THE INTEGRATION OF WOMEN INTO DEVELOPMENT PLANNING

INTERREGIONAL SEMINAR HELD IN SANTO DOMINGO, DOMINICAN REPUBLIC

5-11- December, 1983

United Nations International Research and Training Institute for the Advancement of Women (INSTRAW)





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THE INTEGRATION OF WOMEN INTO DEVELOPMENT PLANNING

I. INTRODUCTION

Although development planning and programming still remains the most widely recommended method for the allocation and employment of economic resources to attain the goals of the development process and thus benefit the various groups and sectors of society, over the past years experience with development planning and programming world-wide has raised concern regarding its adequacy in achieving development goals. Much of the disappointment with planning arises from the material outlook of traditional theories of development on which it is based, resulting in an overemphasis on economic concerns as opposed to the human resources and their well-being in the development process. National development planning has also often been ineffective and development plans have been disregarded due to a lack of consciousness of the growing interdependence between the social and economic aspects of development. Thus, and particularly during harsh economic periods such as the current world-wide economic crisis, long-term and human goals set out by the development plans have been neglected due to budgetary adjustments that have had to be made and which were not envisaged in the formulation of the initial plan.

Disgruntlement with traditional economic theories has given rise to a number of trends on the current development debate. These focus on issues of growth and equity, the need to consider social problems along with economic ones and the population component of development, defining people as subjects of development, and thus highlighting the importance of both human resources and popular participation in development.

The issues of incorporation of women into development planning emerges in the context of the above trends of the ongoing development debate, since women, along with men, are subjects of development, and since development has had a differential impact on women relative to men. As 50% of the world's population, women perform two-thirds of its work-hours, but receive only 10% of the world's income and own less than one percent of the world's property. Although women are not a homogeneous group, their weak economic position results from an

overwhelming concentration of their economic activity in the unrecorded domestic sector, the unpaid labour on the farm of other family enterprises and in labour done within patron/client relationship.

The gravity of the above characteristics of the female labour force is further accentuated by the fact that women are not an isolated group in society since the well-being of men and children is closely linked and dependent upon their well-being. Therefore, in order to redress the differential impact that development has made on women relative to men, and for women to effectively contribute and benefit from development for their own well-being as well as that of men and children, it is necessary to fully incorporate women's issues into the national planning process. Proper consideration of issues of relevance to women in the planning process is essential not only in terms of the benefits to be earmarked to redress their situation, but, more importantly, in reference to their participation in this process based on the assumption that successful development is guided by the principles of the development of human resources and popular participation.

II. LEGISLATIVE MANDATE

Recent United Nations decisions reflect the current development debate which focus on the importance of taking into consideration the needs of various groups of the population, men and women alike, in the development process through development planning mechanisms. Thus the approach to development advocated in these decisions is more holistic and integrated.

The first explicit articulation in the United Nations legislations on the integration of women into development processes was made by the International Development Strategy for the Second United Nations Development Decade which was adopted by the General Assembly in 1970. In this regard, it stated: "The full integration of women in the total development efforts should be encouraged" 1.

The above idea was further developed by the World Plan Action and the set of resolutions adopted at the World Conference of the International Women's Year, held in Mexico in 1975.

The International Development Strategy for the Second United Nations Decade for Women.

The General Assembly subsequently adopted principles referring to the necessity of real and effective participation of men and women in all areas of national activity for accelerated development, thus necessitating the integration of women's potential and actual contributions in development planning and an improved world economic equilibrium. Consequently, the improvement of women's status was regarded as a basic element in the development process. Moreover, the role of women in the development process was seen as an integral part of the establishment of the New International Economic Order, since the goals of the United Nations Decade for Women "Equality, Development and Peace" depend upon the establishment of just international economic relations².

The programme of action for the second half of the United Nations Decade for Women and the resolutions adopted in Copenhagen in 1980 represented a step towards establishing the linkage between women's role, the international strategy and the new international economic order. Among the main points emphasized were: a) the historical reasons causing the unequal share of women in development as being related to the division of labour between the sexes, the productive systems in world economics and women's work, mass poverty and backwardness as a result of underdevelopment; b) the close relationship between the inequality that the majority of women experience and the problem of underdevelopment resulting from unjust international economic relations; c) the need to improve women's status and their role in development as part os the new international economic order, and d) that any measures for women isolated from the major priorities, strategies and sectors of development cannot result in any substantial progress towards the goals of the decade3.

The International Development Strategy for the Third United Nations Development Decade that was adopted in December 1980, after the Copenhagen Conference, states in its preamble that the development process must promote human dignity. The ultimate aim of development is the constant improvement of the well-being of the entire population on the basis of its full participation in the process of development and a fair distribution of the benefits therefrom. In this perspective, economic growth,

2. World Plan of Action.

Plan of Action for the Second Half of the United Nations Decade for Women.

productive employment and social equity are fundamental and indivisible elements of development⁴.

The above strategy also indicates the methods by which most of the issues included in the current development debate ought to be addressed. Thus the strategy seeks to reflect the need for the adoption of adequate and appropiate policies, to be defined by each country within the framework of its development plans and priorities for movement towards the realization of this ultimate goal of development. Moreover, it refers to women's role and contributions to society in many parts of the text of the strategy and in very specific terms. In this regard, the importance of the integration of women in industrialization, rural development, science and technology and the need to implement the measures to improve the status of women adopted both in Mexico and Copenhagen are mentioned⁵.

The last step thus far in the evolution of the legislative mandate that links women's issues and the development process is the Convention on the Elimination of All Forms of Discrimination Against Women, adopted by the General Assembly in resolution 34/180 of 18 December 1977, emphasizing the link between the establishment of the New International Economic Order and the promotion of equality between men and women; the full and complete development of a country which requires, among other things, the maximum participation of women on equal terms with men; and the important role of women in rural development⁶.

III. INSTRAW'S ROLE IN THE DEBATE ON WOMEN AND DEVELOPMENT PLANNING

The overall mandate of the International Research and Training Institute for the Advancement of Women (INSTRAW) is to promote through its activities in research, training and information the full participation of women together with men in the economic and social development of each society. The Institute acts catalytically by implementing its programme through networks of co-operative arrangements with the five regional commissions of the United Nations, other United Nations bodies,

^{4.} International Development Strategy for the Third United Nations Development Decade.

^{5.} Ibid.

^{6.} Convention on the Elimination of All Forms of Discrimination Against Women.

academic and training institutes, non-governmental organizations and women's associations.

As the Institute's mandate and programme of activities focus on development issues and the problems facing women therein and thereby seek to integrate women into the mainstream of development, the Board of Trustees of the Institute decided during its second session to hold a seminar on the topic of the incorporation of women into development planning. This seminar was convened on 5-11 December 1983 at the Institute's head-quarters in Santo Domingo, Dominican Republic.

The seminar sought to examine various problems related to women's participation in and integration into development planning and to analyse the reasons for the frequent neglect of women's needs in the development planning process. It was the goal of the Seminar to devise appropriate guidelines for more active participation of women in the development process, both as participants and as beneficiaries, and to make development planning more responsive to the needs of women. Thus the objective of the Seminar was two-fold: on the one hand, to exchange experiences of different countries in the area of planning, to underline the problems encountered and to seek solutions; and, on the other hand, to increase the involvement of women in the planning process through raising awareness and determining the most suitable institutional framework, planning mechanisms and techniques to that end.

The Institute prepared a background paper for the meeting entitled "The Incorporation of Women into Development Planning - General Overview". In the process of preparing this paper, the Institute had surveyed the literature, both theoretical and providing guidelines on women and development planning within and outside the United Nations system. The paper is divided into three sections. The first section or introduction is a description of the general development debate including women's role in recent United Nations legislation on the topic of the integration of women in development. The substantive topics of the agenda of the meeting and the issues of relevance to the incorporation of women into development planning are addressed in the second section of the document. The last section attempts to delineate actions taken within the United Nations system to promote women's integration into development processes. Hence annexes I and II of this paper contain summaries of recent programmes and project guidelines seeking to operationalize the integration of women in development, produced by the United Nations organizations and other agencies. Also included are recent meetings on women and development planning convened in different world regions.

Thirty-one participants from various regions attended the meeting in their personal capacity. Among the participants was a number of representatives of United Nations bodies and specialized agencies. The participants represented a tripartite participation scheme of national planning officials, experts on development issues, and experts on issues concerning women and development. Each participant was requested to present a background paper addressing the agenda items of the Seminar from his/her national and regional perspective. Twenty-one participant papers were prepared and/or presented to the Seminar. (For a list of participant's papers and documents prepared for the meeting, see annex I). The Institute plans to publish these papers together with the final proceedings of the Seminar in a Sales publication in the first part of 1984.

The deliberation of the meeting took place in plenary sessions as well as three panels. The Seminar had thus eight plenary sessions and six sessions for the three panels during which the participants discussed the subject matter of the seminar and prepared the final recommendations which were adopted by consensus during the final plenary session.

IV. RECOMMENDATIONS OF THE INTERREGIONAL SEMINAR ON THE INCORPORATION OF WOMEN INTO DEVELOPMENT PLANNING

These recommendations are result of plenary and panel discussions of the following topics of the seminar agenda: issues of policy design, methodological approaches to incorporating women into development programmes, research and data collection, training and dissemination of information.

Before considering these recommendations, the following

7. The meeting was presided by Professor Maria Augusztinovics from Hungary, a former member of the United Nations Committee for Development Planning. There were three vice-presidents: Mr. Dan Ayayee from Ghana, Ms. Achie Sudiarti Luhulima from Indonesia and Ms. Blanca Figueroa from Peru. The rapporteur was Ms. Helga Hernes from Norway. For a complete list of participants see annex II.

conceptual framework was deemed necessary for a thorough consideration of the recommendations:

- a) The "incorporation of women into development planning" is a comprehensive concept requiring basic changes in how development is viewed;
- b) women's actual and potential contribution is primordial for any integrative development planning. The incorporation of women into development planning will require some rethinking at the conceptual level;
- c) women should be considered as equal partners to men and their equal participation both as economic agents and beneficiaries in all sectors of the economy and at all levels of the development process should be secured.

1. Issues of policy design

1.1 Socio-economic aspects

- 1. National development planning should be viewed as a multidimensional process embodying participative economic, social, political and cultural factors.
- 2. Women are already incorporated in the development process both in their dual role as reproducers and producers (whether statistically visible or invisible) in the gross domestic product, and as beneficiaries as well as reproducers of the labour force in economy, and therefore, in view of this dual role, they affect the development process and are affected by it both positively and negatively.
- 3. Development planning should take into account the interrelationship between the reproductive and productive roles of women. As the reproductive function is only one of women's major social roles it should not be the basis for exclusion from other activities. Development planners should rather capitalize on women's multi-roles as assets that can enhance development.
- 4. Appropriate measures should be taken to bring about the necessary social economic and cultural changes to correct the existing structural inbalances which have multiplied and perpetrated women's disadvantages. In order to ensure the equal partici-

conceptual framework was deemed necessary for a thorough consideration of the recommendations:

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1. Issues of policy design

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- 4. Appropriate measures should be taken to bring about the necessary social economic and cultural changes to correct the existing structural inbalances which have multiplied and perpetrated women's disadvantages. In order to ensure the equal partici-

pation of women at all levels, action is required at the macro and micro, local and family levels.

- 5. Decision-makers and development planners should encourage the participation of women in decisions pertaining to the design, formulation, co-ordination and implementation of economic, social, family planning, population and human resources policies.
- 6. Necessary steps should be taken to ensure that rural and marginal urban women participate fully as beneficiaries and effective agents in the development process by allowing for their participation as policy workers, organizers and implementators of development programmes through training in leadership and decision-making.
- 7. Necessary steps should be taken to change attitudinal biases toward traditional roles through awareness programmes addressed to the entire population.

1.2 Institutional framework

- 8. The necessary institutional measures should be taken to ensure that development planners respond to the needs of all members of society.
- 9. Development planning should ensure the strengthening and/or creation of at least minimal institutional frameworks to guarantee the access and equal participation of women at all levels of society. Policy-makers and development planners should take special measures to expand participatory planning by women at the grass-root and higher levels of decision-making and goal-setting.
- 10. Development plans should provide for greater participation and representation of individual women and socially and economically relevant associations and institutions concerned in the issues relevant to women. Such organizations may also assist in monitoring mechanisms for the design, implementation and evaluation of development policies, plans and programmes.
- 11. Effective institutional links between women's organizations and national planning units should be established. This can be ensured for example, by centrally locating women's affairs

units (Office of the Prime Minister, Office of the Minister of Planning) and by creating women desks at various sectoral levels.

- 12. Existing plans of action and programmes, as they relate to women, should be taken into consideration in order to ensure co-ordination and compatibility with other similar plans and programmes concerning women adopted and carried out at the international, regional, national and local levels.
- 13. In national planning processes adequate linkages should be made and/or strengthened in order to ensure the integration of issues related to women into sectoral as well as regional plans and programmes particularly those related to industrial development, energy, environment, science and technology and similar sectors.
- 14. Technical co-operation programmes, projects and budget allocations should contain explicit reference to their impact on women; coverage of women's needs; and inclusion of women in formulation and implementation.
- 15. Planning and programming processes in both public and private sectors should allow for representation of women and women-related issues.

1.3 Legal aspects

- 16. Recognizing the importance of appropriate legislative support which would secure the implementation of policies relevant to women in development, additional legislative measures might be required in order to ensure the protection of women's interests in the planning process.
- 17. Additional legislative measures would be considered when necessary to abolish all direct and indrect discriminatory consequences of planning to women.
- 18. Incentives and penalties should be provided in order to facilitate implementation of policies, ensuring equal opportunities for women.
- 19. Policies must be designed to create effective measures where necessary and/or to enforce the implementation of existing laws required for the prevention of sexual violence and harassment.

20. Legal protection must be assured for those working for change through the advancement of women.

2. Methodological approaches

2.1 Adequate linkages between various levels of policy-making should be established in order to secure the interaction of international, national and subnational levels of decisionmaking.

21. At the macro level there is need to:

- a) Collect and compare date on existing policies, national plans and legislation and to analyse the extent to which women's issues are incorporated.
- b) Collect and analyse existing literature and research findings on women's issues and to establish the linkage between this research and the planning activity ensuring that such findings are taken into account in the planning process.
- 22. One of the critical and crucial factors for a political will is to make explicit the breakdown of social objectives and implications by group of economic agents particularly by sex and age group to account equally, in the same disaggregated manner, for the socio-economic implications on the above groups, of the implementation of development policies, plans and programmes.
- 23. The contributions of marginal urban and rural women to economic and social development should be acknowledged by including women's work in the informal sectors, as well as various forms of self-employment and services, into the measured and accounted for economic activity.
- 24. Socio-economic policies should be formulated with the explicit purpose of satisfying the material and non-material needs of women in their dual capacity. Necessary measures should be adopted to develop or improve the capacities of the social and physical infrastructure and the services to be provided within the social division of labour that would alleviate women's burden and provide them with the possibility of actively participating at all levels of decision-making in the society (such facilities might be fuel, electricity, water, adequate cooking facilities, nurseries, hospital care, child care and care of the elderly).

- 25. At the micro level the most disadvantaged rural and urban areas should be provided with the ways and means of increasing their access to infrastructure, basic services, appropriate technologies by providing them with the basic services (including services such as clean water supplies; effective sanitation) in order to alleviate the heavy workload necessitated by the demands of their families, including both children and elderly.
- 26. Measures to incorporate women in the mainstream of development policies, plans and programmes must not preclude transitional, technical, material and financial resources for women, particularly local rural and urban women, so that they have access to nutrition and health services, including maternal/child care and family planning/education/training, employment and financial resources. Access to these resources will facilitate the ultimate goal of complete and equal incorporation of women into the mainstream of the development process.
- 27. Measures should be taken to ensure that existing inequalities in the representation of women among the planners —in all sectors of policy and programme formulation— be redressed, through various instruments such as quotas, goals and timetables and any structural modification required.
- 28. Systematic monitoring and evaluation of plans and programmes and projects at both the micro and the macro level should take place in a manner that would allow for the evaluation of the succes in implementing the goals of achieving equal participation, opportunity and benefits to women along with overall evaluation of the plan.
- 29. Wherever possible, the United Nations, international and other agencies/bodies should implement their mandates to formulate and execute their policies and programmes in ways that incorporate women fully at each level of decision-making, action and outcome, identifying obstacles and impediments of these procedures, and the means to overcome them.
- 30. All organizations of the United Nations system, should systematically review their proposed programmes and projects with the aim of integrating the issues of concern to women in all projects with the dual objective of improving the effectiveness of the project and the status of women. Sufficient resources need be allocated in order to meet these recommendations. For this

purpose, more resources should be channelled into INSTRAW'S Trust Fund.

- 31. All donors should be mobilized to supply the additional financial assistance required for carrying out the programmes and projects concerning women, of the various United Nations agencies.
- 32. Decision-makers and planners should identify and proportionally allocate budgets at different levels to policies, programmes and projects of concern to women.

Research and data collection, training and dissemination of information

Data collection, research training and information dissemination have an important role in the realization of the incorporation of women in development planning.

3.1 Research and data collection

- 33. INSTRAW should continue to encourage co-operative efforts among the United Nations and other international and national level organizations to improve the collection and use of data needed for the incorporation of women in development planning.
- 34. Efforts should be made to monitor the appropriate use of existing data on women's role in current international and national development projects (including, for example, the planning of technical co-operation, employment opportunities, etc.) which are meant to deal with the total population.
- 35. INSTRAW'S capacity should be strengthened to assist relevant bodies to design and initiate research to illuminate the existing constraints to the implementation of plans to equalize women's and men's training and employment opportunities and to devise appropriate means to overcome them.
- 36. In support of the recommendations of the INSTRAW/ United Nations Statistical Office Expert Meeting on Indicators and Statistics on the Integration of Women in Development (held in New York, April 1983), full encouragement should be given to statistical services for (a) the design, collection and utilization of appropriate indicators to reflect accurately the participation of

women in social and economic life (formal and informal sectors), and (b) the disaggregation of appropriate data, as aids to the incorporation of women in development planning. Until new indicators and methodologies are in use, all available quantitative and qualitative data should be fully utilized.

- 37. INSTRAW, through its regional network, should encourage the study of national plans, including sectoral plans and programmes, to determine the extent to which women's needs have been taken into account.
- 38. In recognition of the inadequacy of present methods of development planning in incorporating women, results of recent research on women and development should be analysed from a theoretical and practical perspective with the aim of modifying and disaggregating existing planning models, or devising new models.
- 39. Additional efforts should be aimed at identifying gaps in current research in order to design planning policies linking macro and micro levels of economy.
- 40. Utilizing fully the support of its regional network, INSTRAW should encourage research and dissemination of its findings on effective examples of planning and programming to benefit women at the local and national levels.
- 41. In this respect, the importance of the catalytic role of INSTRAW as a clearing-house for information for women and development has been emphasized. The establishment of continous interaction of the development planning bodies and institutions (within and outside the United Nations system) with INSTRAW is urged.

3.2 Training

- 42. Based on the successful experience of women and development planning in some regions, INSTRAW should make efforts in co-operation with the regional commissions and other United Nations bodies as well as other regional organizations and development funds to:
- a) Design training modules on women and development planning that can be utilized in planning courses and by institutions;

- b) Organize workshops for decision-makers and policy-makers, regardless of sex;
- c) Sponsor regional training programmes for planners from central and sectorial planning units on the integration of women in development planning;
- d) Sponsor the holding of joint workshops in co-operation with regional commissions so that planners, development workers and representatives of national machineries for men and women can jointly work out the best way to implement plans for the effective incorporation of women into development.
- 43. INSTRAW, with the support of its network, should offer advisory services to Member States on the incorporation of women into development planning.
- 44. Encouragement should be given to training of trainers in order to accelerate the process of incorporating women in the planning process and in project design and management.
- 45. Efforts should be made to secure fellowships for young women in various key disciplines relevant for planning for the future.
- 46. In its catalytic role, INSTRAW and its regional network should encourage national institutions to sponsor training, utilizing non-formal methods and the community setting, of women in non-traditional fields.
- 47. To strengthen women's organizational abilities and increase their level of expertise, training programmes, workshops and conferences should be utilized. Emphasis should be given to training women in organizational techniques and managerial skills.
- 48. Appropriate training should be devised in urban and rural areas to provide women with the possibility of gaining new skills and offering new job opportunities to them.
- 49. Universities and planning and research institutes should include curricula and training courses relevant to incorporating women into planning processes.
 - 50. Development plans should consider the effective use of

mass media as well as alternate means of communication in changing attitudes toward traditional roles of men and women in the family and society at large.

51. In order to elliminate all obstacles created by the conventional division of labour between women and men, mass media and other information means, including textbooks and educational material for children, should be used for communicating new images of women.

3.3 Informations and dissemination

- 52. Effective communication and information systems should be established at various levels of the planning process in order to secure and strengthen the necessary linkages between the development planning process carried out at various levels.
- 53. Ways and means should be investigated to bring to the attention of planners the substantial body of research on women and development that has been undertaken world wide.
- 54. As a clearing-house for information on women and development, INSTRAW should make efforts to include knowledge on women into existing information systems.
- 55. INSTRAW should investigate ways and means of disseminating information on women and development employing new communication technologies.
- 56. Efforts should be made to develop a guide to information sources concerning women and development.
- 57. INSTRAW should publish a volume of selected papers from this Seminar, with an annex listing books, individuals and institutions concerned with the subject; the annex should be reproduced in the publications of INSTRAW.
- 58. Efforts should be made to disseminate information on women and development planning to relevant professional publications.

ANNEX I LIST OF PARTICIPANT PAPERS

RICARDO ACOSTA SUAREZ

Towards a world of equity and justice: development planning and the politics of dialogue and participation.

MARIA AUGUSZTINOVICS

Economics and women's issues.

CHOW KIT BOEY

Changing role of Singapore women in economic development.

ECONOMIC COMMISSION FOR AFRICA

Women and development planning. An African regional perspective.

EVE DORFZAUN

A note on women's participation in the development process.

BLANCA FIGUEROA

Incorporation of Women into Development Planning: Peru.

HELGA MARIA HERNES

The role of women in voluntary associations.

INSTITUE OF SOCIAL STUDIES TRUST (New Delhi)

Women and the planning process: a case study from India.

INTERNATIONAL LABOUR ORGANIZATION

The incorporation of women into development planning: some problems and obstacles and some solutions.

LATIN AMERICAN INSTITUTE FOR ECONOMIC AND SOCIAL PLAN-

Notes for internal discussion on policy issues and proposal for action.

LATIN AMERICAN INSTITUTE FOR ECONOMIC AND SOCIAL PLANNING

Incorporation of women into development planning.

LATIN AMERICAN INSTITUTE FOR ECONOMIC AND SOCIAL PLANNING

Statement for preliminary considerations.

MISRAK ELIAS

The role of African women in management and administration: proposals for action.

LEONARD E. NGUGI

Paper on Kenva.

SAMIHA SIGHOM PETERSON

Women and development: an analysis of four perspectives.

DANIJEL PUCKO

The incorporation of women into development planning (Some Yugoslav Experiences).

AMAL A. SABBAGH

The incorporation of women into development planning in Jordan.

JOAQUIN ST. CYR

The Trinidad and Tobago experience.

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION Integration of women in the industrial planning and development process.

INTERNATIONAL RESEARCH AND TRAINING INSTITUTE FOR THE ADVANCEMENT OF WOMEN

Incorporation of women into development planning: General Overview.

ANNEX II LIST OF PARTICIPANTS

I. EXPERTS

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Leonard Ngugi Ministry of Economic Planning Chief Economist Kenya

Dan Ayayee Ministry of Finance Principal Secretary of Planning Ghana

Ricardo Acosta International Centre for Public Enterprises Assistant Director Yugoslavia

Joaquin St. Cyr Finance Ministry Senior Project Analyst

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and Voluntary Fund
for the United Nations
Decade for Women (VFDW)
Trinidad and Tobago

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III. RESOURCES PERSONS

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