis of subsequent information about project implementation and this may lead to modifications of the way projects are classified. To date, however, the main basis for coding has consisted of project documents and fact sheets, a situation that is not entirely satisfactory since many projects undergo significant change in the course of implementation.

Table 1

Estimate of women's participation in project activities by degree of involvement,
year of project approval and UNDP contribution, 1974-1980

| Categories of projects | 1974 | | 1975 | | 1976 | | 1977 | | 1978 | | 1979 | | 1980 | | 1974 - 1980 | |
|--|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|
| | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ |
| Projects involving women by degree of involvement | | | | | | | | | | | | | | | | |
| Major ^{a/} | 5 | 548 153 | 17 | 849 683 | 3 | 395 452 | 4 | 168 449 | 12 | 2 118 182 | 18 | 1 719 524 | 7 | 471 494 | 66 | 6 270 937 |
| Significant ^{b/} | 10 | 602 483 | 18 | 1 092 724 | 7 | 1 212 227 | 18 | 2 511 579 | 30 | 2 097 671 | 35 | 3 761 923 | 18 | 3 264 404 | 136 | 14 543 011 |
| Minor ^{c/} | 19 | 457 638 | 32 | 730 127 | 11 | 307 510 | 29 | 1 141 872 | 42 | 1 449 415 | 51 | 2 194 736 | 30 | 1 556 058 | 214 | 7 837 356 |
| Total | 34 | 1 608 274 | 67 | 2 672 534 | 21 | 1 915 189 | 51 | 3 821 900 | 84 | 5 665 268 | 104 | 7 676 183 | 55 | 5 291 956 | 416 | 28 651 304 |
| All projects approved | 1,791 | 416 665 316 | 1,922 | 353 142 742 | 657 | 187 843 933 | 1,318 | 512 633 666 | 1,632 | 619 198 566 | 1,780 | 621 256 729 | 1,314 | 432 438 212 | 10,414 | 3 143 179 164 |
| Projects involving women as per cent of all projects | 1.9 | .4 | 3.5 | .8 | 3.2 | 1.0 | 3.9 | .7 | 5.1 | .9 | 5.8 | 1.2 | 4.2 | 1.2 | 4.0 | .9 |

^{a/}100 per cent of UNDP contribution assumed to go to activities involving women.

^{b/}20 per cent of UNDP contribution assumed to go to activities involving women.

^{c/}7.5 per cent of UNDP contribution assumed to go to activities involving women.

11. Table 2 shows projects involving participation by women classified by region for the same six-year period, 1974-1980. The number of projects approved is similar among all regions, except Europe, ranging from 3.5 per cent for the Arab States to 4.9 per cent for Asia and the Pacific. The nature of UNDP assistance in European countries, with a strong emphasis on the transfer of advanced technology, is such that the issue of women's active participation in project activities seldom arises, and there is similarly a low incidence of issues of special concern to women in global and interregional projects. The allocation of resources to activities of special concern to women display greater diversity. Those for Africa, Asia and the Pacific, and Latin America all hover around one per cent of total allocations for the period 1974-1980. The allocation for Arab States amounts to about one half as much, and the figures for Europe and global and interregional undertakings both average .2 per cent.

12. Table 3 shows the same set of data classified by economic sector. The highest proportions of projects with participation by women, ranging from 8.1 to 23.2 per cent, are found within the sectors health, education, employment, and social conditions and equity. No other sector reaches as much as five per cent of the total. If the same calculation is made in terms of financial allocations within each sector, all the figures, except the one for the sector social conditions and equity, shrink to insignificance. The percentage for social conditions and equity is 15.2, four sectors lie between one and 2.3 per cent and the remaining seven sectors with an entry all fall below one per cent.^{4/} The sectors population and humanitarian aid and relief have no entries, not because the activities undertaken in these sectors do not involve women but because no specific activities designed to further women's special interests were identified. In these, and also in other sectors, it is entirely possible that a further review might indicate that women are involved to a somewhat larger extent than shown, but such a review will in all probability have to be undertaken with the assistance of the field offices since information about actual project operations are limited at headquarters.

13. The sectoral distributions of the numbers of and allocations for projects that have been classified as involving women's participation are also worth considering. In terms of numbers of projects, it is found that the sector agriculture, forestry and fishing is the largest, 18.5 per cent of the total, closely followed by education, with 18 per cent of the total. Five other sectors, including development policy and planning, industry, health, employment, and social conditions and equity fall around 10 per cent, while remaining sectors are insignificant. The percentage distribution of financial allocations reinforces the leading position of agriculture, forestry and fishing, which occupies more than a quarter of all resources estimated actively to involve women. Education is again number two, with 17.9 per cent, followed by industry, health, employment, and social conditions and equity, which all fall in the 10 per cent range. Development policy and planning and natural resources (mainly water projects) account for 7.7 per cent, respectively; the remaining sectors are insignificant.

^{4/} Whether the high proportions of women's activities in the sector social conditions and equity are entirely correct is uncertain. Examples have been found of projects that clearly belong in the sectors agriculture, forestry and fisheries or industry but were classified as concerning social welfare.

Table 2

Estimate of women's participation in project activities by
region and degree of involvement for projects approved 1974-1980

| Region | Degree of involvement | | | | | | | | Total UNDP programme, 1974-1980 | | Projects involving women as % of total programme, 1974 - 1980 | |
|----------------------|-----------------------|------------------------------|---------------------------|------------------------------|---------------------|------------------------------|--------------------|------------------------------|------------------------------------|------------------------------|---|------------------------------|
| | Major ^{a/} | | Significant ^{b/} | | Minor ^{c/} | | Total | | No. of projects | UNDP con- tribution \$ | No. of projects | UNDP con- tribution \$ |
| | No. of projects | UNDP con- tribution \$ | No. of projects | UNDP con- tribution \$ | No. of projects | UNDP con- tribution \$ | No. of projects | UNDP con- tribution \$ | | | | |
| Africa | 27 | 3 484 331 | 53 | 5 339 964 | 52 | 2 523 018 | 132 | 11 347 313 | 3,282 | 1 109 956 121 | 4.0 | 1.0 |
| Arab States | 12 | 904 603 | 6 | 84 969 | 23 | 625 402 | 41 | 1 614 974 | 1,170 | 341 811 598 | 3.5 | .5 |
| Asia and the Pacific | 12 | 1 021 004 | 44 | 6 119 466 | 83 | 2 718 497 | 139 | 9 858 967 | 2,851 | 973 013 945 | 4.9 | 1.0 |
| Europe | 4 | 104 306 | 2 | 64 220 | 5 | 70 168 | 11 | 238 694 | 1,010 | 105 835 846 | 1.1 | .2 |
| Latin America | 7 | 558 127 | 30 | 2 874 393 | 51 | 1 900 271 | 88 | 5 332 791 | 1,891 | 495 937 640 | 4.7 | 1.1 |
| Interregional | 4 | 198 566 | 1 | 60 000 | - | - | 5 | 258 566 | 210 | 116 624 014 | 2.4 | .2 |
| Total | 66 | 6 270 937 | 136 | 14 543 012 | 214 | 7 837 356 | 416 | 28 651 305 | 10,414 | 3 143 179 164 | 4.0 | .9 |

^{a/} 100 per cent of UNDP contribution assumed to go to activities involving women.

^{b/} 20 per cent of UNDP contribution assumed to go to activities involving women.

^{c/} 7.5 per cent of UNDP contribution assumed to go to activities involving women.

Table 3

Estimate of women's participation in project activities by sector and degree of involvement for projects approved

| Industrial sector (ACC classification) | Degree of Involvement | | | | | | Total | | | | Total UNDP Programme 1974-1980 | | Projects involving women as % of total programme, 1974-1980 | |
|--|-----------------------|----------------------|---------------------------|----------------------|---------------------|----------------------|-----------------|------------|-------------------|------------|-----------------------------------|----------------------|---|----------------------|
| | Major ^{a/} | | Significant ^{b/} | | Minor ^{c/} | | No. of projects | | UNDP contribution | | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ |
| | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | No. of projects | UNDP contribution \$ | % distrib. | % distrib. | % distrib. | % distrib. | | | | |
| Political affairs | - | - | - | - | - | - | - | - | - | - | 4 | 140 010 | - | - |
| General development issues, policy and planning | 4 | 71 504 | 14 | 1 351 340 | 23 | 771 534 | 41 | 9.9 | 2 194 378 | 7.7 | 1,321 | 388 404 518 | 3.1 | .6 |
| Natural resources | - | - | 7 | 959 921 | 11 | 536 387 | 18 | 4.3 | 1 496 308 | 5.2 | 923 | 366 172 951 | 2.0 | .4 |
| Agriculture, forestry and fisheries | 7 | 638,555 | 30 | 5 221 382 | 40 | 1 827 492 | 77 | 18.5 | 7 687 429 | 26.8 | 1,800 | 760 910 706 | 4.3 | 1.0 |
| Industry | 6 | 353,767 | 14 | 1 405 204 | 27 | 673 437 | 47 | 11.3 | 2 432 408 | 8.5 | 2,314 | 369 037 673 | 2.0 | .7 |
| Transport and communications | - | - | 2 | 24 305 | 4 | 163 903 | 6 | 1.4 | 188 208 | .7 | 1,047 | 396 738 965 | .6 | .0 |
| International trade and development finance | - | - | - | - | 3 | 36 105 | 3 | .7 | 36 105 | .1 | 325 | 70 526 148 | .9 | .1 |
| Population | - | - | - | - | - | - | - | - | - | - | 17 | 2 373 507 | - | - |
| Human settlements | - | - | 1 | 4 598 | 6 | 201 538 | 7 | 1.7 | 206 136 | .7 | 180 | 58 478 087 | 3.9 | .4 |
| Health | 5 | 800 476 | 20 | 1 548 731 | 15 | 472 695 | 40 | 9.6 | 2 841 902 | 9.9 | 496 | 141 133 430 | 8.1 | 2.0 |
| Education | 7 | 1 216 343 | 19 | 1 883 610 | 49 | 2 026 124 | 75 | 18.0 | 5 126 077 | 17.9 | 600 | 223 738 096 | 12.5 | 2.3 |
| Employment | 3 | 369 014 | 21 | 1 570 293 | 28 | 1 031 993 | 52 | 12.5 | 2 971 300 | 10.4 | 609 | 184 046 053 | 8.5 | 1.6 |
| Humanitarian aid and relief | - | - | - | - | - | - | - | - | - | - | 91 | 13 439 379 | - | - |
| Social conditions and equity | 34 | 2 801 278 | 6 | 503 755 | 1 | 246 | 41 | 9.9 | 3 305 279 | 11.5 | 177 | 21 699 807 | 23.2 | 15.2 |
| Culture | - | - | 1 | 19 954 | 5 | 10 629 | 6 | 1.4 | 30 583 | .1 | 131 | 27 255 505 | 4.6 | .1 |
| Science and technology | - | - | 1 | 49 919 | 2 | 85 274 | 3 | .7 | 135 193 | .5 | 379 | 119 084 329 | .8 | .1 |
| Total | 66 | 6 270 937 | 136 | 14 543 012 | 214 | 7 837 357 | 416 | 100 | 28 651 306 | 100 | 10,414 | 3,143 179 164 | 4.0 | .9 |

^{a/} 100 per cent of UNDP contribution assumed to go to activities involving women.

^{b/} 20 per cent of UNDP contribution assumed to go to activities involving women.

^{c/} 7.5 per cent of UNDP contribution assumed to go to activities involving women.

14. To conclude this brief review, it is abundantly clear that the number of projects which explicitly identify participation by women, as well as financial resources allocated for this purpose, are both very small. This conclusion does, however, not necessarily justify undue pessimism. Firstly, it must again be emphasized that the method of classification used does not permit measurement of the participation by women and the benefits they may derive from projects which do not fall within this narrowly defined group. Technical co-operation does not easily lend itself to impact studies. Secondly, there are no norms or standards against which these findings can be measured. While no explanation for the decline in 1980 and 1981 in projects involving women's participation as defined can be given, this aspect will be examined further in order to identify the specific measures called for to reverse it. Although there has been some success in increasing women's participation in UNDP-supported activities, there is certainly both scope and need for continued efforts to promote women's participation with a view to accelerating the gains that have been achieved. The activities described in subsequent sections of this report show that considerable progress has now been made to facilitate such promotion throughout the United Nations development system.

15. This analysis is a tentative first attempt to monitor in quantitative terms the progress made in promoting women's direct and active participation in UNDP-supported development activities. Further analysis may lead to revised estimates as the data are up-dated to reflect changes and modifications in project implementation.

II. STEPS TAKEN TO PROVIDE SPECIAL PROGRAMMING ASSISTANCE DESIGNED TO INCREASE WOMEN'S PARTICIPATION IN UNDP-SUPPORTED PROJECTS AND PROGRAMMES

16. In subparagraphs 75(a)-(c) of document DP/453, it was noted that the special programming assistance that is a sine qua non for women's effective participation in technical co-operation projects would require action in three main areas, namely, staff training; institutionalization of procedures to ensure women's participation in project activities and provision of guidelines and instructions to field staff. UNDP instructions on most of these matters have been issued to field office and headquarters staff and (for information) to participating and executing agencies (UNDP/PROG/79; UNDP/PROG/FIELD/120; UNDP/PROG/HQTRS/131). Enquiries have been made among many agencies and organizations in the United Nations system regarding the progress made in resolving these problems. The results are presented in annex I.

III. ACTIVITIES DESIGNED TO IMPROVE THE DATA BASE FOR PLANNING FOR WOMEN'S PARTICIPATION IN DEVELOPMENT

17. Paragraph 75(d) of DP/453 recommended that the data base required for the actual planning for women's participation in development projects and programmes should be strengthened. A variety of activities designed to improve our knowledge and information concerning women's role and functions in society and ranging from large-scale research projects to guidelines and instructions about data collection are being carried out at present by agencies and organizations. These are summarized in annex II.

IV. IMPLEMENTATION OF PROPOSALS FOR ACTION BY PROGRAMMING MISSIONS TO FOUR SELECTED COUNTRIES

18. This section concerns follow-up action to the four joint agency/UNDP programming missions that visited Rwanda, Indonesia, Syria and Haiti as part of the "Action-oriented assessment of rural women's participation in development." In assessing the results of the mission, however, it is important to bear in mind that they should not be seen merely in terms of implementation of specific proposals made by the missions. While the proposals for action were all made in close consultation with the Governments in question, unforeseen and unforeseeable events may intervene to alter the prospects and avenues for their implementation. Thus, it is entirely possible that only a few of the specific mission proposals have been acted upon but that the mission nevertheless was quite effective in changing the attitude towards women of those involved in project formulation, whether on behalf of the Government or the United Nations development system. It is from this wider perspective that the progress report on the implementation of mission recommendations should be seen.

A. Rwanda

19. At the request of the Government, the mission focused mainly on proposals for the implementation of the plan d'action communale. It prepared a co-ordinated set of proposals for technical co-operation, involving UNDP, FAO and UNICEF. UNDP was to support the establishment of a support unit in the Ministry of Social Affairs. Its functions would be to co-ordinate Government and outside private and public services involved in the establishment of centres communaux de développement et de formation permanente (CCDFP) in each commune. The creation of such a unit remains under active consideration and the needed outside support is now being sought from the Voluntary Fund for the United Nations Decade for Women (CVFDW). Through its Technical Co-operation Programme (TCP), FAO has approved support for the training of trainers who will staff the CCDFPs, as was recommended by the mission. UNICEF is also considering support to the centres in line with the recommendations of the mission.

20. At the time of the visit of the programming mission, several projects, especially in the field of agriculture, were at a stage of concluding approved project activities and it was therefore not opportune to consider the potential and justification for increased participation by women in them. This situation has changed with the approval of a new country programme for the period 1982-1986, which contains several projects where women's participation is called for. All but one of these, in fact, consist of extensions of earlier projects with various modifications, one of which is that women will now become active participants and beneficiaries of project activities. The following projects are involved.

21. The project Intensification of Agriculture in the Prefecture of Gikongoro, did not actively involve women during its first phase (RWA/76/002). The Phase II project (RWA/81/001) will include a component for the provision of training and extension services to women farmers. A woman expert will be in charge of the programme, which will attempt to work with the women close to their homes so as to facilitate their participation. This project will also collaborate closely with a food-for-work project, Rural Development in the Prefecture of Gikongoro (WFP/RWA/2369). Through this collaboration women will receive food aid as partial payment of wages for work on erosion control, afforestation, other public works activities and attendance of training courses.

22. The project, Small Livestock Development (RWA/78/004), will also be extended into a second phase, during which women will be advised by a female team of specialists, on the raising of pigs, chickens and rabbits. Through this assistance, it is expected that the women will be able to supplement the family income and improve the family diet.

23. The project, Fishery Development in Lake Kivu (RWA/77/010), has already demonstrated that women may plan an important role in the drying and sale of fish. This element was to be borne in mind in the preparation of the project document for a second phase of assistance during December 1981 or January 1982.

24. The project, Development of Food Production at Ruhengeri (RWA/80/005), is a new project that was planned to be fully elaborated in the course of a visit by a mission in November 1981. It was agreed that the project would include a component especially designed for women.

25. Finally, the women's programme officer attached to the multinational programming and operation centre (MULPOC) at Gisenyi is assisting the women of Rwanda, and also those of Burundi and Zaïre, in organizing a number of seminars and training courses and in making proposals and contributions to various regional and subregional inter-governmental meetings.

26. It seems clear that the concern with and interest in women's participation in development has increased rather conspicuously in Rwanda. Although the action taken to include women in project activities does not follow the recommendations of the programming mission in all respects, its extent substantially exceeds those recommendations.

B. Syrian Arab Republic

27. The programming mission to Syria reviewed all WFP-supported projects and made several suggestions for continued or increased participation by women. Action is being taken to implement a number of proposals made by an interim evaluation of WFP project, Agricultural Development in West Meskaneh Plains and Middle Euphrates Valley (Syria 2261). Activities undertaken under this project include literacy programmes, extension services aimed at improved nutrition and child care and some vocational training. Proposals have been made to expand these activities to include poultry farming, beekeeping, sewing, etc.

28. Under WFP project, Reforestation and Establishment of the Green Belt (Syria 2418), women continue to provide 60 per cent of the labour in the nurseries. Additionally, some of the women are benefiting from literacy courses undertaken under the aegis of WFP project Feeding of Women Trainees, Vulnerable Groups and Primary School Children (Syria 2511).

29. WFP project, Development of the Milk Industry (Syria 2352) has recently been extended and under the new phase will increase its emphasis on training and extension services; these activities are expected to be of direct service and benefit to women.

30. Finally, a new WFP-supported project, Feeding of Women Trainees, Vulnerable Groups and Primary School Children (Syria 2511), became operational in July 1981. The key objectives of this project are: (a) to develop the socio-economic status of women by providing them with training in local skills; (b) to improve the

nutritional status of all beneficiaries and thus also improve their health condition; (c) to increase the attendance rates at all training/feeding centres; (d) to increase the enrolment rates, especially for girls, in primary schools and to reduce the rate of drop-outs.

C. Indonesia

31. In Indonesia, the recommendations of the programming mission focused mainly on projects executed by FAO, WHO, and UNESCO. With relatively minor deviations - some proposals have been dropped, others added - implementation follows the suggestions made by the mission.

32. The project, Transmigration Planning, Project Preparation and Monitoring (INS/78/012), does not involve any special concern for women, as was recommended by the mission. However, new and related project, Support to Training for Transmigration Programme (INS/80/009), will concern itself with women's interests and activities. It will provide training for women from transmigrant families and thus enhance their participation in settlement activities. An immediate objective is to develop training programmes for women and youth designed to increase and diversify agricultural production.

33. Another FAO-executed project about which the mission made recommendations is Assistance to Small Farmers, Tenants and Sharecroppers through Agricultural Extension, Training, Research and Field Action (INS/78/008). It has now been decided that for 15 months the project will provide the services of a farm women extension specialist, who will assist in developing the women's section of the agency for Agricultural Education, Training and Extension.

34. Also of concern to the mission was the project, Upper Solo Watershed Management through People's Participation and Income Generation (INS/78/011). The detailed work programme for the project, which has since been approved, includes an entire series of activities of immediate interest to women, such as training programmes in home gardening, poultry raising, nutrition, sanitation and cottage industries. Activities designed to strengthen the village women's association (PKK) will also be undertaken. A rural sociologist, a non-formal education/communications specialist and a home economics extension specialist will all collaborate in studies and action programmes designed to assist women in their work and employment and promote their direct participation in village decision making.

35. FAO is also executing the project, Training for Small Holders and Plantation Staff (INS/78/009), which may be expected to provide benefits to women as well as to men.

36. In the FAO-executed project, Fisheries Extension Service Support for Small Fishermen (INS/78/014), the only role envisaged for women seems to be as makers and menders of fishing nets.

37. WFP has approved the pilot project, Development Training and Income Generating Activities for Women (Indonesia 2574). The project will collaborate with a UNICEF programme for support of women in ten particularly poor and deprived areas. The WFP project will provide food-for-work for such activities as home gardening, handicrafts and other income generating activities, strengthening of women's group activities, afforestation and fuel plantations, basic environmental sanitation and training.

38. The programming mission made recommendations concerning three projects of special interest to women: Nursing Manpower Development (INS/78/063), Rural Water Supply in Nusa Tenggara Timur (INS/78/052) and Rural Water Supply in South Sulawesi (INS/78/051). For all three, implementation is proceeding in line with mission recommendations. In addition, the earlier project, Strengthening of Health Services in Irian Jaya (INS/73/010), for which a second phase is contemplated, is considering a change towards more active involvement of women in its work programme. This older project and the above-mentioned project, Nursing Manpower Development, also located in Irian Jaya, have developed close collaboration.

39. Among the UNESCO-supported projects discussed by the mission, only one appears to have taken special action to increase the involvement of women in its activities. Under the project, Improvement of General Secondary Teacher Education in Five Fields of Study (INS/78/070), two consultants in family welfare/home economics and economics and business education were added to the list of specialists. However, in this as in two other UNESCO-executed projects, National Education Planning Evaluation and Curriculum Development (INS/78/030) and Technical Support to the National Book Development Advisory Council (INS/78/076), it should be noted that women are playing an active role in project activities.

40. More recently, the Government has formulated a project proposal for the Development of a Productive Role of Rural Women (INS/80/001). It will assist women in the development of cottage and small-scale industry in several provinces, with a view to making their work more productive and remunerative.

D. Haiti

41. The programming mission that visited Haiti made specific proposals concerning three projects, executed by FAO and the ILO. The projects are: Strengthening the Agricultural Extension Service (HAI/77/003), Protection and Management of the Mountainous Valley of the Limbé Basin (HAI/77/005) and the National Institute of Vocational Training (HAI/78/021).

42. The most important and extensive proposals concerned the project, Strengthening of the Agricultural Extension Service. A main objective of this project is to bring all segments of the rural population into the mainstream of agricultural development through the strengthening of existing peasant co-operation as well as the creation of new groups, through which agricultural information can be disseminated and local action initiated. To enable women to participate fully in these activities, strong emphasis is put on the provision of appropriate training programmes for women and the creation of the necessary support services. Since the visit of the mission, a consultant financed by UNFPA has drawn up detailed plans of action for how to generate and organize these activities. The execution of the project, however, has suffered repeated delays and actual implementation of the recommendations for action has therefore not yet begun.

43. In the Limbé project, implementation of the proposals for action that were made by the programming mission has gathered momentum since the beginning of 1981. A special unit, Groupeement d'action communautaire, has been created, consisting of an agronomist, United Nations volunteers and four women instructors. It works closely with the regional departments of the Ministries of Public Health and Agriculture and the Office national d'alphabétisation et d'action communautaire (ONAAC). The activities of this unit focus mainly on two sets of activities.

One aims to increase family incomes, the other to improve general living conditions. Income-generating activities include training in embroidery, handicrafts and kitchen gardening; other types of training focus on nutrition, public health and literacy. In addition, women are being employed in the community agricultural nursery and to provide support services to groups working on terracing and reforestation.

44. The National Institute for Vocational Training has now developed a modest programme for women, mainly involving basket-making, wicker work, other handicrafts and home economics. By the end of August 1981, some 300 women had been trained in these areas. Of these, 20 had been trained to become instructors themselves. Further assistance is needed concerning the organization of production and marketing of the products.

45. A proposal to create an umbrella project for women, to be drawn upon either for independent activities or to include women's components in ongoing projects, has not materialized.

46. In addition, three WFP-supported projects are of special interest to women. The Multipurpose project - Infrastructure Works for Land and Water Development and Reforestation and Erosion Control in Selected Areas (Haiti 2105) includes a subproject for the rehabilitation and improvement of the municipal markets and abattoirs at Cap Haitien and construction of a market at St. Raphael. As marketing is in the hands of women in Haiti, women will benefit from these activities. Another project, Literacy Campaign and Adult Education (Haiti 2008), provides food as an incentive to male and female participants in the campaign and aims at reducing the illiteracy rate of 80 per cent. A third project¹⁸ Food Assistance to Mother and Child Centres, Hospitals and Nutrition Rehabilitation Centres (Haiti 2388). The objectives of one of the components of this project are (a) to provide an incentive for pregnant women to attend health centres with their children, and (b) to improve the health of these vulnerable groups through regular medical examinations and nutritional education programmes.

E. Conclusion

47. In our view, the follow-up to the proposals for action made by the joint agency/UNDP programming missions that visited Rwanda, Syria, Indonesia and Haiti in 1979 is substantial and encouraging.

48. More generally, project proposals concerning women's involvement are basically sound and often focus on activities designed to upgrade and increase women's income-earning capacity. An apparent problem is to attempt to do more than time and resources permit and to neglect the need for proper evaluation of the feasibility of the proposed activities. A related problem is a tendency to view activities meant to further women's interests, in whatever area, as social welfare and classify the project accordingly. These tendencies, and the persistent lag in integrating women in the development effort in many places, point towards the need to maintain the drive towards institutionalization of the concern with women's interests in all relevant areas of technical co-operation.

V. RECOMMENDATIONS

49. On the basis of the findings concerning the progress made in integrating women in development by the United Nations development system, as described in

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the present report, and bearing in mind that the productive potential of women's participation in development is far from fully realized, the Governing Council may wish to consider endorsing the following recommendations:

(a) The ongoing effort to institutionalize a standing concern with women's interest in planning, implementation and evaluation of all projects should be maintained and strengthened;

(b) Taking advantage of the institutional measures that are now in place, a concerted effort should be made over the next three years to provide all Governments that so desire with special programming assistance to integrate women in all project activities of immediate interest to them;

(c) As part of all programming activities, care should be exercised to assure that project proposals concerning women's activities are examined and appraised through the application of the same professional standards as for any other project proposal;

(d) Action should be initiated to prepare suitable evaluation studies concerning the results achieved through the involvement of women in the development process for presentation to the work conference that will be convened in 1985 to review and appraise the achievements of the United Nations Decade for Women; the studies are estimated to require about \$100,000, to be provided from project funds and from appropriations for the thematic evaluation programme.

ANNEX I

II. STEPS TAKEN TO PROVIDE SPECIAL PROGRAMMING ASSISTANCE DESIGNED TO INCREASE WOMEN'S PARTICIPATION IN UNDP-SUPPORTED PROJECT AND PROGRAMMES

A. Staff training

1. While all United Nations organizations have staff training programmes dealing with such matters as languages, administration and management problems, the provision of training in substantive areas of work except for educational assistance programmes is rare. The reason for this situation is mainly that formal training in, for example, development theory and practice is generally viewed as part of the individual education of staff members; it is usually acquired at academic institutions. Nevertheless, as development strategies inevitably undergo change and modification, sometimes in rather profound ways, staff needs to familiarize itself with new issues and problems. Currently such issues concern, among other things, the development of new and renewable sources of energy, the provision of so-called basic services, popular participation in development and a more productive use of human resources, not least of women.

2. To a considerable extent, the need for supplementary substantive staff training can be met through the preparation of guidelines and instructions. However, to be effective, guidelines and other information material often need to be complemented by discussions of concrete problems of application. This need becomes acute for an issue as diverse and far-reaching as the role of women in development, which in principle concerns all sectors of the economy and which requires some rethinking, not only of women's role in society, but also of that of men, children and youth. This requirement is perhaps most obvious in matters of rural development but it is by no means limited to this area. In general, there is a need to assist staff to obtain the necessary tools to plan effectively and distinctly for the main groups that constitute the labour force in developing countries, i.e., men, women and youth, rather than the undifferentiated constituency that until recently has figured in the vast majority of project documents.

UNDP

3. In recognition of this need, UNDP has taken certain initiatives. During the World Conference of the United Nations Decade for Women in July 1980, informal inter-organizational consultations on the subject were held. In the course of these consultations, it was, inter alia, suggested that UNDP should propose that an item on women in development be placed on the agenda of the seventh session of the Administrative Committee on Co-ordination/Consultative Committee on Administrative Questions (ACC/CCAQ) Sub-Committee on Staff Training, which was due to meet in Geneva in October 1980. This was done and a fruitful discussion of the subject was held. In concluding the discussion, the Sub-Committee agreed "that there was a need to give increased attention to these problems. It would be for each organization to act, within the resource constraints which governed all training activities, to review possible activities aimed at fostering a better awareness of the problems of women in development. It also agreed that organizations should wherever possible consult with each other on suitable methods of achieving this goal...."^{a/}

^{a/} "Report of the Seventh Session of the Sub-Committee on Staff Training, (ACC/1980/PER/43), para. 17

4. Implementation of this recommendation can take various forms and in fact had begun before the subject of women in development was taken up by the CCAQ Sub-Committee on Staff Training. Thus, UNDP has in recent years included sessions on women's more active participation in project activities in its training courses for programming staff of different categories, including locally recruited staff. However, in view of the resource constraint that was noted by the Sub-Committee on Staff Training, this step can only accommodate a rather small part of the need for training on women in development.

5. In view of the broad range of problems connected with women's participation in development, various possibilities for expanding the resources for training may be found in interagency co-operation. Executing agencies can, for example, offer much specialized technical expertise, while UNDP and other funding organizations can provide information on the workings of the United Nations development system. Along these lines, UNDP has suggested to its field offices that collaboration with certain United Nations-affiliated research and training institutes and with certain projects, in particular regional undertakings with a training component, may offer suitable training opportunities. Among institutions and projects offering such opportunities, some of which have already been used for the indicated purpose, the following may be mentioned: the African Training and Research Centre for Women (ATRCW), the Asian and Pacific Development Centre (APDC), the Eastern and Southern African Management Training Institute (ESAMTI), the Jobs and Skills Programme for Africa (JASPA), the African Centre for the Development of Vocational Training (CIADFOR), the Asian Regional Skill Development Programme (ARSDEP), the Asian Regional Team for Employment Promotion (ARTEP), the Regional Employment Programme for Latin America and the Caribbean (PREALC) and the Inter-American Research and Documentation Centre on Vocational Training (CINTERFOR).

Other organizations

6. In the reports on follow-up action to the recommendations contained in the assessment of rural women's participation in development that were received from collaborating organizations, staff training is specifically mentioned by several. It appears in many different forms, all of which are of considerable interest and often indicate a significant investment of resources in the effort to promote women's participation in development.

7. FAO has taken a number of steps to sensitize and train its staff concerning women's interests in development. One such step has involved the provision of consultants by the Inter-Divisional Working Group on Women in Development (IDWG/WID) to the technical divisions to assist in the following activities: preparation of checklists and guidelines to ensure that rural women's interests are taken into account in each technical division, including gaps in coverage; identification of promising areas for the development of new activities addressed to rural women in the light of their responsibilities in different food systems; and development of screening procedures for review of project proposals from the point of view of women's interests.

8. Another step proposed by IDWG/WID concerns a series of meetings with different FAO departments. The ensuing discussion has generated many specific recommendations for follow-up action and confirmed the need carefully to consider women's role in all work on project development and implementation.

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9. The FAO report also notes that a series of staff training seminars regarding policy concerns arising from the World Conference on Agrarian Reform and Rural Development (WCARRD) will begin in early 1982. One of the case studies intended for discussion at the seminar for the staff of the Agricultural Operations Division will be on rural women. Finally, technical officers charged with the responsibility to consider women's interests in fisheries, forestry and irrigation projects will begin a special training process designed to prepare them for the briefing of representatives of their respective divisions who are going on project preparation missions.

10. In the ILO, the Regional Departments for Africa, Asia and Latin America have appointed special advisers on women's participation in development, who work in close consultation with technical experts and with the regional teams employed by PREALC, CINTERFOR, JASPA, ARTEP, ARSDEF and CIADFOR.

11. The United Nations (Department of Technical Co-operation for Development (DTCO)) notes that issues of direct relevance to women receive considerable attention during the briefing of experts at headquarters. UNIDO has institutionalized a briefing session on the integration of women in development for junior professional officers (JPOs) on their way to field assignments. It also endeavours to ensure that senior industrial development field advisers (SIDFAs) and JPOs participate in meetings on women in development in their countries of assignment. UNFPA arranged for a half-day programme on women in development in connection with a global meeting of its field co-ordinators in New York in October 1980.

12. UNICEF has taken several steps to orient and provide support for its field staff on programmes to benefit women and girls. Six regional advisers or programme officers were designated in 1976 to promote these initiatives and to help programme officers incorporate them into their regular activities. Experience has shown that in UNICEF offices where there are women officers, greater attention is given to the needs of women. At headquarters, the women-in-development concerns were added to the functions of the senior adviser for family welfare. In February 1981, a senior adviser to the Executive Director, with the rank of Assistant Secretary-General, was appointed on women's development. A "knowledge network" on women's activities, composed of field and headquarters staff, raised issues relevant to improved services for women and recommended desirable policy guidelines programming procedures, and support activities, including research and advocacy efforts for specific target groups. Out of this activity four papers were prepared and issued to field staff in 1979 on advocacy, data collection, programming, and income generation activities for women.

13. The World Bank held a three-day workshop on women in development in December 1982, attended by 37 staff members at different levels and with different line functions. It included staff dealing with all regions.

14. The workshop material, all based on Bank projects, included four background papers and eight case studies. The event was opened by the Bank's President, followed by a keynote address by Ester Boserup, a renowned authority on women's role in economic development. The subsequent programme consisted of a combination of small working groups and plenary sessions. Two films, relating to two of the case studies, were shown.

15. While the formal evaluation of the workshop is not yet available, there was a general consensus that it succeeded in demonstrating for the participants that women frequently were neglected resources for development and that they had an impact on the

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attainment of project objectives. The workshop material showed that there was considerably more information available about women's situation than was commonly assumed. It also indicated regional and country variations in the situation of women and thus made it clear that the issues could not be dealt with in a stereotyped way. The workshop concluded, inter alia, that there were clearly two ways of considering the issue of women in development - the equity approach and the efficiency approach, and agreed that it is on this latter, seeing women as a development resource to be used efficiently, that the Bank's concern should focus.

16. Follow-up of the workshop will include efforts to sensitize staff through one-day seminars at the Bank, Economic Development Institute courses for focusing country attention on these issues, preparation of profiles of women in selected countries and publication of the workshop material.

17. The Bank has also indicated its interest in utilizing the materials developed for the workshop in programmes, which could be organized in co-operation with other agencies, for their staff training. The Bank invites inquiries from agencies interested in pursuing such a programme.

18. WFP has adopted a policy to intensify its training programmes specifically relating to the integration of women in development for its headquarters and field officers. Training in this regard is being included in the regional seminars held for WFP field staff, in which specific papers and discussion are devoted to the topic.

B. Institutionalization of procedures designed to ensure women's participation in development

19. In similar manner, UNDP, the executing and participating agencies most directly concerned with women's participation in development and funding organizations other than UNDP have engaged, since the beginning of the United Nations Decade for Women, if not earlier in a series of activities designed to increase women's participation in development. At the present stage, many activities focus on what might best be described as the institutionalization of a standing concern with women in the planning, implementation and evaluation of all relevant project activities.

UNDP

20. The UNDP Policies and Procedures Manual, issued in December 1975, contains instructions concerning the need to pay special attention to women's needs in the design and planning of projects (Part II.C of section 3437). In addition, substantive "Guidelines on the Integration of Women in Development" were issued in early 1977 (G3100-1). Follow-up instructions, based on more detailed recommendations contained in paragraph 75(b) of DP/453 and designed to ensure that sufficient staff time and competence were in fact allocated for the purpose, were issued in early 1981 (UNDP/PROG/79; UNDP/PROG/FIELD/120; UNDP/PROG/HQTRS/131). These instructions strongly emphasize the need to include staff members or consultants competent to deal with women's concerns in programming and evaluation missions. To facilitate the implementation of this latter recommendation, special attention was drawn to the possibility of obtaining consultant services from VFDW, with which UNDP maintains close collaboration (UNDP/PROG/79 Add.1; UNDP/PROG/FIELD/120 Add.1; UNDP/PROG/HQTRS/131 Add.1).

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Other organizations

21. At FAO, IDWG/WID, which was created in April 1976, has prepared a series of guidelines and instructions for headquarters and field staff and serves as a focal point for other activities aimed at increasing women's participation in agricultural and rural development. In 1979, it was agreed to include an item on the integration of women in rural development in the Programme of Action of WCAARD. The introductory paragraph states:

"Recognition of the vital role of women in socio-economic life in both agricultural and non-agricultural activities, in accordance with the goals of the United Nations Decade for Women, is a prerequisite for successful rural development planning and programme implementation. Rural development based on growth with equity will require full integration of women, including equitable access to land, water, other natural resources, inputs and services and equal opportunity to develop and employ their skills. There is also an urgent need to expand knowledge of women's roles in rural activities and to disseminate this information in order to promote greater awareness of women's role in society."b/

As part of the follow-up action to WCAARD, special guidelines for the implementation of the Programme of Action have been prepared. The activities described under staff training are also of immediate relevance to the institutionalization of women's concerns.

22. In 1979, the ILO issued a detailed "Briefing memorandum" concerning its technical co-operation activities on behalf of women workers in developing countries, addressed to all officials, experts and advisers of the ILO. It contains detailed instructions concerning the action to be taken for projects in different areas of activity, such as employment, vocational training, workers' education, improvements in pay and living conditions, development of co-operatives and handicrafts and population programmes. In addition, the ILO is planning to supplement its guidelines for the planning, implementation and evaluation of large-scale public works programmes with a special set of guidelines concerning women workers' participation in such programmes. These will be based on a study to be undertaken in Upper Volta, covering such aspects as women's needs for gainful employment, specific projects of interest and benefit to women workers, conditions of work for women workers, etc.

23. In February 1981, the United Nations (DTCD) issued guidelines to its field and headquarters staff on the integration of women in development. They contain provisions for the analysis of ongoing and new projects with a view to determining how women can participate in and benefit from the envisaged development activity; they emphasize special importance of ensuring that women's interests are considered by all missions designed to formulate or review project activities.

24. The United Nations (DTCD) especially refers to a study undertaken in July 1979 entitled "TCD projects for promoting the integration of women in development". The report draws attention to the potential and benefits of women's participation in projects in water and energy development, public administration, development planning and population. On the basis of this review and the general experience of the United

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b/ World Conference on Agrarian Reform and Rural Development, Report, FAO, 1979, p.10.

Nations, the guidelines stress the scope for action to: (a) give women greater access to training already available within a project (this applies to projects assisting public administration and demographic training institutes, for example), and (b) include women in multidisciplinary development activities at the community level, particularly in integrated rural development and social development projects where project work includes the creation of new economic activities and the establishment of new decision-making processes. The guidelines also stress that WFP is a possible source of complementary assistance to United Nations (DTCD) assisted projects.

25. UNESCO notes that no formal or written guidelines and instructions have been issued to its staff. Nevertheless, there is a general awareness of the problem and a large number of technical co-operation activities have been undertaken in response to women's special needs for assistance.

26. UNIDO issued a circular on operational activities for the integration of women in development to its SIDFAs and JPOs in December 1980. The circular outlines the UNIDO mandate in respect of women's role in industrialization and stresses that women's role in industrial development should be considered together with that of men, not as a separate issue. It is noted, nevertheless, that certain problems or situations may call for action directed exclusively to women. These include: (a) the upgrading of technologies in industrial sectors or subsectors where women are heavily engaged, and the institution of safeguards to ensure that such upgrading does not result in the displacement of women workers by men; (b) the training of women to the medium and managerial levels in specific industries with existing heavy components of female workers at the unskilled and semi-skilled levels, such as electronics, pharmaceuticals, food processing and textile industries; and (c) the development of female entrepreneurship where the potential already exists, in particular for the promotion of small-scale industrial enterprises.

27. At the World Bank the office of the Advisor on Women in Development has for some years routinely reviewed and commented on loan projects and other reports to identify and draw attention to aspects having particular impact on women. In addition, this office prepares ad hoc reports on issues in selected sectors or groups of projects and these are used for briefing staff. For the past two years, during the week of the annual meeting of the Bank's Board of Governors in September/October, a half-day seminar on women in development has been organized.

28. WHO has a special mandate to promote women's participation in health care systems. Although no general guidelines and instructions have been issued, WHO has established focal points at headquarters and the regional offices. The function of the WHO programmes on women, health and development at headquarters and of the advisory groups or task forces at the regional level is to identify activities in different programme areas relevant to the problem of women in health and development; to indicate the health implications of conditions relevant to women's situation and status and to ensure that these issues are considered in the activities of the organization. Most regional offices have initiated activities at the country level, focusing primary attention on women and women's organizations in primary health care. In addition, the regional offices are preparing regional plans or programmes for action for the second half of the United Nations Decade for Women.

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29. UNFPA issued "Interim Guidelines for UNFPA Policies and Programmes in the Field of Women, Population and Development" in June 1980. The guidelines were made available to the Governing Council at its twenty-eighth session in June 1981 and final guidelines will be issued, taking into account the Council's recommendations on the subject. In addition, UNFPA "Guidelines for Needs Assessment and Programme Development" contain a chapter on "Women, Population and Development".

30. In 1979, UNICEF issued detailed "Policy Guidelines for UNICEF Assistance to Programmes Benefiting Women". They stress the following main points:

(a) programming exercises should include an analysis of the situation of women, identification of female beneficiaries and participants in the target population, and ways and means of providing for their participation in specific projects; (b) services and activities involving women are to be considered in the context of national development policies and the basic services strategy; (c) special attention should be given to reducing the heavy domestic workload of women, thus enabling them to give better care to their children and to engage in economically productive activities; and (d) services and activities that enhance the individual well-being of women (literacy, numeracy, personal hygiene and recreation), their standing in the community (participation and decision-making skills), and that involve them in the implementation of development programmes (as extension workers, health auxiliaries, project personnel, village motivators) should be encouraged.

31. To follow up on earlier instructions and guidelines on the integration of women in development, WFP issued, in December 1980, the paper it had submitted to the Copenhagen Conference in July 1980 as a manual to all its staff. The document contains practical guidance on three basic operational procedures: an in-built system of checks at each stage of the cycle of WFP-assisted projects, from project identification and approval through implementation to evaluation, in order to ensure that women's interests are fully taken into account; proposals for re-orienting currently operational WFP-assisted projects to improve their availability to girls and women and their long-term benefits for women; project models suitable for food aid and adaptable to a wide range of local conditions, which involve production activities capable of generating independent incomes for women and fostering their social advancement.

C. Monitoring and evaluation of women's participation in development

32. As women's participation in technical co-operation activities involves new departures, there is a need to undertake special monitoring and evaluation measures with a view to assessing and improving the effectiveness of the policies and techniques adopted.

UNDP

33. As noted in section I above, UNDP has, as part of its PPMs, established an institutional memory that includes information about women's participation in project activities. Through the institutional memory it will be possible, inter alia, to continue to monitor and analyse certain trends in women's involvement in UNDP-supported projects, as has been illustrated for the first time in section I of the present report.

34. UNDP plans, in collaboration with governments and participating and executing

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agencies, to undertake a small number of special studies of projects or project activities involving women. It is anticipated that such studies will include, but not be limited to, activities that were proposed or stimulated by the programming missions that constituted an important part of the "Forward-looking assessment of rural women's participation in development". The results will be presented to the World Conference that will be convened in 1985 to review and assess the results of the United Nations Decade for Women.

Other organizations

35. In 1978, the Secretariat for the FAO IDWG/WID established a "Cumulative Index/Monitoring System on FAO's Rural Women and Development Activities", based on an inventory of FAO activities related to women and the replies to a questionnaire circulated to field staff in 1976. It classifies projects according to the degree of involvement by women in a manner similar to that used by the UNDP institutional memory and is used for the preparation of reports and for briefing of staff and consultants. The entries are currently being updated by means of a questionnaire prepared by IDWG/WID.

36. FAO is also undertaking a study of the social impact of community action for disadvantaged rural women as part of an FAO/Swedish International Development Agency (SIDA) WCARRD follow-up programme. For a meeting of the Task Force Panel on Monitoring and Evaluation of the ACC Task Force on Rural Development in October 1981, FAO made specific suggestions for improvement of the coverage of women in (a) socio-economic indicators for monitoring rural poverty at the national level and (b) the monitoring of project operations, performance and impact.

37. IFAD is deeply committed to promoting people's, including women's, participation in decision-making in the development process by involving the potential beneficiaries at various stages of a project cycle and in effecting an equitable distribution of benefits from projects financed by it. The main objectives of IFAD are to increase food production, to alleviate rural poverty and to improve nutrition. IFAD lending policies and criteria stipulate that the monitoring and evaluation function, with a view to determining the impact of a particular project or activity in terms of reducing rural poverty and hunger, would be treated as an integral part of an IFAD-funded project. The annual report of IFAD for 1981 includes a chapter on people's participation.

38. To assess the impact of its technical co-operation activities on women, the ILO will shortly send a questionnaire to all its projects. In addition, beginning in 1981, specific aspects concerning the participation of women workers in special public works programmes are being included in the regular evaluation of these. Analysis of these data will contribute to the preparation of special guidelines for women's participation in special public works programmes, as noted in paragraph 22 above. An additional input into these guidelines will be provided by two studies of the impact of special public works programmes on women workers that were commissioned with support from the UNDP/ILO interregional project, planning and administration

of special public works programmes (INT/74/022). The first study, involving the Maharashtra Employment Guarantee Scheme in India, has been completed; the second study, in the United Republic of Tanzania, is under preparation.

39. In addition, monitoring and evaluation are key aspects of a number of technical co-operation projects being implemented in support of rural women's employment through their organizations. Reports on the first phase of projects in India, Mexico, Nepal, Pakistan and Senegal are in an advanced stage of preparation. Other technical co-operation projects of the programme on rural women in Asia aim to evaluate programmes and provide policy guidelines. Tripartite regional seminars in Africa, Asia and Latin America on rural development and women held during 1981 produced guidelines and principles for policy-makers and planners.

40. The United Nations (DTCDD) is planning to carry out an in-depth analysis quantitative and qualitative, of a number of projects that have been involved with the promotion of women's participation in development. For example, a monograph is in preparation that will consolidate the experience of a project on the integration of women in development in Swaziland, begun with United Nations financial support and extended with assistance from UNDP. The results will be used to formulate guidelines for the design and implementation of similar projects.

41. As part of its effort to promote women's participation in development, UNESCO is supporting a number of projects from its regular programme budget. These activities include regional training courses for those responsible for the education of women in rural areas, an experimental project on education and training of rural women for improvement of their status and participation in the development of their communities in Ghana, and a study on women's education in rural Thailand. Implementation of the projects will be closely monitored and evaluated with a view to developing guidelines for other similar activities.

42. UNIDO notes that financial and staff constraints do not permit it to embark upon a review of the impact of all its programmes and activities on women. The Inter-Divisional Working Group on Integration of Women in Industrial Development, however, has recommended that officers in charge of evaluating technical assistance projects should be instructed to assess the impact of these projects on women, and that this evaluation aspect should be an item on the agenda of each tripartite review.

43. WHO is implementing a project entitled "Multinational Study on Women as Providers of Health Care". The study components include an annotated bibliography together with an intensive search for relevant materials from or about women as health care providers in developing countries; a global statistical profile and analysis of the gender distribution of health workers in the formally organized health system; and a global analysis of national policies and actions regarding women as health care providers, including women within the health system, women's organizations in the community, and women's roles in family self-care. As part of this project, a consultation was convened in WHO in December 1980 on priority issues that should be examined with respect to women as providers of health care.

44. UNICEF intends to give more attention to the monitoring and evaluation of its assistance to programmes benefiting women.

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45. WFP instructions of 5 December 1979 to field officers include a recommendation to monitor and evaluate women's involvement in each WFP-assisted project. Subsequent proposals specifically recommend the monitoring and evaluation of (a) measures to improve the direct access of girls and women to WFP-assisted projects and (b) measures to improve their long-term benefits. A special study on "Women in Food-for-Work: the Bangladesh Experience" was presented in 1977 (WFP/CFA: 4/INFO/5).

D. Information for non-governmental organizations concerning UNDP and its affiliated funds

46. At the World Conference for the United Nations Decade for Women in Copenhagen in 1980 it became clear that the functioning of UNDP remains very poorly understood by the many non-governmental organizations (NGOs) that are interested in the ways and means of technical co-operation. The special problem concerning UNDP arises mainly from its very broad mandate and the resultant difficulty for NGOs of becoming involved in UNDP-supported projects because of the intensive demand for scarce resources by government departments and institutions. To improve this situation it has been decided to issue a guide for NGOs wishing to collaborate with UNDP and its affiliated funds. Such a guide is of special importance for national and local NGOs, which often constitute a major vehicle for women's activities. The manuscript is ready for translation and printing.

Annex II

ACTIVITIES DESIGNED TO IMPROVE THE DATA BASE FOR
PLANNING FOR WOMEN'S PARTICIPATION IN DEVELOPMENT

UNDP

1. UNDP, in consultation with the United Nations Statistical Office, has prepared a supplement to its "Guidelines on the Integration of Women in Development" (G3100-1), dealing with steps that may be taken to improve the data base for planning for women's participation in development.^{a/} Following an outline of the relevance and scope of the data problem concerning women, the supplement proceeds to describe suitable policies and programmes designed to improve the situation.
2. Concerning the means for an improved data base, it is noted that household surveys, in conjunction with population censuses and other data systems, offer the best possibility. As a source for guidance and assistance in undertaking such surveys, attention is drawn to the National Household Survey Capability Programme (NHSCP), which is a major technical co-operation effort in statistics, co-sponsored by the United Nations, UNDP and the World Bank, and also enjoying the support of UNICEF, UNFPA, ILO, FAO, WHO and UNESCO. In addition, a number of donor countries have expressed a willingness to consider support for national NHSCP projects, mainly through their own bilateral aid country programmes. Through its emphasis on household behaviour as a basis for development planning, the programme has to pay due and proper attention to women's economic and social roles in society. Hence it constitutes a major opportunity for improving the data base concerning women's role and status in developing countries.
3. It is further noted that while there is a general shortage of data on women, priority attention needs to be directed to statistics on women's participation in the labour force. The reason is that available information more often than not is inaccurate and misleading, thus making it impossible to consider women's role in development in a meaningful way.
4. To overcome the culturally based sex stereotypes and biases that underlie the inaccurate and incomplete data base on women, there is a strong need to take action in such areas as the development and testing of questionnaires, the training of census and survey staff and the employment of women, together with men, in all

a/ Supplement I to UNDP Guidelines on the Integration of Women in Development: Activities Designed to Improve the Data Base for Planning for Women's Participation in Development (G3100-1/TL.5).

stages of data collection. Attention is also drawn to the need to include carefully planned time-use surveys in household survey programmes as a complement to and as a means of improving the accuracy of censuses and surveys.

5. A final recommendation concerns the need to develop benchmark statistics in non-statistical projects with a view to identifying women's participation in and contribution to the goals of such projects.

Other organizations

6. FAO is engaged in an extensive programme of improvement of the data base on rural women, consisting of four main components. The "Socio-Economic Indicators Programme," which is designed to monitor progress in reducing poverty and malnutrition in rural areas, includes women's role in development as one of the areas to be monitored. A list of 22 core indicators, based on national statistics and disaggregated by sex, has been prepared.

7. Another FAO undertaking is the project, Statistics on Women's Participation in Agricultural Production. On the basis of a review of existing data and consultations with United Nations agencies and researchers working in this field, three modules for measuring women's work in agriculture have been developed and pretested. Each module is designed to be used in conjunction with another survey.

8. Between 1975 and 1980, four baseline studies on women in rural households were completed as part of an FAO/SIDA project entitled "Promoting the Participation of Women in Rural Development," leading to the FAO publication, "Preparation of Baseline Surveys on Women in Rural Households." It includes prototype modules for gathering data on the division of labour, decision making and participation in village organizations and activities.

9. The FAO programme, "Farm Management Data Collection and Analysis Package," has been entirely revised to focus on the farm household as an integrated production and consumption unit. Disaggregation by sex and age is included for all farm tasks. A list of activities has been prepared to reflect women's role in the production of services for the household, such as the collection of water and fuel, which were formerly excluded from analysis.

10. Research on rural women workers, with reference to the demographic aspects of productive activities, social policies and economic changes, is part of a global action and policy-oriented research programme begun by the ILO in 1978. Significant goals of the project are to demonstrate the importance of women's economic contributions to the economy and the family, and to increase understanding of the ways in which women's productive and reproductive activities interact. Among issues of particular concern are the effects of developmental changes and policies

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upon women's maternal and occupational roles. Several studies and reports have emerged from the programme.^{6/}

11. With regard to global empirical work, two large field studies, which mainly focus on rural women, are in progress in Egypt and India. Smaller policy-oriented studies are in various stages of completion in more than a dozen countries. These concern such questions as the impact of technological changes in food production, storage and processing on women's work and domestic and familial roles; the effects of migration and problems of female-headed households; and the need for training and special services by women engaged in craft production. The roles and status of working women in family responsibilities are the focus of studies in various stages of completion in Bangladesh, Cuba, Poland and the Union of Soviet Socialist Republics. Most of these studies are mainly based on new data, collected by varying methods, including household surveys and ethnographic case studies.

12. An extensive and expanding action-oriented research programme of the ILO on rural women has contributed to improving knowledge and information on women's work and roles, with a view to improving planning and providing basic data and analysis. Categories covered include rural women workers in subsistence agriculture and wage labour in the Andes subregion, Bangladesh, China, India and Nigeria. The extent of productive work of some secluded women in Bangladesh, India and Nigeria has been documented. The particular situation of women plantation workers in Malaysia and Sri Lanka has been recorded and analysed. Other special categories of workers about whom information has been collected include those engaged in domestic outwork, women migrating to find work and women left behind when men migrate separately.

13. The United Nations (OTCD) is involved in technical co-operation in several areas that offer opportunities to develop statistics on women. These include statistical training, population and social statistics, household surveys, vital statistics and general social statistics and indicators, which together constitute the basic sources of statistics on the role and status of women.

b/ R. Anker, M. Buvinic and N. Youssef, Women's roles and population trends in the third world (Groom Helm, London, 1981) (forthcoming); R. Anker, Research on women's roles and demographic change: Survey questionnaires for households, women, men and communities with background explanations (ILO, Geneva, 1980); C. Opong, A synopsis of seven roles and status of women: An outline of a conceptual and methodological issue (Mimeographed World Employment Programme research working paper, ILO, Geneva, 1981) (restricted); C. Opong and K. Church, A field guide to research on seven roles of women: Focused biographies (Mimeographed World Employment Programme research working paper, ILO, Geneva, 1981) (restricted).

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14. UNESCO has undertaken certain activities that have contributed to the improvement of the data base required for planning for women's participation in development; they will also assist in the quantitative and qualitative assessment of the impact of women's participation in development. Thus, in April 1980, UNESCO convened a meeting of experts on the indicators of women's participation in socio-economic development to discuss studies, from the Commonwealth Caribbean, India, Morocco, Nigeria and Uganda. These studies and the results of the meeting have been published under the title, Women and Development: Indicators of their Changing Role.^{c/}

15. UNESCO has also undertaken in-depth case studies on specific themes. In Asia, five comparative studies on changes in rural women's social status and their economic and political participation in situations of male urban migration have been undertaken. The countries involved are Bangladesh, India, the Philippines, the Republic of Korea and Thailand. The studies will be published in 1982 under the title, Women in Village, Men in Town. Another on-going project is the preparation of a manual of training material on indicators of women's participation in development for use by leaders of social action programmes and planners.

16. UNIDO has carried out a preliminary study on the impact on women of the redeployment of manufacturing industry to developing countries.^{d/} It is also undertaking studies aimed at accelerating the effective integration of women in the development of two industrial sectors with large-scale female employment, the food processing and textile industries.

17. Through its support of projects concerning demographic data collection and analysis, UNFPA makes a highly significant contribution towards improving the data base on women's role and status in society. In censuses and surveys, efforts are made, for example, to assure that information on such items as female literacy, age at marriage, duration of marriage, children born alive, children living, family composition and female labour force participation is collected.

18. UNICEF stresses the need for information collection and analysis as a basis of programming and prepares, for example, statistical profiles of children and mothers in countries where it is active.

19. The papers prepared for the World Bank workshop, referred to in annex I, paragraph 14, concern such topics as "Women and Technology in Rurally Oriented Projects," "Considering Women in Project Design: Some Cultural Perspectives," "World Bank Urban and Rural Projects - Indicators to Include Women in Design and Implementation; Credit Shelter and Training" and "Discussion Notes on Project Design Issues." They are based on case studies of projects in Bangladesh, Bolivia,

c/ UNESCO, Paris, 1981.

d/ "Women in the Redeployment of Manufacturing Industry to Developing Countries," UNIDO/ICIS. 165.

Jordan, Kenya, Nepal, Nicaragua and Sri Lanka and will contribute importantly to improving the data base for the planning of women's participation in development. In addition, the office of the Advisor on Women in Development has built up a reference collection (now over 1,000 titles) on related issues.

20. WFP is currently in the process of developing a programme-wide management information system that will include components concerning women.

21. Within the framework of the United Nations/WHO Joint Programme of Mortality Studies, WHO convened a meeting in December 1981, hosted by the Australian National University, on "Sex Differentials in Mortality: Trends, Determinants and Consequences." The focus of the meeting was to establish the nature and extent of recent national patterns and trends in the differential mortality of the sexes; to seek to identify the likely underlying contributory processes; to consider the demographic, social, economic and public health consequences of sex differentials in mortality; and to explore and elaborate upon possible intervention strategies.

22. A programme on women and family health is being carried out to collect and disseminate information on issues related to women's health priorities and to the health implications of women's roles in reproduction, production and development. This includes analysis of health and social factors affecting maternal mortality and morbidity, the practice of breastfeeding, family nutrition, tropical diseases, child health, etc.

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