



**Governing Council  
of the  
United Nations  
Development Programme**

Distr.  
GENERAL

DP/1985/10  
6 March 1985

ORIGINAL: ENGLISH

Thirty-second session  
June 1985, New York  
Item 4(b) of the provisional agenda

SUPPORT

**IMPLEMENTATION OF DECISIONS ADOPTED BY  
THE GOVERNING COUNCIL AT PREVIOUS SESSIONS**

**Inter-organizational assessment of women's  
participation in development: summary report**

**Note by the Administrator**

**Summary**

This report responds to decisions 82/12 and 83/12 III, adopted at the twenty-ninth and thirtieth sessions of the Governing Council respectively, as well as to proposals by several of the participating organizations.

The "Inter-organizational assessment of women's participation in development" is a joint effort by the United Nations development system to review and appraise the accomplishments achieved and obstacles encountered in its technical co-operation programmes as it sought to implement the mandates received from the United Nations Decade for Women. The assessment includes four country case studies and reviews of selected projects in each country. These are complemented by a quantitative analysis of all ongoing projects executed and/or funded by the participating organizations in each country of the study. The present report focuses on a discussion of the methodology of the study, key findings and recommendations emerging from each country case study, the quantitative framework of the assessment and its implications and a set of recommendations for action, which draw upon the findings of the assessment as a whole. These recommendations are addressed to three parties: Governments, United Nations system organizations and non-governmental organizations.

The role of UNDP has been to co-ordinate the study, prepare general profiles of women's situation in the participating countries and prepare the consolidated report.

The Administrator recommends that the Council adopt the recommendations for action contained in chapter IV of the report.

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## INTRODUCTION

1. The "Inter-organizational assessment of women's participation in Development" is a joint effort by the United Nations development system to review and appraise the accomplishments achieved and obstacles encountered in its technical co-operation programmes as it sought to implement the mandates received from the General Assembly and other intergovernmental bodies in the course of the United Nations Decade for Women.<sup>1/</sup> It was prepared in response to Governing Council decisions 82/12 and 83/12, III, as well as to informal proposals from participating organizations.

2. A final proposal for the assessment<sup>2/</sup> was agreed to during an inter-agency meeting at Vienna in February 1983. A further meeting with all participating organizations was held at Geneva from 30 October to 1 November 1984, to review a draft of the report, at which full agreement was reached on the outline of the report and issues to be covered in the findings and recommendations.

3. The role of UNDP has been to co-ordinate the study, prepare general profiles of women's situation in the participating countries and prepare the consolidated report.

4. The study is being presented to the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women, to be held at Nairobi in July 1985. In addition, a preliminary version was released in early 1985 to provide an input into the preparations for the 1985 World Conference at the national as well as international level.

5. Participation in the study was system-wide; that is, it included all United Nations system organizations with a significant interest in the promotion of women's participation in development. They were the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the International Labour Organisation (ILO), the United Nations Capital Development Fund (UNCDF), the United Nations Department for Technical Co-operation for Development (UNDTCD), the United Nations Development Programme (UNDP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Fund for Population Activities (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Industrial Development Organization (UNIDO), the Voluntary Fund for the United Nations Decade for Women (VFDW), the World Bank, the World Food Programme (WFP) and the World Health Organization (WHO).

6. The main objective of the study was to assess the means, modalities and effectiveness of the efforts to promote a more active and deliberate involvement of women in development, based on government projects and programmes supported by the participating organizations. The ultimate purpose of the study was to formulate recommendations for improved strategies to ensure that technical co-operation activities enhance women's participation in development and the benefits they derive therefrom.

7. The joint assessment was not meant to take the place of individual agency reports. The intention was to demonstrate how the system, through collaboration and by virtue of the complementarity of the mandates of its member organizations, is in a position to offer a comprehensive programme of assistance to member Governments. To this end, it was decided to proceed by means of a limited number of country case studies, to which all participating organizations would contribute. In the interest of continuity, it was in principle further decided to locate the study in the same countries that participated in the joint agency/UNDP study, Rural Women's Participation in Development, that was presented to the 1980 World Conference of the United Nations Decade for Women. The four participating countries were Rwanda, Democratic Yemen, Indonesia and Haiti. (Democratic Yemen was substituted for the Syrian Arab Republic, one of the countries in the earlier study.)

8. The report starts with a discussion of the methodology of the assessment. The main body of the report consists of the four country case studies, each of which includes country-specific findings and recommendations. The latter are limited to issues that for one reason or another appear of special concern to the country in question. Additional findings and recommendations that appear in the chapter devoted to this subject alone are more general in nature but nevertheless address each of the countries studied, as well as others. (Inevitably there is some overlap between the different sets of findings and recommendations.)

9. The more comprehensive set of findings and recommendations, based on the four country case studies but also drawing on material that does not necessarily emerge specifically from these but which is well known and widely documented, appears in chapter II. Owing to the wide coverage of the assessment, including most economic and social sectors, the findings and recommendations that emerge are of necessity rather general in nature.

10. The findings and recommendations are followed by a presentation of the quantitative framework of the assessment and an analysis of its implications.

11. The final chapter is a "Call for action," whose recommendations address issues requiring immediate action if women's potential as contributors to and beneficiaries from development is to be fully realized in the foreseeable future. For lack of space, the present summary report focuses on the methodology of the study; key country-specific findings and recommendations; the quantitative framework of the study and some principal conclusions that emerge from it; and the "Call for action," addressed to Governments, United Nations system organizations and non-governmental organizations (NGOs).

## I. METHODOLOGY

### Original plan

12. In order to permit an appraisal of the response of the entire United Nations development system to the numerous Decade recommendations to promote women's participation in development, it was agreed that the assessment would cover all operational projects in the four participating countries. Consequently, each organization was to evaluate or assess all technical or non-technical co-operation projects supported or executed by it from the point of view of women's interests, regardless of whether the project contained activities specifically planned for women.<sup>3/</sup> Owing to the relatively large size of World Bank operations, it was agreed that its coverage would be selective. UNDP would be responsible for the co-ordination of the study, the preparation of general profiles of the situation of women in the four participating countries and the writing of the consolidated report.

13. Various efforts were made to ensure that the contributions from the participating organizations would be reasonably comparable. Thus, it was suggested that a questionnaire prepared by ILO and UNIDO should be used to collect certain basic information about each project, including: (a) title, location, source of funding, budget, duration, and executing agency; (b) focus and objectives of the project; (c) project activities; (d) organization, leadership and staffing; and (e) outcome, results and recommendations. The questionnaire was used by most organizations, often with modifications and additions to meet the specific needs of each organization.

14. In addition, it was suggested that a framework for analysis of women's participation in development, prepared by the World Bank, should be used. This proposal was also accepted by the majority of the participating organizations although the degree of adherence varied. The basic approach of the World Bank framework is that women's role in development must be made more visible; that is, in order to plan and assess women's role in development, an adequate data base must be provided.

15. The necessary data belong to two major categories: the economic and social activities performed by women and men in the project area; and women's access to and control of resources and benefits.

16. Activities performed by women are divided into three subcategories: production of goods and services; reproduction and maintenance of the human capital; and social functions. The third category may require some clarifying comments. It consists of activities that are performed as part of traditional customs or political processes. Whether they involve an economic dimension or not, they are clearly distinguishable from but affect the other two categories. It is often necessary to work through them if consensus is needed for project success, for instance, for voluntary work or community contributions.

17. Access and control analysis concerns a series of socio-economic factors, which not only determine who does what, where and how, but also influence the flow and control of resources and benefits. Such determinants, which often are interrelated, include community norms, familial norms, religious beliefs, legal parameters, demographic factors (including population/resource ratios and migration), economic conditions (including poverty levels, inflation and income distribution) and institutional structures (for instance, the nature of government bureaucracies).

18. Against the background of an analysis of activities performed by women and their access to and control of resources and benefits, the feasibility and impact of project activities may be assessed.

#### Revised format

19. Several organizations experienced difficulties in practice in adhering to all aspects of the plan. As concerns country coverage, UNFPA was unable to cover Haiti within the time-limit set for the assessment. (An evaluation will be undertaken in the spring of 1985.) UNCDF has no project in Indonesia. UNICEF and WHO were unable to submit reports for Democratic Yemen and Rwanda, and VFDW had no project in Rwanda and no project sufficiently advanced for an assessment in Democratic Yemen.

20. Comprehensive project coverage also proved too demanding and was abandoned by most organizations in favour of a selective approach. The criteria for project selection and the methods used to appraise project design, implementation and outcome were varied. Several organizations took pains to focus on projects where women's potential role was important, regardless of whether this role was recognized. The project reviews were undertaken by means of questionnaires alone or through the use of questionnaires and consultants, local as well as international.

21. For the preparation of sectoral profiles of women in the four countries, UNDP hired local consultants, whose work was guided by a headquarters staff member, who visited all four countries twice during the preparation of the profiles.

22. To conclude, it is clear that all participants in the assessment made substantial efforts to meet the objectives of the assessment. The same applies to the four participating countries, which, through the officials involved, participated in all aspects of the enterprise and offered very helpful support. Nevertheless, while project reviews and evaluations illustrate a wide range of problems encountered, and constructive and innovative solutions applied to deal with them, they do not provide a systematic, comprehensive overview of women's participation in United Nations technical co-operation activities. As this was a key objective of the system-wide assessment, an attempt was made to compensate for the overambitious study design through the provision and analysis of a quantitative framework of the assessment. The results are presented in chapter III of the report.

## II. COUNTRY CASE STUDIES: KEY FINDINGS AND RECOMMENDATIONS

### A. Rwanda

#### Findings

23. Since independence in 1962, the Government of Rwanda has shown considerable interest in women's situation in society. This is reflected in laws and statutes which in many respects give women full legal equality with men, and in the ratification in May 1981 of the United Nations Convention on the Elimination of All Forms of Discrimination against Women. Nevertheless, in practice women's position is weak in Rwandese society.
24. National development plans refer to women's interests, in particular with respect to education and training, but there is a lack of specific proposals for action. The lack of distinction between women's and men's role in society leads to the neglect of women's interests.
25. A basic problem for Rwandese women is that there is no effective national organization or other mechanism that can articulate women's interests and monitor and evaluate the impact on women of policies and programmes.
26. Rwanda is the most densely populated country in Africa with about 258 persons per sq km. In relation to arable land the density is more than 550 persons per sq km. The population growth rate is 3.6 per cent per year, with a fertility rate of 8.6 children per woman. More than one half of the population is under 15 years of age.
27. The country is overwhelmingly rural. Fully 93 per cent of the population lives in rural areas, where the vast majority of women are involved with agriculture, often on miniscule family holdings. Pressures created by population growth, diminishing size of land holdings, exhaustion of the soil and deforestation have reached alarming proportions. Lack of adequate caloric intake is widespread.
28. The second and third five-year development plans, covering the years 1977-1981 and 1982-1986, have laid strong emphasis on the provision of services and facilities designed to lead to integrated rural development, in which production would be increased through the combination of farming and animal husbandry. Programmes and services include the intensification and diversification of agriculture, training, emphasis on leadership, reform of services, creation of social and economic services at the commune level, promotion of employment, and creation of facilities for the marketing of agricultural products. These programmes are all of potential interest to women but seldom address themselves directly to women.
29. No less important are the studies and consultancies over the past decade designed to develop a comprehensive population policy, dealing with problems of fertility, mortality, maternal and child health care, family planning and migration. In 1981, a National Population Office (ONAPO) was created. It has planning as well as implementing functions.

### Recommendations

30. National policy regarding women's interests should be reflected in a more concrete fashion in development programmes.
31. Agricultural development programmes should be reviewed from the point of view of women's role and interests in rural development. As appropriate, schemes for basic services should be redesigned with the active participation of women in all stages of planning and implementation.
32. The detailed population policy must be implemented without delay and addressed not only to women but to men and youth as well. The interrelationships between nutrition, maternal and child health and child spacing must be stressed. It would be highly advisable to establish a community-based delivery system of primary health care, emphasizing preventive care and with special emphasis on maternal and child health care and family planning.

### B. Democratic Yemen

#### Findings

33. Since independence, profound changes in women's traditional role and status have occurred. The Government has promoted equality of the sexes, entailing major legal changes, particularly in civil law, educational reform and expansion, and encouraged women to enter politics and take up employment outside the home.
34. Nevertheless, a number of practical constraints and obstacles have been encountered due to the social conservatism of traditional Yemeni society. Poverty is another major constraint. The Government is unable to allocate the necessary material resources to alleviate women's basic problems.
35. Democratic Yemen has a strong women's organization, the General Union of Yemeni Women (GUYW), which is increasingly reaching local communities through a countrywide network.
36. The population is estimated to be about 2 million, with a growth rate of 2.6 per cent per year and a fertility rate of 6.9 children per woman. Thirty-seven per cent of the population lives in urban areas, 53 per cent is rural and 10 per cent is nomadic. Democratic Yemen is thus the most urbanized of all the countries in the study. Nevertheless, rural development is a major problem. Only 1 per cent of the total land area is cultivable, and the water shortage is severe. Animal husbandry is an important part of agriculture and is to a large extent the responsibility of women. Moreover, with the temporary emigration of men for employment in the neighbouring oil-rich countries, many rural areas suffer from a labour shortage.
37. In urban areas, large numbers of women are employed in the formal sector, including industry. Nevertheless, child care and domestic work remain almost entirely their responsibility.



38. Since independence, major efforts have been made to improve the social and economic infrastructure nationally. The current five-year development plan devotes major resources to water supply projects. Although major shortages remain, great advances have also been made in the provision of health care and educational facilities.

#### Recommendations

39. More in-depth information about women's needs and interests is needed. Data on women's role in agriculture and domestic work are particularly lacking.

40. The extension service should be expanded and improved so that it is accessible to women and relevant to their role in agricultural production, in particular in animal husbandry.

41. Both urban and rural women should be assisted to undertake income-generating activities of their own and to enter employment in the modern sector. This will require appropriate technical training and literacy programmes.

42. More effective population education training and materials should be developed. Where possible, population education and family planning programmes should include basic nutrition education, literacy and skill training.

43. To overcome the special difficulties of providing primary education to rural children, in particular girls, it is suggested that rural women, willing to commit themselves to teaching in rural areas, be identified and given teacher training.

#### C. Indonesia

44. Formally, the Government of Indonesia fully recognizes the need for involving women in the development process. Equity in the fields of labour, health, politics and law is guaranteed in the constitution, but in practice women's interests have been viewed as confined to social issues.

45. In the current five-year development plan, however, the concern for women's interests goes beyond purely social issues and moves into other sectoral activities, in particular those involving training and extension services of benefit to women.

46. Since 1978, Indonesia has had a special Office of Women's Affairs, headed since 1983 by a Minister of State for Women's Affairs.

47. Indonesia is the fifth most populous country in the world, estimated to have had 158 million people in 1983. Overall population density was 77 persons per sq km in 1980, but the population is very unevenly distributed; on Java, with 62 per cent of the total population, the density was 690 persons per sq km, while on the outer islands it decreased to 12 (Kalimantan) or 59 (Sumatra). A long-term family planning programme has had considerable impact on containing population growth.

48. The economic importance of agriculture is declining but it still occupies about 55 per cent of the labour force. Agricultural employment among economically active women declined from 60.8 to 52.5 per cent from 1971 to 1980. Indonesian agriculture consists primarily of small-holder farming. However, about 46 per cent of rural households are either landless or have too little land to support a family. Women play a very important role both as agricultural labourers and as earners of supplementary income from non-farm activities. The division of labour among women and men is usually quite flexible, particularly among small farmers and the landless. Long hours and occupational multiplicity are common.

49. Manufacturing production, especially in cottage and small-scale industries, is an important source of income for rural women but earnings are extremely low. Competition is increasing as a result of a growing demand for non-agricultural employment and a growing supply of consumer goods manufactured by large-scale industrial enterprises.

50. Indonesia has an efficient, community-focused maternal and child health care and family planning programme that is effectively linked with other development programmes. Nevertheless, many health problems remain quite serious. To a large extent these are linked with the lack of potable water supply and poor sanitation.

51. Considerable progress has been made in education, where at the primary level attendance approaches 100 per cent for both girls and boys. Nevertheless, preference tends to be given to boys rather than girls, and secondary education for girls is particularly limited.

#### Recommendations

52. Major efforts are required to expand non-agricultural employment for women in rural areas, especially on Java and Bali. To a large extent those efforts should focus on the development of cottage and small-scale industry and other small business enterprises.

53. A further intensification of land use may be achieved through expanded horticultural and poultry production, and small animal husbandry. The extension service should be expanded, with staff trained in non-farm income generation.

54. The expansion of an effective primary health care system should be continued, with special attention given to the health problems of women living on the outer islands.

55. There is an urgent need to expand secondary, vocational and technical education for girls. Continued expansion of literacy programmes is important.

D. Haiti

Findings

56. The Government of Haiti ratified the United Nations Convention on the Elimination of All Forms of Discrimination against Women in 1980.

Nevertheless, many legal inequalities still exist and there is a need to undertake numerous revisions of existing laws to bring them within the requirements of the Convention.

57. While the two latest five-year plans, for 1976-1981 and 1982-1986, stress the development of economic and social infrastructures, including the need to integrate women in development, they do not identify and address specific problems faced by women.

58. Haiti has no national mechanism to act as a co-ordinating body for integrating women in development, and women are poorly represented in the political and administrative machinery of the country. Currently the key women's organization is the Haitian Centre for Research and Promotion of Women (CHREPROF).

59. A population density of 182 persons per sq km represents a serious problem since only one third of the land is arable. The rate of population growth is comparatively moderate at 1.42 per cent per year, reflecting a high level of mortality, relatively modest fertility (partly as a result of women's poor state of health) and a high rate of male emigration.

60. The female employment pattern is undergoing important changes, but modifications in the definition of employment in the 1982 census preclude meaningful comparisons with the results of the 1971 census. One outstanding finding from the 1982 census is that the level of unemployment is extremely high, particularly in Port-au-Prince but also among young women in rural areas. In Port-au-Prince, unemployment averages 35 per cent among all age groups and reaches 45 per cent for those aged 15-24 years of age. In spite of this situation, large numbers of women continue to move to Port-au-Prince in search of employment.

61. Agriculture remains the most important source of livelihood for Haitian women, the majority of whom live in rural areas. Agricultural employment is, however, more important for men than for women. In the face of growing land shortage, women have turned to trade as a means of supplementing family income. For a significant number of women trade has become a full-time occupation and trade in foodstuffs and rural consumer goods is entirely in the hands of women. Rural women also engage in whatever other non-agricultural income-generating activities that may be available.

62. Since the early 1970s, industrial production has been growing rapidly. It now contributes about one half of Haitian exports. It provides employment to a relatively large number of women, who slightly outnumber male employees. Women, however, are not much involved in cottage industries.

63. Health problems in Haiti are severe. Infant mortality has been estimated at 96 per 1,000 in rural areas, and almost twice that level in Port-au-Prince. In recent years various large-scale health care programmes have been initiated, focusing on maternal and child health care and family planning. Rural women have benefited from the training in modern practices of 7,000 traditional midwives.

64. The level of formal education is extremely low in Haiti. The present five-year plan includes massive provision for improvement in educational resources. School attendance reached about 55 per cent in rural areas during 1981-1982. It was fairly even for boys and girls, and this remains the case at secondary level. A major problem is the language of instruction. It is French, despite the fact that only 7 per cent of the population can use French as a working language, and only 3 per cent are actually fluent.

#### Recommendations

65. Women's legal rights need to be strengthened further.

66. Development plans and programmes should move beyond a general approach to the identification of and response to women's and men's specific concerns, which often require different approaches for their amelioration.

67. The development of women's organizations should be encouraged in order to give women a voice in society.

68. There is an urgent need to increase non-agricultural employment. To facilitate women's entry into employment their access to basic education and vocational, technical and literacy training must be increased.

69. The social effects of women's increasing role as traders, with long absences from home, should be studied and monitored.

70. Rural and urban women should be encouraged and assisted to establish small businesses through group formation and collaboration, including the provision of savings and loan facilities.

71. Preventive and curative health care programmes need to be linked to income-generating activities to enable women to improve the nutritional status of the family. Potable water supply and sanitary facilities must be improved.

### III. THE QUANTITATIVE FRAMEWORK OF THE ASSESSMENT AND ITS IMPLICATIONS

72. To obtain a quantitative framework, within which the wider relevance of the project reviews that form part of the country case studies could be assessed, the participating organizations were asked to provide a complete list of operational projects in the four countries covered by the assessment. It was further requested that the projects be divided into three groups, defined as follows: (a) all projects that had components specifically designed for women's participation; (b) all projects that had components that affected women but which did not provide for direct participation by women; and (c) all projects of no immediate interest to women.

73. The results of this exercise are summarized in table 1, which shows the number, total budgets and percentage distribution of the technical assistance and capital and food aid offered by 11 of the organizations that contributed to the assessment. UNICEF and the World Bank did not participate in this part of the study. UNDP, of course, is primarily a funding organization, which designates other members of the United Nations development system for the implementation of the bulk of the projects it supports. Consequently, it has not been given an entry of its own in this table. The same applies, to an extent, to UNFPA and VFDW. Projects funded by these two organizations but executed by other United Nations system organizations are included among the projects of the participating and executing agencies and excluded from the entries for UNFPA and VFDW.

74. In the table, the category of projects that comprised activities specifically designed for women were split into two subgroups, A1 and A2. The first sub-group comprises 9 of the 42 projects in group A. It consists of projects designed exclusively for women, whereas subgroup A2 consists of projects designed for the joint participation of men and women. While the number of projects of exclusive interest to women constitutes about 21 per cent of all projects in category A, the budgetary allocation is very small, 1.4 per cent of the total allocation for projects in this category and 0.2 per cent of the total amount of assistance of about \$500 million. The allocation for category A projects is \$66 million, about 13 per cent of the total; these projects constitute 16.5 per cent of all projects considered.

75. The most striking feature of the table is, however, the heavy concentration of projects in category B, that is, projects that affect women but for which no provision was made for their participation. In terms of budgetary allocations, they constitute no less than \$391 million or 78 per cent of the total. In numbers, these projects constitute 60 per cent of the total.

76. The interpretation of these figures is not entirely obvious. The lack of attention to women's needs and interests in the planning of project activities does not rule out some participation of women at a later stage, since project staff may become aware of the need to involve women in the course of implementation. In addition, a project may of course benefit women even though they do not participate in project activities. The project reviews

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Table 1. Number and budgets (\$US)<sup>a/</sup> of operational technical co-operation and capital and food aid projects<sup>b/</sup> in Rwanda, Democratic Yemen, Indonesia and Haiti funded and/or executed by United Nations system organizations by organization and degree of involvement of women, 1984<sup>c/</sup>

| Organization | Degree of involvement of women <sup>d/</sup> |                   |                    |                   |                    |                   |                    |                   |                    |                   |
|--------------|--|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|
|              | A1   |                   | A2                 |                   | B                  |                   | C                  |                   | Total              |                   |
|              | Number of projects                           | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation |
| FAO          | 3  | 419 000           | 4                  | 5 816 370         | 34                 | 32 122 553        | 33                 | 9 595 780         | 74                 | 47 953 703        |
| Per cent     | 4.1  | 0.9               | 5.4                | 12.1              | 45.9               | 67.0              | 44.6               | 20.0              | 100                | 100               |
| IFAD         |  |                   |                    |                   | 9                  | 135 800 000       |                    |                   | 9                  | 135 800 000       |
| Per cent     |  |                   |                    |                   | 100.0              | 100.0             |                    |                   | 100                | 100               |
| ILO          |  |                   | 1                  | 570 175           | 12                 | 15 093 617        | 4                  | 2 143 060         | 17                 | 17 806 852        |
| Per cent     |  |                   | 5.9                | 3.2               | 70.6               | 84.8              | 23.5               | 12.0              | 100                | 100               |
| UNCDF        |  |                   |                    |                   | 10                 | 10 829 000        | 2                  | 2 852 000         | 12                 | 13 681 000        |
| Per cent     |  |                   |                    |                   | 83.3               | 79.2              | 16.7               | 20.8              | 100                | 100               |
| UN/DICD      |  |                   | 1                  | 339 471           | 11                 | 9 707 371         | 9                  | 10 051 150        | 21                 | 20 097 992        |
| Per cent     |  |                   | 4.8                | 1.7               | 52.3               | 48.3              | 42.9               | 50.0              | 100                | 100               |
| UNESCO       |  |                   |                    |                   | 18                 | 22 839 000        | 1                  | 6 100 000         | 19                 | 28 939 000        |
| Per cent     |  |                   |                    |                   | 94.7               | 78.9              | 5.3                | 21.1              | 100                | 100               |
| UNFPA        | 2  | 346 811           | 16                 | 10 043 003        | 15                 | 6 439 735         | 6                  | 12 798 698        | 39                 | 29 628 247        |
| Per cent     | 5.1  | 1.2               | 41.0               | 33.9              | 38.5               | 21.7              | 15.4               | 43.2              | 100                | 100               |
| UNIDO        |  |                   |                    |                   | 10                 | 14 793 546        | 4                  | 458 600           | 14                 | 15 252 146        |
| Per cent     |  |                   |                    |                   | 71.4               | 97.0              | 28.6               | 3.0               | 100                | 100               |
| VFDW         | 4  | 166 630           |                    |                   |                    |                   |                    |                   | 4                  | 166 630           |
| Per cent     | 100.0  | 100.0             |                    |                   |                    |                   |                    |                   | 100                | 100               |
| WFP          |  |                   | 6                  | 45 432 600        | 12                 | 137 556 200       |                    |                   | 18                 | 182 988 800       |
| Per cent     |  |                   | 33.3               | 24.8              | 66.7               | 75.2              |                    |                   | 100                | 100               |
| WHO          |  |                   | 5                  | 2 963 274         | 21                 | 5 498 820         | 1                  | 28 000            | 27                 | 8 490 094         |
| Per cent     |  |                   | 18.5               | 34.9              | 77.8               | 64.8              | 3.7                | 0.3               | 100                | 100               |
| TOTAL        | 9  | 932 441           | 33                 | 65 164 893        | 152                | 390 679 842       | 60                 | 44 027 288        | 254                | 500 804 464       |
| Per cent     | 3.5  | 0.2               | 13.0               | 13.0              | 59.8               | 78.0              | 23.6               | 8.8               | 100                | 100               |

<sup>a/</sup>Budget figures are limited to funds controlled by the organization in question. Unfortunately, government budgets were not available for all projects and therefore could not be included in the table.

<sup>b/</sup>Capital and food aid is offered by IFAD, UNCDF and WFP.

<sup>c/</sup>The table refers to projects operational in 1984, but may include a few that terminated in 1983.

<sup>d/</sup>The degree of involvement is defined as follows:

- A1 Projects of exclusive concern to women;
- A2 Project activities designed to include women;
- B Project activities will affect women but no provision made for their direct participation;
- C Project activities of no immediate interest to women.

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included in the country case studies offer many examples of both these types of projects. To what extent they occur among the entire body of category B projects is impossible to say without further investigation.

77. There is reason to believe, however, that projects in which women's participation occurred as an afterthought may have been specially selected for inclusion in the assessment, and therefore may be more heavily represented here than is typical for all category B projects. This tentative conclusion is reached on the basis of the information offered by participating organizations concerning the criteria used for the inclusion of projects to be reviewed or evaluated for the assessment.

78. Moreover, and most importantly, the reviews indicate that the inclusion of women as an afterthought was not as effective as it might have been if women had participated as partners with men from the inception of the project.

79. Projects designed to benefit the poor through such improved infrastructure facilities as water supply, irrigation works and road-building, will of course often benefit women as well as men. For this reason it is not deemed necessary to specify women in project plans and objectives. It is well to bear in mind, however, that men and women will normally benefit in different ways from the same project owing to their different roles in the local division of labour. An irrigation project may, for example, fail to improve potable water supply, a benefit of special interest to women that could have been included at little extra cost. The development literature contains numerous examples of projects of this kind, which, for lack of involvement of women, have failed to meet a significant part of their objectives.

80. Projects deemed to be of no immediate interest to women amounted to less than 24 per cent of all projects and accounted for less than 9 per cent of all budget allocations.

81. Before considering the implications of the relative distribution of projects, in particular the heavy concentration of project funds in category B, it is advisable to scrutinize the entries of the different organizations. It will readily be seen that the entries for IFAD and WFP are of an order of magnitude of their own. The budget allocation for the 27 projects assisted by these two organizations comprises about 64 per cent of the total and averages close to \$12 million per project, compared with an average project cost of about \$800,000 for all remaining organizations. In addition, all of the IFAD and WFP projects are either in category A or B, mostly in B.

82. The reason for singling out the assistance of IFAD and WFP for special consideration is not only the size of the project allocations but also the nature of the assistance offered by these two organizations. Both focus their assistance on the poor but it consists only to a relatively minor extent of technical assistance.

83. IFAD offers loans for capital investment on highly concessional terms and related technical assistance in the form of grants. As an example of the

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relative importance of the two forms of aid, it may be mentioned that out of a total programme of assistance of about \$280 million approved in 1983, less than 7 per cent consisted of technical assistance grants. The general mandate of WFP is to provide food aid in the context of development projects. Thus, WFP projects are often closely related to technical co-operation projects but the technical assistance is not provided by WFP; it is provided by one or more of the other United Nations system organizations. UNCDF belongs to the same category of organizations. Although its scale of operations is relatively small, UNCDF is similar to IFAD in that it offers grants for capital investment (not limited to agriculture) in conjunction with technical operation projects. The funding of the latter is, however, provided by other organizations, often UNDP. Adding UNCDF assistance to IFAD and WFP assistance increases the share of capital and food aid from 63.7 to 66.4 per cent of the total.

84. The assistance provided by these three organizations is obviously a highly significant component in the development co-operation offered by the United Nations family of organizations. To assess the extent to which women have become involved in the technical co-operation efforts of the system, however, it seems more appropriate to focus on the programmes funded and implemented by those organizations that engage in technical co-operation activities only. Therefore, table 2 presents a limited version of the information contained in table 1, excluding the entries for IFAD,<sup>4/</sup> UNCDF and WFP.

85. From table 2 it is readily seen that the exclusion of capital and food aid affects the pattern of distribution among different categories of projects significantly. The biggest changes affect categories B and C, with allocations falling from 78.0 to 63.3 per cent for B and increasing from 8.8 to 24.5 per cent for C, while category A projects decline from 13.2 to 12.3 per cent. Nevertheless, allocations for category B (that is, projects that were classified as affecting women but in which originally no provision was made for their direct participation in project implementation) remain, with 63 per cent of the total, by far the largest category.

86. Again, while category B projects do not provide for women's participation in the work plan, this does not exclude the possibility that some participation will occur as part of project implementation. There is, however, no guarantee that this will be the case. Moreover, even if it does occur, it may be very difficult to provide any substantive remedy once budget allocations and institutional arrangements for project execution have been made. Similarly, women may receive benefits from the projects, although there is reason to believe that the beneficial effect would be greater if women had been actively involved in project planning and implementation.

87. In the light of the reviews of selected projects, as reported in the country case studies, the most likely explanation for the neglect of women's interest seems to be that existing guidelines and instructions are not being adhered to. In addition, project staff, at headquarters and in the field, often lack the experience and/or training to deal with women's role in

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Table 2. Number and budgets (\$US)<sup>a/</sup> of operational technical co-operation projects<sup>b/</sup> in Rwanda, Democratic Yemen, Indonesia and Haiti funded and/or executed by United Nations system organizations by organization and degree of involvement of women, 1984<sup>c/</sup>

| Organization | Degree of involvement of women <sup>d/</sup> |                   |                    |                   |                    |                   |                    |                   |                    |                   |
|--------------|--|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|
|              | A1   |                   | A2                 |                   | B                  |                   | C                  |                   | Total              |                   |
|              | Number of projects                           | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation |
| FAO          | 3  | 419 000           | 4                  | 5 816 370         | 34                 | 32 122 553        | 33                 | 9 595 780         | 74                 | 47 953 703        |
| Per cent     | 4.1  | 0.9               | 5.4                | 12.1              | 45.9               | 67.0              | 44.6               | 20.0              | 100                | 100               |
| ILO          |  |                   | 1                  | 570 175           | 12                 | 15 093 617        | 4                  | 2 143 060         | 17                 | 17 806 852        |
| Per cent     |  |                   | 5.9                | 3.2               | 70.6               | 84.8              | 23.5               | 12.0              | 100                | 100               |
| UN/DICD      |  |                   | 1                  | 339 471           | 11                 | 9 707 371         | 9                  | 10 051 150        | 21                 | 20 097 992        |
| Per cent     |  |                   | 4.8                | 1.7               | 52.3               | 48.3              | 42.9               | 50.0              | 100                | 100               |
| UNESCO       |  |                   |                    |                   | 18                 | 22 839 000        | 1                  | 6 100 000         | 19                 | 28 939 000        |
| Per cent     |  |                   |                    |                   | 94.7               | 78.9              | 5.3                | 21.1              | 100                | 100               |
| UNFPA        | 2  | 346 811           | 16                 | 10 043 003        | 15                 | 6 439 735         | 6                  | 12 798 698        | 39                 | 29 628 247        |
| Per cent     | 5.1  | 1.2               | 41.0               | 33.9              | 38.5               | 21.7              | 15.4               | 43.2              | 100                | 100               |
| UNIDO        |  |                   |                    |                   | 10                 | 14 793 546        | 4                  | 458 600           | 14                 | 15 252 146        |
| Per cent     |  |                   |                    |                   | 71.4               | 97.0              | 28.6               | 3.0               | 100                | 100               |
| VFDW         | 4  | 166 630           |                    |                   |                    |                   |                    |                   | 4                  | 166 630           |
| Per cent     | 100.0  | 100.0             |                    |                   |                    |                   |                    |                   | 100                | 100               |
| WHO          |  |                   | 5                  | 2 963 274         | 21                 | 5 498 820         | 1                  | 28 000            | 27                 | 8 490 094         |
| Per cent     |  |                   | 18.5               | 34.9              | 77.8               | 64.8              | 3.7                | 0.3               | 100                | 100               |
| TOTAL        | 9  | 932 441           | 27                 | 19 732 293        | 121                | 106 494 642       | 58                 | 41 175 288        | 215                | 168 334 664       |
| Per cent     | 4.2  | 0.6               | 12.6               | 11.7              | 56.3               | 63.3              | 27.0               | 24.5              | 100                | 100               |

<sup>a/</sup>Budget figures are limited to funds controlled by the organization in question. Unfortunately, government budgets were not available for all projects and therefore could not be included in the table.

<sup>b/</sup>Excluding capital and food aid projects, i.e., projects funded by IFAD, UNCDF and WFP.

<sup>c/</sup>The table refers to projects operational in 1984, but may include a few that terminated in 1983.

<sup>d/</sup>The degree of involvement is defined as follows:

- A1 Projects of exclusive concern to women;
- A2 Project activities designed to include women;
- B Project activities will affect women but no provision made for their direct participation;
- C Project activities of no immediate interest to women.

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development with confidence. In addition, there appears to be a continuing need for special programming assistance. With present arrangements, for the four countries covered by the study, fewer than one in six projects that were reported to affect women were planned to involve them in their implementation.

88. It is also of interest to consider the interorganizational differences revealed by table 2, excluding VFDW whose assistance is given to women only. The two organizations with the relatively largest allocation for projects in category A are UNFPA and WHO (about 35 per cent for each). This does not necessarily indicate greater interest in furthering women's participation than displayed by other organizations. Rather, as shown in the country case studies, it is a reflection of the mandates of these two organizations, which favour assistance in areas where women's participation is a must, such as maternal and child health care and family planning. Among remaining organizations, FAO has the next highest proportion of category A projects, close to 13 per cent. This is about four times as high as the ILO figure. UNESCO and UNIDO have no projects in category A. These figures should, however, be approached with caution as the statistical reliability of the very small sample involved is questionable.

89. The small number of projects in subcategory A1, "women's projects," clearly indicates that, to the extent that women's interests are being taken into account, this occurs mainly in the context of relatively large-scale projects, in which women participate together with men. This is in line with the majority of recommendations on women in development, which state that women's interests should be integrated into the mainstream of development activities and not dealt with as a separate issue.

90. The information presented in tables 1 and 2 has also been compiled on a country-specific basis. This information is shown in summary form in tables 3 A and B.

91. These two tables indicate a few significant differences among the four countries covered by the assessment. Including or excluding capital and food aid, Haiti has, for example, by far the largest allocation of category C projects: that is, projects that are considered neutral from the point of view of women's interest or involvement. In table 3 B, which excludes capital and food aid, the share of allocations for category C projects is 60 per cent, or twice as high as the corresponding share for Democratic Yemen and roughly about four times as high as those for Rwanda and Indonesia. However, more than two thirds of the category C allocation in Haiti is covered by a UNFPA project for "Administration and operation support" [among other UNFPA-supported projects]. If this project is excluded, the share of category C projects is reduced from 60.0 to 32.2 per cent of the total. This is similar to the proportion of category C projects in Democratic Yemen.

92. The shares of technical assistance and capital and food aid are also very different. Democratic Yemen has the lowest share of allocations for technical assistance, 24.6 per cent of the total. Rwanda has the highest, 57.7 per cent; Indonesia and Haiti have 30.1 and 40.3 per cent, respectively.

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Table 3. Number and budgets (\$US)<sup>a/</sup> of operational technical co-operation and capital and food aid projects in Rwanda, Democratic Yemen, Indonesia and Haiti funded and/or executed by United Nations system organizations by organization and degree of involvement of women, 1984<sup>b/</sup>

A. Technical co-operation and capital and food aid projects<sup>c/</sup>

| Country          | Degree of involvement of women <sup>d/</sup> |                   |                    |                   |                    |                   |                    |                   |                    |                   |
|------------------|--|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|
|                  | A1   |                   | A2                 |                   | B                  |                   | C                  |                   | Total              |                   |
|                  | Number of projects                           | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation |
| Rwanda           |  |                   | 4                  | 4 677 917         | 26                 | 47 470 284        | 8                  | 5 335 769         | 38                 | 57 483 970        |
| Per cent         |  |                   | 10.5               | 8.1               | 68.4               | 82.6              | 21.1               | 9.3               | 100                | 100               |
| Democratic Yemen | 1  | 110 000           | 5                  | 9 698 611         | 24                 | 78 698 357        | 17                 | 7 531 740         | 47                 | 96 038 708        |
| Per cent         | 2.1  | 0.1               | 10.6               | 10.1              | 51.1               | 81.9              | 36.2               | 7.8               | 100                | 100               |
| Indonesia        | 6  | 510 441           | 16                 | 37 228 884        | 64                 | 227 551 728       | 22                 | 11 935 209        | 108                | 277 226 262       |
| Per cent         | 5.6  | 0.2               | 14.8               | 13.4              | 59.3               | 82.1              | 20.4               | 4.3               | 100                | 100               |
| Haiti            | 2  | 312 000           | 8                  | 13 559 481        | 38                 | 36 959 473        | 13                 | 19 224 570        | 61                 | 70 055 524        |
| Per cent         | 3.3  | 0.5               | 13.1               | 19.4              | 62.3               | 52.8              | 21.3               | 27.4              | 100                | 100               |
| TOTAL            | 9  | 932 441           | 33                 | 65 164 893        | 152                | 390 679 842       | 60                 | 44 027 288        | 254                | 500 804 464       |
| Per cent         | 3.5  | 0.2               | 13.0               | 13.0              | 59.8               | 78.0              | 23.6               | 8.8               | 100                | 100               |

B. Technical co-operation projects<sup>e/</sup>

| Country          | Degree of involvement of women <sup>d/</sup> |                   |                    |                   |                    |                   |                    |                   |                    |                   |
|------------------|--|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|
|                  | A1   |                   | A2                 |                   | B                  |                   | C                  |                   | Total              |                   |
|                  | Number of projects                           | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation | Number of projects | Budget allocation |
| Rwanda           |  |                   | 4                  | 4 677 917         | 20                 | 23 134 384        | 8                  | 5 335 769         | 32                 | 33 148 070        |
| Per cent         |  |                   | 12.5               | 14.2              | 62.5               | 69.8              | 25.0               | 16.1              | 100                | 100               |
| Democratic Yemen | 1  | 110 000           | 3                  | 2 704 211         | 17                 | 13 841 257        | 16                 | 6 964 740         | 37                 | 23 620 208        |
| Per cent         | 2.7  | 0.5               | 8.1                | 11.5              | 46.0               | 58.6              | 43.2               | 29.5              | 100                | 100               |
| Indonesia        | 6  | 510 441           | 14                 | 9 771 184         | 57                 | 61 094 228        | 22                 | 11 935 209        | 99                 | 83 311 062        |
| Per cent         | 6.1  | 0.6               | 14.1               | 11.7              | 57.6               | 73.1              | 22.8               | 14.5              | 100                | 100               |
| Haiti            | 2  | 312 000           | 6                  | 2 578 981         | 27                 | 8 424 773         | 12                 | 16 939 570        | 47                 | 28 255 324        |
| Per cent         | 4.3  | 1.1               | 12.8               | 9.1               | 57.5               | 29.8              | 25.5               | 60.0              | 100                | 100               |
| TOTAL            | 9  | 932 441           | 27                 | 19 732 293        | 121                | 106 494 642       | 58                 | 41 175 288        | 215                | 168 334 664       |
| Per cent         | 4.2  | 0.6               | 12.6               | 11.7              | 56.3               | 63.3              | 27.0               | 24.5              | 100                | 100               |

<sup>a/</sup>Budget figures are limited to funds controlled by the organization in question. Unfortunately, government budgets were not available for all projects and therefore could not be included in the table.

<sup>b/</sup>The table refers to projects operational in 1984, but may include a few that terminated in 1983.

<sup>c/</sup>Capital and food aid is offered by IFAD, UNCDF and WFP.

<sup>d/</sup>The degree of involvement is defined as follows:

- A1 Projects of exclusive concern to women;
- A2 Project activities designed to include women;
- B Project activities will affect women but no provision made for their direct participation;
- C Project activities of no immediate interest to women.

<sup>e/</sup>Excluding capital and food aid projects, i.e., projects funded by IFAD, UNCDF and WFP.

93. To conclude the presentation of the quantitative framework of the assessment, a few observations may be made concerning the wider relevance of the findings that emerge from it, bearing in mind that it is based on projects in only four countries.

94. The countries included in the study share problems, the solutions of which must involve women. Three of the countries are predominantly rural, Democratic Yemen less so. Three are classified as least developed countries while the fourth, Indonesia, is rich in natural resources but, nevertheless, continues to contend with large-scale poverty. To ameliorate the poverty problem, all four countries focus to a large extent on rural development and the provision of basic services in their development plans and related technical co-operation programmes. These activities are all of immediate interest to women as well as men, as indicated by the project classification (categories A and B) presented in the three tables included in this chapter.

95. The distribution of projects among different United Nations organizations in tables 1 and 2 appears to be representative of the United Nations development system as a whole. Moreover, while the number of projects subjected to intensive review in the country case studies is much more limited than the projects included in the tables, they appear quite representative of the larger number of projects in these countries.

96. Consequently, it seems justified to suggest that the findings emerging from the assessment are valid for projects of the nature identified in paragraph 94 above, not only in the four countries covered by the study but for such projects in other countries as well. However, the extent to which such technical co-operation projects occur in different countries is quite varied. In addition, there may be other types of projects, not represented in the present study, that may also be of immediate concern to women. Under any circumstances, as a first step to ascertain the relevance of the assessment in each country, all ongoing technical co-operation projects should be classified according to the scheme used in the assessment.

#### IV. CALL FOR ACTION

97. The "Inter-organizational assessment of women's participation in development" is an ambitious undertaking that attempts to describe and illustrate the full range of problems encountered by women in a small sample of developing countries and the technical co-operation response to these problems by the United Nations development system. The general findings and recommendations, which cannot be included in this brief summary report, are numerous and cover a very wide range of action that in many instances needs to be more precisely defined and analysed. This involves a complex process, whose key actors and priorities must be identified. The present chapter briefly addresses this issue.

98. The plans and programmes of action that have emerged from the United Nations Decade for Women cover a vast area and require substantive and substantial changes in firmly entrenched attitudes and behaviour. Consequently, it is not realistic to expect profound changes to occur overnight. Viewed from this perspective, the progress that has been made by Governments and United Nations system organizations is substantial. At the same time, and as might be expected, the obstacles encountered have also been substantial. A call for action needs to focus on how to surmount the obstacles rather than dwell on accomplishments.

99. Furthermore, the implementation of programmes of action of the kind being dealt with will in itself generate the need for still further action. One measure of the accomplishments of the Decade is the increased and improved articulation of large numbers of recommendations for action that earlier only existed in rudimentary form.

100. In the context of technical co-operation between sovereign Governments and United Nations system organizations, the fundamental issues are faced by the individual Governments of the developing countries. The call for action will therefore first address itself to priority concerns of Governments and then take up those of the United Nations development system. The distinction is mainly based on practical and administrative considerations and should in no way obscure the commonality of interests of the two parties. It should in particular be noted that the general mandate of the United Nations development system is to support the efforts of the developing countries to accelerate their economic and social development through assistance to government projects and programmes, geared to national development plans and priorities and for the benefit of their entire populations. Women's interests are part and parcel of this mandate. Some recommendations are also addressed to NGOs.

101. For issues where joint action is necessary or desirable, they may be included under more than one heading.

102. The Administrator recommends that the Council endorse the recommendations for action contained in paragraphs 103-125 below.

A. Action by Governments

1. Short-term action

(a) Political commitment

103. Women's participation in development is above all a political issue. It is therefore recommended that Governments make their commitment to the issue known through well publicized policy declarations that should be reinforced and elaborated continuously as part of the implementation of ensuing action programmes. To ensure that the policies become widely known and understood, it is further recommended that women's offices and organizations as well as NGOs with mixed membership be enlisted to assist in providing information and advocacy and in instituting linkages between actual and potential implementors of projects and programmes. The organizations should be given a clear mandate and appropriate assistance to acquire the necessary technical and managerial skills to carry out the mandate.

(b) Women in development planning

104. No less important is the need to give closer attention to women's issues in development planning. Attention is needed to women as a general issue with implications for the process of development as a whole and as a sectoral issue, requiring specific co-ordinated action in all the economic and social sectors (employment, agriculture, rural development, industry, credit, education and training, population, health and nutrition, water and sanitation). Staff training and resource reallocation will have to be part of the desirable policy changes.

(c) Women in technical co-operation

105. To bring technical co-operation to bear on women's role in development, the issue should be discussed in concrete and specific terms during all key programming events, such as the preparation of country programmes, donors' round-table meetings and the identification and design of technical co-operation projects and programmes. The discussion should be based on careful documentation of women's actual and projected role in the areas of activity under consideration.

2. Medium-term action

(a) Diagnosis and programmes of action

106. The detailed implementation of these recommendations will require the adoption of comprehensive programmes of action, geared to the cultural and institutional setting of each country. For each sector and each issue, a specific diagnosis is needed, followed by an appropriate programme of action. The necessary arrangements for this kind of work need to be made without delay within each ministry.

(b) Priorities

107. Notwithstanding the urgent need for an in-depth approach to women's multisectoral involvement in development, care should be taken to consider priorities in the light of existing institutions and capabilities. This involves both the kind and extent of change and the time needed to effect it. Overloading the system may only cause chaos or indifference or both.

(c) Data base, monitoring and evaluation

108. Special attention should be given to the problem of providing an adequate data base on women's role in society. The problem includes the need to establish mechanisms for monitoring and evaluating the effectiveness of sectoral and general policies to promote women's participation in development and the benefits derived therefrom.

B. Action by the United Nations development system

1. Fulfilling the mandate

109. A key finding of the assessment is that, although much has been done to implement the special goals in respect of technical co-operation that have emerged from the United Nations Decade for Women, the results are in some respects disappointing. A measure of the shortcomings is that fewer than one out of six projects classified as affecting women by the participating organizations were designed to involve women in project activities. Although women did, in fact, both participate in and benefit from some of the projects that did not specifically address their work plans to women's interests, it seems nevertheless clear, as discussed in chapter III, that much more needs to be done to implement the mandates concerning women in development. The extent to which further action is needed should be assessed more precisely through closer examination of the characteristics of the projects that fall into category B in tables 1 and 2 of chapter III.

110. The action needed to overcome the underlying problems has in large part been identified on earlier occasions but has only partially been carried out. The following recommendations are thus in part a reiteration of earlier recommendations, in part new recommendations that draw upon the added experience of the second half of the United Nations Decade for Women.

2. Short-term action

(a) Women in key programming events

111. Women's role in development, as participants and beneficiaries, should be discussed in concrete and specific terms during all key programming events for technical co-operation, such as the preparation of country programmes, donors' round-table meetings and the identification and design of projects and programmes. The discussion should be based on careful and systematic documentation of women's actual and projected roles in the areas of activity under consideration. Instructions on this subject already exist but remain to a large extent substantively ignored.

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(b) Application of guidelines and instructions

112. To fulfil its mandate to support the efforts of the developing countries to accelerate their economic and social development, the United Nations development system should above all take full cognizance of women as a development resource in need of the same attention as the male half of the population. Existing policy guidelines and instructions usually make these observations but as often as not the guidelines are neglected. Guidelines on women in development should be applied and enforced with vigour and consistency. Where none exist, guidelines should be developed.

(c) Substantive staff training

113. Substantive staff training on the key development issues involved and the practical measures to apply to deal with these in the different development sectors should be strengthened. Training is urgently needed for all levels of government and United Nations staff. A suitable model would be to arrange staff seminars based on carefully prepared case studies, as is currently done by the World Bank. Adequate resources to provide such training should be allocated without delay.

(d) Programming assistance

114. In many instances, specialized programming assistance is needed to ensure adequately planned project activities for women. The necessary allocations should be included in project budgets and preparatory allocations.

(e) Savings and loan facilities

115. A concerted effort should be made to expand the assistance in providing small-scale savings and loan facilities as part of projects that further the establishment of small businesses. The need for action is urgent.

(f) Collaboration with NGOs

116. Wherever desirable and possible, United Nations system organizations should promote closer collaboration with national and local as well as international NGOs. Their staff and members are often highly sensitized to the needs of women and the potential contribution that women can make to development. Innovative methods for such collaboration are urgently needed.

(g) Women in project reviews and evaluations

117. Women's role should be considered carefully in all relevant project reviews and evaluations. Assumptions underlying project strategies, their outcomes and results should be monitored by project management on an on-going basis. Women should be included in these activities. When the findings indicate that women and matters of concern to them are not given adequate consideration, action should be taken to correct the situation.

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(h) Overall monitoring and reporting of women in technical co-operation

118. Similarly, the progress made in integrating women in the totality of technical co-operation programmes of the different United Nations organizations should be monitored and reported in a systematic fashion to the respective governing bodies.

3. Medium-term action

119. A number of the recommendations included in the previous section may require some time for their full implementation. These and other issues are raised in this section.

(a) Data base and planning for women in development

120. Project design and planning is a process that requires more time and resources than is usually provided. This point applies not least to rural development projects. Effective planning should include consultation with village women early in the project cycle to determine appropriate technical and other ameliorations of their problems. Baseline surveys should be undertaken. To the extent possible, existing information should be used to cover such issues as division of labour, access to and control of resources, traditional systems of social organization, etc. If necessary, special information should be collected. The benefits of participation in projects will have to be substantial to convince women to take time from their already heavy workload to try new activities. Women's participation should refer to specific objectives rather than vague "social welfare" or "sexual equality" goals.

(b) Identification and expected outputs of women's participation

121. A statement about the importance of women's role for achieving objectives should be contained in each project document. Project activities designed to involve women should be identified and explained in the work plan and anticipated outputs specified in such measurable terms as number of groups to be reached, number of women to be trained and the like.

(c) Realistic priorities and recommendations

122. As part of its task to appraise and implement technical co-operation proposals, the United Nations system should develop and consider sectoral and intersectoral priorities and take care to tailor its recommendations to the differing institutional capacities and capabilities of the developing countries that are requesting assistance.

(d) Community-based delivery systems for basic services

123. For the provision of basic services, every effort should be made to develop community-based delivery systems in order to extend the reach and increase the effectiveness of the service systems. Such systems may often to advantage incorporate elements of existing informal networking among women.

(e) Reporting women's participation in technical co-operation

124. The reporting system for project implementation needs to be adjusted to indicate women's participation in project activities clearly and on a systematic basis. At the moment very little, if any, information on the subject is available. To ensure a reasonable degree of comparability in the information, it would be advisable to include inter-agency consultations in the preparation of revised reporting procedures.

C. Action by non-governmental organizations

1. Initiatives by NGOs

125. Most United Nations system organizations collaborate with international NGOs and many also collaborate with NGOs, national and international, in operational activities at the country level. While many United Nations system organizations have actively promoted such collaboration, particularly in recent years, the process might perhaps be accelerated through initiatives by the NGOs themselves. Such action might, as appropriate, include exploration of the role played by technical co-operation in government development plans. To the extent that areas of operation are related, the NGOs may have special competencies that might assist the technical co-operation efforts.

2. Procedures for making proposals

126. There is no fixed procedure to follow in making proposals. In some cases, organizations will want to approach national authorities directly, proposing that the Government request assistance from the United Nations development system for particular projects or areas of concern (for example, expanding drinking water facilities, setting up a training institute or health clinic, etc.). In other cases, the approach might be made directly through the office of the Resident Co-ordinator of the United Nations (for example, where affiliation with an ongoing project is envisioned).

Notes

1/ Key documents and General Assembly resolutions conveying the mandates include the following: United Nations, Report of the World Conference of the International Women's Year (in particular the Declaration of Mexico and the World Plan of Action). New York, 1975; General Assembly resolution 3520 (XXX); World Conference of the International Women's Year (Official Records of the General Assembly, Thirtieth Session, Supplement No. 34 (A/10034)); United Nations, Report of the World Conference of the United Nations Decade for Women: Equality, Development and Peace (in particular the Programme of Action of the Second Half of the United Nations Decade for Women), New York, 1980; General Assembly resolutions 35/136, World Conference of the United Nations Decade for Women, and 35/56, International Development Strategy for the Third United Nations Development Decade (Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 48 (A/35/48)).

2/ The study was previously referred to as the "Inter-organizational evaluation study of women's participation in development." The term assessment has been substituted for the term evaluation in view of the varying methods used by the participating organizations. It is felt that the term evaluation should be reserved for a process that "attempts to determine as systematically and objectively as possible the relevance, effectiveness and impact of activities in the light of their objectives" (JIU/REP/78/5, para. 20).

3/ While technical co-operation is the main focus of the assessment, it also covers the capital and food aid provided by IFAD, UNCDF and WFP.

4/ Strictly speaking, the part of the IFAD entry that refers to grants for technical assistance should be included in table 2. However, this amount is not known. In view of the relative insignificance of the technical assistance component, the exclusion of all IFAD assistance was deemed the most appropriate procedure.

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