Thirty-sixth session
5–30 June 1989, New York
Item 4 (b) (v) of the provisional agenda

PROGRAMME IMPLEMENTATION

IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL
AT PREVIOUS SESSIONS

WOMEN IN DEVELOPMENT

Report of the Administrator

SUMMARY

This report, prepared in response to Governing Council decision 88/28 of 1 July 1988, notes initial experience in examining country programmes and proposes possible approaches for women-in-development-responsive country programming.

The section on project review presents an analysis of the women-in-development project review forms, noting the extent to which women-in-development considerations were in fact reflected in United Nations Development Programme (UNDP) projects, whether women were supported or bypassed in their traditional activities and whether they were introduced to new, non-traditional areas.

An update on training activities highlights the emphasis on targeting all levels of UNDP staff as well as encouraging the participation of government counterparts and agency representatives in all UNDP training programmes, particularly those organized at the regional, subregional and country levels.

Illustrations of interorganizational co-operation are described. Complementarity and co-operation between the Division for Women in Development, the United Nations Development Fund for Women (UNIFEM) and the International Research and Training Institute for the Advancement of Women (INSTRAW) are explained in a separate section. The report concludes with perspectives for the future and notes
the necessity for increased interaction with agencies for purposes of ensuring more gender-responsive project formulation, implementation and follow-up. Increased interaction with regional bureaux in the form of joint advisory-cum-training missions to field offices is envisaged. Joint studies with the Central Evaluation Office of UNDP will also be planned.
## CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Paragraphs</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. INTRODUCTION</td>
<td>1 - 3</td>
<td>4</td>
</tr>
<tr>
<td>II. POLICY AND PROCEDURES</td>
<td>4 - 27</td>
<td>4</td>
</tr>
<tr>
<td>A. Country programming</td>
<td>5 - 17</td>
<td>5</td>
</tr>
<tr>
<td>B. Project review</td>
<td>18 - 27</td>
<td>7</td>
</tr>
<tr>
<td>III. TRAINING</td>
<td>28 - 33</td>
<td>9</td>
</tr>
<tr>
<td>IV. INTERORGANIZATIONAL CO-OPERATION</td>
<td>34 - 38</td>
<td>10</td>
</tr>
<tr>
<td>V. COMPLEMENTARITY AND CO-OPERATION BETWEEN THE UNDP DIVISION FOR WOMEN IN DEVELOPMENT, UNIFEM AND INSTRAW</td>
<td>39 - 44</td>
<td>11</td>
</tr>
<tr>
<td>VI. SUPPORT MEASURES</td>
<td>45 - 48</td>
<td>12</td>
</tr>
<tr>
<td>VII. FUTURE PERSPECTIVES</td>
<td>49 - 52</td>
<td>12</td>
</tr>
</tbody>
</table>
I. INTRODUCTION

1. At the thirty-fifth session of the Governing Council of the United Nations Development Programme (UNDP), held from 6 June to 1 July 1988, progress was noted in the work of the Division for Women in Development, Bureau for Programme Policy and Evaluation, and of UNDP generally, to ensure larger roles for women as participants and beneficiaries of the organization's regular projects and programmes. The Council supported the approach that women-in-development initiatives be country and culture specific, action-oriented, and respond to national priorities.

2. Through decision 88/28 of 1 July 1988 entitled "Women in development", the Governing Council noted the initiative taken by the Division for Women in Development to examine the feasibility of more gender-responsive programming, expressed satisfaction with the staff training programme and with the practical and positive outcome of project appraisals from a women-in-development perspective, and requested the Administrator to submit to the Council at its thirty-sixth session in 1989 a progress report on the above-noted aspects as well as information on inter-agency collaboration, work with the United Nations Development Fund for Women (UNIFEM) and the International Research and Training Institute for the Advancement of Women (INSTRAW), and further exemplifications of women-in-development perspectives reflected in the work of UNDP.

3. The present report responds to the above request and in addition updates other policy and procedure issues.

II. POLICY AND PROCEDURES

4. As noted in the women-in-development policy and procedures paper (Programme and Projects Manual, part three, chap. IX), the country programming, project cycle, and monitoring, review and evaluation processes now require that women-in-development considerations be examined in these contexts. To date, some mid-term reviews and donor meetings conducted over the past year have specifically discussed women in development in the context of the ongoing programme. As regards project reviews, input into all projects over $700,000 has continued through the participation of the Division for Women in Development in the Action Committee, which gives final approval for these projects. In addition, special inputs have been given into other programmes, projects and documentation, on request from regional bureaux. Furthermore, the women-in-development project review form was used on projects across all sectors for purposes of documenting and focusing on the involvement of women in, and their access to, opportunities provided by these projects. Results from the analysis of these forms will also serve as a baseline for future monitoring purposes. Meanwhile, in order to facilitate more adequate attention to women-in-development questions in the monitoring and evaluation processes, modular terms of reference are in preparation. Tripartite reviews have started to examine projects from a women-in-development perspective. A study of evaluations may be needed to see if these reports are now better addressing women's issues.
A. Country programming

5. To ensure that women are provided the maximum opportunities to be participants and beneficiaries of UNDP programmes and projects, it is considered essential that full and effective integration of women-in-development considerations should take place at the earliest stages in the development of the country programme.

6. In order to examine the extent to which current country programmes incorporate or address women's concerns, the Division for Women in Development reviewed a selection of such programmes over the past year. Twelve programmes were reviewed of which 3 were in the African region, 3 from the Arab States, 3 from Asia and 3 from Latin America. The analyses were based on desk reviews and/or field missions. The results of the reviews contributed to the development of a methodology for the designing of more women-in-development-responsive country programming.

7. The country programme reviews were analysed to determine the degree to which they provide opportunities or constraints for the implementation of UNDP women-in-development policies. The programme was examined to see whether it reflected the participation of women in the country's priority sectors of development, and the opportunities provided for this through the constituent projects of the programme. Most reviews concluded that whereas the country programme may mention women, it does not adequately address women's concerns to the extent that would have been possible in the socio-cultural and political context of the country.

8. Furthermore, women's actual and potential contribution had not been sufficiently taken into account in the ongoing and planned projects analysed. All reviews proposed reorientations of projects so as to respond better to women-in-development considerations, and in the context of the programme as a whole, they recommended for the future a focus on sectors that feature a substantial participation by women.

9. The fact that the reviews clearly indicate that women have yet to be sufficiently taken into account in UNDP country programming is partly understandable, considering that most country programmes were formulated between 1985-1987, before the reinforced emphasis on women in development throughout UNDP.

Proposed approaches to a women-in-development-responsive country programming process

10. Given the United Nations experience in the advancement of women and UNDP's emphasis on a development process that protects, mobilizes and empowers human resources, UNDP can play an advocacy role in gender-responsive planning. UNDP could support national organizations - governmental and non-governmental - as well as other relevant United Nations agencies in making women visible to planners. One way of doing this would be to give institutional support to the sectoral ministries and to focal points for the integration of women-in-development considerations into overall national development planning.

11. In its broader role in technical co-operation and the co-ordination of foreign aid, UNDP should provide technical assistance for the preparation and conduct of special programme consultations with interested aid partners on women
development, as an essential complement to round-table conferences and review meetings. UNDP can further assist interested Governments in conducting National Technical Co-operation Assessment and Programmes (NaTCAPs) that assess technical co-operation needs for the implementation of national women-in-development strategies. In addition, agencies should be encouraged to include women-in-development considerations in their sectoral analyses.

12. Gender-responsive planning requires baseline studies and disaggregated data on women's contribution to the formal economy as well as data on their informal sector activities. UNDP is able to provide Special Programme Resources (SPR) funding for such studies. The following is proposed as input into a baseline study:

   (a) Sectoral assessment of the actual economic roles and practical needs of women in the respective country, and an analysis of factors which restrict their full participation in and benefit from development;

   (b) Assessment of women's potential contribution to the achievement of national development objectives;

   (c) Review of national women-in-development policies and analysis of previous national experiences with the implementation of women-in-development policies;

   (d) Identification of needs for assistance in national institution-building concerning women in development, as perceived by the Government, and by women's organizations;

   (e) Identification of agents relevant for a women-in-development-oriented country programme;

   (f) Determination of where external donors and international organizations may be engaged in the field of women in development and review of existing aid co-ordination arrangements and support structures concerning women in development.

13. The baseline study should form the basis for incorporation of relevant background information in the new country programme document, for instance, in the sections on economic trends, national development strategies, technical co-operation strategies and aid co-ordination. Furthermore, based on women-in-development needs assessments, the programmes should target sectors where development would have a high leverage effect on the social and economic situation of women. The country programme should indicate sectors as well as areas of importance to women and make proposals for the integration of women in development through direct and institutional support to these sectors.

14. In cases where country programmes are in mid-cycle, the opportunity of mid-term reviews should be used to address the issue of gender in the country programme. For instance, in examining the programme as a whole, the following issues should be raised:

   (a) The advancement of women in sectors where they are traditionally active;
(b) The consideration given to women in projects in sectors where few women are active;

(c) The complementarity of projects in productive and reproductive areas;

(d) UNDP's relevance for national women-in-development strategies, and UNDP contributions to a women-in-development-related institution-building process;

(e) The relation of women-in-development considerations to the major thrust of the programme.

15. At the mid-term review, constituent projects should be reviewed with the use of the women-in-development project review form. In addition, chief technical advisers or project managers should be asked to provide project briefs that address the following issues:

(a) An analysis of project activities that have encouraged the integration of women;

(b) Obstacles to an increase in the number of female trainees/fellowship holders;

(c) Names of women's organizations at both the grass-roots and national levels that have carried out liaison with the project;

(d) Types of gender data gathered by the project;

(e) Discussion of women-in-development issues in the project performance and evaluation report and during evaluation.

16. Following from this, concrete recommendations and reorientations on projects should be discussed and decided upon during the mid-term review.

17. The integration of women in development in UNDP's country programming will be successfully realized only if it is approached as a continuous, long-term process. Since UNDP country programmes generally reflect the priorities of national development plans, the needs for gender-sensitive programming will entail considerable changes in the way planners and development specialists approach the preparation of the country programme document.

B. Project review

18. UNDP policy requires that all projects be subject to at least a minimum review from a women-in-development perspective. A project review form has been designed to facilitate these reviews. The form serves the dual purpose of monitoring and demanding some rethinking of the characteristics of projects and the potential for improvements.

19. The review form asks for information regarding the proportion of women and men in the sector where the project is located; whether women-in-development issues are
reflected in project objectives, outputs and activities; whether women are recipients and/or beneficiaries of the project; and the actual number of women and men engaged as project personnel or involved in training. The review form also invites comments, explanations and suggestions for improved gender-responsiveness.

20. An analysis of these data will indicate the extent to which women-in-development considerations are in fact reflected in UNDP projects, whether women are supported or bypassed in their traditional activities, and whether they are introduced to new, non-traditional areas by way of UNDP projects.

21. All field offices were instructed to provide information on a representative sample of projects. A total of 1,258 forms were received, corresponding to approximately one fourth of UNDP's over 5,000 projects. While the sample obtained may not be fully representative, it does represent a sufficiently large proportion of projects, and a large enough number to justify the analysis and tentative conclusions.

22. Of the total forms received, 1,090 contained information on the proportion of women and men working in the sector where the project is located. Of these projects 12 per cent are in sectors where women dominate, 20 per cent where the sectoral participation of men and women is about equal, while 68 per cent of the projects reported are in sectors where men constitute at least 60 per cent of the work force.

23. There is a correlation between the relative participation of women in the respective sectors, women in development being a consideration in the project. The higher the female constituency in a given sector, the more significant is the reflection of women-in-development considerations in project design and the integration of women as participants and beneficiaries in the projects.

24. However, women are registered to be beneficiaries and participants in 20 per cent of the projects located in sectors where they now constitute a minority of the work force. This indicates that women, to some extent, enter new areas by way of development projects. The fact that they are not, as a general rule, excluded from new areas may in the longer term have the effect of diversifying the future roles and activity profiles of women in the country concerned.

25. At the other extreme are some projects that have failed to take women into account, despite the fact that they contribute significantly to the respective sector. Bypassing female producers, while access to new resources is improved for male producers, must result in a relative setback for women and most probably in a loss of potential total productivity.

26. Information about the actual numbers of women and men involved as project personnel, trainees, etc., can only be given for projects in advanced stages of implementation. This information was therefore incomplete, but the figures reported indicate that 20 per cent of the experts, 16 per cent of the consultants and 32 per cent of members of evaluation missions are women. Of the recipients of fellowships 20 per cent are women, while women constitute 48 per cent of the trainees. These figures deviate substantially from other information and general
impressions that participation rates for women are lower. They are probably a result of bias in selecting projects for review. Nevertheless, the figures are of interest as they indicate that development co-operation and project benefits are no longer exclusively male domains.

27. The project review form has proved itself a useful instrument for aggregate monitoring. Based on this first exercise in data collection and analysis, the form will be modified and the request for completion reinforced.

III. TRAINING

28. Training activities continued to form an integral part of the programme of the Division for Women in Development over the past year. An effort was made to expand geographical coverage of training events through country-level and regionally organized workshops, as well as through the continued inclusion of women-in-development modules in regularly scheduled workshops of the Training Section in various geographic locations. Efforts were made to reach all levels of staff through the training, targeting Resident Representatives and deputies as well as programme officers, national officers and junior professional officers. The emphasis on ensuring the participation of government counterparts and agency representatives in women-in-development training workshops and seminars was continued.

29. It can be estimated that over 460 persons have been trained in women-in-development issues in the course of the past year. Of these, 280 are UNDP staff, 61 government representatives, 105 agency staff and 14 representatives of non-governmental organizations.

30. Training sessions focused on imparting the technique of gender analysis - a methodology for analysing projects from the perspective of gender roles and activities, and including an analysis of the access to and control of resources by women and men, respectively, in different sectors of development activity. Apart from especially developed training cases, ongoing UNDP programmes and projects have been increasingly used for purposes of exemplification and in order for participants to benefit from a "hands on", participatory training experience.

31. At the country level, field office seminars/workshops were organized in Barbados, Bolivia, Colombia, Ethiopia, the Gambia, Iraq, Jordan, Malawi, Morocco, Peru and Uganda. Regional training workshops were conducted in Egypt, with participation from all countries in the Arab States region; and in the Dominican Republic for countries in the Central American and Caribbean region. Regional workshops in Africa and Asia were held early in 1988. Four training sessions for staff at UNDP headquarters have been conducted since the last report of the Administrator to the Governing Council (DP/1988/15 and Corr.1 and Add.1). Two workshops with regional participation were also held in New York, attended by Resident Representatives and deputies.

32. Apart from workshops with a specific women-in-development focus, women-in-development modules were also introduced into the regular training
33. In the coming year, the emphasis on training all levels of staff in the organization and on giving priority to the inclusion of government and agency representatives will continue. However, increased emphasis will be given to the utilization of a training package developed in UNDP and now being pilot-tested. This will assist field offices in organizing country-level, self-administered training. Also planned are training courses for a cluster of field offices having relatively common circumstances, including those of language or the socio-economic and cultural setting. Furthermore, training in French and Spanish will be initiated, with courses already planned in these languages in the Latin American region at the headquarters of the Economic Commission for Latin America and the Caribbean (ECLAC) in Chile, and two foreseen in North Africa and West Africa.

IV. INTERORGANIZATIONAL CO-OPERATION

34. Interorganizational co-operation takes place through UNDP's presence at inter-agency and other meetings organized within the United Nations system, as well as special consultations and exchanges on specific issues.

35. For instance, the Division for Women in Development participated in the Inter-agency Meeting on Women, organized by the United Nations Office at Vienna, and was represented at the Commission on the Status of Women. The Division for Women in Development was also part of UNDP teams participating in the Administrative Committee on Co-ordination (ACC) Task Force on Rural Development, the Consultative Committee on Substantive Questions (Operational Activities (CCSQ (OPS))), the Consultative Committee on Substantive Questions (Programme Matters) (CCSQ (PROG)) and the Inter-Agency Consultative Meeting (IACM) held in New York during the course of the year. The Division collaborated with the International Fund for Agricultural Development (IFAD), the Food and Agriculture Organization of the United Nations (FAO) and INSTRAW on the preparation of guidelines for the integration of rural women into development programmes and projects, as requested by the ACC Task Force on Rural Development at its sixteenth session. Consultations have also taken place with the United Nations Industrial Development Organization (UNIDO), the International Labour Organisation (ILO), the United Nations Population Fund (UNFPA), the World Food Programme (WFP) and the United Nations Children's Fund (UNICEF). Many of these organizations and others have co-operated with UNDP on women-in-development staff training seminars.

36. The System-wide Medium-term Plan for Women and the Cross-organizational Programme Analysis on Women have both received considerable inputs from UNDP.
Communications are regularly sent, on request, to the Director-General for Development and International Economic Co-operation, United Nations Secretariat, and to the Division for the Advancement of Women, Centre for Social Development and Humanitarian Affairs, Vienna, in connection with their reporting requirements to the United Nations General Assembly, as well as in response to and follow-up to General Assembly and Economic and Social Council resolutions.

37. Collaboration with the Joint Consultative Group on Policy (JCGP) has continued with UNDP chairing its Sub-Committee on Women. The regional women-in-development training seminar planned at ECLAC headquarters for the Latin American region will be organized by JCGP organizations. Input has been given to the JCGP deliberations on structural adjustment and to the Commonwealth Secretariat's Task Force on the same subject.

38. UNDP has continued to be represented at some technical meetings dealing with women's issues, making presentations and delivering papers, as appropriate.

V. COMPLEMENTARITY AND CO-OPERATION BETWEEN THE UNDP DIVISION FOR WOMEN IN DEVELOPMENT, UNIFEM AND INSTRAW

39. The Division for Women in Development is an intra-organizational support mechanism for UNDP. It is the UNDP focal point for women in development, interacting with other agencies system-wide. In all its activities the Division co-operates with various units of UNDP: bureaux, divisions, sections and field offices. The Division aims at the integration of women-in-development considerations in the work on programmes and projects performed by other units. Consequently the Division has no budget for projects. As far as possible, UNDP's regular budgets must address and cover women-in-development considerations. This also requires specific instruments: policies, procedures, sector specific advice, guidelines and methodologies, which the Division for Women in Development develops and disseminates.

40. UNIFEM, on the other hand, is autonomous and in association with UNDP. It is a fund which finances its own projects, approved by its Director or its Consultative Committee. Having this autonomy, and its own budget for projects, UNIFEM can design and fund innovative responses to women-in-development needs and issues. Communicating its approaches and results, UNIFEM can act as a research and development unit for others engaged in women-in-development-oriented development co-operation, including UNDP.

41. Mainstreaming at large will increasingly be done by, and via, UNDP itself, with the support of its Division for Women in Development, as appropriate. By paying timely and informed attention to the project document's requirement for women-in-development considerations, UNDP projects should, in the future, be designed and implemented to integrate women in development.

42. The UNDP/UNIFEM relationship is reflected in a separate set of guidelines and manifested in regularized meetings, as well as in direct, ongoing communication and co-operation between the staffs of UNDP and UNIFEM.

/...
43. INSTRAW is a research and training institute with autonomous status under the United Nations Secretariat. It provides advisory services in its fields of competence to universities, Governments, non-governmental and international organizations, including UNDP. The Division for Women in Development has drawn on INSTRAW in organizing a joint training workshop for UNDP and UNFPA staff and government counterparts in the Central American and Caribbean region. UNDP staff members have participated in technical meetings organized by INSTRAW, as reported in previous sections.

44. The Division for Women in Development, UNIFEM and INSTRAW maintain open channels of communication, exchange material, ideas and information, and see each other as mutually supportive, advancing women in development by way of different mandates and resources. The amount of work that needs to be done to ensure women larger roles in the development process makes coverage, not duplication, the major problem.

VI. SUPPORT MEASURES

45. In order to encourage and support women-in-development initiatives planned or undertaken by field offices, various activities have been in force over the past year.

46. In this connection, terms of reference for women-in-development focal points/resource persons were developed and distributed to all field offices. These require that field office focal points - one international and one national staff - under the supervision of the Resident Representative, support and assist in putting into operation UNDP's women-in-development policy through maintaining and disseminating women-in-development data and documentation that are essential for feeding into the country programme and project development processes. Focal points are also expected to assist in organizing women-in-development seminars and in encouraging liaison with other country-based international, governmental, bilateral and non-governmental institutions.

47. An intra-organizational newsletter, "WIDlink", has now been developed at headquarters with two issues published in 1988. This serves as a means of exchanging information and reporting on relevant country-level initiatives between field offices.

48. A sample of country profiles has also been compiled with the aim of providing briefs on women-in-development policy and institutions at country level, as well as giving relevant information and quantitative data on the socio-economic condition of women. While these are prepared at headquarters, they are sent to field offices for verification and updating.

VII. FUTURE PERSPECTIVES

49. Priority issues for the coming year include active attention to mid-term country programme reviews and preparation for more effectively integrating women's concerns into the next cycle country programmes, as outlined in paragraphs 10 to 17.
60. Since gender-responsive project formulation and implementation are, to a large extent, dependent upon execution by agencies, it will be necessary to increase interaction with their respective focal points for women, and with technical units of agencies, in co-operation with UNDP's regional bureaux. This will be relevant, especially for new projects, but should also include reviews of some ongoing projects.

61. Joint follow-up with the Central Evaluation Office of UNDP will be required for a more comprehensive assessment of progress; special studies may be necessary.

62. In order to derive the maximum benefit from co-operation between staff in the organization, it is envisioned that roving teams, comprising a staff member of the Division for Women in Development and the country area officer of the respective bureau, undertake joint advisory-cum-training missions to a selection of field offices. Under the current staffing arrangements in the Division, however, increased interaction will hardly be possible. With two additional posts each professional staff member in the Division could be responsible for one region, allowing for a degree of specialization and concentration that would have a significant multiplier effect for women in development by way of UNDP. Increased direct interaction between the Division for Women in Development, the regional bureaux and, particularly, field offices is considered essential for more active and effective implementation of UNDP's mandate on women in development.