

INTERNATIONAL RESEARCH AND TRAINING INSTITUTE
FOR THE ADVANCEMENT OF WOMEN
(INSTRAW)

INTEGRATION OF WOMEN IN DEVELOPMENT
THROUGH
TECHNICAL CO-OPERATION
AMONG DEVELOPING COUNTRIES
(TCDC)



UNITED NATIONS

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Introductory Note

The United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) aims to promote, through research, training and information activities, the full participation of women in the development process. The institute is paying particular attention to the role of women in implementing the policies of the developing countries' individual and collective self-reliance. Within this framework the integration of women in development through TCDC is being given particular attention. The importance of the role of women in social and economic development has become increasingly evident over the years, as has the role of TCDC in the process of development. It is the purpose of this publication to suggest possible ways in which women can be incorporated into TCDC activities.

This overview is the first in a series of publications to address the issue of the integration of women in the development process through TCDC. Subsequent publications shall address, in depth, a series of subjects which will cast more light on the social impact of women's productive activities, the potential of women's labor, and changes in women's contribution to developmental patterns as might be advanced by TCDC. In the forthcoming publications, examples will be provided of experiences in these areas and possibilities for future expansion.

The Institute wishes to acknowledge its gratitude to the consultant, the Institute for Developing Countries, Zagreb, Yugoslavia, and its staff, particularly Dr. Biserka Cvjeticanin and Dr. Nada Švob-Djokić who worked in close collaboration with the International Research and Training Institute for the Advancement of Women (INSTRAW) and TCDC Special Unit of UNDP. Also, the Institute wishes to express its appreciation to the Special Unit for Technical Co-operation among developing countries of UNDP, which provided advice to the consultants.

I. CONCEPT, OBJECTIVES AND SCOPE OF TCDC

Technical Co-operation among Developing Countries (TCDC) was officially launched during the 27th meeting of the General Assembly and in May 1974 a Working Group of 19 nations recommended the creation of a Special Unit for promoting TCDC within the UNDP Secretariat. The General Assembly decided in 1976 that the United Nations Conference on TCDC should be convened in Buenos Aires in 1978. At the Buenos Aires Conference a Plan of Action was adopted which, among other important issues, touched upon the role of women in development. The Plan of Action also recommended that the over-all inter-governmental review of TCDC within the United Nations system should be entrusted by the General Assembly to High Level Meetings of representatives of all states participating in the UNDP. Such meetings were convened in 1980 and 1981 and future meetings will be held at two-year intervals, before the sessions of the UNDP Governing Council.

Technical co-operation among developing countries is a new dimension of international co-operation in all fields of development. TCDC expresses the need to make fuller use of the capacities and experience of developing countries and to enhance their participation in international co-operation for development. It is a conscious, systematic and politically motivated process developed to create a framework of multiple links among developing countries.

The main purpose of TCDC is the implementation of the policy of collective self-reliance at national and international levels. Through TCDC, developing countries should strive to harmonize national development objectives with the overall system of international co-operation, and to strengthen their developmental capacities (technical, technological, scientific, economic, educational, etc.). This may be achieved by identification and analysis of the main issues of development in developing countries, as well as the formulation of the requisite strategies for their international economic relations. TCDC has, however, been conceived as an open-ended and flexible system, open to the support of developed countries and international organizations.

Increased and improved communication among developing countries is another objective, one which could lead to a greater awareness of common problems. It would widen access to available knowledge and experience and enhance our understanding in tackling problems of development.

TCDC can include all sectors and all kinds of technical co-operation activities undertaken by developing countries. It can be bilateral or multilateral in scope, and regional, subregional or interregional in character. TCDC can be implemented through various forms of international co-operation, especially those practiced among developing countries. It is based on strict observance of national sovereignty, economic independence, equal rights and full respect for all nations and the diversity of approaches to social, economic and cultural development. TCDC must consciously aim at reaching the largest number of people, all social groups

(women, youth, elderly people), and rural and urban populations equally.¹

The scope, therefore, of TCDC may be very wide, embracing almost all fields of human creative and productive activity, and implementing both on the level of intergovernmental co-operation and on the level of co-operation among non-governmental and professional organizations.

The High Level Meeting on TCDC in 1980 emphasized the important role of women in social and economic development, and the role of TCDC in the process of their integration in development. It recommended joint action and co-operation among developing countries to achieve maximum utilization of their existing potential, and the strengthening of regional training and action-oriented research institutes, as well as the development of centers and networks to facilitate exchange of experience.² As a result, in recent years many practical projects have been launched in developing countries.

In 1981, the High Level Meeting invited governments to enhance the full integration of women in the process of TCDC and to co-operate closely with women's non-governmental and professional organizations and associations in defining and implementing TCDC programmes and projects.³ A fuller integration of women in development would probably further promote, and certainly enrich TCDC, while TCDC, if its channels are fully used, would strongly enhance the integration of women in development.

¹ cf. An Introductory Trainer's Guide to TCDC, UNDP, New York.

² Report of the High-Level Committee on the Review of Technical Co-operation Among Developing Countries Suppl. No. 39 (A/35/39) U.N. New York 1980.

³ Report of the High-Level Committee on the Review of Technical Co-operation Among Developing Countries Suppl. 39 (A/36/39) U.N. New York 1981.

II. INTEGRATION OF WOMEN IN DEVELOPMENT AND THE ROLE OF TCDC

The problems of women cannot be isolated from those of the general evolution of the economy and the society. Women are included in all areas of human activity. However, their role in production, reproduction and development has not been fully evaluated.

Economic and social development implies the increasing participation of women in economic activities at all levels, in education, politics and culture.¹ The specific features of the development of DCs, which play a merely peripheral role in the international division of labour, are also reflected in the position of women. DCs development has been strongly influenced by the penetration of foreign modes of production, which has, in some cases, not only increased the participation of women in development, but also burdened them with more work when they are included in both subsistence and market economy at the same time.² Women are often pushed to the margins of important developmental processes, a pattern which is also reflected in the growing inequality of income distribution between the sexes.

The national and international statistics designed to measure the performance of the economy have not been developed so as to portray women's actual participation in development. Quantitative analysis of women's participation has also been hampered by the difficulty of assembling the necessary information, since activities involving women are not limited to specific sectors and usually appear as integrated components in many kinds of production.³ This makes it impossible to evaluate fully the results and social implications of women's work.

1. Social impact of the productive activity of women

In all DCs, which number 2.5 billion women among their population, the productive role of women is, to a large extent, restricted to the traditional sector: subsistence food production, food processing, home

¹ Stavenhagen, Rodolfo, The Invisible Women, The UNESCO Courier, No 6/80. p. 4.

² "In many African countries 60-70 percent of subsistence production is carried out by women." ... "Cash crop production increases women's workload as they have to allocate their time both for cash and subsistence production." Building New Knowledge through TCDC. The Experience of the Association of African Women for Research and Development (AAWORD), TCDC/6, 6 March 1980.

³ cf. Integration of Women in Development, DP/1982/16, 8 April 1982.

crafts, market trade and domestic work.¹ In traditional societies the division of labour between the sexes is not greatly developed, and an essential economic equality between men and women is preserved.

The existing customary division of labour shows substantial differences between cultures (e.g., weaving being considered as an exclusively female task, as in some African societies, or both a female and male task, as in India). At the same time, it is considered as an important part of the cultural heritage, serving to distinguish one cultural group from another. Changes brought by economic development still tend to preserve a certain type of the customary division of labour, thus female tasks tend to be restricted to home industries, while male tasks tend to become full-time occupations in special premises.² Since the technological and financial input in these types of production is not the same (in DCs, agricultural and home industries are technologically less developed than larger industries, for which technology is usually imported), the industrial development deprives women of their more or less equal position as economic producers.

A modern economy, based on industrial production, may overcome the traditional division of labour into male and female jobs. However, the inherited attitudes of traditional societies have not been eliminated. When included in modern production, women are often given jobs in the labour-intensive branches of the economy which are of low profitability. Most of the women in DCs who attempt to earn a money income are either the heads of an extremely poor household, or are married to men in the lowest income bracket. Since modern society is based on a market economy, such treatment of the female labour force has small chance of bringing an improvement in income distribution. Rather, it results in discriminatory treatment and marginalization of women's economic achievement.

The integration of women in development, whether in the traditional or modern sector, is inadequate. This is a serious obstacle to the integral social and economic development of DCs. At the same time, the social impact of the productive activity of women has been neither fully evaluated nor appreciated.

Women's economic activity has been attracting increasing attention, especially on the part of economic planners, administrative bodies and various professional and non-governmental organizations involved in developmental issues. However, women are often persistently excluded from equal participation in, and access to, the management of the formal

¹ cf. Boserup, Ester & Christina Liljencrantz, Integration of Women in Development, UNDP, May 1975. p. 6 and following.

² Ibid, p.19.

economic structures, managing duties, public offices and political life.¹

2. Evaluation of female labour capacities²

Women make up about 50% of the world's population and between 40% and 50% of the world's producers and consumers. In most societies, approximately 70-80% of women work outside the home.³ However, the social role of women does not fully match their economic role, which has often been blurred and is still hardly examined. Inadequate quantitative data on female labour do not allow a more thorough analysis of women's economic potential. Nevertheless, it has become evident that the omission of the female component in production has become undesirable. The general recognition of women's economic and social endeavors puts in question many developmental models and calls for a more integrated approach to development.

3. Contribution of women to changes in developmental patterns

The integration of women in development is of vital importance for economic progress. The overall development effort tends to count upon all the potentials of a country: human, natural, industrial, scientific and technological, etc. The productive role of human resources is a key factor in development, therefore it is necessary to evaluate the specific abilities and characteristics of both the female and male labour force. It can hardly be claimed that special strategies for the integration of men have ever been elaborated, but the integration of women is a still larger problem since women have remained longer in the traditional subsistence sector. Therefore, the integration of women on a large scale assumes that the strategy and aims of economic and technological development are changing. The wide social recognition of women's work, and its full economic and social evaluation, would eliminate the barriers between agriculture, small and big industries and the various types of small-scale production by changing both the traditional and modern sectors.

All the issues concerning the integration of women in development may be subjects of TCDC projects and programmes and contribute to the change of the existing developmental patterns. Changes in the international division of labour and the improvement of the international and

¹ World Social Situation, A/37/442, 22 Sept. 1982, p. 10.

² Capacity is the term officially used to designate the human, technical, institutional, etc. potential that could be realized in the formulation and carrying out of TCDC objectives.

³ Creative Women in Changing Societies. A Quest for Alternatives. Transnational Publishers, Inc. New York, 1982. p. 36.

national economic position are the main concern of DCs. DCs are increasingly accepting the assumption that change in national economies and societies cannot be carried out if the position of certain social groups is not changed. TCDC may be understood as a practical effort aimed at more adequate participation of human resources, and women especially, in development. In this context, TCDC actions should be oriented to:

- the creation of horizontal links in the field of the integration of women in development, and promotion of greater self-reliance in this field;
- the promotion of multidimensional development on a practical level (integrated development programmes for women);
- bringing the attention of planners, administrators and all bodies involved in development to the participation of women in the most important developmental issues (food production, water and energy supply, demographic issues, etc.);
- the horizontal exchange of development experiences at national, subregional, regional and interregional levels.

III. PRIORITY AREAS OF INTERACTION BETWEEN THE TCDC PROCESS AND THE PROCESS OF INTEGRATION OF WOMEN IN DEVELOPMENT

Women's activities in society have so far been basically economic. Women have been deeply involved in phases of rapid social change, such as the struggle for independence and nationhood, and have thus gained for themselves expanding roles and recognition. Still, there is often a tendency to exclude women, or even discriminate against them, in the policy-participation and decision-making processes. Development, as a multifold process, embraces all areas of human creation and production. The chosen priority areas, therefore, refer to both social and economic aspects of human activity. This is where concrete examples of TCDC activities with regard to women's integration in development can be discussed.

1. Rural development

Rural women participate in all kinds of agricultural production. Much of their work is home-based or seasonal. It is unlikely to be enumerated, and knowledge and statistics about the role of women in agriculture are restricted.¹

Analysis of the composition of the agricultural labour force on the basis of sex suggests that women constitute over 40% of the total agricultural labour force in 52 countries, and over 50% in 24 countries.² This suggests that their contributions to agriculture are greater than has been recognized and that they have a significant role in the developmental goals of agriculture.

Women are active both in subsistence and market agricultural production. The customary division of labour within agricultural production differs very much in different regions and cultures. Studies and some TCDC projects have provided examples and data on women's agricultural activities. In Swaziland, for instance, women mostly produce maize, sorghum and beans, while men dominate in the production of tobacco. In Nepal, women perform most of the labour involved in the production of rice, maize, oil seed and millet, as is also the case in Pakistan and some other Asian countries, whereas women in the Near East and Latin America participate less in food production. Estimates from Peru show that rural women perform 21% of the work in agriculture. As men migrate to find work, and children spend more time in school, women take over a wider range of agricultural tasks, and accept even those which are

¹ Rural Women's Participation in Development, Evaluation Study No 3. UNDP, N.Y. June 1980. p. 18.

² cf. Follow-up to WCARRD: The Role of Women in Agricultural production, FAO, COAG 83/7 Dec. 82 p. 2.

traditionally men's (e.g., in Swaziland, where 59% of the ploughing is done by women).¹ Women also participate in animal production, food storage, food processing, and trade and market agricultural products. However, in the course of change from subsistence to market agricultural production they are usually left behind men: their customary specialization is jeopardized by this change, while measures to integrate women in market production are slow and inadequate. Under Nepalese law, for example, women are not entitled to equal property rights with men; even if they inherit the land, their husband or family have the right to their property.²

The legal treatment of women is, therefore, not commensurate with their productive role. This is evident in their access to land, water and other natural resources; their participation in policy and decision making; their access to inputs (seeds, fertilizers, pesticides, financial inputs - loans, credits, etc. - and technological inputs), markets and services; and their education and training in agricultural matters.

Women usually contribute 50% or more to the total farm family income.³ Their share in agricultural work depends on the social and economic status of the household. It is greatest among small farmers. The higher the level of the household, the greater the diversification of women's productive activities. This pattern has been documented in Asian, Latin American and Near Eastern developing countries.

In some countries, the employment of men in agriculture linked with the introduction of new technology has displaced rural women from employment opportunities. But even if the real wages of husbands increase, a family may be unable to maintain former living standards when the mother's income has been lost. In such cases, TCDC may enable the balanced employment of men and women, or at least find and elaborate modes enabling more balanced changes; such projects would include the reassessment of technology, employment possibilities, equal rights in distribution, and so on.

When women provide labour for cash crops, they are less engaged in subsistence agriculture. However, they often do not control their income, even if they are heads of households.¹ It is not quite clear how much of their income passes as a compensation for a loss of subsistence production, but micro studies from Kenya, Upper Volta and the Gambia suggest that family nutrition can suffer and women's willingness to provide

¹ cf. Follow-up to WCARRD: The Role of Women in Agricultural production, FAO, COAG 83/7 Dec. 82 p. 4.

² Creative Women, op. cit. p. 34.

³ The efforts to support their income-raising activities resulted in TCDC projects, such as a project on the Promotion and Training of Rural Women in Income-Raising Activities carried out by ESCAP and the UN Voluntary Fund for Women.

labour declines. TCDC projects, enabling the exchange of experience between countries, may be directed to diminishing such effects by introducing economic and legal equality for men and women. This may be achieved if the division of labour is more balanced and if the appropriate legal steps are taken by governments.

TCDC projects might also alleviate problems concerning the active participation of women by planning and implementing policies and programmes which directly affect women's lives.

In relation to the integrated rural development and position of rural women, the role of TCDC arrangements is to cover at international (sub-regional, regional, and interregional) levels the following main issues:

- changing the low status of rural women within their local community by ensuring greater economic and social recognition of their agricultural production - this would include access to land, credit, training and new technologies, and facilitation of women's marketing activities;
- achieving a more balanced labour division in agriculture by overcoming the customary division of agricultural tasks and by giving equal technological and other inputs both subsistence and market economies so as to make them more acceptable and profitable;
- planning and programming agricultural production by ensuring the active and equal participation of men and women in agricultural policy making;
- carrying out specialized projects, in accordance with the mentioned general approach;¹
- linking aspects of agricultural production with other specialized developmental activities (e.g., training in the usage of seeds, pesticides, etc.; using satellites for the remote sensing of earth for agricultural development, etc.).

¹ The percentage of households de jure headed by women in DCs is around 18%. In areas of high out-migration of males, the percentage of household heads which are de facto headed by women is much higher. See: Buvinič, M. and N. Youssef, Women-Headed Households: The Ignored Factor in Development Planning, USAID/WID, Washington D.C. 1978.

2. Industrialization, usage of natural resources and energy, environmental aspects of development

Women are included in industrialization in almost all developing countries. Their integration depends on the degree of industrial development and on the cultural characteristics of the society in question. The total number of women employed in the industries of DCs may be impressive, but when the country level is examined, the number of female industrial workers is comparatively small. Women constitute only 15.3% of the total labour force in industry, and this is equivalent to 18.7% of the total female labour in the world.² The integration of women in industrial production is limited to: (a) low productive industries, or (b) labour intensive industries. The wages are generally low, and the working conditions inadequate. This is partly due to the high degree of illiteracy among women in DCs. In some countries, especially in rural areas which are the pool of the labour force, 90% of women are illiterate. The hierarchical position of women in industry is also low. In India, for example, where a large number of women are qualified, only .1% occupy executive posts (in public and private sectors alike), while 48% are non-qualified workers.³ Many of the newer industries introduced by foreign corporations have employed mainly women in order to maintain low wages and poor working conditions.⁴ All this suggests that human resources have been misused in the process of industrialization in DCs. However in some small scale industries, women have better positions, mainly because they are entrepreneurs, as for instance in Ghana or the Philippines.⁵ Not only have the strategies of industrialization

1 Experience in carrying out such projects is wide. One of the most effective programmes of rural development in India was the Anand Workshop on Women's participation in Dairy Co-operatives. Thirty rural women were invited to speak of their experience in the co-operative production of milk. Women from India, Pakistan, Bangladesh, Sri Lanka and Nepal were involved. The ESCAP Agricultural Division was inspired to attempt more workshops of this kind based on commodities in which women predominated. The Anand Workshop illustrates the methods by which TCDC can be truly promoted. cf. Jain, Devaki, Women in Development, UNDP, 1980.

2 Boulding, Elise: Women in the Twentieth Century World, New York, Halsted 1977.

3 Menon, L.D.: Women in Industrial Development - India, ID/WG 283/14, UNIDO, Nov. 1978.

4 Promoting and accelerating women's participation in development programmes in the Caribbean through TCDC, TCDC/2/13 3 March 1981, p. 9.

5 Women's Industrialization in Developing Countries, UNIDO, New York 1982, p. 43.

in DCs neglected the role of women in development, but they have also rarely paid any attention to the usage of natural resources and energy and the protection of the environment, all of which directly affect women even when they are not directly involved.

Women are directly affected by the processes of industrialization, the usage of natural resources and energy, and environmental aspects of development even when they are not directly involved. Industrial progress has caused migrations and heavy urbanization in DCs, and introduced changes in rural life. The transition from traditional to market economy, often by means of industrialization, has also sharpened the problems of energy and water supply, protection of the soil, ecological protection of the environment, etc. The development of industry should be ecologically acceptable and energy-efficient, enhance employment opportunities and provide economy benefits to the people.¹

The TCDC projects covering these issues are therefore most important. Among them, the Seminar on fuel and energy development for rural African Women held in Bamako 2-13 Dec. 1980, may be cited as a useful initiative to improve and facilitate the energy supply.

Women's organizations in Kenya directed their efforts to implementing the project Water for Health (Harambee Y Wanawake Kwa Afya). The aim is to ensure a supply of drinking water for all areas of Kenya. The experience gained through the implementation of such projects may be easily internationalized.²

DCs make continuous efforts to re-evaluate the processes of industrialization to which they have been exposed. In this context, TCDC may appear as an attempt to formulate an alternative system of industrial production which would not be guided exclusively by profit making and profit concentration (in the exploitation of natural resources and manpower in DCs, but would support efforts to preserve natural resources.

The main forms of co-operation practised through TCDC cover the transfer of technology, the exchange of experts, consultants and equipment, co-operation in industrial research and research into the effects of industrialization on DCs, complex projects, joint ventures, etc. In

¹ Report of the ad hoc panel of specialists of the Advisory Committee on Integrated Application of Emerging and Traditional Technologies for Development, A/CN.11/AC L/III/2, 19 Jan. 1983.

² International Drinking, Water Supply and Sanitation Decade, Monographie No 2. PNUD Division de l'information.

relation to women, such forms may be modified according to the real position of women in the process of industrialization. TCDC should cover the following main issues:

- the integration of women in the processes of industrialization, which would embrace the education and training of the female labour force, equality in legal treatment, wages and salaries, the general increase of the female labour force in industry; and changes in their hierarchical status;
- projects concerning the industrialization of agricultural production, followed by the transfer of technologies suitable for women and by a general reassessment of traditional technologies;
- the promotion of small scale industries, which may offer better opportunities for the development of female labour, a more active response on the part of women and a less hierarchized system of production;
- the creation of co-operative industrial enterprises, and credit and loan support for co-operative organization of production. The production of such enterprises should be organized so as to enable the making of parts or assembling of parts at home. This may enable women to be employed, and also to participate in co-operative enterprises in financial and other ways (e.g., some textile and electronic factories are organized in such a way in Yugoslavia);
- the strengthening of the general participation of women in planning and programming industrial development, as well as in the production and function of industrial enterprises;
- carrying out specialized projects with a view to strengthening industrial self-reliance on national and international levels, and improving economic and technological co-operation among DCs;
- the further industrial development of DCs will involve all sectors of production, so some TCDC projects should aim at linking different sectors (e.g., development of agro-industries, industrialization of home crafts, etc.);
- confronting the process of industrialization with the preservation of soil and all natural resources;
- providing a technological and organizational basis for the supply of water and energy in all areas of DCs.

3. Employment, migrations and community development

For a large part of the population in DCs, work means self-employment or family labour, predominantly in agriculture, but also in trade and craft. Self-employed and family labour account for more than 80% of the total agricultural labour force in some DCs of Asia, and for over 50% in some Latin American countries.¹ Wage employment still constitutes a very small proportion of the total employment in most DCs. Data on open unemployment are partial and refer only to some cities, where the unemployment tends to be high. It is most severe in the lower-income urban districts, and affects primarily the young. Some data suggest that it is higher for women than for men. Open unemployment appears to have risen recently in newly industrialized countries (Brazil, Mexico, India, Indonesia, Yugoslavia).

Open unemployment, concealed unemployment and employment at wage rates which do not cover even minimum existential needs afflict women much more than men. Recent research has shown that the work of women is essential for family support in DCs. Globally, the percentage of families supported by women is estimated at 38%, but in some countries it is over 50%, with the tendency to grow.² Unfavourable conditions of development, reflected in underemployment and open unemployment, have assumed such proportions and are so concentrated on some segments of the population in DCs that urgent and radical changes are now required in development strategies. They must take place both at national and international levels, to create the conditions for a faster and more complete utilization of all available human resources in DCs.³

Employment problems are closely related to migrations. The model of industrial development introduced in DCs has caused an intensive urbanization and migration of labour. The total number of migrants increased sharply from the mid-1970s until recently, and brought about deep changes in many societies and economies, thus causing particular population problems. Rapid population growth and a very young age structure are common phenomena in DCs. Forms of community development can facilitate a wider participation of the population in development. Forms of community awareness and participation have always existed in DCs; community development, including techniques of information, communication, motivation and mobilization, may outline and influence models of development.

1 Report on the World Social Situation, UN, New York 1982, p. 51

2 Women's Industrialization in Developing Countries, *ibid.* p. 55

3 Pastizzi-Ferenčič, D.B. Cvjetičanin and N. Švob-Dokić, Economic Independence, Collective Self-Reliance and greater Role of Women in Development Conference on Role of Women in Development, Baghdad, RWD/NA/15, 5 May 1979.

The general participation of the population in decision-making processes is most evident on the level of community development. Decisions concerning the immediate environment and living conditions: water supply, sanitation, health, infrastructure, child and old-people care, informal education, non-professional activities and so on are closely linked to the functioning of different forms of community development. The role of women in such participation and decision making is of the greatest importance. Their participation should strongly influence decision making on all the enumerated subjects. Women may participate directly, or through their organizations, since the community development level is easily accessible to all members of society.

The TCDC approach is of particular relevance to the fields of employment, migration and community development. These fields are dynamically interrelated to all other fields of development. TCDC would, therefore, affect a wide scale of developmental activities. However, the number of programmes in these areas is insufficient,¹ and mostly restricted to family planning. The problems of employment are usually discussed in connection with specific fields.²

TCDC activities in these fields could successfully include:

- building innovative national systems dealing with migration, fertility regulation (including the production and distribution of contraceptives), population information, education and communication;
- promoting the elimination of all discrimination against women with respect to their right to work, equal pay, equal working conditions and equal opportunities for promotion;
- self-help schemes in rural and urban areas to promote job-oriented, on-the-job and in-service training programmes, to improve health services and to solve social infrastructure problems;

¹ Although there are several interesting regional projects such as "Jobs and Skills Programme for Africa (JASPA)," "Asian Regional Team for Employment Promotion (ARTEP)," "Regional Employment Programme for Latin America and the Caribbean (PREALC)," etc. cf. Integration of Women in Development - Implementation of Governing Council Decision 80/22 II, UNDP/PROG/79, 12 Feb. 1981. App. II p.4.

² E.g., Employment promotion in Asian agriculture, meeting organized jointly by ARTEP/ILO in Delhi. The meeting generated further interest in female labour, stimulating special studies. Jain, Devaki, Women in Development, op. cit. p. 12.

- schemes and actions to harmonize the reproductive and productive role of women;
- strengthening the participation of all members of society, and especially women, in planning and implementing policies and programmes affecting their lives, thus developing community participation.¹

4. Intersectoral activities: science and technology, education, communication, health

Intersectoral activities are of relevance to different productive sectors, although they represent very specialized areas. Because of their nature, they are of ultimate importance for the integration of women in development.

Science and technology have been highly concentrated in developed countries, which control 96 percent of the total scientific and technological potentials.² Efforts of DCs to join the process of world scientific and technological development and to create their own research and technology have been hampered by an insufficient technological infrastructure, an international system of the transfer of knowledge and technology which favours the producers, and not the users, of technology.

The participation of women from DCs in science and technology is restricted to a very small number of women-scholars, mostly concerned with social research and humanities. Their involvement in industrial and developmental research is almost non-existent. There are a few TCDC projects on women and technology among which the project on "Appropriate technology for rural women", based on a preliminary survey of women's needs in Guyana, may be cited.³

The research on the situation of women in DCs is far from being integrated into the other sectors of research, and suffers from many disadvantages (diffused efforts, inaccurate or non-existent budgets, lack of

¹ In response to WCARRD, the programme Community Action for disadvantaged rural women has been started, aiming to raise women's productivity in agriculture and to reduce their work burden in other areas. cf. Follow-up to WCARRD, op. cit. p. 10.

² See: Science and Technology and the Future, UNCSTAD, A/Conf. 81/5/Add. 1, UN N.Y., 1979.

³ Promoting and accelerating women's participation in development programmes in the Caribbean through TCDC, TCDC/2/3 3 March 1981. p. 19.

data, etc.)¹ Mostly done by foreigners, it does not seem to take enough into account the particular socio-economic context which has led to "false prescriptions and generalizations".² The creation of horizontal links among researchers interested in these matters is therefore necessary and may be achieved through functional links among different women's organizations, such as the Association of African Women for Research and Development (AAWORD), the Asian and Pacific Center for Women in Development (APCWD), and the Women's Development Unit of the Extra-Mural Department of the University of the West Indies (WAND).

Developing countries invest between 5 and 6 percent of their gross national product in education. The number of schools, teachers and pupils at all three levels of formal education has been increasing in the last decades. Demand for schooling remains strong and in most developing countries it cannot be fully satisfied. The enrollment of girls has also been increased, although schools are not yet accessible to all women. In developing countries, the percentage of girls at the primary level increased from 41% in 1965 to 45% in 1977, at the secondary level from 32% in 1965 to 40% in 1977, and at the high level from 27% in 1965 to 33% in 1977.³ Notwithstanding this progress, it should be stressed that various forms of informal education are particularly important for the education and training of women in developing countries. Such informal schemes include literacy programmes, rural education programmes, on the job training, and various types of specialized training. In many developing countries, there is a tendency to direct women mainly to the traditional fields (nursing, teaching, commerce) and to the humanities rather than to sciences and engineering.⁴ Some developing countries are making efforts to include girls in training schemes for jobs, e.g., in Columbia where new educational programmes are introduced with the aim of preparing girls for work.⁵

So far, TCDC activities have been directed to programmes which upgrade basic education; to the introduction of diverse technical programmes for women; and to management and marketing training. In the field

¹ Belghiti, Malika El, Women, Development and Cooperation Among the Countries of the Arab World, UNDP, Division of Information, New York, 1980. p. 36.

² Building New Knowledge through TCDC, op. cit. p. 9.

³ UNESCO Statistical Yearbook, 1980.

⁴ The tendency to diversify and intensify the education of women is also evident from the INSTRAW Fellowship Programme, INSTRAW/BT/1983/R.4.

⁵ Uribe, M.C. Women and Development, ID/WG. 283/33. p. 28.

of education there are very many TCDC programmes in a wide variety of specializations and in all regions. Some institutions have been formed, such as The African Training and Research Center for Women (ATRCW), and there are other specialized women's organizations which pay much attention to educational matters, such as the Asian and Pacific Center for Women in Development (APCWD) and the Women's Development Unit of the Extra-Mural Department of the University of the West Indies (WAND). In West Asian countries, special attention has been directed to the vocational and technical training of women, but on the elementary level.¹ The provision of teachers, including women, in all Arab countries is often arranged through TCDC activities. Most of the MULPOC (Multinational programming and operational centers) programmes have been directed to education activities as well. As an example, the intercountry project of the governments of Cameroon, Congo, Central African Republic, Gabon, Equatorial Guinea, Sao Tome and Principe and Chad, may be cited. This project, as well as the other regional MULPOC projects, has three main objectives: "to promote the advancement of women ... through full participation in policy and decision making," to increase "the capacity and sensitivity of both men and women leaders towards taking the needs of women into full account in national development plans through training and advocacy," and to promote TCDC through intercountry projects and information networks.² These projects contain the basis for the further development of women's studies in DCs. Although these matters have not as yet been treated at the universities and other schools and institutions in DCs, the practical approach that MULPOC programmes offer might be further developed in defining curricula for universities, high and secondary schools, etc. The activities of the Eastern and Southern African Management Institute are also on the lines of further development of curricula concerning the integration of women in development (e.g., Second Training Programme: Training for Development Planning and Women - An African Perspective).³ All these endeavours are encouraging as far as the integration of women in development through TCDC actions is concerned.

The technological development of mass communications increasingly enables various community groups (including women's organizations) to take initiatives to promote social and economic changes through the media, and to build intellectual and economic self-reliance and mutual support.

¹ TCDC and Women's Role in Development in the ECWA Region, UN/ECWA 24-26 April 1978.

² See: UNDP Project Document: Integration of Women in Development in the Yaounde MULPOC, ... in the Lusaka MULPOC, ... in the Niamey MULPOC, ... in the Gisenyi MULPOC, UNDP Regional Bureau for Africa, New York.

³ ESAMI: Training for Development Planning and Women: An African Perspective. Report on the Second Training Programme, Arusha Tanzania, Sept. 1982.

Women are under-represented in the media, and there is often a tendency to establish stereotyped or even distorted images of them.¹ The media coverage of women as participants in economic activity and the general development process has been inadequate: women are very rarely connected with issues of global importance - such as unemployment, inflation, financial problems, pollution, and scientific and technological development. Women have not fully realized the potential of the media in their quest for equality and dignity, and this might have impeded their progress towards more intensive integration in development.²

Mass media should be used to promote the full integration of women in development. When developing countries are concerned, such an aim might itself be a subject of TCDC programmes and actions, and international co-operation on a large scale might be established. In the field of communications, TCDC projects may embrace relevant intellectual, cultural and technical issues. Among those which would be most welcome and are of special interest for women, the following may be cited:

- the introduction of new programmes to reflect more realistic and positive images of women and their developmental activity;
- the presentation of the actual conditions of both sexes in the community, and, if and when necessary, clarification of the role of women in the community;
- use of the media as a liberating tool which would stress women's concerns and participation in development;
- the setting up of communication networks which sponsor projects involving both women and men, and aim at defining socially relevant needs of the people;
- giving the mass media a very important educational role, especially in launching literacy campaigns and in issues such as health, housing, etc.

Some TCDC projects in the field of mass media are connected with printing, communication and cultural industries. When such TCDC projects are launched, emphasis should be placed on evolving a distinctive media approach which would work towards the equal integration of men and women

¹ Mattelart, Michele, Women and the Cultural Industries, Cultural Development, Documentary Dossier 23, UNESCO, cc 81/41.

² Women and the Media. Report of an expert group meeting, Vienna, Austria, 24-27 November 1981, UN New York, 1982.

in society. The establishment of alternative media and alternative media institutions may also become subjects of TCDC projects.¹ The guidelines for future communication strategies should be connected with the women's movement where appropriate. Community organizations may find it useful to examine the role of women in the community, to compare it with the role of women in the mass media and to establish an adequate relationship between the two. The information needs of women in various socio-economic groups should be identified in order to help the media launch or strengthen efforts to provide information on rights to education, employment, political participation, legal and administrative provisions and other social services.

Health policy is an integral part of any comprehensive development policy. In DCs, the majority of people suffer from poor health, and there is a high mortality rate. Inequalities among social groups are severe in even those DCs that have reached a relatively favourable level of economic development.² In most parts of the world, men have a lower life expectancy than women, but the sex difference in mortality is less pronounced in DCs. In a few developing countries, female mortality is even higher than male mortality, particularly due to maternal mortality. It can be assumed that excess female mortality is a remnant of the past. Changes in attitudes towards women may cause the gradual disappearance of this phenomenon, which is closely linked to traditions, and also often to poor living conditions in DCs.

National efforts to improve the health services, including programmes for the reduction of infant and mother mortality, may serve as a basis for the further development of TCDC in this area. Most of such programmes have been integrated into WHO programmes, and concentrate on primary health care, in the implementation of which women should be given a most important role. The establishment of the WHO Collaborative Center for Health Development and TCDC,³ with the aims of strengthening the self-reliance of DCs and implementing the strategy "Health for All until 2000," may be considered an important initiative to further improving health conditions in DCs, and those of the female population in particular.

¹ cf. Adriana Santa Cruz: Women Take the Floor - An Alternative, Women's Media, Development Issue Paper for the 1980s, No. 13: Women and TCDC, UNDP.

² Report on the World Social Situation, op. cit. p. 86.

³ The Center for Health Co-operation with Non-Aligned and Developing Countries, established in Zagreb, Yugoslavia 1977 has become the WHO Collaborative Center for Health Development and TCDC.

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This overview of the areas of interaction between TCDC and the process of integrating women in development indicates that most of the TCDC activities concerning women are concentrated in the field of rural development and education. These are also the fields that seem to cover the development priority areas of DCs, and also those in which substantial experience has been acquired. The other areas should be more intensively integrated in the process of TCDC, with a view to strengthening the self-reliance of DCs.¹ These areas are also of great importance for the integration of women in development, and specifically designed TCDC programmes would promote women's developmental role, as well as creating closer intersectoral links.

¹ The self-reliance in specific areas is also discussed in: Dunja Pastizzi-Ferenčič, Collective Self-Reliance of DCs, Zagreb, 1980.

IV. INSTITUTIONAL ASPECTS OF TCDC RELEVANT FOR INTEGRATION OF WOMEN IN DEVELOPMENT

Organizational and supportive arrangements for TCDC (such as administrative, legal, informative and financial) are most important for the development of more effective TCDC and a better use of TCDC projects for the integration of women in development. Although formal and organizational obstacles exist, they cannot be considered as fundamental constraints to the further merging of TCDC activities and the integration of women in development. The effort to eliminate them should be carried out in a paralld manner by organizations and bodies involved in TCDC activities, as well as by women's organizations on national and international levels.

The introduction of new subjects and areas into TCDC arrangements may enhance the development of TCDC and stress its general flexibility and open approach when there is a need and a strong desire to develop international technical co-operation.

This is even more true when the integration of women in development through TCDC is envisaged. The actual progress that has been made so far in including women in technical co-operation projects and programmes remains modest. Specific approaches to facilitate the advancement of women would probably also substantially influence organizational and supportive arrangements for TCDC.

1. Information collection and exchange

Most DCs lack an established national information network, and the collection of information has in these countries consequently been unsystematic and sporadic. This makes communication with established international systems difficult, and poses some problems concerning the evaluation of TCDC activities, potentials and capacities as well as the integration of women in TCDC activities.¹

At the national level, the established channels of TCDC (informational units in ministries and other sectoral bodies, professional associations, universities and research organizations, public and private enterprises, etc.) are the main sources of information on TCDC. However, these sources have not as yet included any specific information concerning women's participation in TCDC programmes and projects. If such information exists, it remains within women's organizations and associations. Links among the mentioned bodies and organizations are poor, and hardly any system of information collection and exchange is operational.

¹ See also p. 8-9.

There are several systems (AGRIS, ASFIS, CLADES, CARIS, EDFAC, FELLOW, INDIS, PDC, UNISIST etc.) which are operational on the international level, and contain information relevant for the development of TCDC. The only one specialized in this field is INRES (Information Referral System), within the UNDP Special Unit for TCDC. This system is designed for collecting and disseminating information on the capacities available in DCs for technical co-operation with other DCs. None of the systems operational at the international level includes specific data on women's integration in development. The only system that includes information on women's involvement in project activities is the Project Institutional Memory (PIM)¹, which is operational within the UN system and provides all the necessary information on the integration of women in development.

A further elaboration and improvement of the system of information on TCDC activities will require the inclusion of data on women's participation in TCDC activities, as well as the establishment of the following links:

- (a) links among women's organizations and associations and governmental bodies, as well as professional associations, universities, scientific and research organizations, public and private enterprises, etc. Such links would enable the establishment of a network on women's and TCDC activities;
- (b) links among specialized international information systems, in order to integrate specific data concerning women's participation in development;
- (c) links among national and international systems which would stimulate a more appropriate collection and dissemination of information, and elaboration of specific methodologies to include information on women.

2. Institution strengthening and networking

Women's organizations are differently institutionalized in different countries, but their issues are treated mostly in academic, training and non-governmental institutions. Therefore, institutional strengthening and networking are of vital importance for the TCDC efforts aimed at incorporating women in the developmental process.

National machineries for the advancement of women have been set up to integrate women in the mainstream of national political, economic and

¹ Integration of Women in Development - Implementation of Governing Council Decision 80/22 II, *ibid.* p. 5.

social life. Six structural types were identified: full-fledged ministries; bureaus; departments and divisions; commissions, committees or councils; political organs; and various non-governmental organizations.¹ Most of them are devoted to improving the social and economic condition of women to the point of their total self-reliance. They are specifically concerned with the legal status, education and employment of women.² Orientation to specific national problems of women's integration in development sometimes limits international co-operation and networking among such institutions. TCDC activities and programmes may help in the exchange of information and experience, and in creating better links among such national machineries. The Africa Regional Co-ordinating Committee for the Integration of Women in Development (ARCC)³ is such an inter-governmental body; it comprises bureaus and sub-regional committees on the integration of women in development. One of its primary goals is to build up institutions and programmes especially designed to promote the participation of women in development. Its functioning is well harmonized with the principles and goals of TCDC, being in itself a TCDC activity.

The open and flexible system of TCDC enables the strengthening of international links and the national positions of such institutions, and over-all greater communication among academic, training and non-governmental institutions.

In this respect, two major courses of activities may be proposed:

- (a) linking TCDC focal points with the existing machineries for the advancement of women in DCs;
- (b) networking among existing institutions.

3. Planning and programming of TCDC activities and integration of women in development

The successful implementation of TCDC and the integration of women in development require specific efforts at the national and international levels. The participation of women in national development has not been planned specifically, although almost all national administrations of DCs have some experience in planning and programming TCDC activities. Planning techniques for the inclusion of women might therefore be elaborated.

¹ See: National Machineries for the advancement of Women, INSTRAW N.Y. 1980. p. 6.

² E.g. Ministry of Women's Affairs, Bangladesh, or National Council of Women, Kenya; Women's Bureau of Jamaica, etc.

³ UNDP: Intercountry Project of the Government of All ECA Member states - ARCC.

Planning and programming presume the incorporation of TCDC activities into the national development plan. The basic linkages to assure stipulation of planned objectives, provision of the necessary funds and the proper use of human resources, including women are:

- (a) links between national development planning and TCDC programmes orientated to the integration of women in development;
- (b) links between economic, social and other development and co-operation TCDC programmes;
- (c) links among TCDC programmes, especially those referring to women's participation, of different DCs.

Planning and programming should include a series of steps to assess TCDC activities from the points of view of development, the integration of women, possible preferential elements, legal arrangements and conditions, and financing.

Special attention should be paid to developing planners' skills in more fully involving women in development programmes, and the TCDC programmes.

4. Legal arrangements and frameworks

Legal arrangements concerning TCDC are usually not discriminatory against women, but they are not specifically elaborated so as to stimulate the inclusion of women in different TCDC activities. The legal framework for TCDC is in most cases flexible and open, as it can include different practices of TCDC. Besides the prerequisites such as complementary agreements, tripartite agreements, preferential arrangements etc, it should include within the framework for particular aspects of TCDC (personnel, recognition and equivalency of diplomas and degrees, etc.) special provisions concerning women. Such special provisions might refer to areas of ultimate interest for women: health (maternity and infant care), education (e.g. fellowships for women), employment and industrialization. These provisions should be closely linked with the national legal treatment of these and other areas.

5. Financial resources

TCDC is financed in a variety of ways, including arrangements for bilateral financing, third country-financing and multilateral financing. Current practice suggests that the combined financing from multiple sources has become a widely accepted practice. Such financing enables close co-operation among governmental, non-governmental, professional, technical and voluntary associations, as well as of national and international funds. In the preparation of programmes, the roles and potentials of women in development are often overlooked. The creation of the Voluntary Fund for the UN Decade for Women (VFDW) is important primarily be-

cause it promotes innovative or experimental activities and small projects, supplements other work without waiting for negotiations, and assists governmental organizations and women themselves to ensure women's considerations in all development assistance activities. It assists DCs in carrying out their national plans and programmes for the advancement of women, mostly through TCDC arrangements.¹

Well-elaborated TCDC programmes and projects, especially those concerning the integration of women in development, based on the priorities of national development plans could attract the necessary financial resources through specially established financial consortia. DCs, international organizations and developed countries might participate, if the conditions are regulated so as to stimulate their participation.

¹ Le Fonds de contribution volontaire pour la Decennie des NU pour la femme - Projets temoins, Brochure d'information 3, Julliet 1981.

CONCLUSION

This overview of TCDC development clearly shows that it has become a multisectoral and multidimensional system of international co-operation. It could be further developed through projects and programmes aiming at the fuller integration of women in development. Such integration would respond to the multiple needs and better use of human resources in developing countries and generally strengthen their national and collective self-reliance.

Analysis of the integration of women in various areas of development has shown that most of the TCDC activities concerning women are concentrated in the field of rural development and education. Developmental potential in the other areas has largely still not been fully activated even though such areas are also exposed to TCDC practices. Thus there is a very rich field for the further improvement of organizational and supportive arrangements for TCDC.

Institutional strengthening and networking are of vital importance for the TCDC efforts aimed at incorporating women into the developmental process. The organizational and supportive arrangements for TCDC should be secured through the programmes carried out in different areas. This refers especially to legal and financial arrangements, as well as to the planning and programming of TCDC. Closer links among different institutions and women's organizations, and their links with the TCDC focal points, would be most important for the advancement of women in developing countries.

Many methodological areas in TCDC still remain open for improvement. According to the decision of the High-Level Committee on the Review of TCDC to promote horizontal co-operation among developing countries in scientific and technological research, joint action and collaboration were recommended in order to achieve maximum utilization of existing facilities at all levels. Furthermore it recommended the strengthening of regional training and research institutes so as to facilitate the exchange of experiences, the emergence of networks and the provision of advice to policy-making bodies.¹

The integration of women into development through TCDC should parallel the efforts to improve the methodologies for promoting horizontal co-operation among developing countries. This will ensure that they reflect the necessity of incorporating issues related to women into further TCDC activities.

¹ Report of the High-Level Committee on the Review of Technical Co-operation among Developing Countries (A/36/39).

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